

## 3.15 Transportation

This chapter assesses potential environmental impacts on the transportation system from future development anticipated by the Proposed Project, including those related to vehicle miles traveled (VMT), roadway hazards, emergency access, public transit, bicycle, and pedestrian facilities. This section describes the existing transportation system, characteristics, and operations in the Planning Area, as well as relevant federal, State, and local regulations and programs.

Comments received in response to the Notice of Preparation (NOP) and Recirculated NOP regarding topics covered in this section include the following: travel demand analysis, multimodal transportation planning, active transportation, and funding for major transportation infrastructure. California Department of Transportation (Caltrans) submitted a comment letter requesting analysis of the Proposed Project's potential impacts to the freeway mainline, ramps, and ramp intersections along I-80 and SR-12. These are addressed as part of analysis.

An additional commenter expressed the need to evaluate the barriers to active transportation of I-80 overpasses, as well as the cost and funding options for major transportation improvements needed in the North Cordelia area. These comments are addressed in the following Environmental Setting and Impact Analysis.

### Environmental Setting

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#### PHYSICAL SETTING

Located at the intersection of several critical state highways (freeways and expressways), Fairfield lies at the center of Solano County, midway between San Francisco and Sacramento on Interstate 80 (I-80). A regional transit operator, Fairfield and Suisun Transit (FAST), provides eight fixed local routes managed and operated by the City of Fairfield that serve Fairfield and Suisun City. Fairfield is also located on a major rail corridor, the Capitol Corridor Joint Powers Authority (Capitol Corridor), which provides passenger service between Auburn and San Jose via Sacramento and Oakland. The Union Pacific Railroad (UPRR) and California Northern Railroad (Cal Northern) serve freight customers in Fairfield. Travis Air Force Base, located in eastern Fairfield, is known as the "Gateway to the Pacific," handling more cargo and passenger traffic through its airport than any other military terminal in the United States, and relies on several roadways for movement of goods. The transportation elements within the city are discussed in greater detail below.

## Travel Characteristics

An analysis of American Community Survey (ACS) data available from the US Census Bureau provides information related to the travel behavior amongst workers in Fairfield and surrounding areas. According to the ACS 2021 5-Year estimates, 74 percent of commuters drive alone in Fairfield and 12 percent carpool, similar to rates in the County.

**Table 3.15-1: Commuter Mode Split in Fairfield and Solano County**

<i>Commute Mode Choice</i>	<i>Fairfield</i>	<i>Solano County</i>
Single Occupant Auto	74.4%	74.8%
Carpool	12.2%	12.0%
Public Transit	2.2%	2.6%
Bicycling/Walking	1.6%	1.4%
Other Means	1.2%	1.1%
Work at Home	8.5%	8.1%

*Source: U.S. Census Bureau, American Community Survey 2012-2016 5-year estimates. Special Tabulation: Census Transportation Planning Products Program*

Another key characteristic of travel patterns in Fairfield is the tendency to commute out of the city for work. **Table 3.15-2** shows that more than 65 percent of Fairfield residents commute to jobs outside of Solano County.

**Table 3.15-2: County of Workplace for Fairfield Residents**

<i>County of Workplace</i>	<i>Percent Workers, 16 years and Over</i>
Solano County, CA	35.0
Contra Costa County, CA	12.0
Alameda County, CA	9.1
Napa County, CA	7.7
Sacramento County, CA	5.8
San Francisco County, CA	5.7
Santa Clara County, CA	4.1
San Mateo County, CA	2.8
Sonoma County, CA	2.7
San Joaquin County, CA	2.3
All Other Locations	12.9

*Source: U.S. Census Bureau, Longitudinal Employer Household Dynamic Survey, 2021*

## **Roadway Network**

Connections between arterials and freeways are provided at interchanges throughout the Planning Area. Because freeways are limited-access facilities, local street interchanges frequently serve as aggregation points for vehicle demand in the overall Planning Area roadway system, which results in localized traffic congestion. The high levels of vehicle demand and congestion also reduce the comfort level of pedestrians and bicyclists traversing an interchange. System interchanges (also known as freeway-to-freeway interchanges) play a critical role in the routing of trips through the Planning Area as drivers generally tend to prefer to take high speed routes between destinations; missing ramp connections within system interchanges typically force drivers to use local street interchanges to complete missing connections between freeways, thus adding to local street congestion.

The following system (freeway-to-freeway) interchanges serve demand in the Planning Area:

- I-80/I-680/SR-12 West (partial access, no direct connections between eastbound I-80 and westbound SR-12 ; motorists must use Red Top Road to make this connection)
- I-80/SR-12 East (partial access, no direct connections between I-80 to the east and SR-12 to the east; motorists must use Chadbourne Road to make this connection)

The I-80/I-680/SR-12 West interchange is expected to be substantially reconfigured and widened as part of the Solano Transportation Authority's ongoing I-80/I-680/SR-12 interchange improvement project, which is expected to be substantially complete by 2040 (pending funding availability). It is noted that improvements at this system interchange will also include addition of missing ramps at the I-80/Green Valley Road and I-80/Pittman Road-Suisun Valley Road interchanges. As part of the I-80/I-680/SR-12 interchange improvement project, new interchanges are proposed at I-680/Red Top Road and SR-12/Red Top Road.

The following local street system interchanges, managed by Caltrans, serve demand in the Planning Area:

- I-80/Red Top Road (full access, signed connection to SR-12 west towards Napa)
- I-80/Green Valley Road (partial access, interchange currently in complex with I-80/I-680/SR-12 West system interchange, no westbound I-80 off-ramp)
- I-80/Pittman Road-Suisun Valley Road (partial access, no westbound I-80 on-ramp)
- I-80/Suisun Parkway (full access, signed connection to SR-12 east towards Rio Vista)
- I-80/West Texas Street (full access, motorists must use Oliver Road and Beck Avenue to connect from westbound I-80 off-ramp and to eastbound I-80 on-ramp, respectively)
- I-80/Travis Boulevard (full access)
- I-80/Air Base Parkway-Waterman Boulevard (full access)
- I-80/Manuel Campos Parkway-North Texas Street (full access)
- I-680/Gold Hill Road (full access)

- SR-12/Chadbourne Road (full access, signed connection to I-80 east towards Sacramento)
- SR-12/Webster Street-Jackson Street (full access)

## **ARTERIALS, COLLECTORS AND LOCAL ROADWAYS**

The Planning Area non-freeway/expressway roadway system is classified by the following roadway functional classification types: arterial (major/minor), collector and local. Arterials provide higher capacity mobility between destinations in the Planning Area and the region, while local and collector roadways provide direct access to destinations along the streets. All facilities play a key role in connecting residential, employment, retail, industrial, recreational, educational, and institutional land uses throughout the Planning Area.

Additional information on major facilities throughout the Planning Area are described below. North-south roadways are followed by east-west roadways. **Figure 3.15-1** shows the Planning Area roadway network and functional classifications as designated in the current General Plan.

### **North-South Roadways**

- **Lopes Road** is a two-to-four-lane minor arterial extending from the I-80/Green Valley Road interchange in the north to the City of Benicia in the south. The roadway connects the Green Valley area to industrial and residential neighborhoods along the west side of I-680. Lopes Road serves as a direct connection to Rodriguez High School. The posted speed limit in the Planning Area is 45 miles per hour.
- **Green Valley Road** is a two-to-four-lane divided minor arterial extending from the Green Valley Country Club area in unincorporated Solano County the north to the I-80/Green Valley Road interchange in the south. Green Valley Road transitions onto Lopes Road south of the interchange, which continues towards Red Top Road and Benicia. Green Valley Road has a posted speed limit of 45 miles per hour. Green Valley Road serves a variety of commercial, industrial, and residential land-uses.
- **Suisun Valley Road** is a two-to-six-lane minor arterial roadway that extends from the Wooden Valley area of Napa County in the north to the I-80/Suisun Valley Road-Pittman Road interchange in the south. Suisun Valley Road transitions into Pittman Road at the interchange. Suisun Valley Road serves industrial, commercial, residential, agriculture, and public facilities along the corridor, including Solano Community College. The posted speed limit varies between 35 to 55 miles per hour.
- **Pittman Road** is a two-to-four-lane minor arterial roadway that extends from the I-80/Suisun Valley Road-Pittman Road interchange in the north to Cordelia Road in the south. The posted speed limit varies between 35 to 40 miles per hour. Pittman Road serves commercial and residential land uses along the corridor.
- **Beck Avenue** is a three-to-five-lane minor arterial that extends from the I-80 interchange in the north to Cordelia Road in the south. The roadway connects commercial uses, residential neighborhoods, and industrial areas. The posted speed limit varies between 35 to 40 mph.



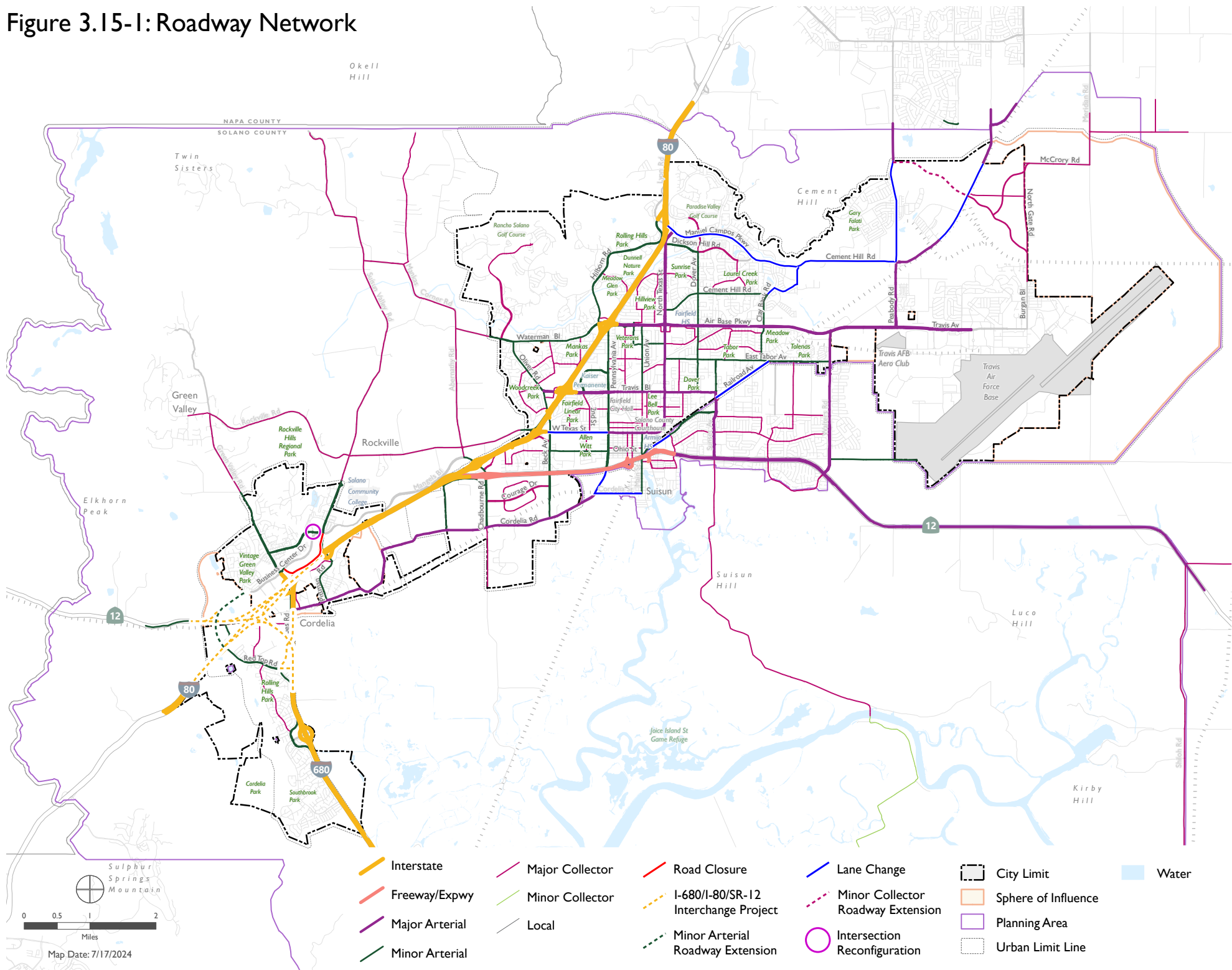
- **Oliver Road** is a four-lane minor arterial that extends from Waterman Boulevard in the north to Travis Boulevard, and turns to a two-lane minor arterial between Travis Boulevard and Rockville Road/I-80 interchange in the south. Oliver Road serves residential and commercial uses. The Fairfield Linear Park crosses Rockville Road at the Oliver Road intersection and the posted speed limit along this corridor is 35 miles per hour.
- **Hilborn Road** is a four-lane minor arterial. The I-80 off-ramp leads to Hilborn Road in the north and the I-80 on-ramp in the south. Hilborn Road primarily serves residential neighborhoods along with commercial uses and open space. The posted speed limit is 35 miles per hour.
- **Pennsylvania Avenue** is a two-to-four lane minor arterial between Cunningham Road to the north and Cordelia Road to the south with a direction connection to SR-12. The Fairfield Linear Park meets Pennsylvania Avenue just north of the Travis Boulevard intersection. Pennsylvania Avenue serves a variety of land uses including residential, commercial, and public facilities including a couple of schools. The posted speed limit varies between 30 to 35 miles per hour, with a posted speed limit of 25 miles per hour near schools.
- **N Texas Street** is a four-lane major arterial that runs from Manuel Campos Parkway in the north and transitions to Texas Street about a mile south of the North Texas Street and East Tabor Avenue intersection. North Texas Street, along with West Texas Street, serves as the primary spine for traffic traveling through central Fairfield, connecting to Interstate 80 at both ends. North Texas Street primarily serves as a commercial and residential corridor, while providing a connection to downtown Fairfield and two high schools. Despite its key role in the City, North Texas Street has limited bicycling infrastructure. The posted speed limit ranges between 30 to 35 miles per hour.
- **Dover Avenue** is a two-to-four lane minor arterial primarily serving residential neighborhoods and an elementary school. This corridor extends from Manuel Campos Parkway in the north to East Travis Boulevard in the south. The Fairfield Linear Park connects to Dover Avenue near the intersection of East Pacific Avenue and Nightingale Drive. The posted speed limit is 30 miles per hour. Dover Avenue provides direct access to the Paradise Valley residential community and one of the City's two public golf courses. There is a Class II bicycle lane north of Air Base Parkway.
- **Clay Bank Road** is a planned four lane divided minor arterial that connects residential neighborhoods in the north to Air Base Parkway in the south. Clay Bank Road primarily serves residential developments, along with Western Business Park and the Solano County Office of Education campus and has a posted speed limit of 35 miles per hour.
- **Peabody Road** is a three-to-six lane major arterial that extends from City's northern limits to Air Base Parkway in Fairfield. This corridor serves the Travis Air Force Base, the Train Station Specific Plan (TSSP) Area, the Thomas Hannigan Capital Corridor Train Station, Huntington Industrial Park, existing and planned residential neighborhoods, and serves as a connection to Vacaville. The TSSP envisions major improvements to Peabody Road. Peabody Road also serves as a major commuting route for employees of Travis Air Force Base and is a link in the planned Jepsen Parkway. The posted speed limit on Peabody Road is 45 miles per hour.

### **East-West Roadways**

- **Mangels Boulevard** is a four-to-six-lane minor arterial extending from Green Valley Road in the west to Westamerica Drive in the east. Mangels Boulevard is a two-to-four lane local street between Business Center Drive near Antiquity Drive and Green Valley Road. At Antiquity Road, there is a roundabout that connects Mangels Boulevard to Business Center Drive. The corridor serves residential and industrial land uses and has a posted speed limit between 40 and 45 miles per hour. Formerly the north connector then was realigned in the mid 2000 so that it connects to Business Center Drive eventually terminating at the SR12 west when I-80/69/12 package is constructed.
- **Business Center Drive** (also considered the North Connector from the county portion of Suisun Parkway) is a four-lane minor arterial roadway that currently extends from the Mangels Boulevard/Antiquity, Green Valley Technical Plaza driveway in the west to Suisun Creek in the east; east of Suisun Creek, Business Center Drive transitions onto Suisun Parkway (at Solano County), which terminates at the I-80/Suisun Parkway-Chadbourne Road interchange. This corridor primarily serves commercial uses, along with industrial and residential areas. The posted speed limit varies between 35 and 45 miles per hour. Ultimately will tie into Red Top Road.
- **Neitzel Road** is a two-lane, one-way minor arterial roadway that extends from Business Center Drive in the west to the I-80/Suisun Valley Road-Pittman Road interchange in the east. The roadway serves as the connection between westbound I-80 and Green Valley Road as the I-80 Green Valley Road interchange does not include a direct off-ramp to Green Valley Road. The posted speed limit is 50 miles per hour.
- **Cordelia Road** is a two-lane major arterial extending from an industrial area west of Lopes Road to Suisun City in the east. The roadway connects the Cordelia neighborhood with I-680 (via Lopes Road and Central Way) and I-80 (via Pittman Road). Cordelia Road provides direct access to the industrial users in Solano Business Park and Busch Corporate Park, the location of several of the City's major employers. The posted speed limit in the Planning Area varies between 25 and 45 miles per hour.
- **Manuel Campos Parkway** is a four-to-six lane divided major arterial with a direct connection to the I-80 interchange in the west to Cement Hill Road in the east. At Dickson Hill Road, Manuel Campos Parkway turns into a two-lane roadway until Peabody road where it widens to five-lanes at the intersection. East of Cement Hill Road, the corridor changes to Cement Hill Road. The corridor primarily serves residential uses along with commercial uses. The posted speed limit varies between 40 and 45 miles per hour.
- **Cement Hill Road** (considered Manuel Campos Parkway) is a two-lane roadway that runs between Cement Hill Road in the west and Peabody Road in the east. East of the Peabody intersection, the corridor changes to Vanden Road. Cement Hill Road primarily serves access to the TSSP Area along with residential and open space areas. The posted speed limit varies between 40 and 45 miles per hour.
- **Dickson Hill Road** is a four-lane minor arterial between North Texas Street in the west and Dover Avenue in the east. Between Dover Avenue and Manuel Campos Parkway in the east, Dickson Hill Road is a four-lane major collector. This corridor serves both commercial and residential land uses and a posted speed limit of 40 miles per hour.

- **Air Base Parkway** is a four-lane major divided arterial that widens to six-lanes at various intersections throughout the corridor. This corridor is essential to Fairfield’s roadway network as it provides direct access to Interstate 80 and serves as a direct link to the Travis Air Force Base. Air Base Parkway also provides access to commercial, residential, and various public facilities. The posted speed limits vary between 45 and 55 miles per hour.
- **East Tabor Avenue** is a two-to-four-lane minor arterial roadway that extends from North Texas Street and the Fairfield Linear Park in the west to Charleston Street in the east. East Tabor Avenue primarily serves residential and commercial land uses and access to an elementary and middle school. The posted speed limit is 35 miles per hour.
- **Travis Boulevard/E Travis Boulevard** is a four-to-six lane major arterial extending from Oliver Road in the west and Sunset Avenue in the east with a direct connection to I-80. This roadway mostly serves commercial and residential neighborhoods and has a posted speed limit varying between 30 and 35 mph. Travis Boulevard provides direct access to Solano Town Center/Fairfield Gateway, the City’s regional shopping center, along with NorthBay Medical Center, the City’s hospital.
- **West Texas Street/Texas Street/North Texas Street** is an older commercial district that was developed along historic Lincoln Highway and links southern I-80 to northern I-80. The City of Fairfield Transportation Center, a regional bus and carpooling center, is bounded by Interstate-80 at the western end of the West Texas Street corridor and connects to Texas Street downtown and North Texas Street. The Fairfield Linear Park Trail crosses West Texas Street at Oliver Road. This corridor is a four-to-five lane major arterial with a posted speed limit varying between 25 and 35 miles per hour.
- **Waterman Boulevard:** is a four-lane minor arterial extending from Mankas Corner Road in the west and Air Base Parkway in the east with a posted speed limit of 40 miles per hour. Waterman Boulevard is four lanes with a two-way left turn lane between Mecca Court and Monterey Drive. The corridor primarily serves residential uses, with retail uses located between 10 Gate Road and Hilborn Road.

Figure 3.15-1: Roadway Network



## Bicycle Facilities

Bicycle planning and design typically relies on guidelines and design standards established by the California Department of Transportation (Caltrans) in the *Highway Design Manual* (Chapter 100: Basic Design Policies and Chapter 1000: Bikeway Planning and Design). The *Highway Design Manual* provides for four distinct types of bikeway facilities, as described below.

Class I Bikeways (Shared-Use Path) provide a completely separate right-of-way and are designated for the exclusive use of bicycles and pedestrians, with vehicle and pedestrian crossflow minimized. In general, bike paths serve corridors where on-street facilities are not feasible or where sufficient right-of-way exists to allow them to be constructed.

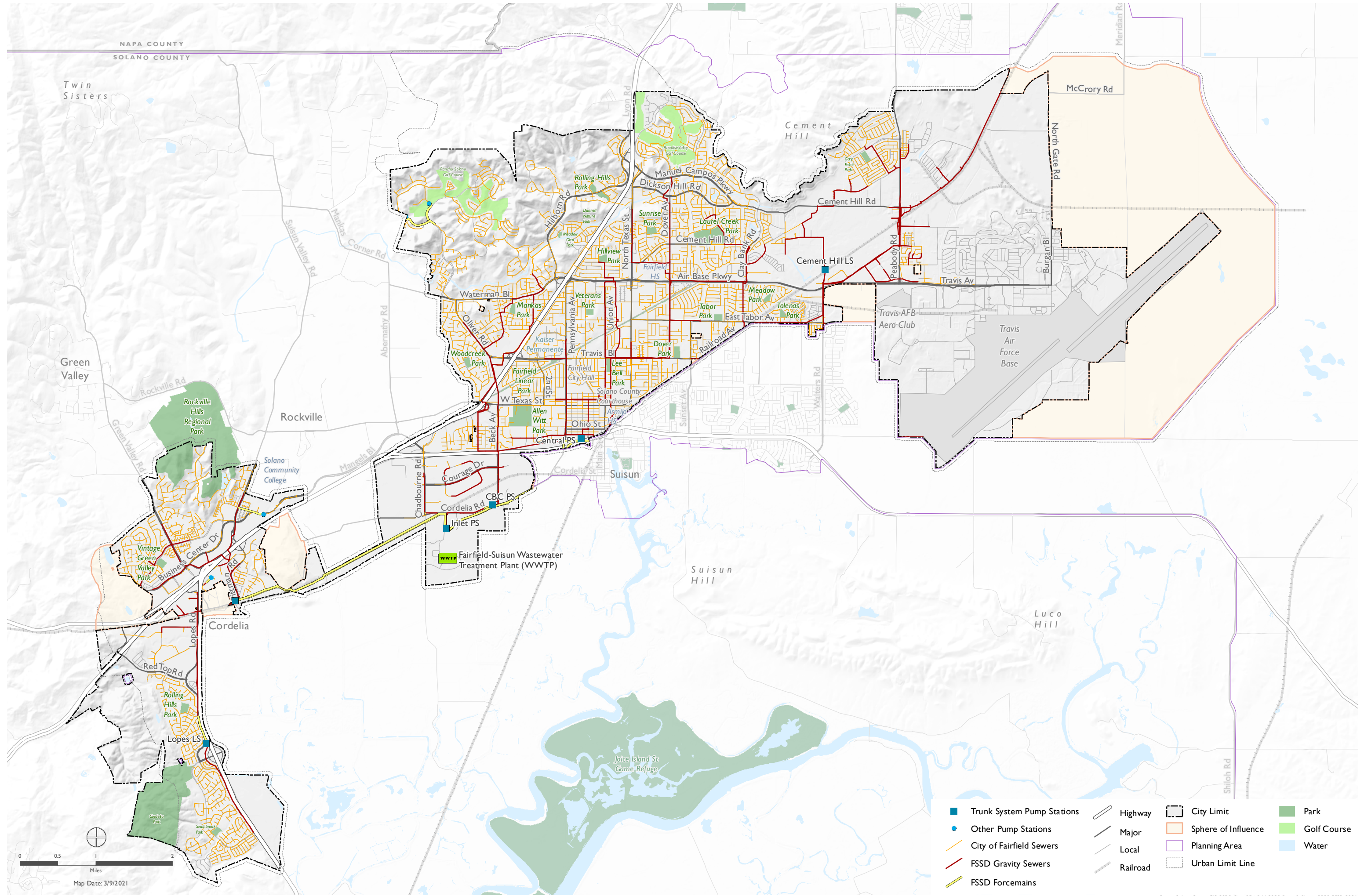
Class II Bikeways (Bicycle Lanes) are dedicated lanes for bicyclists generally adjacent to the outer vehicle travel lanes. These lanes have special lane markings, pavement legends, and signage. Bicycle lanes are typically at least five feet wide. Adjacent vehicle parking and vehicle/pedestrian crossflow are permitted. Class II buffered bike lanes provide greater separation from an adjacent traffic lane and/or between the bike lane and on-street parking. This separation is created with chevron or diagonal striping.

Class III Bikeways (Bicycle Route) are designated by signs or pavement markings for shared use with pedestrians or motor vehicles but have no separated bike right-of-way or lane striping. Bike routes serve either to a) provide a connection to other bicycle facilities where dedicated facilities are infeasible, or b) designate preferred routes through high-demand corridors.

Class IV Bikeways (cycle tracks or “separated” bikeways) provide a right-of-way designated exclusively for bicycle travel within a roadway and are protected from other vehicle traffic by physical barriers, including, but not limited to, grade separation, flexible posts, inflexible vertical barriers such as raised curbs, or parked cars.

The Planning Area has 42 miles of designated bicycle facilities as shown on **Figure 3.15-2**. This includes 12 miles of multi-use paths and 31 miles of bicycle lanes. The City of Fairfield has many residential, low-volume, low-speed roadways that do not have designated bicycle facilities, but that can serve as facilities for bicycle travel where most bicyclists would feel comfortable traveling.





Map Date: 3/9/2021

- |                            |          |                     |             |
|----------------------------|----------|---------------------|-------------|
| Trunk System Pump Stations | Highway  | City Limit          | Park        |
| Other Pump Stations        | Major    | Sphere of Influence | Golf Course |
| City of Fairfield Sewers   | Local    | Planning Area       | Water       |
| FSSD Gravity Sewers        | Railroad | Urban Limit Line    |             |
| FSSD Forcemains            |          |                     |             |

Source: Solano County GIS, 2020; City of Fairfield, 2020; Dyett & Bhatia, 2020; FSSD 2021

## **Pedestrian Facilities**

Pedestrian circulation and access within the City consist largely of sidewalk infrastructure supported by roadway crossing treatments, multi-use paved trails, and unpaved recreational trails. The City of Fairfield currently has a Walk Score of 32 out of 100 according to the real-estate website [www.WalkScore.com](http://www.WalkScore.com). This relatively low Walk Score indicates that most of the trips throughout the Planning Area are more conveniently made by vehicle than by walking resulting from the diversity of the land use pattern in the City and existing pedestrian system infrastructure.

The Solano Countywide Active Transportation Plan (2020) notes that Fairfield has a total of 564 miles of existing sidewalk infrastructure, which includes a total of sidewalks on both sides of the street. There are approximately 830 miles of potential maximum sidewalk coverage (i.e., sidewalks on both sides of a street segment).

## **Public Transportation System**

Fairfield is served by a variety of public transportation options that include buses, rail systems, casual carpool, and vanpool. The Fairfield Transportation Center (FTC) is located on Cadenasso Drive and serves as a hub for local, commuter, and long-distance bus travel. The Suisun-Fairfield Transit Station is located on Main Street and serves as a transit hub and Amtrak Station. Both stations provide vehicular parking and bicycle lockers on site. The City Engineer and DakTrak has created an ADA Transition Plan on existing gaps of Americans with Disabilities Act (ADA) needs.

Transit agencies that provide local and regional transit service to the City of Fairfield include FAST, Rio Vista Delta Breeze, SolTrans, Napa County VINE Transit, and Capitol Corridor. Fairfield Transit (FAST) provides five fixed local routes managed and operated by the City of Fairfield that serve Fairfield residents. Routes operate between 6:00 AM to 8:00 PM Monday through Friday, and from 9:00 AM to 5:00 PM on Saturday. All FAST buses are wheelchair accessible, and most are equipped with bike racks. Along with local taxi services, the Disabled Access to Road Transportation (DART) is complementary to FAST and provides origin-to-destination, shared ride services within the City and within a three-quarter mile area buffer at the ends of FAST fixed route corridors.

SolanoExpress is managed by SolTrans and STA. SolTrans is the public transportation provider for south Solano County and STA provides both express intercity bus services and individual routes throughout Solano County. SolanoExpress intercity and commuter routes consist of the Blue and Green Express (GX) Lines operated by FAST and SolTrans provides routes for the Weekday Red Line. The Blue Line operates between Pleasant Hill BART and Sacramento Monday through Friday between 5:25 AM and 8:15 PM and Saturday's from 7:15 AM and 7:25 PM. The Green Express Line is a commuter route that operates between Fairfield and El Cerrito del Norte BART Monday through Friday between 4:15 AM and 8:15 PM. The Red Line operates between the Suisun-Fairfield Amtrak Station and El Cerrito del Norte BART Monday through Friday between 5:05 AM and 11:15 PM.

Napa Valley Transit (VINE Transit) provides one route to the City of Fairfield. This line runs Monday through Friday between 6:00 AM and 7:15 PM.

The Capitol Corridor Joint Powers Authority (Capitol Corridor) is an intercity passenger railroad service that provides service between Auburn and San Jose via Sacramento and Oakland. There are two Capitol Corridor stations serving Fairfield: Fairfield-Vacaville Hannigan Station (near the intersection of Peabody Road/Vanden Road-Cement Hill Road) and Suisun-Fairfield Station (near the SR-12 overhead of the Capitol Corridor line). These stations provide critical interregional rail connections to other destinations in the 21-County Northern California megaregion, and the half-mile watershed area around these stations qualify for substantial CEQA streamlining of land use projects under Senate Bill 2013 743 (2013).

### **Goods Movement**

The Planning Area includes three major State/Federal Highways that serve as interregional goods movement facilities. Interstate 680 and Interstate 80 are both designated as part of the Surface Transportation Assistance Act (STAA) of 1982 National Network, and State Route 12 is designated a Terminal Access route under STAA. In addition to passenger rail service provided by Capitol Corridor, Union Pacific Railroad (UPRR) and California Northern Railroad (Cal Northern) serve freight customers in Fairfield.

Consideration of the routes used by large trucks in goods movement is vital to the functioning of the transportation network. Truck routes impact roadway geometry, pedestrian safety, and parking among other factors.

Existing and future businesses in the City of Fairfield benefit from efficient circulation of goods, materials, and products. There are three areas within the Planning Area where the efficient movement of freight and goods is critical to success of the land use pattern.

- Cordelia area between Red Top Road, Lopes Road, and I-80: This portion of the Cordelia area includes various commercial and industrial uses that rely on Lopes Road, Red Top Road, I-80 and I-680 for goods movement and distribution.
- South Fairfield Industrial Area: This area of the City includes the Budweiser Brewery, Jelly Belly factory, various industrial uses, and other businesses that produce various goods that rely on imports of materials. This area relies on SR-12, Chadbourne Road, Beck Avenue, Pennsylvania Avenue and Cordelia Road for the movement of goods.
- Travis Air Force Base is known as the “Gateway to the Pacific,” handling more cargo and passenger traffic through its airport than any other military terminal in the United States. The base also houses the 60<sup>th</sup> Air Mobility Wing and the David Grant USAF Medical Center. The Travis Air Force Base relies on Air Base Parkway, Peabody Road, and I-80 for the movement of goods.



**Planned Improvements**

Infrastructure improvements are planned for construction within the Planning Area over the planning horizon (through 2050). Some of the projects include funding in the City’s five-year Capital Improvement Program (CIP) while others are unfunded or beyond the five-year CIP horizon.

*Interchanges*

The I-80/I-680/SR-12 West interchange is expected to be substantially reconfigured and widened as part of the Solano Transportation Authority’s ongoing I-80/I-680/SR-12 interchange improvement project, which is expected to be substantially complete by 2040 (pending funding availability). Improvements at this system interchange will also include addition of missing ramps at the I-80/Green Valley Road and I-80/Pittman Road-Suisun Valley Road inter-changes.

As part of the I-80/I-680/SR-12 interchange improvement project, new interchanges are proposed at I-680/Red Top Road and SR-12/Red Top Road. The City of Fairfield, in coordination with STA, will discuss future funding sources and opportunities for these projects and will coordinate land use planning efforts as roadway geometries for improvements are developed.

*Roadway Improvements Underway*

The City of Fairfield has several projects to the roadway network currently underway, as shown in Table 3.15-3. These are anticipated to be implemented by the General Plan’s 2050 horizon.

**Table 3.15-3: Roadway Improvements Currently Underway**

Type	Extents	Changes	
<b>Intersections</b>			
Mangels Blvd/ Westamerica Dr	N/A	Intersection Reconfiguration	
<b>Segments- Closures and Extensions</b>			
Neitzel Rd	I-680 to Business Center Dr	Segment to close in 2050	
Canon Rd	N Gate Rd to Peabody Rd	Extension	
Business Center Dr	Western extension to Red Top Rd	Extension	
Red Top Rd	I-80 to Business Center Dr	Extension	
<b>Segments- Directional Lane Changes</b>		<b>Existing Lanes (Directional)</b>	<b>2050 Lanes (Directional)</b>
West Texas St	Beck Rd to Pennsylvania Ave	2	1
Cordelia Rd	Eastern extension to Main St and SR-12	1	2
Railroad Ave	Main St to east of Marina Blvd	1	2
Railroad Ave	Sunset Ave to E Tabor Ave	1	2
Manuel Campos Pkwy	I-80 to Peabody Rd	2	3

Clay Bank Rd	Cement Hill Rd to Manuel Campos Pkwy	1	2
Peabody Rd	Air Base Pkwy to city limits	2 (3 lanes each direction from Air Base Parkway/Cement Hill Rd/Vanden Rd, then transitions north to 2 lanes)	3
Vanden Rd	Peabody Rd to city limits	1 (Peabody to one Lake is 2 lanes each direction, and one lane each direction to city limits)	2

Source: Fehr & Peers, 2024; City of Fairfield, 2024; Dyett & Bhatia, 2024

### Roadway Conditions

As indicated in Citizens for Positive Growth & Preservation v. City of Sacramento (2019) 43 Cal. App. 5th 609, 626, a general plan’s impact on LOS can no longer constitute a significant environmental impact. However, to address requests from Caltrans to analyze impacts to intersections along I-80 and SR-12, the following information is provided for informational purposes only. Details of the LOS analysis and operational improvements are included in Appendix G.

The Proposed Project sets a performance target of Level of Service (LOS) D during peak hours for both intersections and roadway segments within the Planning Area. Any intersections or segments that fall below this standard require evaluation for potential improvements unless they are exempted. Traffic counts were performed by the City’s traffic consultant as described in the Circulation section of the Existing Conditions report to identify existing levels of traffic congestion. LOS calculations follow the methodology outlined in the Highway Capacity Manual (HCM), using existing or projected future traffic volumes. Due to the COVID-19 pandemic and subsequent State of California Shelter-in-Place orders, turning movement counts for AM and PM peak hours reflect pre-pandemic conditions (pre-March 2020) to represent a more conservative estimate of traffic conditions. All intersections in **Table 3.15-3**, as well as the outlined interchange improvements, are assumed to occur by 2050. **Table 3.15-4**, **Table 3.15-5**, and **Table 3.15-6** summarize the results of this analysis. To balance other City goals, including creating more walkable, bikeable communities, reducing VMT, and improving transit, the City exempts certain intersections and locations from LOS analysis.

**Table 3.15-4: Existing and Projected Level of Service for Key Intersections**

Int #	Intersections	LOS Threshold		Peak Hour	Existing		2050 - No Optimization		2050- With Optimization	
		Existing	2050 GP		Delay (sec)	LOS	Delay (sec)	LOS	Delay (sec)	LOS
4	Clay Bank Rd & Air Base Pkwy <sup>1</sup>	D	E	AM	39.4	D	<b>97.7</b>	<b>F</b>	42.7	D
				PM	41.8	D	<b>379.6</b>	<b>F</b>	53.2	D

**Table 3.15-4: Existing and Projected Level of Service for Key Intersections**

Int #	Intersections	LOS Threshold		Peak Hour	Existing		2050 - No Optimization		2050- With Optimization	
		Existing	2050 GP		Delay (sec)	LOS	Delay (sec)	LOS	Delay (sec)	LOS
5	Dover Ave & Air Base Pkwy <sup>1</sup>	D	E	AM	60.2	E	70.8	E	70.8	E
				PM	62.1	E	76.8	E	76.8	E
6	N Texas St & AB Pkwy WB On-ramp/AB Pkwy WB Off-ramp <sup>1</sup>	D	E	AM	30	C	31.6	C	31.6	C
				PM	24.1	C	30.3	C	30.3	C
7	N Texas St & AB Pkwy EB Off-ramp <sup>1</sup>	D	E	AM	29.4	C	30.7	C	30.7	C
				PM	35.1	D	67.5	E	67.5	E
14	N Texas St & Travis Blvd	D	D	AM	37.5	D	<b>56.2</b>	<b>E</b>	38.8	D
				PM	38.2	D	<b>62.3</b>	<b>E</b>	39.9	D
22	Pennsylvania Ave/Pennsylvania Ave & Travis Blvd	D	D	AM	50.6	D	54	D	51.3	D
				PM	54.5	D	<b>93.8</b>	<b>F</b>	52.7	D
33	Pennsylvania Ave & W Texas St/Texas St	D	D	AM	43	D	<b>70.9</b>	<b>E</b>	48.1	D
				PM	51.8	D	<b>58.2</b>	<b>E</b>	47.8	D
42	Suisun Valley Rd & Business Center Dr	D	D	AM	19	B	<b>83.3</b>	<b>F</b>	50.3	D
				PM	22.2	C	<b>142.4</b>	<b>F</b>	<b>66.0</b>	<b>E<sup>3</sup></b>
46	Green Valley Rd & Business Center Dr	D	D	AM	22.2	C	<b>65.4</b>	<b>E</b>	53.5	D
				PM	39.2	D	<b>118.2</b>	<b>F</b>	54.6	D
63	Peabody Rd & Cement Hill Rd/Vanden Rd <sup>1</sup>	D	E	AM	58.8	E	<b>180.4</b>	<b>F</b>	<b>96.2</b>	<b>F</b>
				PM	19.5	B	<b>122.6</b>	<b>F</b>	72.1	E
90	N Texas St/Nelson Rd & Manuel Campos Pkwy	D	D	AM	42	D	<b>72.7</b>	<b>E</b>	50.6	D
				PM	43.3	D	45.2	D	45.2	D
202	I-80 WB On-Ramp/Hilborn Rd & Waterman Blvd <sup>2</sup>	D	D	AM	28.7	C	45.6	D	45.6	D
				PM	47.7	D	46.2	D	46.2	D
205	I-80 Westbound	D	D	AM	43.1	D	44.1	D	44.1	D

**Table 3.15-4: Existing and Projected Level of Service for Key Intersections**

Int #	Intersections	LOS Threshold		Peak Hour	Existing		2050 - No Optimization		2050- With Optimization	
		Existing	2050 GP		Delay (sec)	LOS	Delay (sec)	LOS	Delay (sec)	LOS
	On/Off Ramp & Rockville Rd/W Texas St <sup>2</sup>			PM	48.2	D	46.9	D	46.9	D
207	Beck Ave & W Texas St <sup>2</sup>	D	D	AM	41.7	D	33.9	C	31.2	C
				PM	<b>85.2</b>	<b>F</b>	<b>118.2</b>	<b>F</b>	44.9	D
208	Beck Ave & SR-12 <sup>1,2,3</sup>	D	E	AM	43.1	D	<b>221.1</b>	<b>F</b>	126.4	<b>F</b>
				PM	48.2	D	<b>249.8</b>	<b>F</b>	168.6	<b>F</b>
209	Pennsylvania Ave & SR-12 <sup>1,2,3</sup>	D	E	AM	41.7	D	<b>188.5</b>	<b>F</b>	188.8	<b>F</b>
				PM	<b>85.2</b>	<b>F</b>	<b>499.3</b>	<b>F</b>	327.2	<b>F</b>

Notes:

Gray highlighted intersections denote where optimization is required. Optimization represents potential changes to intersection signal timing, lane restriping, or other improvements listed in the Circulation Appendix that would not have significant impacts for CEQA categories.

1. Denoted as an STA Route of Regional Significance, 2020. Routes of Regional Significance LOS thresholds are defined in the 2023 CMP.

2. Intersections are owned and maintained by Caltrans.

3. Intersection exempted.

**Table 3.15-5: Projected Roadway Segment LOS**

Segment #	Roadway Segment	Roadway Classification from previous GP	# of Lanes	2050 AM Peak Hour Volumes	AM LOS	2050 PM Peak Hour Volumes	PM LOS
1	Pennsylvania between Tabor and Canterbury	Minor Arterial	2	590	C	570	C
2	Suisun Valley between Campus and Oakwood	Minor Arterial	4	1,110	C	1,120	C
3	Suisun Parkway at Suisun Creek	Major Arterial	4	1,400	C	1,250	C

**Table 3.15-5: Projected Roadway Segment LOS**

Segment #	Roadway Segment	Roadway Classification from previous GP	# of Lanes	2050 AM Peak Hour Volumes	AM LOS	2050 PM Peak Hour Volumes	PM LOS
4	Manuel Campos east of Clay Bank	Minor Arterial	6	3,670	D	4,600	D
5	Air Base between Heath and North Texas	Major Arterial	4	2,910	D	3,140	D
6	Oliver between Travis and Woodcreek	Minor Arterial	4	720	C	750	C
7	Hilborn south of Vista Grande	Minor Arterial	4	1,400	C	1,600	C
8	North Texas at Putah South Canal	Major Arterial	4	1,270	C	1,530	C
9	Dover between Cement Hill and Marigold	Minor Arterial	4	850	C	940	C
10	Air Base between Dover and Clay Bank	Major Arterial	4	2,610	D	2,800	D
11	Clay Bank north of Cement Hill	Minor Arterial	4	1,840	D	2,130	D
12	Travis between Flamingo and Phoenix	Major Arterial	4	1,690	C	2,270	D
13	Cordelia between Beck and Chadbourne	Major Arterial	2	490	C	670	C
14	Travis between Monroe and Adams	Major Arterial	4	1,480	C	1,990	D
15	Texas between Utah and Tennessee	Major Arterial	4	1,440	C	1,620	C
16	Waterman west of 10 Gate	Minor Arterial	4	1,590	C	1,910	D
17	Tabor between Falcon and Sunset	Minor Arterial	2	1,040	D	1,100	D
18	Red Top between Watt and I-80	Minor Arterial	4	1,340	C	1,380	C
19	Lopes between Brittany and Silver Creek	Minor Arterial	2	760	C	820	C

**Table 3.15-5: Projected Roadway Segment LOS**

Segment #	Roadway Segment	Roadway Classification from previous GP	# of Lanes	2050 AM Peak Hour Volumes	AM LOS	2050 PM Peak Hour Volumes	PM LOS
20	West Texas between 1st and 2nd	Major Arterial	2	1,420	D	2,090	F <sup>1</sup>

Notes:

- I. Segment exempted. See Circulation Element Table 4-4.

Source: Fehr & Peers, 2024; City of Fairfield, 2024; Dyett & Bhatia, 2024

### Roadway Improvements to Accommodate Buildout

The General Plan provides the City with an opportunity to identify strategic long-term improvements to enhance or maintain existing capacity and improve safety for all modes of travel. Roadway improvements within the Planning Area will help ensure that the roadway system continues to function under the General Plan’s anticipated buildout scenario. The City has previously completed feasibility studies for various roadways, but budgetary constraints have limited the implementation of all projects and additional studies may need to occur.

General roadway improvements anticipated in this General Plan are outlined in **Table 3.15-6** below and shown in **Figure 3.15-3**. Specific recommendations for planned improvements, including intersection improvements, are described in the Circulation Appendix. Amendments to the Appendix do not represent General Plan modifications and are intended to give the City flexibility in assessing and adapting future improvements to any changing conditions.

**Table 3.15-6. Roadway Improvements**

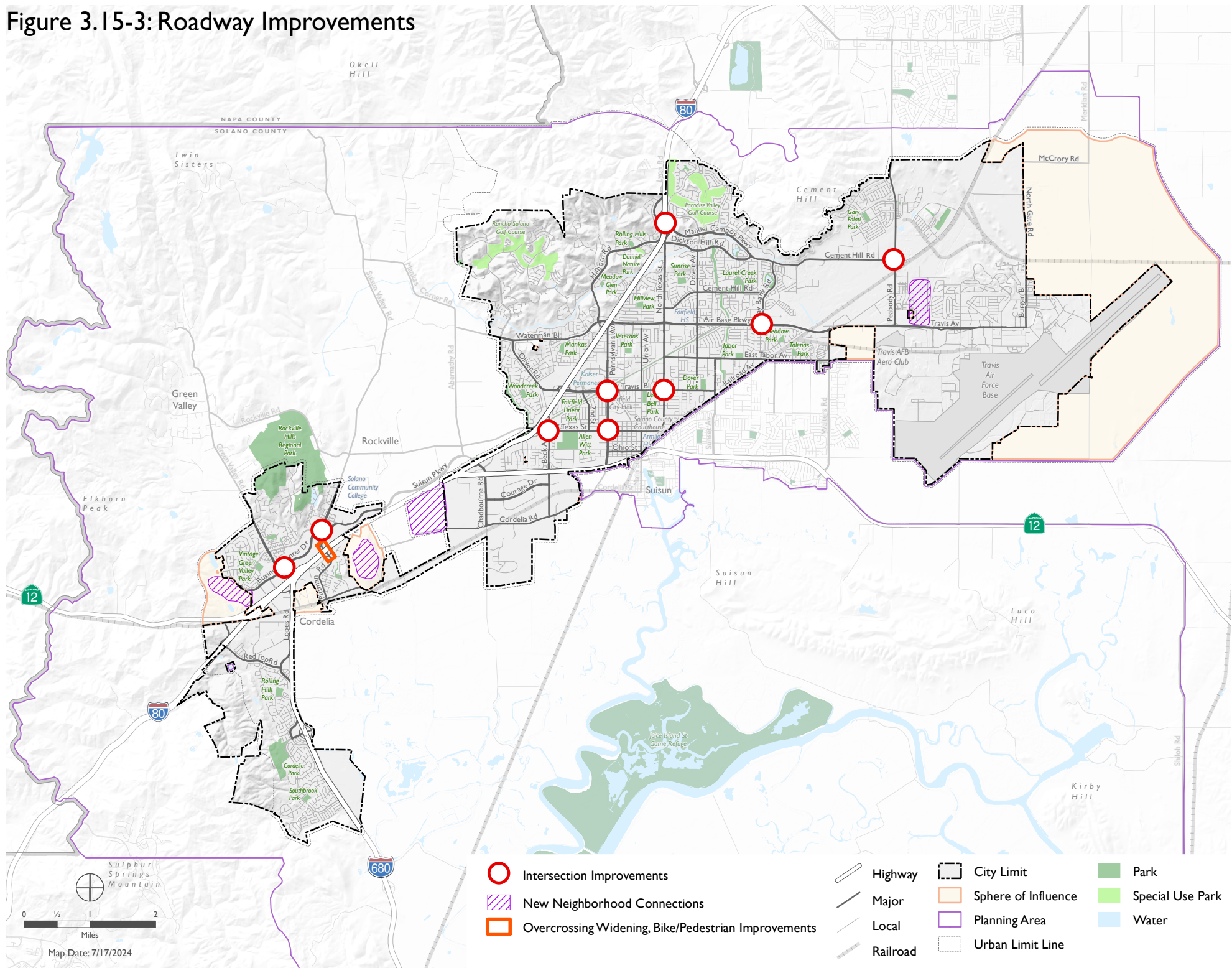
Location	Description
<ul style="list-style-type: none"> <li>• New Cordelia Residential Neighborhood</li> <li>• Nelson Hill</li> <li>• Hale Ranch Study Area</li> <li>• Travis AFB Enhanced Use Lease Area (study required)</li> </ul>	New multimodal roadway networks to connect new neighborhoods. Designs are required as part of site plans
<ul style="list-style-type: none"> <li>• Suisun Valley Road and Pittman Road</li> </ul>	Potential overcrossing widening, including improved bicycle and pedestrian access over I-80, as well as improvements to westbound on-ramp at Suisun Valley Road
<ul style="list-style-type: none"> <li>• Gold Hill and Ramsey Road</li> </ul>	Potential overcrossing widening over I-680, including need for improved bicycle/pedestrian improvements
<ul style="list-style-type: none"> <li>• Clay Bank Rd and Air Base Parkway</li> <li>• N Texas St and Travis Blvd</li> </ul>	Intersection improvements to improve congestion. Details of needed improvements are included in the

**Table 3.15-6. Roadway Improvements**

<i>Location</i>	<i>Description</i>
<ul style="list-style-type: none"><li>• Pennsylvania Ave and Travis Blvd</li><li>• Pennsylvania Ave and W Texas St/Texas St</li><li>• Suisun Valley Rd and Business Center Dr</li><li>• Green Valley Rd and Business Center Dr</li><li>• Peabody Rd and Cement Hill Rd/Vanden Rd</li><li>• N Texas St/Nelson Rd and Manuel Campos Pkwy</li><li>• Beck Ave and W Texas St</li></ul>	Circulation Appendix; any needed modifications to improvements do not constitute a General Plan amendment

Source: Fehr & Peers, 2024; City of Fairfield, 2024; Dyett & Bhatia, 2024

Figure 3.15-3: Roadway Improvements





## **REGULATORY SETTING**

### **Federal Regulations**

#### *Surface Transportation Assistance Act (STAA)*

In 1982, the federal government passed the STAA. This act requires states to allow larger trucks on the “national network,” which is composed of the interstate system plus the non-interstate federal-aid primary system. “Larger trucks” includes (1) doubles with 28.5-foot trailers, (2) singles with 48-foot semi-trailers and unlimited kingpin-to-rear axle distance, (3) unlimited length for both vehicle combinations, and (4) widths up to 102 inches. SR 113 is defined as an STAA terminal access route.

### **State Regulations**

#### *California Department of Transportation (Caltrans)*

Caltrans is the primary state agency responsible for transportation issues. One of its duties is the construction and maintenance of the state highway system. Caltrans has established standards for street traffic flow and has developed procedures to determine if intersections require improvements. For projects that may physically affect facilities under its administration, Caltrans requires encroachment permits before any construction work may be undertaken. For projects that would not physically affect facilities but may influence traffic flow and levels of services at such facilities, Caltrans may recommend measures to mitigate the traffic impacts of such projects. Caltrans has also produced the Caltrans District 4 Pedestrian Plan (2021) and the Caltrans District 4 Bike Plan (2018)R. These two plans studied existing conditions for walking and biking along and across the State Transportation Network (STN) in the nine-county Bay Area and developed a list of location-based and prioritized needs. The City of Fairfield does not have the jurisdictional authority to unilaterally make improvements to the State highway system.

#### *California Transportation Commission (CTC)*

The CTC consists of nine members appointed by the California Governor. CTC is responsible for the programming and allocating of funds for the construction of highway, passenger rail, and transit improvements throughout the state. CTC is responsible for adopting the State Transportation Improvement Program and the State Highway Operation and Protection Program.

#### *Assembly Bill (AB) 32*

With AB 32, the Global Warming Solutions Act of 2006, the State of California committed itself to reducing greenhouse gas (GHG) emissions to 1990 levels by 2020. The California Air Resources Board (CARB) is coordinating the response to comply with AB 32.

In 2007, CARB adopted a list of early action programs that could be put in place by January 1, 2010. In 2008, CARB defined its 1990 baseline level of emissions, and by 2011 it completed its major rule making for reducing GHG emissions. Rules on emissions, as well as market-based mechanisms like the cap-and-trade program, took effect in 2012.

On December 11, 2008, CARB adopted its Proposed Scoping Plan for AB 32. This scoping plan included the approval of Senate Bill (SB) 375 as the means for achieving regional transportation related GHG targets. SB 375 provides guidance on how curbing emissions from cars and light trucks can help the state comply with AB 32.

### *California Complete Streets Act*

The California Complete Streets Act (Assembly Bill [AB] 1358) of 2008 was signed into law on September 30, 2008. Beginning January 1, 2011, AB 1358 requires circulation element updates to address the transportation system from a multi-modal perspective. The act states that streets, roads, and highways must “meet the needs of all users in a manner suitable to the rural, suburban, or urban context of the general plan.” The act requires a circulation element to plan for all modes of transportation where appropriate, including walking, biking, car travel, and transit.

The Complete Streets Act also requires circulation elements to consider the multiple users of the transportation system, including children, adults, seniors, and the disabled. In December 2010, the Governor’s Office of Planning and Research (OPR) refined its General Plan guidelines to provide direction on how local jurisdictions may prepare plans to safely and conveniently accommodate alternative modes of transportation in various urban and rural contexts.

### *Sustainable Communities and Climate Protection Act*

Senate Bill (SB) 375, signed in August 2008, directs each of the State’s 18 major Metropolitan Planning Organizations to prepare a “Sustainable Communities Strategy” (SCS) that contains a growth strategy to meet emission targets for inclusion in the Regional Transportation Plan (RTP). On September 23, 2010, the California Air Resources Board (CARB) adopted final regional targets for reducing greenhouse gas (GHG) emissions from 2005 levels by 2020 and 2035.

The intent of SB 375 is to use the Regional Transportation Plan and Sustainable Communities Strategy (RTP/SCS) to integrate regional land use, regional housing need allocations (RHNA), environmental, and transportation planning to ensure efficient regional planning in the future that leads to reduced greenhouse gas (GHG) emissions from land and transportation uses. The purpose of the SCS is to lay out how the region will meet GHG emissions reduction targets set by CARB, by concentrating future growth within Priority Development Areas (PDAs) and Transit Priority Areas (TPAs) and thereby reduce VMT. As a result of SB 375, preparation of local RHNA Plans is required to be coordinated and consistent with the RTP/SCS for the length of the housing element cycle. Local governments play a large role in helping to develop the transportation and land use scenarios used in the SCS development process.

### *Senate Bill (SB) 743*

In 2013, SB 743 introduced significant changes to the California Environmental Quality Act (CEQA). Among these changes, it tasked the California Governor’s Office of Planning and Research (OPR) with developing new metrics to evaluate transportation impacts for projects within Transportation Planning Areas (TPAs). These metrics, primarily focusing on Vehicle Miles Traveled (VMT), were later extended statewide at OPR’s discretion. Additionally, the legislation

specified that certain effects, such as aesthetic and parking impacts of projects in designated areas like TPAs, are not considered significant environmental impacts.

The updated CEQA Guidelines, effective since December 28, 2018, emphasized that measures like Vehicle Level of Service (LOS) should not be the sole basis for assessing transportation impacts for land use projects. This directive became statewide as of July 1, 2020. The OPR's "Technical Advisory on Evaluating Transportation Impacts in CEQA" provides detailed guidelines on VMT methodology, suggested significance thresholds, and outlined procedures for screening projects with potentially minor impacts and implementing mitigation measures. While lead agencies retain the authority to establish their own significance thresholds, these must be supported by substantial evidence.

The Technical Advisory recommends thresholds for a general plan, area plan, or community plan where it may have a significant impact on transportation if proposed new residential, office, or retail land uses would in aggregate exceed the respective thresholds recommended for land use projects. For example, a general plan's residential generated VMT under cumulative conditions would be compared to 15 percent below the baseline citywide or region-wide average to determine impact significance. Another approach commonly used by local and regional agencies is to determine the total VMT per capita (or service population) for the area under consideration for baseline conditions and compare it to the total VMT per capita with the proposed plan in the horizon year. If the VMT per capita is lower in the horizon year with the plan than the VMT per capita under existing conditions, the plan may have a less than significant impact on VMT.

## **Local Regulations**

### *Plan Bay Area*

The Metropolitan Transportation Commission (MTC) serves as the federally recognized Metropolitan Planning Organization for the nine-county Bay Area, encompassing Alameda County and the City of Oakland. On July 18, 2013, Plan Bay Area received joint approval from the Association of Bay Area Governments' (ABAG's) Executive Board and the MTC. This plan includes the region's Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS), as mandated by SB 375.

On July 26, 2017, the MTC adopted Plan Bay Area 2040, an update that builds upon the original plan while integrating updated planning assumptions to reflect economic, demographic, and financial trends since its adoption.

Most recently, on October 21, 2021, the MTC and ABAG jointly adopted Plan Bay Area 2050 as the official regional long-range plan for the Bay Area. This plan outlines 35 strategies aimed at enhancing equity and resilience in the face of unforeseen challenges, bridging housing, economy, transportation, and the environment.

Plan Bay Area 2050 acknowledges the transportation sector's significant role in climate change, accounting for over 40 percent of California's greenhouse gas emissions. The plan emphasizes the importance of transportation choices and their relationship with housing and employment opportunities.

In the short term, the Implementation Plan outlines over 80 specific actions for the MTC, ABAG, and partner organizations to execute over the next five years, advancing each of the 35 strategies outlined in the plan.

**Solano Transportation Authority**

The Solano Transportation Authority (STA) is a joint powers agency created by agreement among Solano County cities, including Fairfield, and the County itself. STA serves as the Congestion Management Agency (CMA) and is responsible for countywide transportation planning, programming transportation funds, providing transportation services, and delivering projects.

**Congestion Management Program (2023)**

STA oversees and monitors the operations and performance of roadways in the Congestion Management Program (CMP) network, which consists of freeways and major arterials that provide connectivity in the County. The major goals of the CMP are to maintain mobility on Solano County’s streets and highways, and to ensure the County’s transportation system operates effectively as part of the larger Bay Area and northern California transportation systems. State law requires that level of service standards be established as part of the CMP process. The purpose of setting level of service standards for the CMP system is to provide a quantitative tool to analyze the effects of land use changes and to the system’s performance (i.e. congestion). CMP roadways are subject to biannual monitoring. Should the LOS of a segment or intersection fall below the accepted standard for two monitoring cycles, the segment may be considered deficient, and the jurisdiction may be required to submit a deficiency plan. One of the intersections in the CMP network is at Peabody Road at Cement Hill/Vanden Road. This intersection performance standard is LOS E. Historic performance this intersection is shown in **Table 3.15-7**.

**Table 3.15-7: Historic LOS Performance, CMP Intersections in City of Fairfield**

	Standard	2001	2003	2005	2007	2010	2019	2023
Peabody Rd at Cement Hill/Vanden Rd	E	***	E	***	B	B	C	C

Source: STA, 2023; Dyett & Bhatia, 2024

The Land Use Analysis Program of the CMP also requires local jurisdictions to evaluate the potential impacts of proposed land use changes (e.g., General Plan amendments, and developments estimated to generate 100 or more net new PM peak hour automobile trips) on the CMP network.

**Active Transportation Plan (2020)**

Adopted in 2020, the Solano County Active Transportation Plan provides a framework to help the Solano Transportation Authority (STA) improve active transportation conditions throughout Solano County. The Plan builds upon previous active transportation planning efforts and consolidates STA’s separate Countywide Bicycle, Pedestrian, Safe Routes to School, and Safe Routes to Transit Plans into one cohesive Plan. It establishes countywide priorities and provides project

lists and program guidance which STA and local jurisdictions can use to help people of all ages and abilities feel comfortable walking and bicycling.

### *City of Fairfield Municipal Code*

The City of Fairfield Municipal Code provides a compilation of the City laws on various subject matters, arranged by title, chapter, and section. In terms of traffic regulations, the Code includes general traffic provisions, rules for stopping, standing, and parking, private streets and parking lot traffic regulation, trucks and truck routes within the city limits, and pedestrian and passengers.

## **Impact Analysis**

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### **SIGNIFICANCE CRITERIA**

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

- Criterion 1:** Conflict with program, plan, ordinance or policy addressing the circulation system, including transit, roadway, bicycle and pedestrian facilities;
- Criterion 2:** Conflict or be inconsistent with CEQA Guidelines section 15064.3, subdivision (b);
- Criterion 3:** Substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment); or
- Criterion 4:** Result in inadequate emergency access.

### **METHODOLOGY AND ASSUMPTIONS**

Section 15064.3 of the CEQA Guidelines notes that vehicle-miles traveled (VMT) is the most appropriate metric for the analysis of impacts in the Transportation section of CEQA analysis. The Governor's OPR provided guidance in its *Technical Advisory on Evaluating Transportation Impacts in CEQA* (December 2018) on performing the analysis of VMT and what thresholds of significance could be applied. The City adopted VMT guidance in 2020, however it was developed on a per project basis, and not for a program. The VMT of the land uses included as part of the General Plan update includes adopts the following approach: the metric is home-based VMT per resident, home-based work "commute" VMT per worker, and total VMT per service population; the method used is the City of Fairfield Travel Demand Model (Fairfield Model); the threshold used is 15 percent below regional baseline (nine-County Bay Area); and the impacts were evaluated against a Cumulative (2050) baseline.

The use of a threshold based on the nine-county Bay Area region is consistent with the threshold being based on the Metropolitan Transportation Commission (MTC) metropolitan planning organization (MPO) boundary. Consistency with the MTC boundary promotes consistency with

SB 375 greenhouse gas emission targets, which are set at the MPO level. Other potential thresholds for this project, including those set at the Solano County-wide level, may be inconsistent with the substantial evidence developed by OPR and would require additional evidence to demonstrate that the alternative threshold would be sufficient to allow the City of Fairfield to make progress towards State-mandated climate-related goals, policies, and legislation.

VMT measures the amount of driving that a project generates. For example, a project generating 100 total (inbound and outbound) vehicle trips per day with an average of 5.0 miles per trip results in 500 project-generated VMT per day. For the purposes of analyzing transportation impacts of residential projects, the VMT generated by the project is converted to an efficiency metric by dividing the amount of VMT generated by the number of residents. Efficiency metrics are used in VMT analysis because the goal of the analysis is to show whether or not a particular development would generate low enough VMT to aid the State in meeting its climate targets relative to projected growth in population, employment, etc.

The latest version of the Fairfield Model was refined to reflect a Year 2020 base year, prior to the COVID-19 pandemic which substantially affected transportation conditions. Subsequent forecasts of future conditions are based on models and predictions that do not account for the current, and potential on-going effects the pandemic has had on transportation demand.

Based on data from MTC Travel Model One, the value of the nine-county Bay Area (regional) average total home based VMT per resident is 11.78. The CEQA VMT threshold, 15 percent below the regional baseline is 10.01. The regional home-based work VMT per employee is 10.94. The CEQA VMT threshold, 15 percent below the regional baseline is 9.30.

Data from MTC Travel Model One is used to set the threshold as Travel Model One provides a more complete understanding of total weekday home-based residential VMT per resident, and home-based work VMT per worker for the entire nine-county Bay Area. The Fairfield Model is used to evaluate the project's effect on VMT as the model provides additional land use and roadway network detail in the City of Fairfield (far beyond that available in the MTC model).

As the City adopted VMT guidance in 2020, the VMT analysis of the proposed project for a net increase in total VMT is summarized for informational purposes. Additionally, single family residential per unit, multifamily residential per unit, and office per 1,000 square feet are summarized for informational purposes using 15 percent below the VMT per unit land use. Appendix H includes the VMT forecast methodology and impact assessment performed by Fehr & Peers for the Proposed Project.

## **RELEVANT PROPOSED GOALS AND POLICIES**

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

### **Climate Action Plan**

*See the Climate Action Plan for specific actions that implement each measure.*

**TR-2:** Reduce VMT per capita by at least 3 percent from 2020 levels by 2030 and 8 percent by 2050.

**TR-2A:** Sustainable Land Use and Transportation Policies

**TR-2B:** Transportation Demand Management Ordinance

**TR-2C:** Transportation Demand Management Program

**TR-2D:** School Transportation, Carpool, and Safe Routes to Schools

**TR-2E:** Reduced Parking Requirements

**TR-2F:** Bike Share and E-Bike Program

### Land Use Element

**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-1.4**            **Complete Neighborhoods.** In addition to balanced citywide land use, build “complete neighborhoods” where residents have convenient access to flexible employment uses, neighborhood grocery stores and other retail, coffee shops, childcare, dining and entertainment, recreation amenities, and other compatible uses that help meet their everyday needs. Actions include:

- Explore potential to allow accessory commercial units (ACUs) in certain residential zones to increase accessibility to local-serving service and businesses.
- Promote home occupation uses to enable work from home and small-scale enterprises while preserving the quality and character of existing residential neighborhoods.
- Allow for convenient supporting services and alternative residential types to meet special needs by permitting recreational uses, public and quasi-public uses, public assembly, day care and congregate living facilities, and single room occupancy (SRO) units in residentially designated areas, when they meet the neighborhood development, design, and compatibility standards.

**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 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-2.3 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 Suisun-Cordelia 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 the same building (vertical mixed use) or on the same block (horizontal mixed use).
- LU-10.1 Lifestyle Center.** Promote development of a high-quality mixed-use “lifestyle center” development that includes uses such as experiential retail, farm-to-table restaurants with outdoor dining, artisan food producers or smaller tasting rooms, farm tour offices, commercial recreation, and lodging.
- LU-10.4 Cordelia-Suisun Valley Gateway Density and Intensity.** As indicated in the land use designation, permit a range of housing types. Developers may utilize higher density residential building types and increased floor area ratios along major roads determined as part of site design to promote clustered, walkable development, provided that development does not exceed the gross density for the area.
- LU-11.3 Caltrans Coordination.** Coordinate with Caltrans, Solano Transportation, and other relevant agencies on future interchange configuration through the site to maximize access to the center by Cordelia residents and the broader Fairfield community.
- LU-13.1 Solano Town Center.** As larger format retail changes, seek to redevelop the Solano Town Center area with the following uses:
- Experiential retail and other uses, including outdoor dining, live events, cafés, lounging areas, a grocery store, essential services, and others.
  - Entertainment and recreational uses, like a movie theater, roller rink, virtual reality studio, rock climbing gym, community green space, or other uses, while retaining the existing movie theater.
  - Employment uses, like medical offices and flexible workspace.
  - Community-oriented uses, such as a teen center, community center, or vocational training center
  - Higher-density housing.
  - Lodging.
- LU-14.1 Transportation Center Development.** Promote higher density housing or mixed-use development at the Transportation Center through application of the Mixed Use-West Texas designation.
- Prioritize residential and/or mixed-use residential development in the parcels immediately adjacent to the Transportation Center. Preclude new auto-oriented uses in this location (e.g., gas stations, car washes, drive-through service windows, etc.)

- Should regional commercial retailers choose to relocate, work with property owners of parcels adjacent to the Transportation Center to explore mixed-use development south of Cadenasso Drive, and east of Beck Avenue. Require a minimum non-residential floor area ratio of 0.2 in these areas, and a maximum total floor area ratio of 0.5.

**LU-15.3 North Texas Density.** Encourage variations in densities and housing types, provided the overall density is within the land use designation for the area. Focus highest density at the intersection with Linear Trail and other locations shown on the Land Use Diagram and promote cohesive visual transitions to adjacent lower density developments.

**LU-15.4 Development Nodes.** Focus near-term development on mixed-use development “nodes” containing a mix of commercial and higher density mid-rise housing, along with green space. Promote revitalization of aging older developments while preserving the rich and diverse array of grocery stores, locally-owned neighborhood restaurants, and other uses that serve the community.

### **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.

**CIR-1.2 Address Gaps.** Enhance the scope of the multimodal transportation system by addressing deficiencies in roadways, bikeways, and pedestrian networks, expanding transit coverage in underserved areas and new subdivisions, and eliminating obstacles, both natural and humanmade, to improve accessibility and connectivity. Strategies include the following:

- Participate in the Solano Transportation Authority's (STA) updates to the Active Transportation Plan and coordinate with STA to refine, maintain, and update prioritized lists of pedestrian and bicycle improvement projects. These include those identified in the Active Transportation Plan, Safe Routes to School Plan, Local Road Safety Plan, and other relevant documents, that the City can feasibly accomplish over a phased timeframe.
- Develop and regularly update the Citywide Transportation Capital Improvement Plan consistent with the General Plan, Congestion Management Plan, and Regional Transportation Plan.

The Transportation Capital Improvement Plan shall identify how the improvements identified in the General Plan are to be funded. This shall include identification of City funding sources and amounts (i.e., taxes, assessments, fees), as well as non-City funding sources (i.e., taxes and funding share)

- CIR-2.3 Coordination to Minimize Congestion.** Cooperate with adjacent jurisdictions and agencies to minimize congestion on City streets, particularly on Fairfield’s principal arterial gateways and Routes of Regional Significance.
- CIR-4.1 Transportation Demand Management Plans.** Update the City’s Ordinance, Article XIV, to require that all large public and private employers with over 50 employees develop Transit Demand Management (TDM) plans to encourage their employees to use some form of collective transportation to commute to and from work. This includes shared rides, car or vanpools, FAST microtransit, bicycle parking and facilities, teleworking, and other options. These plans should include not only information regarding rideshare lists and available transit, but also provision of transit passes, preferential parking, and other incentives to participating employees.
- CIR-6.1 Well-Connected Transit.** Design transit stops, microtransit venues, and well-defined transit corridors that provide connected access to major public facilities, employment centers, new and existing neighborhoods, and major points of interest, including the Heart of Fairfield area, the Texas Street corridor, and the Solano Town Center.
- CIR-6.2 Potential Transit Ridership.** Continue to implement the Heart of Fairfield and Train Station Specific Plans (including safety and circulation improvements) and encourage higher density developments in closer proximity to major transit infrastructure to increase potential ridership. Promote and advertise the variety of transit options downtown.
- CIR-6.3 Express Transit.** As part of periodic strategic planning efforts, evaluate the potential for express transit service or microtransit options between the western, central, and eastern areas of the city.
- CIR-6.4 Integrated Transit.** Integrate regional transit with local transit to make the entire system more seamless and user-friendly. Coordinate the integration of local and regional transit with Solano Transportation Authority and other Solano County cities’ transit agencies.
- CIR-7.8 Pedestrian Infrastructure.** Create and maintain a continuous system of connected sidewalks, pedestrian paths, and greenways throughout the city that facilitates convenient and safer pedestrian travel, connects

neighborhoods and centers, and is free of major impediments and obstacles.

**CIR-7.12. Safety Features.** As part of streetscape design, roadway improvements should consult guidance sources and incorporate features that enhance safety for all users and establish effective mode transitions, where appropriate. Examples of these features include bus pullouts and shelters, street lighting, enhanced crossing features such as rectangular rapid flashing beacons, high visibility crosswalk striping, curb extensions, pedestrian refuge islands, and curbside management features.

**CIR-7.14 Complete Streets Considerations.** Incorporate appropriate traffic calming and Complete Streets considerations during design of City capital and maintenance projects, per City specifications, and ensure improvements do not negatively affect emergency vehicle response times. Traffic calming and Complete Streets programs should tie funding and prioritization of projects back to projects identified in the City's safety plans.

## Health and Safety Element

**HS-2.4 Fire Department Review.** Ensure the Fire Department has opportunity to review and provide appropriate conditions prior to project approval. Incorporate Fire Department input on longer-range plans related to water supply and water systems, transportation projects, and utilities.

**HS-7.2 Emergency Services Review.** Continue to engage the Police and Fire departments in the development review process to ensure that projects are designed and operated in a manner that minimizes the potential for public safety and fire hazards and maximizes the potential for responsive police and fire services.

**HS-7.5 Evacuation Routes.** Ensure the evacuation routes network is interconnected with adequate capacity and reflects ability to evacuate for multiple threats through the following:

- Maintain adequate capacity along evacuation routes through methods such as limiting street parking where capacity may be needed.
- Maintain a higher level of tree and vegetation maintenance along evacuation routes and remove flammable trees adjacent to these routes.
- Collaborate with other City Officials upon the next update to the Solano County Multi-Jurisdictional Hazard Mitigation Plan to ensure AB 747 requirements are met.

**HS-7.10 Emergency Preparedness Programs.** Increase public awareness of City and County emergency preparedness programs and resources. Emergency

Notification. Coordinate closely across agencies and jurisdictions to use early warning notification systems notify residents by wireless emergency alert of the need to evacuate in the event of an emergency and the location of evacuation routes, points, and critical facilities such as schools and day care centers, particularly residents of vulnerable areas and neighborhoods with constrained emergency access.

- HS-7.11 Community Training and Awareness.** Continue to offer community training on emergency prevention, preparedness, and response as part of the Community Emergency response Team program. Partner with community organizations to target harder-to-reach populations, such as the unhoused, or linguistically isolated populations. Training and educational materials should build capacity among residents to respond to an emergency.

## IMPACTS

**Impact 3.15-1 Implementation of the Proposed Project would not conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, and bicycle and pedestrian facilities (*Less than Significant*)**

A significant impact would occur if implementation of the Proposed Project would conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, and bicycle pedestrian facilities. This includes disruption of existing transit services or facilities, including disruptions caused by project access points or staging areas near streets used by transit and transit stops/shelters; interference with planned transit services or facilities; or and conflicts or create inconsistencies with adopted transit system plans, guidelines, policies, or standards.

New residential and non-residential development under the Proposed Project would typically be expected to result in additional vehicular trips and the increased use of streets for all modes of transportation. Applicable local regulations and plans related to transportation include Plan Bay Area 2050, the County's Congestion Management Program (2023), and the Active Transportation Plan (2020).

### *Plan Bay Area 2050*

As noted in the *Regulatory Setting* above, Plan Bay Area (PBA) 2050 acknowledges the transportation sector's significant role in climate change, accounting for over 40 percent of California's greenhouse gas emissions. The plan emphasizes the importance of transportation choices and their relationship with housing and employment opportunities. Strategies focus on meeting the needs of historically marginalized communities, ranging from more frequent bus service to safety-enhancing improvements for pedestrians and cyclists. Plan Bay Area does not recommend a specific GHG or VMT reduction target or target-setting method for local governments, but rather recommends local land use and transit strategies local governments can implement. Similar to the goals and strategies of Plan Bay Area, the Proposed Project contains goals and policies that encourage higher-density and infill developments where appropriate, connectivity

between neighborhoods, and walkable design that compliments the existing natural and built environment to create healthy and safe streets, per PBA's transportation goals (Implementing Policies LU-1.6 and CIR-6.2). The Proposed Project further provides the policy framework to guide future development toward land use patterns that support walking, and biking (Implementing Policies LU-1.6, LU-2.3, LU-2.4, and CIR-6.14) These policies would support alternative modes of travel within the Planning Area, which would help maintain and optimize the existing transportation system, per PBA goals. To ensure that such improvements are equitably distributed, Policy CIR-1.2 enhances the scope of the multimodal transportation system by addressing deficiencies in roadways, bikeways, and pedestrian networks, expanding transit coverage in underserved areas, and eliminating obstacles, both natural and humanmade, to improve accessibility and connectivity. As such, the Proposed Project policies are consistent with Plan Bay Area 2050 transportation goals and the impact would be less than significant.

### *Congestion Management Program*

Adopted in 2023, the Congestion Management Program (CMP) oversees and monitors the operations and performances of roadways in the CMP network, which consists of freeways and major arterial that provide connectivity in the County. The CMP uses LOS to analyze the effects of land use changes and to the system's performance. While the Proposed Project's impact on LOS can no longer constitute a significant environmental impact, the impacts on this intersection are provided for informational purposes only. As shown in **Table 3.15-4**, implementation of the Proposed Project would result in the Peabody Road at Cement Hill/Vanden Road intersection performance of LOS F, below the intersection performance standard of LOS E. Because this is the first time this intersection has exceeded exceeded the performance standard, no action is necessary under the CMP, though the City of Fairfield will continue to comply with Proposed Project policies that aim to coordinate with other regional agencies to manage congestion. For example, Policy CIR 1.1 requires the City to coordinate with the Solano Transportation Authority (STA) 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. Policy CIR-1.2 also requires the City to develop and regularly update the Citywide Transportation Capital Improvement Plan consistent with the General Plan, Congestion Management Program, and Regional Transportation Plan. Further, Policy CIR-2.3 requires the City to cooperate with adjacent jurisdictions and agencies to minimize congestion on City streets, particularly on Fairfield's principal arterial gateways and Routes of Regional Significance. Automobile delay, as described solely by LOS or similar measure of traffic congestion, is no longer considered a significant impact under CEQA, except in locations specifically identified in the Guidelines. (Pub. Resources Code, § 21099(b)(2).) Proposed Project policies direct continued coordination with regional agencies to manage congestion.

### *Active Transportation Plan*

Adopted in 2020, the Solano County Active Transportation Plan (ATP) provides a framework to help the Solano Transportation Authority (STA) improve active transportation conditions throughout Solano County. The Plan builds upon previous active transportation planning efforts and consolidates STA's separate Countywide Bicycle, Pedestrian, Safe Routes to School, and Safe Routes to Transit Plans into one cohesive Plan. It establishes countywide priorities and provides project lists and program guidance which STA and local jurisdictions can use to help people of all

ages and abilities feel comfortable walking and bicycling. In conjunction with the ATP, the Proposed Project proposes pedestrian and bikeway improvements as well as requires continued coordination with the STA. Specifically, Implementing Policy CIR-1.2 requires participation in the STA's updates to the Active Transportation Plan and coordinate with STA to refine, maintain, and update prioritized lists of pedestrian and bicycle improvement projects including those identified in the Active Transportation Plan, Safe Routes to School Plan, Local Road Safety Plan, and other relevant documents, that the City can feasibly accomplish over a phased timeframe. Implementing Policy CIR-6.4 also requires the City to coordinate the integration of local and regional transit with STA and other Solano County cities. Further, as described in Implementing Policy CIR-6.1, the City will continue to implement, as feasible, longer term high-priority connectivity improvements as described in the ATP, prioritizing those that address gaps in the network. According to Implementing Policy CIR-7.8, the City will also create and maintain a continuous system of connected sidewalks, pedestrian paths, and greenways throughout the city that facilitates convenient and safer pedestrian travel, connects neighborhoods and centers, and is free of major impediments and obstacles. As such, Proposed Project policies would ensure consistency with the ATP through the development of pedestrian and bikeway infrastructure improvements and continued coordination with the STA. The impact would be less than significant.

#### *Conclusion*

Future development consistent with the Proposed Project would not conflict with a program plan, ordinance or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities. Therefore, adoption of the Proposed Project and compliance with existing regulations would result in a less-than-significant impact related to conflicts with transportation plans.

#### *Mitigation Measures*

None required.

#### **Impact 3.15-2      Implementation of the Proposed Plan would conflict or be inconsistent with CEQA Guidelines section 15064.3, subdivision (b). (Significant and Unavoidable)**

**Table 3.15-9** summarizes the results of the Vehicle Miles Traveled (VMT) evaluation across the analysis scenarios in relation to the City of Fairfield's adopted VMT thresholds. Home-based VMT per resident, home-based work VMT per employee, and total VMT per service population is presented in **Table 3.15-8**. **Table 3.15-9** also presents the total VMT calculations for informational purposes.

As shown, the addition of VMT from the Proposed Project for the home-based VMT per resident and home-based work VMT per employee is greater than the CEQA VMT threshold value using the MTC regional threshold value for the respective summaries. The home-based VMT per resident with the implementation of the project would be 11.29, which is greater than the CEQA threshold value of 10.01. The home-based work VMT per employee would be 19.97, which is greater than the CEQA threshold of 9.30, and the total project generation VMT per service population decreases by



4.84 VMT per service population. Therefore, given the projected VMT surpasses the CEQA VMT threshold significance values, this impact is potentially significant, requiring mitigation.

**Table 3.15-8: Proposed Project CEQA VMT Summary**

Scenario	Home-Based VMT per Resident				Home-Based Work VMT per Employee				Total Project Generated VMT per Service Population
	Project Estimate	MTC Regional Threshold	CEQA VMT Threshold Value	Impact	Project Estimate	MTC Regional Threshold	CEQA VMT Threshold Value	Impact	Project Estimate
2050 Regional Baseline	11.34	11.78	10.01	Yes	21.28	10.94	9.30	Yes	31.45
2050 With Preferred Plan	11.29				19.97				26.61

Source: Fehr & Peers, 2024.

Under the 2050 Baseline and 2050 with Proposed Project scenarios, there is a net increase in total VMT.

**Table 3.15-9 Total VMT Summary**

Scenario	Total VMT
2050 Regional Baseline	5,694,898
2050 With Proposed Plan	5,842,274
<b>Net Increase in Total VMT?</b>	<b>Yes</b>

Source: Fehr & Peers, 2024.

Strategies in the *Handbook for Analyzing Greenhouse Gas Emission Reductions, Assessing Climate Vulnerabilities, and Advancing Health and Equity*, California Air Pollution Control Officers Association (CAPCOA), December 2021, could potentially serve as mitigation measures. This handbook is intended to quantify the effect of GHG and VMT reduction practices for local governments, communities, and private developers. CAPCOA identifies strategies related to: infill intensification, employment-based transportation demand management (TDM), parking demand management, non-motorized transportation incentives, and transit service enhancements. As individual projects come through the permitting process, a VMT analysis should be completed. Where projects show the VMT per unit greater than the threshold value, mitigation measures should be identified prior to the issuance of building permits. Relevant mitigation measures, types of actions involved, and quantified VMT reduction potential for each group of strategies are detailed in **Table 3.15-10**.

**Table 3.15-10: CAPCOA Mitigation Measures to Reduce VMT**

<b>Mitigation Measure</b>	<b>Type of Actions</b>	<b>VMT Mitigation Potential</b>
Infill intensification strategies	Increase residential density	≤ 30.0%
	Increase job density	≤ 30.0%
	Provide transit-oriented development	≤ 31.0%
	Improve street connectivity	≤ 30.0%
Employer-based TDM strategies	Implement commute trip reduction program (Voluntary)	≤ 4.0%
	Implement commute trip reduction program (Mandatory)	≤ 26.0%
	Implement commute trip reduction marketing	≤ 4.0%
	Provide ridesharing program	≤ 8.0%
	Implement subsidized or discounted transit program	≤ 5.5%
	Provide end-of-trip bicycle facilities	≤ 4.4%
	Provide employer-sponsored vanpool	≤ 20.4%
	Price workplace parking	≤ 20.0%
	Implement employee parking cash-out	≤ 12.0%
Provide community-based travel planning	≤ 2.3%	
Parking demand management strategies	Provide electric vehicle charging infrastructure	≤ 11.9%
	Limit residential parking supply	≤ 13.7%
	Unbundle residential parking costs from property costs	≤ 15.7%
	Implement market price public parking (on-street)	≤ 30.0%
Non-motorized transportation incentives	Provide pedestrian network improvement	≤ 6.4%
	Construct or improve bike facility	≤ 0.8%
	Construct or improve bike boulevard	≤ 0.2%
	Expand bikeway network	≤ 0.5%
	Implement conventional carshare program	≤ 0.15%
	Implement electric carshare program	≤ 0.18%
	Implement pedal (non-electric) bikeshare program	≤ 0.02%
	Implement electric bikeshare program	≤ 0.06%
Implement scootershare program	≤ 0.07%	
Transit service enhancements	Extend transit network coverage or hours	≤ 4.6%
	Increase transit service frequency	≤ 11.3%
	Implement transit-supportive roadway treatments	≤ 0.6%
	Reduce transit fares	≤ 1.2%

Source: CAPCOA, 2021.

The Proposed Project incorporates infill intensification strategies by including eight “infill” focus areas within city limits, and three “growth” focus areas where the City may annex land in order to meet economic and housing goals. Outside of these areas, the existing land use pattern would be

preserved, with some infill development anticipated on other vacant and underutilized sites. The Proposed Project also revises some land use designations and creates new mixed-use designations to provide for more intensive levels of development. The Proposed Project includes a number of policies in the Land Use and Urban Design and Circulation elements that aim to redevelop many of the infill focus areas as walkable mixed use corridors and centers (Implementing Policies LU-1.1; LU-1.5; LU-1.6; LU-2.3; LU-2.5; LU-10.1; LU-10.4; LU-11.3; LU-13.1; LU-14.1; LU-15.3; LU-15.4; CIR-1.1; CIR-1.2) as well as to better integrate and connect residential neighborhoods to jobs centers, commercial, and other supportive uses (Implementing Policies LU-1.2; LU-1.3; LU-1.4;). Implementation of these infill strategies has been accounted for in VMT forecasts produced with the Fairfield Model forecasts described earlier. Policy TR-2A in the CAP also seeks to implement these sustainable land use and transportation policies and reduce parking requirements.

Employer-based transportation demand management (TDM) strategies, which reduce reliance on single-occupancy vehicles by encouraging alternative modes of travel, can be effective in reducing VMT because the commute to work is a significant contributor to home-based VMT. Employer-based TDM programs are often the most effective means of reducing trips, while area-wide programs are less likely to result in large reductions in commute trips because they must accommodate greater diversity in the factors that influence commuters' choice of travel mode.<sup>1</sup> Examples of employer-based TDM strategies include promoting carpooling and ride sharing; providing employee shuttles; providing amenities such as showers, lockers, and bicycle racks to encourage cycling; offering transit incentives; and permitting compressed work schedules and telecommuting. In addition to Implementing Policy CIR-4.1, the CAP includes action TR-2B, a requirement that employers with over 50 employees prepare a transportation demand management plan, and action TR-2C, development of a checklist to facilitate the TDM program. However, as shown in **Table 3.15-2**, more than 65 percent of Fairfield residents commute to jobs outside of Solano County. Thus, the City of Fairfield does not have the legal authority to require employer-based TDM programs for the majority of employers of Fairfield residents, given they are located outside of the city limits. Further, given that residents of Fairfield commute to many different communities for work, the effectiveness of many of the employer-based TDM strategies described above would be limited. Therefore, employer-based TDM strategies are likely not effective enough to mitigate this impact to a less-than-significant level.

Parking demand management strategies, which involve reducing or eliminating parking requirements or increasing the cost of parking as a way of shifting trips away from vehicles to other modes of travel, can also be effective in reducing VMT; however, such strategies are typically most effective in dense, urban areas with a range of multi-modal transportation options that offer viable alternatives to vehicle trips. The Proposed Project does already include a parking reduction policy that explores opportunities to adjust parking requirements consistent with demand and availability of other means of transportation (Implementing Policy CIR-5.1). In areas envisioned for mixed-use development and/or within a certain radius of a train station or high-frequency transit area,

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<sup>1</sup> Federal Highway Administration, Office of Traffic Management IVHS (HTV-31), "A Guidance Manual for Implementing Effective Employer-based Travel Demand Management Programs," accessed on September 8, 2023 at [https://www.google.com/url?sa=t&rct=j&q=&resrc=s&source=web&cd=&ved=2ahUKewjFyPT076OBaxVAhu4BHSWvBhMQFnoECBIOAQ&url=https%3A%2F%2Frosap.nrl.bts.gov%2Fview%2Fdot%2F2641%2Fdot\\_2641\\_DS1.pdf&usq=AOvVaw3UQaamXg5AMYzPqpW-3MqI&opi=89978449](https://www.google.com/url?sa=t&rct=j&q=&resrc=s&source=web&cd=&ved=2ahUKewjFyPT076OBaxVAhu4BHSWvBhMQFnoECBIOAQ&url=https%3A%2F%2Frosap.nrl.bts.gov%2Fview%2Fdot%2F2641%2Fdot_2641_DS1.pdf&usq=AOvVaw3UQaamXg5AMYzPqpW-3MqI&opi=89978449)

such as the Heart of Fairfield (HOF SP) and TSSP areas, it allows for reduction or potential elimination of minimum parking requirements. The policy also permits reductions in on-site parking in exchange for pedestrian and bicycling improvements, such as secure bicycle parking, private shuttle services, or subsidized transit pass programs. Implementing Policy CIR-6.1 also allows the City to revise parking requirement standards based on an assessment of actual demand. It allows project applicants flexibility to deviate from City parking standards upon demonstration to the City that less than the stipulated parking requirement is needed. CAP Action TR-2E also require parking studies in mixed use areas, and unbundling parking in multifamily development. However, overall, given that Fairfield is primarily suburban and auto-oriented, future residents will likely need to rely on vehicles for a large portion of trips to and from Fairfield. As such, mitigation involving additional parking demand management strategies would not substantially reduce per capita VMT. Similarly, VMT reduction strategies involving physical improvements to the transportation network, such as improving street connectivity or enhancing the pedestrian network would also not substantially reduce per capita VMT in Fairfield for the same reason. Under State law (Pub. Res. Code, § 21002; CEQA Guidelines, § 15021, subd. (a)(2).), a lead agency's duty to "condition project approval on incorporation of feasible mitigation measures only exists when such measures would 'substantially lessen' a significant environmental effect." (*San Franciscans for Reasonable Growth v. City and County of San Francisco* (1989) 290 Cal.App.3d 1502, 1519.) Therefore, additional parking demand management strategies and infrastructure construction do not represent feasible mitigation options.

As described above, transit agencies that provide local and regional transit service to the City of Fairfield include FAST, Rio Vista Delta Breeze, SolTrans, Napa County VINE Transit, and Capitol Corridor. The City of Fairfield operates the FAST service; all other transit services are operated by or in conjunction with other jurisdictions. As such, the City only has legal authority to implement strategies that involve FAST transit service enhancements. The Proposed Project does already incorporate policies that aim to create an efficient, accessible, and well-utilized public transit network. Implementing Policy CIR-6.1 works to design transit stops, microtransit venues, and well-defined transit corridors that provide connected access to major public facilities, employment centers, and major points of interest, including the HOF SP area, the Texas corridor, the Solano Town Center, and others. As part of periodic strategic planning efforts, Implementing Policy CIR-6.3 will evaluate the potential for express transit service or microtransit options between the western, central, and eastern areas of the City. Implementation of these transit service enhancement strategies has been accounted for in VMT forecasts produced with the Fairfield Model forecasts described earlier.

However, the VMT mitigation potential of CAPCOA strategies is typically assessed at the project level, therefore the anticipated effectiveness levels shown on **Table 3.15-11** cannot be applied to the total VMT projected for the Proposed Project. Therefore, Mitigation Measure VMT-1 requires individual projects which result in a significant impact to include applicable CAPCOA travel demand management measures and physical measures to reduce VMT. The mitigation measures shall also require the City to participate in a VMT impact fee program and/or VMT exchange/banking program if Solano Transportation Authority (or other responsible agency) chooses to create one. However, these strategies depend heavily on context and area surrounding the Proposed Project sites. Ultimately, for the reasons listed above and because the effectiveness of the above measures in reducing the VMT impacts of new development under the Proposed Project

to a less than significant level cannot be determined in this analysis, this impact remains significant and unavoidable.

#### *Mitigation Measures*

**MM-VMT-1: Implement VMT Reduction Measures.** Individual project development proposals that do not screen out from VMT impact analysis shall provide a quantitative VMT analysis using the methods applied in this EIR, with modifications if appropriate, based on future changes to the City of Fairfield practices and VMT analysis methodology guidelines. Projects which result in a significant impact shall include travel demand management measures and physical measures to reduce VMT. Potential strategies are listed below; the first two apply to development projects, and the third applies at a Citywide scale.

1. A project applicant shall modify the project's characteristics to reduce VMT generated by the project prior to issuance of an occupancy permit. This might involve changing the density or mixture of land uses on the project site, or changing the project's location to one that is more accessible by transit or other travel modes.
2. A project applicant shall implement transportation demand management (TDM), physical design measures, or participate in a VMT impact reduction program to reduce VMT generated by the project prior to issuance of an occupancy permit. A description of trip reduction strategies is included in *Handbook for Analyzing Greenhouse Gas Emission Reductions, Assessing Climate Vulnerabilities, and Advancing Health and Equity* by the California Air Pollution Control Officers Association (CAPCOA).
3. The City shall participate in a VMT impact fee program and/or VMT exchange/banking program if the City or Solano Transportation Authority (or other responsible agency) chooses to create one.

*Significance After Mitigation: Significant and unavoidable.*

**Impact 3.15-3      Implementation of the Proposed Plan would not substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment). (Less than Significant)**

Implementation of the Proposed Project would likely involve the construction of new streets and roadways within the three "growth" focus areas, which include the new Cordelia neighborhood (identified as Area A in **Figure 2-5**), the Nelson Hill area (Area B in **Figure 2-5**), and the Hale Ranch Study area (Area C in **Figure 2-5**). While the Proposed Project does not specifically propose the construction or realignment of any roadways, improvements would be needed to accommodate new housing and employment in the "growth" focus areas.

Since the Proposed Project involves adoption of a long-range plan with policy-level guidance and implementing regulations and does not propose any specific development projects, the detailed

design of individual future developments and new transportation facilities cannot be known at this stage. However, all future public access improvements would be required to comply with Municipal Code, Federal Highway Administration (FHWA)'s Safe System Roadway Design Hierarchy and Safe System Approach for Speed Management, Caltrans' Design Information Bulletin 94, and the Proposed Project roadways standards and policies.

Chapter 16 of the Municipal Code provides general requirements and improvements for streets and sidewalks. The City's standards delineate street improvements, widths, curbs, and grades to ensure safety. The Proposed Project also sets out to establish and maintain a comprehensive, multimodal roadway system that is well-integrated with the City's land use pattern. Specifically, the Proposed Project implements the roadway improvements and additions described in **Table 3.15-6** and shown in **Figure 3.15-3** for growth areas (Implementing Policy CIR-1.1). Coordination with the Solano Transportation Authority (STA) and Caltrans will improve specific geometry at I-680/I-80/SR-12 interchange and connect the new neighborhood at Business Center Drive and/or Mangels Road. For Nelson Hill, a complete traffic study will inform design elements that maintain and improve safety, walkability, visibility/clear lines of sight, and connectivity. For the Hale Ranch Study area, land uses would remain compatible with surrounding agricultural and agritourism uses (Implementing Policy LU-23.1). Lastly, as part of streetscape design, development of the Proposed Project would be required to include guidance sources such as Federal Highway Administration (FHWA)'s Safe System Roadway Design Hierarchy and Safe System Approach for Speed Management, or Caltrans' Design Information Bulletin 94 to incorporate features that enhance safety for all users and establish effective mode transitions, where available. (Implementing Policy CIR-7.12). Intersection optimization improvements described in the Transportation Appendix would also occur under the Proposed Project. Such improvements would reduce congestion and would not increase hazards due to design features or incompatibility with existing uses in the area.

As such, the Proposed Project would not substantially increase hazards due to design features and it would be compatible with existing uses in the area. Therefore, impacts would be less than significant.

#### *Mitigation Measures*

None required.

#### **Impact 3.15-4            Implementation of the Proposed Project would not result in inadequate emergency access. (Less than Significant)**

A significant impact would occur if implementation of the Proposed Project resulted in inadequate emergency access. As discussed in Impact 3.15-3, implementation of the Proposed Project would likely involve the construction of new streets and roadways within the three "growth" focus areas, which include a new neighborhood west of Business Center Drive (identified as Area A in **Figure 2-5**), the Nelson Hill area (Area B in **Figure 2-5**), and the Hale Ranch Study area (Area C in **Figure 2-5**), as well as various intersection optimization improvements described in the Transportation Appendix.

Although the new streets or the modifications to the existing streets have not yet been planned, design would be required to comply with adopted roadway design standards and applicable provisions of the Municipal Code, including regulations related to accommodating emergency vehicles. All through streets would provide adequate space for other vehicles to pull over and allow emergency vehicles to pass without blocking the streets since California law requires drivers to yield the right-of-way to emergency vehicles and remain stopped until the emergency vehicle passes. In addition, the Proposed Project is a program-level plan that does not directly address project-level components that will be required to provide adequate emergency access. City staff, including emergency responders, review all development applications to ensure that applicable requirements are met, including provisions for adequate access for emergency responders and response vehicles, consistent with the Fire Code.

Construction work in the City-owned right of way or City-owned easement is required to obtain an Encroachment Permit from the City of Fairfield. This includes any construction activities or staging of construction materials or equipment that would occur in the public right of way. Applications for an Encroachment Permit must include plans showing the proposed work, as well as traffic control measures or a formal Traffic Control Plan. Traffic controls would include measures such as detours, signage, and other means to ensure adequate access to emergency evacuation routes during any construction within the City's right of way. Individual projects developed under the Proposed Project which would include construction work within the public right of way would be required to obtain an Encroachment Permit from the City, which would ensure that construction under the Proposed Project would not impair emergency access.

In addition, the Proposed Project requires incorporation of appropriate traffic calming and Complete Streets considerations during design of City capital and maintenance projects, per City specifications, and ensure improvements do not negatively affect emergency vehicle response times (Implementing Policy CIR-7.14). In addition, new development applications under the Proposed Project would be required to be reviewed and approved by the Fire Department and Police Department, which would ensure that emergency infrastructure and evacuation routes would not be obstructed (Implementing Policies HS-2.4, HS-7.2).

Considering the Proposed Project's accommodation of emergency vehicles in existing and future streets, and the established procedures for reviewing project-level emergency access needs, impacts would be less than significant.

#### *Mitigation Measures*

None required.