

## 3.13 Population and Housing

This chapter provides an analysis of the Project’s potential to induce population growth and subsequently require additional housing within the City of Fairfield. This chapter also analyzes the Project’s effects on population, housing, and employment as compared to adopted growth forecasts and relevant policies and programs regarding planning for future development. Potential growth-inducing impacts from future development allowed under the Project are further addressed in Chapter 5, Other CEQA Considerations, of this Draft EIR.

The City received no comments in response to the Notice of Preparation (NOP) and recirculated NOP regarding population and housing.

### Environmental Setting

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#### GROWTH TRENDS AND PROJECTIONS

The City of Fairfield is one of 100 communities within nine counties that form the greater Bay Area region, and one of 14 incorporated cities and six unincorporated communities in Alameda County. ABAG and MTC are jointly responsible for regional growth planning in the Bay Area. As described in Plan Bay Area 2050 (see *Regulatory Settings*), the region’s employment, housing, and population are projected to continue to grow through 2050, despite economic fluctuations resulting from the COVID-19 pandemic, rising inflation, and increasing housing costs. Solano County is projected to include 3 percent of the region’s share of household growth, and five percent of the region’s jobs growth.

#### *Housing*

As indicated in Chapter 2, *Project Description*, Fairfield contained 42,400 housing units in 2024. Between 2010 and 2020, the number of housing units in Fairfield increased from 37,180 (a 14.0 percent increase), representing more significant growth than in the County (a 9.1 percent increase) (Finance, 2020). The city’s 3.8 percent residential vacancy rate in 2024 suggests there is currently an undersupply of housing, as approximately five percent is considered healthy in a market that is predominantly single-family for-sale homes (Finance, 2020).

California law and requires all local jurisdictions to plan for their ‘fair share’ of housing units at all affordability levels as part of a Regional Housing Needs Allocation Process (RHNA) (see more information in the Regulatory Settings section). The California Department of Housing and Community Development (HCD) allocates a specified number of housing units to various councils

of governments, which then assign amounts to any subregions. For the 6th Cycle RHNA process, the Solano County Subregion received an allocation of 10,992 units for the 2023-2031 period. Fairfield's allocation was 3,069 units. This allocation was determined to be consistent with 2050 Plan Bay Area projections, which projects an additional 35,000 additional households in Solano County over a 35-year period. It is important to note that "households" represent occupied housing units and are not equivalent.

As shown in Chapter 2, **Table 2-3**, the Proposed Project projects approximately 13,500 additional housing units within Fairfield's Urban Limit Line between 2024 and 2050, an increase of 31.8 percent. As indicated in the Project Description, Fairfield city limits, Sphere of Influence (SOI), and surrounding areas comprise the Planning Area, shown in **Figure 2-2**. As described in the Project Description, buildout is expected to occur primarily in the City's "focus areas" (with some development occurring on vacant or underutilized land that retains its prior land use designation); pipeline projects that are currently under City review, that have been approved, or are in the process of construction; on Housing Element opportunity sites, including accessory dwelling unit projections; and remaining capacity available as part of the Heart of Fairfield (HOF SP) and Train Station (TSSP) specific plans. Outside of the Urban Limit Line, housing units are estimated to increase by 20 percent. Overall, housing units in the Planning Area are estimated to increase by 29.7 percent.

### *Population*

According to the U.S. Department of Finance, the City of Fairfield had approximately 120,340 residents as of 2024, representing approximately 27 percent of 446,430 residents of Solano County (Finance, 2020). Fairfield has added over 15,000 residents (14.3 percent growth) since 2010. In comparison, the county has grown by only eight percent. One of the fundamental appeals of Fairfield is the relative affordability of single-family homes compared to elsewhere in the region, particularly for those seeking more space during the time of the pandemic, as well as its strategic location between the major jobs centers of San Francisco and Sacramento.

The Proposed Project's population projection assumes a residential vacancy rate of five percent, group quarters rate of two percent, and population per occupied unit of 2.4 for multifamily housing and 3.1 for single family housing, based upon adjustments made from an overall average of 2.9 persons per household based on 2024 estimates (Finance, 2020). These estimations are reasonable, given that 69.5 percent of Fairfield's existing housing is single family detached (DOF, 2024).

Outside of city limits and the SOI, lands remain under the development control of Solano County unless annexed. Any development outside of the Urban Limit Line within the Planning Area is largely expected to say the same as existing conditions, with the exception of except for growth in the Middle Green Valley Specific Plan area. For areas outside the Urban Limit Line, but within the full Planning Area, estimates from the regional transportation model known as the Solano-Napa Activity-Based Model (SNABM) were utilized. As shown in **Table 2-2**, implementation of the Proposed Project is projected to result in a 2050 buildout population of 153,690 within Fairfield's Urban Limit Line (an increase of 26.5 percent), and 30,890 in the remainder of the Planning Area (an increase of 23 percent), for an overall population increase of 25.8 percent from 2024 to 2050.

### Employment

According to Longitudinal Employer Household Dynamics Data, From 2010 to 2021, employment in Fairfield has grown from 37,698 jobs to 40,439 jobs, an increase of 7.3 percent. While Travis AFB remains the City’s largest single employer, other industries that make up the largest percentage of employment are Health Care and Social Assistance (19.4 percent), Retail Trade (11.2 percent), Educational Services (10.7 percent), Public Administration (9.9 percent) (Manufacturing (9.1 percent), and Accommodation and Food Services (7.4 percent).<sup>1</sup>

ABAG 2050 growth estimates do not break down household and job growth by specific jurisdiction. Regional employment projections in ABAG 2050 assume that Solano County will grow by a total of 69,000 jobs from 2015 to 2050. Estimated growth in Northern Solano County, comprised of Dixon, Fairfield, Rio Vista, Suisun City, and Vacaville, represents over 75 percent of the total county growth.

Based on available data from LEHD shown in **Table 3.13-1**, Fairfield’s proportion of jobs has averaged 50 percent of Northern Solano County’s jobs total, and about 28 percent of the entirety of the County’s jobs total, from 2015-2021. If these proportions are applied to estimated ABAG 2050 growth, it can reasonably be assumed that the range of job growth for Fairfield could be 19,500 to 26,780 jobs from 2015 to 2050. This translates to a rate of 560 to 765 jobs a year for the 35-year period. When this yearly rate applied to the Proposed Project’s time horizon, the estimated range is 14,560 to 19,890 jobs from 2024 to 2050.

**Table 3.13-1: Jobs Trends in Northern Solano County**

<i>Northern Solano County</i>	2015	2016	2017	2018	2019	2020	2021
Dixon	4,841	5,126	5,346	55,624	5,582	5,318	5,414
Fairfield	38,964	39,562	40,406	41,859	42,720	41,254	40,439
Rio Vista	1,528	1,413	1,446	1,529	1,506	1,476	1,609
Suisun City	2,676	2,945	3,097	3,318	3,344	3,118	3,059
Vacaville	32,699	33,294	33,615	33,946	34,797	32,959	33,631
<b>Total</b>	<b>80,708</b>	<b>82,340</b>	<b>83,910</b>	<b>136,276</b>	<b>87,949</b>	<b>84,125</b>	<b>84,152</b>
Fairfield's Proportion of Northern Solano County (%)	48	49	50	52	53	51	50
Solano County	144,483	147,199	149,200	153,568	140,707	133,221	131,442
Fairfield's Proportion of Solano County (%)	27	27	28	29	30	29	28

Source: LEHD OnTheMap, 2024; Dyett & Bhatia, 2024.

<sup>1</sup> LEHD OntheMap does not include government jobs.

As shown in **Table 3.13-2**, potential non-residential development in the Planning Area is projected to result in an increase of approximately 15,680 jobs, for a total of 56,120 jobs by 2050 (a 38.8 percent increase from existing conditions).

**Table 3.13-2: Jobs to Employed Residents Ratio**

	Existing	Change	Total (2050)	Percent Growth (%)
<b>Nonresidential Building Area (square feet)</b>				
Retail	5,801,860	1,157,610	6,959,480	20.0
Office	2,705,520	1,536,000	4,241,510	56.8
Industrial	15,595,780	7,091,130	22,686,900	45.5
<b>Total (square feet)</b>	<b>24,103,160<sup>3</sup></b>	<b>9,784,730</b>	<b>33,887,890</b>	<b>40.5</b>
Jobs <sup>2</sup>	40,440	15,680 <sup>4</sup>	56,120	38.8
Population	120,340 <sup>5</sup>	31,880	152,220	26.5
Employed Residents	59,260 <sup>1</sup>		76,140	
<b>Jobs/Employed Residents</b>	<b>0.68</b>		<b>0.74</b>	<b>8.8</b>

Notes:

Numbers are rounded to the nearest ten.

1. Employed residents data is taken from U.S. Census Bureau American Community Survey 2022 1-Year Estimates
2. Existing jobs data is taken from 2021 U.S. Census Longitudinal Employer-Household Dynamics estimates
3. Nonresidential building area square feet data is from 2021 CoStar Real Estate estimates
4. Jobs/Square Feet is taken from BAE Market analysis (assumes 300 sf/job for retail, 1250 sf /job for industrial, 250 sf/job office)
5. Existing population data is taken from California Department of Finance 2024 estimates

Source: U.S. Census Bureau American Community Survey 1-Year Estimates, 2022; 2021 Longitudinal Employer-Household Dynamics; CoStar Real Estate, 2021; BAE Market Analysis; California Department of Finance Table E-5, 2024

Jobs-housing balance, or more precisely, jobs to employed residents balance, can influence travel demand and commute patterns. A ratio of 1.0 means that the number of jobs equals number of employed residents, whereas a ratio greater than 1.0 indicates a net in-commute and less than 1.0 indicates a net out-commute. Actual in-commuting and out-commuting is influenced by many other factors, including job skills match, desired housing type match, and household locational preferences.

Historically a bedroom community, Fairfield will continue to include more housing than employed residents; as shown in **Table 3.13-2**, Fairfield’s current (2021) jobs-employed resident ratio was 0.68. Implementation of the Proposed Project is expected to result in an additional 9.8 million square feet of nonresidential uses. As such, jobs are projected to continue increasing under the Project and will result in a closer balance—a jobs-employed residents ratio of 0.74—at buildout, providing more opportunities to those living in Fairfield to work in the community.

## **REGULATORY SETTING**

### **Federal**

#### *Servicemembers' Civil Relief Act (SCRA) (2023)*

This act protects military members from eviction or lease termination due to deployment or military service. It also allows service members to end their lease if they need to move due to their service, such as for a permanent change of station or deployment of 90 days or more. Landlords may also be required to provide reasonable accommodations for military members with disabilities related to their service.

#### *National Defense Authorization Act for Fiscal Year 2020*

This act established the Military Housing Privatization Initiative Tenant Bill of Rights, which outlines 18 rights for military service members and their families who live in privatized housing. The Department of Defense is responsible for ensuring that these tenants receive quality housing and fair treatment from the Military Housing Privatization Initiative (MHPI) companies that manage the housing.

### **State**

#### *California Government Code*

State law requires each city, town, and county in California to adopt a General Plan containing at least seven elements, including a Housing Element. Regulations regarding Housing Elements are found in the California Government Code sections 65580-65589. Although the Housing Element must follow State law, it is by its nature a local document.

Unlike the other mandatory General Plan elements, the Housing Element requires periodic updating and is subject to detailed statutory requirements and mandatory review by the State of California Department of Housing and Community Development — HCD. According to State law, the Housing Element must:

- Provide goals, policies, quantified objectives, and scheduled programs to preserve, improve and develop housing.
- Identify and analyze existing and projected housing needs for all economic segments of the community.
- Identify adequate sites that will be zoned and available within the Housing Element planning period — between 2023 and 2031 — to meet the City's share of regional housing needs at all income levels.
- Be submitted to HCD to review and certify that the Housing Element complies with State law.

State law establishes detailed content requirements for Housing Elements and establishes a regional “fair share” approach to distributing housing needs throughout all communities in the ABAG region. The law recognizes that for the private sector and non-profit housing sponsors to address housing needs and demand, local governments must adopt land use plans and implementing regulations that provide opportunities for, and do not unduly constrain, housing development.

*Sustainable Communities and Climate Protection Act of 2008 (Chapter 728, Statutes of 2008)*

The Sustainable Communities and Climate Protection Act of 2008, otherwise known as Senate Bill (SB) 375, requires the integration of land use, housing, and transportation planning to achieve regional greenhouse gas (GHG) emission reductions, as adopted by the California Air Resources Board. SB 375 requires Metropolitan Planning Organizations (MPOs) to develop a Sustainable Communities Strategy (SCS)—a new element of the Regional Transportation Plan (RTP)—to plan for achieving GHG reduction targets. The SCS must demonstrate attainment of the regional GHG emissions reduction targets while accommodating the full projected population of the region.

**Regional**

*ABAG/MTC Plan Bay Area 2050*

The Metropolitan Transportation Commission (MTC), and Association of Bay Area Governments (ABAG) adopted Plan Bay Area 2050 in October 2021. Plan Bay Area is the integrated land use/transportation plan and demographic/economic forecast for the nine-county San Francisco Bay Area region. The plan coordinates housing plans, open space conservation efforts, economic development strategies, and transportation investments. Plan Bay Area 2050 focuses on four key issues—the economy, the environment, housing and transportation—outlining 35 strategies for growth and investment through 2050 to make the Bay Area more equitable for all residents and more resilient in the face of unexpected challenges. Plan Bay Area 2050 makes the following growth projections for households and jobs in Solano County over 35 years, shown in **Table 3.13-3**.

**Table 3.13-3: Plan Bay Area 2050 Projections**

County/ Subarea	Households				Jobs			
	2015	2050	Growth	Percent Growth	2015	2050	Growth	Percent Growth
South Solano	53,000	57,000	5,000	9	45,000	62,000	17,000	37
North Solano	89,000	119,000	30,000	34	87,000	139,000	53,000	61
Solano County Total	142,000	177,000	35,000	24	132,000	201,000	69,000	53

Source: Plan Bay Area 2050; Dyett & Bhatia, 2024

Plan Bay Area 2050’s eight housing strategies work toward a more equitable, affordable future for residents with low incomes, and for all residents, by preserving and protecting the affordable housing currently available; stimulating new housing production; and prioritizing inclusive, mixed communities. Through advocacy, legislation, regional initiatives, planning and research into the future MTC and ABAG will work with partners to secure a \$468 billion investment into the region’s

future housing needs, ensuring that everyone in the Bay Area has a safe, affordable home — especially those historically and systemically marginalized, underserved and excluded. Those strategies include:

- **Goals H1-H2:** Protect and preserve affordable housing by further strengthening renter protections beyond state law and preserving existing affordable housing.
- **Goals H3-H6:** Spur housing production for residents of all income levels by allowing a greater mix of housing densities and types of Growth Geographies, building adequate affordable housing to ensure homes for all, integrating affordable housing into all major housing projects, and transforming aging malls and office parks into neighborhoods.
- **Goals H7-H8:** Create inclusive communities by providing targeted mortgage, rental and small business assistance to Equity Priority Communities and accelerating reuse of public and community-owned land for mixed-income housing and essential services.

#### *ABAG Regional Housing Needs Allocation*

The Regional Housing Needs Allocation (RHNA) process addresses the need for housing in communities throughout the State. To ensure that adequate housing is available for all income groups, HCD determines the regional need in coordination with ABAG, which is required to distribute the region’s share of statewide need to cities counties, or subregions within its jurisdiction. The purpose of the RHNA is to allocate a “fair share” of the Bay Area’s projected housing need to cities and counties by household income group, categorized as “very low,” “low,” “moderate,” and “above moderate.” According to the 2023–2031 RHNA, ABAG has preliminarily determined that the Solano County’s subregion fair share was 10,992 units. The Solano County Subregion prepared its own additional methodology and determined that Fairfield’s fair share of regional housing need for the 2023 to 2031 period would be 3,069 units. Approximately 1,256 of these units would be allocated as housing affordable to very low- and low-income households (Association, May 2021). The ABAG Executive Board adopted the Final RHNA Plan in December 2021, and the Solano County Subregion’s Regional Housing Needs Plan was adopted in November 2021.

#### **Local**

##### *City of Fairfield 6<sup>th</sup> Cycle 2023-2031 Housing Element*

The Housing Element is one of the State-mandated elements that must be included in the City’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 6<sup>th</sup> Cycle Housing Element Update to cover the eight-year planning period from December 2023 through December 2031. It sets forth actions the City will undertake to support production of an adequate supply of safe, affordable housing for existing and future residents, preserve and rehabilitate existing affordable housing stock, protect tenants from displacement pressures, and affirmatively further fair housing throughout the entire city, so that

everyone has access to opportunity. The Housing Element includes five goals that create the framework for how the City of Fairfield will address housing needs and constraints. Within each goal section, the policies provide direction for how the City will achieve that goal. Policies include various actions the City will take to implement the policies. Actions include both programs currently in operation as well as new actions needed to address the city's housing needs. Key program actions that specifically address creation of new housing, preservation of existing housing, and anti-displacement include the following:

**Action 1.1: Affordable Housing Financing.** This objective of this action is to identify financing mechanisms that can facilitate the development of new affordable housing.

**Action 1.2: Inclusionary Housing.** The objective of this action is to explore feasibility of an inclusionary housing program with an in-lieu fee payment option, and once established, target in-lieu fee application or construction of affordable projects.

**Action 1.3: Affordable Homeownership.** The objective of this action is to sustain and expand affordable home ownership opportunities in the City of Fairfield, particularly in moderately resourced areas.

**Action 2.1: Infill Housing Incentives.** The objective of this action is to promote the development of vacant lots by targeting sites with suitable zoning, infrastructure, and housing prototypes. It will include areas identified in the General Plan update and offer incentives to encourage lot consolidation, especially in older neighborhoods and corridors.

**Action 2.4: Increased Streamlining of Housing Permits, especially Affordable Housing.** The objective of this action is to expedite permit procedures for developments affordable to extremely low, very low, and low-income households.

**Action 2.5: Citywide Densities, Zoning, and Circulation.** The objective of this action establishes minimum residential densities for all residential zoning classifications, and ensure that maximum densities in Residential Medium zones allow for townhomes, duplexes, and other compatibly sized or designed housing solutions in moderately resourced areas.

**Action 3.1:** The objective of this action is to encourage the long-term housing affordability of units receiving deed-restricted funding sources (with affordability retained for 45-55 years). When funding permits, the City will pursue agreements with property owners to ensure long-term preservation of affordable units. Where appropriate, as a condition of assistance the City may impose resale controls on ownership units. The City will target agreements with property owners in sensitive areas to prevent displacement of lower-income residents.

**Action 3.2: Preservation of At-Risk Housing Units.** The objective of this action is to provide financing to affordable housing properties at risk of converting to market-rate housing, coordinating with nonprofits interested in purchasing or managing these units. Owners must give timely notice of expiring restrictions to tenants, the City, and relevant authorities. The City will assist tenants with educational resources on tenant rights, relocation assistance, and affordable housing options.



**Action 3.3: Tenant-Based Rental Assistance.** The objective of this action is to support households eligible for Tenant Based Rental Assistance to increase housing stability in Fairfield.

**Action 5.1: ADU Incentives Program.** The objective of this action is to promote the creation of ADUs that can offer affordable rents for households with very low, low, or moderate incomes.

**Action 6.3: Efficiency Units.** The objective of this action is to increase variety of housing types in Fairfield, particularly in moderately-resourced areas, through supportive development densities and lot size requirements.

**Action 10.2 Place-Based Strategies.** The objective of this action is to continue to implement place-based strategies that encourage community preservation and revitalization in Fairfield's lower income communities through targeted improvements to housing, transportation, infrastructure, parks, recreation, education programs, and other factors.

### *Solano County General Plan*

The Land Use chapter of the Solano County General Plan contains the following policies relevant to consideration of the population and housing impacts of development that may occur in portions of the Planning Area within Solano County's jurisdiction:

**Policy LU.P-13:** Provide sufficient residential lands jointly with the cities to meet Solano County's projected housing needs.

**Policy LU.P-18:** Require a variety of housing types (affordable and market rate) near jobs, services, transit, and other alternative transportation serving locations (e.g., rideshare lots).

### *Solano County Housing Element*

Solano County's 6<sup>th</sup> Cycle Housing Element was adopted on February 6, 2024. It includes nine goals, as well as series of objectives, policies, and programs that are intended to focus the County's efforts to achieve that goal. Key programs that specifically address creation of new housing, preservation of existing housing, and anti-displacement include the following:

**A.1 Financial Assistance and Outreach – Rehabilitation.** The objective of this action is to facilitate place-based revitalization and reduce displacement risk due to housing conditions.

**B.1 Promoting Multifamily Housing Choices and Affordability.** The objective of this action is to direct coordination between the County and city jurisdictions to increase the supply of affordable housing in a range of sizes within their spheres of influence, in areas designated as Urban Residential, as infrastructure and services are limited in unincorporated areas outside of spheres of influence.

**B.2 Promote Development of Accessory Dwelling Units and B.3 Accessory Dwelling Unit Incentive Program.** The objective of these actions is to promote and facilitate development of accessory dwelling units.

**B.5 Facilitate Multifamily Housing.** The objective of this action is to facilitate multifamily development within the incorporated cities by coordinating to pre-zone parcels before initiating the LAFCO process and provide funding as available

**C.2 Regulatory Incentives for Affordable Housing.** The objective of this action to amend Solano County's Zoning Code to comply with changes in California's density bonus law.

**C.3 Preservation of Existing Assisted Housing Units.** Though there are not currently any affordable units at -risk of converting to market- rate, the objective of this action is to maintain and develop an affordable housing database, if needed, as a mechanism to monitor and identify units at risk of losing their affordability subsidies or requirement.

**D.6 Improve Low-Resource Areas Access to Opportunities.** The objective of this action is to improve access to opportunity for residents of low-resource areas, with a priority on nonagricultural areas with low populations densities to encourage residential uses near services and resources.

#### *Fairfield Municipal Code*

The City of Fairfield Municipal Code contains sections that pertain to providing affordable housing opportunities within the city, including financing programs, density bonuses, and flexible zoning standards. These sections are intended to implement the General Plan Housing Element to “meet the housing needs of lower and moderate-income households identified in the Association of Bay Area Governments Regional Housing Needs Allocation” and provide additional incentives, consistent with State Government Code section 65915.

## **Impact Analysis**

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For the purposes of this EIR, a significant impact would occur if implementation of the proposed Plan would:

**Criterion 1: Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure);**

**Criterion 2: Displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere.**

## **METHODOLOGY AND ASSUMPTIONS**

This EIR analysis considers current and Proposed Project guiding and implementing policies, existing and proposed land use conditions within the Planning Area that relate to population and housing, and applicable regulations and guidelines, and relevant information from regional planning documents listed in the Regulatory Setting section of this chapter.

The Proposed Project has a year 2050 horizon; however, the Proposed Project does not speculate when buildout will occur, as long-range demographic and economic trends are difficult to predict. The designation within the Proposed Project of a site for certain use does not necessarily mean that the site will be developed or redeveloped with that use during the planning period, as most development will depend on property owner initiative. For the purposes of this EIR, the environmental analysis assumes that sites will be developed or redeveloped with the designated land use at buildout of the Project.

## RELEVANT POLICIES

The Proposed Project contains the following goals and policies relevant to population and housing.

### Land Use and Urban Design Element

**LU-1:** Maintain Fairfield as a distinct, well-balanced, complete, and thoughtfully planned community in keeping with the city's scale, services, and surrounding environment.

**LU-1.1 Orderly Growth.** Promote and prioritize orderly development and growth of Fairfield through the following:

- Support a cohesive overall development pattern by promoting higher densities near downtown, along specific corridors, and near transit, and lower densities near hillsides and where appropriate for resource conservation and supporting Travis Air Force Base operations.
- Promote infill development that makes efficient use of limited land supply, while ensuring compatibility and integration with adjacent uses.
- Maintain separation of urban and rural uses, including through maintaining strong urban growth boundaries. Any urban development requiring basic municipal services shall occur only within the urban boundaries established by the General Plan, except for support of mutually beneficial agritourism opportunities outside the urban boundaries as designated by adopted Solano County plans, and for supporting Travis Air Force Base operations.
- Support the Middle Green Valley Specific Plan in unincorporated Solano County to augment permanent agricultural preservation.
- Ensure that new development mitigates and provides for its fair share of impacts to the environment, public facilities, services, and infrastructure.

**LU-1.2 Balanced Land Uses.** Provide a variety of land uses throughout the city that fosters development of a balanced community, providing adequate

housing, employment, shopping, and social and leisure activities for all Fairfield residents.

**LU-1.3 Jobs-Housing Balance.** Strive to improve the jobs-housing balance by undertaking efforts to increase the supply of jobs in the community, including through maintaining an adequate supply of land that supports key areas of economic growth, including advanced/food and beverage manufacturing, green technology, and other employment-supportive opportunities.

**LU-1.5 Heart of Fairfield and Train Station Specific Plans.** Continue to implement the Heart of Fairfield and Train Station specific plans, and amend as necessary to respond to significant changes in community priorities or economic realities.

**LU-1.6 Mixed Use Activity Centers.** Transform key infill locations into a network of mixed-use activity centers throughout the city, including the Cordelia-Suisun Valley Gateway, Transportation Center, Solano Town Center, and North Texas Street, to complement larger scale change envisioned within the specific plans and create more complete communities. To facilitate transformation, do the following:

- Regularly coordinate with property owners of these major focus areas as development plans progress, ensuring alignment with city goals and community needs.
- Develop area plans or specific plans for these larger areas. As part of area study, evaluate competitive cost comparisons of commercial or employment-related uses and fiscal impacts to inform development in a way that maximizes benefits for the City.
- Require development to be within the overall designated density range for the mixed-use area, while encouraging a variety of housing types.

*Please see 'Focus Areas' policies for more information.*

**LU-2:** Promote a variety of housing types to serve the diverse needs of the community and that stimulate investment.

**LU-2.1 Residential Densities.** Require residential development to be consistent with the density ranges included in the General Plan.

**LU-2.2 Variety of Housing Types.** Promote the development of a greater variety of housing types and sizes in existing neighborhoods and new focus areas, including single-unit homes on small lots, accessory dwelling units, alley-facing units, townhomes, lofts, live-work spaces, duplexes, triplexes, fourplexes, bungalow courts, senior housing, and student housing, to meet

the needs of future demographics and changing household sizes. Actions shall include the following:

- Require development to conform to housing types specified in the land use designation descriptions.
- Undertake a study to evaluate permitting duplex, triplex, and fourplex developments in all single-family neighborhoods<sup>2</sup>, or in certain areas based on location and performance standards (e.g., in Central Fairfield).

**LU-2.3 Higher Density Nodes.** Locate high-density residential or mixed-use development in areas near downtown, regional access routes, transit stations, employment centers, shopping areas, and public services. These include:

- The Cordelia-Suisun Valley Gateway;
- The Heart of Fairfield Specific Plan area, including the area nearest to the Suisun-Fairfield Train Station and the Transportation Center;
- Nodes along North Texas Street;
- As part of Solano Town Center redevelopment; and
- The area in the Train Station Specific Plan nearest to the Fairfield-Vacaville Hannigan Train Station.

For new mixed-use areas, establish flexible parking requirements, setbacks, and other development standards in the Zoning Ordinance.

**LU-2.4 Special Housing Needs.** Distribute special residential land uses, such as senior housing, throughout the city to assure their accessibility to activity centers and shopping areas and to provide the option of continuing to reside in neighborhoods of mixed economic, ethnic and age groups. For projects located on the periphery of the city that house seniors or the mobility-impaired, special transportation, such as vans, shall be required to be provided by the project.

**LU-2.5 Mixed-Use Development.** In land use designations where a variety of land uses are permitted, allow mixed-use development that provides for an integrated mixture of residential and employment-generating uses within

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<sup>2</sup> Note that one accessory dwelling unit (ADU) and one junior ADU is permitted for all single-family homes in accordance with State law, effectively enabling three units per lot.

the same building (vertical mixed use) or on the same block (horizontal mixed use).

**LU-21:** Support a new low-medium density neighborhood with a neighborhood park contiguous with City limits in the rolling lands in the existing Sphere of Influence (SOI) west of Business Center Drive. Require annexation to City as a condition of City services.

**LU-21.1 Cordelia Neighborhood Development.** Require development of a cohesive master plan with integrated residential and open space development, that avoids steeper slopes and ridgelines. Limit development to no more than 50 percent of the site area. Permit no more than 50 units of medium density housing and up to 250 units of low-medium density housing.

**LU-22:** Promote reuse of Nelson Hill as a predominantly lower density residential neighborhood with publicly accessible open spaces, hiking trails and scenic vistas.

**LU-22.1 Nelson Hill Development.** Permit no more than 350 units of housing at the Nelson Hill site. Encourage developer to incorporate publicly accessible open space and hiking trails into site design that maximize views to surrounding scenic areas. Development may be clustered at the top of the hill and/or at its northwestern base.

**LU-23:** Develop the Hale Ranch Study Area with specific high-value employment uses in a way that is compatible with surrounding agricultural and agritourism uses.

**LU-23.1 Hale Ranch Development.** Limit development to industries that support agriculture, agritourism or food science, manufacturing, and production, including winemaking and production activities, agricultural technology, and food and beverage manufacturing and processing.

**LU-23.3 Public Services Prior to Annexation.** Determine ability to serve development with City services prior to any annexation process.

#### Circulation Element

**CIR-1:** Establish and maintain a comprehensive, multimodal roadway system that is well-integrated with the City's land use pattern.

**CIR-1.1 Roadway Network.** Work to implement the roadway improvements described in **Table 4-5**, and shown in **Figure 4-2**. Coordinate with neighboring agencies as needed for project implementation. Necessary roadway network additions for growth areas include:

- **New Cordelia Residential Neighborhood.** Coordinate with the Solano Transportation Authority and CalTrans to plan for specific I-680/I-80/SR-

12 interchange improvement geometry, and connect the new neighborhood at Business Center Drive and/or Mangels Road.

- **Nelson Hill.** Plan for adequate safe 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 and identify mitigation measures. Studies must 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. The study shall be prepared in a manner directed by the City’s Traffic Engineer, and at a minimum, include/address the following:
  1. Trip generation and Level of Service at the project’s frontage on Cordelia Road as well as other impacted intersections, including, but not limited to, the Lopes Road/Cordelia Road/Bridgeport Avenue intersection;
  2. Analysis of the appropriate local and collector intersections that may be affected by the development;
  3. Impacts of the project and the project’s road improvements on pedestrian and bicycle circulation and safety. It should propose mechanisms for mitigating such impacts and improving access for bicyclists and pedestrians;
  4. Identify the quantity and location of access points needed to accommodate the project’s vehicular volume and determine the length left/right turn pockets on Cordelia Road using standards acceptable to the city’s Traffic Engineer; and
  5. Incorporate traffic calming elements along the project’s frontage and access points and at key connectors throughout the project.

Traffic calming elements shall be incorporated along the project’s frontage and access points and at key connectors throughout the project.

- **The Travis Air Force Base Enhanced Use Lease Area.** As part of Enhanced Use Lease Area development, a traffic study should evaluate the need for connections at Markeley Lane and Peabody Road, Markeley Lane and Twin Peaks Drive, and a through-connection at Forbes Street and Markeley Lane.

## Public Facilities and Services Element

**PFS-1:** Provide excellent public services and utilities that address current needs and are commensurate with future growth.

**PFS-1.1 Meet Projected Needs.** Foster the orderly and efficient expansion of facilities and infrastructure to adequately meet projected needs, comply with current and future regulations, and maintain public health, safety, and welfare through the following:

- Monitor the pace and location of development in Fairfield and strive to ensure that public facilities capacity and delivery of services keeps pace with development and growth in the city.
- Discourage oversizing of infrastructure that could induce growth at the edges of the city beyond what is anticipated in the General Plan.
- Develop a long-range strategic capital development plan for public services facilities consistent with the General Plan, and regularly update the 5-year Capital Improvement Plan to provide for needed public services and facilities in relation to the City's financial resources

**PFS-1.4 Concurrent Annexation.** Aim for concurrent annexation of adjacent unincorporated properties whenever possible in order to facilitate the formation of assessment districts, Mello-Roos districts, and other financial mechanisms.

**PFS-1.5 Service Agreements Outside of City Limits.** Work cooperatively with Solano County and the Solano County Local Agency Formation Commission to support compatible land use planning outside city limits. This includes focused, mutually beneficial opportunities to support agritourism through service agreements, such as municipal and utility services, where aligned with City priorities, provided the City does not bear the cost to improve existing infrastructure to City standards.

**PFS-1.6 Middle Green Valley Service Agreement.** Support the Solano Irrigation District's (SID) service to the Middle Green Valley Specific Plan area by contracting to treat SID water supplies that SID would serve within the Specific Plan area.

## Economic Development Element

**ED-1:** Build upon existing strengths while attracting new growth-oriented businesses to foster a diverse, stable, and forward-looking economic base.



- ED-1.1 Future Industries.** Encourage and strengthen industry clusters, emerging sectors, and implement strategies to incentivize, attract, and retain industries and entrepreneurial activities that represent the future of the city. Value-add industries include advanced food and beverage manufacturing, defense related industry, research and development, green/clean technology, manufacturing/maker space, business incubators, life sciences and health services, and other industries. Continue engaging with real estate brokers, business leaders, and other informed stakeholders to understand the needs of these prospective businesses and institutions and facilitate city policies that aim to attract these targeted businesses.
- ED-1.2 Core Manufacturing Clusters.** Continue to support and advance Fairfield as a center for manufacturing by creating broader awareness of Fairfield’s market position and accessibility within the region. Market strengths, including good access to freeways, and rail, and utility availability. Partner with entrepreneurs and maker-oriented associations, such as participation in the Bay Area Urban Manufacturing Initiative and the California’s Manufacturing Network, to expand awareness.
- ED-1.3 Development Incentives.** Reserve development incentives for projects that conform with the Economic Development Element, provide significant private capital investment to leverage public funds, generate new public revenues, or create large numbers of new jobs that pay a living wage.
- ED-1.4 Base Industries.** Attract and nurture businesses that generate the majority of their revenue from the sale of products or services outside the region to increase the flow of capital into the community.
- ED-1.5 Business and Industrial Parks.** Market Fairfield’s various business and industrial parks that provide for primarily warehousing and manufacturing uses south of I-80/SR-12, or for a mix of flexible business, light manufacturing, and other compatible uses north of I-80/SR-12.
- ED-2:** Provide sufficient land and utilities for growth and expansion, flexible development standards to reflect market realities, and business-friendly processes to encourage economic growth.
- ED-2.1 Reserve Land for Employment.** Reserve the city’s limited land zoned for industrial and other employment-generating uses in key geographic areas to foster growth of targeted economic clusters and uses identified herein, including spaces for innovation, collaborative workspaces, business incubators/accelerators, and maker spaces.
- ED-2.2 Priority Sites.** Continue to promote priority economic development opportunities in the city with an inventory of shovel-ready sites published on the City’s economic development web portal. The inventory should provide pertinent details (e.g.: size, location, land use/zoning designation,

infrastructure location and sizing, price, property representative, special features).

**ED-2.3 Adequate Infrastructure.** Coordinate economic development activities with infrastructure planning efforts (including electricity, water, sewer, and broadband) and relevant agencies. Strive to ensure to the extent possible, appropriately sized utilities are available to support the development of the most feasible, high-priority opportunity sites. Prepare infrastructure studies and financing strategies for key opportunity areas to help developers assess the feasibility of their proposed projects.

**Impact 3.13-1 Development under the Proposed Project would not induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure (Less than Significant))**

As described in the Environmental Setting sections above, Plan Bay Area 2050 plays an important part in connecting future housing, the economy, transportation and the environment in the Bay Area region. RHNA's near-term focus sets the stage for early implementation of Plan Bay Area 2050's envisioned growth pattern. For the 6th RHNA Cycle, the City of Fairfield has a RHNA obligation of 3,069 new units, a similar allocation from previous RHNA cycles. It is best practice to include a buffer of approximately 15 to 30 percent to meet the State's No Net Loss Requirements Law (Government Code § 65863) (Association, October 2021). Given that a housing cycle has a planning period of eight years, extrapolating this RHNA requirement to the Project's 2050 horizon would result in about 9,200 new units, with an additional buffer ranging from 1,380 units to 2,760 units. Recognizing that market trends are difficult to predict, RHNA numbers are subject to change in the future, and growth is not a linear process, the proposed General Plan update closely matches this value on an order of magnitude, with a potential buildout of 10,400 units beyond existing anticipated pipeline development (about 3,100 units) between 2024 and 2050. Because ABAG has determined that RHNA allocations are consistent with Plan Bay Area 2050 growth patterns, housing projections associated with the Proposed Project are thus aligned with regional projections.

Most residential development is expected to occur within specific plan areas and higher-intensity mixed-use infill areas along North Texas Street, at the Solano Town Center, and around the Transportation Center (see Chapter 2: Project Description and Implementing Policies LU-1, LU-1.1, LU-1.2, LU-1.3, LU-1.4, LU-1.5, LU-1.6. This infill development is designed to focus on redevelopment and revitalization of areas already served by infrastructure and would not require extensions of roads or other infrastructure.

The Proposed Project also aims to achieve balanced growth and employment uses to strengthen Fairfield's economic base (Implementing Policies LU-1.2; LU-1.3; ED-1; ED-1.1; ED-1.2; ED-1.3; ED-1.4; ED-1.5) and provide adequate land and utilities for these uses (ED-2; ED-2.1; ED-2.2; ED-2.3). As indicated above, the implementation of the Proposed Project is anticipated to add 9.8 million square feet of nonresidential development, translating to an estimated 15,780 jobs. If Fairfield maintains its proportion of jobs relative to Northern Solano County and Solano County

as a whole, this estimate falls within the range of jobs that may reasonably be assumed to occur as part of Bay Area 2050 estimates.

The Proposed Project includes new development in “growth areas” in the new Cordelia neighborhood and at Nelson Hill, both in Fairfield’s Sphere of Influence, and at the Hale Ranch Study Area, directly to the west of a general manufacturing area. This planned development is intended to help Fairfield meet its objectives for additional housing and economic development into the future. These areas occur within the Proposed Project’s established Urban Limit Line. These growth areas will require extension of infrastructure and utility services and must include an application that responds to LAFCO’s standards and procedures for changes of organization and reorganization, as outlined in the Regulatory Setting. While these growth areas are partly contiguous with existing development, they border land used for agricultural use. Provision of infrastructure to these growth areas could indirectly induce growth if agricultural uses become less economically viable, and property owners seek instead to develop their property with urban uses. Please see Chapter 3.2, Agricultural Resources, Impact 3.2-3 for further discussion of this specific impact.

Policies in the Proposed Project seek to promote and prioritize orderly development through maintenance of the Urban Limit Line and requirements that municipal services only be provided as part of mutually beneficial agritourism opportunities or focused agreements with Solano County to avoid growth inducement (Implementing Policies LU-1.1; LU-5.1; LU-5.2; LU-5.3; LU-5.4; LU-22.1; LU-22.3; PFS-1.1; PFS-1.5). Other policies seek to support preservation of existing agricultural and open space lands through close coordination with Solano County and agricultural stakeholders.

The proposed Project is a long-range planning effort that was designed to accommodate regional growth requirements until 2050. The Proposed Project prioritizes infill development and includes several policies that seek to avoid unplanned population growth impacts. As indicated above, there is potential for the Proposed Project to induce growth, directly or indirectly. However, because the amount of growth is consistent with regional projections, improves the jobs-employed residents balance, includes prioritizes growth in infill areas, and require provision of adequate services to meet existing and future needs, and this impact is considered less than significant.

#### *Mitigation Measures*

None required.

#### **Impact 3.13-2 Development under the Proposed Project would not displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere. (Less than Significant)**

Implementation of the Proposed Project could result in the construction of up to 13,500 new housing units and nearly 9.8 million square feet of nonresidential uses by 2050, most of which would be accommodated on infill sites. New land use classifications, as described and discussed in the Project Description of this EIR, introduce new areas for housing, such as in the growth areas

and at the Cordelia-Suisun Valley Gateway, as well as denser housing and mixed use categories in more areas, including along North Texas Street, at the Transportation Center, and at the Solano Town Center. Infrastructure, roadway, open space, and other public improvements proposed under the Plan would not require the displacement of housing. While redevelopment may result on sites that contain existing housing units, which could be demolished and replaced at the discretion of property owners, the project is projected to increase the overall number of dwelling units by over 30 percent and provide additional housing opportunities to serve the diverse needs of the community at various socioeconomic levels.

Indirect displacement resulting from development within the Planning Area could potentially occur through the process of neighborhood economic and demographic change in an existing area, which often results from real estate investment and increased demand from higher-income residents. However, existing City regulations and Proposed Project policies and programs contain numerous measures that would help minimize or avoid the indirect displacement of people and housing as a result of Proposed Project implementation. For example, the City's adopted 6<sup>th</sup> Cycle Housing Element contains a comprehensive set of programs aimed at promoting homeownership, increasing the availability of affordable housing, and avoiding displacement.

Actions in the Housing Element reduce the potential for displacement. Action 1.1 focuses on identifying financing mechanisms to develop new affordable housing. Action 1.2 explores the feasibility of an inclusionary housing program with an in-lieu fee option to fund affordable housing projects. Action 1.3 aims to expand affordable homeownership opportunities, particularly in moderately resourced areas. To promote infill housing, Action 2.1 targets vacant lots with suitable zoning and infrastructure, offering incentives for development and lot consolidation. The ADU Incentives Program (Action 5.1) promotes the creation of affordable accessory dwelling units, while Action 6.3 increases housing variety through supportive development densities.

To expedite affordable housing developments, Action 2.4 streamlines permit procedures for low-income housing. To avoid displacement of lower income residents, Action 3.1 encourages long-term affordability of deed-restricted units, imposes resale controls, and targets agreements to prevent displacement in sensitive areas. Action 3.2 provides financing to preserve at-risk affordable housing units, coordinating with nonprofits and assisting tenants with relocation and educational resources. Action 3.3 supports tenant-based rental assistance to enhance housing stability.

Lastly, Action 10.2 implements place-based strategies to revitalize lower-income communities through targeted improvements in housing, infrastructure, and community services. Together, these actions aim to create a balanced and inclusive housing market in Fairfield.

Actions in Solano County's Housing Element, described above in the Regulatory Setting, also address creation of new housing, preservation of existing housing, and anti-displacement in other Planning Area locations outside of the City of Fairfield's jurisdiction.

Adherence to existing regulations, policies, and actions would prevent the indirect displacement of substantial numbers of residents or housing units to the maximum extent practicable under the Proposed Project. Overall, the Proposed Project would increase the overall number of housing units and provide additional housing opportunities to serve the diverse needs of the community at various socioeconomic levels. As such, this impact would be less than significant.

*Mitigation Measures*

None required.