

2 Project Description

2.1 Introduction

Consistent with Section 15168 of the CEQA Guidelines, this Draft Environmental Impact Report (EIR) provides a programmatic analysis of the environmental impacts associated with implementation of the goals, policies, and actions and the projected buildout of the Fairfield Forward 2050: City of Fairfield General Plan update, as well as strategies and actions proposed in Fairfield's Climate Action Plan (CAP). These components constitute the Proposed Project.¹ California Government Code Section 65300 et seq. mandates that all counties and incorporated cities prepare a general plan that, among other things, establishes policies and standards for future development, housing affordability, and resource protection. State law encourages cities to keep general plans current through regular updates. The Proposed Project is an update to the City's 2002 General Plan and would guide future land use decisions in the City of Fairfield, providing a long-term vision for the city and, through its policies and implementing actions, indicating how that vision would be achieved over the planning horizon year of 2050. Together with the Zoning Ordinance and related sections of the Municipal Code, the Proposed Project would serve as the basis for planning-related decisions made by City staff, the Planning Commission, and the City Council.

This chapter introduces the objectives of the Proposed Project and includes a description of the existing regional and local project setting, an outline of the projected housing, population, and nonresidential development growth rates and development patterns through the planning horizon year, the Proposed Plan land use diagram, key data tables, and a description of the Proposed Project's policy direction. This project description provides the basis for the environmental analysis in Chapter 3, Alternatives analysis in Chapter 4, and cumulative effects in Chapter 5. The project description is intended to describe the project's technical, economic, and environmental characteristics of the project.

¹ As described in Section 15168 of the CEQA Guidelines, program-level environmental review documents are appropriate when a project consists of a series of actions related to the issuance of rules, regulations, and other planning criteria. The project that is the subject of this EIR consists of long-term plans that will be implemented as policy documents guiding future development activities and City actions. Because this is a program-level EIR, this document does not evaluate the impacts of specific, individual developments that may be allowed under the General Plan. Future specific projects may require separate environmental review.

2.2 Location and Project Boundaries

Fairfield is located in central Solano County and in the northern Bay Area region, as mapped in **Figure 2-1**. It lies within the California Coastal Ranges at the southwestern edge of the Sacramento Valley, just north of the Suisun Bay and salt marsh. The city, which is the Solano County seat, is located at the crossroads of interstates 680 and 80 (I-680 and I-80), two of the Bay Area’s largest freeways, and at a mid-point between Sacramento and San Francisco (each 45 miles away). Fairfield also serves as the eastern gateway to Napa Valley, which lies 15 miles to the west and is easily accessed via Highway 12 (SR-12). In addition, Fairfield is accessible via public transportation, including City of Fairfield Transit (FAST) and Solano Express bus lines, and two Capitol Corridor train stations that connect Fairfield to Auburn and San Jose via Sacramento and Oakland respectively.

PLANNING AREA

General Plan

The boundary of the Planning Area was determined in response to State law requiring each city to include, in its General Plan, all territory within the boundaries of the incorporated area as well as “any land outside its boundaries which in the planning agency’s judgment bears relation to its planning” (California Government Code Section 65300).

The Planning Area encompasses 278 square miles and includes the incorporated City of Fairfield (approximately 41 square miles) and its Sphere of Influence (SOI) (approximately 11 square miles). The SOI is defined as the ultimate physical boundary and service area of a government agency, and it encompasses both incorporated and unincorporated territory that is envisioned to be the City’s ultimate service area. The Solano County Local Agency Formation Commission (LAFCO) has jurisdiction over defining Fairfield’s SOI and acts on annexations. The SOI is generally coterminous with the city boundary but includes a handful of areas surrounding the city limits, with the largest section located in the northeast area of the city limits, adjacent to Travis Air Force Base (TAFB). The Planning Area also includes the surrounding unincorporated areas in Green Valley and Suisun Valley, as in the current General Plan. The Planning Area also includes the Suisun Marsh Protection Plan area (225 square miles) – this area is included in the Planning Area to reinforce the City’s commitment to maintain this land as open space, consistent with policies of the regional and other agencies. Although the City of Fairfield does not have jurisdiction in areas outside of its city limits, what happens in those areas bears a relation to the City of Fairfield’s planning and must be considered in the General Plan.

As depicted in **Figure 2-2**, the Planning Area is bounded by Napa County, the Vacaville mountains, and Cement Hill grazing lands to the north; the Travis Reserve and unincorporated Solano County to the east; the City of Suisun City, the Union Pacific Railroad tracks, the Suisun Marsh, and I-680 in the southern portion; and unincorporated Solano County open space to the west.

Climate Action Plan

As a document adopted by the Fairfield City Council, the CAP applies to all development within the Urban Limit Line as established by the Proposed Project, including the three growth areas described below. All background information and data presented in the CAP, unless otherwise

noted, is for the area within the city's municipal limits, through 2050 projections include anticipated areas of growth. The data excludes Travis Air Force Base (AFB), where the City does not have jurisdiction.

2.3 Background

SETTING

Fairfield is a diverse community of approximately 120,340 residents as of 2024.² Its surrounding natural and agricultural landscapes provide a distinctly different character from other nearby cities and the Bay Area. Hilly terrain borders the city to the north and northwest, culminating in the area's two mountain landmarks: Twin Sisters (to the west) and Cement Hill (to the northeast). South of the central city is the Suisun Marsh, the continental United States' largest brackish marsh, which has been largely preserved as open space for wildlife habitat. Active vineyards and orchards are concentrated in Green Valley and Suisun Valley immediately west of the city (north of the Cordelia neighborhood). Hillsides north of the city are preserved as open space and used for grazing by long term ranching families. The areas north and east of TAFB are also characterized by grazing, as well as unique "vernal pool" seasonal wetlands that provide habitat for a variety of rare plant and animal species. There are also several creeks running through or bordering Fairfield, including Green Valley Creek in Middle Green Valley, American Canyon Creek in Cordelia Villages, Ledgewood Creek bordering Suisun Valley, and Laurel Creek in eastern Fairfield.

Fairfield is characterized by three distinct communities as shown in **Figure 2-3**: Cordelia, central Fairfield, and northeast Fairfield, which includes TAFB. Central Fairfield includes the original town site and surrounding neighborhoods, which date from the 1940s through 1990s. Fairfield's historic downtown lies at the heart of central Fairfield and is in close proximity to the Suisun-Fairfield Train Station.

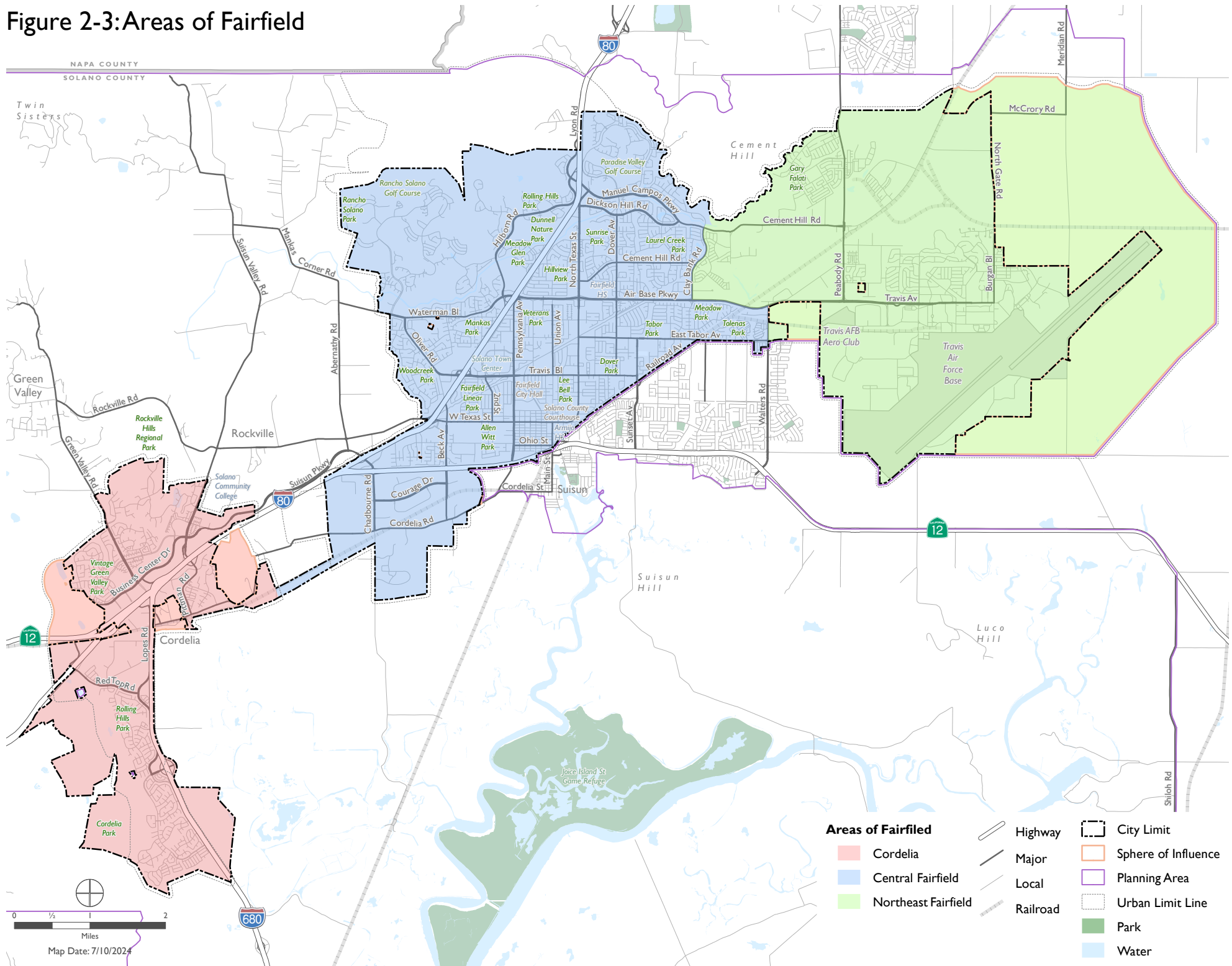
The Cordelia neighborhood is located to the southwest of central Fairfield, around the intersection of I-80 and I-680, and primarily includes freeway-oriented businesses, single-family housing and new multifamily developments, and office and industrial parks.

Northeast Fairfield contains large expanses of residential, industrial, and vacant land currently in development. Much of this development is occurring in the TSSP, and is oriented around the Fairfield-Vacaville Hannigan Train Station. TAFB, known as the "Gateway to the Pacific," is four miles northeast of central Fairfield. The base is Fairfield's largest employer and handles more cargo and passenger traffic through its airport than any other military air terminal in the United States.

Other important institutions and major employers in the city include the County of Solano; educational institutions like the Fairfield-Suisun Unified School District and Solano Community College; medical organizations like NorthBay Healthcare Center, Partnership HealthPlan, and Sutter Fairfield Medical Campus; and food manufacturers like Anheuser Busch and Jelly Belly. Outside of central Fairfield's downtown, the city's character is primarily suburban and auto-oriented, predominantly characterized by one- and two-story buildings.

² California Department of Finance, Table 2: E-5 City/County Population and Housing Estimates.

Figure 2-3: Areas of Fairfield



Source: MTC, 2020; Solano County GIS, 2023; City of Fairfield, 2023; Dyett & Bhatia, 2024

EXISTING LAND USES

The total land acreage within Fairfield's city limits is 26,761.0 acres. Outside the city limits, the SOI contains 7,194.0 acres of unincorporated land. The remainder of Fairfield's Planning Area—outside of its city limits and SOI—contains 144,140.0 total acres.

As listed in **Table 2-1**, public/institutional land use types are the most common within the city. This is due in large part to the land occupied by TAFB. The base accounts for 18.4 percent of total land area within Fairfield's city limits, second only to single-family residential as the most common land use in the city. TAFB resides entirely within the city's incorporated boundary. Outside of the city, in the SOI and in the surrounding Planning Area outside of the SOI, public/institutional land uses are much less common (0.5 percent and 0.6 percent, respectively).

Agricultural and open space land uses occupy 22.0 percent of the land area within the city. The greatest share of this land is in the open space and conservation category (12.6 percent). Agricultural uses within city limits account for 3.3 percent of the land area. Most of this land is used for grazing and is unsuitable for crop production; only one parcel within the city is used for intensive farming. Most of the agricultural lands are located in northeast Fairfield north of TAFB and in the hills around Rancho Solano. Other uses include open space (12.6 percent), parks and recreation (3.1 percent), and Suisun Marsh land (2.1 percent).

Outside of the city, the SOI and surrounding Planning Area are primarily agricultural and open space land (92.0 percent and 93.8 percent, respectively). Most of this land is located in the Travis Reserve around TAFB. The majority of the surrounding Planning Area is Suisun Marsh land (73.3 percent, while open space conservation (15.2 percent), agriculture (4.6 percent), and open space (4.6 percent) make up smaller portions located in Green Valley, Suisun Valley, and the Cordelia hills. Agricultural land in the Planning Area separates the Cordelia neighborhood from the rest of Fairfield, with Interstate 80 acting as the primary connection between these parts of the city.

Residential land uses account for 21.6 percent of the city's land area. The vast majority of this is single-family residential (18.7 percent), followed by multi-family residential (1.8 percent), rural residential (0.4 percent), residential care/assisted living (0.4 percent), and mobile homes (0.4 percent). The SOI and surrounding Planning Area both have minimal residential uses (1.1 percent and 4.3 percent, respectively). Housing in the surrounding Planning Area is primarily rural residential (3.9 percent) located in Green Valley and Suisun Valley.

Commercial and industrial land uses both account for a small portion of the land area in the city at 4.2 percent and 4.9 percent, respectively. Most commercial land is found in highway-serving commercial centers along I-80, in primarily auto-serving general commercial uses along North Texas Street, and in community commercial uses along West Texas Street through downtown Fairfield. Residential areas, particularly those in Cordelia, those in central Fairfield west of I-80 and east of North Texas Street, and in the developing northeast Fairfield, tend to be far from commercial and retail services. Additionally, Fairfield has industrial centers located at the I-80/680 junction in Cordelia, south of Highway 12 in central Fairfield, and north of Air Base Parkway west of Peabody Road in northeast Fairfield. Fairfield's large food manufacturing sector is found south of SR-12. Commercial and industrial uses each make up less than one percent of the land area in both the SOI and the surrounding Planning Area.

About 8.6 percent of the land in the city is currently vacant. Most of this vacant land is located in northeast Fairfield. A portion of this land has been planned for development as part of the TSSP. Smaller portions of vacant land are located in Cordelia, adjacent to I-80. The remainder of the City of Fairfield's land represents roads and railroad right-of-way. **Table 2-1** shows the breakdown of existing land uses in the Planning Area. **Figure 2-4** shows the overall pattern of existing land uses in the Planning Area.

CURRENT GENERAL PLAN

Adopted in 2002, the current Fairfield General Plan provides goals, policies, and programs that guide the future character of the city through 2020. The General Plan includes all seven General Plan elements required by California State law, including Land Use, Circulation, Open Space, Conservation, Noise, Safety, and Housing; the Open Space and Conservation elements are combined, and the requirements of the Noise element are contained within the Health and Safety Element. In addition to the required elements, the General Plan also includes several optional elements: Agriculture, Economic Development, Public Facilities and Services, Urban Design, and Travis Protection. The General Plan reflects the community vision developed through a series of community meetings and input from the City Council.

The Housing Element is the only element required to be updated on an eight-year cycle. The current Housing element was adopted in 2023 to meet Fairfield's regional housing need assessment (RHNA) allocation of 3,069 housing units for the 2023-2031 planning period. The goals of the 6th Cycle Housing Element are to provide a variety of housing opportunities for all income groups throughout the city; increase production of housing affordable to lower-income households; improve and conserve the existing supply of housing; Support fair housing and promote housing opportunities for people with special needs; and promote energy conservation and sustainable development. The 2023-2031 Housing Element Update and negative declaration was adopted and certified in February 2023 separately from this Proposed Project; however, the buildout resulting from the Housing Element is included to analyze cumulative impacts.

Urban Growth Management

The current General Plan is based on a "Livable City" concept, which envisions the city developing in a relatively compact and efficient land use pattern. To implement this concept, the City established an "Urban Limit Line." The Urban Limit Line policy represents the ultimate limit of the city's urban growth but may also include certain open space areas over which the City wishes to have direct control. The Urban Limit Line thus represents a commitment on the part of Fairfield to respect surrounding non-urban areas, which are integral to the identity of Solano County. It helps to ensure the maintenance of the "greenbelt" buffers of open space between Fairfield and other urbanized areas in the county and to protect the agricultural resources vital to the regional economy. The Urban Limit Line is generally coterminous with the city's designated SOI, except for the Rancho Solano North area.

Table 2-1: Existing Land Uses In the Planning Area

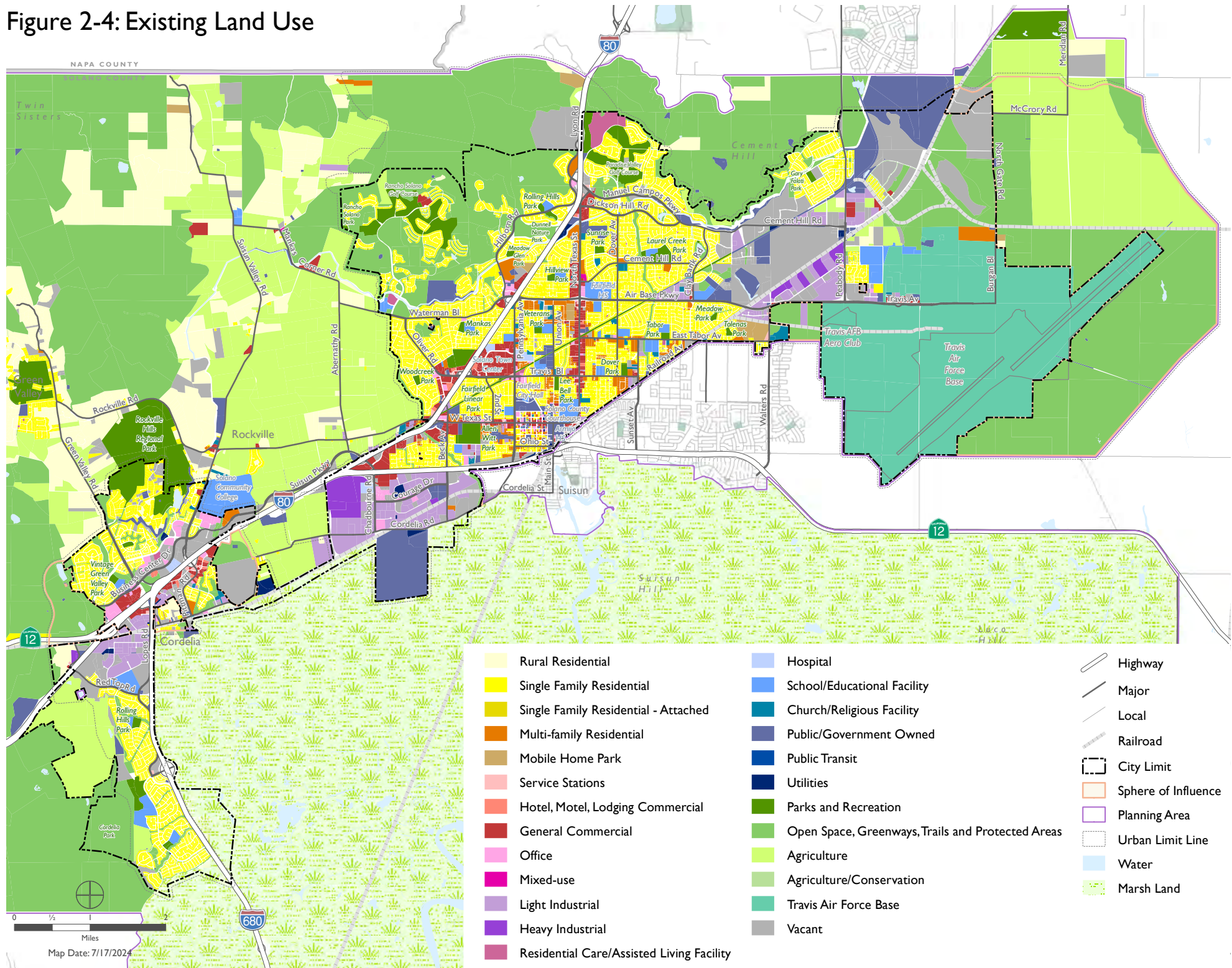
Existing Land Use Category	City of Fairfield		Sphere of Influence		Planning Area Remainder	
	Acres	Percent	Acres	Percent	Acres	Percent
Commercial	1,128.7	4.2	3.7	0.1	98.8	0.1
General Commercial	659.9	2.5	0.4	0.0	82.5	0.1
Office Commercial	225.6	0.8	3.3	0.0	0.0	0.0
Church/Religious Facility	120.7	0.5	0.0	0.0	14.5	0.0
Hospital	53.3	0.2	0.0	0.0	0.0	0.0
Hotel, Motel, or Lodging	33.2	0.1	0.0	0.0	0.0	0.0
Service Stations	31.1	0.1	0.0	0.0	0.7	0.0
Mixed-Use	4.8	0.0	0.0	0.0	1.1	0.0
Industrial	1,302.4	4.9	30.1	0.4	85.0	0.1
Light Industrial	1,059.8	4.0	30.1	0.4	85.0	0.1
Heavy Industrial	242.6	0.9	0.0	0.0	0.0	0.0
Agriculture/Open Space	5,898.3	22.0	6,615.8	92.0	135,213.0	93.8
Agriculture	875.6	3.3	2,142.7	29.8	6,312.4	4.4
Open Space	3,367.2	12.6	4,470.4	62.1	6,621.7	4.6
Parks and Recreation	836.4	3.1	0.0	0.0	947.8	0.7
Trails and Greenways	257.8	1.0	2.6	0.0	12.9	0.0
Marsh Land	561.3	2.1	0.0	0.0	105,665.4	73.3
Public/Institutional	6,852.9	25.6	34.2	0.5	878.8	0.6
Travis Air Force Base	4,920.8	18.4	10.5	0.1	0.0	0.0
Public/Government	1,343.4	5.0	23.5	0.3	674.6	0.5
School/Educational Facility	503.9	1.9	0.0	0.0	204.2	0.1
Utilities	84.9	0.3	0.0	0.0	0.0	0.0
Residential	5,781.4	21.6	77.3	1.1	6,163.4	4.3
Single-Family Residential	5,000.2	18.7	25.2	0.4	422.1	0.3
Multi-Family Residential	470.0	1.8	1.3	0.0	24.2	0.1
Rural Residential	107.5	0.4	43.2	0.6	5,642.7	3.9
Residential Care/Assisted Living	107.0	0.4	0.0	0.0	0.8	0.0
Mobile Home Park	96.7	0.4	7.6	0.1	73.5	0.1
Other	5,797.3	21.7	432.9	6.0	1701.7	1.2

Street Right of Way	2,302.1	8.6	265.9	3.7	699.0	0.5
Vacant	3,495.1	13.1	167.0	2.3	1002.8	0.7
TOTAL	26,761.0	100	7,194.9	100	144,140.0	100

Note: Totals may not add due to rounding.

Sources: City of Fairfield, 2024; County of Solano Assessor, 2023; Dyett & Bhatia, 2024.

Figure 2-4: Existing Land Use



CURRENT GENERAL PLAN

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In 2003, the voters of the City of Fairfield approved Measure L, an initiative which affirmed the Urban Limit Line established in the new General Plan until December 2020. Through this date, amendments to the Urban Limit Line generally required approval of the voters. In lieu of placing Measure L on the ballot again, the City Council proposed adopted establishing a moratorium (Ordinance 2020-17) on new land annexations until the completion of the General Plan update (i.e., the Proposed Project). Additionally, between Fairfield and nearby Vacaville to the northeast is the Fairfield-Vacaville-Solano Greenbelt. The Greenbelt was established in 1994 through a Joint Powers Authority Agreement between the two cities and the County, and it prohibits development in the open space designated between the two cities' boundaries. The purpose of the greenbelt is to limit urban sprawl and ensure continued separation between rural and urban areas of Solano County. The Proposed Project maintains the Urban Limit Line and expands its boundary in one

focused area, the Hale Ranch Study Area, described in the “Focus Areas” section of this Project Description.

The Solano County Local Agency Formation Commission (LAFCO) is responsible for coordinating changes in local governmental boundaries, including city, agency, and special district boundaries and spheres of influence. This includes establishing boundaries and spheres of influence for each city and special district within Solano County. Solano County LAFCO efforts are directed toward seeing that services are provided efficiently and economically to discourage urban sprawl, while agricultural and open space lands are protected. Accordingly, Solano County LAFCO may approve, conditionally approve, or deny any proposed annexations to the City of Fairfield according to established standards for consideration in reviewing specific annexation proposals.

California Government Code Section 56000 directs LAFCOs to conduct a Municipal Service Review (MSR) for all municipalities or agencies which have an SOI, and to update it every five years or following a major revision to its General Plan or SOI. Updated and approved by Solano LAFCO in 2012 and then again in 2018, the Fairfield MSR is a statement and analysis of Fairfield’s plans for growth, based on the current General Plan. The focus of the MSR is primarily on ensuring the appropriate timing of new annexations and the efficient provision of public facilities and services.

PRIOR PLANNING INITIATIVES

Subsequent to adoption of the 2002 General Plan, the City adopted two specific plans pertaining to focused geographic areas in the city. Specific plans implement the General Plan through the establishment of more detailed policies, regulations, and actions specifically focused on their areas of concern. Other development plans include master plans, which apply to special study areas that have the potential for urban development but are presently constrained by a variety of existing factors. Each initiative is summarized below.

Heart of Fairfield Specific Plan (2017)

The Heart of Fairfield Specific Plan (HOFSP) was adopted in 2017 following a community-based process to develop a vision for the revitalization and transformation of the city’s downtown and West Texas Street areas. The HOF SP covers approximately 513 acres and contains Fairfield’s historic downtown, the Solano County Government Center, the Fairfield Transportation Center regional bus and transit hub, diverse commercial and residential properties, and numerous amenities that serve both the local community and the wider region. The area is also served by the Suisun-Fairfield train station, which provides access to the Capital Corridor network, a commuter rail line between Sacramento and the Bay Area. The HOF SP sets out a vision for the Plan’s neighborhood as a social, economic, and cultural center of Fairfield, which attracts the community through thoughtful design, desired shopping and dining, lively activities, a range of housing options, and convenient access to regional transit.

The HOF SP includes objectives that are focused on both the near term and long term life of the plan, as well those implemented through ongoing City operations. Short term objectives include creating a vibrant downtown core through pedestrian-oriented policies, facilitating and incentivizing the right kind of development on eight highly visible sites, increasing the mix of uses throughout downtown, improving key streetscapes and multi-modal safety, and improving Alan

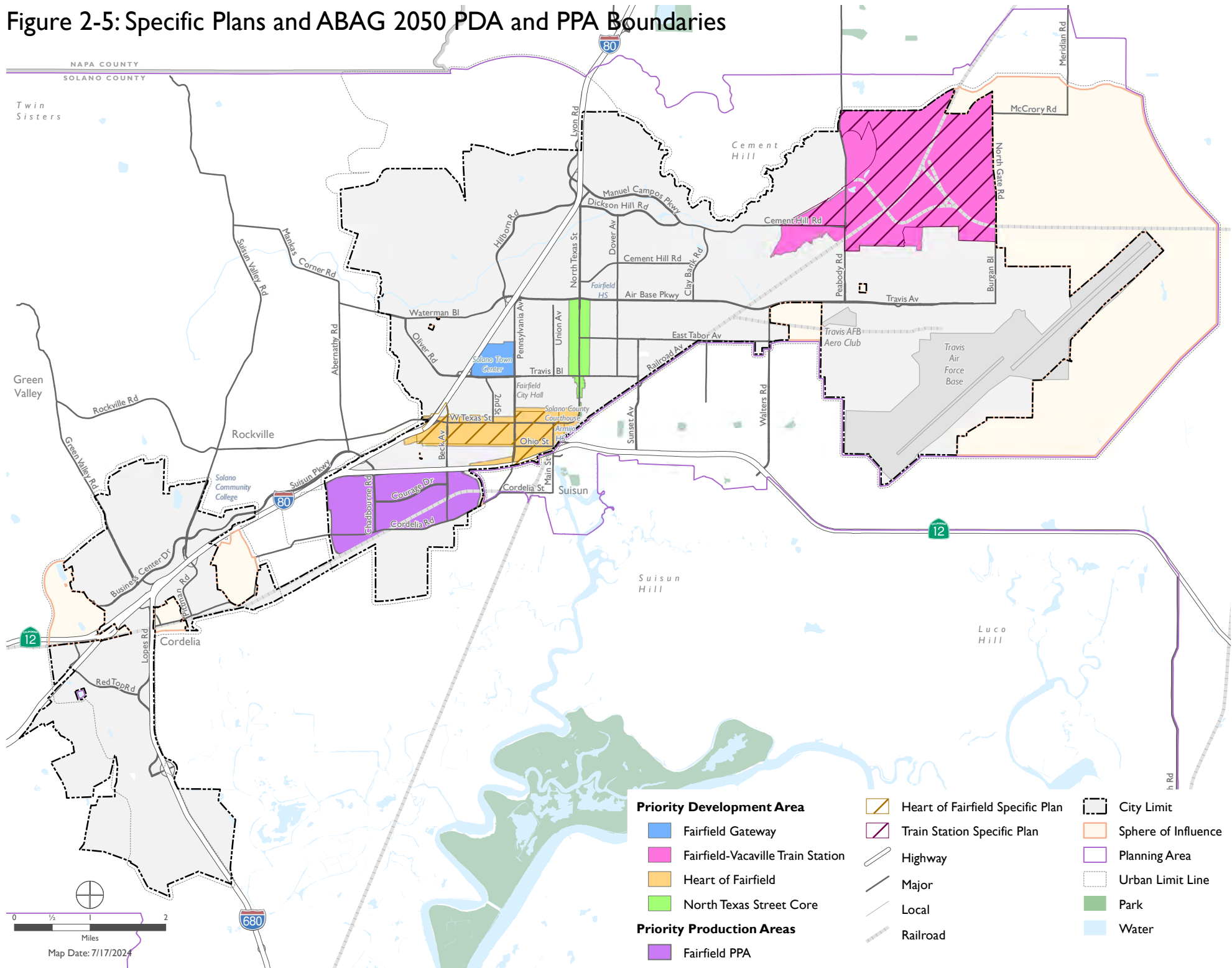
Witt Park, among others. Long term objectives include transforming West Texas Street into an urban mixed-use corridor, creating both public and private neighborhood recreation opportunities in the downtown area, implementing more Complete Streets improvements, and relocating the City's Corporation Yard outside of the HOF SP area, among others. The extent of the HOF SP area is shown in **Figure 2-5**.

Train Station Specific Plan (2011)

The City of Fairfield TSSP was adopted in 2011 and amended in 2012, 2016, 2021, and 2023. The Plan represented an important step in the introduction of transit-oriented planning and design in Solano County. The Plan covers approximately 2,972 acres in the northeastern portion of Fairfield, north of the TAFB. Within the Plan area is the Fairfield-Vacaville Hannigan train station, industrial uses that provide opportunity for redevelopment, significant natural open space area, and the North Bay Water Treatment Plant. The TSSP focuses on creating a transit-oriented community, a model of walkable, multi-modal, mixed-use living for the region based around the opening of the Fairfield-Vacaville Hannigan Train Station. Additionally, the Plan focuses on providing a range of housing opportunities for various income levels, providing jobs to promote economic balance, conserving open space areas in perpetuity, and incorporating recreation and sports amenities.

As part of this planning effort, the TSSP identified a location for a new Town Center, adjacent to the train station, to act as the Downtown activity center of the Fairfield Train Station community. Residential, commercial, and mixed-use land use designations were applied to the Town Center area, though as of 2020, the land's existing use remains industrial. The Plan also established the Lake District, a mixed-use district organized around a 22-acre Lake Park. Plans for the Lake District area include a developing planned community of single-family homes, a multi-unit apartment building, a retail center, a linear park, and the Lake Park. The first residential units of the Lake District community, along with a sales center and café, opened in 2020. The extent of the TSSP is shown in **Figure 2-5**.

Figure 2-5: Specific Plans and ABAG 2050 PDA and PPA Boundaries



Housing Element Update

The Housing Element is one of the State-mandated elements that must be included in Fairfield’s General Plan. State law stipulates that the Housing Element include certain items, such as a Housing Needs Assessment; goals, policies and objectives regarding housing in Fairfield; and implementation programs to work toward achieving those goals. In February 2023, the City adopted the 2023-2031 Housing Element Update to cover the eight-year planning period from January 2023 through January 2031. The Proposed Project does not propose any amendments to the Housing Element Update.

Priority Development and Priority Production Areas

As part of Plan Bay Area 2050, the Association for Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC) 2050 identified four Priority Development Areas (PDAs) in Fairfield. PDAs serve as the foundation for sustainable regional growth and are ready present opportunities for investment, new homes, and job growth. These PDAs include the Heart of Fairfield, the Fairfield Gateway (the current Solano Town Center mall), North Texas Street Core (from Air Base Parkway south to Travis Boulevard), and the Fairfield-Vacaville Train Station. Specific plans have already been prepared for two of the PDAs, namely the TSSP and the HOF SP.

Plan Bay Area 2050 also designates land as Priority Production Areas (PPAs), which are locally identified clusters of industrial businesses that are prioritized for job growth in middle-wage industries like manufacturing, logistics, or other trades. Together with PDAs, PPAs represent “growth geographies” where future growth in housing and jobs are focused under Plan Bay Area 2050’s strategies over the next 30 years. Fairfield currently has one PPA, the Fairfield PPA (south of SR-12 and east of Hale Ranch Road). These PDAs and PPAs are shown in **Figure 2-4**.

2.4 Purpose and Objectives of the Proposed Project

The Proposed Project involves a comprehensive update to all elements of the General Plan, with the exception of the Housing Element, which was adopted in 2023, and includes a new Environmental Justice Element. It also includes the CAP, which contains a community-wide inventory of greenhouse gas emissions and a strategy for reducing them to achieve State-mandated targets. As required under the CEQA Guidelines, this section provides a description of the Proposed Project’s purpose and objectives (California Code of Regulations [CCR] 15124).

GENERAL PLAN UPDATE

Purpose

California Government Code Section 65300 requires each city and county in California to adopt a general plan “for the physical development of the county or city, and any land outside its boundaries which...bears relation to its planning.” The Fairfield General Plan can be considered the City’s development constitution, containing both a statement of the community’s vision of its long-term development as well as the policies to support that vision by guiding the physical growth of the city.

The Proposed Project contains policies to guide decision-making related to development, housing, transportation, environmental quality, public services and facilities, parks, and open spaces. The Proposed Project is a document to be adopted by the City Council that serves the following purposes:

- Establish a long-range vision that reflects the aspirations of the community and outlines steps to achieve this vision;
- Establish development policies that will guide City departments, as well as Planning Commission and City Council decision-making;
- Ensure that the General Plan reflects the needs of the community and reflects community priorities, such as for housing and affordability, mobility and transportation, and parks and recreation;
- Plan in a manner that meets future land needs based on the projected population and job growth;
- Provide the basis for establishing and setting priorities for detailed plans and implementing programs, such as the zoning ordinance, subdivision regulations, specific and master plans, and the Capital Improvement Program.

The Proposed Project would replace the existing 2002 General Plan in all elements, with the exception of the Housing Element, which was adopted and certified by the California Department of Housing and Community Development (HCD) in 2023. The existing 2002 General Plan has a horizon year of 2020. The Proposed Project would establish a planning and policy framework that would extend to horizon year 2050. The CAP establishes greenhouse gas emissions reductions targets that demonstrate compliance with statewide targets for 2030 and 2045.

Objectives

As required under CEQA Section 15124, the following specific objectives have been established for the Proposed Project, which also represent the Guiding Principles of the General Plan:

1. Foster Fairfield as a community of vibrant, diverse, connected neighborhoods, with easy access to shopping, entertainment, and recreation.
2. Improve Fairfield's transportation network with safe and connected walking and biking facilities, accessible and reliable public transit, and new transportation technology.
3. Achieve a resilient, dynamic, and competitive local economy that offers opportunities across the economic spectrum.
4. Promote housing and support a diverse array of housing types to meet the needs of all segments of the population.
5. Preserve Fairfield's status as a distinctive community surrounded by and connected to open space and agriculture.
6. Emphasize environmental sustainability.
7. Achieve a healthy and safe community for all.

8. Foster revitalization in the city's core and along key corridors, building on the momentum of recent planning efforts, including the HOF SP and TSSP.
9. Create community cohesion and sense of place by celebrating and showcasing Fairfield's diversity.
10. Reduce greenhouse gas emissions in line with State targets.

CLIMATE ACTION PLAN

Purpose

The CAP is a comprehensive plan for addressing the community's greenhouse gas (GHG) emissions. The proposed CAP was developed concurrently with the Proposed Plan, reflecting the City's proposed land use and transportation strategy, and GHG implications of various Proposed Plan's goals and policies.

The proposed CAP is intended to reinforce the City's commitment to reducing GHG emissions, and demonstrate how the City will comply with State GHG emission reduction targets. As a Qualified GHG Reduction Strategy, the CAP will also enable streamlined environmental review of future development projects, in accordance with CEQA. Specifically, the proposed CAP quantifies existing and projected GHG emissions in the city through horizon year 2050 resulting from activities within the Planning Area and the region, and it includes GHG emissions reduction targets for the year 2050. The proposed CAP also contains actions that demonstrate the City's commitment to achieve State GHG reduction targets through monitoring and reporting processes to ensure that targets are met, and options for reducing GHG emissions beyond State requirements. If the proposed CAP is adopted, projects that demonstrate consistency with the updated Fairfield General Plan and CAP will be subject to a streamlined CEQA review process for mitigation of GHG emissions, pursuant to CEQA Guidelines §15183.5.

The proposed CAP is designed to reduce Fairfield's GHG emissions over 40 percent below 1990 levels through 2030, in alignment with state law (SB 32) and CEQA Guidelines Section 15183.5 that set forth guidelines for a qualified GHG emissions reduction strategy that demonstrates substantial progress towards meeting the state's goal of achieving carbon neutrality by 2045. The CAP includes various measures designed to reduce GHG emissions in each sector, including electrification of buildings and electric vehicle infrastructure, increasing local electricity and storage resources, supporting and prioritizing active and public transportation to reduce the number of miles driven by single occupancy vehicles, reducing organic waste sent to landfills, supporting water conservation practices, and increasing carbon sequestration potential within the city.

CAP Objectives

Section 15183.5 of the CEQA Guidelines permits lead agencies to analyze and mitigate the significant effects of GHG emissions at a programmatic level through a plan to reduce GHG gas emissions. In doing so, later project-specific environmental documents may tier from and/or incorporate by reference that existing programmatic review. The proposed CAP's objectives are to meet CEQA requirements (CCR Section 15183.5) to allow for future tiering and streamlining of the analysis of GHG emissions, which state that a plan for the reduction of GHG emissions should:

- Quantify GHG emissions, both existing and projected over a specified time period, resulting from activities within a defined geographic area;
- Establish a level, based on substantial evidence, below which the contribution to GHG emissions from activities covered by the plan would not be cumulatively considerable;
- Identify and analyze the GHG emissions resulting from specific actions or categories of actions anticipated within the geographic area;
- Specify measures or a group of measures, including performance standards, that substantial evidence demonstrates, if implemented on a project-by-project basis, would collectively achieve the specified emissions level;
- Establish a mechanism to monitor the plan's progress toward achieving the level and to require amendment if the plan is not achieving specified levels;
- Be adopted in a public process following environmental review.

2.5 General Plan Update Process

The General Plan update process was initiated in early 2021 with a series of meetings involving the City Council, Planning Commission, General Plan Advisory Committee (GPAC), City staff and the consultant (Dyett & Bhatia), as well as with the launch of the project website. The first phase of the General Plan update process was focused on community outreach to identify the most important issues and opportunities for Fairfield's future and to establish a vision for the future of Fairfield. This phase included a community-wide survey, two community workshops, 15 targeted stakeholder meetings, four GPAC meetings, and four pop-up/intercept events, which generated input from over 500 Fairfield residents. Based on the input received, the GPAC helped to craft a Vision Statement and Guiding Principles, which were reviewed by the Planning Commission and approved by the City Council in June 2021.

Concurrent with these visioning activities, the consultant team performed existing conditions analysis and research—culminating in an Existing Conditions, Trends, and Opportunities Analysis of demographics and economics (BAE Urban Economics, 2021) and a Map Atlas describing existing conditions and planning issues (Dyett & Bhatia, 2021)—in May 2021. The results of the existing conditions research were presented to the GPAC, the Planning Commission, and City Council in mid-2021. The existing conditions research has informed development of the policy framework for the General Plan update and provides critical information for the background and settings sections of the Proposed Project and this EIR.

The second phase of the update process focused on developing and analyzing land use alternatives to inform the creation of a Preferred Land Use Plan. The consultant team developed an Alternatives Report, comparing the pros and cons of three alternatives, including potential housing, population, and nonresidential growth; transportation and utility infrastructure needs; and fiscal impacts on City finances (Dyett & Bhatia, 2021). Engagement activities for Phase 2 included an alternatives survey, two GPAC meetings, one in-person alternatives workshop, one in-person workshop focused on Cordelia, four targeted stakeholder meetings and eight stakeholder interviews, seven study sessions with decisionmakers, and eight pop-ups/intercept events. In December 2023, the

City Council approved the Preferred Land Use Plan and initial guiding policies, which serves as the foundation for the Proposed Project.

Following this approval, the consultant team refined and developed a corresponding policy framework comprised of guiding and implementing policies. Implementing policies and actions that support and implement the draft guiding policies were reviewed and refined through several stakeholder meetings, two GPAC meetings, and one study session each with the Planning Commission and City Council on May 1st and May 21st, 2024, respectively. The public review draft of the General Plan, Climate Action Plan, and Draft Environmental Impact Report was released on July 25th for a 45-day public comment period.

PROPOSED PROJECT CHARACTERISTICS

The Proposed Project is an update to the Fairfield General Plan that incorporates changes to the policy framework and land use designations intended to guide development and conservation through 2050. The Proposed Project also includes updates to comply with new State laws that have come into force since the plan was last updated, including requirements for addressing geologic hazards, flooding, wildland and urban fires, and environmental justice.

Additionally, the Proposed Project includes policies that emphasize a balanced land use approach, preserving its distinct character through an Urban Limit Line and greenbelts. The General Plan prioritizes infill development in various “focus areas”. These include mixed-use areas and specific plan areas, including the HOF SP and TSSP areas, in addition to targeted growth to support diverse housing, economic development, and agritourism goals. The City aims for balanced land use across neighborhoods, with Cordelia focusing on commercial centers and mixed-use development, central Fairfield enhancing transformation of existing PDAs into pedestrian-friendly areas and community hubs, and northeastern Fairfield integrating transit-oriented development at the TSSP linked to other existing planning efforts around the area, and improved connections to TAFB.

PLAN ORGANIZATION

The existing General Plan organizational structure has been modified slightly in the Proposed Project. In addition, some elements have been reorganized. The Proposed Plan contains nine elements addressing the State mandated topics of land use, circulation, open space, conservation, safety, noise, and environmental justice, supplemented with the optional Economic Development, Public Services, Sustainability, and Travis Protection elements. Additionally, as housing elements are required to be updated more frequently on a State-mandated cycle, the Fairfield Housing Element is provided under a separate cover.

Each element begins with a discussion of existing issues and opportunities in Fairfield and then presents a series of guiding and implementing policies. The guiding policies describe general desired results that the community seeks to create through the implementation of the General Plan. Implementing policies are specific statements that regulate activities in the city, guide decision-making on an ongoing basis, and direct implementing actions to achieve the intent of a guiding policy. Implementing policies guide City staff and the Planning Commission in their review of land development projects and in decision-making about City actions. Some elements contain more specific actions, which are measures, procedures, or techniques intended to implement one or more

policies. Typically, an action is a discrete item done once and completed, or a direction to update reports at regular intervals. The elements and guiding policies of the Proposed Plan are summarized as follows.

- **Chapter 1: Introduction.** This chapter outlines the vision for Fairfield’s future and guiding principles for its growth and development, provides a basic context for the General Plan Planning Area, and covers the General Plan’s purpose, relationships to other plans, organization, and requirements for administration.
- **Chapter 2: Land Use and Urban Design.** This element describes the existing land use pattern and provides an explanation of the General Plan’s approach to citywide growth. The goals and policies in this chapter provide the physical framework for land use and development in the city. The land use portion of this chapter is required by State law, while the urban design portion is an optional topic. Goals for this chapter include:
 - Promoting a variety of housing types to serve the diverse needs of the community;
 - Supporting flexibility in land use designations to respond to changing and evolving economic needs;
 - Ensuring that there is adequate land to support Fairfield’s public facilities and institutional uses;
 - Supporting preservation of existing agricultural and open space lands outside of the city limits, and development of agritourism in the greater Fairfield, /Suisun Valley, and /Green Valley areas;
 - Minimizing conflicts between land uses in Fairfield and promoting development that enhances and improves the built environment through site design principles;
 - Cultivating a vibrant, inclusive artistic and cultural environment in Fairfield that celebrates its heritage, showcases its diversity, and supports a unified Fairfield identity; and
 - Supporting each of the General Plan’s identified focus areas in their development as vibrant, community-focused neighborhoods and/or employment centers.
- **Chapter 3: Travis Air Force Base Protection.** This element ensures continued compatibility between the City of Fairfield and TAFB, including land use compatibility, support for military readiness activities, and minimization of hazards. This element meets the State requirements for the Land Use topic of military compatibility. Goals for this element include:
 - Ensuring that future land uses are compatible with the continued operation of , as well as the health and safety of Fairfield residents in its vicinity; and
 - Continuing to acknowledge the importance of military readiness activities and protecting the viability of TAFB to accommodate expansions and new and/or different missions consistent with the changing world role of the United States.
- **Chapter 4: Circulation.** This element includes policies and standards that seek to maintain safe and efficient circulation for all modes of travel. It identifies street improvements and

addresses walking, biking, transit, and parking to support a multi-modal circulation system. This element is required by State law. Goals for this element include:

- Establishing and maintaining a comprehensive, multimodal roadway system that is well-integrated with the city's land use pattern;
 - Achieving a coordinated regional and local transportation system that minimizes traffic congestion, improves the flow of traffic, improves air quality, reduces vehicle miles traveled, and efficiently serves users;
 - Reducing reliance on single-occupant vehicles and increasing the share of trips made by alternate modes;
 - Promoting effective curb management and optimal parking solutions to enhance accessibility, reduce congestion, and promote efficient land use;
- **Chapter 5: Public Facilities and Services.** This element contains background information, goals, and policies related to police and fire services, schools, community facilities and libraries, parks and recreation, water supply and demand, and public utilities. The public safety portion of this element is required by State law, while the public services portion is an optional topic. Goals for this element include:
 - Providing excellent public services and utilities that address current needs and are commensurate with future growth;
 - Providing responsive, efficient, and effective police and fire services that promote a high level of public safety;
 - Fostering feelings of safety through environmental design, community partnerships, and interdepartmental/interjurisdictional collaboration;
 - Working cooperatively with local school districts and educational institutions to plan for future school facility needs and promoting opportunities for higher learning and education; and
 - Improving “knowledge infrastructure”, including maintenance and access to libraries, community centers, cultural centers, internet and communications networks, and other systems that support Fairfield’s future.
 - **Chapter 6: Open Space, Conservation, and Recreation.** This element includes background information and policies relating to resource conservation, environmental protection, open space, and recreational resources. This element provides a framework for the permanent preservation and management of public open space lands, natural resources, and the enhancement of community recreational opportunities. This element meets the State requirements of an Open Space Element and Conservation Element. Goals for this element include:
 - Supporting preservation of existing agricultural lands;
 - Supporting public and private efforts for preserving open spaces and biological environments within the Planning area;
 - Supporting the management of natural resources, including riparian corridors, wetlands, and open space areas;

- Protecting and preserving Fairfield’s tribal, cultural and historic resources;
 - Providing, improving, and maintaining a comprehensive system of parks, trails, and recreational facilities to meet the diverse needs of the city’s current and future residents, workers, and visitors; and
 - Ensuring that all parks, trails, and recreational open space properties have adequate funding for management, maintenance, and necessary capital improvements.
- **Chapter 7: Sustainability.** This element provides an overview of existing and future efforts that the City would take to improve sustainability and mitigate the effects of climate change. The Sustainability Element includes information and policies on greenhouse gas reduction, adaptation to climate change, and conservation of resources. This element is not required by State law, but supplements the discussion of required topics including water quality and supply, waste, and air quality. Goals for this element include:
 - Reducing greenhouse gas emissions, consistent with State law requirements;
 - Planning and preparing for the compounded effects of climate change including wildfire, flooding and /sea level rise, and urban heat;
 - Reducing consumption of resources including energy, water, and waste; and
 - Prioritizing sustainability, stormwater management, and energy efficiency in site and building design.
 - **Chapter 8: Health and Safety.** This element addresses both natural and human made hazards in the Planning Area, as well as emergency preparedness and response to hazards. This element fulfills the requirement for a Noise element and a Safety element. Goals for this element include:
 - Protecting people and property from manmade and natural hazards including earthquakes, flooding, urban and wildfires, high winds, sea level rise, and hazardous materials;
 - Creating a pleasant sound environment for living and working while striking a balance between the comfort of Fairfield residents and the city's economic activity; and
 - Maintaining a prepared, comprehensive emergency response network and adequate evacuation routes.
 - **Chapter 9: Environmental Justice and Public Health.** This element presents background information and policies related to physical and social determinants of health, pollution exposure, access to healthy food and housing, and access to public facilities and civic engagement. This element satisfies the requirement for cities and counties with identified disadvantaged communities to create an Environmental Justice Element. Goals for this element include:
 - Ensuring that all Fairfield residents have access to quality food, housing, recreational opportunities, and opportunities for civic engagement;
 - Reducing pollution burdens on vulnerable communities and protecting existing communities from air pollution effects, particularly in areas near major roadways;

- Implementing considerations of social determinants of health and health impacts in City projects; and
- Enhancing mechanisms for effective coordination and communication among City departments and other relevant agencies to improve efficiency and service delivery.
- **Chapter 10: Economic Development.** This element provides an overview of the population and employment context in Fairfield, and outlines goals and policies to support economic development. This is an optional element not required by State law. Goals for this element include:
 - Fostering a diverse, stable, and forward-looking economic base and encouraging economic growth;
 - Supporting employment opportunities, local business retention, and job readiness and local hire programs;
 - Encouraging economic diversity and equitable opportunities for Fairfield’s residents;
 - Continuing to focus on the HOF SP as the city’s vital economic center and a food and arts destination; and
 - Expanding opportunities for agritourism support and marketing of Fairfield.

FOCUS AREAS

The Proposed Project would focus future development and redevelopment primarily into key areas of the city as shown in **Figure 2-6** and described below. These include eight “infill” focus areas within city limits (shown numbered on **Figure 2-6**), and three “growth” focus areas where the City may annex land in order to meet economic and housing goals (indicated with letters on **Figure 2-6**).

Outside of these areas, the existing land use pattern would be preserved, with some infill development anticipated on other vacant and underutilized sites. In some areas where existing land use designations are retained, the General Plan provides additional policy direction. For example, policies direct improved connections of the TSSP area to surrounding developing neighborhoods, and requires study of environmental constraints and biological resources at Cement Hill Road and Peabody Road to inform potential development capacity.

Changes envisioned reflect existing site constraints, such as existing long-term leases, existing development agreements, and pending development applications, as well as physical and jurisdictional constraints and market conditions.

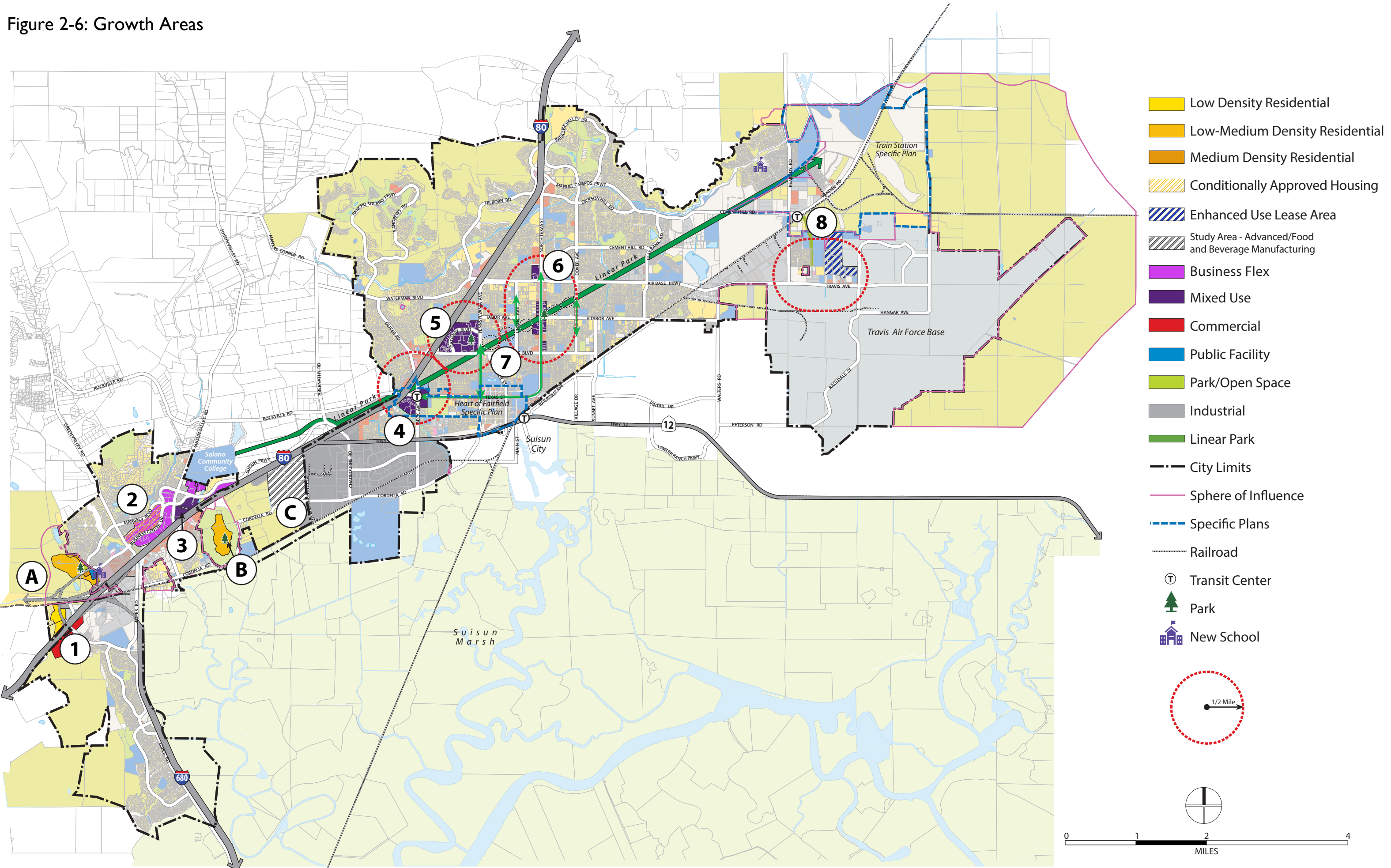
Infill Areas

1. **Cordelia Commercial Center.** Cordelia residents have long sought an additional commercial center to serve northern and southern Cordelia. The General Plan prioritizes development of a neighborhood commercial center, anchored by a grocery store, at the nearly 80-acre area near the intersection of Red Top Road and I-80. The General Plan retains the existing land use designation (Highway Commercial). Approved residential

development just north and south of Red Top Road and the new Cordelia neighborhood (see 'Growth Areas') provides an expanding market for this use. The future I-680/I-80/SR-12 interchange project will provide improved access and visibility to this commercial center, with Red Top Road connecting northern and southern Cordelia. Just west of I-80, the commercial dairy is envisioned to expand, with a small amount of low density residential development permitted.

2. **Business Flex Use.** The parcels fronting Business Center Drive between Green Valley and Suisun Valley roads currently represent a mix of high density residential uses, hotels, office buildings, and warehouses. To provide a more cohesive vision and reinforce the area's importance as a jobs center, the Business Center Drive area receives a new land use designation and becomes a "business flex" corridor, promoting a flexible palette of employment uses including such as smaller scale food and beverage manufacturing (like breweries and artisan foods), "maker" or "incubator" space for businesses with changing needs, green technology, research and development, co-working, medical office, and other types of future growth-oriented uses. Warehousing uses will be prohibited as primary uses. Housing will be permitted on the north side of Business Park Drive (that is, away from the freeway) as a conditional use to meet workforce need and promote a mixed-use development pattern.

Figure 2-6: Growth Areas



3. **Cordelia-Suisun Valley Gateway.** The large, approximately 40-acre vacant parcel at Suisun Valley Road and Business Center Drive is envisioned as a “destination gateway” into Suisun Valley – a high-quality, mixed-use lifestyle center with experiential retail, entertainment, lodging, and commercial-recreation opportunities, building upon the growing agritourism opportunities in Suisun Valley. Design principles for the area will emphasize walkability (park once), with interconnected streets, pleasant sidewalks, outdoor dining, and plazas and gathering spaces. Residential uses will be permitted as part of a cohesive development pattern. The General Plan creates a new land use designation, “Cordelia-Suisun Valley Gateway Mixed Use”, to achieve this vision.
4. **Heart of Fairfield Changes.** In the HOF SP Area, the Transportation Center serves as a hub for transportation on local, commuter, and long-distance bus services. To take advantage of transit connections and support HOF SP development, the approximately 34-acre area, including the underutilized commercial areas to the east of the Transportation Center, the commercial shopping center south of Cadenasso Drive and north of Woolner Avenue, and Winery Square east of Beck Avenue, are planned for transit-oriented high density or mixed-use housing. This area receives the West Texas Mixed Use designation included in the HOF SP. Additionally, the General Plan also directs exploration of an appropriate location for a new public plaza or community gathering place within the HOF SP Planning Area.
5. **Solano Town Center Community Hub.** While the nearly 128-acre Solano Town Center is still a major community attraction, the future of shopping centers is evolving with the rise of e-commerce and changing consumer preferences. The General Plan emphasizes the redevelopment of this area as a vibrant mixed-use center in the future, with experiential retail, entertainment, medical offices or flexible workspaces, high density housing, as well as community uses (such as a teen center, community center, or vocational training center), and a community green space. The General Plan creates a new land use designation, “Solano Town Center Mixed Use”, to achieve this vision.
6. **North Texas Street Mixed Use Nodes.** North Texas Street is a highly auto-centric corridor, characterized by car dealerships, repair shops, and gas stations, older strip malls with large parking lots, and big box stores along its stretch from Texas Street to Manuel Campos Parkway. Larger clusters of sites along North Texas Street are envisioned to be redeveloped, clustered into four mixed-use development “nodes”. The nodes will contain a mix of commercial and higher density housing, along with green spaces and a more pedestrian-friendly orientation. The largest node will be at the intersection of North Texas Street and the Linear Park. The street would be improved with urban design policies that promote greater pedestrian and bicyclist comfort and connect the area to the Linear Park. The General Plan creates a new land use designation, “North Texas Corridor Mixed Use”, to achieve this vision.
7. **Linear Park Trail Enhancements.** The Linear Park Trail traverses much of Fairfield from southwest to northeast along the former right-of-way of the Northern Electric railroad. The Trail starts at Solano Community College near the Cordelia neighborhood and runs along I-80 until branching off at West Texas Street. It then ends at Dover Avenue just north of Nightingale Drive. Though the Trail currently ends at Dover Avenue, the Open Space

designation continues across the rest of Fairfield to Peabody Road and into the area of the TSSP. New segments of the trail are currently under development in the Villages of Fairfield and One Lake residential communities, which will provide a connection to northeastern Fairfield and ultimately Solano County and Vacaville. The General Plan envisions a fully connected Linear Park as a unifying spine that extends from the Train Station to Solano Community College threading together neighborhoods, with significant clusters of higher density uses at Solano Town Center and at North Texas Street. Building upon the vision of the 2017 Linear Park Trail Revitalization Plan, four activity nodes are proposed, with a park or recreation fields at the intersection of North Texas and the Linear Park Trail.

8. **Enhanced Use Lease Area.** TAFB has expressed interest in an Enhanced Use Lease (EUL) area on approximately 113 acres of land east of Vanden Middle School and Golden West High School north of Air Base Parkway, within AFB boundaries. An EUL would allow a private developer to lease federally owned property and develop it with mutually beneficial uses to the community and the AFB. While no request for proposal has yet been formulated by the base, and the precise type and extent of development would depend on the RFP/developer's proposal, the City has been coordinating with AFB to ensure compatible and synergistic land uses and plan proactively for any needed infrastructure improvements. Potential ideas for uses shared by TAFB include:
 - Relocation of Travis Elementary to the EUL. The original school site will be used as an expanded TAFB Aviation Museum and Heritage Center (approximately 100,000 square feet is assumed), which is currently located in an approximately 46,000 square-foot building toward the eastern end of Air Base Parkway.
 - A new institutional/ and/or educative use, such as a community college or satellite campus, for the community and AFB personnel and families to continue education. The General Plan assumes a 25,000 square-foot facility, with approximately 330 full-time students or 1,000 part-time students.
 - A mixed-use neighborhood center with smaller-scale residential and retail, shopping, and restaurants (approximately 120 units and 50,000 square feet of commercial space is assumed).
 - A multi-modal connection linking the Fairfield-Vacaville Hannigan Train Station to the EUL and the base.

The EUL is federally owned property and not subject to City of Fairfield, Solano County, or State land use regulations. The federal government would retain responsibility for assessing and mitigating environmental impacts of any proposed development within the EUL area. The City will continue to coordinate with AFB to ensure compatible and synergistic land uses and plan proactively for any needed infrastructure improvements.

Growth Areas

As Fairfield is largely 'built out', most growth is expected to be infill, consistent with community priorities for a compact and sustainable land use pattern. Much of the residential infill development is anticipated to be at higher densities, as older strip commercial and shopping centers are

revitalized with multifamily residential and mixed-use development, and higher densities enable more residents to live close to services in the city's core. However, to ensure a diversity of housing supply, some additional residential development is planned in two small growth areas—western Cordelia and Nelson Hill—both within the city's existing (2024) SOI.

Additionally, Fairfield presently lacks larger vacant industrial sites that can support manufacturing, food processing, and other similar uses vital to its economic and community development priorities that are also supportive of the agricultural uses in Suisun and Green valleys. The General Plan outlines an industrial growth area—the Hale Ranch Study Area—contiguous to the existing industrial uses, with excellent access to transportation and utilities, and separated from residential uses.

- A. **New Cordelia Neighborhood.** The 380-acre SOI area west of Business Center Drive is characterized by hillsides and valleys, with a single-family residence and water detention basin near the southeast, and the Terminal Reservoir to the north. To the east of this area is a low-medium density subdivision. Northwest of the SOI lies the Middle Green Valley Specific Plan in Solano County.

The General Plan adds a new lower-medium density residential neighborhood in this area, punctuated by open space breaks to reflect topography and geologic constraints. This area also includes a neighborhood park to serve northern Cordelia. Some space is reserved for a school site, should coordination with Fairfield Suisun School District confirm necessity for an additional school due to increased population.

- B. **Nelson Hill.** The Nelson Hill area is a prominent landform located south of I-80, nearly one mile east of the I-680/I-80 interchange. Mostly wooded, except for the north side and hilltop, it covers an area of 230 acres, with elevations ranging from 60 to 300 feet. The slopes on the hill vary from moderate to very steep, except for the gentler grades on the western side. The slopes generally form a “bowl” at the top of the hill. A City-owned water reservoir is located at the northeast corner of the hill. The General Plan envisions redevelopment of Nelson Hill as a predominantly lower-density residential neighborhood with accessible open spaces, hiking trails, and scenic vistas. With a maximum of 350 housing units, development must incorporate publicly accessible open spaces and hiking trails, with clustered residential development encouraged to minimize grading and visual impact. A site plan for the area must address emergency egress, utilities provision, vegetation management, and preservation of natural features. Formerly used as a quarry for close to a century, Nelson Hill currently retains the potential for reactivation due to its vested quarrying rights. Should Nelson Hill redevelop with another use, the property owner must cease mining operations and prepare a reclamation plan, which outlines activities that must be taken in accordance with state and local law following the completion of mining activities as a surface mine.
- C. **Hale Ranch Study Area.** The Hale Ranch Study Area represents three parcels of just over 110 acres bounded by I-80, Hale Ranch Road, and Cordelia Road. Surrounding land uses include heavy industrial manufacturing to the east, wine processing to the south, and agricultural uses to the west. The land is currently used for agriculture.

The Hale Ranch Study Area is one of the only large, contiguous parcels near existing food and beverage manufacturing (Budweiser) that would bolster Fairfield’s strength in high-value industrial development and provide jobs that help improve Fairfield’s jobs/housing balance. The General Plan vision for development of the Hale Ranch Study Area aims to incorporate high-value employment uses while respecting the area’s agricultural and agritourism activities. Specific industries, such as those supporting agriculture, agritourism, food science, manufacturing, and winemaking, are prioritized for development. Warehousing and distribution as primary uses are prohibited, although they may be allowed as ancillary or supportive activities.

PROPOSED LAND USE DESIGNATIONS

The Proposed Project includes a streamlined, consolidated set of land use designations to guide development in the Planning Area through 2050. Under the Proposed Project, the following changes to existing land use designations are made:

- Modifications to medium-high, medium, high, and very high residential densities are made to align with economic feasibility of building typologies.
- Intensity changed from a range to a maximum FAR to reflect a more realistic development pattern.
- Neighborhood Commercial is consolidated into the Community Commercial designation.
- A new Business Flex category replaces the “Technology Park” land use designation.
- Three new mixed-use designations are introduced to implement the vision for key change areas, while the total number of residential and industrial designations is reduced to simplify the planning framework.
- The TSSP “High Density Residential” designation range is changed from up to 50 dwelling units to up to 80 dwelling units per acre to facilitate increased density near transit facilities. The Target Density (the density at which developments can build by-right) of the High Density Residential designation shall be its maximum density, an increase from the previous Target Density of 28 dwelling units per gross acre (du/ac).

The proposed designations are described below and depicted on **Figure 2-7**.

Residential

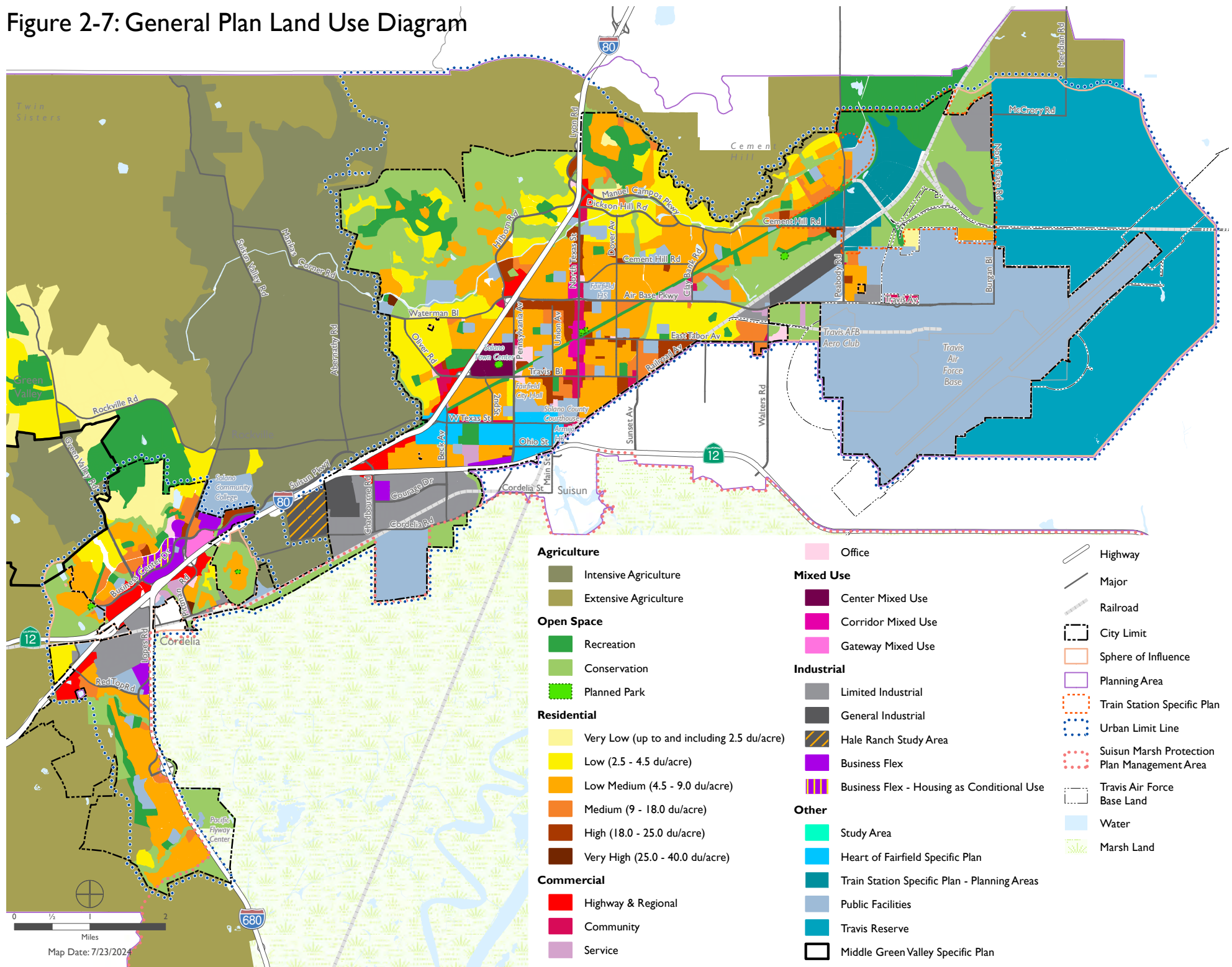
Very Low Density Residential

This designation is characterized by large estate lot residential development. This designation is mainly for detached single-family homes at rural edges of the city, particularly for existing estate development in Green Valley outside of city limits, and to some hillside areas within Fairfield. When new development is proposed, buildings should be clustered together to preserve natural features and resources. Vineyards, low-intensity agricultural uses (e.g., community or household farms), and open space preservation are permitted. The maximum permitted 2.5 dwelling units/gross acre.

Low Density Residential

This designation is intended for single-family detached development, and standard single-family subdivisions on larger lots, located at the city's periphery. The permitted density range is 2.5-4.5 dwelling units/gross acre.

Figure 2-7: General Plan Land Use Diagram



Source: Solano County GIS, 2020; City of Fairfield, 2020; Dyett & Bhatia, 2020

Low Medium Density Residential

This designation includes standard single-family subdivisions, including single-family detached and single-family attached housing types. The permitted residential density range is 4.5 - 9.0 dwelling units/gross acre.

Medium Density Residential

This designation is intended for development that is conveniently serviced by neighborhood commercial and recreational facilities, has access to arterial or collector streets, and is designed for walkability. Housing types would typically encompass single-family detached and attached, but multifamily housing types may be permitted where maximum permitted density is otherwise not attainable due to lot configuration or other development constraints. The permitted residential density range is 9.0-18.0 dwelling units/gross acre.

High Density Residential

This designation is intended primarily for multi-family apartment, though a full range of attached housing (provided within the permitted density range) and multifamily housing types within the allowable density range are permitted. Limited office uses may be permitted conditionally in this designation. This designation is located in close proximity to major arterial streets, commercial and recreational facilities, and employment centers. The permitted residential density range is 15.0-25.0 dwelling units/gross acre.

Very High Density Residential

This designation principally encompasses multi-family development and would typically be located near transit stations or employment centers. A full range of housing types is permitted, including attached housing (provided within the permitted density range), single room occupancy (SRO) facilities, live-work housing, and congregate-care housing. The permitted residential density range is 25.0-40.0 dwelling units/gross acre.

Commercial and Industrial

Community Commercial

This designation incorporates neighborhood and community commercial uses and includes a variety of commercial areas that provide for a range of necessary day-to-day retail goods and services. These uses include retail stores; eating and drinking establishments; commercial recreation; gas and service stations; financial, business and personal services; motels; and medical, educational and social services. Automobile sales and repair services are conditionally permitted.

Neighborhood and community commercial centers have one or more anchor tenants such as a supermarket, discount or off-price department store, hardware or home improvement store or combined drug/variety/garden stores. Specialty shopping centers that may be smaller in size but

serve a community-level market are also included in this designation. These centers do not have a supermarket but provide specialized goods and services.

This designation also includes strip commercial shopping areas along North Texas Street that are not designated for mixed-use or residential development. These areas are characterized by retail commercial and office uses, usually developed as freestanding units.

The TSSP identifies several parcels suitable for community-serving commercial development. In addition, the HOF SP identifies mixed use commercial areas which will integrate housing and commercial uses. The Specific Plan includes design standards which will emphasize mixed use and pedestrian-oriented building orientation, scale and amenities. The maximum permitted FAR is 1.875.

Service Commercial

This designation provides for commercial service activities, such as auto repair, building material supply, warehousing, wholesale trade, contractors, suppliers, equipment yards, and other similar uses. Each proposed use must be evaluated on a case-by-case basis for compatibility with surrounding land uses. The smaller service commercial centers are intended for lower intensity service operations. The larger centers are designed to provide sites for uses with large land area requirements. The maximum permitted FAR is 0.6.

Highway and Regional Commercial

This designation includes regional shopping centers, highway-oriented retail and service uses, and commercial recreation. Regional shopping centers are large shopping centers with a variety of large department stores and specialty shops that serve a market area that exceeds the Planning Area. Professional offices, governmental uses, hotel and motels may be permitted in the highway and regional commercial designation if the site size is sufficient and if found to be compatible with adjacent land uses. Certain neighborhood and community commercial uses may be permitted in this designation. Such uses would consist of retail sales, personal services, and business services. The maximum permitted FAR is 1.25.

Office Commercial

This designation permits business and professional offices and hotels. The typical FAR for this designation is 0.30. Higher FARs are expected in more central areas and would typically require structured parking. Lower FARs are expected in outlying areas. The maximum permitted FAR is 1.25.

Business Flex

This designation is intended for light industrial and office uses, with high-quality landscaping treatment and site design that integrates development with its surroundings. This designation is

primarily applied in the Cordelia area, although it may be applied in other areas as well. Uses may include office and administration facilities, research and development, small food processing facilities and breweries, supporting businesses, and commercial facilities. Warehousing as a standalone use is not permitted. Types of uses in this designation are characterized by a high employment density.

In areas shown with a hatch, residential uses are conditionally permitted subject to criteria in the Zoning Ordinance and discretionary review and approval. In these areas, the maximum residential density shall be 40 units per acre, with an overall maximum FAR of 0.7 (for all uses, residential and non-residential combined).

Limited Industrial

This designation provides for light and medium industrial type activity. Uses typical of this designation may include but are not limited to research and development, warehouse, wholesale distribution, manufacturing, light manufacturing, assembling, fabrication, office, and support uses. Not permitted within this designation are heavy manufacturing uses, or uses that require open air storage of large quantities of raw, semi-refined, or finished products. Retail uses are discouraged in this designation but may be permitted as a secondary use to a permitted use. This land use is appropriate as a buffer between General Industrial areas and non-industrial areas. The maximum FAR is 0.6.

The TSSP identifies two “employment centers” (Planning Area 6) designated for employment-generating uses associated with Limited Industrial; heavier, “General Industrial” uses are permitted but shall constitute no more than 25 percent of the area. In addition, employment centers in the TSSP will also include development of neighborhood-serving community nodes with small scale retail and services for employment center workers and nearby residents.

General Industrial

This designation allows for a wide range of industrial activities which includes manufacturing, assembling, fabrication, and other similar uses. Warehousing, distribution, and logistics uses are also permitted. The intent of this designation is to provide a location for heavy industrial uses such as those with outdoor storage and operations or those that produce noise, vibrations, or particulate perceptible to adjacent land uses. Areas developed under this designation should be located with direct access to major roads, freeways, or rail lines. The maximum FAR is 0.6.

Mixed Use and Specific Plan Areas

North Texas Corridor Mixed Use

The North Texas Street Corridor Mixed Use designation applies to nodes along the North Texas Street corridor. This designation provides for a mix of higher density housing with supporting retail and services that cater to daily needs of local residents. Permitted uses include housing, retail, restaurants, personal services, public uses, and professional business offices. Prohibited uses

include hotels and motels, service commercial uses, and vehicle sales and services. Commercial uses should be integrated at the ground level at a minimum of 0.3 FAR, unless exempted by the City subject to findings. The maximum FAR for all uses (residential and non-residential) is 1.6.

A mix of uses is not required on every site but is desired at key locations in order to foster nodes of commercial mixed-use development along the corridor. Mixed use must be in either vertical format (multiple uses in the same building), or a horizontal format (multiple single-use buildings on the same site, or across multiple adjacent parcels where owners seek to consolidate). The allowable residential density is 25-40 dwelling units per acre, with densities on the lower end of that range encouraged where proposed development abuts existing medium-density residential development.

Solano Town Center Mixed Use

The Solano Town Center Mixed Use designation applies to the 128-acre area at the northwestern corner of Pennsylvania Avenue and Travis Boulevard (Solano Town Center). This designation provides for the redevelopment of the existing commercial center and adjacent properties with a range of commercial, business flex, high-density housing, and community uses. The Solano Town Center Mixed Use designation is envisioned as an integrated, pedestrian-oriented destination including retail, dining, a grocery store, entertainment or concert venues and cinemas, medical offices, flexible workspace, recreational facilities, vocational training and community centers, and neighborhood parks or civic spaces.

A minimum nonresidential FAR of 0.3 is required across the entire area, and the maximum overall FAR for all nonresidential and residential uses is 1.3. Residential uses, where provided, shall have a net density range of 30-40 units per acre, with an overall maximum of 500 units for the area (with higher total unit count if affordable and/or senior housing is provided, corresponding to State density bonus provisions).

Cordelia-Suisun Valley Gateway Mixed Use

The Cordelia-Suisun Valley Gateway Mixed Use designation applies to the approximately 44-acre area at the southeastern corner of Suisun Valley Road and Business Center Drive in Cordelia, located at the “gateway” to Suisun Valley, an emerging viticultural and wine-making visitation agritourism destination. The Cordelia-Suisun Valley Gateway Mixed Use designation is envisioned as a commercial development that is designed to cater to the lifestyle needs and preferences of its visitors and integrates a mix of retail, dining, entertainment, office, and parks/civic spaces/recreational uses, housing, as well as lodging. The scale of retail and entertainment uses may be considered at a smaller scale than the Solano Town Center Mixed Use designation.

A minimum overall nonresidential FAR of 0.3 is required across the entire area, and the maximum overall FAR for all nonresidential and residential uses is 1.5. Residential uses, where provided, shall have a net density range of 18-40 dwelling units per acre, with an overall maximum of 300 units for the area.

Heart of Fairfield Specific Plan

The HOF SP has identified several areas which could be classified as mixed use. In particular, West Texas Street, downtown Fairfield, and the south end of Union Avenue are identified as higher density residential and mixed-use areas. Please refer to the Specific Plan for more information.

Train Station Specific Plan

Land uses within the TSSP represent a blend of transit-oriented development (higher densities and mixed uses in areas nearest to the station) a traditional neighborhood community (low- to low-medium density with a focus on schools and parks), and major employment centers within 10 planning areas. For more information on the mix of permitted land uses envisioned, please refer to the Specific Plan.

Travis Reserve and Public Facilities

Travis Reserve

This designation applies to certain unincorporated land located north and east of TAFB. Land in the Travis Reserve is set aside for future expansion of TAFB only. No residential uses are permitted in the Travis Reserve. Until a military or airport use is proposed for land with the Travis Reserve designation, the City supports its continued use for agriculture and grazing.

Public Facilities

This includes a wide range of uses that can be defined as institutional responses to basic human needs, such as health, education, safety, and recreation. Examples of typical public facilities include schools, water treatment plants, and fire stations. Public facilities, including waste management, are described in detail in the Public Facilities and Services Element. Hazardous waste management is addressed in the Health and Safety Element. Public facilities may be permitted within other land use categories.

Open Space and Agriculture

Recreational Open Space

This designation is intended for land that has been improved for active or passive recreational uses. Generally, uses in this designation include regional, community, and neighborhood parks, as well as golf courses. The location of proposed recreational open space facilities (or 'Planned Parks', indicated with a dashed green line symbol) are not site specific, rather they identify the general vicinity where a park facility is needed to support future neighborhood growth.

Conservation Open Space

This designation applies to areas having significant natural resource value that are not used for active or passive recreation (such as the Suisun Marsh). Agricultural activities that are compatible with primary resource protection goals may be permitted within Conservation Open Space lands.

Intensive Agriculture

Intensive agricultural lands are those which have the potential for the highest productive yield (usually used for row crops and orchards). These lands generally have soil classes I and II (prime soils). Suisun Valley and portions of lower Green Valley are characterized by intensive agriculture.

Extensive Agriculture

Extensive agricultural lands have a relatively lower productive yield and are primarily used for grazing. Extensive agricultural lands in the Planning Area include hilly slope areas around the city, portions of Suisun Marsh, and areas to the east and southeast of TAFB.

TRANSPORTATION NETWORK IMPROVEMENTS

To support development under the proposed land use framework, the Proposed Project includes various transportation network improvement projects intended to prioritize roadway, bicycle and pedestrian, and transit connectivity and safety in Fairfield. A few of these improvements are described below, though this list is not fully inclusive. Please see the Circulation Element of the General Plan for more details.

- New Growth Area roadway improvements:
 - **New Cordelia Residential Neighborhood.** Coordinate with the Solano Transportation Authority (STA) to plan for specific I-680/I-80/SR-12 interchange improvement geometry, and connect the new neighborhood at Business Center Drive or Mangels Road.
 - **Nelson Hill.** Plan for adequate ingress and egress to development in the “bowl” of Nelson Hill from Cordelia Road. A complete traffic study must be completed prior to annexation to assess the project’s potential impacts on nearby roadways, identify traffic mitigation measures, and provide design elements that maintain and improve safety, walkability, visibility/clear lines of sight, and connectivity, including any establishment of right and left turn pockets to assist with visibility issues.
 - **Hale Ranch Study Area.** New roadway networks will be required to connect to existing development; designs will be required as part of site plans.
 - **The TAFB Enhanced Use Lease Area.** As part of Enhanced Use Lease Area development, a study should evaluate connections at Markeley Lane and Peabody Road, Markeley Lane and Twin Peaks Drive, and a through-connection at Forbes Street and Markeley Lane.
- **Suisun Valley Road and Pittman Road.** Future studies to determine potential for overcrossing widening, including improved bicycle and pedestrian access over I-80, as well as improvements to the westbound on-ramp at Suisun Valley Road
- **Gold Hill and Ramsey Road.** Future studies to determine potential overcrossing widening over I-680, including a need for improved bicycle and pedestrian improvements
- Operational improvements (e.g., signal optimization, lane restriping, etc.) to the following intersections to improve congestion:
 - Clay Bank Road and Air Base Parkway
 - North Texas Street and Travis Boulevard
 - Pennsylvania Avenue and Travis Boulevard
 - Pennsylvania Avenue and West Texas Street/Texas Street
 - Suisun Valley Road and Business Center Drive
 - Green Valley Road and Business Center Drive
 - Peabody Road and Cement Hill Road/Vanden Road
 - North Texas Street/Nelson Road and Manuel Campos Parkway

- Beck Avenue and West Texas Street
- Pedestrian improvements recommended as part of the Solano Transportation Authority’s Active Transportation Plan (2020) and Complete Streets Safety Assessment, with considerations based on evaluations for local feasibility.
- Proposed bicycle facilities as shown in Figure 4-3 of the Circulation Element, with more specific details for implementation consideration detailed in the Circulation Appendix.
- Other improvements to the transit network, Complete Streets considerations, and other changes to enhance accessibility, safety, and connectivity.

Existing implementation of the I-80/I-680/SR-12 Interchange project, a major transportation project aimed at improving traffic congestion, accommodating projected growth, and improving safety of the areas served by the I-80, I-680, and SR-1224 highways, is currently underway (e.g., not part of the Proposed Project scope) and estimated to be completed over the Proposed Project’s growth horizon. Occurring as part of several phased “packages”, the project involves improvements on an approximate 6.2-mile-long segment of I-80 between Red Top Road and Abernathy Road, an approximate 3.1-mile-long segment of I-680 between Gold Hill Road and I-80, 1.1-mile-long segment of SR 12 West (SR 12W) between 0.5 mile west of Red Top Road and I-80, and an approximate 3.0-mile-long segment of SR 12 East (SR 12E) between I-80 and Main Street in Suisun City.

2.6 Buildout Projections

Buildout refers to the estimated amount of new development and corresponding growth in housing, population and employment resulting from nonresidential development that is likely to take place under the Proposed Project through the horizon year of 2050 based on the proposed land use designations. Buildout estimates should not be considered a prediction for growth, as the actual amount of development that will occur through 2050 is based on many factors outside of the City’s control, including changes in regional real estate and labor markets and the decisions of individual property owners. Additionally, the designation of a site for a specific land use in the Proposed Project does not guarantee that a site will be developed or redeveloped at the assumed density during the planning period, as future development will rely primarily on each property owner’s initiative. Outside of city limits and the SOI, lands remain under the development control of Solano County unless annexed.

Methodology and Assumptions

Buildout is calculated by summing existing development; development that is planned, permitted, or under construction (known as “pipeline development”); and a projected amount of new development in the Planning Area. Implementation of the Proposed Project directs land use and policy changes that will result in additional housing, population, and nonresidential buildout within the city’s Urban Limit Line. Any other buildout occurring within the Planning Area, but outside of the Urban Limit Line, reflects existing anticipated changes occurring as a result of implementation of Solano County plans, to the extent they are known.

New development is generally expected to occur in Fairfield’s existing specific plan areas as they continue to be implemented, the focus areas described in the section above, in areas identified by the City of Fairfield’s 2023-2031 Housing Element as “opportunity sites” (the housing sites most likely to develop given parcel size, environmental constraints, and current zoning), as well as on some of the vacant and underutilized properties outside of the focus areas that retain their current land use designation. The methodology used to calculate buildout for this analysis is summarized below, and overall buildout within the city’s Urban Limit Line summarized in **Table 2-2**. Overall buildout for the full Planning Area for housing, population, and nonresidential square footage is shown in **Table 2-3**, **Table 2-4**, and **2-5**, respectively.

Existing Development

To establish existing population, housing units, and nonresidential square footage in the Planning Area, data from the 2024 California Department of Finance (DOF) Report E-5, and the real estate analytics firm CoStar were utilized. For areas outside the Urban Limit Line, but within the full Planning Area, inputs from City of Fairfield Travel Demand Model were utilized, with adjustments made to reflect future development of the Middle Green Valley Specific Plan. Existing population for areas outside the Urban Limit Line was calculated assuming a residential vacancy rate of 5 percent and group quarters rate of 2 percent, with an estimate of 2.4 people per multifamily household, and 3.1 people per single family household, in line with DOF estimates for Solano County.

Future Development

Future development projected to occur under the Proposed Project includes development on the vacant and underutilized sites primarily located in focus areas described previously, with some development occurring in vacant or underutilized areas that retain existing land use designations outside of these areas. To estimate buildout for the planning horizon, the midpoint of allowable density and intensity ranges was assumed for each proposed land use designation, as well as the percentage of parcels that would likely develop depending on location and land use designation.

Parcels identified as vacant or opportunity sites were assumed to be developed by the planning horizon year of 2050 based on reasonable and probable development patterns. For example, opportunity sites were ranked in a tiering system by their existing conditions (i.e., AV ratio, FAR, vacant status, and location) and assigned a factor representing development potential during the planning period based on these conditions. This factor was applied to the size of each parcel to determine potential new developable area, as well as the amount of existing building square footage that would likely be redeveloped.

Buildout projections also account for pipeline projects that are currently under City review, that have been approved, or are in the process of construction. Buildout also includes Housing Element opportunity sites, including accessory dwelling unit projections, and remaining capacity available as part of the HOF SP and TSSP. As shown in **Table 2-2**, buildout of the Proposed Project is projected to result in the development of approximately 13,500 new homes and nearly 9.8 million square feet of nonresidential development within the city’s Urban Limit Line.

Table 2-2. Development Summary- Projected Buildout within Urban Limit Line

<i>Existing</i>		<i>Pipeline/Planned Development</i>				<i>Proposed Project</i>		
						<i>Additional Development⁴</i>	<i>Net Development (Additional plus Pipeline/Planned)</i>	<i>Buildout, 2050</i>
<i>Residential (units)</i>	<i>Pipeline¹</i>	<i>Specific Plans²</i>	<i>Housing Element³</i>	<i>ADUs</i>				
Single Family	29,840	990	1,850	20	140	1,950	4,950	34,800
Multifamily	12,560	2,110	3,970	790		1,680	8,540	21,110
TOTAL	42,400	3,100	5,820	810	140	3,630	13,500	55,900
Population	120,340	-	-	-	-	-	33,350 ⁵	153,690
Nonresidential (sq ft)⁶								
Retail	5,801,860	113,000	70,000	-	-	974,610	1,157,610	6,959,480
Office	2,705,520	23,000	70,000	-	-	1,443,000	1,536,000	4,241,510
Industrial	15,595,780	1,311,000	1,000,000			4,780,130	7,091,130	22,686,900
TOTAL	24,103,160	1,447,000	1,140,000	-	-	7,197,730	9,784,730	33,887,890

Notes:

Estimates are rounded to the nearest ten. Numbers may not sum due to rounding.

1. " Pipeline" refers to major development projects that are currently under construction, approved, or under review by the City.
2. Represents development capacity remaining in specific plans.
3. Reflects Housing Element sites not already included in Pipeline and Specific Plan remaining capacity estimations
4. Additional development includes new development on vacant and underutilized opportunity sites as well as redevelopment of existing buildings on these sites.
5. Assumes 5 percent vacancy rate, 2 percent group quarters. 2.4 persons per household assumed for multifamily; 3.1 persons per household assumed for single family, adjusted from 2024 Department of Finance Estimates.
6. Existing nonresidential square footage derived 2021 Existing Conditions, Trends, and Opportunities Analysis.

Source: Department of Finance, 2024; CoStar, 2020; City of Fairfield, 2024; Dyett & Bhatia, 2024

Residential Buildout

Table 2-3 describes potential residential development resulting from application of land uses shown on the Proposed Project Land Use Diagram (Figure 2-76), according to analysis undertaken for the Proposed Project using the methodology described above.

Table 2-3: Projected Residential Units at Buildout (2050)

	<i>Proposed Project (within Urban Limit Line)</i>			<i>Planning Area Remainder³</i>			<i>Planning Area Total</i>		
	SFR¹	MFR²	Total	SFR	MFR	Total	SFR	MFR	Total
Existing (2024)	29,840	12,560	42,400	8,090	1,470	9,560	37,930	14,030	51,960
Future Development	4,950	8,540	13,500	730	1,710	1,950	5,680	10,250	15,450
Total at Buildout⁴	34,790	21,100	55,900	8,820	3,180	11,510	43,610	24,280	67,410

Notes:

1. SFR = Single-Family Residential
2. MFR = Multi-Family Residential
3. Estimates taken from City of Fairfield Travel Demand Model, adjusted to include Solano County's Middle Green Valley Specific Plan.
4. Figures may not sum due to rounding

Source: DOF, 2024; DKS, 2020; Fehr & Peers; 2024; Solano County, 2021; City of Fairfield, 2024; Dyett & Bhatia, 2024.

Buildout Population

The buildout population takes into consideration the population estimated for 2024, as well as additional population associated with housing units projected to be built through the planning horizon, including population projections assumed by pipeline projects. The population projection within the Urban Limit Line assumes a residential vacancy rate of five percent and group quarters rate of two percent; and Planning Area remainder, and 2.4 persons per multifamily households/3.1 persons per single family household persons per household, as estimated in 2024 DOF data. In the remaining Planning Area, a vacancy rate of five percent, group quarters rate of two percent, rate of 2.4 persons per multifamily household, and rate of 3.1 persons per single family household was used.

Table 2-4 describes the projected population at buildout of the Proposed Project. By the 2050 horizon, the population resulting from Proposed Project within the Urban Limit Line (see Figure 2-7) and development in the remainder of the Planning Area is projected to be 184,580 people.

Table 2-4: Projected Population at Buildout (2050)

	<i>Proposed Project (within Urban Limit Line)</i>	<i>Planning Area Remainder³</i>	<i>Planning Area Total</i>
Existing (2024)	120,340	25,100	145,440
Future Development ¹	33,350	5,790	39,140
Total at Buildout²	153,690	30,890	184,580

Notes:

1. Includes pipeline development
2. Figures may not sum due to rounding
3. Estimates taken from City of Fairfield Travel Demand Model, adjusted to include Solano County’s Middle Green Valley Specific Plan.

Source: DOF, 2024; DKS, 2020; Fehr & Peers; 2024; Solano County, 2021; City of Fairfield, 2024; Dyett & Bhatia, 2024.

Nonresidential Square Footage Projections

The projected number of nonresidential square footage was added to the estimated number of existing nonresidential square footage (as of 2020, which reflects the latest available data). By the 2050 horizon, approximately 40.6 million square feet of nonresidential development is projected in the entirety of the Planning Area.

Table 2-5: Projected Nonresidential Square Footage at Buildout (2050)

	<i>Thousand square feet</i>		
	<i>Proposed Project</i>	<i>Planning Area Remainder³</i>	<i>Planning Area Total</i>
Existing (2020)	24,103	1,665	25,768
Future Development ¹	9,785	5,085	14,870
Total at Buildout²	33,888	6,750	40,638

Notes:

1. Includes pipeline development
2. Figures may not sum due to rounding
3. Estimates taken from 2021 SNABM

Source: Co-Star, 2021; BAE, 2021; Dyett & Bhatia, 2024.

2.7 Intended Uses of the EIR

This EIR examines the potential environmental impacts of implementing the Proposed Project and identifies mitigation measures required to address significant impacts, as necessary. As no specific developments are proposed as part of the Proposed Project, this EIR is a programmatic EIR and does not evaluate the potential environmental impacts of specific, individual development proposals that may be allowed under the Proposed Project subsequent to its adoption. Subsequent projects will be reviewed by the City for consistency with the Proposed Project and this EIR, and adequate project-level environmental review will be conducted as required under CEQA. Projects successive to this EIR include, but are not limited to, the following:

- Approval and funding of major public projects and capital improvements
- Issuance of permits and other approvals necessary for implementation of the Proposed Plan
- Property rezoning consistent with the Proposed Plan
- Development plan approvals, such as tentative maps, variances, conditional use permits, and other
- Land use permits
- Permit issuances and other approvals necessary for public and private development projects
- Development agreement processes and approvals
- Municipal Service Review and any changes in organization or reorganization of jurisdictional boundaries (e.g., annexation)

TIERING

This EIR is a program-level EIR and does not evaluate the impacts of specific, individual developments that may be allowed under the Proposed Project. Each specific future project will require separate environmental review, as required by CEQA, to secure the necessary discretionary development permits. Therefore, while subsequent environmental review may be tiered off this EIR, this EIR is not intended to address impacts of individual projects.³ Subsequent projects will be reviewed by the City for consistency with the Proposed Project and this EIR. Subsequent project-level environmental review will be conducted as required by CEQA.

³ Section 15385 of the CEQA Guidelines describes “tiering” as “the coverage of general matters in broader EIRs (such as on general plans or policy statements) with subsequent narrower EIRs or ultimately site-specific EIRs incorporating by reference the general discussions and concentrating solely on the issues specific to the EIR subsequently prepared.”

REQUIRED PERMITS AND APPROVALS

Implementation of the Proposed Project will require additional regulatory actions by the City of Fairfield, including amendments to the HOF SP, TSSP, and Zoning Code to ensure consistency across documents. Additionally, the Proposed Project will require a recommendation from the Planning Commission and adoption by the City Council.

Decision-Making Agencies

The Proposed Project sets high-level policies and goals to be used during the decision-making process when determining City priorities and during review of individual development proposals. Implementing the General Plan will involve the City Council, the Planning Commission, other City boards, committees and commissions, and City departments. The City also will also need to consult with the County of Solano and other public agencies, including federal, State, and responsible or trustee agencies that may rely on this programmatic EIR for decisions in their areas of expertise about implementation proposals that affect their respective areas of jurisdiction.

Because it is not practical or possible for the City of Fairfield to know or ascertain all of the possible specific uses for which other agencies may subsequently utilize this EIR, the listing attempts to provide a brief summary disclosure of the applicable types of actions or authorities for which the cited agency may use this EIR as follows:

- Bay Area Air Quality Management District (monitors air quality and has permit authority over certain types of facilities)
- San Francisco Bay Conservation and Development Commission (plans and regulates the use of land and water in the San Francisco Bay and Suisun Marsh)
- California Department of Conservation, Division of Mines and Geology (expertise in evaluating geologic and seismic hazards as well as mineral resource issues)
- California Department of Fish and Game (streambed alteration agreement pursuant to Section 1600 of the California Fish and Game Code)
- California Department of Transportation (encroachment permit)
- California Department of Housing and Community Development (reviews the adequacy of housing elements and funding for affordable housing programs)
- California Public Utilities Commission (certificate of public convenience and necessity)
- San Francisco Bay Regional Water Quality Control Boards (water quality certification pursuant to Section 401 of the Clean Water Act; National Pollutant Discharge Elimination System permit)
- Metropolitan Transportation Commission (directs transportation planning and financing in the nine-county San Francisco Bay Area)

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- Native American Heritage Commission (mandated to preserve and protect places of special religious or cultural significance pursuant to Section 5097 et seq. of the Public Resources Code)
- Solano County Fire Districts (delisting of proposed fire stations)
- Solano County Water Agency (responsible for the operation and maintenance of various water conveyance and flood control facilities in Solano County)
- U.S. Army Corps of Engineers (Section 404 of the Clean Water Act permit)
- U.S. Fish and Wildlife Service (Section 7 consultation or Section 10a habitat conservation plan/Section 9 incidental take permit pursuant to the federal Endangered Species Act)
- Fairfield Suisun Sewer District (update of sewer and stormwater master plans)
- Department of Defense (permitting for energy development projects)
- Solano County Airport Land Use Commission (review of plans or projects for consistency with Travis Air Force Base Airport Land Use Compatibility Plan)
- Solano County LAFCO (changes in organization or reorganization of jurisdictional boundaries and sphere of influence)
- Solano Transportation Authority (congestion management monitoring and deficiency plans)
- County of Solano (any permitting outside of City of Fairfield jurisdictional boundaries)
- Fairfield Suisun Unified and Travis Unified school districts (enrollment capacity projections and school facilities planning)