



**Rezoning of 17,500 acres of Land  
in East Solano County to Allow  
the Development of a New  
Community**

Elections Code 9111 Report

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**REZONING OF 17,500 ACRES OF LAND IN EAST SOLANO COUNTY TO ALLOW THE DEVELOPMENT OF A NEW COMMUNITY**

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## Acronyms and Abbreviation

9111 Report	California Elections Code section 9111 Report
ABAG	Association of Bay Area Governments
ADUs	Accessory Dwelling Units
AFB	Air Force Base
AFY	acre-feet per year
AG	Agriculture
ALUC	Airport Land Use Commission
BAAQMD	Bay Area Air Quality Management District
Buildout	Initiative Minimum Buildout
CAL FIRE	California Department of Forestry and Fire Protection
CDCR	California Department of Corrections and Rehabilitation
CEQA	California Environmental Quality Act
CFD	Community Facilities District
CMP	Congestion Management Plan
CMU	Commercial Mixed Use
County	Solano County
CR	Commercial Recreation
DE Plant	Diatomaceous Earth Plant
DOC	California Department of Conservation
du/ac	dwelling units per acre
DWR	Department of Water Resources
EIFD	Enhanced Infrastructure Financing District
EIR	Environmental Impact Report
ERAF	Education Revenue Augmentation Fund
FAR	Floor Area Ratio
Fire District	Montezuma Fire Protection District
FMMP	Farmland Mapping and Monitoring Program
FPD	Fire Protection District
gcpd	gallons per capita per day
GDEs	Groundwater Dependent Ecosystems
GJPEMP	Greater Jepson Prairie Ecosystem Management Plan
GSP	Groundwater Sustainability Plan
HCD	California Department of Housing and Community Development
HCM	Highway Capital Manual
HCM	Highway Capacity Manual
I	Interstate
ILVLF	In-Lieu of Vehicle License Fee



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IT	Industry & Technology
ITE	Institute of Transportation Engineers
kWh	kilowatt hours
LAFCO	Local Agency Formation Commission
LOS	Level of Service
LURMP	Land Use and Resource Management Plan
MM	Maker & Manufacturing
MFPD	Montezuma Fire Protection District
MRF	Materials Recovery Facility
NAC	Neighborhood Agricultural/Tourist Center
NBR Plant	North Bay Regional Water Treatment Plant
NC	Neighborhood Commercial
NMU	Neighborhood Mixed Use
NUH	Neighborhood Utility Hubs
OPEB	Other Post-Employment Benefits
OS	Open Space
PCI	Pavement Condition Index
PeMs	Caltrans Performance Measurement System
PERS	Public Employees Retirement System
PFF	Public Facility Fee
PG&E	Pacific Gas & Electric
Phase 1	Assumed Phase 1
PR	Park and Recreation
proposed Initiative	Rezoning of 17,500 Acres of Land in East Solano County to Allow the Development of a New Community
proposed Initiative area	New Community, Rio Vista Parkland, and Travis Security Zone
PTILVLF	Property Tax In-Lieu of Vehicle License Fee
RCO	Resource Conservation Overlay
RDUSD	River Delta Unified School District
RHNA	Regional Housing Needs Allocation
ROW	Right of Way
RTIF	Regional Transportation Impact Fee
RVMCD	Rio-Vista-Montezuma Cemetery District
SCWA	Solano County Water Agency
SFID	School Facility Improvement District
SID	Solano Irrigation District
SNABM	Solano Napa Activity Based Model
SOI	Sphere of Influence
Solano HCP	Solano Multi-Species Habitat Conservation Plan
SP	Specific Project Area



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SR	State Route
SWRCB	State Water Resources Control Board
TACs	travel analysis zones
TCI	Travis Compatible Infrastructure
TGH	Trip Generation Handbook
TGM	Trip Generation Manual
TOT	Transient Occupancy Tax
TRA	Travis Reserve Area
TRAs	Tax Rate Areas
TSZ	Travis Security Zone
UC	Urban Commercial
V/C	volume over capacity
VFS	Vacaville-Fairfield-Solano Greenbelt Overlay
VLF	Vehicle License Fee
VMT	vehicle miles traveled
WRRF	Water Resource Recovery Facilities
WWTP	Wastewater Treatment Plant
YSAQMD	Yolo-Solano Air Quality Management District



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## EXECUTIVE SUMMARY

On June 25, 2024, after receiving the Solano County Registrar of Voters' certificate of sufficiency on the circulated petition, the Solano County Board of Supervisors directed the preparation of a report on the proposed "Rezoning of 17,500 acres of Land in East Solano County to Allow the Development of a New Community Initiative" (proposed Initiative) under the provisions of the California Elections Code section 9111 (9111 Report). This statute requires the report to address the potential fiscal impact of the initiative, the impact on the County's General Plan, consistency with current planning and zoning, impacts on land uses, infrastructure funding, and the community's ability to attract business investment, among other topics as directed by the Board of Supervisors.

This 9111 Report focuses solely on what is included in the proposed Initiative and does not analyze nor include any subsequent or outside public statements by the Initiative-proponents. The reason for taking this approach is because anything outside of the proposed Initiative itself is beyond the scope of what the Board of Supervisors will be adopting and/or submitting to the electorate at the November 5, 2024 election. Among other things, the proposed Initiative proposes to amend the Solano County General Plan, including its Land Use Diagram, to:

1. Redesignate approximately 17,500 acres of land previously under Agricultural designations and Specific Project Area to a new Special Purpose Area designation called New Community and authorize construction of the New Community that provides new homes and local jobs on lands in unincorporated east Solano County (County) with a total size of approximately 17,500 acres.
2. Remove the existing Travis Reserve Area Overlay designation and replace it with the new Travis Security Zone Overlay while increasing the protected area from approximately 7,971 acres to 14,900 acres, where new residential and commercial development would be prohibited and only agriculture, open space, and solar farms, including commercial solar energy facilities, agrisolar, and energy storage systems (if acceptable to Travis Air Force Base [AFB]) are allowed.
3. Redesignate approximately 712 acres of land previously under Agricultural designations to a new Natural Resource designation called Rio Vista Parkland that would establish an open space buffer between the New Community and Rio Vista identified for parks, sports facilities, and bike paths.

The County's existing Orderly Growth Initiative, last amended by Ordinance 2008-01 (Measure T), established the County General Plan's cornerstone policies of city-centered growth and farmland protection, and imposed strict limitations on the County Board of Supervisors' ability to allow new residential, commercial, or industrial development in agricultural and open space areas within the County. To comply with the existing Orderly Growth Initiative, the proposed Initiative must receive voter approval permitting the development of a new community through amendments to the General Plan and the Zoning Code. Under the proposed Initiative, the existing Orderly Growth Initiative would continue to apply to agricultural and open space parcels located outside of the proposed New Community. The boundaries and regulations applicable to the New Community, Travis Security Zone, and Rio Vista Parkland would be





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prohibited from further amendment or modification without a subsequent vote of approval by the residents of Solano County.

The proposed Initiative area lies within unincorporated Solano County, generally east of Fairfield/Suisun City and Travis AFB, north of Highway 12, and west of Rio Vista, under the land use jurisdiction of the County. The proposed Initiative would result in the creation of four “islands” which would not be subject to the provisions of the proposed Initiative, served by new services resulting from the proposed Initiative, nor receive any of the benefits described in the proposed Initiative. The four islands total approximately 256 acres and consist of the following: 1) one 60-acre island located within the County’s Lambie Industrial Park Specific Project Area developed as an existing established agricultural fertilizer and soil amendment producer; 2) one 150-acre island consisting of a combination of land that is owned by the County (100 acres), the City of Fairfield (5 acres), and the Fairfield Housing Authority (45 acres), acquired for the purpose of preserving natural wildlife and habitat for mitigation wetlands that must be preserved in perpetuity; 3) one approximately 20-acre island owned by the State of California and utilized as Delta Conservation Camp #8, which is a joint facility operated by California Department of Corrections and Rehabilitation (CDCR) and California Department of Forestry and Fire Protection (CAL FIRE) to house incarcerated crews to support fire suppression and conservation projects; and 4) one approximately 26-acre island privately owned and utilized for rural residential purposes.

Much of the proposed Initiative area is designated by the County General Plan as Agriculture and is located within the County General Plan’s Resource Conservation Overlay area. A majority of the Lambie Industrial Park Specific Project Area is located within the New Community. A small portion of the lands identified for inclusion in the new Travis Security Zone located between Travis AFB and the Cities of Fairfield and Suisun City is designated Park and Recreation and Urban Commercial by the County’s General Plan. Additionally, a small northern portion of the area identified for inclusion in the new Travis Security Zone located to the north of Travis AFB and east of the Cities of Fairfield and Vacaville is located within the County General Plan’s Vacaville-Fairfield-Solano Greenbelt Overlay. Most of the proposed Initiative area is zoned Exclusive Agriculture with the Lambie Industrial Park Specific Project Area and a small portion of the area identified for inclusion in the new Travis Security Zone zoned for general manufacturing uses.

Since the existing General Plan land use designation and the restrictions imposed by the County’s existing Orderly Growth Initiative would preclude development of the New Community, the proposed Initiative proposes to amend the General Plan and County code to allow the New Community’s creation, including text amendments intended to ensure internal consistency between the proposed General Plan amendments and the new specific plan. The specific plan proposed by the Initiative is its proposed “New Community Specific Plan Zoning District,” which would be an entirely new section of the Solano County Zoning Code (Section 28.62) intended to satisfy the State law requirements for a specific plan. This amendment to the Zoning Code would serve as a specific plan and the implementing zoning regulations for the New Community. The modifications to the General Plan and Zoning Code would only apply to land within the proposed Initiative area and would not apply elsewhere in the County. Similarly, the various directives in the proposed Initiative would apply only to the Board of Supervisors and not to any other service providers in the New Community area.



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The proposed Initiative also proposes ten Voter Guarantees that purport to provide the following outcomes to Solano County communities and residents. The ten Voter Guarantees include:

- Solano Jobs Guarantee
- Solano Homes for All
- Solano Scholarships
- Green Solano
- Solano Downtowns
- Water Guarantee
- Transportation Guarantee
- Schools Guarantee
- Smart Growth Guarantee
- Solano Taxpayer Guarantee

For a full description of the Voter Guarantees, see the full proposed Initiative text provided as Supporting Documentation A. The Voter Guarantees include commitments by the Initiative-proponent to provide funding for community benefits to be offered to existing residents of Solano County including, but not limited to, funding for revitalization of downtowns of incorporated cities, creation of “good paying” local jobs (in which workers earn at least the annualized equivalent of 125 percent of the average weekly wage in Solano County), funding for education opportunities and new local schools; funding for construction of affordable housing, reliable water supplies, support for creation of clean energy within the County, and funding for transportation infrastructure improvements in the County. In accordance with the proposed Initiative, modifications to the proposed Initiative’s Voter Guarantees as well as the proposed development characteristics, boundaries, and regulations of the New Community, Rio Vista Parkland, and Travis Security Zone would not be allowed without prior approval by the voters. Amendment of the executed Development Agreement would also likely be required.

In order to provide a basis for evaluating how the proposed Initiative might impact Solano County, this 9111 Report examines and compares two development scenarios:

- Adopted General Plan – Development in Solano County under the existing adopted General Plan.
- Adopted General Plan with Proposed Initiative – Development in Solano County as envisioned by the proposed Initiative and assuming the County’s General Plan is amended by the proposed Initiative as proposed. The Adopted General Plan with Proposed Initiative development scenario analyzes the impacts for the buildout potential under the proposed Initiative with the Assumed Phase 1 (Phase 1) resulting in 50,000 residents and the Initiative Minimum Buildout (Buildout) resulting in 400,000 residents.

The existing General Plan adopted in 2008 is the County’s governing land use planning and policy document. As such, the analysis contained in this 9111 Report will focus on the potential effects of implementation of the proposed Initiative under the adopted General Plan. The proposed Initiative (page 16) states the development capacity of the New Community under the proposed Initiative would range from 100,000 to 400,000 residents, 40,000 to 160,000 new dwelling units, and 25,000,000 to 90,000,000 square feet of new non-residential development. However, under the proposed Initiative, the New Community would not be allowed to continue residential development beyond 50,000 residents unless and until the New Community has supported the creation of 15,000 jobs in which workers earn at least



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the annualized equivalent of 125 percent of the average weekly wage in Solano County. Given the lack of detail provided in the proposed Initiative regarding the phasing of the New Community buildout, the County has assumed the initial phase would be built to 50,000 residents. Therefore, this 9111 Report utilizes 50,000 residents as the Assumed Phase 1 (Phase 1) development scenario with 15,000 jobs, 20,000 dwelling units, and 12,657,000 square feet of non-residential development. The Initiative Minimum Buildout (Buildout) scenario consists of 400,000 residents, 94,200 jobs, 160,000 dwelling units, and 90,000,000 square feet of non-residential development. Because the Initiative would establish minimum residential densities, it is likely that full buildout would be greater.

This 9111 Report contains an analysis of the potential effects and impacts associated with implementation of the proposed Initiative for the following topical areas:

- Land Use and Housing
- Consistency with County Plans
- Transportation Infrastructure and Funding
- Public Utilities, Services, and Amenities
- Agriculture/Open Space/Vacant Land
- Fiscal and Economic Development

For the purposes of this analysis, it is assumed that no new development would take place outside of the proposed Initiative boundary with the passage of the proposed Initiative. While not all potential development may occur under any of the given scenarios, projecting the maximum allowable development of designated land uses as allowed under the proposed Initiative is intended to provide the most thorough analysis of the potential effects within the topical areas allowed under the Elections Code. It should be noted, however, that the amount of development at “Buildout” is not anticipated to be completed by the respective General Plan horizon year of 2030. Further, it is important to note that this 9111 Report is not an Environmental Impact Report (EIR), and it is not intended to meet the requirements of CEQA, and therefore does not contain a CEQA-level analysis of the proposed Initiative’s impact as a change from existing conditions. While this evaluation is not intended to assess anticipated impacts of all the details of the proposed Initiative (most of which were not available at the time of the analysis), it does highlight important considerations that should be addressed through more detailed analysis if the proposed Initiative proceeds. The purpose of this 9111 Report is to inform the Board of Supervisors of some of the potential impacts of the proposed Initiative prior to adoption and to inform the electorate should it be placed on the ballot.

## **SUMMARY OF FINDINGS**

On June 25, 2024, the Solano County Board of Supervisors accepted the Registrar of Voters’ certificate of sufficiency that the proponents of the “Rezoning of 17,500 acres of land in East Solano to allow the Development of a New Community” (also known as California Forever) Initiative gathered sufficient valid signatures to qualify the proposed Initiative for the ballot and directed staff to return with a report on the



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impact of the proposed Initiative as specified in Elections Code section 9111. A summary of those impacts is below.

## 1. The Initiative's Fiscal Impacts

The presumed fiscal impacts of the proposed Initiative for the New Community in Solano County are detailed as follows:

### Fiscal Deficits

#### Solano County:

- Phase 1: An estimated annual fiscal deficit of \$5.9 million. (Table 3-12 in Section 3.7)
- Buildout: An estimated annual fiscal deficit of \$103.1 million. (Table 3-12 in Section 3.7)

#### Montezuma Fire Protection District (MFPD):

- Phase 1: An estimated annual fiscal deficit of \$6.5 million. (Table 3-13 in Section 3.7)
- Buildout: An estimated annual fiscal deficit of \$88.8 million. (Table 3-13 in Section 3.7)

These deficits indicate that the annual expenses incurred to serve the New Community will exceed the annual revenues generated by it.

### Offset Strategies

#### Community Facilities District (CFD):

- To offset the annual fiscal deficits, a CFD may be formed to fund both County and MFPD ongoing service expenses and operations/maintenance costs. However, the use of a CFD will reduce the capacity to fund infrastructure due to the limit on total CFD capacity based on home value and would equate to an annual CFD tax of \$1,955 per single family unit and \$977 per multi-family unit. CFD's also create future risks to the County during economic downturns if housing development significantly slows and assessments fail to cover costs of debt payment.

### Financial Feasibility/Summary

The financial analysis indicates that the total gross one-time burdens, including infrastructure and public facilities costs, range from \$6.4 billion for Phase 1 to \$49.1 billion at Buildout. The net burdens can be reduced with the use of initial CFD bond proceeds, down to \$6.0 billion for Phase 1 and \$45.9 billion at Buildout.

The proposed Initiative for the New Community lacks a detailed Fiscal Impact Analysis and confirmed funding mechanisms. The County conducted a preliminary fiscal analysis, focusing on the General Fund and Fire District's General Fund, but excluded other funds such as schools, cemeteries, libraries, parks,



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and water agencies. Because of the specific nature/purpose of these funds, they will need separate and specific evaluation.

Revenue assumptions are based on "affordable housing" correlating to household incomes at 125 percent of Solano County's median household income. Comparisons were made with cities like Daly City, Berkeley, Redondo Beach and Santa Monica for Phase 1, and San Francisco, Long Beach, and Oakland for Buildout.

Due to limited information and a 30-day analysis period, the preliminary fiscal impact assessment is not comprehensive and does not cover Countywide services or full financial impacts.

It is important to note that in order to estimate recurring fiscal impacts, rough approximations related to project median household income and residential unit average values were based on stated goals and language throughout the proposed Initiative emphasizing "middle-class homes" and "more good paying jobs". For the purposes of this analysis, the following assumptions were used:

### **Assumptions:**

- Median household income: \$110,000 (roughly 125 percent of Countywide median household income)
- Average residential unit value: \$425,000

The analysis indicates significant fiscal deficits for Solano County and the Fire District. Strategies such as forming a Community Facilities District (CFD) to pass costs to homeowners could offset some deficits but limit infrastructure funding. Rapid population growth will necessitate substantial infrastructure without a clear funding plan. Other financing methods like an Enhanced Infrastructure Financing District (EIFD) are not possible.

A detailed analysis of infrastructure needs (e.g., community buildings, law enforcement and fire stations, libraries, health facilities) is necessary for a complete funding plan. Overall, the project's financial feasibility is doubtful due to high infrastructure and public service costs, leading to substantial annual deficits without clear revenue sources.

## **2. Its effect on the internal consistency of the County's General and Specific Plans, including the housing element, the consistency between planning and zoning, and the limitations on County actions under Section 65008 of the Government Code and Chapters 4.2 (commencing with Section 65913) and 4.3 (commencing with Section 65915) of Division 1 of Title 7 of the Government Code.**

The proposed Initiative impacts the internal consistency of the Solano County General Plan in several significant ways. Here are the main points:



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## Conflicts with the General Plan

### 1. Redesignation of Agricultural Land:

- The Initiative proposes to convert approximately 17,500 acres of agricultural land to urbanized uses, which directly conflicts with the General Plan's emphasis on preserving agricultural lands and directing urban growth towards existing cities. The General Plan encourages urban development within or adjacent to incorporated cities where public services and infrastructure are already available.

### 2. Increased Development Capacity:

- The proposed Initiative dramatically increases the development capacity within the unincorporated areas of the County by allowing a minimum of 160,000 new dwelling units and 90,000,000 square feet of non-residential development. This is a substantial increase compared to the current General Plan projections for 2030.

### 3. Housing Element Inconsistencies:

- The proposed Initiative may require updates to the recently certified Housing Element, in the next cycle, to address the increased development capacity as a result of the New Community and ensure consistency with the new amendments to the General Plan. It would result in the County needing to plan for a higher number of residential units, potentially conflicting with the current Housing Element goals, which prioritize rural residential development and agricultural use in non-urban areas.

### 4. Infrastructure and Services:

- The Initiative's proposal to develop urbanized areas in the unincorporated area on largely agricultural lands poses significant challenges for infrastructure and services. The General Plan currently focuses on areas where services can be readily provided, whereas the proposed Initiative places new development in areas that do not have necessary infrastructure.

## Amendments to the General Plan

### 1. Text, Policy, and Figure Changes:

- The proposed Initiative includes numerous amendments to the General Plan in order to enable the New Community. These changes are extensive and create a need for a comprehensive update to ensure all elements of the General Plan are consistent.

### 2. Specific Amendments:

- Specific long-term policies held by the County, such as those related to urban development patterns, the preservation of agricultural lands, and land use designations,



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are fundamental throughout all elements of the existing General Plan and would be directly impacted by the proposed Initiative.

### 3. General Plan Goals and Policies:

- The proposed Initiative alters several fundamental goals and policies of the General Plan. For example, the General Plan's goal to prioritize infill development and direct new growth towards existing communities is at odds with the proposed Initiative's approach to developing large new urban areas in rural regions. All elements of the existing General Plan would require assessment and likely revision in order to ensure consistency and adequacy as required by State law.

### Summary

The proposed Initiative introduces substantial changes to the Solano County General Plan, creating significant inconsistencies with existing goals, policies, and land use designations, particularly those related to urban growth direction, agricultural land preservation, and infrastructure planning. These inconsistencies would necessitate a comprehensive update to the General Plan to address the new urban development patterns, infrastructure needs, and housing capacities proposed by the Initiative.

### 3. Its effect on the use of land, the impact on the availability and location of housing, and the ability of the county to meet its regional housing needs.

The proposed Initiative has significant effects on land use within Solano County. Here are the key points:

#### Conversion of Agricultural Land

##### 1. Agricultural Land to Urban Use:

- The Initiative proposes converting approximately 17,500 acres of agricultural land, including Prime Farmland, Unique Farmland, and Farmland of Statewide Importance, to urban uses. This conversion would lead to a substantial decrease in agricultural land available in Solano County, affecting the agricultural economy, agricultural jobs and reducing agricultural production by an estimated \$6.7 million annually.

#### New Zoning Districts and Land Use Designations

##### 1. Creation of New Zoning Districts:

- The proposed Initiative establishes new zoning districts, including Commercial Mixed Use (CMU), Industry & Technology (IT), Maker & Manufacturing (MM), Neighborhood Mixed Use (NMU), Open Space (OS), and Travis Compatible Infrastructure (TCI). These new districts introduce a variety of urban uses to previously agricultural areas.



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### **2. New Land Use Designations:**

- The proposed Initiative introduces three new land use designations: New Community, Rio Vista Parkland, and Travis Security Zone. The New Community designation would facilitate a mixed use development with residential, commercial, and industrial areas. The Rio Vista Parkland designation is intended to create an open space buffer, while the Travis Security Zone is intended to restrict certain types of development near Travis Air Force Base.

## **Increased Development Capacity**

### **1. Residential and Nonresidential Development:**

- The proposed Initiative increases the development capacity significantly, allowing for a minimum of 160,000 new dwelling units and 90,000,000 square feet of non-residential development. This represents a substantial shift from the current General Plan, which focuses on preserving agricultural lands and limiting urban sprawl.

## **Availability and Location of Housing**

### **1. Housing Element Goals:**

- The County's Housing Element prioritizes the development of single-family homes and accessory residential uses to agriculture within unincorporated areas and multifamily housing within incorporated cities. The proposed Initiative conflicts with these goals by promoting extensive residential development at high densities on agricultural lands.

### **2. Identified Sites for Residential Development:**

- The Housing Element identifies vacant and underutilized sites near Vacaville, Fairfield, and Vallejo as appropriate for residential development to meet the Regional Housing Needs Allocation (RHNA). The proposed Initiative area does not align with these identified sites, further conflicting with the Housing Element and is a missed opportunity to focus growth and development in urban areas that are better served to receive these uses.

## **Ability to Meet Regional Housing Needs**

### **1. Regional Housing Needs Allocation (RHNA):**

- Solano County's current RHNA allocation is 315 units for the 2023-2031 planning period, with specific targets for very low, low, moderate, and above-moderate income tiers. The Initiative proposes a development capacity of 20,000 to 160,000 dwelling units, far exceeding the current total RHNA allocation; however, with no commitment to provide resulting required very low and low income housing units.





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### **2. Impact on Future RHNA Allocation:**

- The significant increase in potential housing development in the New Community could result in a higher RHNA allocation for the next cycle, forcing the County to plan for more residential units within unincorporated lands unequipped to handle intense development, which may lead to direct and indirect effects on existing undeveloped lands.

### **3. Conflict with Housing Element Goals:**

- The proposed residential developments are not expected to constitute accessory uses to agriculture or rural residential development, thus conflicting with the Housing Element goals aimed at preserving agricultural areas and promoting rural residential development.

## **Summary**

The proposed Initiative would ministerially transform a substantial portion of Solano County's agricultural land into urbanized areas, introduce new zoning districts, and significantly increase residential and nonresidential development capacity. This would create conflicts with the current Housing Element goals, misalign with identified sites for residential development, and potentially impact the County's ability to meet its regional housing needs in future planning cycles.

### **4. Its impact on funding for infrastructure of all types, including, but not limited to, transportation, schools, parks, and open space. The report may also discuss whether the measure would be likely to result in increased infrastructure costs or savings, including the costs of infrastructure maintenance, to current residents and businesses.**

The proposed Initiative has significant impacts on funding for infrastructure, including transportation, schools, parks, and open space, as well as on the associated costs of infrastructure maintenance for current residents and businesses. Here are the key points:

## **Infrastructure Funding**

### **1. Community Facilities District (CFD) Bond Proceeds:**

- Phase 1: Net bond proceeds available to fund infrastructure are estimated to be \$405 million which would equate to an annual CFD tax of \$2,380 per single family unit and \$1,346 per multi-family unit.
- Buildout: Net bond proceeds available are estimated to be \$3.2 billion.

### **2. Development Impact Fees:**

- Public Facility Fee (PFF): Phase 1 obligation is \$144 million, increasing to \$1.24 billion at Buildout.
- School Facilities Fees: Estimated at \$128 million for Phase 1 and \$1.09 billion for Buildout.



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## 3. Total One-Time Burdens:

- Phase 1: Gross one-time burden is \$6.4 billion, reduced to \$6.0 billion after use of initial CFD bond proceeds.
- Buildout: Gross one-time burden is \$49.1 billion, reduced to \$45.9 billion after use of initial CFD bond proceeds.

## Infrastructure Costs and Maintenance

### 1. Transportation Infrastructure:

- Phase 1: Estimated transportation improvement costs outside the development area are approximately \$2.2 billion. Internal road construction costs are an additional \$1.5 billion for Phase 1.
- Buildout: Costs are estimated at \$17.6 billion. Internal road construction costs are an additional \$12.2 billion for Buildout.
- Failure to mitigate these impacts would lead to increased traffic congestion, decreased roadway safety, and higher maintenance costs.

### 2. Schools:

- Phase 1 is estimated to require six K-8 schools and two high schools at an estimated cost of \$743 million and Buildout is estimated to require substantially higher number of school facilities costing \$5.9 billion for Buildout.

### 3. Parks and Recreation:

- Total park and related amenity costs are estimated at \$165 million for Phase 1 and \$1.32 billion for Buildout.

### 4. Public Safety:

- Estimated cost for two public safety stations is \$72 million for Phase 1 and \$576 million for Buildout.

### 5. Water and Sewer Systems:

- Construction of water treatment plants and distribution pipelines is estimated at \$354.6 million.
- Wastewater conveyance and treatment is estimated at \$996 million.
- Additional \$100 million estimated for recycled water distribution system.



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## Impact on Current Residents and Businesses

### 1. Fiscal Deficits:

- The proposed Initiative is projected to create significant fiscal deficits for both the County and the Fire District. The County's annual deficit is estimated at \$5.9 million for Phase 1 and \$103.1 million at Buildout, while the Fire District's annual deficit is \$6.5 million for Phase 1 and \$88.8 million at Buildout. These deficits necessitate the formation of CFDs to mitigate these deficits, which in turn limit the available CFD capacity to fund infrastructure. The estimated annual special tax revenue from CFDs can support bond issues totaling \$476 million for Phase 1 and \$3.2 billion for Buildout.

### 2. Maintenance Costs:

- Increased infrastructure will lead to higher maintenance costs, which could strain the County's budget and impact services for current residents and businesses. This includes roads, bridges, and public facilities.

### 3. Within the Proposed Initiative New Community Area:

- There are four distinct parcels of land "islands" that are not included within the boundaries of the New Community but are surrounded by it that create significant challenges and risks, which include inefficiencies in service delivery, land use planning issues, community integration difficulties, and stringent environmental considerations. The four "islands" consist of 1) an existing established agricultural fertilizer and soil amendment producer; 2) the Delta Conservation Camp #8 which is a joint facility operated by CDCR and CAL FIRE to house incarcerated crews to support fire suppression and conservation projects; 3) 150 acres dedicated to mitigation purposes; and 4) agricultural residential homesteads.

## Summary

The proposed Initiative entails substantial infrastructure development and associated funding challenges. Significant investment is required for transportation, schools, parks, public safety, and water systems without any clear indication of where these funds will originate in the proposed Initiative. These investments are necessary to support the New Community but will also lead to increased fiscal burdens and maintenance costs for Solano County, affecting current residents and businesses. The formation of CFDs and reliance on development impact fees will be critical in managing these financial impacts, but they also limit the funds available for other infrastructure needs.

## 5. Its impact on the community's ability to attract and retain business and employment

The proposed Initiative has notable impacts on the community's ability to attract and retain businesses and employment. Here are the key points:



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## Job Creation and Employment

### 1. Job Creation:

- The proposed Initiative may result in 94,000 jobs at Buildout, including construction jobs. This would significantly increase employment opportunities within the County during buildout with permanent jobs remaining after buildout.
- The New Community is expected to provide some "good paying" jobs, defined as those that pay at least 125 percent of the average wage in Solano County. This focus on higher wages is intended to attract a skilled workforce and support local economic development.

### 2. Employment Types:

- Jobs are anticipated to span various sectors, including manufacturing, production, technology, industrial research, healthcare, and education.

## Business Attraction

### 1. Commercial and Industrial Space:

- The proposed Initiative proposes up to 90 million square feet of non-residential development, providing substantial space for new businesses and industries.
- By offering a mix of residential, commercial, and industrial zones, the proposed Initiative aims to create a balanced community that can attract diverse business activities.

### 2. Incentives for Businesses:

- The development of infrastructure and amenities, such as parks, schools, and public services, is designed to make the area attractive for businesses looking for a well-serviced location.

## Challenges and Considerations

### 1. Fiscal Deficits:

- The proposed Initiative is projected to create significant annual fiscal deficits for both Solano County and the MFPD, which may necessitate additional funding mechanisms that could affect businesses indirectly. The annual deficit is estimated at \$5.9 million for Phase 1 and \$103.1 million at Buildout for the County, and \$6.5 million for Phase 1 and \$88.8 million at Buildout for the Fire District.

### 2. Infrastructure and Services:

- Adequate provision of infrastructure and public services is crucial. The proposed Initiative's reliance on CFDs and other financing tools to fund infrastructure may be



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premature because many of those tools will be limited or unavailable. Further, ongoing maintenance and upgrades could pose challenges if fiscal deficits persist.

### 3. Potential Relocation of Residents:

- The development of the New Community might lead to existing residents moving from incorporated cities to the new development area, which could impact the economic dynamics of existing urban centers in Solano County. This shift could result in a redistribution of economic activity and a potentially adverse effect to businesses in existing urban areas.

## Summary

The proposed Initiative aims to establish a new, sustainable community in Solano County while simultaneously addressing various critical needs and concerns of the County's residents and businesses. However, the potential fiscal deficits and the need for sustainable infrastructure funding pose challenges that need careful management to ensure long-term success.

## 6. Impact on the uses of vacant parcels of land

The proposed Initiative significantly affects the uses of vacant parcels of land. Here are the main points:

### Conversion of Agricultural Lands

#### 1. Reduction in Agricultural Land:

- The proposed Initiative would result in the conversion of approximately 17,500 acres of agricultural land, including Prime Farmland, Unique Farmland, and Farmland of Statewide Importance, to urbanized uses. This conversion would significantly reduce the amount of agricultural land in Solano County and change the agricultural ecosystem by substantively reducing grazing lands and dryland farming in Solano County.

#### 2. Value of Agricultural Land:

- The potential annual gross value of agricultural production within the New Community area is estimated to be \$5.1 million. The total annual agricultural economic productivity, including direct, indirect, and induced impacts, is estimated to be \$6.7 million. The loss of these productive agricultural lands would result in substantial economic impacts.

## New Land Use Designations

#### 1. Open Space Designation:

- The Initiative proposes creating a new Open Space zoning designation, which includes recreational open space, agricultural uses, and ancillary retail and visitor-serving facilities. This designation excludes traditional urban uses like residential, school, industrial, and manufacturing uses.



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- The proposed Initiative includes the implementation of the Rio Vista Parkland, a 712-acre open space buffer, and requires the New Community to provide at least 4,000 acres of open space.

### **Vacant Land Conversion**

#### **1. Decrease in Vacant Land:**

- Most of the proposed Initiative area is currently used for agricultural purposes, including grazing and small grain farming. The implementation of the proposed Initiative would convert these “vacant” lands to urbanized uses, decreasing the amount of agricultural land within the County.

### **Ecosystem Services and Environmental Impact**

#### **1. Loss of Ecosystem Services:**

- The conversion of agricultural lands to urban uses would result in the loss of ecosystem services provided by these lands, which are valued at over \$11 million annually. These services include climate change adaptation, biodiversity maintenance, water regulation, erosion prevention, wildfire mitigation, and aesthetic benefits.
- The proposed Initiative removes the land located within the New Community from the Priority Habitat designation and the Resource Conservation Overlay which will have significant impacts on local ecosystems, biodiversity, and environmental quality.
- The New Community will develop on land adjacent to and surrounding one 150-acre island consisting of a combination of land that is owned by the County (100 acres), the City of Fairfield (5 acres), and the Fairfield Housing Authority (45 acres), acquired for the purpose of preserving natural wildlife and habitat for mitigation wetlands that must be preserved in perpetuity.

#### **2. Impact on Grazing Lands:**

- The New Community and Rio Vista Parkland areas currently encompass approximately 14,000 acres of rangelands used for cattle and sheep grazing. These rangelands provide significant ecosystem services and habitat for various species. The proposed Initiative would result in the loss of these grazing lands and the associated environmental benefits.

### **Summary**

The proposed Initiative would significantly alter the use of land in Solano County by converting large areas of productive agricultural land into urbanized uses. This conversion would lead to a decrease in vacant land, a loss of agricultural productivity, and a reduction in ecosystem services. Additionally, the introduction of new zoning designations and the creation of open space areas aim to mitigate some impacts, but the overall effect would still be substantial.



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### **7. Its impact on agricultural lands, open space, traffic congestion, existing business districts, and developed areas designated for revitalization**

The proposed Initiative has several impacts on agricultural lands, open space, traffic congestion, existing business districts, and developed areas designated for revitalization.

#### **Agricultural Lands**

##### **1. Conversion to Urban Use:**

- The Initiative proposes converting approximately 17,500 acres of agricultural land, including Prime Farmland, Unique Farmland, and Farmland of Statewide Importance, to urban uses. This conversion would lead to a substantial decrease in agricultural land available in Solano County, affecting the agricultural economy and reducing agricultural production by an estimated \$6.7 million annually.

##### **2. Impact on Ecosystem Services:**

- The loss of agricultural land also means a loss of ecosystem services valued at over \$11 million annually, including benefits such as climate change adaptation, biodiversity maintenance, water regulation, erosion prevention, and wildfire mitigation.

#### **Open Space**

##### **1. Increase in Open Space Designation:**

- The proposed Initiative includes the creation of a new Open Space zoning designation and requires the New Community to provide at least 4,000 acres of open space. This would substantially increase the amount of land designated for open space in the County, including the implementation of the 712-acre Rio Vista Parkland.

##### **2. Recreational and Environmental Uses:**

- The new Open Space designation includes a range of uses such as recreational open spaces, passive parks, and community agriculture, which aim to balance urban development with the preservation of natural areas and recreational amenities.

#### **Traffic Congestion**

##### **Vehicle Miles Traveled (VMT)**

##### **1. Increase in VMT:**

- Phase 1: The New Community is estimated to generate an additional 341 million residential VMT and 152 million employment VMT annually.



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- Buildout: The total increase in VMT is projected to be 2 billion residential VMT and 438 million employment VMT annually. This substantial increase in VMT reflects the additional travel required by new residents and employees.

## Traffic Impact and Mitigation

### 2. Roadway and Bridge Improvements:

- Phase 1: Estimated transportation improvement costs outside the development area are approximately \$2.2 billion. Internal road construction costs are an additional \$1.5 billion for Phase 1.
- Buildout: Costs are estimated at \$17.6 billion. Additional costs of \$12.2 billion are anticipated for internal road construction within the New Community at Buildout.
- Required improvements include upgrading impacted substandard roads to at least four lanes, replacing bridges, and enhancing intersections to mitigate traffic impacts.

## Freeway and Local Roadway Conditions

### 3. Freeway Segment Level of Service (LOS):

- Phase 1: Seven freeway segments are projected to operate at LOS E or F.
- Buildout: Fifteen freeway segments are projected to operate at LOS E or F, indicating severe congestion and poor travel conditions.
- Roads operating at LOS E or F will experience substantial delays and a range of impacts to local and regional roads. Failing to mitigate these impacts would lead to increased traffic congestion, reduced travel speeds, decreased roadway safety, a rise in significant injury and fatal accidents, and higher maintenance costs for roads and bridges.

### 4. Local Roadway Conditions:

- Various local roadway segments are projected to operate at unacceptable LOS (LOS E or F) under both Phase 1 and Buildout conditions. This includes major roads such as Peabody Road, Flannery Road, and SR 12.

## Construction and Operational Impacts

### 1. Construction Traffic:

- Construction activities for Phase 1 are anticipated to last 10 years, involving road closures, detours, and increased truck traffic. This could temporarily exacerbate traffic congestion and disrupt transportation systems.





## **REZONING OF 17,500 ACRES OF LAND IN EAST SOLANO COUNTY TO ALLOW THE DEVELOPMENT OF A NEW COMMUNITY**

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### **2. Long-term Operational Impacts:**

- The increased traffic volumes due to the New Community's buildout are expected to lead to lower traveling speeds, decreased roadway safety, and increased incidence of significant injury and fatal accidents. Additionally, the increased wear and tear on roads and bridges will result in higher maintenance costs.

## **Existing Business Districts and Developed Areas**

### **1. Impact on Urban Centers:**

- The proposed Initiative may lead to a redistribution of economic activity from existing urban centers to the new development area. This shift could impact the vitality of existing business districts in the seven cities.

### **2. Potential Revitalization Areas:**

- The focus on developing a New Community might detract from efforts to revitalize already developed areas within the county. Resources and investments may be diverted to support the new development, potentially slowing down the revitalization of older, established neighborhoods and business districts.

## **Water Resources**

### **1. Water Demand:**

- Water demand in the New Community area will approximately double from baseline conditions in Phase 1, with water demand increasing by nearly 7-12 times at Buildout.

### **2. Water Supply:**

- The proposed Initiative does not identify precisely what water sources will be used to serve the New Community. It says generally that surface water, groundwater, and recycled water will be utilized, but lacks further detail.
- The Initiative-proponent will face legal and physical hurdles to use surface water supplies to serve the New Community, the details of which depend on the nature of the surface water rights that the New Community intends to use. This information is not known. Additionally, there is currently no infrastructure in place to move surface water supplies to the New Community
- The New Community is expected to rely heavily on groundwater, particularly in the initial phase, due to the uncertainty associated with legally and physically obtaining surface water supplies.



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- Increased groundwater pumping to serve the New Community may have a detrimental effect on other water users in the area and may require an update to the Solano Subbasin GSP.

### Summary

The proposed Initiative significantly impacts Solano County's agricultural lands by converting large areas to urban uses, thus reducing agricultural productivity and ecosystem services. It increases designated open space, aiming to balance development with environmental preservation. Traffic congestion is expected to rise substantially, necessitating major infrastructure investments. The development will lead to a substantial increase in VMT, necessitating extensive and costly roadway and bridge improvements to mitigate the traffic impacts. Both freeway and local road segments are projected to experience severe congestion, especially under maximum buildout conditions. The long-term operational impacts include lower travel speeds, decreased roadway safety, and higher maintenance costs. Additionally, the proposed Initiative could affect existing business districts and developed areas by shifting economic activity to the new development area, potentially hampering revitalization efforts in established urban centers. There is also substantial uncertainty regarding the source and quantity of water supplies that will be used to serve the New Community and resulting impacts on other water users in the area.

### 8. Any other matters the Board of Supervisors requests to be in the report

On June 23, 2024, the Board of Supervisors requested that this report also analyze the impacts of the proposed Initiative on the seven cities in Solano County and if the proposed Initiative were to pass, what would be the anticipated value of the land from the rezoning of the land for development.

#### Impacts of the proposed Initiative on the seven cities in Solano County:

Following the June 23, 2024 Board meeting, the County Administrator sent requests to the City Managers of Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville and Vallejo for information on any anticipated impacts to these cities. The County received responses from each city except for Dixon. The cities provided high-level statements in the short amount of time available. Copies of the letters can be found in Supporting Documentation I.

The cities expressed a variety of concerns and questions about the potential impacts of the proposed Initiative as follows:

- **Inadequate Information:** The cities emphasize the lack of detailed information about the proposed Initiative, particularly regarding technical aspects like water supply, infrastructure, and environmental mitigation. They argue that a thorough environmental review under the California Environmental Quality Act (CEQA) is necessary before any meaningful assessment of the proposed Initiative's impacts can be made.
- **Traffic and Transportation:** The responses, especially those from cities close to the proposed development, express serious concerns about traffic congestion. They point out that Highway 12 is already heavily congested, and the project's proposed "beach" or "lagoon" would exacerbate



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the problem. They call for a comprehensive traffic analysis and significant investment in infrastructure improvements.

- **Water Resources:** Water supply is a major concern for each city with questions regarding the proposed Initiative's reliance on groundwater and the potential impact on existing water rights and resources. They demand transparency about the source of water, especially for the lagoon, and raise concerns about the proposed Initiative's feasibility given recent droughts.
- **Economic Impacts:** The cities present a mixed view of the proposed Initiative's potential economic impacts. While acknowledging the possibility of increased tax revenue and funding for downtown revitalization, they also express concerns about competition for economic development opportunities, potential negative impacts on existing businesses, and inflated construction costs.
- **Environmental Impacts:** Concerns were raised about the loss of agricultural land and open space, with potential negative consequences for air and water quality, wildlife habitat, and the rural character of surrounding communities. They also highlight the lack of information about environmental mitigation measures.
- **Public Services and Infrastructure:** The cities expressed concern about the strain on public services like fire and law enforcement, as well as the availability of affordable housing and educational resources. The proposed Initiative will require a significant increase in public safety personnel, which could strain existing resources and make it difficult for other jurisdictions to recruit and retain staff. They also question the adequacy of existing infrastructure, including wastewater treatment and energy supply, to accommodate such a large development.

### Summary

The cities collectively present a skeptical view of the proposed Initiative, citing insufficient information, potential negative impacts on traffic, water resources, the environment, and existing communities. They urge the County to conduct a thorough and transparent environmental review process, with meaningful community engagement, before entering into agreements with Initiative-proponents.

### The anticipated value of the land rezoned for development:

Assuming the proposed Initiative passes, the land would be automatically rezoned from its existing zoning designations to New Community thereby providing immediate development opportunities. The Land Value Analysis performed as a result of this report looked to evaluate the potential returns to landowners of the New Community area if they decide to sell the land. This analysis is based on the premise that the land's value would increase significantly after being rezoned from agricultural to residential and non-residential use as a result of the proposed Initiative passage.



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Key takeaways from the analysis:

- **Data from land purchases within the New Community area between 2018 and 2023 reveals an average assessed value of approximately \$6,800 per acre.** The analysis excluded transactions before 2018 due to their age and because they represent a small fraction of the total transactions.
- **Analysis of transactions between 2018 and 2023 for vacant land zoned for development in Solano County suggests a current value of approximately \$35,200 per acre.** However, this figure could be discounted by 50 percent to account for a bulk sale scenario, bringing a conservative estimated value to \$17,600 per acre.
- **Based on these preliminary findings, the analysis suggests that landowners could potentially sell their land for approximately 2.6 times conservatively and up to 5.2 times the purchase price based purely on the value of the rezone from agricultural to high density residential and non-residential uses granted as part of the proposed Initiative.**

It's important to note that this analysis is based on a limited number of factors and makes certain assumptions. A more comprehensive analysis would need to consider a wider range of variables to provide a more accurate assessment of potential land value changes.

### Conclusion

While the proposed Initiative presents ambitious plans for growth and development in East Solano County, it also brings significant financial, environmental, and planning challenges that cannot be overlooked. The proposed Initiative's potential fiscal deficits, inconsistencies with the General Plan, adverse environmental impacts, infrastructure demands, and socioeconomic implications necessitate a thorough and critical evaluation. Ensuring that these issues are comprehensively addressed is crucial for understanding and managing impacts as a result of the proposed Initiative and for maintaining the County's commitment to sustainable and balanced growth.



# REZONING OF 17,500 ACRES OF LAND IN EAST SOLANO COUNTY TO ALLOW THE DEVELOPMENT OF A NEW COMMUNITY

Elections Code 9111 Report  
Introduction and Report Background

## 1.0 INTRODUCTION AND REPORT BACKGROUND

On February 14, 2024, the proponent of the self-entitled "East Solano Homes, Jobs, and Clean Energy Initiative" filed a notice of intention to circulate a petition to amend the Solano County General Plan to change the land use of ±17,500 acres from "Agriculture" to "New Community" Special Purpose Area to allow development of a new community with capacity for 40,000 to 160,000 dwelling units, 100,000 to 400,000 residents, and 25,000,000 to 90,000,000 square feet of non-residential development. On April 30, 2024, the proposed "Rezoning of 17,500 acres of Land in East Solano County to Allow the Development of a New Community" Initiative (proposed Initiative) petition was submitted to the Registrar of Voters' office for an examination of 20,473 signatures gathered. On June 11, 2024, after completing the process outlined in Elections Code section 9115, the Registrar of Voters verified that 14,832 of the signatures submitted with the Initiative petition were valid to qualify the proposed Initiative for the ballot. On June 25, 2024, the Board of Supervisors directed County staff to provide a report on the proposed Initiative, as provided for in Elections Code section 9111. This 9111 Report has been prepared pursuant to California Elections Code section 9111 as directed by the Solano County Board of Supervisors to address the following:

1. Its fiscal impact.
2. Its effect on the internal consistency of the County's general and specific plans, including the housing element, the consistency between planning and zoning, and the limitations on County actions under Section 65008 of the Government Code and Chapters 4.2 (commencing with Section 65913) and 4.3 (commencing with Section 65915) of Division 1 of Title 7 of the Government Code.
3. Its effect on the use of land, the impact on the availability and location of housing, and the ability of the county to meet its regional housing needs.
4. Its impact on funding for infrastructure of all types, including, but not limited to, transportation, schools, parks, and open space. The report may also discuss whether the measure would be likely to result in increased infrastructure costs or savings, including the costs of infrastructure maintenance, to current residents and businesses.
5. Its impact on the community's ability to attract and retain business and employment.
6. Its impact on the uses of vacant parcels of land.
7. Its impact on agricultural lands, open space, traffic congestion, existing business districts, and developed areas designated for revitalization.
8. Any other matters the Board of Supervisors requests to be in the report.



# **REZONING OF 17,500 ACRES OF LAND IN EAST SOLANO COUNTY TO ALLOW THE DEVELOPMENT OF A NEW COMMUNITY**

Elections Code 9111 Report  
Introduction and Report Background

## **1.1 REPORT ORGANIZATION**

This 9111 Report is framed around the two development scenarios associated with implementation of the County's adopted General Plan, with and without the proposed Initiative. The Executive Summary Chapter summarizes the proposed Initiative and its potential effects. Chapter 1 provides a description of the proposed Initiative and the changes it proposes to the County's General Plan. Chapter 2 describes the existing land uses and conditions of the proposed Initiative area. Chapter 3 presents the analysis of potential effects of the proposed Initiative. The potential effects and impacts of the proposed Initiative are analyzed for the following topics: land use and housing; transportation infrastructure and funding; public utilities, services and amenities; agriculture/open space/vacant land; and fiscal and economic development.

The full text of the proposed Initiative is provided as Supporting Documentation A.

## **1.2 DESCRIPTION OF PROPOSED INITIATIVE**

The proposed Rezoning of 17,500 acres of land in East Solano County to Allow the Development of a New Community Initiative (proposed Initiative), sponsored by California Forever and its affiliates (the Initiative-proponent), if adopted, will amend the Solano County General Plan and Solano County Zoning Code to establish a New Community (and associated specific plan), Rio Vista Parkland, and Travis Security Zone (referred to collectively as the proposed Initiative area) within unincorporated Solano County.

The County's existing Orderly Growth Initiative, last amended by Ordinance 2008-01 (Measure T), established the County General Plan's cornerstone policies of city-centered growth and farmland protection, and imposed strict limitations on the County Board of Supervisors' ability to allow new residential, commercial, or industrial development in agricultural and open space areas within the County. The existing Orderly Growth Initiative, first adopted by the voters of Solano County in June of 1984, enshrined protection of Solano County's agricultural and open space resources in the County's General Plan by directing new urban development and growth towards existing municipal areas and requiring voter approval to redesignate lands identified as Agriculture and Open Space on the County's Land Use Diagram to other types of land use beyond a more intensive agricultural or rural residential designation. To comply with the existing Orderly Growth Initiative, the proposed Initiative is requesting voter approval to authorize the development of a new community through amendments to the General Plan and the Zoning Code. Under the proposed Initiative, the existing Orderly Growth Initiative would continue to apply to agricultural and open space parcels located outside of the proposed New Community.

The New Community, Rio Vista Parkland, and the Travis Security Zone make up the proposed Initiative area. The New Community would have a boundary, outside of which no further land use changes are proposed at this time. The New Community would be located within the boundaries of Solano County and would continue to be under the land use jurisdiction of the County. The density of development within the New Community would be prescribed by the proposed "New Community Specific Plan Zoning District," which would be a new section of Chapter 28 of the Solano County Code intended to satisfy the State law requirements for a specific plan. The proposed Initiative applies to certain portions of land in the



## **REZONING OF 17,500 ACRES OF LAND IN EAST SOLANO COUNTY TO ALLOW THE DEVELOPMENT OF A NEW COMMUNITY**

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southeastern area of the County, an area generally east of Fairfield/Suisun City and Travis AFB, north of Highway 12, and west of Rio Vista. Figure 1 shows the County's limits and regional location, and Figure 2 depicts an aerial view of the proposed Initiative area, with the boundaries of the New Community (and associated specific plan), Rio Vista Parkland, and Travis Security Zone areas identified.

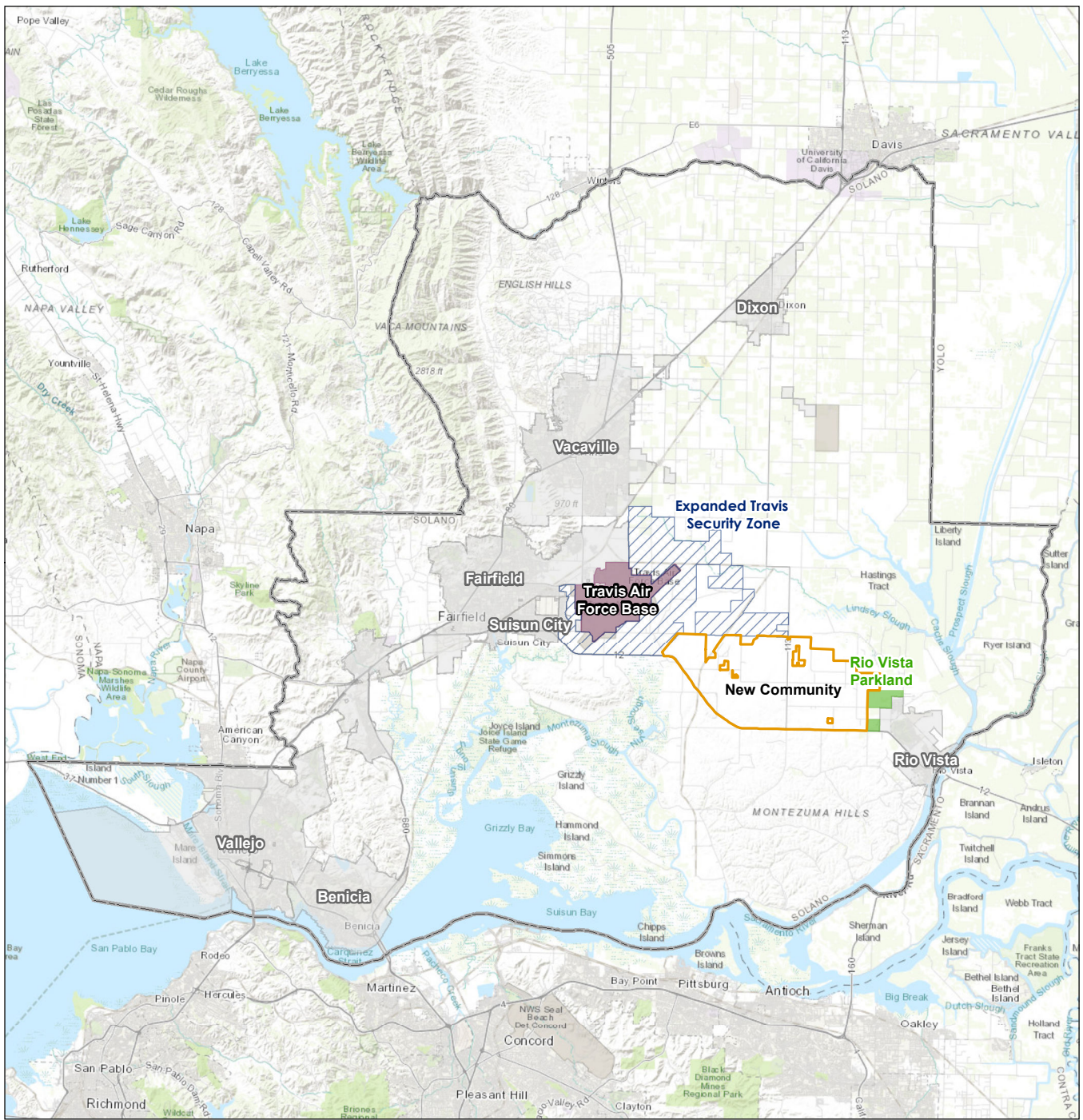
According to the February 14, 2024 proposed Initiative, the intent is to provide new middle-class homes and local jobs, along with cleaner energy, for the residents of the County, without specifically defining what is middle-class. The proposed Initiative proposes amending the Solano County General Plan, including its Land Use Diagram, and the Zoning Code to:

- 1) Redesignate approximately 17,500 acres of land previously under Agricultural designations and Specific Project Area to a new Special Purpose Area – Specific Project Area designation called New Community, for which the type, location, and density of development would be prescribed in a “New Community Specific Plan Zoning District,” which would be a new section of Chapter 28 of the Solano County Code and intended to satisfy the State law requirements for a specific plan;
- 2) Redesignate approximately 712 acres of land previously under Agricultural designations to a new Natural Resource designation called Rio Vista Parkland that would establish an open space buffer between the New Community and Rio Vista identified for parks, sports facilities, and bike paths; and
- 3) Remove the existing Travis Reserve Area Overlay designation and replace it with the new Travis Security Zone Overlay while increasing the protected area from approximately 7,971 acres to 14,900 acres, where new residential and commercial development would be prohibited and only agriculture, open space, and solar farms, including commercial solar energy facilities, agrisolar, and energy storage systems (if acceptable to Travis AFB) are allowed.

The boundaries and regulations of the New Community, Travis Security Zone, and Rio Vista Parkland would be prohibited from further amendment or modification without a subsequent vote by the residents of Solano County.

Since the existing General Plan land use designation and the restrictions imposed by the County's existing Orderly Growth Initiative do not allow for the development of the New Community, the proposed Initiative proposes to amend the General Plan to allow the New Community's creation including text amendments intended to ensure internal consistency with the proposed General Plan amendments and the new specific plan. The specific plan proposed by the proposed Initiative is its proposed “New Community Specific Plan Zoning District,” which would comprise an entirely new section of the Solano County Zoning Code. This amendment to the Zoning Code would serve as a specific plan and the implementing zoning regulations for the New Community. The modifications to the General Plan and Zoning Code would only apply to land within the proposed Initiative area and would not apply elsewhere in the County.

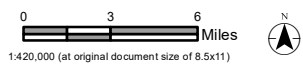




**Notes**  
 1. Coordinate System: NAD 1983 StatePlane California III FIPS 4043 Feet  
 2. Source: ESRI, Stanlec

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- Legend**
- Solano County
  - Municipality
  - Travis Air Force Base Boundary
- Proposed Initiative Area Boundaries**
- New Community
  - Rio Vista Parkland
  - Expanded Travis Security Zone



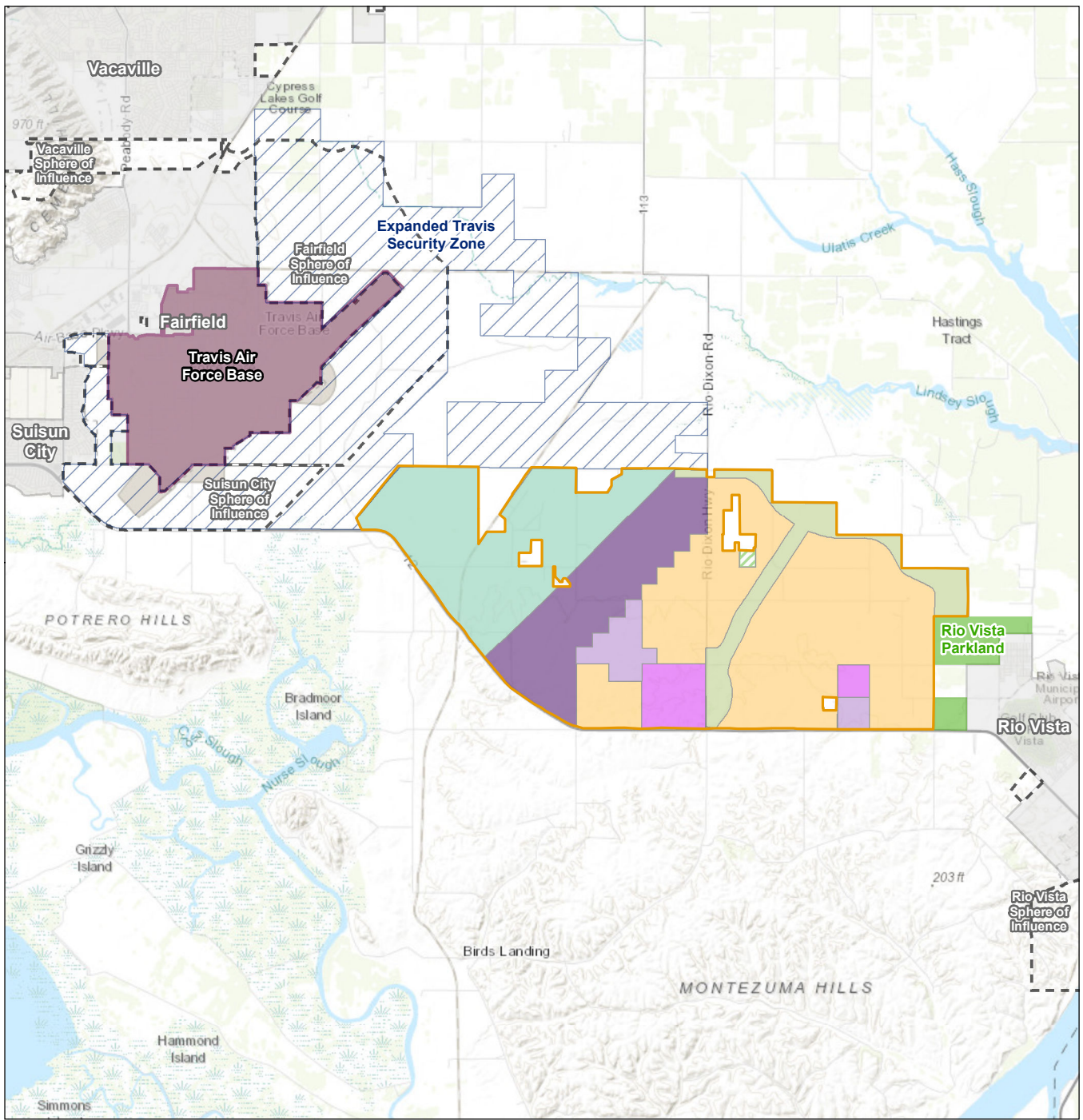
Project Location  
 Solano County, CA

Client/Project  
 Solano County  
 Rezoning of 17,500 acres of Land in East Solano County to Allow the Development of a New Community

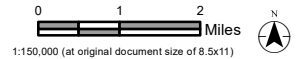
Figure No.  
 1

Title  
**Regional Location**





- Legend**
- Municipality
  - City Sphere of Influence
  - Travis Air Force Base Boundary
  - Proposed Initiative Area Boundaries
  - New Community
  - Rio Vista Parkland
  - Expanded Travis Security Zone
  - New Community Proposed Zoning
  - Commercial Mixed Use
  - Industry and Technology
  - Maker and Manufacturing
  - Existing Conservation and Mitigation Lands
  - Open Space
  - Travis Compatible Infrastructure



**Notes**

1. Coordinate System: NAD 1983 StatePlane California II FIPS 0402 Feet
2. Source: ESRI, Stanlec

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Project Location  
Solano County, CA

Client/Project  
Solano County  
Rezoning of 17,500 acres of Land in East Solano County to Allow the Development of a New Community

Figure No.  
**2**

Title  
**Proposed Initiative Area**

## **REZONING OF 17,500 ACRES OF LAND IN EAST SOLANO COUNTY TO ALLOW THE DEVELOPMENT OF A NEW COMMUNITY**

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Under the proposed Initiative, the development capacity of the County would increase by 40,000 to 160,000 dwelling units, 100,000 to 400,000 residents, and 25,000,000 to 90,000,000 square feet of non-residential development. Additionally, under the proposed Initiative, the New Community would not be allowed to continue residential development beyond 50,000 residents unless and until the New Community has supported the creation of 15,000 jobs in which workers earn at least the annualized equivalent of 125 percent of the average weekly wage in Solano County as confirmed via independent audit. Development of the proposed Initiative area is anticipated to take place over decades and the number of dwelling units, residents, and non-residential development within the County would incrementally increase with buildout of the proposed Initiative area.

The proposed Initiative also proposes ten Voter Guarantees that purport to provide the following outcomes to Solano County communities and residents. The ten Voter Guarantees include:

- Solano Jobs Guarantee
- Solano Homes for All
- Solano Scholarships
- Green Solano
- Solano Downtowns
- Water Guarantee
- Transportation Guarantee
- Schools Guarantee
- Smart Growth Guarantee
- Solano Taxpayer Guarantee

For a full description of the Voter Guarantees, see the full proposed Initiative text provided as Supporting Documentation A. The Voter Guarantees are commitments by the Initiative-proponent to provide funding for community benefits to be offered to existing residents of Solano County including, but not limited to, funding for revitalization of downtowns of incorporated cities, creation of “good paying” local jobs (in which workers earn at least the annualized equivalent of 125 percent of the average weekly wage in Solano County), funding for education opportunities and new local schools; funding for construction of affordable housing, reliable water supplies, creation of clean energy within the County, and funding for transportation infrastructure improvements in the County. In accordance with the proposed Initiative, modifications to the proposed Initiative’s Voter Guarantees as well as the proposed development characteristics, boundaries, and regulations of the New Community, Rio Vista Parkland, and Travis Security Zone would not be allowed without prior approval by the voters. These Voter Guarantees and commitments outlined in the proposed Initiative hold no legal obligations or requirements and are technically unenforceable in the framework of a General Plan or Specific Plan. A Development Agreement would be required between the County and Initiative-proponents to enforce the Voter Guarantees and commitments outlined in the proposed Initiative.

### **1.3 APPROACH**

In order to provide a basis for evaluating how the proposed Initiative might impact Solano County, this 9111 Report examines and compares two development scenarios:



## **REZONING OF 17,500 ACRES OF LAND IN EAST SOLANO COUNTY TO ALLOW THE DEVELOPMENT OF A NEW COMMUNITY**

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- Adopted General Plan – Development in Solano County under the existing adopted General Plan;
- Adopted General Plan with Proposed Initiative – Development in Solano County as envisioned by the proposed Initiative and assuming the County’s General Plan is amended by the proposed Initiative as proposed. The Adopted General Plan with Proposed Initiative development scenario analyzes the impacts for the buildout potential under the proposed Initiative with the Assumed Phase 1 (Phase 1) resulting in 50,000 residents and the Initiative Minimum Buildout (Buildout) resulting in 400,000 residents.

The existing General Plan adopted in 2008 is the County’s governing land use planning and policy document. As such, the analysis contained in this 9111 Report will focus on the potential effects of implementation of the proposed Initiative under the adopted General Plan. The proposed Initiative (page 16) states the development capacity of the New Community under the proposed Initiative would range from 100,000 to 400,000 residents. However, under the proposed Initiative, the New Community shall not be allowed to continue residential development beyond 50,000 residents unless and until the New Community has supported the creation of 15,000 jobs in which workers earn at least the annualized equivalent of 125 percent of the average weekly wage in Solano County. Given the lack of detail provided in the proposed Initiative regarding the phasing of the New Community buildout, the County has assumed the initial phase would be built to 50,000 residents. Therefore, this 9111 Report utilizes 50,000 residents as the Assumed Phase 1 (Phase 1) development scenario with 15,000 jobs, 20,000 dwelling units, and 12,657,000 square feet of non-residential development. The Initiative Minimum Buildout (Buildout) scenario consists of 400,000 residents, 94,200 jobs, 160,000 dwelling units, and 90,000,000 square feet of non-residential development.

This analysis includes an assessment of the potential for development of the New Community that provides new homes and local jobs, expansion of the Travis Security Zone, and creation of the Rio Vista Parkland on lands in east Solano County with a total size of approximately 17,500 acres with buildout of the New Community resulting in 50,000 to 400,000 residents. Uses within the New Community would include residential uses, commercial uses, public parks, public education facilities, job producing uses, and public wastewater, sewer, and storm drain facilities. Under the proposed Initiative, the text of the County’s General Plan would be amended to specify the proposed land uses within the New Community. Development of the proposed Initiative area is anticipated to take place over decades and the number of dwelling units, residents, and non-residential development within the County would incrementally increase with buildout of the proposed Initiative area.

While not all potential development may occur under any of the given scenarios, projecting the maximum allowable development of designated land uses is intended to provide the most thorough analysis of the potential effects of the proposed Initiative on the General Plan. It should be noted, however, that the amount of development at “buildout,” or the maximum allowable development that could be built under a given land use scenario is not anticipated to be completed by the respective General Plan horizon years of 2030. Further, it is important to note that this 9111 Report is not an EIR, nor intended to meet the requirements of the CEQA, and therefore does not contain a CEQA-level analysis of the proposed Initiative’s impact as a change from existing conditions.



## REZONING OF 17,500 ACRES OF LAND IN EAST SOLANO COUNTY TO ALLOW THE DEVELOPMENT OF A NEW COMMUNITY

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While this evaluation is not intended to assess anticipated impacts of all the details of the proposed Initiative (most of which were not available at the time of the analysis), it does highlight important considerations that should be addressed through more detailed analysis if the proposed Initiative is adopted.

### 1.3.1 Definitions of Development

The adopted General Plan describes the various stages of development in the County, and this 9111 Report uses similar definitions to analyze how much development could occur as follows:

- **Development Buildout** is defined as the maximum allowable development that could be built under each scenario.
- **Adopted General Plan Buildout** is defined as the maximum buildout under the adopted General Plan.
- **Adopted General Plan Buildout with Proposed Initiative** is defined as the buildout under the adopted General Plan with the proposed Initiative.
- **Net Increase in Potential Development** is defined as the difference between Current Built/Approved and Development Buildout.

### 1.3.2 Adopted General Plan Designations

The adopted General Plan consists of seven general categories of land use: Natural Resources, Agricultural, Public, Residential, Commercial, Industrial, and Special Purpose Areas. Additionally, the County has several Overlay districts that are in addition to the land use designation. The specific uses within each category are defined in the County General Plan.

The majority of the proposed Initiative area is designated by the County General Plan as Agriculture. Other existing General Plan land use designations within the proposed Initiative area include Lambie Industrial Park Specific Project Area, Park and Recreation, and Urban Commercial. Additionally, portions of the proposed Initiative area have overlay designations that are in addition to the General Plan land use designation. The overlays that are within the proposed Initiative area include County General Plan's Resource Conservation Overlay, Travis Reserve Area Overlay, and Vacaville-Fairfield-Solano Greenbelt Overlay. These existing land use designations currently applicable to the proposed Initiative area are defined as follows:

- **Park and Recreation (PR)** – Provides for public park and recreation areas throughout the County.
- **Agriculture (AG)** – Provides areas for the practice of agriculture as the primary use, including areas that contribute significantly to the local agricultural economy, and allows for secondary uses that support the economic viability of agriculture. Agricultural land use designations protect these areas from intrusion by nonagricultural uses and other uses that do not directly support the economic viability of agriculture. Agricultural areas within Solano County are identified within one



## REZONING OF 17,500 ACRES OF LAND IN EAST SOLANO COUNTY TO ALLOW THE DEVELOPMENT OF A NEW COMMUNITY

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of 10 geographical regions. Within these regions, uses include both irrigated and dryland farming and grazing activities. Agriculture-related housing is also permitted within areas designated for agriculture to provide farm residences and necessary residences for farm labor housing.

- **Urban Commercial (UC)** – Provides for retail and nonretail commercial areas within cities' municipal service areas. Uses include retail and business and professional uses.

The densities provided (0-0.5 floor area ratio [FAR]) are approximate ranges found within Solano County city general plans. Refer to the appropriate city general plan for specific applicable commercial designations and FAR range.

- **Specific Project Area (SP)** – Provides for future development after adoption of a specific plan, policy plan, or completion of special plans and studies. This designation is applied to areas where future development and conservation objectives are not fully defined in the General Plan and are subject to additional planning studies.

The following areas are identified as Specific Project Areas on the General Plan land use diagram.

- Middle Green Valley – Uses consistent with Residential, Natural Resource, or Agricultural designations. Specific Plan required.
- Lambie Industrial Park – Uses consistent with the General Industrial designation. Specific Plan or Policy Plan Overlay required.
- North Vacaville Limited Industrial Area – Uses consistent with the Limited Industrial designation. This area is intended to accommodate large-scale users that cannot be accommodated in city industrial areas and other uses that may not be compatible with city industrial areas. Specific Plan or Policy Plan Overlay required.
- **Vacaville-Fairfield-Solano Greenbelt Overlay (VFS)** – Identifies the area of Solano County subject to the Vacaville-Fairfield-Solano Greenbelt Authority agreement. This overlay identifies that area between Vacaville and Fairfield to provide a permanent separation between the urban areas of Fairfield and Vacaville and maintain the area in agriculture and open space uses consistent with the provisions of the agreement.
- **Travis Reserve Area (TRA)** – Protects the land within the overlay for continued agriculture, grazing, and non-avian habitat uses until a military or airport use is proposed. No residential uses will be permitted. Provides for future expansion of Travis Air Force Base and support facilities for the base. If the status of the base changes, the construction of nonmilitary airport and support uses may be permitted.
- **Resource Conservation Overlay (RCO)** - Identifies and protects areas of the County with special resource management needs. This designation recognizes the presence of certain important natural resources in the County while maintaining the validity of underlying land use designations. The overlay protects resources by (1) requiring study of potential effects if



# REZONING OF 17,500 ACRES OF LAND IN EAST SOLANO COUNTY TO ALLOW THE DEVELOPMENT OF A NEW COMMUNITY

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development is proposed in these locations, and (2) providing mitigation to support urban development in cities.

Resources to be protected through this overlay are those identified through technical studies as the highest priority areas within the habitat conservation planning process. Conservation measures used to achieve the County's resource goals vary based on the targeted resource. Removal of a Resource Conservation Overlay from a subject property may be possible through a General Plan amendment.

## 1.4 SCENARIOS ANALYZED IN THIS REPORT

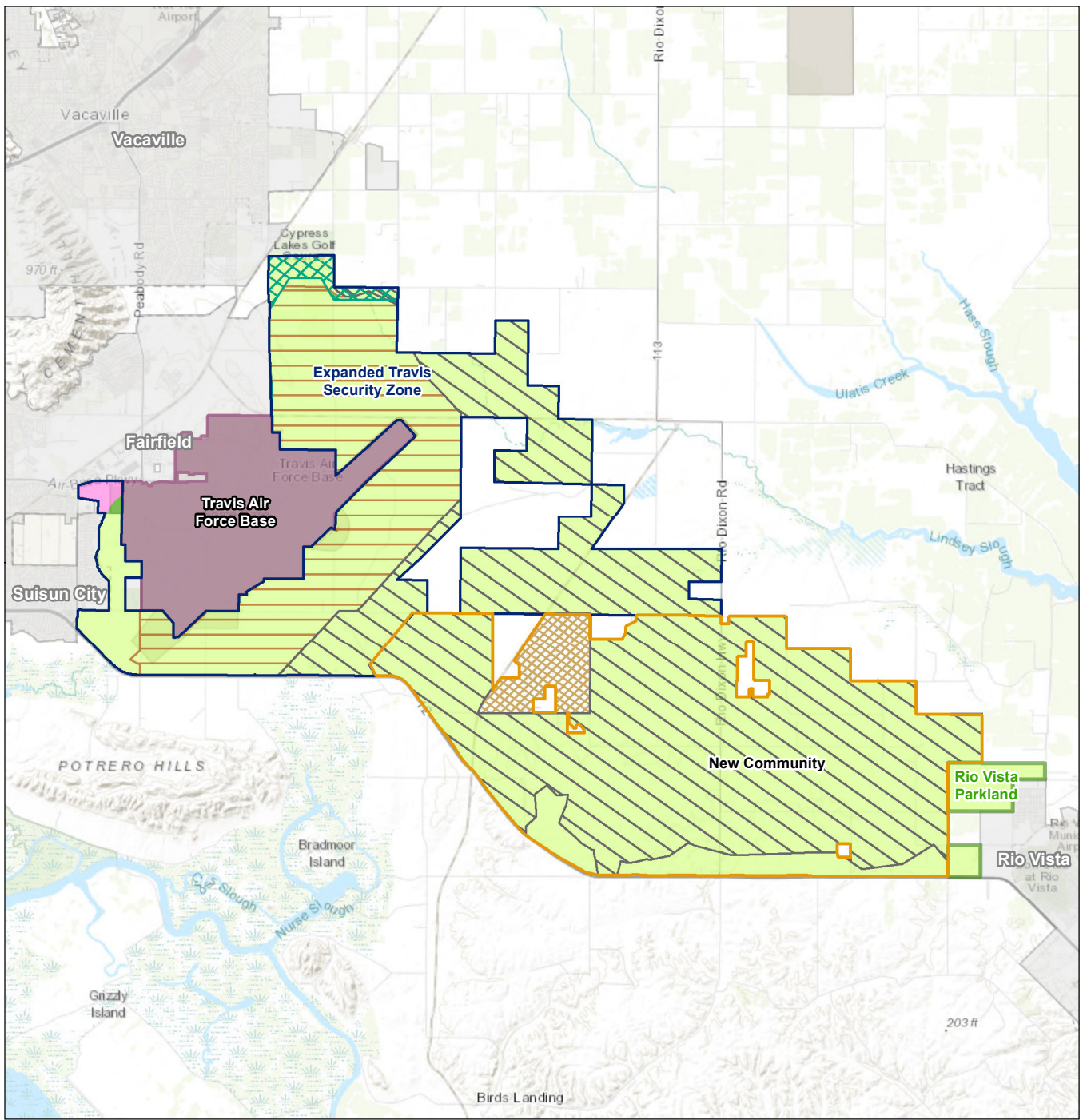
As noted above, this 9111 Report considers the effects of implementation of both the adopted General Plan, with and without the proposed Initiative. As such, two potential development scenarios are evaluated herein:

- Adopted General Plan – Development in the County under the existing, adopted General Plan.
- Adopted General Plan with Proposed Initiative – Amendment and implementation of adopted General Plan per the proposed Initiative. The Adopted General Plan with Proposed Initiative development scenario would analyze the impacts for the buildout potential under the proposed Initiative with Phase 1 resulting in 50,000 residents and Buildout resulting in 400,000 residents.

### 1.4.1 Adopted County General Plan

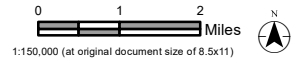
The County's General Plan is a guide for both land development and conservation in the unincorporated portions of the County through 2030 and all land use approvals must be consistent with the County's General Plan. The General Plan Land Use Map identifies land uses for the area within the Planning Boundary of the County's General Plan which comprises approximately 484,001 unincorporated acres of the total 582,392 acres in the County. The remaining 98,458 acres are located within the seven incorporated cities within the County. Historically, the County has not provided public water or sewer service for development in the unincorporated areas; therefore, consistent with the long-standing County policy that "What is urban shall be municipal," most residential, commercial, and industrial development in the County has been in incorporated areas. About 70 percent of unincorporated County land is in agricultural use, with about 20 percent in some type of undeveloped natural resource land use. Approximately 1.5 percent of unincorporated County land is in residential use while industrial and commercial land uses account for less than one percent of County land. Figure 3 shows the Countywide land use designations for the proposed Initiative area under the General Plan.





**Legend**

- Municipality
- Travis Air Force Base Boundary
- Proposed Initiative Area**
- New Community Boundary
- Rio Vista Parkland
- Expanded Travis Security Zone
- Agriculture
- Park and Recreation
- Urban Commercial
- Specific Project Area (Lambie Industrial Park)
- Resource Conservation Overlay
- Vacaville-Fairfield-Solano Greenbelt
- Travis Reserve Area



**Notes**  
 1. Coordinate System: NAD 1983 StatePlane California II FIPS 4042 Feet  
 2. Source: ESRI, Stanlec

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Project Location  
 Solano County, CA

Client/Project  
 Solano County  
 Rezoning of 17,500 acres of Land in East Solano County to Allow the Development of a New Community

Figure No.  
**3**

Title  
**Existing Solano County General Plan Land Use**

## REZONING OF 17,500 ACRES OF LAND IN EAST SOLANO COUNTY TO ALLOW THE DEVELOPMENT OF A NEW COMMUNITY

Elections Code 9111 Report  
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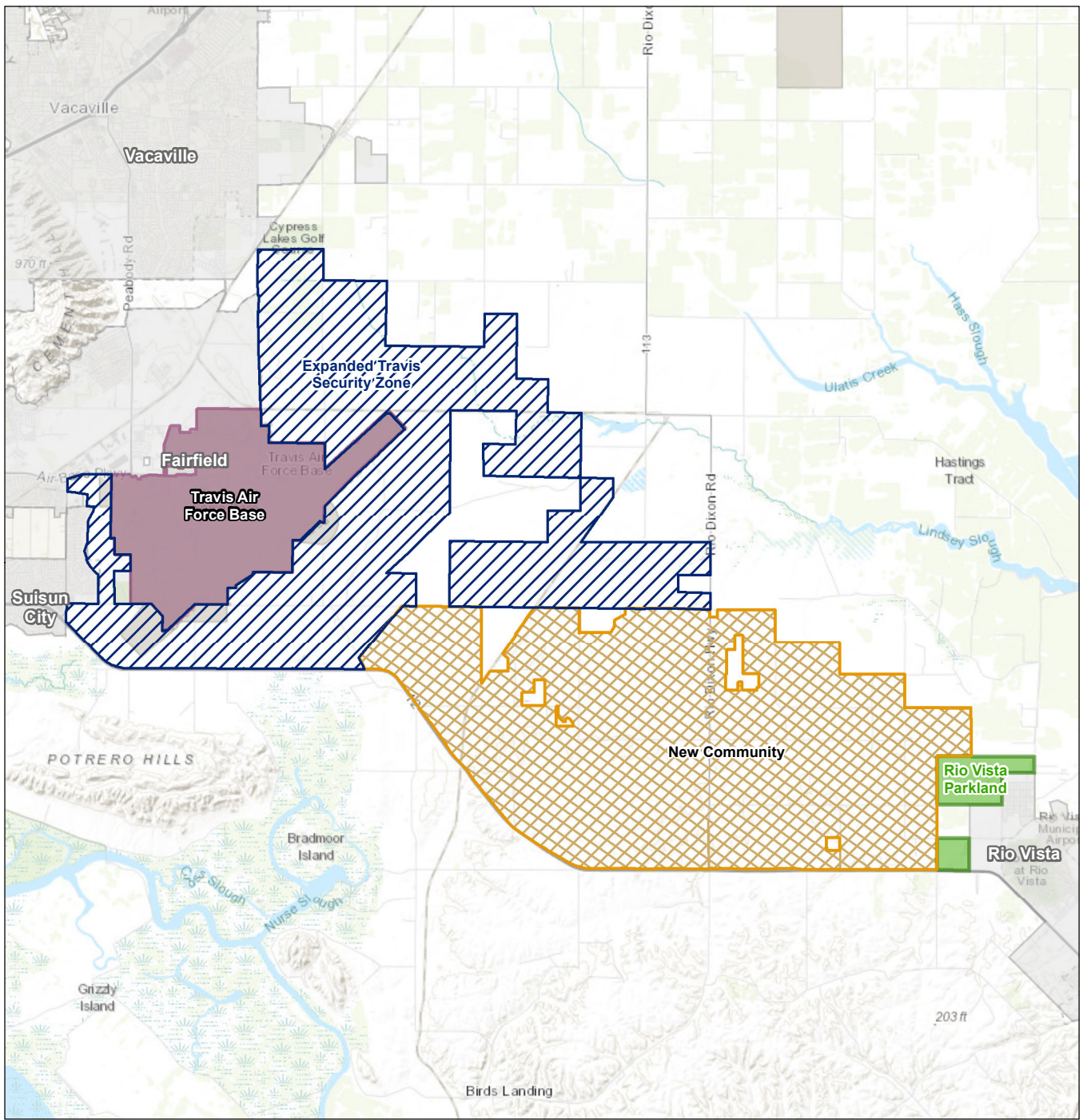
### 1.4.2 Adopted County General Plan with Proposed Initiative

Development patterns under the adopted General Plan with implementation of the proposed Initiative would result in establishment of a New Community (and associated specific plan), Rio Vista Parkland, and Travis Security Zone. With the proposed Initiative, an 17,500-acre area of land within unincorporated County would be designated and constructed as a New Community intended to provide new homes and local jobs. Additionally with the proposed Initiative, the Travis Security Zone would be created whereby the existing Travis Reserve Area would be expanded from 7,971 acres to 14,900 acres within which new residential and commercial community development is prohibited, and only agriculture, open space, and solar farm uses including commercial solar energy facilities, agrisolar, and energy storage systems (if acceptable to Travis AFB) would be allowed. The proposed Initiative would also create the Rio Vista Parkland, an open space buffer of approximately 712 acres located between the New Community and Rio Vista to preserve the land while also creating a shared open space resource with parks, sports facilities, and bike paths to benefit both communities.

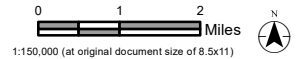
The proposed Initiative (page 16) would add that following enactment of the proposed Initiative, the New Community would be added as a Specific Project Area to the County General Plan's Special Purpose Area with the New Community consisting of approximately 17,500 acres with an anticipated development capacity of 40,000 to 160,000 dwelling units, 100,000 to 400,000 residents, and 25,000,000 to 90,000,000 square feet of non-residential development. However, under the proposed Initiative, the New Community shall not be allowed to continue residential development beyond 50,000 residents unless and until the New Community has supported the creation of 15,000 jobs in which workers earn at least the annualized equivalent of 125 percent of the average weekly wage in Solano County. Although the proposed Initiative does not provide any information regarding phasing for buildout of the New Community and describes the minimum development capacity of the New Community to be 100,000 residents, the New Community's buildout to 50,000 residents triggers the 15,000 new jobs guarantee described in the proposed Initiative. Therefore, this 9111 Report utilizes 50,000 residents as the Phase 1 scenario with 15,000 jobs, 20,000 dwelling units, and 12,657,000 square feet of non-residential development. The Buildout scenario consists of 400,000 residents, 94,200 jobs, 160,000 dwelling units, and 90,000,000 square feet of non-residential development. Figure 4 shows the General Plan land use designations for the proposed Initiative area with the establishment of the proposed Initiative.







- Legend**
- Municipality
  - Travis Air Force Base Boundary
  - Proposed Initiative Area Boundaries**
  - New Community
  - Rio Vista Parkland
  - Expanded Travis Security Zone
  - Solano County General Plan Land Use with Proposed Initiative**
  - Specific Project Area
  - Rio Vista Parkland
  - Expanded Travis Security Zone



1:150,000 (at original document size of 8.5x11)

**Notes**  
 1. Coordinate System: NAD 1983 StatePlane California II FIPS 0402 Feet

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Project Location  
 Solano County, CA

Client/Project  
 Solano County  
 Rezoning of 17,500 acres of Land in East Solano County to Allow the Development of a New Community

Figure No.  
**4**

Title  
**Solano County General Plan  
 Land Use with Proposed  
 Initiative**

**REZONING OF 17,500 ACRES OF LAND IN EAST SOLANO COUNTY TO ALLOW THE DEVELOPMENT OF A NEW COMMUNITY**

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**1.5 DEVELOPMENT CAPACITY OF PROPOSED INITIATIVE**

Table 1-1 below provides a comparison of future development that could occur on unincorporated County lands under the scenarios described above. Table 1-1 shows the potential development of County lands that could occur under the adopted General Plan and the adopted General Plan with the proposed Initiative. Table 1-1 also shows the change in acres, dwelling units, and square feet that would occur with implementation of the proposed Initiative.

**Table 1-1: Comparison of Estimated Development Capacity for Adopted General Plan and Adopted General Plan with Proposed Initiative**

Land Use	Countywide								
	Adopted General Plan			Adopted General Plan w/ Proposed Initiative			Change w/ Proposed Initiative		
	Acres <sup>1</sup>	Dwelling Units	Non-Residential Square Feet	Acres <sup>1</sup>	Dwelling Units	Non-Residential Square Feet	Acres <sup>1</sup>	Dwelling Units	Non-Residential Square Feet
Water Bodies and Courses	37,823	--	--	37,823	--	--	--	--	--
Park and Recreation	2,031	--	--	2,004	--	--	(27)	--	--
Marsh	65,679	--	--	65,679	--	--	--	--	--
Rio Vista Parkland	--	--	--	712	--	--	712	--	--
<b>Subtotal Natural Resource Designations</b>	<b>105,533</b>	--	--	<b>106,218</b>	--	--	<b>685</b>	--	--
Watershed	36,748	80	--	36,748	80	--	--	--	--
Agriculture	316,062	1,821	1,192,784	283,971	1,636	1,071,676	(32,091)	(185)	(121,108)
<b>Subtotal Agricultural Designations</b>	<b>352,810</b>	<b>1,901</b>	<b>1,192,784</b>	<b>320,719</b>	<b>1,716</b>	<b>1,071,676</b>	<b>(32,091)</b>	<b>(185)</b>	<b>(121,108)</b>
Public/Quasi-Public	1,781	--	--	1,781	--	--	--	--	--
<b>Subtotal Public Designations</b>	<b>1,781</b>	--	--	<b>1,781</b>	--	--	--	--	--
Rural Residential	13,404	2,573	--	13,404	2,573	--	--	--	--
Traditional Community - Residential	1,153	1,960	--	1,153	1,960	--	--	--	--
Traditional Community – Mixed Use	145	65	393,548	145	65	393,548	--	--	--
Urban Residential	1,425	5,674	--	1,425	5,674	--	--	--	--
<b>Subtotal Residential Designations</b>	<b>16,127</b>	<b>10,272</b>	<b>393,548</b>	<b>16,127</b>	<b>10,272</b>	<b>393,548</b>	--	--	--
Neighborhood Commercial	8	--	32,943	8	--	32,943	--	--	--



# REZONING OF 17,500 ACRES OF LAND IN EAST SOLANO COUNTY TO ALLOW THE DEVELOPMENT OF A NEW COMMUNITY

Elections Code 9111 Report  
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Land Use	Countywide								
	Adopted General Plan			Adopted General Plan w/ Proposed Initiative			Change w/ Proposed Initiative		
	Acres <sup>1</sup>	Dwelling Units	Non-Residential Square Feet	Acres <sup>1</sup>	Dwelling Units	Non-Residential Square Feet	Acres <sup>1</sup>	Dwelling Units	Non-Residential Square Feet
Commercial Recreation	160	--	54,142	160	--	54,142	--	--	--
Service Commercial	88	--	394,221	88	--	394,221	--	--	--
Highway Commercial	150	--	695,942	150	--	695,942	--	--	--
Urban Commercial	646	--	3,072,180	501	--	2,382,604	(145)	--	(689,576)
<b>Subtotal Commercial Designations</b>	<b>1,052</b>	<b>--</b>	<b>4,249,428</b>	<b>907</b>	<b>--</b>	<b>3,559,852</b>	<b>(145)</b>	<b>--</b>	<b>(689,576)</b>
General Industrial	41	--	11,584	41	--	11,584	--	--	--
Limited Industrial	716	--	1,071,755	716	--	1,071,755	--	--	--
Water Dependent Industrial	1,406	--	587,924	1,406	--	587,924	--	--	--
Urban Industrial	407	--	1,911,425	407	--	1,911,425	--	--	--
<b>Subtotal Industrial Designations</b>	<b>2,570</b>	<b>--</b>	<b>3,582,688</b>	<b>2,570</b>	<b>--</b>	<b>3,582,688</b>	<b>--</b>	<b>--</b>	<b>--</b>
Specific Project Area	3,799	418	1,701,889	2,701	418	1,210,003	(1,098) <sup>2</sup>	--	(491,886)
Urban Project Areas	328	2,200	491,233	328	2,200	491,233	--	--	--
New Community	--	--	--	17,500	160,000	90,000,000	17,500	160,000	90,000,000
<b>Subtotal Special Purpose Areas</b>	<b>4,127</b>	<b>2,618</b>	<b>2,193,122</b>	<b>20,529</b>	<b>162,618</b>	<b>91,701,236</b>	<b>16,402</b>	<b>160,000</b>	<b>89,508,114</b>
<b>TOTAL Unincorporated Area</b>	<b>484,000</b>	<b>17,791</b>	<b>11,611,570</b>	<b>468,851</b>	<b>174,606</b>	<b>100,309,000</b>	<b>(15,149)</b>	<b>159,815</b>	<b>88,697,430</b>
<b>Overlays (Not Counted in Total)</b>									
Vacaville-Fairfield-Solano Greenbelt	4,073	--	--	3,645	--	--	(428)	--	--
Travis Reserve Area	7,971	--	--	0	--	--	(7,971)	--	--
Travis Security Zone	--	--	--	15,250	--	--	15,250	--	--
Agricultural Reserve Overlay	21,734	--	--	21,734	--	--	--	--	--
Tri-City/County Cooperative Planning Area	9,968	--	--	9,968	--	--	--	--	--
Resource Conservation Overlay	217,753	--	--	196,010	--	--	(21,743)	--	--

Notes:



# REZONING OF 17,500 ACRES OF LAND IN EAST SOLANO COUNTY TO ALLOW THE DEVELOPMENT OF A NEW COMMUNITY

Elections Code 9111 Report  
Introduction and Report Background

Land Use	Countywide								
	Adopted General Plan			Adopted General Plan w/ Proposed Initiative			Change w/ Proposed Initiative		
	Acres <sup>1</sup>	Dwelling Units	Non-Residential Square Feet	Acres <sup>1</sup>	Dwelling Units	Non-Residential Square Feet	Acres <sup>1</sup>	Dwelling Units	Non-Residential Square Feet

<sup>1</sup> Acreages are approximate and have been rounded to the nearest whole number.

<sup>2</sup> Acreage represents the Lambie Industrial Park Specific Project Area.

<sup>3</sup> Numbers shown in parentheses represent a decrease.

Source: Solano County 2008

Table 1-1 above outlines the estimated development capacity that would result under the County’s Adopted General Plan with a buildout year of 2030 and compares it to the change in estimated development capacity that would occur with approval of the proposed Initiative resulting in development of the New Community, Rio Vista Parkland, and the Travis Security Zone. This table uses Table LU-3 in the Land Use Element of the County General Plan modified to visualize the changes in total acreage, dwelling units, and non-residential square feet for individual General Plan Land Use designations that would occur with approval of the proposed Initiative. As shown above, there would be an increase of 685 acres designated under Natural Resource Designations, a decrease of 32,091 acres designated under Agriculture Designations, a decrease of 21,743 acres in the Resource Conservation Overlay, a decrease of 145 acres designated under Commercial Designations, and an increase of 16,402 acres designated under Special Purpose Area designations. Under the Adopted General Plan with Proposed Initiative, the total estimated development capacity in unincorporated Solano County would be 174,600 dwelling units and 100,309,000 non-residential square feet, which would be an increase in estimated development capacity identified in the County General Plan for the year 2030 by 159,815 dwelling units and 88,697,430 non-residential square feet. As such, the proposed Initiative would result in a significant increase of potential residential and non-residential uses within unincorporated County.

## 1.5.1 Comparison of Countywide Resident and Employee Population

Table 1-2 below presents the total population and employee growth that would occur under the adopted General Plan versus under the General Plan with implementation of the proposed Initiative. As shown in Table 1-2, overall population and employee growth would increase under the proposed Initiative.

**Table 1-2: Comparison of Countywide Population and Employee Population at Development Buildout for Adopted General Plan and Adopted General Plan with Proposed Initiative**

Population and Employees at Development Buildout	Countywide				
	Adopted General Plan	Adopted General Plan w/ proposed Initiative (Phase 1)	Change w/ proposed Initiative (Phase 1)	Adopted General Plan w/ proposed Initiative (Buildout)	Change w/ proposed Initiative (Buildout)
Population	39,109	89,109	50,000	439,109	400,000
Employees	5,110	21,110	15,000	99,310	94,200



# REZONING OF 17,500 ACRES OF LAND IN EAST SOLANO COUNTY TO ALLOW THE DEVELOPMENT OF A NEW COMMUNITY

Elections Code 9111 Report  
Existing Land Uses and Conditions

## 2.0 EXISTING LAND USES AND CONDITIONS

### 2.1 PROJECT LOCATION

The proposed Initiative area, which includes the New Community, the Travis Security Zone, and the Rio Vista Parkland areas, lies within unincorporated Solano County, generally east of Fairfield/Suisun City/Travis AFB, north of Highway 12, and west of Rio Vista. The proposed Initiative area includes the approximately 17,500-acre New Community, 6,929-acre expansion of the Travis Security Zone, and 712-acre Rio Vista Parkland planning areas proposed by the proposed Initiative. The proposed New Community area includes several inholdings that are not owned or controlled by the Initiative-proponents. Within the New Community boundary, there would be four areas of land that would be located within the New Community area but would not be included within the boundary of the New Community. This would result in the creation of four "islands." The four islands total approximately 256 acres and consist of the following: 1) one 60-acre island located within the County's Lambie Industrial Park Specific Project Area developed as an existing established agricultural fertilizer and soil amendment producer; 2) one 150-acre island consisting of a combination of land that is owned by the County (100 acres), the City of Fairfield (5 acres), and the Fairfield Housing Authority (45 acres), acquired for the purpose of preserving natural wildlife and habitat for mitigation wetlands that must be preserved in perpetuity; 3) one approximately 20-acre island owned by the State of California and utilized as Delta Conservation Camp #8, which is a joint facility operated by California Department of Corrections and Rehabilitation (CDCR) and California Department of Forestry and Fire Protection (CAL FIRE) to house incarcerated crews to support fire suppression and conservation projects; and 4) one approximately 26-acre island privately owned and utilized for rural residential purposes. The four islands would not be subject to the provisions in the proposed Initiative and would not be served by any services provided as a result of implementation of the proposed Initiative nor would it receive any of the benefits described in the proposed Initiative. See Figure 2 for the locations of the islands within the New Community area. Except for those parcels of land protected by mitigation deed restrictions, the creation of islands within the New Community area could result in future impacts if the islands were to be developed with land uses that require utility and infrastructure services. As the islands would not be subject to the service provisions of the New Community, development within the islands would be required to provide its own utility and infrastructure services separate from the New Community. The creation of islands within the New Community area would not promote efficient service delivery and the boundaries of the New Community and subsequent islands created within the area would not make sense from a service delivery standpoint for current and future growth. The proposed Initiative would result in inefficient land use patterns in the area. Current LAFCO law encourages annexation of islands to promote greater efficiency in providing services to areas and discourages the creation of islands that are surrounded by development. The proposed Initiative would result in illogical boundaries and difficulty and confusion in the delivery of municipal services to the area.

In addition to the substantial amount of land located within the proposed Initiative area, the Initiative-proponents have reportedly purchased or controls a total of approximately 62,383 acres in Eastern Solano County, between Fairfield/Suisun City and Rio Vista. This estimate is based on recorded land



## **REZONING OF 17,500 ACRES OF LAND IN EAST SOLANO COUNTY TO ALLOW THE DEVELOPMENT OF A NEW COMMUNITY**

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purchases and other lands included in their Initiative (LSA 2024). These lands located outside of the Initiative area but owned or controlled by the Initiative-proponents are not included and would not be developed under the proposed Initiative.

### **2.2 GENERAL PLAN AND ZONING DESIGNATIONS**

Much of the proposed Initiative area is designated by the County General Plan as Agriculture and is located within the County General Plan's Resource Conservation Overlay area. A majority of the Lambie Industrial Park Specific Project Area is located within the New Community. A small portion of the lands identified for inclusion in the new Travis Security Zone located between Travis AFB and the Cities of Fairfield and Suisun City is designated Park and Recreation and Urban Commercial by the County's General Plan. Additionally, a small northern portion of the area identified for inclusion in the new Travis Security Zone located to the north of Travis AFB and east of the Cities of Fairfield and Vacaville is located within the County General Plan's Vacaville-Fairfield-Solano Greenbelt Overlay. See Figure 3 for a map of the existing General Plan designations of the proposed Initiative area. The majority of the proposed Initiative area is zoned Exclusive Agriculture with the Lambie Industrial Park Specific Project Area and a small portion of the area identified for inclusion in the new Travis Security Zone zoned for general manufacturing uses. The existing County zoning for the New Community area includes 16,384 acres of land zoned Exclusive Agriculture and 1,046 acres zoned Manufacturing General.

The proposed Initiative would result in changes to the existing land use designations and zoning of the proposed Initiative area. See Figure 4 for a map of the proposed General Plan Land Use under the proposed Initiative. The proposed Initiative would amend the County General Plan Land Use designations to include three new land use designations: New Community, Rio Vista Parkland, and Travis Security Zone. The New Community land use designation would be included as a new Special Purpose Area – Specific Project Area, Rio Vista Parkland land use designation would be added as a new Natural Resource Designation, and Travis Security Zone would be added as a new land use overlay designation. Additionally, the proposed Initiative would amend the County Code to establish six new zoning districts for the County. The specific plan proposed by the proposed Initiative is its proposed “New Community Specific Plan Zoning District,” which would be an entirely new section of the Solano County Zoning Code. This amendment to the Zoning Code would serve as a specific plan and the implementing zoning regulations for the New Community. The new zoning designations established by the proposed Initiative would include Commercial Mixed Use (CMU), Industry & Technology (IT), Maker & Manufacturing (MM), Neighborhood Mixed Use (NMU), Open Space (OS), and Travis Compatible Infrastructure (TCI). As shown in Table 2-1 below, the proposed Initiative proposes the following land distribution for each zoning district: 731 acres of CMU; 2,615 acres of IT; 638 acres of MM, 7,248 acres of NMU; 1,368 acres of OP; and 4,015 acres of TCI. Additionally, the New Community area includes approximately 779 acres of roads and right of ways (ROW) and 37 acres of existing conservation and mitigation lands. The roadway and ROW acreage assumptions include existing and proposed roadways and ROWs. See Figure 2 for a map of the proposed zoning distribution within the New Community. Based on the figures provided within the proposed Initiative, it is anticipated that residential uses would be located within the southern and eastern portion of the New Community with commercial and industrial uses being in the northern and western portion of the New Community.



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**Table 2-1: Existing and Proposed Zoning within New Community Area**

Zoning Designation	Acres
<b>Existing Zoning</b>	
Exclusive Agriculture (A-160)	16,383.5
Manufacturing General (MG-3)	1,046.3
<b>Total</b>	<b>17,429.8</b>
<b>Proposed New Community Zoning</b>	
Commercial Mixed Use (CMU)	731.4
Industry & Technology (IT)	2,614.6
Maker & Manufacturing (MM)	637.8
Neighborhood Mixed Use (NMU)	7,248.0
Open Space (OS)	1,367.6
Travis Compatible Infrastructure (TCI)	4,015.3
Road/ROW	778.5
Existing Conservation and Mitigation Lands	36.5
<b>Total</b>	<b>17,429.8</b>

Most of the Lambie Industrial Park Specific Project Area within the New Community is zoned for TCI in the New Community Specific Plan approved by the voters in proposed Initiative. The TCI zone is intended to further protect the mission and operations of Travis AFB by prohibiting residential, commercial, recreational, or other development except for infrastructure including for example, solar farms, energy storage, water, stormwater, wastewater, solid waste, information communications technology, and transportation infrastructure utilizing location, technology, and design acceptable to Travis AFB and agricultural and habitat uses authorized in the Travis Security Zone. Infrastructure and municipal services for the portion of the Lambie Industrial Park Specific Project Area in the New Community would be provided as part of the specific plan, which would facilitate the long-delayed creation of job-creating employment opportunities in this portion of the Specific Project Area at no cost to taxpayers living outside the New Community. The remainder of the Lambie Industrial Park Area would remain designated as a Specific Project Area, requiring the preparation of a separate specific plan describing a comprehensive approach to development, environmental, and infrastructure uses (roadway access in particular) before any development could occur in the portions of the Lambie Industrial Park Area outside of the New Community.

**2.3 EXISTING CONDITIONS**

The majority of the proposed Initiative area is undeveloped or used for agricultural purposes. Existing developments located within the proposed Initiative area include farms, rural residential uses, and industrial and manufacturing uses. State Highway 12 runs along the southern boundary of the New Community. Additionally, State Highway 113 runs through the center of the New Community in a north/south direction.



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## 2.4 SURROUNDING LAND USES

The proposed Initiative area is in the unincorporated County land where existing developments are sparsely located (Figure 2). Lands to the north and south of the proposed Initiative area are agricultural. To the east of the proposed Initiative area lies the City of Rio Vista. The Travis AFB, and the Cities of Suisun City and Fairfield lie to the west of the proposed Initiative area. The Sacramento River and Sacramento River Deep Water Canal are located approximately four miles east of the proposed Initiative area's eastern boundary. The Sacramento-San Joaquin Delta is located immediately north and east of the proposed project boundary. Suisun Marsh is located on the southwestern boundary of the Project. Lindsey Slough is located to the north of the proposed Initiative area identified for the New Community with Lindsey Slough being located adjacent to the east of a portion of the area identified for the new Travis Security Zone boundary.

### 2.4.1 Travis Air Force Base

Dramatic land use changes proposed in the Initiative could have significant impacts to the mission and operational capabilities executed at Travis AFB. The County's General Plan has long designated land south and east of the base for agricultural land uses. One of the important geographic elements to the base is the adjacency and access to large expanses of open space that allows for diverse flight training approaches and operations. The New Community specific plan would significantly change this dynamic. The specific plan would introduce unique constraints driven by [FAA, noise abatement requirements, etc.] that have not been present at Travis AFB historically. The Initiative-proponents have sufficient holdings to shift the plan further south but chose not to make that change. Historically, urban encroachments of this nature had negative consequences on similar installations throughout the country.

Beyond encroachment, there is also a high probability base access and security could be directly impacted by developments within the New Community. The effects of traffic build up on Highway 12 and other roadways serving the base could impede prompt and efficient movement for equipment and personnel on and off the installation.





# REZONING OF 17,500 ACRES OF LAND IN EAST SOLANO COUNTY TO ALLOW THE DEVELOPMENT OF A NEW COMMUNITY

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Analysis of Proposed Initiative Implementation

## 3.0 ANALYSIS OF PROPOSED INITIATIVE IMPLEMENTATION

### 3.1 INTRODUCTION

This chapter contains an analysis of the potential effects and impacts associated with implementation of the proposed Initiative for the following topical areas:

- Land Use and Housing
- Consistency with County Plans
- Transportation Infrastructure and Funding
- Public Utilities, Services, and Amenities
- Agriculture/Open Space/Vacant Lands
- Fiscal and Economic Development

As noted previously, for the purpose of this analysis, it is assumed that no new development will take place outside of the proposed Initiative area with the passage of the proposed Initiative that is not otherwise permitted under the existing General Plan. While not all potential development in the New Community may occur under any of the given scenarios analyzed in this 9111 Report, projecting the maximum allowable development by land use is intended to provide the most thorough analysis of the potential effects of the proposed Initiative on the General Plan.

While this evaluation is not intended to assess anticipated impacts of all the details of the proposed Initiative (most of which were not available at the time of the analysis) nor does it analyze any information about the potential development that has been publicized or announced since the submission of the proposed Initiative on February 14, 2024 since such information is not officially contained in the proposed Initiative, it does highlight important considerations that should be addressed through more detailed analysis if the proposed Initiative proceeds.

### 3.2 LAND USE AND HOUSING

Because the Initiative proposes amending the County's General Plan, this report considers its effects on land use and housing. A key focus of the analysis is the proposed Initiative's effect on the consistency of the proposed Initiative with the County's land use policies and programs. It also evaluates how the proposed Initiative could affect use of land for housing, impact the availability and location of housing, and potentially impair the County's ability to meet its regional housing needs if the proposed Initiative results in substantial changes to the General Plan that would result in a decrease in residential land uses throughout the County.



# REZONING OF 17,500 ACRES OF LAND IN EAST SOLANO COUNTY TO ALLOW THE DEVELOPMENT OF A NEW COMMUNITY

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Analysis of Proposed Initiative Implementation

## 3.2.1 Background

California law requires every city and county in the State to adopt a general plan with policies and objectives to guide land use and development. The law requires that the general plan be comprehensive, forward-looking, and internally consistent, and requires that all zoning regulations, capital planning, and individual land use decisions be consistent with that general plan.

The General Plan helps ensure that each land use decision is made in the best interest of the County's long-term future. The goals, policies, and implementing actions contained in the General Plan establish clear community priorities and development policies to ensure the protection of public health, safety and welfare, and future community goals while respecting the needs of individual property owners and businesses in the County. Some of the County's General Plan policies are quite specific, establishing minimum parcel sizes and allowable land uses within the various land use designations, while others are more general. The General Plan designates three Specific Project Areas where the County will use a specific plan or policy plan overlay to guide development within the area. The three designated Specific Project Areas: Middle Green Valley, Lambie Industrial Park, and North Vacaville Limited Industrial Area. A majority of the Lambie Industrial Park Specific Project Area is located within the proposed Initiative area, specifically within the area identified for the New Community.

Solano County last prepared a comprehensive update to its General Plan in November 2008. Since then, the Public Health and Safety Element was updated and adopted in its entirety in 2015 as well as the Housing Element which was updated and certified in 2024 along with nine other targeted General Plan Amendments, the most recent of which took place in December 2023, as of the date of this report. The proposed Initiative would further revise the General Plan through amendments to the General Plan that would affect the development intensity and pattern of development of County lands.

The proposed Initiative's effect on consistency is analyzed below in relationship to land use and housing.

## 3.2.2 Countywide Development

Implementation of the proposed Initiative would modify countywide development of unincorporated lands. The proposed Initiative would modify land use designations established under the adopted General Plan and would result in modifications to the goals and policies of the General Plan. The proposed Initiative's impacts related to consistency with the County's General Plan are discussed below in Section 3.3.

Implementation of the proposed Initiative would result in increased residential and non-residential development in the County. The following analysis is based on the comparison of the type and extent of development that would occur under the development scenarios as depicted in Table 1-1 in Chapter 1.

The existing County zoning for the New Community area includes 16,384 acres of land zoned Exclusive Agriculture and 1,046 acres zoned Manufacturing General. Under implementation of the proposed Initiative, the New Community would establish six new zoning districts which include: Commercial Mixed Use (CMU), Industry & Technology (IT), Maker & Manufacturing (MM), Neighborhood Mixed Use (NMU), Open Space (OS), and Travis Compatible Infrastructure (TCI) with various acreages delineated in the table below. Additionally, the New Community area includes approximately 778.5 acres of roads and ROW and 36.5 acres of existing conservation and mitigation lands. The roadway and ROW acreage



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assumptions include existing and proposed roadways and ROWs. See Table 2-1 for a breakdown of the existing and proposed new zoning districts and corresponding acreage within the New Community area.

Implementation of the proposed Initiative would result in a net increase in the total number of acres available for non-residential development, and therefore an increase in the square footage of non-residential land uses under the General Plan. As identified above, under implementation of the proposed Initiative, the New Community would establish six new zoning districts which include: Commercial Mixed Use (CMU), Industry & Technology (IT), Maker & Manufacturing (MM), Neighborhood Mixed Use (NMU), Open Space (OS), and Travis Compatible Infrastructure (TCI). All six of the new zoning districts would allow non-residential development. Development under the proposed Initiative would result in a development capacity increase of 90,000,000 square feet of non-residential development within unincorporated County and the County would have a total non-residential development capacity of 100,309,000 square feet.

Under the proposed Initiative, the New Community would not be allowed to continue residential development beyond 50,000 residents unless and until the New Community has supported the creation of a sufficient number of local jobs, as described in the proposed Initiative.

### **3.2.3 Housing Element**

California local governments are required to prepare and adopt a Housing Element as part of their General Plan. The County's 2023-2031 Housing Element was adopted on February 6, 2024 and certified by HCD on April 9, 2024, which outlines existing and projected housing needs, resources, and constraints to address these needs. The Housing Element outlines the County's goals, policies, and programs intended to maintain and implement programs for the preservation, conservation, improvement, and production of housing within the County for the 2023-2031 planning period. The Housing Element also identified specific actions to provide adequate residential sites to accommodate projected housing needs and encourage the production of a variety of housing types. Implementation of the proposed Initiative would be anticipated to result in an increase of approximately 20,000 to 160,000 dwelling units and 50,000 to 400,000 residents within unincorporated County.

#### **Residential Development Under the Proposed Initiative**

The adopted General Plan designates 16,127 acres of unincorporated County land for residential uses. For the total unincorporated County area, the General Plan identifies the development capacity of residential units at 14,791 dwelling units with an approximate population of 39,109 residents. Implementation of the proposed Initiative would increase the number of acres available for development of residential uses, along with the number of potential dwelling units by approximately 20,000 to 160,000 dwelling units.

As shown in Table 1-1, implementation of the proposed Initiative under the General Plan would cause an increase in the acres of land designated for residential developments. Under implementation of the proposed Initiative, the New Community would establish six new zoning districts. Residential development would be allowed under the new CMU, MM, and NMU zoning districts. The New Community would include 731.4 acres of lands zoned CMU, 637.8 acres of MM, and 7,248 acres of NMU resulting in a total of 8,617.2 acres of previously agricultural zoned lands available for development with new



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residential uses. Development under the proposed Initiative is anticipated to have a development capacity of 160,000 dwelling units.

However, the General Plan identifies that there are 316,062 acres of land within the County designated by the General Plan as Agriculture which has a residential development capacity of 1,821 dwelling units. The General Plan with Proposed Initiative would result in a decrease in Agriculture designated lands of 32,091 acres resulting in a decrease in the development capacity of Agriculture designated lands by 185 dwelling units. Therefore, under the General Plan with Proposed Initiative, the County would have a total residential development capacity of 174,606 dwelling units and would increase the number of dwelling units that could be constructed within the County.

### **Availability and Location of Housing**

The County's Housing Element strives to ensure adequate land is available at a range of densities to meet existing and projected housing needs. The County's Housing Element promotes the development of single-family homes and residential uses that would be an accessory use to agriculture within unincorporated areas and promotes facilitation of multifamily housing within the boundaries of the incorporated cities and not within the unincorporated County. Additionally, the County has only allowed the clustering of new developments in unincorporated areas when near existing incorporated cities in order to protect and preserve agricultural lands located within the unincorporated areas. The New Community would be located within unincorporated County lands away from incorporated cities and would construct a mix of single-family and multi-family uses that would not be an accessory use to agriculture and therefore, would conflict with the 2023-2031 Housing Element.

The Housing Element identifies vacant and underutilized sites with access to appropriate services and infrastructure that would be appropriate for development with residential uses to satisfy its Regional Housing Needs Allocation (RHNA). The Housing Element's identified sites inventory includes sites throughout different areas of the County with the majority of sites located adjacent to and north of the City of Vacaville and with some sites identified adjacent to and within the Cities of Fairfield and Vallejo. There are no identified sites located within the boundary of or near the proposed Initiative area. The proposed Initiative is not consistent with the 2023-2031 Housing Element as it would result in the development of the New Community within unincorporated agricultural lands as opposed to the prioritizing of development in undeveloped areas zoned and designated for residential use and where residential development has already been established.

### **Regional Housing Needs**

For the Bay Area, including Solano County, California Department of Housing and Community Development (HCD) provides the regional need to the Association of Bay Area Governments (ABAG), which then distributes the RHNA to the cities and counties within the ABAG region. Of the 441,176 units allocated to the ABAG region, 10,992 were allocated to Solano County. The County and incorporated cities' share of the regional housing need was determined by a methodology jointly prepared by Solano County and the 7 cities as part of the Regional Housing Needs Plan, adopted in December 2021. Solano County's individual jurisdiction's RHNA allocation is provided in Table 3-1, below.



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**Table 3-1: Solano County Jurisdictional Allocation by Income Tier**

Jurisdiction	Affordability Tier				Total
	Very Low	Low	Moderate	Above Moderate	
City of Benicia	212	127	123	288	750
City of Dixon	113	62	62	179	416
City of Fairfield	792	464	539	1,274	3,069
City of Rio Vista	79	41	50	157	327
City of Suisun	160	95	98	267	620
City of Vacaville	677	404	409	1,105	2,595
City of Vallejo	690	369	495	1,346	2,900
Unincorporated Solano County	80	50	56	129	315
<b>Total</b>	<b>2,803</b>	<b>1,612</b>	<b>1,832</b>	<b>4,745</b>	<b>10,992</b>

In accordance with Solano County’s Regional Housing Needs Plan, the County must plan to accommodate 315 dwelling units between January 31, 2023, and January 31, 2031. Of the 315 total units, the County must plan to accommodate 80 units for very low-income households, 50 units for low-income households, 56 units for moderate-income households, and 129 units for above moderate-income households. The proposed Initiative is not consistent with and does not support the goals of the Housing Element in that it would result in the conversion of agricultural land to urbanized uses and by directing development of urbanized uses into areas where services and infrastructure are currently not available. Development of housing within the New Community is anticipated to have a development capacity of 20,000 to 160,000 dwelling units which would far surpass the construction of the County’s total allocation of 315 dwelling units; however, there is nothing in the proposed Initiative that assumes responsibility to construct very low- and low-income housing. With the significant increase in housing potential within the County resulting from the proposed Initiative, the proposed Initiative could result in impacts to the County’s RHNA allocation for the next cycle. With the adoption of the proposed Initiative, the County’s residential development capacity would increase by approximately 160,000 dwelling units. This will most likely result in the County being allocated a higher number of units for the next RHNA cycle thereby forcing the County to plan for a higher number of residential units within unincorporated County lands and could result in indirect effects to existing undeveloped lands. The RHNA for the current cycle would be unaffected by the proposed Initiative; however, the Housing Element will require an update for adequacy and consistency with the proposed General Plan amendments and proposed Initiative. The implications of the proposed Initiative on the Housing Element and future RHNA allocation for the County and incorporated cities would require further study to determine the potential impacts.

The goal of the County’s Housing Element is to promote and ensure adequate housing in a satisfying environment for all residents of Solano County. However, the Housing Element includes Policy B.2 which states that unincorporated county’s principal housing role shall be to accommodate future residential development that constitutes an accessory use to agriculture (farm residence and farm labor quarters) and a moderate amount of rural residential development. Implementation of the proposed Initiative would result in a significant increase in the number of urban single-family and multi-family residential development within unincorporated County. The land use policies and provisions established in the



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General Plan are only sufficient to address the expected increase in the County's population under buildout of the existing General Plan; however, given the previously limited anticipated residential development, these policies will not be sufficient to address the expected increase in the County's population under the General Plan with the proposed Initiative.

The adopted General Plan with the proposed Initiative would increase land designated for residential development outside of the designated priority areas which is not consistent with the goals and policies of the Housing Element.

### 3.2.4 Impacts of Interim Development

The proposed Initiative includes text that outlines that interim uses would be allowed within the proposed Initiative area prior to development of the New Community, but after approval of the proposed Initiative. After approval of the proposed Initiative, preparation of an EIR to analyze the potential environmental impacts from development of the proposed Initiative components and execution of a Development Agreement between the County and Initiative-proponents would be required to take place. Completion of the EIR and execution of the Development Agreement would be anticipated to take considerable time, likely longer than the 16 months identified in the proposed Initiative.

The proposed Initiative includes an amendment and addition of new text to County's General Plan Agricultural Land Use Policy AG.P-28 to allow for ongoing and innovative agricultural uses within the New Community both on an interim basis prior to the execution of any development agreement and as New Community construction occurs over a period of decades. The proposed Initiative identified that innovative agricultural uses include agrisolar (where, for example, sheep and goats can graze, and/or crops are cultivated, beneath and between utility-scale solar panels, with associated solar energy storage and transmission facilities), as well as other solar and renewable energy generation and storage uses (except wind). Additionally, uses related to sustainable water management of stormwater and seasonal use of playfield and other open space to support groundwater recharge would be allowable interim uses with the New Community area. Other water management practices in support of sustainable agricultural and community water supplies and uses would also be allowable interim uses.

The proposed Initiative identifies that in the New Community area, interim uses would be permitted until the land is converted to community development and open space uses. The proposed Initiative (pages 25, 49, 60) states the following land uses would be permitted as interim uses within the New Community area immediately following voter approval of the proposed Initiative:

- Uses allowed prior to the approval of the proposed Initiative
- Ongoing and innovative agricultural uses
- Grazing and dryland farming
- Sustainable water management of stormwater and seasonal use of playfields and other open space to support groundwater recharge
- Other water management practices in support of sustainable agricultural and community water supplies and use



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- Agrisolar (where, for example, sheep and goats can graze, and/or crops are cultivated, beneath and between utility-scale solar panels, with associated solar energy storage and transmission facilities)
- Solar farms (permitted with acceptance of the solar technology by Travis AFB and not located on lands subject to conservation or mitigation easements that prohibit solar farm uses)
- Other solar and renewable energy generation and storage uses (excluding wind)

The proposed Initiative (page 6) states that no residential or “commercial development” is allowed within the New Community prior to completion of the Water Supply Assessment and the EIR process. The proposed Initiative is unclear what is meant by the phrase “commercial development.” In the practice of land use planning this term generally encompasses retail and office land uses and excludes industrial and other land uses. However, the proposed Initiative does not necessarily or consistently follow these typical or standard distinctions in terminology. This text suggests that other development types as defined in the proposed Initiative may be allowed throughout the New Community including agriculture, parks and recreation, and possibly other land uses not considered “commercial development.” Therefore, due to the limited information provided in the proposed Initiative, agricultural uses and parks and recreation uses not established prior to the approval of the proposed Initiative could be additional allowed interim uses, subject to the zoning designations of the proposed Initiative.

Due to the limited information provided in the proposed Initiative, it is unclear what specific land uses would be allowed within the New Community area as interim uses prior to conversion of the land to community development and open space uses as envisioned in the proposed Initiative. Therefore, approval of the proposed Initiative could result in development of significant interim uses within the New Community area, the impacts of which would be unknown. Clarification and additional information regarding the interim uses allowed by the proposed Initiative prior to Buildout of the New Community, as well as further study of potential impacts resulting from permitted interim uses, would be required to understand the severity of potential impacts that could result from interim development.

### 3.2.5 Conclusion

Implementation of the proposed Initiative would increase the overall amount of potential residential and non-residential development under the adopted General Plan by changing the number of acres available for the development of land designated for residential use, along with the potential dwelling units, by approximately 20,000 to 160,000 dwelling units.

While the proposed Initiative would result in an overall increase in lands available for residential use under the adopted General Plan and therefore, would provide new opportunities for development of a variety of housing types to serve a diverse group of residents, it would not be consistent with and would not support the goals of the Housing Element which include accommodation of future residential development that would constitute an accessory use to agriculture and a moderate amount of rural residential development. The residential developments constructed under the proposed Initiative are not anticipated to be those that would constitute an accessory use to agriculture or rural residential development. Additionally, the proposed Initiative would direct the development of housing into areas



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where services and infrastructure are not readily available and would conflict with the Housing Element goals and policies related to preservation of agricultural areas.

Under the adopted General Plan, implementation of the proposed Initiative would increase development capacity by 20,000 to 160,000 dwelling units for residential uses and 12,657,000 to 90,000,000 square feet for non-residential uses. The proposed Initiative would allow for development of interim land uses within the New Community area prior conversion of the land to community development and open space uses as envisioned in the proposed Initiative, the potential impacts of which are currently unknown due to the limited information and guidance provided in the proposed Initiative.

## 3.3 CONSISTENCY WITH COUNTY AND REGIONAL PLANS

This section analyses the proposed Initiative’s potential impacts on various County and regional plans and agencies. The proposed Initiative’s location within and adjacent to several different agencies and regulatory bodies complicates the regulatory and permitting process that would be required for buildout of the Initiative area and the proposed Initiative’s impacts to County and regional plans would require extra attention during the permitting process. The following analysis provides context for some, but not all regulatory bodies and agencies as well as existing plans that buildout of the Initiative area would require compliance with.

### 3.3.1 Consistency with County General Plan

California law (Government Code §§ 65300 et seq.) requires every county and city in the State to develop a General Plan with policies and objectives to guide land use and development. General Plans are of such importance that they are often referred to as the “constitution” for development. State law requires that the General Plan be comprehensive and long-term, and that all specific plans, zoning ordinances, and other county or city plans be consistent with the General Plan, with some exceptions for charter cities. Solano County’s current General Plan, the Solano County General Plan, was last comprehensively adopted in November 2008.

The proposed Initiative would result in text, policy, and figure additions and deletions to the General Plan. Table 3-2, Proposed Initiative’s General Plan Amendment and Impact Summary, outlines the amendments to the General Plan included in the proposed Initiative and the inconsistencies/impacts associated with these changes. The proposed Initiative’s General Plan text additions are shown in underline and the deletions are shown in strikethrough in the table below.

**Table 3-2: Proposed Initiative’s General Plan Amendment and Impact Summary**

General Plan Page Number	General Plan Text or Policy Revisions or Deletions	Effect
Page IN-12	<p><u>Measure [INSERT OFFICIAL MEASURE LETTER/NUMBER HERE]</u>                      On [INSERT INITIATIVE ADOPTION DATE HERE], <u>the voters of Solano County approved Measure [INSERT OFFICIAL MEASURE LETTER/NUMBER HERE], the East Solano Homes, Jobs, and Clean Energy proposed Initiative. The measure</u></p>	<p>The addition of the measure would establish new policies and zoning regulations for the New Community, Travis Security Zone, and Rio Vista Parkland. The measure would result in changes to the land use plan for the County and would result in increased development in unincorporated areas</p>





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	<p><u>established new policies and zoning regulations for the purpose of creating a New Community designed to be one of the most walkable and sustainable communities in the United States by approving amendments to the General Plan and County Code to authorize and allow for implementation of the New Community, for creation of the Travis Security Zone, and for creation of the Rio Vista Parkland.</u></p>	<p>of the County. The measure would result in redesignation of agricultural land to urbanized uses.</p>
Page LU-7	<p>Figure LU-1, the Land Use Diagram, of Chapter 1 is hereby amended by deleting the current Figure LU-1 and replacing it with the new Figure LU-1 as set forth in the proposed Initiative, to create the New Community designation and add such designation to Special Purpose Areas – SP (Specific Project Area), to create the Travis Security Zone (consisting of the 7,971 acres designated as Travis Reserve Area in the General Plan, less the 268 acres that were excluded from the Travis Reserve Area Zoning Overlay by Ordinance 2023-1849, plus 7,197 new acres added, for a total size of 14,900 acres), to create the Rio Vista Parkland area designation, and to add the following text to the “Note” within the land use diagram immediately below the last line of the existing “Note” as follows <u>Approved by the voters (East Solano Homes, Jobs, and Clean Energy proposed Initiative) – November 2024.</u></p>	<p>This amendment deletes the existing General Plan Land Use Diagram and replaces it with a new Land Use Diagram that would show the boundaries of the proposed New Community, Travis Security Zone, and Rio Vista Parkland. The amendment would also modify the list of land use designations identified in the figure by creating the New Community, Travis Security Zone, and Rio Vista Parkland designation. The amendment would ensure the General Plan land use figures are consistent with the amendments made by the proposed Initiative.</p> <p>The proposed Initiative would result in changes to the land uses within unincorporated County lands.</p>
Page LU-10	<p>Table LU-3 summarizes the General Plan’s development capacity within the unincorporated county areas <u>prior to the enactment of the East Solano Homes, Jobs, and Clean Energy proposed Initiative.</u></p>	<p>The amendment would modify the description of Table LU-3 in the General Plan to clarify the development capacity described in the table is the capacity prior to implementation of the proposed Initiative and does not include the increased capacity that would result from the proposed Initiative.</p>
Page LU-11, following Table LU-3	<p><u>The New Community authorizes creation of a new community, which is estimated to be constructed over many decades. The New Community is designated as a Special Purpose Area – SP Specific Project Area in the General Plan, for which the type, location, and density of development in these areas is prescribed in a specific plan.</u></p>	<p>The amendment would result in the inclusion of new text into the General Plan describing the creation of the New Community and its corresponding specific plan. The specific plan proposed by the proposed Initiative is its proposed “New Community Specific Plan Zoning District,” which would be an entirely new section of the Solano County Zoning Code. This amendment to the Zoning Code would serve as a specific plan and the implementing zoning regulations for the New Community.</p> <p>The proposed Initiative would result in a modification to the land use plan for unincorporated County and would result in substantially increased development on agricultural land that</p>



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		would take place over many decades. The New Community would create opportunities for new housing and local jobs in unincorporated County but would result in the conversion of agricultural land to urbanized uses.
Page LU-13	<u>The New Community is a new community located within the unincorporated County area east of Travis Security Zone, north of Highway 12, and west of Rio Vista Parkland. The New Community is required to provide all municipal services, is not required to obtain municipal services from any existing service provider and is not subject to the MSA provisions of the General Plan.</u>	The amendment would result in the inclusion of new text into the General Plan describing the location of the New Community and the requirements for the New Community related to provision of municipal services. The New Community would be required to provide municipal services to the area with an exception from the MSA provisions of the General Plan. The demand for municipal services for the New Community would occur incrementally with buildout of the area and the New Community would be required to secure reliable municipal services independently or from an existing service provider.
Page LU-18, Table LU-4 Title	General Plan 2030 Land Use Designations in Unincorporated County and Unincorporated Municipal Service Areas <u>prior to the East Solano Homes, Jobs, and Clean Energy proposed Initiative.</u>	The amendment would modify the title of Table LU-4 in the General Plan to clarify the development capacity described in the table is the capacity prior to implementation of the proposed Initiative and does not include the increased capacity that would result from the proposed Initiative.
Page LU-18, immediately following Table LU-4	<u>Following enactment of the East Solano Homes, Jobs, and Clean Energy proposed Initiative, approximately 17,500 acres of land previously under "Agricultural Designations" and "Special Purpose Area" have been re-designated to "New Community." Additionally, 712 acres of land previously designated under "Agricultural Designations" have been re-designated to "Rio Vista Parkland.</u>	The amendment would result in the inclusion of new text describing the modifications to the existing land use designations following the proposed Initiative. The proposed Initiative would result in resignation of agricultural land to New Community and Rio Vista Parkland. The proposed Initiative could result in conversion of agricultural lands to urbanized uses and would result in increased residential and non-residential development within unincorporated County lands.
Page LU-19, Table LU-5	<u>"RV-PL Rio Vista Parkland" is added to the list of "Natural Resources Designations" immediately following the "M Marsh" row, thereby creating a new row labeled "RV-PL Rio Vista Parkland," with the following description added at the intersection of the existing "Description" column and the new "RV-PL Rio Vista Parkland" row:</u>	The amendment would result in modifications to the list of General Plan land use designations. The proposed Initiative would result in the creation of new land use designations identified as Rio Vista Parkland and New Community. Additionally, the proposed Initiative would result in the existing Travis Reserve Area land use



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	<p><u>Provides for open space, public parks, and recreation as well as compatible uses between the New Community and the City of Rio Vista.</u></p> <p><u>“New Community”</u> is added to the list of Special Purpose Areas – SP Specific Project Area immediately following the “UPA Urban Project Area” row, thereby creating a new row labeled “New Community,” with the following description added at the intersection of the existing “Description” column and the new “New Community” row:</p> <p><u>New Community allows for the creation of a new community with residential, commercial, industrial, agricultural, renewable energy solar generation and storage uses, other institutional, park, medical uses, and uses similar to these uses. Specific plan required.</u></p> <p>Delete the words <u>“TRA Travis Reserve Area”</u> from the list of Overlays immediately following “VFS Vacaville-Fairfield-Solano Greenbelt Overlay” in the “Designation and Density or Intensity” column and replace with <u>“TSZ Travis Security Zone (formerly known as “TRA Travis Reserve Area”).”</u> The description of the “TSZ Travis Security Zone”, as set forth at the intersection of the existing “Description” column and the updated “TSZ Travis Security Zone” row, is hereby amended as follows:</p> <p><u>Protects the land within the overlay to continue to support the Travis Air Force Base. Land may be used for continued agriculture, grazing, solar farms (if using technology acceptable to Travis AFB), and non-avian habitat uses until a military or airport use is proposed. No residential uses will be permitted. Provides for future expansion of Travis AFB and support facilities for the base. If the status of the base changes, the construction of nonmilitary airport and support uses may be permitted. All references to the TRA shall hereafter refer to the Travis Security Zone (TSZ).</u></p>	<p>designation by renaming it Travis Security Zone.</p> <p>The description of the updated Travis Security Zone designation would be modified which would result in solar farm uses including commercial solar energy facilities, agrisolar, and energy storage systems now being an allowed use under the land use designation, on the condition that the solar farm uses are acceptable to Travis AFB. This would result in a modification to the type of uses allowed within the Travis Security Zone and could result in increased development of solar farm uses within the area. This proposed Initiative measure would expand the potential use of the area leading to opportunities for development of alternative energy sources.</p>
<p>Page LU-26, Table LU-6 Title</p>	<p><u>Specific Project Areas prior to the East Solano Homes, Jobs, and Clean Energy proposed Initiative</u></p>	<p>This amendment makes minor wording changes to the title of Table LU-6 in the General Plan to clarify the Specific Project Areas described in the table does not include the modifications that would result to Specific Project Areas from the proposed Initiative. The Lambie Industrial Park Specific Project Area identified in the table is located within the proposed Initiative’s New Community area zoned Travis Compatible Infrastructure and implementation of the proposed Initiative would result in changes to the proposed land uses within the area.</p>



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Page LU-26, following Table LU-6	<u>Following enactment of the East Solano Homes, Jobs, and Clean Energy proposed Initiative, the New Community has been added as a Specific Project Area, consisting of approximately 17,500 acres with an anticipated development capacity of 40,000 to 160,000 dwelling units, 100,000 to 400,000 residents, and 25,000,000 to 90,000,000 square feet of non-residential development. The New Community shall not be allowed to continue residential development beyond 50,000 residents unless and until the New Community has supported the creation of a sufficient number of “good paying local jobs,” as described in the Solano Jobs Guarantee defined in the voter-approved East Solano Homes, Jobs, and Clean Energy proposed Initiative.</u>	The amendment would result in the inclusion of new text in the General Plan describing the potential range of development that would occur with the proposed Initiative. The proposed Initiative would result in a significant increase in residential and non-residential development within unincorporated County and thus, would result in a significant increase in the anticipated number of residents within unincorporated County.
Page LU-33, Goal LU.G-2	Encourage a development pattern that first seeks to maintain existing communities, second to develop vacant lands within existing communities presently served by public services, and third to develop lands immediately adjacent to existing communities where services can easily be provided. <u>Interpret and apply the General Plan to implement voter-approved initiative measures, including but not limited to supporting the construction of new infrastructure, community development, and job creation approved by the voters in the East Solano Homes, Jobs, and Clean Energy proposed Initiative to create the New Community.</u>	The amendment would result in the inclusion of new text in the General Plan related to implementation of voter-approved initiative measures. The proposed Initiative would result in changes to the development pattern encouraged in the General Plan by developing residential and non-residential urban uses in an area that is not prioritized by the General Plan.
Page LU-34, Policy LU.P-2	A cornerstone principle of this General Plan is the direction of new urban development and growth <u>toward existing cities and to the voter-approved New Community. Toward municipal areas.</u>	The amendment makes a modification to the text regarding urban development and growth under the General Plan. The action makes changes to the General Plan’s urban development and growth pattern by encouraging growth toward existing cities and the New Community rather than municipal areas. This would result in increased development within unincorporated agricultural land within the County.
Page LU-34, Policy LU.P-3, second paragraph	In addition, these agricultural and open space lands may also be redesignated after a final judgment by a court of competent jurisdiction determining that the absence of a redesignation would constitute an unauthorized taking of private property or is otherwise unconstitutional, but only to the minimum geographical extent and intensity of use necessary to avoid such unconstitutional result. Any such redesignation shall be designed to carry out the goals and provisions of this policy to the maximum extent possible. <u>Voter approval of the East Solano Homes, Jobs, and Clean Energy proposed Initiative complies with and implements the planning principles of the Orderly Growth Initiative by</u>	The amendment modifies the existing General Plan policy to include the proposed Initiative. The modification clarifies that the conversion of agricultural lands within the proposed Initiative area was completed in accordance with voter approval and the Orderly Growth proposed Initiative and the redesignation of these lands are in compliance with the goals of the General Plan. The proposed Initiative would conflict with this policy if the development of the New Community did not occur with voter approval.



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	<p><u>obtaining voter approval for the establishment of a new community, requiring such community to be walkable and sustainable, in a location that preserves the distinct identity of cities surrounded by agricultural and open space, and requiring municipal services to be provided without imposing financial costs on taxpayers outside of the New Community or new municipal service mandates on existing cities or municipal service providers.</u></p>	
<p>Page LU-38, Policy LU-P.31</p>	<p>Require that all development within the airport influence areas of public and military airports complies with the Airport Land Use Commission compatibility policies and criteria as set forth in the airports' land use compatibility plan. <u>The New Community protects the mission and operation of Travis AFB: (a) because it prohibits any residential, commercial, recreational, or other development in the approximately 4,200-acre Travis Compatible Infrastructure area in the New Community except: (i) infrastructure including for example solar farms, energy storage, water, stormwater, wastewater, solid waste, information communications technology, and transportation infrastructure utilizing location, technology, and design acceptable to Travis AFB as applicable, and (ii) agriculture and habitat uses authorized in the Travis Security Zone; and (b) because voter-approved East Solano Homes, Jobs, and Clean Energy proposed Initiative imposes additional land use and development restrictions within the New Community consistent with the Travis Air Force Base Land Use Compatibility Plan in effect as of January 15, 2024. However, nothing in LU.P-31 shall be construed: (a) to in any way modify or limit the authority of the applicable Airport Land Use Commission (ALUC) to make consistency determinations regarding the Airport Land Use Compatibility Plan in effect at the time of such consistency determination pursuant to Public Utilities Code section 21676, or to amend such Airport Land Use Compatibility Plan, (b) to limit the authority of the ALUC to condition consistency determinations including for example requiring exterior lighting designs that minimize nighttime lighting and glare, and requiring disclosure and acceptance of Travis AFB operations by residents and businesses in the New Community (e.g., through deed notices and disclosures regarding noise and flight operations, or (c) to in any way modify or limit the discretion of the County Board of Supervisors to make decisions regarding any adverse consistency determination pursuant to Public Utilities Code section 21676.</u></p>	<p>The amendment modifies the existing General Plan and states the proposed Initiative would be in compliance with Airport Land Use Commission compatibility principles and criteria as the New Community is intended to be compatible with the Travis Air Force Base Land Use Compatibility Plan and would enforce land use and development restrictions consistent with the land use compatibility plan. This would result in strict restrictions being placed on development within the New Community to ensure that new development in the area would not conflict with Travis AFB. Additionally, the amendment outlines that implementation of the proposed Initiative and resulting General Plan amendments would not limit or modify the existing authority of the Travis AFB ALUC or the Airport Land Use Compatibility Plan. The additional text included as an amendment would ensure that the new amendments resulting from the proposed Initiative would not be construed in a way that would limit the authority of the ALUC.</p>
<p>Page LU-43, Table LU-7</p>	<p>The list of "Natural Resource Designations" as set forth in Table LU-7 is hereby amended by adding "<u>Rio Vista Parkland</u>" as a new "Natural Resource Designation" immediately following the existing</p>	<p>The amendment makes minor modifications to Table LU-7 by including a new land use designation and zoning district. The new</p>



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	<p>“Marsh” designation, thereby creating a new row labeled “Rio Vista Parkland,” and the “New District” column of such table is hereby amended by adding “<u>RV-PL – Rio Vista Parkland</u>” to such column’s list of zoning districts immediately following the existing “CR” zoning district designation, thereby creating a new column labeled “RB-GB – Rio Vista Parkland,” and an “<u>X</u>” is hereby added at the intersection of the new “Rio Vista Parkland” row and the new “RV-PL – Rio Vista Parkland” column of such table.</p>	<p>designation and district would result in the protection of the Rio Vista Parkland from future development and would preserve the area as natural resource lands.</p>
<p>Page LU-51, Figure SS-1</p>	<p>The existing Figure SS-1, Special Study Area Locations, of Chapter 1 is hereby amended by deleting in its entirety the current Figure SS-1 and replacing it with new Figure SS-1 as set forth in the proposed Initiative.</p>	<p>This action deletes the existing Special Study Area Locations and replaces it with a new figure that would show the boundaries of the proposed New Community. The action would also modify the list of special study areas identified in the figure by creating the New Community. The action would ensure the General Plan figures are consistent with the amendments made by the proposed Initiative.</p> <p>The proposed Initiative would result in changes to the land uses within unincorporated County lands.</p>
<p>Page LU-81</p>	<p>The following new Special Study Area subsection text and accompanying new Figure SS-7 are hereby added immediately following the last sentence of Chapter 2:</p> <p><b><u>New Community</u></b></p> <p><u>The New Community was approved by the voters in the East Solano Homes, Jobs, and Clean Energy proposed Initiative, to re-designate non-prime agricultural land for new community development with a vote of the people consistent with the Orderly Growth Initiative. The East Solano Homes, Jobs, and Clean Energy proposed Initiative authorized the construction of a new community.</u></p> <p><b><u>Goals and Policies</u></b></p> <p><b><u>Goals:</u></b></p> <p><u>SS.G-5 Create a compact, walkable, sustainable, and environmentally resilient community with homes in safe, walkable neighborhoods, where for-sale and for-rent homes at different price points are integrated in the same neighborhoods, with good paying local jobs for Solano County residents, with schools, workplaces, shops, restaurants, and parks, and build and operate new infrastructure and public services to serve the community at no cost to Solano County taxpayers living outside the New Community.</u></p> <p><b><u>Policies:</u></b></p>	<p>The action adds a new section to the General Plan’s list of Special Study Areas. The action would add the New Community as a Special Study Area and outlines new goals, policies, and implementing programs that would be enforced within the New Community. Without this action, the New Community would not have guiding goals and policies for development specific to the area and could result in incompatibility with the General Plan.</p>



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	<p><u>SS.P-33 Achieve walkability, by ensuring that all residents are located within walking distance of schools, shops, parks, and transit.</u></p> <p><u>SS.P-34 Integrate parks and recreation areas across all parts of the community.</u></p> <p><u>SS.P-35 Provide a mix of housing types that accommodates people of every income level, every life stage, and every household size.</u></p> <p><u>SS.P-36 Offer a full menu of transportation options that make it easy and enjoyable to get around by walking, biking, transit, or driving.</u></p> <p><u>SS.P-37 Establish local shopping streets that provide a wide range of groceries and other everyday retail goods, services, and amenities within every neighborhood.</u></p> <p><u>SS.P-38 Provide space for major employers, engaged in manufacturing, production, technology, industrial, research, and other uses (including clinics and hospitals).</u></p> <p><u>SS.P-39 Enable and support small businesses across all sectors, ideally where business owners and employees can live in the community (such as through providing live-work housing types).</u></p> <p><u>SS.P-40 Offer education and training facilities, including daycare, pre-schools, K-12 schools, and vocational training.</u></p> <p><u>SS.P-41 Establish quality public services and institutions, including fire and law enforcement facilities, library and community facilities, and places of worship, all interwoven into neighborhoods.</u></p> <p><u>SS.P-42 Integrate sustainable infrastructure that greatly reduces operational greenhouse gas emissions, relies on renewable energy, maximizes the reuse of water, and enables reduction of waste.</u></p> <p><b><u>Implementation Programs</u></b></p> <p><b><u>Regulations:</u></b></p> <p><u>SS.I-19 Adopt a specific plan to implement these policies for the New Community. The boundaries of the New Community shall not be expanded beyond those identified in the East Solano Homes, Jobs, and Clean Energy proposed Initiative without prior approval of the voters. The specific plan should specify:</u></p> <ul style="list-style-type: none"> <li>• <u>The area covered by the plan. For the avoidance of doubt, the following parcels identified by Assessor Parcel Numbers are within the general depicted boundary of the New Community but are excluded from the New Community Specific Plan Zoning District, and their zoning shall remain unchanged by the proposed Initiative: 0042-110-250, 0042-110-270, 0048-010-180, 0048-020-140, 0048-020-180. In addition, for the avoidance of doubt, the</u></li> </ul>	



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	<p><u>following parcels identified by Assessor Parcel Numbers are proximate to the inner or outer boundary of the New Community but are excluded from the New Community Specific Plan Zoning District, and their general plan designation and zoning shall remain unchanged by the proposed Initiative: 0042-100-350, 0042-100-360, 0042-100-370, 0042-100-380, 0042-100-390, 0042-100-400, 0042-110-150, 0042-110-200, 0042-110-380, 0042-170-310, 0042-170-320, 0048-010-340, 0048-010-370, 0048-010-480, 0048-020-150, 0048-090-330, 0048-090-340, 0048-090-360, 0048-100-650, 0048-100-660.</u></p> <ul style="list-style-type: none"> <li>• <u>Techniques to ensure development is consistent with the Goal and Policies, including development standards.</u></li> <li>• <u>Development standards to create walkability within the New Community, and that incentivize transit for commuters coming to jobs in the New Community or departing for jobs outside the New Community.</u></li> <li>• <u>An infrastructure plan for all water systems (water, recycled water, stormwater, wastewater), transportation, telecommunications, energy, and solid waste.</u></li> <li>• <u>A public finance plan to ensure that infrastructure and public services (including schools, parks, law enforcement, fire, library, and other municipal services) are funded at no cost to taxpayers living outside the New Community.</u></li> </ul> <p><u>Related Policies: SS.P-33, SSP-34, SS.P-35, SS.P-36, SS.P-37, SS.P-38, SS.P-39, SS.P-40, SS.P-41, SS.P-42.</u></p> <p><u>Agency/Department: Department of Resource Management</u></p> <p><u>Funding Source: Specific Plan Applicant</u></p> <p><u>Funding, Physical Improvements, and Capital Projects</u></p> <p><u>Time Frame: Initiate Environmental Impact Report (“EIR”) and Development Agreement (“DA”) preparation and approval process in January 2025, with target completion date for certification of the EIR and approval of DA in the first quarter of 2026</u></p> <p><u>SS.I-20 Approve formation of a Community Facilities District, and other financing programs, to implement the public finance plan included in the Specific Plan.</u></p> <p><u>Related Policies: SS.P-33, SSP-34, SS.P-35, SS.P-36, SS.P-37, SS.P-38, SS.P-39, SS.P-40, SS.P-41, SS.P-42.</u></p> <p><u>Agency/Department: Department of Resource Management</u></p>	





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	<p><u>Funding Source: Specific Plan Applicant</u></p> <p><u>Time Frame: Initiate Environmental Impact Report (“EIR”) and Development Agreement (“DA”) preparation and approval process in January 2025, with target completion date for certification of the EIR and approval of DA in the first quarter of 2026</u></p> <p><u>SS.I-21 To the fullest extent permitted by law, upon application to and approval by the Board of Supervisors, execute a development agreement to facilitate the specific plan on terms substantially consistent with Section 4 of the East Solano Homes, Jobs, and Clean Energy proposed Initiative. The Board may modify the development agreement objectives specified in Section 4 of the East Solano Homes, Jobs, and Clean Energy proposed Initiative as necessary to further the purposes of the East Solano Homes, Jobs, and Clean Energy proposed Initiative, as specified in Section 1 thereof; provided however that, to the maximum extent permitted by the law, the Board shall neither reduce nor increase the aggregate financial obligations of any applicant for such development agreement described in Section 4 of the East Solano Homes, Jobs, and Clean Energy proposed Initiative, nor reduce such applicant’s obligations under any Voter Guarantee described in such initiative, in both cases without prior approval of the voters of Solano County. The ten (10) Voter Guarantees are:</u></p> <ul style="list-style-type: none"> <li>• <u>Solano Jobs Guarantee</u></li> <li>• <u>Solano Homes for All</u></li> <li>• <u>Solano Scholarships</u></li> <li>• <u>Green Solano</u></li> <li>• <u>Solano Downtowns</u></li> <li>• <u>Water Guarantee</u></li> <li>• <u>Transportation Guarantee</u></li> <li>• <u>Schools Guarantee</u></li> <li>• <u>Smart Growth Guarantee</u></li> <li>• <u>Solano Taxpayer Guarantee</u></li> </ul> <p><u>The provisions of Part B of Section 1 and the provisions of Section 4 of the East Solano Homes, Jobs, and Clean Energy proposed Initiative detailing these Voter Guarantees are hereby incorporated by reference.</u></p> <p><u>Related Policies: SS.P-33, SSP-34, SS.P-35,SS.P-36, SS.P-37, SS.P-38, SS.P-39, SS.P-40, SS.P-41, SS.P-42.</u></p> <p><u>Agency/Department: Department of Resource Management</u></p> <p><u>Funding Source: Specific Plan Applicant</u></p> <p><u>Time Frame: Initiate EIR and DA preparation and approval process in January 2025, with target</u></p>	



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	<u>completion date for certification of the EIR and approval of DA in the first quarter of 2026.</u>	
Page AG-5, Figure AG-1 title	Solano County General Plan Figure AG-1 Important Farmland <u>prior to the East Solano Homes, Jobs, and Clean Energy proposed Initiative</u>	This amendment makes minor wording changes to the title of Figure AG-1 in the General Plan to clarify the figure does not include the resulting changes to the designation of farmland that would result from implementation of the proposed Initiative.
Page AG-19, Figure AG-4 title	Solano County General Plan Figure AG-4 Agricultural Regions <u>prior to the East Solano Homes, Jobs, and Clean Energy proposed Initiative</u>	This amendment makes minor wording changes to the title of Figure AG-4 in the General Plan to clarify the figure does not include the resulting changes to identified agricultural regions that would result from implementation of the proposed Initiative.
Page AG-21	The following section contains descriptions of 10 proposed agricultural regions and policies that are unique to an individual region or group of regions. The minimum lot sizes and general uses presented in Table AG-3 should be used in conjunction with the agricultural land use description from the Land Use chapter to define the General Plan land use description for agricultural lands in the county's 10 agricultural regions. <u>Following the enactment of the East Solano Homes, Jobs, and Clean Energy proposed Initiative, none of the following 10 proposed agricultural regions apply to the New Community or to the Rio Vista Parkland.</u>	The amendment makes a modification to the text to clarify that the proposed Initiative area would not be located within an identified agricultural region following implementation of the proposed Initiative. The proposed Initiative area is located within two Agricultural regions; however, with the proposed Initiative, the area would no longer be considered an agricultural region due to the resulting level of development that would occur. The proposed Initiative would result in a decrease in agricultural regions within the County.
Page AG-31, Policy AG.P-28	Recognize that agriculture is to be the predominant land use in the Dixon Ridge, Elmira and Maine Prairie, Montezuma Hills, Ryer Island, and Winters regions. These are agricultural areas where preservation efforts should be focused and conflicting land uses avoided. <u>Ongoing and innovative agricultural uses are allowed within the New Community, both on an interim basis prior to the execution of any development agreement and as community construction occurs over a period of decades, and as an ongoing permissible use in portions of the New Community. Innovative agricultural land management uses include agrisolar (where, for example, sheep and goats can graze, and/or crops are cultivated, beneath and between utility-scale solar panels, with associated solar energy storage and transmission facilities), as well as other solar and renewable energy generation and storage uses (except wind). Sustainable water management of stormwater and seasonal use of playfields and other open space to support groundwater recharge and other water management practices are also allowed and support sustainable agricultural and community water supplies and use.</u>	The amendment makes a modification to the existing policy. The new text outlines the potential agricultural uses that would be allowed within the New Community and provides opportunities for innovative agricultural uses to be constructed within the New Community alongside urbanized uses. This amendment would result in potential uses that would be beneficial to the community and the County to be located within the New Community.



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Page AG-33, Policy AG.P-34	Lands within the Agriculture designations may be redesigned to <u>(1) Park &amp; Recreation</u> only for public recreation and public open space uses and only if the uses permitted by the new designation will not interfere with or be in conflict with agricultural operations or <u>(2) Rio Vista Parkland for uses consistent with its intended purpose of providing an open space buffer and recreational amenities.</u>	The amendment makes a modification to the existing policy to expand the potential allowable redesignation that could occur to lands within the agriculture designation. The amendment would make it easier for agricultural lands to be redesignated to Rio Vista Parkland.
Page RS-17, Figure RS-1	Figure RS-1, Priority Habitat Areas, of Chapter 4 is hereby amended by deleting the current Figure RS-1 and replacing it with new Figure RS-1 as set forth in the proposed Initiative.	This amendment deletes the existing Priority Habitat Areas and replaces it with a new figure that would show the boundaries of the proposed New Community. The amendment would ensure the General Plan figures is consistent with the amendments made by the proposed Initiative.  The proposed Initiative would result in changes to the boundaries of and a reduction of lands identified within the High Value Vernal Pool Conservation Area. The proposed Initiative would result in the development of a conservation area for urbanized uses.
Page RS-18, Figure RS-2	Figure RS-2, Resource Conservation Overlay, of Chapter 4 is hereby amended by deleting the current Figure RS-2 and replacing it with new Figure RS-2 as set forth in the proposed Initiative.	This amendment deletes the existing figure outlining Resource Conservation Overlay areas and replaces it with a new figure that would show the boundaries of the proposed New Community. The amendment would ensure the General Plan figures are consistent with the amendments made by the proposed Initiative.  The proposed Initiative would result in changes to the boundaries of and a reduction of lands designated under the Resource Conservation Overlay. The proposed Initiative would result in the development of a conservation area for urbanized uses.
Page RS-35, Policy RS.P-33	The County shall preserve, for future use, areas <u>outside of the New Community</u> with important mineral resources by preventing residential, commercial, and industrial development that would be incompatible with mining practices to the extent feasible.	The amendment makes minor wording change in regard to the New Community.
Page RS-35, RS.I-16	Designate land uses in mineral areas <u>outside of the New Community</u> appropriately to ensure compatibility between mineral extraction and surrounding uses.	The amendment makes minor wording change in regard to the New Community.
Page RS-37, Policy RS.P-37	Protect the visual character of the designated scenic roadways <u>unless roadway modifications are appropriate for safety improvements, or for</u>	The amendment makes minor wording changes to an existing General Plan policy. The amendment would make it easier for roadway modifications



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	<u>expansion to serve existing and anticipated transportation uses.</u>	required for safety improvements and development expansion to occur.
Page RS-38, RS.I-21	Preserve the visual character of scenic roadways as shown in Figure RS-5 <u>outside of the New Community</u> through design review, designating alternate routes for faster traffic, regulating off-site advertising, limiting grading in the view corridor through the grading ordinance, limiting travel speeds, and providing pullover areas with trash and recycling receptacles.	The amendment makes minor wording change in regard to the New Community.
Page ED-10	<p><b>Lambie Road Area</b></p> <p><del>The Lambie Road area comprises approximately 1,525 acres. This area has long been designated for industrial use. As described in the Land Use chapter, this area is designated as a Special Project Area, requiring preparation of a specific plan describing a comprehensive approach to development, environmental, and infrastructure issues (roadway access in particular) before any development could occur in this area. However, the Lambie Road area has the potential to accommodate industrial uses that are not appropriate to place near residential areas.</del></p> <p><u>The New Community includes most of the Lambie Road Area Opportunity Site. The voter-approved East Solano Homes, Jobs, and Clean Energy proposed Initiative approved the New Community as a New Community that would create substantial tax revenues, new homes, training facilities and schools, and good paying local jobs in development, production, manufacturing, logistics, research, and other employment uses in a wide range of enterprises such as advanced manufacturing, defense, aerospace, technology, energy, healthcare, agriculture, and other innovative sectors. Most of the Lambie Road Opportunity Site within the New Community is designated for Industrial and Technology uses in the New Community Specific Plan approved by the voters in the East Solano Homes, Jobs, and Clean Energy proposed Initiative. Infrastructure and municipal services for the portion of the Lambie Road Opportunity Site in the New Community would be provided as part of the Specific Plan, which would facilitate the long-delayed creation of job-creating employment opportunities in this portion of the Opportunity Site at no cost to taxpayers living outside the New Community. The remainder of the Lambie Road Area remains designated as a Special Project Area, requiring the preparation of a separate specific plan describing a comprehensive approach to development, environmental, and infrastructure uses (roadway access in particular) before any development could occur in the portions of the Lambie Road Area outside of the New Community.</u></p>	The amendment deletes the existing description for the Lambie Industrial Park Area and outlines the proposed changes that would result to the Lambie Industrial Park Area with the proposed Initiative. The amendment would result in development of infrastructure and services in the area and could result in facilitation of development of the Lambie Industrial Park Area that is located within the New Community with new employment opportunities.



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Page TC-5	<p><u>Goal TC.G-6: Taxpayers in the New Community shall fund a transit management association to provide funding for transportation, including roadway improvements and measures to facilitate a reduction of the use of passenger cars on local roadways and highways, including but not limited to providing or funding (a) shuttle, bus, or on-demand ride service to train stations, transit hubs, other cities within the County, and destinations outside the County, (b) scheduled and on-demand rideshare and carpool matching, (c) pedestrian and micro-mobility infrastructure (e.g., bikes and scooters), (d) high speed internet to encourage home-based, hybrid, and remote work, (e) car share programs and parking management to reduce reliance on car ownership and use, and (f) other transportation management tools to reduce vehicle miles traveled by future residents.</u></p>	<p>The amendment outlines a new goal to be included within the General Plan relating to funding for transportation infrastructure within the New Community. The amendment would encourage development of alternative transportation systems and a transit management association within the New Community to VMT resulting from future residents. The costs of transportation infrastructure related to the proposed Initiative are discussed in Section 3.4 Transportation Infrastructure and Funding of this report.</p>
Page TC-5	<p><u>Goal TC.G-7: The County shall explore the following long-term improvements to its transportation network, and require the Applicant for the New Community to fund studies of: (a) the rerouting and expansion of Highway 12 between Suisun City and the Rio Vista Bridge, generally along the northern boundary of the New Community, including (if supported by the City of Rio Vista) the potential rerouting of Highway 12 outside of downtown Rio Vista and replacement of the Rio Vista Bridge; (b) the potential renovation and completion of a rail connection between the New Community and the Fairfield-Vacaville Amtrak Station (including but not limited to by improving the former Sacramento Northern rail alignment for use by passenger and freight traffic); and (c) the potential for improvements to Highway 113 and (if supported by City of Dixon) rerouting the same outside of downtown Dixon. The Applicant for the New Community shall work with Solano Transportation Authority, California Department of Transportation, Solano County, Solano County cities, and other jurisdictions to prioritize and advocate for the approval and funding for the foregoing.</u></p>	<p>The amendment outlines a new goal to be included within the General Plan relating to preparation of studies for potential transportation improvements within the New Community. The amendment would result in the County exploring several potential long-term improvements to existing transportation infrastructure within the County and ultimately, could result in construction of transportation improvements that could benefit residents.</p>
Page TC-13, Figure TC-1	<p>Figure TC-1, Roadway Diagram, of Chapter 7 is hereby amended by deleting the current Figure TC-1 and replacing it with the new Figure TC-1 as set forth in the proposed Initiative.</p>	<p>The amendment deletes the existing figure outlining existing and proposed roadways and replaces it with a new figure that outlines the additional roadways that is proposed within the New Community as well as roadways that would be analyzed for potential modifications resulting from implementation of the proposed Initiative. The amendment would result in an increased number of roadways proposed within unincorporated County and could result in reduction of</p>



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		traffic along existing roadways if the proposed roadways were developed.
Page TC-7	<p>Policy TC.P-6: Participate in transportation programs that promote technical solutions resulting in more efficient use of energy, reduced greenhouse gas emissions and noise levels, and improved air quality. <u>Support new development that integrates transportation programs fully into the design of the community and new buildings. In the New Community, authorize neighborhood-scale public streets (local roads and collector roads) to be privately-maintained “slow” streets with 10-20 mph speed limits and accessible sidewalks that are designed to be safe for walking by unaccompanied school-age children and the elderly, and bicyclists of all ages and skills; authorize privately-maintained alleys to residential and other structures for access for service and other vehicles to encourage pedestrian interactions and mobility on the streets and sidewalks; incentivize transit, walking, and biking; provide shared public parking structures within one-half mile or closer to each residence to optimize car access while managing the impacts of parking. It is the intention of the New Community to provide attractive options for residents to use walking, biking, and transit when this makes sense, but be able to continue to use private cars if they so desire or if they need to (such as those with disabilities or mobility impairments).</u></p>	<p>The amendment adds new text to an existing policy in the General Plan. The amendment would add text that support the development of the New Community and allows for the development of roadways within the New Community that would promote walking, biking, and public transit over the use of private cars for residents living within the New Community. The inclusion of the text would encourage the development of neighborhood scale streets that would promote walking, bicycling, and public transit resulting in decreased use of energy, greenhouse gas emissions, noise levels, and improve air quality.</p>

The proposed Initiative includes significant amendments to the County’s General Plan. As identified above, the proposed Initiative includes amendments to the Land Use Element, Agriculture Element, Resources Element, Economic Development Element, and Transportation and Circulation Element of the existing General Plan. Due to the level of amendments proposed, it appears that it will trigger the need for an immediate comprehensive update to the General Plan to ensure consistency and adequacy for all individual elements of the General Plan, including the elements that are not proposed to be amended by the proposed Initiative. Examples of potential internal inconsistencies include inconsistency with the General Plan Parks and Recreation Element as the proposed Initiative would result in significant new parks and open space lands to be developed, or to the Public Facilities and Services Element as the proposed Initiative would result in significant new demand for public facilities and services within unincorporated County to serve the New Community. Internal inconsistencies within the General Plan because of the proposed Initiative could result in impacts to individual development projects within the County and could halt the approval of development permits until a comprehensive update to the General Plan has been completed.

A significant conflict arises from the development of the New Community with significant urbanized uses within agricultural land in an area not serviced by public services. The General Plan emphasizes the preservation of agricultural land and development of urbanized uses within and directly adjacent to incorporated cities where existing public services and infrastructure exist and are readily available. Under the proposed Initiative, approximately 17,500 acres of unincorporated County land would be developed



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with urbanized uses resulting in an anticipated development capacity of 20,000 to 160,000 dwelling units, 50,000 to 400,000 residents, and 12,657,000 to 90,000,000 square feet of non-residential development. Implementation of the proposed Initiative and development of the New Community would result in internal inconsistencies within the County General Plan as a result of placing new urbanized developments within unincorporated County lands away from existing municipal services and facilities in conflict with the County General Plan that promotes infill development and development of urbanized uses within or adjacent to incorporated cities within the County. The New Community would not constitute infill development as it is located within undeveloped agricultural lands and would not be located adjacent to existing incorporated cities or in an area served by municipal services.

On pages 3 through 7 of the proposed Initiative (Supporting Documentation A), the Initiative-proponent proposes to fund commitments including funding for the construction of affordable housing and downpayment assistance to help family purchase new homes within the New Community, funding towards revitalization of downtown areas of incorporated cities within Solano County, funding for educational opportunities, sources of clean energy, protection of Travis AFB, protection of natural habitat, agriculture, and open space in Solano County, funding for transportation improvements, and provision of local schools for residents in the New Community without overcrowding existing schools outside the New Community. The proposed Initiative would also increase tax revenues for Solano County by generating increased property tax, new sales tax, and new employment taxes within the New Community that would fund public services and infrastructure for Solano County residents. Implementation of the proposed Initiative would increase revenues for the County and provide some benefits to the incorporated cities; however, it could also result in existing Solano County residents moving away from incorporated cities into unincorporated County land. As stated in the proposed Initiative, the Initiative-proponent's commitment to fund affordable housing and downpayment assistance is a commitment to help existing Solano County residents and their children purchase homes. As the benefit would only be available to existing Solano County residents, this could result in existing County residents that currently live within incorporated cities within the County moving out of the incorporated cities into the New Community. This would result in further inconsistencies with the County General Plan as it would encourage existing Solano County residents to move out of incorporated cities and would not comply with the County General Plan's goals to promote development of, and lands adjacent to, existing incorporated cities.

The proposed Initiative would result in internal inconsistencies with the General Plan. The proposed Initiative would comply with and implement the existing Orderly Growth Initiative as amended by Ordinance 2008-01 (Measure T) by making voter-approved amendments to the General Plan and Chapter 28 of the Solano County Code and by expressly providing that the existing Orderly Growth Initiative would continue to apply to agricultural and open space parcels outside of the New Community. The proposed Initiative would also require that the boundaries of the New Community, as well as the boundaries and regulations for the Travis Security Zone and Rio Vista Parkland cannot be modified without prior approval of the voters. The proposed Initiative's proposed amendments to the General Plan would allow for the development of the New Community within unincorporated County lands and would comply with the County's existing Orderly Growth Initiative; however, development of the New Community would continue to be inconsistent with the goals for land use development of the County General Plan, including the longstanding County policy that "what is urban shall be municipal."



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### 3.3.2 Consistency with County Code

The proposed Initiative would amend the County Code with the following amendments to Chapter 28 of the County Code:

- Section 28.11 of the Solano County Code is amended by amending the Zoning Maps Nos. 7-S, 8-S, 14-N, 15-N, and 15-S as illustrated in Figure SP-1 and SP-2, incorporated by reference, to add the “New Community Specific Plan”, to add the “Travis Security Zone Overlay”, and to add the “Rio Vista Parkland” to the various properties shown on those maps.
- Section 28.13 of Chapter 28 of the Solano County Code, relating to the designation and establishment of the County’s zoning and overlay districts, is amended to expand the existing list of “Specialty and Overlay Districts” by adding the new phrase “New Community Specific Plan Zoning District” immediately following the existing phrase “MIDDLE GREEN VALLEY ZONING DISTRICT”. In addition, a new Footnote 2 is added immediately following the existing Footnote 1 of Section 28.13 of the Solano County Code as follows: “2. See Section 28.62 New Community Specific Plan for Zoning Regulations within the New Community”.
- Section 28.13 of Chapter 28 of the Solano County Code, relating to the designation and establishment of the County’s zoning and overlay districts, is amended to expand the existing list of “Specialty Overlay Districts” by adding the new phrase “RV-PL District RIO VISTA PARKLAND” immediately following the existing phrase “P District PARK DISTRICT”.
- New Section 28.62 is hereby added to Chapter 28 of the Solano County Code immediately following the existing Section 28.61 of Chapter 28 of the Solano County Code, inclusive of new text, new tables (i.e., Tables 28.62A to 28.62E), and new figures (i.e., Figures SP-1 through SP-18). For the full text to be added as Section 28.62 to Chapter 28 of the Solano County Code, see proposed Initiative (Supporting Documentation A).

The proposed Initiative adds new zoning districts to the County’s Zoning Code to align with the new General Plan land use designations proposed in the proposed Initiative. The proposed Initiative would establish six new zoning districts within the New Community Specific Plan Zoning District which would consist of: CMU, IT, MM, NMU, OS, and TCI. With the implementation of the General Plan and County Code amendments and approval of proposed amendments, the land use designations and zoning for the New Community, Travis Security Zone, and Rio Vista Parkland would be internally consistent with each other.

The proposed Initiative proposes to add a New Community Specific Plan Zoning District to the County Code as Section 28.62, which would include subsections that describe the purpose of the new district, the permitted uses within the district, and the development and design review standards for the district. The new Section 28.62 would also include an outline of the new specific plan land use designations that would be located within the new district, and the goals and principles for the development of park and recreation, sustainable infrastructure, and transportation infrastructure within the New Community. The new Section 28.62 also outlines the Public Facilities and Finance Plan required for the New Community and the implementing regulations of the new district. Implementation of the proposed amendments to the County





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Code would result in rezoning of land within unincorporated County to urbanized uses and would increase the potential for development in the area.

The proposed new Section 28.62 of the Solano County Code intends to satisfy the requirements of a specific plan under Government Code section 65451; however, the text and diagrams included in the proposed Section 28.62 lack the level of detail and information typically expected in a specific plan. Supporting Documentation B includes a copy of Government Code section 65451. In applying the required elements of Section 65451 to the Initiative's proposed "specific plan", the proposed Section 28.62 lacks meaningful detail required to satisfy the elements of section 65451 in order to qualify as a specific plan. Specifically, Section 28.62 lacks the following:

1. It does not identify acreage within each zone district nor provide a zone map at a usable scale.
2. Does not identify:
  - o Regional transportation improvements, funding feasibility, nor any phasing of development though parking, pedestrian travel, impacts to external roadways (e.g., Highways 12 and 113) though transportation management is superficially addressed.
  - o Any specific modes for transit though transit is briefly mentioned.
  - o Any specific information on the distribution, location, extent and intensity of energy/water/sewer/wastewater/stormwater/solid waste management/telecommunications.
  - o With any level of specificity, the distribution, location, extent and intensity of most civic uses and services which includes, but is not limited to, internal parklands, public safety, fire, schools, and cemeteries.
3. Does not provide any required standards or criteria for conservation, development, and utilization of natural resources.
4. Does not provide a program of implementation measures to carry out (1)-(3) above.

Because the proposed Initiative lacks such specificity that would otherwise be included in a legally compliant specific plan, additional documentation will be required as part of the preparation of New Community's Environmental Impact Report and the negotiation of the anticipated Development Agreement that may conflict with the proposed Section 28.62.

### 3.3.3 Consistency with Airport Land Use Plans

The entirety of the proposed Initiative area is located within the Airport Influence Area for Travis AFB and specifically within the Travis AFB Assault Landing Training Overlay Zone (ALZ), and portions are within Compatibility Zone B2, Zone C, Zone D and Bird Strike Hazard Zones of the Travis AFB Land Use Compatibility Plan (TALUCP). Building heights are limited to 200 feet and land uses that pose hazards to flight such as wildlife attractants are prohibited in these zones. There are no development limits in Compatibility Zone D; however, Compatibility Zone C restricts residential development to 11 dwelling



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units per acre, restricts the people/acre intensities for non-residential uses and prohibits uses such as children's schools (K-12), day care centers, libraries, hospitals and nursing homes to protect the life and safety of persons in proximity to the airport flight zones.

The Initiative prohibits residential development in the Travis Security Overlay Zone, TCI, and the IT zones; however, allows residential densities up to 20/acre in the Neighborhood Mixed Use Zone for the portion within Compatibility Zone C. The remainder of the Initiative is within Zone D which does not restrict residential or people/acre.

Any development within the Airport Influence Area must be consistent with the noise, density, intensity and height limitations of the Travis AFB LUCP in effect at the time of development. Only the ALUC has jurisdiction to determine compatibility with the applicable LUCP and therefore, until such time as the proposed Initiative is presented for the ALUC's consideration and determination, it cannot be determined whether the Initiative is compatible with the LUCP.

The Initiative area that is located within Rio Vista Airport's Airport Influence Area is the portion of Neighborhood Mixed Use, Open Space, Commercial Mixed Use and Maker Manufacturing and the Initiative area identified for Rio Vista Parkland. A small portion of the Rio Vista Parkland area is located within Safety Zone 6, and the remainder is within Zone 7 of the Rio Vista Airport. Safety Zone 6 and 7 does not limit residential or people/acre; however, prohibits the development of uses that are hazardous to flight or wildlife attractants. The Rio Vista Parkland is proposed to be an open space buffer of approximately 712 acres between the New Community and Rio Vista that preserves the area while creating a shared open space resource with parks, sports facilities, and bike paths to benefit both communities. Development within Rio Vista Parkland has the potential to attract wildlife and cause hazards to flight. Therefore, the Initiative or New Community has the potential to be inconsistent with the Rio Vista Airport Land Use Compatibility Plan.

Without review by the Solano Airport Land Use Commission, it is not known whether the Initiative or New Community is consistent with both Airport Land Use Compatibility Plans Compatibility Criteria, or with either the Travis AFB or Rio Vista Airport LUCPs.

### **3.3.4 Consistency with Solano County Incorporated Cities' General Plans**

#### **Rio Vista**

The proposed Initiative area is not located within the City of Rio Vista's city limits. However, as identified in the Rio Vista 2045 General Plan, portions of the area identified for Rio Vista Parkland under the proposed Initiative are located within that General Plan's Planning Area. See Figure 2 for a map displaying nearby city limits and its SOI. The proposed Initiative had been released to the public at the time of preparation of the 2045 General Plan for Rio Vista and thus, the proposed Initiative and its potential development increase in the area was noted in the 2045 General Plan. The portion of the proposed Initiative area located within Rio Vista's Planning Area is designated Urban Reserve by the 2045 General Plan in recognition of the potential for future development as well as the uncertainty created by the proposed Initiative. Rio Vista's 2045 General Plan outlines that the Urban Reserve land use designation is applied to land within Rio Vista's Planning Area for which a specific use has not been determined and the Urban Reserve designation does not provide any development potential or any



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entitlement for land development, or any guidance thereof. The Urban Reserve designation is given to lands situated in areas where Rio Vista could expand if such expansions are sought by property owners and supported by Rio Vista. Until such time as Rio Vista seeks to annex these lands, the lands will remain under the authority of the County and regulation of land uses will be exercised by the County (City of Rio Vista 2024). The proposed Initiative is not proposing the annexation of proponent-owned lands into Rio Vista and therefore, proposed Initiative would not appear to conflict with the planning area of the City of Rio Vista's General Plan. The proposed Initiative area located within Rio Vista's Planning Area would be developed as the Rio Vista Parkland, an open space buffer of approximately 712 acres between the New Community and Rio Vista and is not anticipated to result in impacts to Rio Vista.

### **Suisun City**

The proposed Initiative area is not located within the City of Suisun City's city limits. However, as identified in the Suisun City 2035 General Plan, portions of the proposed Initiative area are located within Suisun City's SOI and Planning Area. Portions of the proposed Initiative area identified for expansion of the Travis Security Zone is located within Suisun City's SOI and is identified as Suisun City General Plan land use designations of Agriculture and Open Space, Commercial Mixed Use, and Special Planning Area. The area designated Agriculture and Open Space is located between Travis AFB and Suisun City limits, and the area designated Commercial Mixed Use is located directly south of the Agriculture and Open Space designated land. Additionally, directly south of these two areas is the Special Planning Area. Suisun City's 2035 General Plan identifies the Agriculture and Open Space designation as areas that provides for conservation of natural habitat, watersheds, scenic resources, cultural resources, recreational amenities, agricultural resources, wetlands, and other resources for sustainable use, enjoyment, extraction, and processing. Additionally, this area allows for mitigation banking, as well as environmentally sensitive developed uses, including agriculture, recreation, cemeteries, cultural uses, and public facilities, services, and infrastructure. Suisun City's 2035 General Plan identifies the Commercial mixed use designation as areas that provides for retail and service commercial operations; research, assembly, fabrication, storage, distribution, and processing uses; professional offices; public services and facilities; and other compatible uses, such as higher density dwelling units. The proposed Initiative areas located within Suisun City's SOI and designated Agriculture and Open Space and Commercial Mixed Use are areas identified for inclusion within the new Travis Security Zone. Development of new residential and commercial uses within the new Travis Security Zone would be prohibited and only agriculture, open space, and solar farm uses including commercial solar energy facilities, agrisolar, and energy storage systems (if acceptable to Travis AFB) would be an allowed use in the area. Therefore, the Travis Security Zone would allow for some, but not all, of the allowable uses under the Agriculture and Open Space designation and would not allow any of the allowable uses for the Commercial Mixed Use designation. Therefore, implementation of the proposed Initiative is anticipated to result in inconsistencies with the Suisun City General Plan land use designations for lands within its SOI.

Suisun City's 2035 General Plan includes guidelines for the Special Planning Area on the types of uses and development to be located within Suisun City's Special Planning Area. One of the guidelines states "protect Travis AFB and its mission, while encouraging development that benefits the Base" (City of Suisun City 2015). The proposed Initiative area located within the Special Planning Area is identified for inclusion in the Travis Security Zone by the proposed Initiative which would prohibit residential and commercial developments from being constructed while allowing for open space, agricultural, and solar



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farm uses including commercial solar energy facilities, agrisolar, and energy storage systems (if acceptable to Travis AFB) to be developed. Page 3-7 of the 2035 General Plan outlines the complete guidelines for the area. While the proposed Initiative (page 2) states an intent to protect Travis AFB and its mission, it could not be consistent with the guidelines for the Special Planning Area which include, but are not limited to, promoting and encouraging development of commercial and professional uses and job creation, and uses that would be a benefit to the City long term. Though job creating and beneficial uses such as agricultural uses and solar farm uses providing sustainable sources of energy would be allowed in the area under the proposed Initiative and the Travis Security Zone, implementation of the proposed Initiative would result in the land being designated for the Travis Security Zone and development is not currently proposed on these lands. As such, it could result in inconsistencies with the Suisun City 2035 General Plan.

### **Fairfield**

The proposed Initiative area is not located within the Fairfield city limits. However, as identified in the Fairfield General Plan, portions of the proposed Initiative area are located within Fairfield's Urban Limit Line. Specifically, portions of the proposed Initiative area identified for expansion of the Travis Security Zone are located within Fairfield's Urban Limit Line. The Fairfield General Plan describes the Urban Limit Line as a representation of the ultimate limit of the City. A small portion of the proposed Initiative area, located at the northwest corner of the existing Travis Reserve Area, located within Fairfield's Urban Limit Line is designated Extensive Agriculture. Additionally, though not located within Fairfield's Urban Limit Line, the proposed Initiative area located directly north of the above-mentioned area and located south of the Cypress Lakes Golf Course is designated Extensive Agriculture by Fairfield's General Plan. The Fairfield General Plan identifies extensive agricultural lands as areas that have a relatively lower productive yield and are primarily used for grazing. As this area would be included within the Travis Security Zone, which prohibits residential and commercial uses and only allows agricultural, open space and solar farm uses including commercial solar energy facilities, agrisolar, and energy storage systems (if acceptable to Travis AFB), the proposed Initiative is not anticipated to result in substantial inconsistencies with the Fairfield General Plan's land use designation of this area.

Another portion of the proposed Initiative area, located directly north of the land located within Suisun City's SOI discussed above, is located within Fairfield's Urban Limit Line with the majority of the area designated Mixed Use and a small portion designated as Conservation Open Space. The Fairfield General Plan identifies that the Mixed Use designation has been applied to several areas throughout the city with each area having a unique mix of specified uses. For the portion of the proposed Initiative area located within Fairfield's Urban Limit Line and designated Mixed Use (southeast corner of Walter Road and Airbase Parkway), residential uses of various densities and commercial uses are allowed. However, limitations are placed on retail development and a prohibition on new residential development is placed on a portion of the property. As residential and commercial uses would not be allowed within the Travis Security Zone, implementation of the proposed Initiative could result in inconsistencies with the portion of the proposed Initiative area designated Mixed Use by the Fairfield General Plan.

The Fairfield General Plan identifies Conservation Open Space designated lands as areas having significant open space value that are not used for active recreation. As implementation of the proposed Initiative would not result in development of new land uses within the Travis Security Zone, the proposed



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Initiative area identified as Conservation Open Space by the Fairfield General Plan would remain as an area with open space value. However, as the area is located outside of Fairfield city limits, the area is currently under Solano County jurisdiction and inclusion of the area within the Travis Security Zone could result in development of agricultural, open space and solar farm uses including commercial solar energy facilities, agrisolar, and energy storage systems (if acceptable to Travis AFB) in the future if such developments were proposed. Therefore, implementation of the proposed Initiative could result in inconsistencies with the Fairfield General Plan.

### **Vacaville**

The proposed Initiative area is not located within the Vacaville city limits or its SOI. However, a small northern portion of the proposed Initiative area identified for expansion of the Travis Security Zone is located adjacent to Vacaville city limits. The proposed Initiative area located adjacent to Vacaville city limits is not identified by the Vacaville General Plan for future development or growth of the city. The Vacaville General Plan identifies the area as a Community Separator. The Vacaville General Plan states the Community Separator boundary includes lands to be restricted to agricultural or other defined open space uses through participation in the Vacaville-Fairfield-Solano Greenbelt Agreement (City of Vacaville 2015). The Vacaville-Fairfield-Solano Greenbelt Agreement identified approximately 4,100 acres between Vacaville and Fairfield that must be preserved to serve as a permanent separation between the urban areas of Fairfield and Vacaville and the area must be maintained in agricultural and open space uses consistent with the provisions of the agreement. As the proposed Initiative area located adjacent to Vacaville city limits is anticipated to be included within the Travis Security Zone which prohibits residential and commercial uses with only agricultural, open space and solar farm uses including commercial solar energy facilities, agrisolar, and energy storage systems (if acceptable to Travis AFB) being allowed land uses, the proposed Initiative is not anticipated to result in substantial inconsistencies with the Fairfield General Plan.

### **3.3.5 Consistency with Solano Multi-Species Habitat Conservation Plan**

An assessment of the New Community's ability to implement the Solano Multi-Species Habitat Conservation Plan (Solano HCP) was prepared by LSA on May 23, 2024 (Supporting Documentation C). The assessment analyzed the proposed Initiative's potential impacts related to implementation of the Solano HCP and identified anticipated mitigation that would be required to offset the effects that would result from implementation of the proposed Initiative. The assessment identified that lands within and adjacent to the north of the proposed New Community are conservation lands of high conservation importance. Several are existing mitigation properties or potential mitigation lands (e.g., Petersen Ranch and Alex Cook Ranch). In addition, the proposed development surrounds several islands that are not owned by the Initiative-proponent that contain four existing mitigation sites for previous projects (County of Solano, City of Fairfield, Foxboro, and Peabody mitigation).

The proposed Initiative would result in the conversion of agricultural lands within unincorporated County to urban uses and would reduce the amount of conservation lands available within the County, such as Valley Floor Grassland and Vernal Pool Conservation Areas. The assessment identified that the minimum estimated need for valley floor grassland and vernal pool habitat mitigation and conservation under both the Solano HCP and the New Community would range from approximately 66,000 to 68,000 acres. As



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outlined in the assessment, there are 61,000 total acres of County land located within Valley Floor Grassland and Vernal Pool Conservation Areas and 45,566 acres would remain after excluding existing protected lands. Approximately 17,801 acres of these lands are located within the proposed Initiative's New Community and Rio Vista Parkland boundaries and therefore, the available land for mitigation would be reduced to approximately 28,500 acres with implementation of the proposed Initiative. With the proposed Initiative, total 61,000 acres of County land located within Valley Floor Grassland and Vernal Pool Conservation Areas that currently exist would be reduced by 29 percent and only 43,199 acres of Valley Floor Grassland and Vernal Pool Conservation Areas would remain. With implementation of the proposed Initiative, the acres of remaining conservation lands available within the County would not be sufficient to provide the necessary acres that would be required to mitigate the effects of planned development in the Initiative area and the projected shortfall would not be able to be met within Solano County. Development of the New Community would result in a significant decrease the lands available for conservation purposes and would require modification of the Solano HCP to allow for acquisition and enhancement of additional conservation lands beyond the mitigation requirements identified in the Solano HCP. In addition, the proposed Initiative is anticipated to result in substantial effects to natural communities and biodiversity in the area and would require substantial mitigation to offset the potential effects such as preservation and funding of additional conservation lands.

Development of the proposed New Community would affect essential habitat for several Covered Species in the Solano HCP and result in numerous significant effects on the natural environment and biological resources. The assessment prepared by LSA (Supporting Documentation C) states that there would be a shortfall of 37,500 to 39,500 acres suitable land to adequately mitigate even the minimum New Community and Solano HCP conservation objectives and mitigation requirements. While there may be sufficient acreage remaining to achieve the Solano HCP's ability to meet its mitigation and conservation commitments, the extensive development under the proposed Initiative will result in substantially increased costs for Solano HCP participants by directly competing for conservation acreage with the Solano HCP and shifting mitigation to lower value lands that will require additional costs and time to implement necessary restoration actions.

The proposed Initiative would also result in construction of a large development immediately northeast of Suisun Marsh which raises several serious concerns about the effects of such development on the sensitive resources of the ecosystem. The Suisun Marsh is a 116,000-acre estuarine marsh with diverse wetland habitats and fish and wildlife populations. This includes federal and State listed plant and animal species, migratory birds, and numerous fish species. Development of the proposed Initiative may affect the amount and quality of water in the Suisun Marsh as the development would likely result in increased freshwater diversions or withdrawals upstream of Suisun Marsh and future sewer treatment facilities constructed for the New Community could result in discharges upstream of Suisun Marsh. The portion of New Community's proposed zoning districts of TCI and IT would be located adjacent to Suisun Marsh and may include sources of pollution. Additionally, development of the New Community may impact a critical migration corridor to Suisun Marsh and could result in migratory birds avoiding the area. New development within the New Community would also include development of structures with sources of glare and nighttime lighting that may create bird strike hazards. Additionally, placing solar farms adjacent to Suisun Marsh agricultural may be incompatible with wildlife uses. The proposed Initiative also proposes to increase lanes and traffic along Highway 12 which may displace and degrade wetlands and vernal



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pools in Suisun Marsh. Buildout of the proposed Initiative could result in substantial impacts to wildlife species covered under the Solano HCP located within and around the Suisun Marsh.

### **3.3.6 Consistency with Air Quality Districts**

The proposed Initiative area is located within both the Bay Area Air Quality Management District's (BAAQMD) jurisdictional boundaries and within the Yolo-Solano Air Quality Management District (YSAQMD) jurisdictional boundaries. The western portion of the proposed Initiative area is located within BAAQMD's jurisdiction while the eastern portion of the proposed Initiative area is located within YSAQMD's jurisdiction. The proposed Initiative would be required to comply with both agencies' rules and regulations related to air quality. As previously noted, the proposed Initiative would result in an anticipated development capacity of 20,000 to 160,000 dwelling units, 50,000 to 400,000 residents, and 12,657,000 to 90,000,000 square feet of non-residential development. This significant increase in residential and non-residential developments would result in substantial increases in air quality and greenhouse gas emissions in the area resulting from increased residents, increased vehicles on the roadways, as well as construction activities that would be required to build the new developments. Implementation of the proposed Initiative would be anticipated to result in significant air quality and greenhouse gas impacts which could result in inconsistencies with BAAQMD and YSAQMD's air quality plans and air quality standards.

### **3.3.7 Consistency with Delta Protection Commission**

The Delta Protection Act of 1992 established the Delta Protection Commission, a State agency to plan for and guide the conservation and enhancement of the natural resources of the Sacramento-San Joaquin Delta, while sustaining agriculture and meeting increased recreational demands. The Delta Protection Act finds and declares that the Delta is a natural resource of statewide, national, and international significance, containing irreplaceable resources, and that it is the policy of the State to recognize, preserve, and protect those resources of the Delta for the use and enjoyment of current and future generations. The Delta Protection Act further defines a Primary Zone, which comprises the principal jurisdiction of the Delta Protection Commission and is the land and water area of primary State concern and statewide significance within the Delta, and a Secondary Zone which is the area outside of the Primary Zone but still within the "Legal Delta." The Secondary Zone is not within the planning area of the Delta Protection Commission. The Delta Protection Act requires the Commission to prepare and adopt a Land Use and Resource Management Plan (LURMP) for the Primary Zone of the Delta. The LURMP for the Primary Zone of the Delta was first adopted in 1995 and was most recently updated in 2010.

The majority of the proposed Initiative area is located outside of both the Primary Zone and the Secondary Zone identified by the LURMP. However, a small eastern portion of the area identified in the proposed Initiative as the expanded Travis Security Zone is located within the Primary Zone.

As identified in the LURMP, the goals of the plan are to "protect, maintain, and where possible, enhance and restore the overall quality of the Delta environment, including but not limited to agriculture, wildlife habitat, and recreational activities assure orderly, balanced conservation and development of Delta land resources and improve flood protection by structural and nonstructural means to ensure an increased level of public health and safety" (Delta Protection Commission 2010). As the proposed Initiative area



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located within the Primary Zone is anticipated to be included within the Travis Security Zone which prohibits residential and commercial uses with only agricultural, open space and solar farm uses including commercial solar energy facilities, agrisolar, and energy storage systems (if acceptable to Travis AFB), and does not propose any specific development of the land at this time, the proposed Initiative is not anticipated to result in inconsistencies with the LURMP of the Delta Protection Commission. Though the proposed Initiative does not propose any specific development at this time, the Delta Protection Commission would be anticipated to review the proposed Initiative for consistency as it would result in changes to the zoning and proposed uses of land located within its jurisdiction. The proposed Initiative area located within the Primary Zone, if currently utilized for agricultural, wildlife habitat, or recreational uses, would continue to be utilized with its existing uses. If any utility or infrastructure facility development is proposed within the area located within the Primary Zone in the future, the actions would be required to be carried out in conformity with the Delta Protection Act of 1992 to ensure consistency with the LURMP. Additionally, depending on where the utility infrastructure for the New Community is located, it could result in discharge of wastewater into the Delta. If discharges into the Delta would occur, compliance with the Delta Protection Commission would be required for protection of the Delta from polluted or unacceptable discharge and potential charges would be regulated by the Delta Protection Commission and Regional Water Quality Control Board.

### **3.3.8 Consistency with Regional Water Quality Control Board**

The majority of the proposed Initiative area is located within the jurisdictional boundary of the Central Valley Regional Water Quality Control Board. However, a small portion of the Initiative area adjacent to Suisun Marsh is located within the jurisdictional boundary of the Bay Area Regional Water Quality Control Board. These two Water Quality Control Boards act separately and therefore, development of the proposed Initiative would require cooperation with both the Central Valley and Bay Area Regional Water Quality Control Board. Required permitting for construction and operation of facilities regulated under the Regional Water Quality Control Board would be required to comply with the various Regional Water Quality Control Board's requirements of the area. Additionally, drainage of wastewater and stormwater and required permitting for drainage activities would also be required to comply with the Regional Water Quality Control Board requirements of the area.

## **3.4 TRANSPORTATION INFRASTRUCTURE AND FUNDING**

This section's analysis focuses on the impacts related to transportation, transportation congestion, and the associated fiscal impacts.

The purpose of this traffic analysis is to assess traffic conditions projected under buildout conditions with the proposed Initiative, to determine what changes could be made to the planned transportation network, what affect those changes would have on future traffic patterns, and to assess the associated effect on the County's Traffic Impact Fee.

### **3.4.1 Scope of Study**

A Traffic Analysis Memorandum was prepared by TJKM on July 3, 2024, to determine potential transportation impacts that could result from adoption of the proposed Initiative.





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### **Project Study Limits**

To determine enhancements and impacts from the proposed Initiative, the following freeway mainline segments were evaluated:

1. I-80 between I-680 Ramps to State Route (SR)-113 Ramp
2. I-680 between Marina Vista Avenue/Waterfront Road and Martinez Benicia Bridge to I-80 Ramp
3. SR-12 between I-80 Ramps to I-5 Ramps
1. SR-113 between SR-12 Ramps to I-80 Ramps
2. SR-84 between SR-12 Ramps to Holland Road
3. SR-160 between SR-4 to SR-12

The study freeway mainline segments were evaluated under Existing Conditions and Future (2040) Conditions without the proposed Initiative (no build), and Future (2040) Conditions with proposed Initiative.

In addition to the freeway segments, the following local roadway segments were evaluated to determine the impacts from the proposed new development:

1. Anderson Road South of Emigh Road
2. Azvedo Road North of Emigh Road
3. Batavia Road near Dixon
4. Binghamton Road near SR 113
5. Birds Landing Road South of SR 12
6. Bunker Station Road East of Binghamton Road
7. Byrnes Road North of Hawkins Road
8. Canright Road West of Azevedo Road
9. Collinsville Road South of Shiloh Road
10. Creed Road West of SR 113
11. Currie Road South of SR 12
12. Dixon Avenue East of A Street
13. Elmira Road East of Vacaville



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14. Emigh Road West of Azevedo Road
15. Flannery Road East of SR 113
16. Fry Road East of Lewis Road
17. Goose Haven Road South of Creed Road
18. Hawkins Road East of Lewis Road
19. Holdener Road West of Lewis Road
20. Kidwell Road Overpass
21. Kilkenny Road East of I-80
22. Lambie Road West of SR 113
23. Lewis Road North of Hawkins Road
24. McClosky Road North of SR 12
25. McCormack Road East of SR 113
26. McCrory Road North of Gate Road
27. Meridian Road South of Fry Road
28. Midway Road West of SR 113
29. Montezuma Hills Boulevard East of Emigh Road
30. Peabody Road between Fairfield and Vacaville
31. Pedrick Road North of A Street
32. Pitt School Road North of Midway Road
33. Porter Road East of Pitt School Road
34. Robben Road North of Midway Road
35. Robinson Road East of SR 113
36. Salem Road East of SR 113
37. Shiloh Road South of SR 12
38. Sparling Lane South of Kidwell Road
39. Weber Road West of Byrnes Road



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40. Willow Road South of Walnut Road

## Traffic Data Collection

TJKM compiled traffic data from Caltrans Traffic Census Program, Caltrans Performance Measurement System (PeMS) Database and from 2023 Solano County Congestion Management Program at the study freeway segments. The A.M. and P.M. peak hours at the study interchanges based on the review of the available data were determined to be 7:00 A.M. to 8:00 A.M. and 5:00 P.M. to 6:00 P.M., respectively.

### 3.4.2 Analysis Methodologies

#### Freeway Operations Methodology

Freeway analyses were conducted using procedures and methodologies consistent with the Highway Capacity Manual (HCM) 2010. Similar to intersection level of service (LOS), freeway facility operations are also described with the term level of service. LOS is a qualitative description of traffic flow based on speed, travel time, delay, and freedom to maneuver, with six levels, ranging from LOS A (i.e., free-flow operating conditions) to LOS F (i.e., heavily congested, over-capacity conditions). LOS E represents “at-capacity” operations. When volumes exceed capacity, stop-and-go conditions result, and operations are designated as LOS F. The V/C ratios and typical freeway speeds associated with each level of LOS are shown in Table 3-3.

**Table 3-3: Level of Service (LOS) Standards**

LOS Level	Description	V/C Ratio	Typical Freeway Speed
A	Free-flow conditions with unimpeded maneuverability	0.00 to 0.60	60 mph
B	Reasonably unimpeded operations with slightly restricted maneuverability.	0.61 to 0.70	57 mph
C	Stable operations with somewhat more restrictions. Motorists will experience appreciable tension while driving.	0.71 to 0.80	54 mph
D	Approaching unstable operations where small increases in volume produce substantial increases in delay and decreases in speed.	0.81 to 0.90	46 mph
E	Unstable flow at or near capacity levels with poor levels of comfort and convenience.	0.91 to 1.00	30 mph
F	Forced traffic flow in which the amount of traffic approaching a point exceeds the amount that can be served. Characterized by stop-and-go waves and poor travel times.	Greater than 1.00	<30 mph

Source: Solano County – 2023 Congestion Management Program, Highway Capacity Manual, & Virginia DOT



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### **Travel Demand Model Forecasting Methodology**

In order to forecast travel demands for the New Community, the Solano Napa Activity Based Model (SNABM) was used. The model has a base year of 2015 and a forecast year of 2040. The SNABM is an activity-based model, which models every person's activity and travel choices across an entire 24-hour day. Activities like school and work have priority and if any additional time is left, discretionary activities are allowed. The SNABM operates in a micro-simulation framework, where travel choices of a person or household are predicted by applying Monte Carlo simulation methodology on behavior choices. By running the Monte Carlo method many times, a reasonable distribution of a person's travel patterns throughout a day is created.

The main output of the SNABM is the personal daily trip tables, which can be used to forecast the total number of trips made by a project. In addition, various time of day trip tables are created by the SNABM for use in analyzing assignment volumes on a model roadway network. The SNABM roadway network includes a majority of the major arterials, highways, and freeways within the County.

For the proposed Initiative, TJKM identified the travel analysis zones (TAZs) that the New Community is located in and coded in the land uses associated with the New Community in the forecast year model. For Phase 1, that included a total of 50,000 people, 20,000 households, and 15,000 jobs coded into the land use file for the SNABM. The updated land use file was then used to run the SNABM for a plus proposed Initiative forecast year scenario.

An additional full Buildout scenario was also studied, which coded in a complete Buildout of the New Community with a total of 400,000 people, 150,000 households, and 91,000 jobs.

### **Forecast Methodology**

Forecast travel demand was analyzed for a variety of freeways and highways near the New Community area. Segment link volumes were extracted from I-680, I-80, SR-12, SR-113, SR-84, and SR-160. A.M. and P.M. peak hour volumes were analyzed in both directions.

For the study segments, base year and forecast year volumes were extracted from the SNABM to determine a growth rate using the NCHRP 255 Delta method. A plus project model run was conducted to calculate the future project demand. Once the forecast volumes are determined, the volume over capacity ratio (V/C) and the LOS per segment can be calculated.

In addition to forecasting future travel demand for the proposed Initiative, the SNABM can also calculate demand in terms of the total number of trips made, both on the production side (residential land uses) and the attraction side (employment land uses). Internal capture of the trips can be analyzed by calculating the trips that go between New Community TAZs vs those that go outside of the New Community area to the entire Solano County and beyond.

### **3.4.3 Trip Generation Analysis**

The projected trips generated by the New Community under Phase 1 alternative are shown in Table 3 of Supporting Documentation D. TJKM utilized the published trip generation rates from the Institute of



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Transportation Engineers' (ITE) Trip Generation Manual, 11th Edition (TGM) and consistent with the methodology published in ITE's Trip Generation Handbook, 3rd Edition (TGH).

The New Community, at Phase 1, is expected to generate 385,829 daily trips including 22,665 trips during A.M. peak hour and 35,975 trips during P.M. peak hour. With application of internal trip reduction rate of 74 percent for daily trips, 74 percent for A.M. peak hour trips and 76 percent for P.M. peak hour trips, the New Community is expected to generate 100,316 daily trips including 5,893 A.M. peak hour trips and 8,634 P.M. peak hour trips respectively.

Under Buildout, the New Community is expected to generate 3,086,635 daily trips including 181,320 trips during A.M. peak hour and 287,803 trips during P.M. peak hour. With application of internal trip reduction rate of 85 percent for daily trips, 87 percent for A.M. peak hour and P.M. peak hour trips, the New Community at Buildout is expected to generate 462,995 daily trips including 23,572 A.M. peak hour trips and 37,414 P.M. peak hour trips respectively.

### **3.4.4 Freeway Segment Level of Service Analysis**

The study freeway mainline segments are evaluated under the following scenarios:

- Existing Conditions
- Future (2040) Conditions
- Future (2040) plus New Community Phase 1 Conditions
- Future (2040) plus New Community Buildout Conditions

As identified in the Traffic Analysis Memorandum, TJKM used the segment volumes and freeway segment capacity from STA CMP program. Based on the CMP study, the following capacities have been assumed for the different segments in the study corridor:

- I-680 between Marina Vista Avenue/Waterfront Road and Martinez Benicia Bridge to I-80 Ramps: 2,000 vehicles per hour per lane
- I-80 between I-680 Ramps to SR-113 Ramps: 2,000 vehicles per hour per lane
- SR-12 between I-80 Ramps to I-5 Ramps: 900 to 2,000 vehicles per hour per lane
- SR-113 between SR-12 Ramps to I-80 Ramps: 900 to 2,000 vehicles per hour per lane
- SR-84 between SR-12 Ramps to Holland Road: 850 vehicles per hour per lane
- SR-160 between SR-4 and SR-12: 900 vehicles per hour per lane

Segment LOS was calculated using directional volume to capacity ratios under Existing Conditions. As shown in Supporting Documentation D, majority of the segments along I-680, I-80, SR-12 under existing conditions are operating below LOS D or better. However, the actual operating capacities along the study



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freeway segments would be much lower, approximately between 1,600 to 1,800 vehicles per hour per lane, based on the speed and density which is expected to deteriorate the traffic conditions.

In general, traffic operations analysis is based on the speed and density characteristics for freeways. Based on this, there is a change in travel speeds due to lane reduction, merging and weaving along the freeways. This affects the freeway segment LOS. Using these criteria, most of the segments along I-680, I-80, SR 12 are operating at LOS E or worse under existing conditions. Detailed LOS results for the study freeway segments under existing conditions are provided in Appendix B of the Traffic Analysis Memorandum prepared by TJKM (Supporting Documentation D).

### **Future (2040) No Project Conditions Analysis**

Appendix C of the Traffic Analysis Memorandum prepared by TJKM (Supporting Documentation D) contains LOS results for the study freeway segments under Future (2040) no project conditions. The annual growth rate was derived comparing Future 2040 and Existing 2015 demands from the Travel Demand Model. The annual growth rate of one percent to two percent was used to forecast the future demands at all the segments.

Under future no project conditions, following freeway segments are projected to operate at unacceptable level of service.

1. I-680 between Industrial Way and Lake Herman Road is projected to operate at LOS E during A.M. peak hour in southbound direction.
2. I-680 between Parish Road and Marshview Road is projected to operate at LOS E during A.M. peak hour in southbound direction.
3. I-680 between Gold Hill Road and Cordelia Road at I-80 is projected to operate at LOS E in southbound direction during A.M. peak hour and at LOS E in northbound direction during P.M. peak hour.
4. SR 12 between Virginia Drive and SR 84 junction is projected to operate at LOS F in southbound direction during A.M. peak hour and at LOS F in northbound direction during P.M. peak hour.

### **Future (2040) plus New Community Phase 1 Conditions Analysis**

Appendix D of the Traffic Analysis Memorandum prepared by TJKM (Supporting Documentation D) contains LOS results for the study freeway segments under Future (2040) plus New Community Phase 1 conditions. Future (2040) plus New Community conditions consist of future demands plus new traffic generated by the Phase 1 development. Project traffic assignment at the study segments were taken from travel demand model.

Under Future plus New Community Phase 1 conditions, the following freeway segments are projected to operate at an unacceptable level of service.

1. I-680 between Industrial Way and Lake Herman Road is projected to operate at LOS E during A.M. peak hour in southbound direction.



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2. I-680 between Parish Road and Marshview Road is projected to operate at LOS E during A.M. peak hour in southbound direction.
3. I-680 between Gold Hill Road and Cordelia Road at I-80 is projected to operate at LOS E in southbound direction during A.M. peak hour and at LOS F in northbound direction during P.M. peak hour.
4. SR 12 between I-80 interchange and Chadbourne Road is projected to operate at LOS E in westbound direction during A.M. peak and LOS E in eastbound direction during P.M. peak hour.
5. SR 12 between Chadbourne Road and Beck Avenue is projected to operate at LOS E in westbound direction during A.M. peak hour.
6. SR 12 between Olsen Road and SR 113 Junction is projected to operate at LOS F in westbound direction during A.M. peak hour and at LOS F in eastbound direction during P.M. peak hour.
7. SR 12 between Virginia Drive and SR 84 junction is projected to operate at LOS F in westbound direction during A.M. peak hour and at LOS F in eastbound direction during the P.M. peak hour.

### **Future (2040) plus New Community Buildout Conditions Analysis**

Appendix E of the Traffic Analysis Memorandum prepared by TJKM (Supporting Documentation D) contains LOS results for the study freeway segments under Future (2040) plus New Community Buildout conditions. Future (2040) plus New Community conditions consist of future demands plus new traffic generated by Buildout of the New Community. Project traffic assignment at the study segments were taken from travel demand model.

Under Future plus New Community Buildout conditions, following freeway segments are projected to operate at unacceptable level of service.

1. I-680 between Industrial Way and Lake Herman Road is projected to operate at LOS E during A.M. peak hour in southbound direction and at LOS E in the northbound direction during P.M. peak hour.
2. I-680 between Parish Road and Marshview Road is projected to operate at LOS F during A.M. peak hour in southbound direction and at LOS E in northbound direction during P.M. peak hour.
3. I-680 between Gold Hill Road and Cordelia Road at I-80 is projected to operate at LOS E in southbound direction during A.M. peak hour and at LOS F in northbound direction during P.M. peak hour.
4. I-80 between Suisun Valley Road and SR 12 at Hale Ranch Road is projected to operate at LOS E in southbound direction during A.M. peak hour.
5. I-80 between North Texas Street/Manuel Campos Parkway and Cherry Glen Road/Lagoon Valley Road is projected to operate at LOS E in southbound direction during A.M. peak hour and at LOS E in northbound direction during P.M. peak hour.



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6. I-80 between Cherry Glen Road/Lagoon Valley Road and Cherry Glen Road/Rivera Road is projected to operate at LOS E in southbound direction during P.M. peak hour.
7. SR 12 between I-80 interchange and Chadbourne Road is projected to operate at LOS F in westbound direction during A.M. peak and LOS F in eastbound direction during P.M. peak hour.
8. SR 12 between Chadbourne Road and Beck Avenue is projected to operate at LOS F in westbound direction during A.M. peak hour and LOS F in eastbound direction during P.M. peak hour.
9. SR 12 between Emperor Drive and Woodlark Drive is projected to operate at LOS E in westbound direction during P.M. peak hour.
10. SR 12 between Lawler Ranch Parkway and Scally Lane is projected to operate at LOS F in westbound direction during A.M. peak hour and LOS F in eastbound direction during P.M. peak hour.
11. SR 12 between Olsen Road and SR 113 Junction is projected to operate at LOS F in westbound direction during A.M. peak hour and at LOS F in eastbound direction during P.M. peak hour.
12. SR 12 between Virginia Drive and SR 84 junction is projected to operate at LOS F in westbound direction during A.M. peak hour and at LOS F in eastbound direction during P.M. peak hour.
13. SR 113 between SR 12 junction and McCormack Road is projected to operate at LOS F in northbound direction during A.M. peak hour and at LOS F in northbound & southbound directions during P.M. peak hour.
14. SR 113 between Silveyville Cemetery Road/County Fair Drive and Cherry Street is projected to operate at LOS E in northbound direction during A.M. peak hour.
15. SR 160 between SR 12 and SR 160 junction is projected to operate at LOS F in southbound direction during A.M. peak hour and at LOS E in northbound direction during P.M. peak hour.

With implementation of the New Community at Phase 1, projected traffic volumes on the freeway would increase slightly. Phase 1 of the proposed Initiative would result in unacceptable LOS at seven freeway segments that would operate at LOS E or LOS F. Implementation of Phase 1 of the New Community is anticipated to result in small increases to roadway traffic and would result in unacceptable LOS along specific freeway segments. Buildout of the New Community at 400,000 residents would significantly increase traffic volumes and would result in 15 freeway segments operating at unacceptable LOS.

### 3.4.5 Local Roadways Level of Service Analysis

The study local roadways segments are evaluated under the following scenarios:

- Existing Conditions
- Future (2040) Conditions





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- Future (2040) plus New Community Phase 1 Conditions
- Future (2040) plus New Community Buildout Conditions

### **Existing Conditions Analysis**

TJKM used the model volumes and local roadway segment capacity from SNABM. Based on SNABM, 500 vehicles per hour per lane capacity have been assumed for the study segments in the study corridor. Segment LOS have been calculated using directional volume to capacity ratios under Existing Conditions. Traffic analyses were conducted using procedures and methodologies consistent with the Highway Capacity Manual (HCM) 2010 (Transportation Research Board, 2010). Under existing conditions all of the study segments are operating at acceptable conditions except for the following study segment.

1. Peabody Road between Fairfield and Vacaville operating at LOS F during A.M. and P.M. peak conditions in both northbound and southbound direction of travel.

### **Future (2040) No Project Conditions Analysis**

Appendix G of the Traffic Analysis Memorandum prepared by TJKM (Supporting Documentation D) contains LOS results for the local roadway segments under Future (2040) no project conditions. Travel Demand volumes were used to calculate the LOS under Future (2040) no project conditions. Under future no project conditions following study segments are projected to operate at unacceptable conditions

1. Peabody Road between Fairfield and Vacaville is projected to operate at LOS F during A.M. and P.M. peak conditions in both northbound and southbound directions of travel.

### **Future (2040) plus New Community Phase 1 Conditions Analysis**

Appendix H of the Traffic Analysis Memorandum prepared by TJKM (Supporting Documentation D) summarizes LOS results for the local roadway segments under Future (2040) plus New Community Phase 1 conditions. Future (2040) plus New Community Phase 1 conditions consist of future demands plus new traffic generated by the Phase 1 development. Project traffic assignment at the study segments were taken from travel demand model. Under Future (2040) plus New Community Phase 1 conditions, the following study segments are projected to operate at unacceptable conditions.

1. Flannery Road East of SR 113 is projected to operate at LOS F in eastbound direction during A.M. peak hour and at LOS F in both eastbound and westbound directions during P.M. peak hours.
2. McClosky Road North of SR 12 is projected to operate at LOS F in southbound direction during A.M. peak hour and at LOS F in northbound direction and at LOS E in southbound direction during P.M. peak hours.
3. McCormack Road East of SR 113 is projected to operate at LOS F in eastbound direction during A.M. and P.M. peak hours.



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4. Peabody Road between Fairfield and Vacaville is projected to operate at LOS F in both northbound and southbound directions during A.M. and P.M. peak hours.

### **Future (2040) plus New Community Buildout Conditions Analysis**

Appendix I of the Traffic Analysis Memorandum prepared by TJKM (Supporting Documentation D) summarizes LOS results for the local roadway segments under Future (2040) plus New Community Buildout conditions. Future (2040) plus New Community Buildout conditions consist of future demands plus new traffic generated by buildout of the New Community. Project traffic assignment at the study segments were taken from travel demand model. Future (2040) plus New Community Buildout conditions, the following study segments are projected to operate at unacceptable conditions.

1. Canright Road West of Azevedo Road is projected to operate at LOS F in northbound direction and LOS E in southbound direction during A.M. peak hour and at LOS F during P.M. peak hour in both northbound and southbound directions.
2. Creed Road West of SR 113 is projected to operate at LOS E in the eastbound direction during P.M. peak hour.
3. Flannery Road East of SR 113 is projected to operate at LOS F during A.M. and P.M. peak hours in both eastbound and westbound directions.
4. Fry Road East of Lewis Road is projected to operate at LOS F in westbound direction during A.M. peak hour and at LOS F in eastbound direction and LOS E in westbound direction during P.M. peak hour.
5. Goose Haven Road South of Creed Road is projected to operate at LOS F in southbound direction during A.M. peak hour and at LOS F in northbound direction during P.M. peak hour.
6. Hawkins Road East of Lewis Road is projected to operate at LOS F in westbound direction during A.M. peak hour and LOS F in eastbound direction during P.M. peak hour.
7. Lambie Road West of SR 113 is projected to operate at LOS F in westbound direction during P.M. peak hour.
8. McClosky Road North of SR 12 is projected to operate at LOS E in northbound direction and at LOS F in southbound direction during A.M. peak hour and at LOS F in both northbound and southbound direction during P.M. peak hours.
9. McCormack Road East of SR 113 is projected to operate at LOS F in westbound direction during A.M. peak hour and at LOS F in both eastbound and westbound directions during P.M. peak hour.
10. McCrory Road North of Gate Road is projected to operate at LOS F in westbound direction during A.M. peak hour and at LOS F in eastbound direction during P.M. peak hour.



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11. Montezuma Hills Road East of Emigh Road is projected to operate at LOS F in westbound direction during A.M. peak hour and at LOS F in both eastbound and westbound direction during P.M. peak hours.
12. Peabody Road between Fairfield and Vacaville is projected to operate at LOS F in both northbound and southbound directions during A.M. and P.M. peak hours.
13. Robinson Road East of SR 113 is projected to operate at LOS F in northbound direction during A.M. peak hour and at LOS F in both northbound and southbound directions during P.M. peak hour.
14. Shiloh Road South of SR 12 is projected to operate at LOS F in northbound direction during A.M. peak hour and at LOS F in southbound direction during P.M. peak hour.

### 3.4.6 Vehicle Miles Traveled Analysis

A comparison of vehicle miles traveled (VMT) for conditions with and without the proposed Initiative was made to determine how the establishment of the New Community would affect travel patterns within the County. The New Community was coded in three TAZs within the Solano-Napa Activity Based Model (#259, #260, and #264). Countywide total daily VMT was calculated for the production (population) and attraction (employment) for Solano County with and without the New Community in the forecast year.

Table 3-4 presents the VMT per service population data for the County anticipated for the forecast year of 2040 with and without the New Community. The VMT analysis shows that with the proposed Initiative and Phase 1 of the New Community, VMT for the County would increase. This is due to the fact that the number of residents and jobs in the County would increase under the buildout of the New Community.

**Table 3-4: VMT for Solano County and New Community Phase 1 in Forecast Year**

Solano County	No Project	With New Community (Phase 1)	Difference
<b>Population</b>	498,743	548,743	50,000
<b>Employees</b>	150,975	165,975	15,000
<b>VMT/Capita</b>	16.28	16.50	0.22
<b>VMT/Job</b>	30.89	31.77	0.88
<b>Daily Residential VMT</b>	8,119,934	9,055,152	935,218
<b>Annual Residential VMT</b>	2,963,775,910	3,305,130,480	341,354,570
<b>Daily Employment VMT</b>	4,663,847	5,273,254	609,407
<b>Annual Employment VMT</b>	1,165,961,750	1,318,313,500	152,351,750

VMT reported from the SNABM consists of two parts: residential (production) and employment (\*attraction) VMT. Both residential and employment VMT are calculated by taking the distance travelled by vehicle trips in the model multiplied by the distance between each origin and destination TAZ. VMT per capita is calculated by dividing total residential VMT by the total population, whereas VMT per job is calculated by dividing total employment VMT by the total number of employees in Solano County. As shown in Table 3-4 above, both residential and employment VMT would increase under New Community



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Phase 1 conditions. Build out of Phase 1 of the New Community increased total residential VMT for the County by 935,218 and total employment VMT for the County by 609,407.

**Table 3-5: VMT for Solano County and New Community Buildout in Forecast Year**

Solano County	No Project	With New Community (Buildout)	Difference
Population	498,743	898,743	400,000
Employees	150,975	245,175	94,200
VMT/Capita	16.28	16.28	0
VMT/Job	30.89	26.53	4.36
Daily Residential VMT	8,119,934	14,634,145	6,514,211
Annual Residential VMT	2,963,775,910	5,341,462,841	2,377,686,931
Daily Employment VMT	4,663,847	6,416,318	1,752,471
Annual Employment VMT	1,165,961,750	1,604,079,468	438,117,718

As shown in Table 3-5 above, both residential and employment VMT would increase under New Community Buildout conditions. Buildout of the New Community is estimated to increase total daily residential VMT for the County by 6.5 million and total daily employment VMT for the County by 1.75 million.

The VMT analysis and estimates indicate that the Phase 1 scenario will annually generate 341 million additional residential-use miles travelled and 152 million additional employment-use miles travelled. Additionally, the VMT analysis and estimates indicate that the Buildout scenario will annually generate 2 billion additional residential-use miles travelled and 438 million additional employment-use miles travelled.

**3.4.7 Construction Impact Analysis**

It is anticipated construction to last for 10 years for Phase 1 development, including heavy construction, ROW purchases, grading, excavation, and constructing structures. A Construction Management Plan would be prepared that details transportation detours and emergency service routes, and outreach activities for changing traffic constraints throughout the construction period. Project-related construction traffic could include trucks transporting construction materials to construction sites, construction workers commuting to construction sites, and the movement of heavy construction equipment such as cranes, bulldozers, and dump trucks to and from construction sites.

Construction effects would include project-related construction traffic and temporary construction easements interfering with pedestrians, bicyclists, and transit and railroad operations, creating operational hazards, and reducing access to community facilities. Temporary lane or road closures, underground utility work, temporary disruption of transportation system operations and potential damage to roadway pavements and bridges would also be considered effects.

Parking areas, roadway lanes, pedestrian facilities, and bicycle lanes would be restored following construction activities. In addition, truck traffic would be required to use designated truck routes by a Construction Management Plan. The commuting periods for construction workers also generally take place outside of peak hours for street and freeway traffic, and shuttles transporting construction workers



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from remote parking areas could further reduce effects. The movement of heavy construction equipment would occur during off-peak hours on designated truck routes, and that once on site, heavy construction equipment would remain there until its job was complete, reducing trip counts.

Caltrans encroachment permits and coordination would be required and should be included in construction management plans, temporary traffic control plans, or general best management practices. The construction of the New Community would involve temporary closures of the freeway interchanges during construction period at the study interchanges.

### 3.4.8 Potential Transportation Improvements

The impacts analysis provided in this section assumes that the roadways and bridges within the analysis area would not undergo any capacity increase through the various scenarios. This assumption was used to determine the impact that the development would have on existing conditions and future forecast conditions without the development (no build). With the identified routes understood to be impacted by the development, capacity enhancing improvements would be necessary to mitigate the potential for increases in congestion and decreases in traffic performance. A summary analysis of the variety of improvements that would be necessary to mitigate the traffic impacts that would be anticipated was performed. The Solano County Road Improvement Standards require that development improve impacted substandard roads up to the design standard, which includes at least 4-lanes for roads that will have 10,000 or more vehicle trips per day. Impact mitigation is a normal part of the development process where negative impacts are typically offset by various improvements. Improvements that would be required include:

1. Connecting State Highways sections improved to four or more lanes.
2. Rio Vista Bridge replacement (likely a cost share given pre-existing conditions).
3. Local and other minor State Highway bridges upgraded to four or more lanes.
4. Connecting and impacted local roadways and intersections improved to standard two to four lanes.
5. Additional public right of way necessary for accessory improvements for environmental mitigation, storm water/drainage, lighting/landscaping, and road realignments.
6. Structural pavement improvements to mitigate for damage to public roadways from all the truck hauling necessary to bring in the building materials.

The cost estimates associated with these improvements will vary depending on the scope of the development and timeline of delivery. Phase 1 timeline for build out is estimated at approximately 10 years, but Buildout is unknown at this time. Cost escalation was estimated at 3 percent per year in the supplemental reports, but the demand from the development may inflate construction contract and material prices for the region given the magnitude of development. The preliminary estimate for the transportation improvements costs outside of the development area are approximately \$2.2+ billion for Phase 1 and \$17+ billion for Buildout (in present day values) (Supporting Documentation E). The alternative to not mitigating these impacts would result in increased traffic congestion, lower traveling



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speeds, decreased roadway safety, increases in significant injury and fatal accidents, and increased maintenance costs for roads and bridges.

Additionally, the New Community would require construction of new internal roadways. Construction of all new internal roads and appurtenant infrastructure within the development area would be estimated to cost up to \$12.2 billion for Buildout (including hard construction costs, design and construction support cost, permits and environmental clearance costs), which would be in addition to the transportation mitigation costs outside of the development area. Development must typically construct and/or fund all of the public infrastructure necessary for the development. Funding for the new roads from a large development are typically generated by fees levied on the new construction and through a development agreement between the developer(s) and the lead agency. The fees necessary to generate enough revenue for the variety of public improvement costs would be very significant.

### **3.4.9 Transit, Bicycle, and Pedestrian Facilities**

Implementation of the proposed Initiative would not affect existing or proposed transit facilities. There are no existing bicycle and pedestrian facilities within or around the New Community area. Funding and construction of new transit, bicycle, and pedestrian facilities to be located within the New Community would be significant.

### **3.4.10 Traffic Impact Fee Program**

As identified in the Transportation Cost Estimates Memorandum (Supporting Documentation E), Solano County has limited revenue options for transportation maintenance and improvements. The unincorporated County does not have a transportation sales tax and relies solely on the State and Federal Gas Tax to fund existing road maintenance of the 576 miles of unincorporated roads and bridges. The County's Road Fund currently commits about \$1-\$5 million annually to road and bridge improvements, outside of basic road maintenance funding. The County's Gas Tax revenue at Buildout would likely increase \$2-\$5 million per year due to increases in public roadway mileage, population, and registered vehicles.

Caltrans has committed to funding some larger Interstate and State Highway rehabilitation projects in Solano County over the next 10 years; however, there is no commitment for capacity improvements near the New Community development. Therefore, capacity improvement funding through Caltrans cannot be anticipated at this time.

The Regional Transportation Impact Fee (RTIF), part of the Solano County Public Facilities Fee, provides some funding for roadway improvements, typically \$3-\$5 million per year depending on regional building permit issuance. The RTIF funds are collected on residential and commercial development and the Initiative could generate approximately \$41 million for Phase 1 and \$322 million for Buildout under current fee amounts.

### **3.4.11 Conclusion**

Approval of the proposed Initiative would potentially result in a significant number of transportation and traffic congestion related impacts that are anticipated to need mitigating improvements. The new public



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roadway infrastructure and mitigating improvements will likely cost several billion to tens of billions of dollars to build depending on building scope and timeline. The RTIF revenues and new Gas Tax revenues generated under existing fee and tax structures would likely generate tens to hundreds of millions in new revenue to offset the transportation improvement costs and would only cover a fraction of the necessary improvements.

### **3.5 PUBLIC FACILITIES, SERVICES, AND AMENITIES**

Following is a discussion of the potential effects on utilities, public services, and public amenities, which would occur with implementation of the proposed Initiative. While it is generally assumed herein that no urban development would take place outside of the proposed Initiative area, the assumption for the purposes of the analysis of the effects of the proposed Initiative on public infrastructure is that future development of public facilities, as needed to serve development under the adopted General Plan would be permitted with implementation of the proposed Initiative.

#### **3.5.1 Wastewater Treatment/Sewer System**

Each of the cities in Solano County - Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville, and Vallejo - is currently served by municipal sewer and wastewater systems. Some parcels in the unincorporated County located near cities are served by sewer and wastewater services from adjacent cities and sewer districts. The City of Vacaville serves the unincorporated community of Elmira, which is adjacent to the service area for the Vacaville sewer system. The Fairfield-Suisun Sewer District provides sewer service to the unincorporated community of Cordelia and parts of Suisun Valley from Rockville Road south to the Fairfield city limits. The Vallejo Flood & Wastewater District provides sewer service to the Vallejo unincorporated Vallejo islands. The City of Dixon provides service to a few parcels directly outside of Dixon. A few of the larger developments in the unincorporated County have small treatment systems. The majority of developments in the unincorporated County, those not served by municipal sewer or small-scale treatment systems, operate stand-alone septic tanks to serve individual parcels. Each city, or an associated special district within the County, operates its own wastewater treatment plant (WWTP). The City of Vacaville Public Works Department is responsible for the city's wastewater collection and treatment system. The city is served by two wastewater treatment facilities: the Vacaville Diatomaceous Earth Plant and the Vacaville Easterly WWTP. The Fairfield-Suisun Sewer District, the City of Fairfield, and the City of Suisun City each operate portions of the Fairfield-Suisun collection system, and the Fairfield-Suisun Sewer District operates the Fairfield-Suisun Subregional WWTP, which provides tertiary treatment of wastewater generated from domestic, commercial, and industrial sources within the city boundaries of Fairfield and Suisun City. The Vallejo Flood & Wastewater District provides and operates the city's WWTP, wastewater pump stations and force mains, and the trunk main collection facilities in Vallejo, some adjacent unincorporated areas, and Mare Island. The City of Rio Vista provides sewer service and operates the Beach Drive Plant and the Northwest WWTP, which are both located within the boundaries of Rio Vista. The City of Dixon provides sewer service and operates the WWTP, wastewater pump stations and force mains, and the trunk main collection facilities. The City of Benicia owns and operates the WWTP and related facilities providing wastewater service to users within its service area, which is coterminous with the city limits.



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The proposed Initiative would result in increased wastewater generation within the area and would require development of a wastewater collection system and treatment plants to serve the New Community. Per the Fairfield-Suisun Sewer District data, the Fairfield-Suisun Sewer District uses a flow factor of 178 gallons per dwelling unit per day. Based on an assumption of 20,000 dwelling units and the flow rate factor of the nearby existing Fairfield-Suisun Sewer District, it is assumed that Phase 1's residential population would result in the generation of approximately 3,560,000 gallons per day of wastewater (excluding non-residential development). For Buildout of the New Community, based on an assumption of 160,000 dwelling units, it is assumed Buildout's residential population would result in a generation of approximately 28,480,000 gallons per day of wastewater. However, as these estimates do not include non-residential development under the Phase 1 and Buildout scenarios, wastewater generation within the New Community would be anticipated to be higher than the generation rates described above. All wastewater facilities are required to be designed to handle significantly larger peak flows because sewer pipes receive inflow and infiltration during rainstorms or when groundwater is high.

Any wastewater treatment plant would require a discharge location for the treated wastewater. The Initiative proposes that wastewater will be extensively recycled for broad re-use within the New Community but the proposed Initiative does not describe how the volume to be recycled would compare to the total volume of wastewater generated, nor does it address the seasonality of wastewater generation or the seasonality of recycled water demand. The Initiative also does not address how excess wastewater would be eliminated. Most wastewater treatment plants require a National Pollutant Discharge Elimination System (NPDES) permit through their Regional Water Quality Control Board to allow discharge to Waters of the United States so that excess flows that cannot be recycled can still be processed. Large, recycled water storage facilities could be used to store excess supply. It is also possible to permit a wastewater treatment plant to discharge to percolation ponds, evaporation ponds, or spray irrigation. These solutions may not be feasible at the volumes of wastewater predicted from the New Community.

The proposed Initiative proposes the following wastewater system to be developed to serve the New Community, although there is no commitment within the proposed Initiative that this exact system would be developed. The wastewater system proposed for the New Community would convey sewage through a network of collection pipelines (either gravity-based or pressurized) to proposed Water Resource Recovery Facilities (WRRF) and potentially to Neighborhood Utility Hubs (NUH). The proposed Initiative proposes two WRRFs within the New Community boundary. Wastewater generation and the demand for wastewater collection and treatment would incrementally increase as the New Community is built out. Buildout of the New Community would result in substantial increases in wastewater generated. The wastewater collection system and treatment plant proposed to serve the New Community would be required to be developed to provide sufficient capacity to serve the demand resulting from increased development under the proposed Initiative. The proposed Initiative identifies two sites within the New Community to locate new WWTPs to serve the New Community.

Construction of WWTPs would be required to serve the New Community. Estimated construction costs of required infrastructure are provided in Supporting Documentation F. Under the Buildout scenario of the New Community, construction of WWTPs to serve the New Community would be anticipated to require \$259 million to construct. Additionally, pipelines for sewer conveyance to serve the New Community and convey wastewater to the WWTP would be required to be constructed which has an anticipated cost of





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\$737 million to construct. Therefore, construction of backbone infrastructure for wastewater within the New Community under Buildout scenario is estimated to require \$996 million to construct.

The proposed Initiative and its specific plan include the implementation of the Public Facilities and Financing Plan to finance, build, own, and maintain New Community local infrastructure and public service facilities. The proposed Initiative (pages 7, 74) states implementation of the Public Facilities and Financing Plan would help achieve the purposes of the proposed Initiative's General Plan amendments, without imposing any new tax or other fiscal obligation on any Solano County residents or businesses located outside of the New Community. However, the Public Facilities and Financing Plan has not been provided at the time of preparation of this analysis and the information to prepare the plan does not exist. Any funding not secured from external sources would need to be provided by residents and businesses within the New Community through Capacity Charges (cost of connection to the wastewater system) and Sewer Service Charges (monthly operational charges), in conformance with California's Proposition 218. No phasing plan for development of public facilities or utility services required for the New Community have been provided nor has information on where the funds required to construct, operate, and maintain the required facilities and services been provided. Therefore, the proposed Initiative's statement that a Public Facilities and Financing Plan would be developed does not guarantee that adequate funds would be available and does not guarantee that adequate facilities and services would be provided to serve the New Community.

### **3.5.2 Water**

Water service for the County is provided to residences, businesses, farms, and municipal institutions by various agencies within the County. Incorporated areas and water districts, including the Solano Irrigation District (SID), Maine Prairie Water District, and Reclamation District No. 2068, within the County obtain water from the Solano County Water Agency (SCWA) as a water wholesaler or through their own facilities. SCWA member agencies supply water to the cities and to some unincorporated areas for agriculture and some domestic water uses through SID or through its other member agencies. The entire County of Solano is located within the boundaries of SCWA however, its member agencies can only serve their own service district boundaries. SCWA relies on two primary sources for water: the Solano Project and the State Water Project. The Solano Project provides surface water through Monticello Dam and Lake Berryessa, and the California Department of Water Resources' State Water Project supplies surface water to the County through the North Bay Aqueduct. Additionally, unincorporated areas of the County located outside of existing service district boundaries rely on groundwater wells and surface water from localized tributaries to the Sacramento River.

Drinking water treatment services in Solano County are provided by seven water treatment facilities: Vacaville's Diatomaceous Earth Plant (DE Plant), Vacaville and Fairfield's North Bay Regional Water Treatment Plant (NBR Plant), Fairfield's Waterman Treatment Plant, the Suisun-Solano Water Authority's Cement Hill Water Treatment Plant, Vallejo's Green Valley and Fleming Hill Treatment Plants, and Benicia's water treatment plant. Rio Vista and Dixon are served by groundwater well systems. Vacaville is served via a combination of groundwater wells and water treatment facilities (DE Plant and NBR Plant). Travis AFB receives treated water from the City of Vallejo.



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The proposed Initiative area is not located within the boundaries of any water district that is a member of SCWA. The City of Rio Vista, which is the closest incorporated city to the proposed Initiative area, relies entirely on water wells located within the city limits for domestic water service.

## Water Demand

The proposed Initiative does not include any firm details about anticipated water demand for the New Community; accordingly, the County’s evaluation relies on reasonable assumptions and estimates a range of potential demands under different water use scenarios. As more fully described in the LSCE water resources report attached as Supporting Documentation G, current water demand (including both potable and non-potable water) in the New Community area totals 6,200 acre-feet per year (AFY). One acre-foot is equal to 325,851 gallons of water. The LSCE report evaluated water demand using more than 20 different model scenarios, concluding that water demand for the New Community will range from **10,000 to 13,000 AFY** for Phase 1 and will range from **44,000 to 75,000 AFY** at Buildout to 400,000 residents. In other words, demand will approximately double for the initial phase and may increase by 7 to 12 times for a full project built out.

**Table 3-6: New Community Anticipated Water Demand**

Scenario Description	Baseline Conditions (without proposed Initiative)	Phase 1 Water Demand Range	Buildout Water Demand Range
Total Water Demand	6,200 AFY	10,000-13,000 AFY	44,000-75,000 AFY

## Water Supply

Based on information available to the County, the only guaranteed water source for the New Community is groundwater. Due to the uncertainty associated with surface water rights, which is further discussed below, LSCE’s water resources report focused on potential impacts associated with groundwater pumping under different project configurations, water demands, water sources, and climate change assumptions. More than 20 different model scenarios with different project parameters suggest that water demands for the New Community have the potential to cause impacts to the Solano Subbasin and neighboring basins, local groundwater users including the City of Rio Vista (which relies entirely on groundwater), interconnected surface water, and critical habitat areas such as groundwater dependent ecosystems (GDEs).

At the time the Solano Subbasin Groundwater Sustainability Plan (GSP) was developed, the New Community was not anticipated. The GSP went into effect on January 31, 2022, and was approved by the Department of Water Resources on January 18, 2024. The GSP undergoes periodic evaluations at least every five years, and the New Community will require more intensive analysis for the next GSP update to ensure there are no undesired results as a result of the New Community. Undesirable results, such as saltwater intrusion, depletion of interconnected surface water, and impacts on GDEs, may occur from increased groundwater pumping for the New Community.

Other neighboring basins (including the Suisun-Fairfield Valley Groundwater Basin, which is not currently required to prepare and submit a GSP to the Department of Water Resources) may require a changed



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basin prioritization and be required to prepare a GSP in the future as a result of the New Community's increase in water demand and source of water. The existing Solano Subbasin GSP required approximately \$3 million and over four years of work to develop, and \$500,000 is required annually for GSP implementation efforts, including annual monitoring and reporting. Updating the Solano Subbasin GSP or the preparation of a new or updated GSP for neighboring basins if needed to address changing groundwater demands resulting from the New Community, would be a substantial cost and effort for groundwater stakeholders in the area.

### Surface Water Rights

The proposed Initiative (page 61) states that water supplies for the New Community will be a combination of nearby surface water rights, on-site stormwater, recycled water generated by the community, and available groundwater. In a statement released in June 2024, the Initiative-proponents noted that the New Community will not use any water from Solano Irrigation District (SID) or Lake Berryessa (Solano Project), reiterated use of existing surface water rights, local groundwater, and proposed recycled water from the New Community, and also mentioned the intent to use water imported from outside of the County (out-of-County water transfers). Neither the proposed Initiative nor the June 2024 statement explicitly identify a surface water source for the New Community. Any statements after the publication of the proposed Initiative are not binding should the Initiative be adopted by the voters.

The surface water rights held by the Initiative-proponent and its affiliates, as of the date this report was drafted, aggregate to a total maximum amount of approximately 10,000 AFY based on public information in the State Water Resources Control Board's Electronic Water Rights Information Management System (eWRIMS). Those surface water rights, however, are not guaranteed to be legally available to serve the New Community and are not mentioned in the proposed Initiative. Any riparian water rights held by the Initiative-proponent are not associated with the New Community parcels, and therefore there is no way to legally assign riparian rights to those lands. Any pre-1914 appropriative water rights held by the Initiative-proponent require an evidentiary showing that the water was put to beneficial use prior to December 19, 1914, which has not been provided. Any post-1914 appropriative water rights held by the Initiative-proponent will need to go through the Change Petition process and obtain approval from the State Water Resources Control Board to change their assigned point of diversion, place of use, or purpose of use for the New Community. The Change Petition process includes an opportunity for protest and may include an administrative hearing before the State Water Resources Control Board on issues related to injury to other legal water users, environmental impacts, and public interest. Out-of-County water transfers will face similar legal hurdles, depending on the nature of the imported water source, which is not yet known.

### Groundwater Rights and Impacts

Due to the uncertainty associated with surface water rights, LSCE prepared a water resources evaluation for the New Community that focused on groundwater as the primary source of water for the proposed New Community (LSCE, 2024, Supporting Documentation G). In California, property owners generally have the right to extract groundwater for use on overlying lands. A groundwater district or agency will likely need to be established as a purveyor to use groundwater to serve the entire footprint of the New Community. Public water purveyors typically utilize appropriative water rights. The appropriation of groundwater is only allowed if there is excess groundwater available after overlying users' needs are



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satisfied. LSCE's water resources evaluation suggests that groundwater pumping and potential water supply strategy associated with the New Community have the potential to have the following impacts and challenges, largely caused by the lowering of groundwater levels in the vicinity of the New Community (both within and adjacent to the New Community) and associated changes in groundwater flow gradients:

- Stream depletion and impacts to interconnected surface water.
- Saline water intrusion.
- Degrading health of critical habitat areas such as groundwater dependent ecosystems (GDEs).
- Substantial alteration of subsurface groundwater flows to/from the Solano Subbasin and in the vicinity of the New Community.
- Challenges associated with the feasibility of conducting aquifer recharge activities and conjunctive uses.
- Need for treatment of groundwater to meet drinking water quality standards.
- Trigger an update to the Solano Subbasin GSP and potentially impact other nearby basins including the Suisun-Fairfield Valley Groundwater Basin.

### Infrastructure

In order to treat and deliver water, the New Community would require the development of new water treatment and distribution systems or an extension of existing nearby systems to serve the area through which would require LAFCO approval. Notably, as mentioned above, the New Community is outside of the current SID service areas and the properties within the proposed Initiative area do not hold any contractual allocations of Solano Project water.

The existing water treatment plants located closest to the proposed Initiative area include Rio Vista's Plant and Vacaville and Fairfield's NDR Plant. However, new water treatment plants are proposed within the New Community. The treated potable water would be delivered to the New Community through a system of transmission and distribution pipelines, with storage tanks and pumps to provide reliable and pressurized flows. Additionally, the proposed Initiative proposes a recycled water facility that would include storage tanks, pumps, and distribution pipelines.

Although the proposed Initiative (page 61) states that new water treatment and distribution systems will be developed, the proposed Initiative lacks details as to where and how these facilities will be built and funded. The proposed Initiative identifies four locations for construction of new water treatment plants to serve the New Community. Due to a lack of information in the proposed Initiative about these facilities, the County can only estimate the anticipated cost based on reasonable assumptions including the size of the proposed New Community and water demands. The County estimates that design, planning, construction, and long-term operations and maintenance of water infrastructure alone will cost a significant amount of dollars without any identification of funding sources or responsibilities. The proposed Initiative's "Water Guarantee" only commits the proponents to prepare two plans, a Water Supply



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Assessment and a Water Supply Verification, but does not commit the proponents to building any specific infrastructure or utilizing any specific source of supply.

Construction of water treatment plants would be required to serve the New Community. Under the Buildout scenario of the New Community, construction of water treatment plants to serve the New Community would be anticipated to require \$42.6 million to construct (Supporting Documentation F). Additionally, water distribution system pipelines to serve the New Community and convey water from the water treatment plants would be required to be constructed which has an anticipated cost of \$312 million to construct. Therefore, construction of backbone infrastructure for water treatment and conveyance within the New Community under the Buildout scenario is estimated to require \$354.6 million to construct. Additionally, the proposed Initiative proposes the use of recycled water within the New Community. Construction of the recycled water distribution system is estimated to cost an additional \$100 million to construct.

While the evaluation conducted by LSCE is not intended to assess anticipated impacts of all of the details of the proposed Initiative (most of which are not available at the time of analysis), it does highlight important considerations that should be addressed through more detailed analysis if the proposed Initiative proceeds. Such analyses should consider effects of the proposed Initiative on water resources and beneficial users of water in areas across Solano Subbasin and Suisun-Fairfield Valley Basin as well as adjacent groundwater subbasins and basins that may be affected by increased pumping associated with the proposed Initiative and the effects on the adjacent conservation lands and groundwater dependent ecosystems.

### **3.5.3 Stormwater Drainage**

Solano County cities are individually responsible for drainage within their borders and have constructed facilities to handle surface runoff. The unincorporated County relies heavily on gravity to drain excess surface waters to natural water courses. Landowners within the unincorporated County's watersheds must capture runoff on-site because there is no other system available to accommodate that runoff. These landowners will need to find ways to allow water to filter into the soil on their properties and/or use other natural systems to detain and filter runoff. Rio Vista, which is the closest incorporated city to the proposed Initiative area, has a network of storm drainage pipes and open swale that drain to the Sacramento River.

There is no existing stormwater drainage system that serves the proposed Initiative area. Implementation of the proposed Initiative would result in increased surface runoff resulting from development of impervious surfaces. The proposed Initiative area, specifically within the New Community, would require the construction of stormwater drainage systems to handle and treat runoff as well as systems to discharge the runoff to an appropriate location. The infrastructure would be subject to regional municipal stormwater permits from the appropriate Regional Water Quality Control Board, which would require Solano County to become a Phase 1 regulated entity due to the size and urbanization proposed. The new regulation would require the County establish a broad State regulated program to ensure stormwater treatment, water quality monitoring, trash capture, and green stormwater infrastructure.



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The Initiative proposes that stormwater from the New Community be conveyed by a system of storm drain pipelines and channels. Stormwater management facilities would utilize green infrastructure consisting of strategically planned networks of natural areas incorporating environmental features to provide bioretention and improve surface runoff quality. These features would be integrated into parks and open space areas throughout the New Community. Stormwater management facilities downstream of green infrastructure would include detention facilities, engineered wetlands, and amenity lakes for flood control. These may be designed into the landscape to reduce the impact to water bodies downstream of the site and may be coupled with reuse storage facilities and infiltration wells to enhance groundwater aquifer recharge.

The generation of stormwater runoff within the New Community would be dependent on development buildout and associated construction of pervious and impervious surfaces. The New Community would require construction of stormwater drainage systems to serve the New Community. Construction of the backbone infrastructure for stormwater drainage systems, including storm water basins, under the Buildout scenario would be anticipated to require approximately \$625.3 million (Supporting Documentation F).

The proposed Initiative and its specific plan include the implementation of the Public Facilities and Financing Plan to finance, build, own, and maintain New Community local infrastructure and public service facilities. The specific plan proposed by the proposed Initiative is its proposed “New Community Specific Plan Zoning District,” which would be an entirely new section of the Solano County Zoning Code. This amendment to the Zoning Code would serve as a specific plan and the implementing zoning regulations for the New Community. The proposed Initiative (pages 7, 74) states implementation of the Public Facilities and Financing Plan of the specific plan would help achieve the purposes of the proposed Initiative’s General Plan amendments, without imposing any new tax or other fiscal obligation on any Solano County residents or businesses located outside of the New Community. However, the Public Facilities and Financing Plan has not been provided at the time of preparation of this analysis and the information to prepare the plan does not exist. No phasing plan for development of public facilities or utility services required for the New Community have been provided nor has information on where the funds required to construct, operate, and maintain the required facilities and services been provided. Therefore, the proposed Initiative’s statement that a Public Facilities and Financing Plan would be developed does not guarantee that adequate funds would be available and does not guarantee that adequate facilities and services would be provided to serve the New Community.

### **3.5.4 Solid Waste**

The County contracts exclusively with four haulers who operate in five service areas designated by the Solano County Board of Supervisors to collect, transport and manage solid waste, recyclables, and organics. The County Board of Supervisor’s jurisdiction is limited to the unincorporated since each city within the county contracts integrated waste services independent of each other and at the will of their respective City Council. The New Community is located in the area assigned to Republic Services (Service Area C) and Mount Diablo Resource Recovery (Service Area B) (Supporting Documentation J). Both haulers transport nonrecyclable and nonhazardous solid waste to Potrero Hills Landfill located in the unincorporated area outside the City of Suisun City. It is located approximately 4.5 miles southwest of the New Community’s western boundary. This is a State-permitted facility that is privately managed and



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owned by Waste Connections; it is open to the general public and is projected to close in 2060 under current conditions. Recyclables and organics collected by Republic and Mount Diablo are transloaded to State-permitted compost and material recovery facilities (MRF) located in the Bay Area, Central Valley, and Sacramento region. Currently, there are no large volume recycling centers, MRFs, or transfer stations sited in the unincorporated. Hay Road landfill is also located in the unincorporated County outside the City of Vacaville and is owned by Recology. It is located approximately 5.5 miles north of the New Community's northern boundary and is projected to close in 2058. Ancillary to the landfill is a State-permitted compost operation on-site. Haulers assigned to Service Areas A and E transport solid waste to Hay Road landfill.

Solid waste management within the New Community is proposed to be composed of a waste collection system that would sort solid waste streams into at least three categories: recyclables, organics, and landfill waste. Waste may be consolidated in an on-site MRF for sorting and decontamination, enhancing recycling and reuse potential. The proposed Initiative proposes to use a pneumatic waste collection system consisting of valve inlets located in buildings or in the public realm connected to pneumatic tubes to provide efficient underground transport to community waste transfer stations located at strategic locations along major transportation corridors throughout the New Community. This approach would reduce the cost, traffic, noise, air emissions, and nuisance of typical curbside collection by truck. The community waste transfer stations can provide a location of consolidated pick up at multiple locations across the New Community for easy hauling to the MRF. The community waste transfer stations can also provide a drop off center for recyclables and household hazardous waste such as light bulbs, batteries, and paint. Additionally, commercial compost facilities may be developed to process organics, providing compost for open space landscaping needs.

The proposed Initiative roughly identifies two locations within the New Community for construction of two MRFs as well as two locations for construction of two anaerobic digester facilities. In 2023, Solano County and its cities generated a combined 462,761 tons of landfilled waste as follows: Benicia 26,331, Dixon 20,719, Fairfield 154,556, Rio Vista 8,052, Suisun City 16,649, Vacaville 102,456, Vallejo 111,630, Unincorporated 22,368. The City of Fairfield draws the closest comparison to the New Community's residential versus commercially zoned makeup for solid waste generation. Using Fairfield's population in 2023 at 120,036 and the assumption of 50,000 residents, 20,000 dwelling units, and 12,657,000 square feet of nonresidential development, Phase 1 buildout, the New Community is anticipated to generate approximately 62,000 tons of solid waste per year (172 tons per day). Based on the assumption of 400,000 residents, 160,000 dwelling units, and 90,000,000 square feet of nonresidential development, maximum buildout of the New Community is anticipated to generate approximately 513,126 tons per year (1,406 tons per day).

It is anticipated that the County's contracted haulers would continue to pick up solid waste from the New Community's waste transfer stations and transport the waste to a landfill. Waste from the New Community would be anticipated to be disposed of at either Potrero Hills Landfill or Recology Hay Road Landfill. Potrero Hills Landfill has a remaining capacity of 54,416,579 cubic yards and has a maximum daily permitted throughput of 4,330 tons per day. Recology Hay Road Landfill has a remaining capacity of 27,124,232 cubic yards and has a maximum daily permitted throughput of 3,200 tons per day. Phase 1's 172 tons per day of solid waste generated would represent approximately 4 percent and 5 percent of the maximum daily throughput at Potrero Hills Landfill and Recology Hay Road Landfill, respectively. Buildout



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of the New Community's 1,406 tons per day of solid waste generated would represent approximately 32 percent and 44 percent of the maximum daily throughput at Potrero Hills Landfill and Recology Hay Road Landfill, respectively. Therefore, these existing landfills are anticipated to have capacity to handle waste generated from the New Community during Phase 1 but will accelerate the projected closure of these landfills. At Buildout of the New Community, solid waste generated within the New Community would result in substantial amounts of solid waste generated per day that will not be able to be accommodated at existing nearby landfills. Implementation of the proposed Initiative would result in new development of solid waste facilities in the County subject to the adopted General Plan. As such, implementation of the proposed Initiative would result in increased solid waste generation than under the existing General Plan. New development occurring within the County would be subject to the General Plan and Countywide Integrated Waste Management Plan policies that ensure adequate waste collection and disposal facilities. Actual cost of the permitting and construction of a new landfill within the County is unknown at this time but would likely lead to increased solid waste charges for all existing County residents.

### **3.5.5 Energy**

Solano County relies on multiple private companies for energy (natural gas and electricity) services to provide redundancy and reliability.

Implementation of the proposed Initiative would result in increased demand for electric and natural gas than under the existing General Plan. The proposed Initiative would increase the amount of potential residential and non-residential development in the County and therefore, would increase the need for electricity and gas services.

Overhead utility powerlines are located throughout the proposed Initiative area. Pacific Gas and Electric (PG&E) is the biggest gas and electricity service provider in the State and would be anticipated to supply energy to developments within the New Community. Implementation of the proposed Initiative would result in substantial increases in the demand for energy services in the County. According to the California Independent System Operator, the massive increase in interconnection requests has overwhelmed critical planning and engineering resources across the industry and PG&E transmission and interconnection is backlogged with a list of hundreds of projects awaiting interconnection approval. The long interconnection queue could result in transmission infrastructure construction for the New Community being delayed and could result in potential impacts on clean energy development.

Based on an assumption of a population of 50,000 residents, 20,000 dwelling units, and 12,657,000 million square feet of non-residential development, it is assumed that Phase 1 would result in a demand of approximately 3,302,770 kilowatt hours (kWh) per day. For Buildout of the New Community, based on an assumption of a population of 400,000 residents, 160,000 dwelling units, and 90,000,000 square feet of non-residential development, it is assumed it would result in a demand of approximately 26,422,160 kWh per day.

Southeastern Solano County has a unique setting with a history of clean power generation and the resource of a proximate network of several high voltage electric transmission lines. The proposed Initiative (page 59) states the New Community would harness these resources with utility scale renewable generation from potential new solar farm uses and existing wind farms that supply clean power to meet





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the demands of the New Community, as well as provide surplus power and additional reliability to the grid. The proposed Initiative includes proposals for the construction of solar farms, collection systems, substations and energy storage systems, and related distribution systems including lines, switches, transformers, and meters. As an irregular source of energy generation, solar uses need to be paired with energy storage to provide reliable energy during peak usage hours which occur later in the day than peak generation. Solano County Planning staff are currently drafting a zoning ordinance for battery energy storage systems to protect the health and welfare of the residents, environment and land of Solano County, due to risks posed by certain battery chemistries like lithium-ion. Under the proposed Initiative, solar farms would be permitted in the TCI as well as within the remainder of the New Community on an interim basis prior to full build out provided that any solar farm uses using glare mitigation technology and designs acceptable to Travis AFB. Additionally, a thermal energy system consisting of central thermal plants connected to a thermal distribution grid and community thermal assets would provide space heating and cooling plus domestic hot water heating to buildings in the New Community. Central Thermal Plants are proposed to be developed within the New Community while wind generated energy is specifically prohibited.

The New Community would require construction of dry utilities, including electrical and fiber, to serve the New Community. Construction of the backbone infrastructure of dry utilities required to serve the New Community at Buildout is anticipated to require approximately \$1.6 billion to construct (Supporting Documentation F).

The proposed Initiative and its specific plan include the implementation of the Public Facilities and Financing Plan to finance, build, own, and maintain New Community local infrastructure and public service facilities. The specific plan proposed by the proposed Initiative is its proposed “New Community Specific Plan Zoning District,” which would be an entirely new section of the Solano County Zoning Code. This amendment to the Zoning Code would serve as a specific plan and the implementing zoning regulations for the New Community. The proposed Initiative (pages 7, 74) states implementation of the Public Facilities and Financing Plan of the specific plan would help achieve the purposes of the proposed Initiative’s General Plan amendments, without imposing any new tax or other fiscal obligation on any Solano County residents or businesses located outside of the New Community. However, the Public Facilities and Financing Plan has not been provided at the time of preparation of this analysis and the information to prepare the plan does not exist. No phasing plan for development of public facilities or utility services required for the New Community have been provided nor has the information on where the funds required to construct the required facilities and services been provided. Therefore, the proposed Initiative’s statement that a Public Facilities and Financing Plan would be developed does not guarantee that adequate funds would be available and does not guarantee that adequate facilities and services would be provided to serve the New Community.

### 3.5.6 Law Enforcement Services

Solano County Office of the Sheriff, a State constitutional office headed by an elected sheriff, provides law enforcement services within the unincorporated areas of the County, such as safety patrol services, dispatch of safety personnel, and other services for both unincorporated/incorporated jurisdictions that includes holding custody of adult law offenders, operation of the jail and security at court facilities. The sheriff also conducts investigations, provides coroner services, maintains criminal records, and



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administers specialty services including SWAT, Marine Patrol, Canine Narcotics Enforcement, Bicycle Enforcement, and Crowd Control Team.

The main office for the Sheriff is located at 530 Union Avenue in Fairfield and employs approximately 116 sworn law enforcement professionals. As identified in the County's General Plan EIR, the sheriff's office currently has a service ratio of approximately six officers per 1,000 residents of the unincorporated County.

The incorporated cities within Solano County are of varying sizes ranging from smaller cities such as Rio Vista with a population of 10,500 residents to larger cities such as Fairfield with a population of approximately 119,000 residents. The police department staff to resident ratio for each city varies depending on the size and population of the city, as well as available funding for recruitment of additional staff. An analysis is provided below to determine the average staffing ratios for incorporated cities within Solano County (Suisun City, Rio Vista, Fairfield, Vacaville, Dixon, Vallejo, and Benicia) based on the most recent available information online. Some of the information below may not represent the current staffing ratio for each city's police department as the information available online has not been updated to provide current staffing and population numbers.

The City of Suisun City has a population of approximately 29,000 residents and the Suisun City Police Department has a patrol staff of approximately 16 sworn officers that act as patrol staff (City of Suisun 2023). Therefore, Suisun City has an average staffing ratio of 0.55 officers per 1,000 residents.

The Rio Vista Police Department currently contracts with the Sheriff's Office to provide sworn staff that serves approximately 10,500 residents (City of Rio Vista 2023) with a staffing ratio of approximately 0.86 officers per 1,000 residents.

In 2022, Fairfield Police Department had a staff of 126 sworn staff that serves approximately 119,705 residents (City of Fairfield 2022). Therefore, the City has a staffing ratio of approximately 1.05 officers per 1,000 residents.

The City of Vacaville's General Plan EIR states that at the time of preparation of the Draft EIR, Vallejo Police Department had a current staffing ratio per resident ratio of 1.12 officers per 1,000 residents (City of Vacaville 2021).

At the time of preparation for the City of Dixon's General Plan EIR in 2020, the Dixon Police Department had a staff of 28 sworn police officers and a population of approximately 20,000 residents (City of Dixon 2020). Therefore, Dixon Police Department has a staffing ratio of approximately 1.4 officers per 1,000 residents.

According to the City of Vallejo's General Plan EIR, at the time of preparation of the General Plan EIR, the Vallejo Police Department operated with 101 sworn officers that served a population of approximately 118,000 residents. Therefore, Vallejo Police Department had a staffing ratio of approximately 0.85 officers per 1,000 residents (City of Vallejo 2016). There is no available information on updated staffing numbers since 2016.



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According to the City of Benicia’s Police Department website, Benicia Police Department has a sworn staff of 32 officers (City of Benicia 2024). According to the City’s General Plan EIR from 2022, the City has an approximate population of 26,000 residents (City of Benicia 2022). Therefore, Benicia Police Department has a staffing ratio of 1.23 officers per 1,000 residents.

From the police department staffing ratios outlined above for the incorporated cities within Solano County, Solano County cities have an average staffing ratio of approximately 1.18 officers per 1,000 residents. With the New Community’s would have a development capacity of approximately 50,000 to 400,000 residents, the New Community would require approximately 59 officers after Phase 1 to 472 officers after Buildout to serve the New Community’s residents. Implementation of the proposed Initiative would result in increased demand for law enforcement services in the area. Though the area is currently under the jurisdiction of the County Sheriff, the increased development that would result from implementation of the proposed Initiative would be anticipated to require substantial additional law enforcement services to be developed to serve the New Community.

Each of the incorporated cities within the County have individual police departments with each department having one central police station that they are dispatched from. Therefore, the smallest city within the County, Rio Vista, has one single central station and the largest city within the County, Vallejo, also has one single central station. As the New Community’s Buildout at 400,000 residents would be significantly higher than Vallejo’s current population and would require approximately 472 police officers, it is assumed that the New Community would require more than one single police station located within the New Community. Construction of new police station facilities to serve the New Community at Buildout is anticipated to result in a total cost of approximately \$58 million. The proposed Initiative and its specific plan include the implementation of the Public Facilities and Financing Plan to finance, build, own, and maintain New Community local infrastructure and public service facilities, including police services. The specific plan proposed by the proposed Initiative is its proposed “New Community Specific Plan Zoning District,” which would be an entirely new section of the Solano County Zoning Code. This amendment to the Zoning Code would serve as a specific plan and the implementing zoning regulations for the New Community. The proposed Initiative (pages 7, 74) states implementation of the Public Facilities and Financing Plan of the specific plan would help achieve the purposes of the proposed Initiative’s General Plan amendments, without imposing any new tax or other fiscal obligation on any Solano County residents or businesses located outside of the New Community. However, the Public Facilities and Financing Plan has not been provided at the time of preparation of this analysis and the information to prepare the plan does not exist. No phasing plan for development of public facilities or utility services required for the New Community have been provided nor has information on where the funds required to construct the required facilities and services been provided. Therefore, the proposed Initiative’s statement that a Public Facilities and Financing Plan would be developed does not guarantee that adequate funds would be available and does not guarantee that adequate facilities and services would be provided to serve the New Community.

### **3.5.7 Fire Services**

Fire protection services, including on-call responders for wildland, residential, commercial, and vehicle fires are provided in Solano County through fire protection districts and the CAL FIRE. In the unincorporated County, six fire districts and CAL FIRE cooperate to provide fire protection and



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emergency services. The six fire districts are the Cordelia Fire Protection District (FPD), the Dixon FPD, the East Vallejo FPD, the Montezuma FPD, the Suisun FPD, and the Vacaville FPD. In addition, CAL FIRE operates the Gordon Valley Fire Station located in Napa County. This station assists with fire protection services for several unincorporated communities in Solano County. Many of the fire districts are under contract with the cities to use their stations and equipment. The Dixon FPD is currently under contract with the City of Dixon Fire Department and uses the city's station. Also, East Vallejo FPD is under contract with the City of Vallejo Fire District to provide services to unincorporated southeast Vallejo.

The New Community is entirely within the jurisdictional boundaries of the Montezuma FPD (MFPD) which currently encompasses approximately 200 square miles of mostly farmland and pasture lands along with the communities of Birds Landing, Collinsville, Hastings Island, Prospect Island, Ryer Island and Holland Tract. Because of the current land uses, MFPD's focus is on wildland fires as opposed to urban risks. Therefore, in order to understand the impacts on MFPD, it is necessary to understand the demands on urban fire departments such as those that currently serve the cities.

The incorporated cities within Solano County are of varying sizes ranging from smaller cities such as Rio Vista with a population of 10,500 residents to larger cities such as Fairfield with a population of approximately 119,000 residents. The firefighting staff to resident ratio for each city varies depending on the size and population of the city, as well as available funding for recruitment of additional staff. An analysis is provided below to determine the average staffing ratios for incorporated cities within Solano County (Suisun City, Rio Vista, Fairfield, Vacaville, Dixon, Vallejo, and Benicia) based on the most recent available information online. Some of the information below may not represent the current staffing ratio for each city's fire department as the available information online has not been updated to provide current staffing and population numbers.

The City of Suisun City has a population of approximately 29,000 residents and the Suisun City Fire Department has a firefighting staff of approximately 12 firefighters with 11 volunteer reserve firefighters for a total of 23 firefighters (City of Suisun 2024). Therefore, Suisun City has an average staffing ratio of 0.79 firefighter per 1,000 residents.

In 2023, the City of Rio Vista had a staff of 12 firefighters. With a population of 10,500 residents, the Rio Vista Fire Department had a staffing ratio of approximately 1.14 firefighters per 1000 residents (City of Rio Vista 2024).

In 2021, the City of Fairfield had a population of approximately 118,498 residents and Fairfield Fire Department had a staff of approximately 54 firefighters (Fairfield 2021). Therefore, Fairfield had an average staffing ratio of 0.46 firefighter per 1,000 residents.

The City of Vacaville's fire department website states that the city has a population of approximately 95,856 residents and Vacaville Fire Department has a staff of approximately 91 firefighters (City of Vacaville 2024). Therefore, Vacaville has an average staffing ratio of 0.95 firefighter per 1,000 residents.

According to the City of Dixon's fire department website, the Dixon Fire Department has a staff of 24 firefighters that serve a population of approximately 25,000 residents (City of Dixon 2024). Therefore, Dixon has an average staffing ratio of 0.96 firefighter per 1,000 residents.



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According to the City of Vallejo's fire department website, the City has a firefighting staff of 99 staff. As identified in the City's General Plan EIR, the City has a residential population of 118,000 residents; therefore, Vallejo Fire Department has a staffing ratio of approximately 0.88 firefighters per 1,000 residents.

There is no information available online related to the number of firefighters currently employed by Benicia Fire Department.

From the fire department staffing ratios outlined above for the incorporated cities within Solano County, Solano County cities have an average staffing ratio of approximately one firefighter per 1,000 residents. The New Community would have a development capacity of approximately 50,000 to 400,000 residents. Therefore, the New Community would require approximately 50 firefighters at Phase 1 to 400 firefighters at Buildout to serve the New Community's residents. Implementation of the proposed Initiative would result in increased demand fire protection services in the area. Though the area is currently served by existing fire protection districts, the increased development that would result from implementation of the proposed Initiative would be anticipated to require substantial additional fire protection services to be developed to serve the New Community.

According to the Solano County Local Agency Formation Commission's Fire Districts Deployment and Fiscal//Governance Options Analysis, fire districts with a staffing of approximately 20 personnel work out of one to two fire station facilities while a fire district with a staffing of 90 personnel work out of four fire station facilities. If we assume that one fire station requires a staff of approximately 20 personnel and the New Community requiring 400 firefighters at Buildout, the New Community will require development of approximately 20 fire stations.

Construction of new fire stations within the New Community required at Buildout is anticipated to result in a total cost of approximately \$518 million. The proposed Initiative and its specific plan include the implementation of the Public Facilities and Financing Plan to finance, build, own, and maintain New Community local infrastructure and public service facilities, including fire stations. The specific plan proposed by the proposed Initiative is its proposed "New Community Specific Plan Zoning District," which would be an entirely new section of the Solano County Zoning Code. This amendment to the Zoning Code would serve as a specific plan and the implementing zoning regulations for the New Community. The proposed Initiative (pages 7, 74) states implementation of the Public Facilities and Financing Plan of the specific plan would help achieve the purposes of the proposed Initiative's General Plan amendments, without imposing any new tax or other fiscal obligation on any Solano County residents or businesses located outside of the New Community. However, the Public Facilities and Financing Plan has not been provided at the time of preparation of this analysis and the information to prepare the plan does not exist. No phasing plan for development of public facilities or utility services required for the New Community have been provided nor has information on where the funds required to construct the required facilities and services been provided. Therefore, the proposed Initiative's statement that a Public Facilities and Financing Plan would be developed does not guarantee that adequate funds would be available and does not guarantee that adequate facilities and services would be provided to serve the New Community.



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### **3.5.8 Library Services**

The Solano County Library System operates nine public libraries located throughout the county. Two are in the City of Fairfield, two are in the City of Vallejo, two are in the City of Vacaville, one is in the City of Suisun, one in the City of Rio Vista, and one in Dixon. The closest library to the New Community is located in Rio Vista, which is part of the Solano County Library System, approximately three miles southeast of the New Community's eastern boundary. Given that implementation of the proposed Initiative would result in increased development in the County and would result in population growth, it would also result in increased demand for library services as compared to the adopted General Plan. As the increase in population in the area would occur incrementally with buildout of the New Community, the existing library system would be anticipated to provide sufficient service initially. However, as the New Community is built and the demand for library services increases, construction of additional facilities would be required.

Currently, Solano County Library System has nine library facilities serving almost 450,000 residents. Therefore, each individual library facility serves approximately 50,000 residents. Phase 1 of the New Community would result in approximately 50,000 residents and therefore, one new library facility would be required to be constructed within the New Community for Phase 1. However, as Buildout of the New Community would result in approximately 400,000 residents, a total of eight new library facilities would be required to serve the entire New Community at buildout.

The Solano County Library Facilities Master Plan, prepared in 2001, identified that a large main library would have a size of 25,000 to 40,000 square feet. The plan determined that construction of a 36,000 square foot library in the city of Vacaville would require a budget of approximately \$15.5 million (Solano County 2001). However, the plan was completed in 2001 and therefore, the estimated cost required for construction of a new library facility is anticipated to be significantly higher. Considering inflation since 2001, construction of a new library facility would be anticipated to require a budget of over \$26 million. Under the assumption that one new library facility would be required for the New Community for Phase 1, the cost of construction of one new library facility would be anticipated to cost over \$26 million. However, at Buildout of the New Community and an anticipated population of 400,000 residents, approximately eight library facilities would be anticipated to be required to serve the entire community. The cost to construct eight new library facilities to serve the New Community at Buildout would be anticipated to require a budget of \$208 million.

The proposed Initiative and its specific plan include the implementation of the Public Facilities and Financing Plan to finance, build, own, and maintain New Community local infrastructure and public service facilities, including library services. The proposed Initiative (pages 7, 74) states implementation of the Public Facilities and Financing Plan of the specific plan would help achieve the purposes of the proposed Initiative's General Plan amendments, without imposing any new tax or other fiscal obligation on any Solano County residents or businesses located outside of the New Community. However, the Public Facilities and Financing Plan has not been provided at the time of preparation of this analysis and the information to prepare the plan does not exist. No phasing plan for development of public facilities or utility services required for the New Community have been provided nor has information on where the funds required to construct the required facilities and services been provided. Therefore, the proposed Initiative's statement that a Public Facilities and Financing Plan would be developed does not guarantee



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that adequate funds would be available and does not guarantee that adequate facilities and services would be provided to serve the New Community.

### 3.5.9 Schools

Solano County's elementary, middle, high, and alternative and continuation schools are organized into a system of school districts, based on location. There are seven school districts based in Solano County and two school districts that lie partially within the Solano County limits. The Davis Unified School District and the Winters Unified School District lie partially within Solano County but are based in Yolo County. The majority of students in Solano County are enrolled in one of the seven school districts based in Solano County, but a small group of students attend Davis Unified School District or Winters Unified School District. The majority of unincorporated County students attend the school nearest to their residence, which is generally the school located in the nearest city. In addition, a number of private schools are located in Solano County, most within the incorporated area.

The boundaries of the New Community actually cross two school district boundaries: River Delta and Fairfield-Suisun Unified School District. The closest schools to the New Community are located within the City of Rio Vista within the River Delta School District. These schools are located approximately three to four miles southeast of the eastern boundary of the New Community. There are three schools located within the City of Rio Vista: D.H. White Elementary School, Riverview Middle School, and Rio Vista High School.

D.H. White Elementary School services students from transitional kindergarten to sixth grade. D.H. White Elementary School has a total existing capacity of 567 students and for the 2022-2023 school year, D.H. White Elementary School had a total enrollment of 404 students (River Delta Unified School District [RDUSD] 2019, 2023a). Riverview Middle School service students in grades seven through eight and has a total existing capacity of 324 students (RDUSD 2019) For the 2022-2023 school year, the school had a total enrollment of 159 students (RSUSD 2023c). Rio Vista High School services students in grades 9 through 12 and has a total existing capacity of 621 students (RDUSD 2019). For the 2022-2023 school year, the school had a total enrollment of 367 students (RSUSD 2023b).

The proposed Initiative is anticipated to result in approximately 50,000 to 400,000 new residents within the New Community which would result in a substantial increase in the number of school aged children in the area. The increase in residents and school ages children within the area would occur gradually as the New Community is built out and would incrementally increase demands for nearby schools until new schools to serve the New Community's residents are constructed.

The County does not have data available regarding student generation rates for new residential developments. However, the City of Vallejo's General Plan EIR includes detailed student generation rates per single-family and multi-family developments by grade level. Though the New Community would not be located within the City of Vallejo, it is located within the same County and would be assumed to have similar student generation rates.

Under Phase 1, the total 20,000 dwelling units anticipated to be constructed include 5,000 single-family homes and 15,000 multi-family homes. This would result in 4,285 elementary school aged children, 1,700



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middle school aged children, and 2,155 high school aged children for a total of 8,240 school aged children.

Under Buildout, the total 160,000 dwelling units anticipated to be constructed include 40,000 single-family homes and 120,000 multi-family homes. This would result in 35,080 elementary school aged children, 13,600 middle school aged children, and 17,240 high school aged children, for a total of 65,920 school aged children (see Table 3-7).

**Table 3-7: Student Generation Per Grade Level for Phase 1 and Buildout**

	<b>Phase 1 Single-Family</b>	<b>Phase 1 Multi-Family</b>	<b>Total Phase 1</b>	<b>Buildout (Single-Family)</b>	<b>Buildout (Multi-Family)</b>	<b>Total Buildout</b>
Elementary School	1,655	2,730	4,385	13,240	21,840	35,080
Middle School	680	1,020	1,700	5,440	8,160	13,600
High School	1,090	1,065	2,155	8,720	8,520	17,240
<b>Total</b>			<b>8,240</b>			<b>65,920</b>
<p><u>Student Generation Rates</u>  <b>Single-Family Housing Units</b>                      Elementary School 0.331 (student per housing unit)                      Middle School 0.136                      High School 0.218  <b>Multi-Family Housing Units</b>                      Elementary School 0.182                      Middle School 0.068                      High School 0.071</p>						

School capacity in the County ranges depending on a number of different circumstances. According to the California Department of Education’s Dataquest database, Fairfield-Suisun Unified School District is the largest school district in the County and serves approximately 20,400 students. The largest elementary school in the district serves approximately 780 students, with the largest middle school serving approximately 870 students and the largest high school serving approximately 2,000 students. Using these numbers as assumptions for capacity for schools to be located within the New Community, the New Community would require development of at the minimum, 45 elementary schools, 16 middle schools, and 9 high schools at Buildout of the New Community. The cost associated with building these schools would be significant. Total school facility costs for Buildout are estimated to be \$5.9 billion (Supporting Documentation H).

The proposed Initiative includes a Voter Guarantee commitment related to provision of new schools to serve the New Community. Per the Schools Guarantee, the Initiative-proponent would be required to provide funding to ensure that new schools are constructed inside the New Community for students living in the New Community. The proposed Initiative (page 6) outlines that all school facilities would be phased so as to meet student demand and funding for any new schools would come from sources such as school mitigation fees paid by the Initiative-proponent, State school construction programs, school facility improvement districts, Enhanced Infrastructure Financing Districts, Mello-Roos Bonds, and other sources. The proposed Initiative’s specific plan includes school sites to accommodate students. The exact sizing





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and number of schools would be developed with the applicable school district(s) and California Department of Education, consistent with the commitments of the proposed Initiative.

Though the proposed Initiative includes a Voter Guarantee related to provision of new schools, there is no mechanism for the proposed Initiative to ensure this guarantee. School governance is not provided by the County government and neither of the existing school districts are bound by the proposed Initiative to develop new schools within the New Community. Therefore, it is not possible to guarantee the location, design, or construction of public schools through this proposed Initiative. Funding for new schools may be provided through State and without that, costs to construct the schools would be the responsibility of developer of the New Community. The Voter Guarantee commitment of providing funding for development of new schools within the New Community does not guarantee that schools would be constructed.

### **3.5.10 Parks and Recreation**

The County's General Plan EIR states the State of California General Plan Guidelines define open space lands as any parcel or area of land or water that is essentially unimproved and devoted to open space uses, including undeveloped forestlands, agricultural lands, rangeland, marshland, and recreational lands. In Solano County, open space lands fall into three general categories: resource-oriented open space, conservation open space, and recreational open space. This section of the report is concerned with open space lands that can accommodate varying levels of public recreation activities including, but not limited to, hiking, mountain biking, horseback riding, picnicking, fishing, and boating.

Under the proposed Initiative, the Open Space zoning designation includes a range of recreational, open space, and agricultural uses, along with ancillary retail and visitor serving facilities, but excludes most traditional urban uses such as residential, school, industrial, and manufacturing uses. Open Space uses include commercial recreational uses such as water parks, amphitheater, and sports field facilities that are expected to serve both the local community and attract outside visitors, as well as passive parks with trails and trail-related amenities that prioritize natural resource protection. Additionally, community agriculture and community serving infrastructure such as electrical substations, groundwater wells, infiltration wells, groundwater recharge facilities, and stormwater management facilities are permitted uses in this zone.

The California Department of Parks and Recreation operates two parks within the County: The Benicia Capital State Historic Park and the Benicia State Recreation Area with both parks located within the City of Benicia. According to the Benicia General Plan, the Benicia Capitol State Historic Park is approximately 1.5 acres and the Benicia State Recreational Area is 469 acres. Additionally, four regional parks are located in the unincorporated area of Solano County which include Lake Solano Park (185 acres), Sandy Beach Park (10 acres), Belden's Landing Water Access Facility (approximately one acre), and Rockville Hills Regional Park (633 acres). Three of the parks are maintained by the County; however, Rockville Hills Regional Park is owned and managed by the City of Fairfield. The incorporated cities within the County provide both neighborhood and community parks totaling more than 1,820 acres for residents of the cities and unincorporated areas.



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In addition to the parks mentioned above, the County also has 10 accessible open space areas open to public recreation totaling approximately 132,500 acres that provide County and city residents and visitors with substantial recreational opportunities such as hiking, bird watching, biking, horse riding, boating, and fishing.

The Parks and Recreation Element of the Solano County General Plan establishes a park provision standard of 10 acres per 1,000 residents. Therefore, Phase 1 with 50,000 residents would require 500 acres of parkland and Buildout with 400,000 residents would require 4,000 acres of parkland.

The proposed Initiative includes approximately 1,384 acres of land within the New Community that would be zoned as Open Space, 712 acres of open space included in the Rio Vista Parkland, and an additional 1,904 acres of parks and open spaces that would be distributed through the other zones within the New Community during neighborhood design for a total of 4,000 acre available as park and recreation or open space lands and therefore, may satisfy the County requirement for parkland. Open space lands provided within and around the New Community would be required to be accessible open space that can accommodate varying levels of public recreation and activities for the acres to count towards the New Community's required acres of parkland. Under the proposed Initiative, open space lands within the Rio Vista Parkland would be developed as a regional park. Development of 4,000 acres of parks and open space lands under the Buildout scenario would require approximately \$1.32 billion (Supporting Documentation H).

The New Community would provide for a range of parks and open spaces at different scales and with different features that cater to both active and passive recreational uses. These may include playgrounds, plazas, smaller neighborhood-scale and larger community-scale parks, swimming pools, and sports and entertainment venues in all four urban zones. Additionally, regional-scale parks and open space facilities would be provided and located in the Open Space zone which would include undeveloped natural areas, areas of ecological value, greenways and trails, active and passive recreation areas, and areas of cultural history significance.

Additionally, the proposed Initiative includes the Green Solano Guarantee which requires the Initiative-proponent to fund \$30 million to be used for protecting open space and natural habitat, improving public parks and trails, and supporting the County's agricultural economy including family farms and agricultural workers. Though the Green Solano Guarantee is a voter guarantee, it would be implemented via a Development Agreement which is not guaranteed to be executed.

### **3.5.11 Cemetery District**

The New Community would be located within the boundaries of the Rio-Vista-Montezuma Cemetery District (RVMCD) which currently maintains the Rio Vista, Shiloh, and Collinsville cemeteries which has burials dating back to the 1800s. Based on RVMCD's last Municipal Service Review prepared by Solano LAFCO, the District averages a base rate of service demand of 30-40 interments per year, with some variation based on population growth in the Rio Vista area, and was anticipated to have sufficient capacity in the existing cemeteries for the existing population of RVMCD. The existing three cemeteries do not have capacity to receive internments from the New Community. Therefore, the New Community will be required to dedicate and set aside approximately 260 acres to establish a cemetery sufficient in size for



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the New Community to accommodate internments and assist in the development of RVMCD's plan for service. Should the land be dedicated, it is anticipated that RVMCD would be able to generate sufficient revenue through property taxes, sale of burial plots; and other fees and charges to maintain operations in the New Community.

### **3.5.12 Conclusions**

Implementation of the proposed Initiative would result in increased demand for public utilities, services and amenities. More specifically, implementation of the proposed Initiative, under the General Plan, would result in an increase in residential and non-residential development and therefore, result in increased users requiring various services. Implementation of the proposed Initiative would result in increased demand for wastewater treatment, water, solid waste, and energy service within the New Community due to the increase in residential and non-residential development. New infrastructure to serve the proposed Initiative area would be required to be developed prior to or in concurrence with development of residential and non-residential developments to ensure the systems are in place to serve the area.

Implementation of the proposed Initiative would also increase demand for public services including law enforcement protection, fire protection and library services under the General Plan because the proposed Initiative would result in increased development permitted within the County. It is anticipated that new school, law enforcement, fire, medical, library, and cemetery facilities would be needed to meet projected demand under implementation of the proposed Initiative. School sites would be required to be located within the New Community area to serve the residents of the New Community. Development of public utilities, services, and facilities to adequately serve the New Community would be anticipated to result in substantial costs.

## **3.6 AGRICULTURE/OPEN SPACE/VACANT LAND**

### **3.6.1 Agricultural Land**

Agriculture has historically been an important industry in the County and a central part of the County's identity. Agricultural lands account for more land within the County than any other land use and contribute to regional economic health and prosperity, defines much of the County's visual character, supports wildlife habitats and migration corridors, provides open space to act as community separators defining the County's cities (Solano County 2008). The gross value of Solano County agricultural production in 2022 was \$390,881,000, which represents a four percent decrease in value of \$16,761,000 from 2021. Gross production values for the various commodities produced in the County vary annually due to market trends, planted acreages, and production yields. The top 10 commodities for 2022, listed in descending order of crop value, were as follows:

1. Tomatoes (Processing): \$47,353,000
2. Nursery Products: \$43,698,000
3. Cattles and Calves: \$36,218,000
4. Alfalfa (Hay): \$30,946,000



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5. Grapes (Wine): \$26,164,000
6. Almonds: \$21,290,000
7. Walnuts: \$11,304,000
8. Pollination: \$9,340,000
9. Sheep and Lambs: \$9,074,000
10. Prunes (Dried): \$9,009,000

The County has a total land area of approximately 582,213 acres, with agricultural land comprising approximately 352,931 acres. Within the total agricultural lands, approximately 147,539 acres are farmland, and 205,392 acres are grazing land (California Department of Conservation [DOC] 2020).

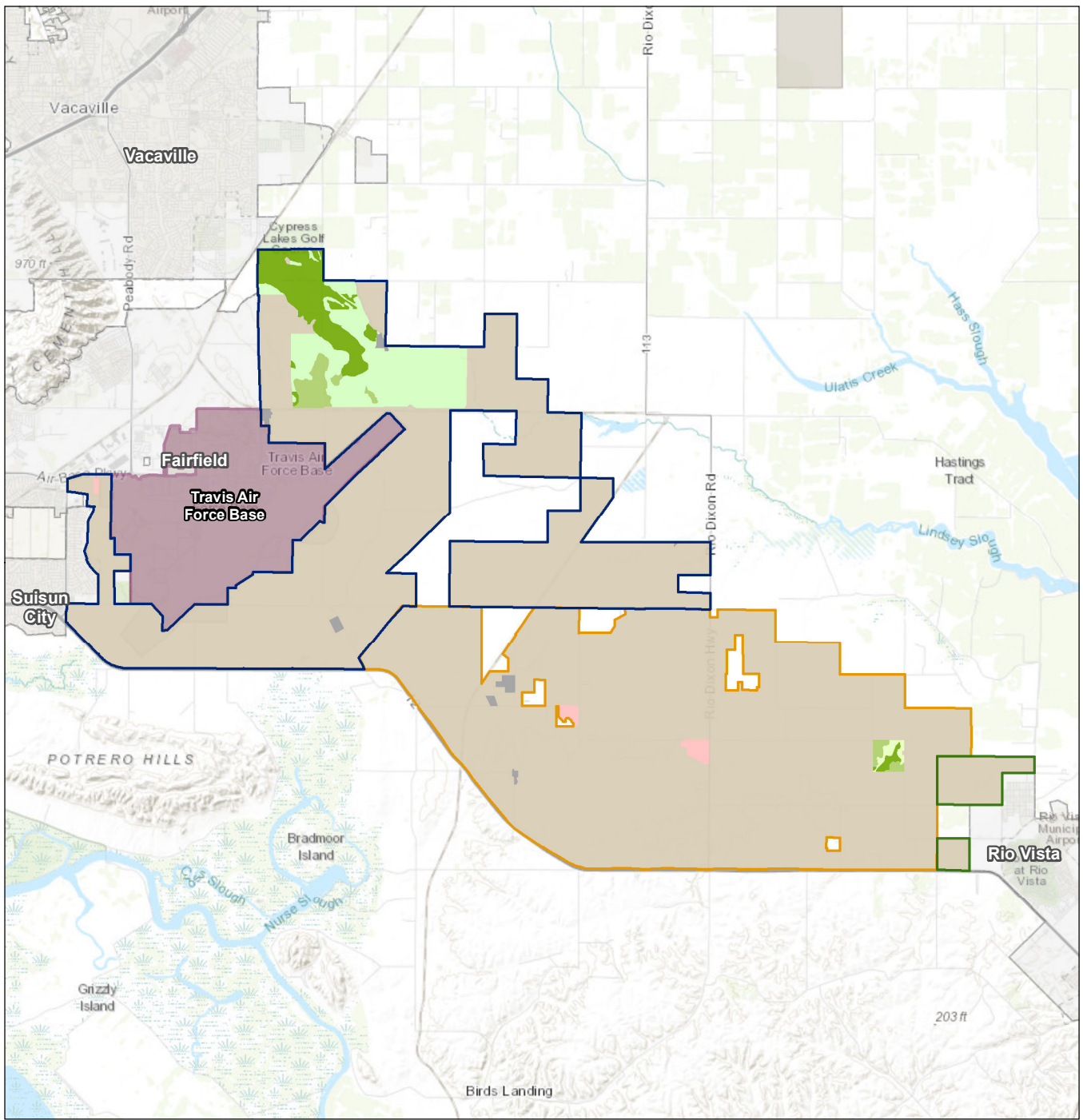
The DOC established the Farmland Mapping and Monitoring Program (FMMP) in 1982 that provides consistent and impartial evaluation of agricultural land use and land use changes throughout California. The FMMP produces maps and statistical data used for analyzing impacts on California's agricultural resources. Agricultural lands are rated according to soil quality and irrigation status. The FMMP's Important Farmland map categories include Prime Farmland, Farmland of Statewide Importance, Unique Farmland, Farmland of Local Importance, Grazing Land, Urban and Built-Up Land, and Other Land.

According to the DOC's FMMP, approximately 2,814 acres of agricultural lands in the County were converted to other uses between 2018 and 2020. Of the total agricultural land lost, approximately 607 acres were identified as Grazing Land. The remaining 2,207 acres lost was identified as Important Farmland consisting of 1,917 acres of Prime Farmland, 8 acres of Farmland of Statewide Importance, and 282 acres of Unique Farmland (DOC 2020).

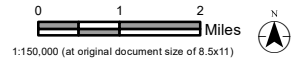
The proposed Initiative area is located within the County's Montezuma Hills and Jepson Prairie agricultural regions as identified in the County General Plan which are areas that provides for agricultural production and energy production. The Montezuma Hills region is located to the south, covering the southern half of the New Community while Jepson Prairie region is located within the northern portion of the New Community and includes the Travis Security Zone area. The Montezuma Hills region is a mix of grazing land and cropland. Sheep are grazed on the hillsides in a crop rotation system which includes the growing of small grains such as wheat, oats and barley and a fallow period. This area is also used for energy production (wind resource area) that utilizes the areas high wind speeds and natural gas deposits. The Montezuma Hills region is identified as experiencing some urbanization pressure around Rio Vista as the city begins to expand. The Jepson Prairie region is used primarily for grazing cattle and sheep and the area contains low hills and vernal pool habitat (Solano County 2008).

Table 3-8 below presents the Important Farmland Type within the proposed Initiative area. According to the DOC's FMMP, the majority of the proposed Initiative area is identified as Grazing Land (DOC 2024). Within the proposed Initiative area (including the existing Travis Reserve Area), 30,253 acres are designated as Grazing Land, 148 acres designated as Urban and Built Up Land. 881 acres designated as Prime Farmland, 283 acres designated as Farmland of Statewide Importance, 1,665 acres designated as Unique Farmland, and 153 acres designated as Other Land (Figure 5).





- Legend**
- Municipality
  - Travis Air Force Base Boundary
  - Proposed Initiative Area Boundaries**
  - New Community
  - Rio Vista Parkland
  - Expanded Travis Security Zone
  - Important Farmland**
  - Prime Farmland
  - Farmland of Statewide Importance
  - Unique Farmland
  - Grazing Land
  - Other Land
  - Urban and Built-up Land



**Notes**  
 1. Coordinate System: NAD 1983 StatePlane California II FIPS 0402 Feet

Disclaimer: Stantec assumes no responsibility for data supplied in electronic format. The recipient accepts full responsibility for verifying the accuracy and completeness of the data. The recipient releases Stantec, its officers, employees, consultants and agents, from any and all claims arising in any way from the content or provision of the data.

Project Location  
 Solano County, CA

Client/Project  
 Solano County  
 Rezoning of 17,500 acres of Land in East Solano County to Allow the Development of a New Community

Figure No.  
**5**

Title  
**Important Farmland**

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**Table 3-8: Proposed Initiative Area Important Farmland Type**

<b>Important Farmland Type</b>	<b>Area (Acres)</b>
Urban and Built Up	148
Grazing	30,253
Prime Farmland	881
Farmland of Statewide Importance	283
Unique Farmland	1,665
Other Land	153

The entirety of the approximately 712-acre Rio Vista Parkland is designated Grazing Land. The majority of the identified Prime Farmland, Farmland of Statewide Importance, and Unique Farmland are located within the Travis Security Zone; however, a small portion of the New Community area also include Prime Farmland, Farmland of Statewide Importance, and Unique Farmland. The majority of the identified Urban and Built Up Land is located within the New Community area where existing developments are located. A small portion of land located between Travis AFB and the city of Fairfield to be located within the Travis Security Zone is also designated Urban and Built Up Land.

The majority of the proposed Initiative area is utilized as productive agricultural lands including grain and oilseed farming and cattle and sheep grazing. Additionally, as identified in the Water Resources Evaluation prepared by LSCE (Supporting Documentation G), recent cropping information from the U.S. Department of Agriculture for 2022 for the proposed Initiative area identified that approximately 12,307 acres of the total 17,500-acre New Community area is utilized as grassland/pasture and approximately 1,754 acres is utilized for non-agricultural uses. The remaining acres within the New Community area are utilized for productive agricultural crops including, but not limited to grains and nut trees. Furthermore, the Department of Water Resources (DWR) cropland mapping data for 2022 identifies 2,717 acres of the total approximately 17,500-acre New Community area as idle agricultural lands, 991 acres as unclassified, and 11,466 acres as not identified in the survey. An unclassified and not identified designation suggests that the land is not likely to be currently or recently cropped; however, the majority of the unclassified and not identified lands are seasonally grazed by cattle and sheep. The DWR cropland mapping data for 2022 identified that of the remaining acreage, 150 acres is utilized for nut production, and 682 acres is utilized for pasture uses. Based on data provided in the Water Resources Evaluation prepared by LSCE, a large portion of the proposed Initiative area, specifically within the New Community, is utilized for productive agricultural purposes which include small grain farming and livestock production.

Based on aerial imagery, the areas identified as Prime Farmland, Farmland of Statewide Importance, Unique Farmland and Grazing Land within the proposed Initiative area are utilized for productive agricultural purposes. Productive agricultural lands located within the Travis Security Zone would be anticipated to continue to be used for productive agricultural uses as allowable uses within the Travis Security Zone would be limited to agricultural, open space, and solar farm uses including commercial solar energy facilities, agrisolar, and energy storage systems (if acceptable to Travis AFB). However, productive agricultural lands located within the New Community boundary are anticipated to be converted to urban uses and would result in the loss of productive agricultural land. As provided in the existing Orderly Growth Initiative as amended by Measure T, voter approval is required for the redesignation of



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lands designated Agriculture or Open Space in the General Plan. Voter approval of the proposed Initiative is required to redesignate agricultural designated lands within the proposed Initiative area. The County's General Plan includes goals and policies for the preservation of existing agricultural lands, including the following:

**General Plan Policy AG.P-4:** Require farmland conversion mitigation for either of the following actions:

1. A General Plan amendment that changes the designation of any land from agricultural to a nonagricultural use or
2. An application for a development permit that changes the use of land from production agriculture to a nonagricultural use, regardless of the General Plan designation.

As the proposed Initiative would result in General Plan amendments to change the designation of land from agricultural use to nonagricultural uses, appropriate mitigation would be required to offset the potential impacts. The conversion of agricultural lands to urbanized uses would result in changes to the land value of the identified parcels proposed for conversion.

### 3.6.2 Open Space and Vacant Lands

The proposed Initiative would create a new Open Space zoning designation and redesignate lands zoned as Exclusive Agriculture to such Open Space designation. The new Open Space designation includes a range of recreational, open space, and agricultural uses, along with ancillary retail and visitor-serving facilities, but excludes most traditional urban uses such as residential school, industrial, and manufacturing uses. Under the new designation, Open Space uses include commercial recreational uses such as water parks, amphitheaters, and sports fields facilities that are expected to serve both the local community and attract outside visitors, as well as passive parks with trails and trail-related amenities that prioritize natural resource protection. Retail and visitor-serving facilities that enhance the enjoyment of the uses listed above are permitted in this zone as accessory uses, including cafes, food trucks, restaurants, and other similar uses. Community agriculture and community-serving infrastructure such as electrical substations, groundwater wells, infiltration wells, groundwater recharge facilities, and stormwater management facilities are permitted uses in this zone. Ecologically sensitive areas in this zone allow passive uses, such as trails, and may include restricted access during ecologically sensitive periods of the year.

The County does not have an Open Space General Plan land use or zoning designation currently; however, the County, in addition to Agricultural designation, does have a Park and Recreation designation that applies to areas that provide public park and recreation uses throughout the County. An approximately 20 acre area located between the Travis AFB and City of Fairfield identified for inclusion in the Travis Security Zone is designated by the County land use plan as Park and Recreation. Implementation of the proposed Initiatives would result in increased acres of land within unincorporated County designated for open space uses. The proposed Initiative includes implementation of the Rio Vista Parkland which would be an approximately 712 acre open space buffer located between the New Community and Rio Vista. Additionally, the New Community is required to provide at least 4,000 acres of open space. Approximately 1,737 acres of the New Community would be designated as Open Space, 712 acres are included in the Rio Vista Parkland, and an additional 1,551 acres would be distributed



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through the other zones within the New Community during neighborhood design. Additionally, open space would be an allowed use under the Travis Security Zone. Implementation of the proposed Initiative would substantially increase Open Space designated lands within unincorporated County.

Vacant lands refer to land that may be improved or developed but is not currently in use and has no structures. Majority of the proposed Initiative area is undeveloped with no structures located on the land; however, they have been utilized for agricultural purposes currently or in the past. Implementation of the proposed Initiative would result in the conversion of vacant lands to urbanized uses with the proposed Initiative area and would result in a decrease of vacant lands within the County. However, the proposed Initiative would not affect vacant lands located within the County outside of the proposed Initiative area.

### **3.6.3 Agricultural Land Value**

The potential annual gross value of agricultural production within the New Community area and Rio Vista Parkland based on cropping and livestock production in the area during the previous five years is estimated to be \$5.1 million. Applying multiplier effects identified in the 2017 Economic Effects of Solano County Agriculture study inclusive of direct agricultural production, indirect business-to-business agricultural supplier purchases and induced consumption spending by owners and employees of agriculture business and their suppliers, the potential total annual agricultural economic productivity generated from lands within the New Community area and Rio Vista Parkland is estimated to be \$6.7 million (Solano County 2022, Agricultural Impact Association 2017).

The proposed New Community and Rio Vista Parkland area encompasses approximately 14,000 acres of rangelands currently used for cattle and sheep grazing. In addition to food and fiber production, working rangelands provide myriad ecosystem services and benefits including climate change adaptation, biodiversity maintenance and preservation, water regulation, erosion prevention, wildfire mitigation and aesthetics. Further, range and grazing lands like those of the Jepson Prairie and Montezuma Hills agricultural regions provide some of the best and only remaining grassland wildlife habitats in California (Kroeger et al. 2009). The Greater Jepson Prairie Ecosystem provides habitat for special status species including Conservancy Fairy Shrimp, Vernal Pool Fairy Shrimp, Tadpole Shrimp, Delta Green Ground Beetle, California Tiger Salamander, Western Pond Turtle, Swainson's Hawk and Burrowing Owl (Greater Jepson Prairie Ecosystem Management Plan [GJPEMP] 2006). Since 1984, 14,750 acres of Solano County grazing lands have been converted to other uses (DOC 2020b).

The California Rangeland Trust and University of California, Berkeley quantified the monetary value of ecosystem services generated from 306,781 acres of California rangelands. Their research attributed rangeland ecosystem service values at between \$364 million and \$1.44 billion annually to California Rangeland Trust agricultural conservation easements. Applying metrics from the California Rangeland Trust and University of California, Berkeley research to 14,000 acres of grazing lands within the proposed New Community and Rio Vista Parkland area, ecosystem services provided by these working lands are estimated to be valued at \$11,046,000 annually (Johnsen et al. 2020). The ecosystem services value within the New Community and Rio Vista Parkland is presented in Table 3-9 below.





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**Table 3-9: Ecosystem Services Value within New Community and Rio Vista Parkland**

<b>Ecosystem Services</b>	<b>Ecosystem Service Value</b>	<b>Value per Service</b>
Water	\$25	\$350,000
Climate Regulation	\$20	\$280,000
Waste Treatment	\$37	\$518,000
Erosion Prevention	\$22	\$308,000
Biodiversity	\$602	\$8,428,000
Aesthetics	\$83	\$1,162,000
	<b>Total</b>	<b>\$11,046,000</b>

**3.6.4 Conclusion**

The proposed Initiative would decrease the amount of land designated as Agriculture under the General Plan; however, there would be an increase in Open Space land. Implementation of the proposed Initiative would result in the conversion of agricultural lands including Prime Farmland, Unique Farmland, Farmland of Statewide Importance, and Grazing Land and subsequent effects to designated agricultural lands would occur with the proposed Initiative. Additionally, the proposed Initiative would result in increased open space lands and decreased vacant lands within the County.

Conversion of land within the New Community and Rio Vista Parkland area would result in a loss of approximately \$6.7 million of potential annual agricultural economic productivity generated by these lands. Additionally, development of the New Community and Rio Vista Parkland area would result in the loss of ecosystem services valued at over \$11 million provided by these lands. Lands within the New Community and Rio Vista Parkland area offer substantial value to the County as productive agricultural land and provide rangeland ecosystem services, the loss of which would result in substantial impacts to the County.

**3.7 FISCAL AND ECONOMIC DEVELOPMENT**

**3.7.1 Introduction**

**Purpose of Fiscal and Financial Analysis**

This section of the 9111 Report summarizes the analysis of the estimated recurring fiscal impacts to the County and to the Montezuma Fire Protection District (Fire District) from potential development of the New Community. The Initiative-proponent is seeking certain approvals for the New Community through the proposed Initiative, described as of February 14, 2024, to be placed on the November 5, 2024, ballot for Solano County voters to consider. This part of the 9111 Report also evaluates infrastructure requirements and costs, land-secured financing opportunities, net one-time and annual infrastructure burdens on future development within the New Community, and how land values could change if the proposed Initiative passes.

The fiscal impact analysis compares the estimated annual costs of providing public services to the New Community area against the estimated annual revenues that will be generated by new development to



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determine the net fiscal impact. The annual fiscal impacts to the County's General Fund and the Fire District's General Fund are evaluated. Other funds that are supported by development fees and user charges (e.g., enterprise funds), State resources (e.g., school districts), or a specific allocation of property taxes to other public agencies or taxing entities (e.g., mosquito abatement districts) are not included in this analysis. The fiscal impacts on incorporated areas within the County are also not included in this analysis since none of the cities within the County are anticipated to provide General Fund services directly to the New Community.

The financial analysis provides insight into the New Community's ability to support backbone infrastructure and other public facilities required to serve the New Community, together with certain guarantees/obligations written into the proposed Initiative (Voter Guarantees). Both the upfront/one-time burdens on proposed development (e.g., development impact fees, project-specific infrastructure) as well as the annual burdens (e.g., annual Community Facilities District special taxes to pay for public services and to cover debt service on bonds issued to fund infrastructure) are evaluated in this analysis. The financial analysis is essentially a test of project feasibility, but it is based on limited information provided in the Initiative, particularly with respect to infrastructure requirements and costs.

The land value analysis examines how the value of property within the New Community area may increase with the passage of the proposed Initiative due to a rezoning of the land from agricultural to residential and non-residential development.

Note that proposed development within the New Community is generally not described in the proposed Initiative with a high level of specificity. The fiscal, financial, and land value analyses presented in this section were conducted without a specific plan, EIR, infrastructure master plans, a traffic study, public safety studies, a public facilities financing plan, and other similar documents that would typically be prepared for a project of this nature. Therefore, the results of the analyses should be considered very preliminary at this point.

Please see Supporting Documentation H of this 9111 Report for the series of analysis tables that are referenced throughout the discussion below.

### **Project Description**

As described more fully earlier in the 9111 Report, the New Community is situated on unincorporated territory in the southeastern area of the County and covers approximately 17,500 contiguous acres. It is located generally southeast of Travis AFB and northwest of the City of Rio Vista, with State Highway 12 generally forming its southern boundary. The New Community may develop into an area that comprises approximately 160,000 dwelling units with a total population of 400,000 residents. It may also include approximately 90,000,000 square feet of retail, office, industrial, and other non-residential land uses (excluding education uses) and may provide approximately 94,000 jobs at Buildout (including construction jobs).

Interim Phase 1 development of the New Community is anticipated to include approximately 20,000 dwelling units, 50,000 residents, 13,000,000 square feet of non-residential development (excluding schools), and 15,000 jobs (again, including construction jobs). The Initiative-proponents have estimated that Phase 1 will take approximately 10 to 12 years to complete, while the timeframe to completely build



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out the entire New Community will take many decades. The fiscal and financial analyses evaluate two scenarios: 1) fiscal and financial impacts once Phase 1 is completed; and 2) fiscal and financial impacts once the entire New Community is built out. These two scenarios are summarized below in Table 3-10.

**Table 3-10: Land Use and Demographic Summary**

East Solano Plan	Phase 1	Buildout
<b>Residential</b>		
Dwelling Units	20,000	160,000
Population	50,000	400,000
<b>Non-Residential</b>		
Square Feet (excluding schools)	13,000,000	90,000,000
Jobs (including construction)	15,000	94,000

Two primary goals, among other goals, are emphasized throughout the proposed Initiative: 1) build new homes; and 2) provide “good paying” local jobs. New homes are generally described in the proposed Initiative as homes that working families can afford; that is, families that consist of people employed as teachers, nurses, law enforcement, firefighters, construction workers, and other working personnel. The proposed Initiative notes that these homes would include a variety of home types, such as townhomes, row houses, condominiums, apartments, and accessory dwelling units (ADUs), at a minimum total density of 20 units per acre. The proposed Initiative also describes “good paying” jobs as those that pay at least the equivalent of 125 percent of the average wage in Solano County. Wherever possible, these themes are incorporated into the analysis.

## 3.7.2 Methodology and Assumptions

### Scope and Methodology

Fiscal impacts arising from land development can be categorized broadly as either onetime impacts or recurring impacts, both of which involve a revenue and expense component. For example, a project may create the need for an on-site fire station, and the one-time construction cost of the station may be offset by a development impact fee. The annual expenses associated with staffing and maintaining the fire station will be offset by annual property taxes and other revenues generated by new development. The impacts compared in the fiscal analysis are the annual, or recurring, revenues and expenses that affect the County and the Fire District as a result of development associated with the New Community. The financial analysis covers the one-time (or upfront and phased) infrastructure and other obligations, and the ability of the New Community to support them.

Two methodologies are employed in estimating recurring fiscal impacts. First, the case study method is used to estimate recurring revenues and expenses by applying defined service standards, existing tax and fee rates, approximate real estate values and retail sales figures, and suggested operating and maintenance costs to the various land uses and services proposed in the New Community. The second methodology is the multiplier method, which assumes that fiscal impacts will result from proposed development at forecasted average rates per resident and employee, or persons served (a combination of residents and employees), based on the Fiscal Year 2023-24 budgets for the County and the Fire



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District. The analysis utilizes 2024 statistics for population and employment. The case study and multiplier methods are generally used under the following conditions:

**Case Study Method**

1. Marginal cost is a better approximation of the actual costs to provide similar services to specific new developments in future years.
2. The land use distribution of the project areas being analyzed does not resemble the land use distribution within the public agency’s area.
3. Service standards and estimated future costs for new projects are anticipated to be different than they are now.

**Multiplier Method**

1. Average cost is a reasonable approximation of the actual costs to provide similar services to specific new developments in future years.
2. Specific revenues and expenses are generated based on population or employment (e.g., business licenses, social services).
3. Service standards and other information are not available or accurate.

The multiplier method frequently relies on a “persons served” factor, which is most often the sum of all residents plus a certain percentage of employees. The exact relationship of service demands and revenue potential between residents and employees is difficult to measure, but a service population comprised of all residents plus 50 percent of employees is considered standard fiscal practice. The 50 percent ratio suggests that a resident generally has twice the impact of an employee (e.g., a resident is home 16 hours per day, while an employee is at work eight hours per day).

The “Persons Served” factors for the County are presented in Table A-1 of Supporting Documentation H along with the population and employee figures. These estimates are based on 2024 data in order to correspond to the FY 2023-24 budgets utilized in the analysis. Case study and multiplier approaches are used to estimate different recurring fiscal impacts for the Fire District and the County, as listed below in Table 3-11.

**Table 3-11: Revenue/Expenditure Calculation Methodologies – Fire District and County**

Case Study Method	Multiplier Method
<b>Montezuma Fire Protection District</b>	
<i>Recurring Revenues</i>	
Property Tax: Secured	
Property Tax: Unsecured	
<i>Recurring Expenses</i>	
Fire Services	



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Case Study Method	Multiplier Method
<b>County of Solano</b>	
<i>Recurring Revenues</i>	
Property Tax: Secured	Fines, Forfeitures & Penalties
Property Tax: Unsecured	Miscellaneous Revenue
Real Property Transfer Tax	
Sales and Use Tax	
Public Safety Sales Tax	
Property Tax In-Lieu of VLF	
Transient Occupancy Tax (TOT)	
<i>Recurring Expenses</i>	
City Attorney	General Government
Economic & Community Development	Health & Sanitation
Police	Public Protection
Public Works	Public Assistance
Parks & Recreation	Education & Recreation

**Key Assumptions**

Many assumptions are factored into the analysis of fiscal impacts and financial feasibility. Some of the most critical assumptions, in terms of their effect on revenues and expenses, are delineated below:

1. The projected annual fiscal and financial impacts are presented in 2024 dollars. Further analyses of this New Community should be updated to reflect then-current revenues and expenses. Also, current dollar impacts in this analysis may be adjusted to future dollars by increasing current dollars with an inflation factor that is tied to an appropriate inflation index such as the Engineering News Record index or one of the regional consumer price indices.
2. A summary of the land use, demographic, value, and related assumptions incorporated into the fiscal analysis and financial analysis is presented in Table A-2 of Supporting Documentation H; the land use and demographic assumptions are further delineated in Table A-3 of Supporting Documentation H into those that relate to Phase 1 and those that relate to the Buildout scenario. Dwelling units, population densities, and related market value assumptions, as well as non-residential square footage, employment intensities, and market values are included in one or both of these tables. A particularly important assumption that affects property tax and property tax in lieu of vehicle license fees, as well as annual and one-time infrastructure burdens, is the estimated value of developed property. Estimated developed values were estimated based on recent analyses conducted for proposed development projects and cursory research into current values.
3. The entire New Community area is currently within the County’s unincorporated jurisdiction. The governing jurisdiction is an important consideration because it determines how property taxes and other revenues are calculated and allocated, as well as which agency is responsible for providing



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services. The County will continue to provide countywide services to the New Community, such as health and sanitation services and public assistance, but it is assumed that the County will also provide the New Community with almost all municipal services, such as law enforcement protection and maintenance of roads and parks; the exception is fire protection and emergency medical services, which are assumed to be provided by the Fire District.

### 3.7.3 Fiscal Impact to the County and Fire District

#### Cost Structure

The County provides countywide services, such as health and public assistance services, to all residents in the County. It also provides certain “municipal” services, such as sheriff’s patrol and building and planning services, to unincorporated Solano County. Since the New Community is located in the County’s unincorporated jurisdiction, it will produce a fiscal impact on the County based on the countywide services that are provided to the New Community area, but also based on all of the municipal services, except fire and emergency medical, that will need to be provided. As noted earlier, it is assumed that the Fire District will provide fire and emergency medical services.

Solano County does not currently provide a significant number of municipal services, especially in urban areas. Only a very small percentage of the County population lives outside incorporated city boundaries. The County will need to reorganize, staff up, and develop expertise in urban service delivery models to address – based on the Initiative-proponent’s estimated 10-to-12-year timeframe – what is anticipated to be a fairly rapid build out of the Phase 1 New Community area.

The same is generally true for Montezuma Fire Protection District. The Fire District covers approximately 300 square miles of mostly farmland and pastures within the County. Operating out of two fire stations – Stations 51 and 52 – the majority of Fire District personnel are volunteers.

Accordingly, this analysis adopts a hybrid Case Study/Multiplier approach to estimate the costs that the County and Fire District are likely to incur to provide municipal services to the New Community. Rather than utilizing a County or Fire District municipal cost structure that is not designed to service dense urban areas, the fiscal analysis identifies various California cities that may somewhat resemble what the New Community will look like once Phase 1 is completed (50,000 population, etc.), and then again at New Community Buildout (400,000 population, etc.), to approximate a cost structure that is more appropriate for this project.

Based on a combination of current population, population density (residents per square mile), and median household income, four cities are identified that, combined, may somewhat reflect the demographics of Phase 1; these are Daly City, Berkeley, Redondo Beach, and Santa Monica. In addition, three cities are identified that, based on a weighted average of the three demographic characteristics listed above, may look similar to the New Community once it is entirely built out: San Francisco, Long Beach, and Oakland. Although the weighted average populations for the Phase 1 and Buildout comparable cities are higher than the estimated populations for Phase 1 and Buildout of the New Community, other cities with population amounts closer to those of the New Community do not align with the New Community’s estimated population density and/or median household income. Still, the weighted average populations for Phase 1 and Buildout comparable cities are close enough to the New Community estimates to



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produce similar fiscal revenues and expenses on a multiplier basis. Please see the results of the comparable cities analysis in Table A-10 of Supporting Documentation H.

The assumed New Community's median household income is a rough approximation based on language in the proposed Initiative stating that one of the primary goals for the New Community is to produce 15,000 "good paying" jobs, which are defined as jobs that pay at least "the annualized equivalent of 125 percent of the average weekly wage in Solano County." Recognizing that jobs and household formations do not necessarily align, the analysis nonetheless assumes that the median household income is also equal to 125 percent of the median household income for Solano County, which is approximately \$90,000. Increasing that \$90,000 countywide median by 125 percent results in an estimated median household income for the New Community of \$110,000. Of course, there will be jobs within the New Community that pay more than, and less than, 125 percent of the County's average weekly wage and, by extension, there will be households in the New Community that earn more than, and less than, 125 percent of the County's median household income.

### **Specific Fiscal Assumptions**

Some of the critical assumptions that drive the calculation of fiscal revenues and expenses are described below. Fiscal revenues and expenses generally reflect average revenues and expenses based on FY 2023-24 budgets, but note that there are exceptions, including some described below.

#### **Revenues**

1. As discussed above, certain revenues are calculated and estimated based on the case study method, so they will not necessarily reflect average County or Fire District revenues. These revenues are listed in Table 3-11 above.
2. The New Community area currently lies within multiple tax rate areas (TRAs). These TRAs determine the base property tax distribution to the local taxing entities. Legislative actions taken at the State level in the 1990s diverted a percentage of the 1.0 percent property tax into the Educational Revenue Augmentation Fund (ERAF). For the purposes of the fiscal analysis, it is assumed that this situation will continue in future years. Table A-4 of Supporting Documentation H calculates the weighted average pre-ERAF distributions for all taxing entities within the applicable TRAs, identifies the ERAF adjustment factors (commonly referred to as the ERAF shift), and estimates the post-ERAF property tax distributions to the agencies assumed to provide non-school municipal services to the New Community: the County and the Fire District. It is estimated that the County will receive 28.4 percent of the 1 percent property tax revenue generated by the New Community, while the Fire District will receive 4.9 percent.
3. The New Community is expected to generate Transient Occupancy Tax (TOT) revenue, as there are likely to be hotels and other lodging facilities serving business and other travelers to the area. Without any clear idea about how many hotels, or what types of hotels, will be developed, a multiplier approach is used to estimate TOT revenue rather than the Case Study method, where the number of rooms, average daily room rates, occupancy rates, and other factors would need to be considered. Just as all of the municipal services costs are based on a weighted average of the comparable cities, TOT revenue is also based on a weighted average of the comparable cities.



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### Expenses

4. Fiscal expense impacts associated with various County departments are based on net County costs, as provided in the Fiscal Year 2023-24 budget and shown in Tables A-9.1 and A-9.2 of Supporting Documentation H. The net County cost equals the amount funded with General Fund general-purpose revenues (i.e., discretionary revenues); revenue contributions from Federal, State, other non-General Fund, or dedicated General Fund sources are subtracted from the total departmental budgets to arrive at a net cost to the General Fund.
5. Most of the County's and District's costs are variable expenses that will increase to respond to new growth within the New Community and fulfill the responsibility that these two public agencies will have to provide services to New Community new growth areas. However, a portion of the County costs are fixed and will not necessarily be impacted by new growth. For example, the County will maintain only one Board of Supervisors, County administrator, county clerk/recorder, county counsel, and other similar positions and department heads as outlined in the County's Fiscal Year 2023-24 budget. While most of the staff and related expenses will increase to respond to growth as a result of the development in the New Community, executive staff, senior management levels, and other areas within these budget units are not likely to increase very much in size or expense. Based on standard fiscal practice, a 25 percent discount is applied to the County's General Government cost multiplier to reflect the fact that a portion of the activities in these budget areas will not grow significantly, if at all, due to new development. The 25 percent adjustment to County General Government costs also accounts for the small amount of Fire District fixed expenses that may not increase due to new development.
6. As noted above, the County provides two basic types of services: countywide services and municipal services. Countywide services are those services that are available to all County residents and employees regardless of whether they reside in one of the County's seven incorporated cities or within an unincorporated area of the County. Municipal services are those services that are provided only to unincorporated area residents and employees because there is not a city to provide such services to them. Countywide service costs related to the New Community are based on the multiplier method, while the costs for the County to provide municipal services to the New Community are based on the comparable cities analysis. Similarly, the Fire District's cost to provide fire services to the New Community is based on the comparable cities analysis.
7. The sheriff administration cost multiplier is reduced to exclude the portion of the sheriff administration expense associated with sheriff public safety/patrol. This portion is excluded from the County's expenses since administration costs allocated to public safety/patrol are already incorporated into the comparable city multiplier for the provision of law enforcement to the New Community.
8. The County's parks and recreation cost multiplier is eliminated because these expenses are based on average expenses for comparable cities.
9. It is possible, as is often discovered during the process of conducting a fiscal impact analysis, that the County's budget, as well as the budgets of the comparable cities, would need to be adjusted





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to reflect increasing costs (e.g., public safety salary adjustments [based on recent labor agreements] that could, or are already scheduled to, exceed the rate of inflation), changing levels of service and service standards, accumulating deferred maintenance (e.g., Pavement Condition Index (PCI) metrics for road maintenance that fall below best practice levels, or unfunded maintenance for buildings, grounds, and other facilities), deferred liabilities (e.g., Other Post-Employment Benefits [OPEB] and Public Employees Retirement System [PERS] obligations), and other long-term issues that the County or the comparable cities are currently experiencing or anticipating. Within the timeframe to conduct this analysis, it could not be determined whether any such adjustments were necessary.

### County and Fire District Revenues

#### Case Study Method

**Secured Property Tax.** Property taxes are allocated to public agencies and special districts based on the various allocation factors within a TRA. Six TRAs (60049, 60052, 60055, 84001, 84003, and 84004) cover the vast majority of the New Community area. Table A-4 in Supporting Documentation H identifies the allocation factors for the variety of districts, funds, and agencies included within each TRA, both before and after revenues have been shifted to ERAF. For the purposes of this analysis, it is assumed that this shift will continue into the future. The County's property tax allocation of 28.4 percent of the 1.0 percent basic property tax, and the Fire District's allocation of 4.9 percent, is applied to the estimated assessed value created by the project; these allocations are shown at the top of Table A-5 of Supporting Documentation H. Total secured property tax revenue from the New Community distributed to the County is shown in Table 3-12, and Table 3-13 shows the secured property tax revenue for the Fire District; both tables present revenues and expenses for Phase 1 and the Buildout scenario.

**Unsecured Property Tax.** Unsecured property includes items such as computers, furniture, machinery, and equipment in non-residential areas and in some home-based businesses. It is also comprised of other types of personal property, including boats and airplanes. Unsecured property taxes are typically calculated as a percentage of secured property taxes based on the historical relationship between the two. As Table A-5 indicates, unsecured property tax revenues are assumed to be 1.0 percent of residential secured property tax revenues and 10.0 percent of non-residential secured property tax revenues. Table 3-12 and Table 3-13 present the unsecured tax revenues for the County and Fire District, respectively.

**Real Property Transfer Tax.** When a property is sold or transferred, a real property transfer tax representing a small percentage of the value is generally transferred to a fund to be allocated to the city and the county in which the property resides. As shown in Table A-5 of Supporting Documentation H, the current real property transfer tax rate in the County is \$1.10 per \$1,000 of value. The County will receive 100 percent of the real property transfer tax revenue since the New Community is located within the unincorporated County area, which means the transfer tax revenue does not need to be shared with a city. Annual real property transfer tax revenues anticipated to flow to the County's General Fund are presented in Table 3-12.



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**Table 3-12: County Annual Net Fiscal Impact**

Revenues/Expenses	Phase 1		Buildout	
	Annual Impacts	Percent of Total	Annual Impacts	Percent of Total
<b>Revenues</b>				
Property Tax: Secured	\$32,158,756	49.50%	\$250,059,818	47.10%
Property Tax: Unsecured	\$1,085,024	1.70%	\$7,959,166	1.50%
Real Property Transfer Tax	\$780,216	1.20%	\$7,417,732	1.40%
Sales and Use Tax	\$6,082,417	9.40%	\$47,900,632	9.00%
Public Safety Sales Tax	\$4,936,616	7.60%	\$38,877,146	7.30%
Property Tax In-Lieu of VLF	\$10,792,086	16.60%	\$83,917,023	15.80%
Transient Occupancy Tax	\$8,651,412	13.30%	\$91,351,828	17.20%
Licenses, Permits & Franchises	\$0	0.00%	\$0	0.00%
Fines, Forfeitures & Penalties	\$123,005	0.20%	\$956,977	0.20%
Revenue from Use of Money/Prop	\$0	0.00%	\$0	0.00%
Intergovernmental Revenue	\$0	0.00%	\$0	0.00%
Charges for Services	\$0	0.00%	\$0	0.00%
Miscellaneous Revenue	\$350,789	0.50%	\$2,729,130	0.50%
<b>Total</b>	<b>\$64,960,322</b>	<b>100.00%</b>	<b>\$531,169,452</b>	<b>100.00%</b>
<b>Expenses</b>				
General Government	(\$2,664,710)	3.80%	(\$20,865,359)	3.30%
Health & Sanitation	(\$3,435,142)	4.80%	(\$27,481,276)	4.30%
Public Protection	(\$23,751,303)	33.50%	(\$184,784,538)	29.10%
Public Assistance	(\$2,741,165)	3.90%	(\$21,929,431)	3.50%
Education & Recreation	(\$425,561)	0.60%	(\$3,310,851)	0.50%
City Attorney	(\$1,813,592)	2.60%	(\$11,691,206)	1.80%
Economic & Community Development	(\$2,731,041)	3.90%	(\$38,137,688)	6.00%
Police	(\$24,381,530)	34.40%	(\$244,085,208)	38.50%
Public Works	(\$4,922,483)	6.90%	(\$43,131,684)	6.80%
Parks & Recreation	(\$4,033,629)	5.70%	(\$38,807,883)	6.10%
<b>Total</b>	<b>(\$70,900,156)</b>	<b>100.00%</b>	<b>(\$634,225,124)</b>	<b>100.00%</b>
<b>Net Impact</b>				
Net Fiscal Impact	(\$5,939,834) Deficit		(\$103,055,673) Deficit	
Average Net Impact per Unit	(\$301) Deficit		(\$654) Deficit	



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**Table 3-13: Montezuma Fire District Annual Net Fiscal Impact**

Revenues/Expenses	Phase 1		Buildout	
	Annual Impacts	Percent of Total	Annual Impacts	Percent of Total
<b>Revenues</b>				
Property Tax: Secured	\$5,578,727	96.70%	\$43,379,028	96.90%
Property Tax: Unsecured	\$188,224	3.30%	\$1,380,713	3.10%
<b>Total Revenue</b>	<b>\$5,766,952</b>	<b>100.00%</b>	<b>\$44,759,741</b>	<b>100.00%</b>
<b>Expenses</b>				
Fire	(\$12,278,162)	100%	(\$133,572,077)	100.00%
<b>Net Impact</b>				
Net Fiscal Impact	(\$6,511,210) Deficit		(\$88,812,336) Deficit	
Average Net Impact per Unit	(\$330) Deficit		(\$563) Deficit	

**Sales and Use Tax.** Several methodologies can be used to estimate taxable retail sales. One method measures taxable sales based on the supply of commercial retail square footage. Under this approach, a taxable sales per square foot estimate is multiplied by the total commercial retail square footage planned in the project. Another approach looks at the demand side of the equation. In this approach, household income, percentage of household income spent on taxable goods and services, and a taxable sales capture rate for the County are estimated to determine taxable sales.

This analysis employs a hybrid approach, which considers both supply and demand dynamics in deriving an estimate for total retail sales and related sales tax revenue. Table A-6 of Supporting Documentation H utilizes the market/assessed value assumptions for single family and multi-family homes, together with mortgage, taxes, insurance, and other assumptions, to estimate the total annual payments associated with home ownership and translates those annual payments into estimated household incomes. The household incomes are in turn translated into an amount per household spent on taxable sales.

Tables A-7.1 and A-7.2 of Supporting Documentation H derive the total estimated taxable sales generated per year once Phase 1 is completed and at Buildout of the New Community, respectively. The demand side is estimated first based on household spending assumptions, as well as spending related to employees working in the community. Then the supply side is estimated based on a \$250 taxable sales per square foot assumption for retail/hotel development, as shown in Table A-5 of Supporting Documentation H. These calculations suggest that there may be significantly more supply than demand, so the analysis defers to the demand side results. After that, additional retail sales associated with business-to-business demand is estimated. Total annual taxable sales once Phase 1 is completed are estimated to be \$506 million (as shown in Table A-7.1 of Supporting Documentation H) and \$4.0 billion (as shown in Table A-7.2 of Supporting Documentation H).

Sales and use tax revenues accrue to the jurisdiction in which the sale occurs; therefore, sales and use tax revenue from the New Community is anticipated to accrue to the County. In addition to the 1.0 percent local sales tax on taxable items that can be specifically identified as having been purchased within the County boundaries, the County also receives a portion of the sales tax revenue that is initially attributed to Countywide and Statewide pooled revenues. When a sale cannot be identified with a permanent place of



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business in California, the local sales tax is allocated to local jurisdictions through countywide or statewide pools. Accordingly, certain sellers are authorized to report their local sales tax either on a countywide or statewide basis. These may include auctioneers, construction contractors making sales of fixtures, catering trucks, itinerant vendors, vending machine operators, and other permit holders who operate in more than one local jurisdiction but are unable to readily allocate taxable transactions to particular jurisdictions. Use tax is also allocated through a countywide pool. Examples of taxpayers who report use tax allocated through the countywide pool include out-of-State sellers who ship goods directly to consumers in the State from a stock of goods located outside the State, and California sellers who ship goods directly to consumers in the State from a stock of goods located outside of the State. The countywide pools are prorated, first among the cities and the unincorporated area of each county using the proportion that the identified tax for each city and unincorporated area of a county bears to the total identified for the county as a whole. Next, the combined total of the direct sales tax allocation and the prorated countywide pool amount is used to allocate the statewide pool amount to each city and county.

The County's share of revenues from these pooled funds is approximately 20.13 percent of its local sales tax revenue, based on historical data from the State Board of Equalization. This factor is presented in Table A-5 in Supporting Documentation H. It is assumed that this percentage will continue to be received in the future; therefore, these revenues are incorporated into the analysis. As with sales and use tax revenue, pooled sales tax revenue is assumed to be retained by the County. Both amounts are estimated together and shown in Table 3-12 as Sales and Use Tax revenue.

**Public Safety Sales Tax.** Proposition 172 created a one-half cent sales tax for local public safety. In fact, it was designed as a means of softening the impact of the ERAF shift on local agencies. Each county allocates Prop 172 revenues to each city and unincorporated area of the county based on their proportionate share of net property tax loss due to ERAF.

Since counties typically bear the highest burden of the ERAF property tax loss, counties receive most of the public safety sales tax revenue. This analysis estimates that the County will be allocated 95 percent of the Prop 172 revenue that flows to the County as a whole. This proportionate share of the Prop 172 revenue is based on the actual revenue received by the County in Fiscal Year 2011-12. The Prop 172 assumptions are shown in Table A-5 of Supporting Documentation H, and annual public safety sales tax revenue generated by the New Community is shown in Table 3-12.

**Property Tax In Lieu of Vehicle License Fees.** Vehicle license fee (VLF) revenue was formerly determined on a per capita basis. The November 2004 election and the passage of Proposition 1A enacted a California constitutional amendment that introduced the property tax for VLF swap, which resulted in a new methodology to calculate property taxes in lieu of VLF. Under the new law, the VLF backfill from the State general fund used to supplement taxpayer VLF revenues is eliminated and replaced with a like amount of property taxes, dollar for dollar. In subsequent years after the 2004-05 base year, the property tax in lieu of VLF amount grows in proportion to the growth rate of gross assessed valuation in the city or county, rather than in proportion to population, as previously used to determine VLF.

The County's property tax in lieu of VLF (PTILVLF) for Fiscal Year 2023-24 is shown in Table A-5 of Supporting Documentation H. The same table also shows the County's net assessed value for Fiscal



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Year 2023-24, which can be used in combination with the County's PTILVLF to determine the PTILVLF as a percentage of net assessed value, which in turn can be multiplied by the New Community's estimated assessed value to project incremental PTILVLF produced by the project. Total PTILVLF revenues anticipated from the New Community are presented in Table 3-12.

**Transient Occupancy Tax Revenue.** A TOT equal to five (5) percent of the room rate is levied on hotels, motels, and other lodging facilities in the unincorporated areas of the County. However, as noted above, a good way to estimate TOT revenue for this New Community using the case study method is not available. Instead, TOT revenue generated by the New Community is estimated based on the weighted average TOT revenue multiplier for the comparable cities, as shown in Tables A-11.1 of Supporting Documentation H (New Community Phase 1) and A-11.2 of Supporting Documentation H (New Community Buildout). Total TOT revenue anticipated upon completion of Phase 1 and after Buildout is presented in Table 3-12.

### Multiplier Method

Of the different County revenue sources itemized in the fiscal analysis, six are calculated using the multiplier method. The multipliers are presented in Table A-8 and are applied to the appropriate residents, employees, or persons served within the New Community area to arrive at the annual impacts. However, four of the revenues are not shown since they are generally already accounted for either in the net County costs or in the net fiscal expenses for the comparable cities. Table 3-12 presents the applicable annual revenues accruing to the County for the remaining two revenue items: Fines, Forfeitures & Penalties; and Miscellaneous Revenue.

## **County and Fire District Expenses**

### Case Study Method – Municipal Services

As alluded to above, development of the New Community area into a dense, urban area will create the need to meet urban service standards for the types of services that are traditionally provided by incorporated cities. For this New Community, six municipal services are modeled assuming that the costs to provide these services can be approximated by applying the weighted average cost multiplier for the comparable cities: four that relate to Phase 1; and three that relate to Buildout. These six service categories include the following:

1. City Attorney (which would provide legal services that are somewhat different relative to the County Counsel)
2. Economic & Community Development (including building, planning, code enforcement, economic development, and community development services)
3. Police
4. Public Works (excluding services that relate to water, sewer, and other enterprise funds)
5. Parks & Recreation



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### 6. Fire Protection and Emergency Medical (to be provided by the Fire District)

Table A-11.1 of Supporting Documentation H presents the calculations for service cost multipliers that relate to Phase 1 development, while Table A-11.2 of Supporting Documentation H does so for the Buildout scenario. The municipal service costs for the County and the Fire District are presented in Table 3-12 and Table 3-13, respectively.

#### Multiplier Method – Countywide Services

Excluding the municipal services that are based on an urban level of service provided by the comparable cities, all expenses associated with County services that are provided across the entire County are calculated using the multiplier method. Each multiplier is derived by dividing a specific service cost by the number of countywide residents, employees, or persons serviced. Five broad categories of countywide services, each with multiple line items, are shown in Tables A-9.1 through A-9.2, and include the following:

1. General Government
2. Health & Sanitation
3. Public Protection
4. Public Assistance
5. Education & Recreation

These multipliers are then applied to the cumulative number of residents, employees, or persons served anticipated within the New Community to arrive at the annual impacts presented in Table 3-12. The choice of residents, employees, or persons served as the basis for a given multiplier reflects the type of population being served. These multipliers apply to both Phase 1 and Buildout of the New Community.

#### **Fiscal Impact Analysis Conclusions**

Table 3-12 and Table 3-13 present the results of the fiscal impact analysis, the first for the County and the second for the Fire District. It is anticipated that the County will experience annual fiscal deficits as a result of the New Community, both at completion of Phase 1 (\$5.9 million annual deficit) and at Buildout (\$103.1 million annual deficit). Similarly, it appears that the Fire District will also experience annual fiscal deficits resulting from development of the New Community; the Phase 1 deficit is estimated to be \$6.5 million, while the Buildout deficit is projected to be \$88.8 million.

These buildout deficits can be translated into per-dwelling unit fiscal mitigation amounts. The County annual deficit is anticipated to be an average of \$654 per dwelling unit, and the Fire District annual deficit is expected to average out to \$563 per dwelling unit, for a total annual fiscal mitigation amount of \$1,217 per dwelling unit on average.



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### 3.7.4 Financial Analysis

#### Annual Burden Analysis

The financial analysis begins where the fiscal impact analysis concluded, which is that some form of fiscal mitigation will likely be necessary to offset annual deficits that the County and Fire District would otherwise experience since annual fiscal expenses incurred to serve the New Community – either after Phase 1 is completed or after buildout of the entire New Community – would exceed annual fiscal revenues generated by the New Community. A few important preliminary assumptions for the financial analysis emerge from the results of the fiscal impact analysis:

1. If the County is going to run a deficit – or break even if the deficit is mitigated – there doesn't appear to be any possibility to utilize an EIFD since there will not be any property tax revenue available to divert from the General Fund to an EIFD to fund infrastructure.
2. It is likely that a CFD would be formed to fund both County and Fire District ongoing services expenses and operations/maintenance costs in order to mitigate the estimated annual fiscal deficits. The use of a CFD to mitigate fiscal deficits will reduce the amount of CFD capacity (i.e., annual burden capacity) to fund infrastructure, since there is a limit on the amount of total CFD capacity.
3. The limit on the amount of total CFD capacity is based on the total annual burden as a percentage of home value, which is described in more detail below. Due to that limit, layering additional ad valorem taxes associated with a SFID on top of the New Community area to fund schools would only serve to further limit the CFD capacity on a dollar-for-dollar basis, producing no additional total capacity to fund infrastructure and related obligations.

That CFD capacity limit is determined in the annual burden analysis. It is assumed that a total annual burden on residential property cannot exceed 1.75 percent of value. A typical total annual burden in a northern California city is around 1.80 percent, but with the emphasis that this New Community is putting on affordable workforce housing, it seems prudent to move that total annual burden down somewhat.

The total annual burden consists of the basic 1.0 percent property tax, other ad valorem taxes, existing direct charges and various assessments, and the annual special taxes associated with CFDs for services and CFDs for infrastructure. Table B-1 in Supporting Documentation H performs that annual burden analysis for the New Community, showing the total annual burden for a single-family unit, a multi-family unit, and the "weighted average" unit (a combination of both single family and multi-family units based on the number of such units expected to be developed). The analysis indicates that, for a weighted average unit, after accounting for all of the existing taxes and charges, and applying the \$1,217 total annual services CFD fiscal mitigation amount, there is another \$1,600 per year per unit to fund infrastructure through a CFD. So, of the total \$2,817 CFD capacity, only slightly more than half is available to fund infrastructure because the remaining portion is required to mitigate fiscal deficits.

Note that it is also assumed that non-residential development will not be burdened with a CFD, as one way to facilitate construction of non-residential development and the production of attendant jobs.



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### **CFD Bond Capacity Analysis**

The annual burden analysis reveals how much CFD capacity there is to fund infrastructure, which amounted to \$1,600 per weighted average unit, or \$2,380 per single family unit and \$1,346 per multi-family unit. These annual infrastructure CFD special tax amounts can be used to estimate how much CFD bond capacity could be generated by Phase 1 of the New Community and at Buildout. Table B-2 of Supporting Documentation H provides the CFD bond capacity results for Phase 1 and Table B-3 of Supporting Documentation H provides those results for New Community buildout.

As shown in Table B-2 of Supporting Documentation H, total CFD special tax revenues for infrastructure would amount to approximately \$31.5 million per year at completion of Phase 1, assuming roughly 20,000 dwelling units are built. CFDs for infrastructure (and services) must be administered on an annual basis, and this analysis sets aside \$100,000 per year for that work. CFDs are generally required to provide 110 percent debt service coverage on bonds that they issue, meaning that annual special tax revenue must exceed annual debt service payments by at least 10 percent. So, the net annual special tax available to pay for debt service is reduced to \$28.6 million after deducting administration costs and accounting for the debt service coverage requirement.

That \$28.6 million in annual CFD special tax revenue can support bond issues totaling \$476 million, assuming an average interest rate of 6.0 percent, a 30-year term on the bonds, and an annual increasing special tax rate and debt service that escalates at a rate of 2 percent per year. This 2 percent annual increase is common practice since, in part, it mimics the annual increases in assessed value of property that has not been turned over. Reducing the \$476 million to reflect a 10 percent debt service reserve requirement, which is typically required for CFD bonds, and an estimated 5 percent total costs of issuance (COI) produces a net bond proceeds amount of \$405 million available to fund infrastructure to serve Phase 1 of the New Community. Table B-3 of Supporting Documentation H suggests that a total of \$3.2 billion would be available to fund infrastructure required to service the entire New Community at Buildout.

### **Existing Development Impact Fees**

In addition to the infrastructure that a CFD could potentially fund, the New Community will need to fund its development impact fee obligations. The County has implemented a Public Facility Fee (PFF) program that covers a wide variety of County public facilities, such as public protection, health and human services, library, general government, and regional transportation facilities. Pursuant to the analysis contained in Table B-4 of Supporting Documentation H, the New Community through Phase 1 would have a PFF obligation totaling \$144 million; that obligation would increase to \$1.24 billion at Buildout.

Note that the County's PFF Nexus Analysis was last updated in July 2019, so it is already five years old and did not go through a comprehensive update process at that time. If the proposed Initiative passes, the PFF Nexus Analysis will need to be thoroughly updated to factor in much higher projections for new growth and to rethink many other assumptions as well, including additional impacts on general government facilities that the PFF does not currently consider, such as the Assessor-Recorder's office.

The New Community may also be subject to school facilities fees. Table B-4 of Supporting Documentation H also summarizes what those school fee obligations may amount to assuming that they





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look something like the school fees imposed by the Fairfield-Suisun Unified School District. Those obligations appear to be approximately \$128 million for Phase 1 and \$1.09 billion for the entire New Community at Buildout. However, since school fees do not usually cover the entire cost of school facilities, it is assumed that a comprehensive school facilities funding agreement will be executed that describes how the New Community will pay for all of the required school facilities, and those full school facilities costs are estimated in Table B-5 (Supporting Documentation H).

### **Gross and Net One-Time Burdens**

The financial analysis reaches its conclusion with an estimate of the total gross and net one-time burdens. These total burdens include project-specific backbone infrastructure, regional infrastructure improvements, other public facilities such as schools, parks, and public safety stations, Voter Guarantees integrated into the proposed Initiative, and development impact fee obligations. These components of the total burden are described more fully below and are presented in Table B-5 (Supporting Documentation H).

#### *Project-Specific Backbone Infrastructure*

Backbone infrastructure required to serve the New Community, both at completion of Phase 1 and at Buildout, has been identified at a very preliminary level by Stantec, Coastland, other consulting engineers, and the engineering team at the County. Required backbone infrastructure falls into six categories, as delineated below:

1. On-Site Roads, including major arterials, minor arterials, and collectors
2. Off-Site Roads (mitigation of regional transportation impacts)
3. Water, including distribution, storage, and treatment
4. Wastewater, including conveyance, recycled water distribution, and a wastewater treatment plant
5. Drainage, including storm drain basins
6. Dry utilities, including electrical and fiber

Total backbone infrastructure construction costs, including a 15 percent factor for engineering/design and a 20 percent factor for fees/permits (or a 20 percent contingency in the case of regional transportation improvements), are estimated to reach \$4.6 billion for Phase 1 and \$34.8 billion at Buildout.

#### *Schools, Parks, and Public Safety Stations*

In addition to backbone infrastructure, a variety of other public facilities will be needed to serve the New Community. As noted above, a total cost estimate for school facilities is probably a better indication of the school burdens this New Community will need to support than an estimate of the school fee obligation. Using information contained in a public facilities financing plan prepared in late 2023 for a large project in the Sacramento area, K-8 school requirements and costs and high school requirements and costs are estimated and applied to this New Community. Student generation rates for the project in Sacramento



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may be somewhat different than those that would be used in a more detailed analysis of school facility requirements and costs for this New Community, but they appear to be somewhat comparable. K-8 schools in the New Community are assumed to be sized to serve 900 students, while high schools are sized to serve 1,125 students. It is estimated that Phase 1 of the New Community would need six K-8 schools and two high schools, for a total Phase 1 cost of \$743 million. Total school facility costs for New Community buildout are estimated to be \$5.9 billion. These cost estimates include hard and soft construction costs, but do not include costs of land since the land required for school facilities is assumed to be dedicated.

Parks and related amenities, including trails, open space, plazas, and greenbelt corridors, are evaluated in this analysis as well. New Community cost estimates are also based on costs found in the public facilities financing plan for the Sacramento-area project noted above, and also do not include the cost of land. Total park and related amenity costs for Phase 1 of the New Community and for Buildout are estimated to be \$165 million and \$1.32 billion, respectively.

Public safety facilities for law enforcement, fire, emergency medical, and dispatch operations will also be needed to serve the New Community. Again, relying on the Sacramento-area project financing plan, it is estimated that Phase 1 of the New Community would need two public safety stations, with each one being roughly 30,000 square feet in size. While land for these stations is assumed to be dedicated, the total hard and soft construction costs are estimated to be \$72 million in Phase 1 and \$576 million at Buildout.

### *Voter Guarantees*

The proposed Initiative includes a series of 10 Voter Guarantees, and it appears that four of them include a specific dollar amount commitment. Although the amounts of the pledges relate to Phase 1, the proposed Initiative points out that these pledges will continue to apply to development beyond Phase 1. The four Voter proposed Initiatives with pledged dollar amounts include the following:

1. Solano Homes for All includes \$400 million for downpayment assistance and other tools to encourage home ownership, facilitate the affordability of workforce housing, and produce housing to meet the needs of lower income households, veterans, seniors, and others.
2. Solano Downtowns Revitalization earmarks \$200 million to improve and revitalize the downtowns of all seven Solano County cities.
3. Solano Opportunities identifies a commitment of \$70 million to create scholarship opportunities to fund college, training, and education programs, and to assist residents and business owners in developing and scaling small businesses.
4. Green Solano promises to target \$30 million to protect open space and natural habitat, improve public parks and trails, and support the local agricultural economy.

These guarantees for Phase 1 amount to \$700 million and expand to \$5.6 billion if extrapolated to full project Buildout based on population growth.



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### Net One-Time Burdens

Total one-time, or upfront, burdens related to on-site and off-site backbone infrastructure, other public facilities, Voter Guarantees, and PFF obligations (excluding the Regional Transportation Impact Fee [RTIF] portion of the PFF) are preliminarily estimated to be \$6.4 billion for Phase 1 and \$49.1 billion for Buildout. Deducting net CFD bond proceeds available to fund infrastructure and other public facilities results in a net one-time burden of \$6.0 billion for Phase 1 and \$45.9 billion at Buildout of the New Community. These figures are presented in Table B-5 of Supporting Documentation H.

At this point, the analysis makes a broad assumption that approximately 60 percent of those net one-time burdens would be allocated to residential development, while the remaining 40 percent would be allocated to non-residential development. This assumption is based on the results of detailed cost allocation analyses conducted for other development projects, together with the types and amounts of total obligations identified for this New Community. For example, the vast majority of school facility and park-related costs, and significantly more than half of the Voter Guarantees, would likely be attributable to residential development, while most of the remaining costs would probably be split somewhat evenly between residential and non-residential development. Without enough time to complete a detailed cost allocation analysis, this kind of assumption was necessary.

The estimated residential share of the net one-time burdens is approximately \$3.6 billion for Phase 1 and \$27.5 billion for Buildout of the New Community. Dividing these figures by the estimated number of anticipated dwelling units produces net one-time burdens of \$183,000 and \$175,000 per unit for Phase 1 and Buildout, respectively. The per-unit burdens, when compared against the estimated values for residential units (or the weighted average value for Phase 1 and Buildout), result in net one-time burdens as a percentage of value equal to approximately 43 percent for Phase 1 and 41 percent for Buildout.

One of the metrics utilized in public finance analyses to ascertain project feasibility is the net one-time burden as a percentage of value. Any result less than 15 percent is probably feasible, results ranging from 15 percent to 20 percent are within a range where the economic viability of a project or land use is uncertain, and results above 20 percent are typically considered infeasible. With Phase 1 producing 43 percent one-time burdens and Buildout producing 41 percent one-time burdens, it appears that the New Community is not financially feasible. In fact, these burdens are more than two times the amount that would ordinarily be considered only marginally feasible. Of course, other factors play meaningfully into that assessment, such as the cost basis of the land within the New Community, which appears to be fairly low; the lower the land cost, generally the higher the one-time burden can go. Other variables, such as costs incurred to advance a project through the entitlement and approval process, the location, types, and developed values of land uses being proposed, and other factors can move a project into or out of the feasibility range as well. The results of this analysis indicate significant concern about project feasibility, but more detailed and comprehensive work would need to be performed to more accurately assess that outcome.

### **3.7.5 Land Value Analysis**

The land value analysis is a very preliminary test to evaluate potential returns to the landowners within the New Community area if, rather than develop the area as described in the proposed Initiative, they



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elect to sell the land were the proposed Initiative to pass. Table C-1 of Supporting Documentation H presents the data and calculations for the land value analysis.

Many variables exist that could determine the value of land originally purchased with an agriculture zoning that is subsequently rezoned for development. A few examples include the following:

1. The quantity of land subject to the resale.
2. The types and intensity of zoning for development that the land will be subject to upon rezoning.
3. The types of farming or ranching taking place on the land and how much income will be earned on those activities.
4. How much money, aside from the land purchase(s), will be spent to move the Project forward.
5. Macro-economic factors such as where in the real estate and interest rate cycles the land will be resold.

Data for land purchases within the New Community area indicate that the average assessed value for land sales during the 2018-2023 timeframe is approximately \$6,800 per acre. Transactions that occurred between 2001-2017 are excluded because they are dated and appear to only represent roughly 10 percent of the total transactions and acreage, based on available data. Transactions that have occurred thus far in 2024 are also excluded since assessed value information does not yet reflect the transaction values.

Data was also collected for transactions occurring between 2018-2023 anywhere in Solano County on parcels zoned for commercial, industrial, or residential development where the ratio of improved assessed value to total assessed value is effectively zero, indicating vacant land zoned for development. Those transactions suggest that a current value for vacant land with some form of development zoning might be approximately \$35,200 per acre. However, the average size of those parcels is fairly small, so a 50 percent factor to discount that value to account for the resulting value under a bulk sale scenario is applied, producing a rough value of \$17,600 per acre.

These land values, derived based on very preliminary research and analysis, suggest that landowners within the New Community area could sell all or significant amounts of New Community land at a price that is approximately 2.6 times what was paid for the land.

### **3.7.6 Summary of Findings**

#### **Fiscal Impact Analysis**

Both Phase 1 of the New Community and New Community buildout are expected to generate annual net fiscal deficits. Phase 1 of the New Community is anticipated to produce approximately \$65 million in annual revenues to the County and approximately \$71 million in annual expenses. At Buildout, annual revenues are estimated to reach \$531 million, while annual expenses are projected to exceed \$634 million. This results in an annual deficit of approximately \$5.9 million for Phase 1 and \$103.1 million for Buildout. These annual figures are shown in Table 3-12 and are illustrated below in Figure 6.

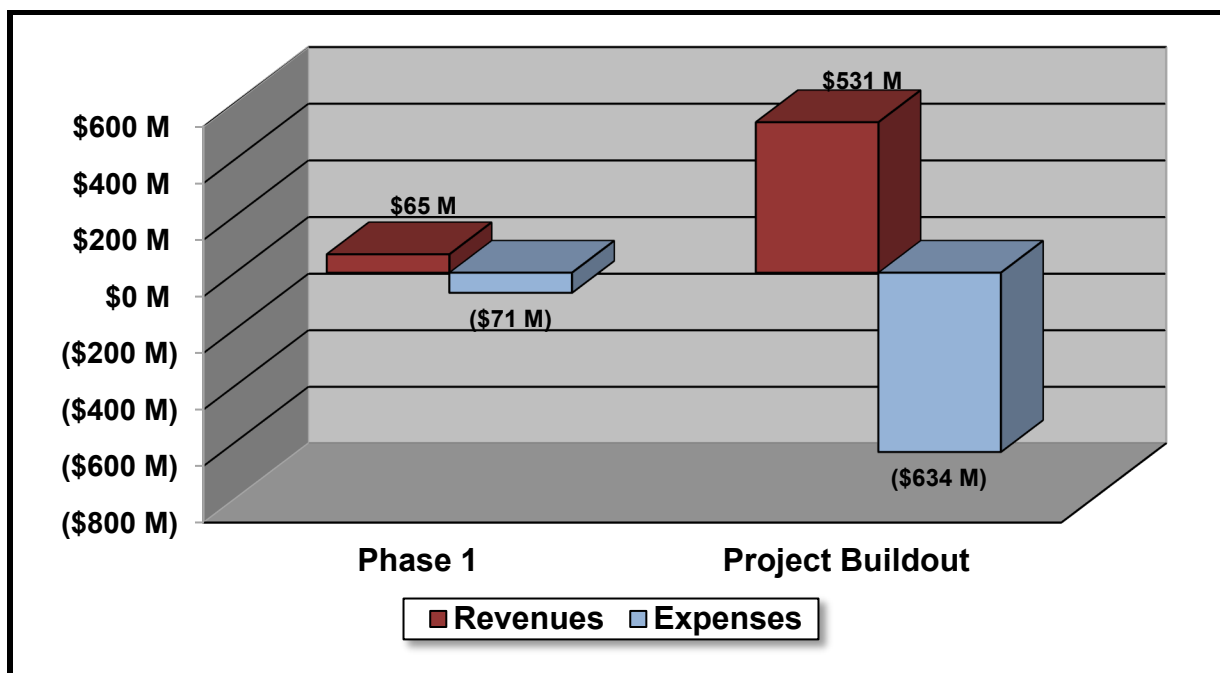


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**Figure 6: Summary of Annual Revenues and Expenses to the County**



In Table A-13 of Supporting Documentation H (Table 3-13 above), the annual net fiscal impacts to the Fire District are presented. Annual Fire District revenues for Phase 1 and Buildout are estimated at \$5.8 million and \$44.8 million, respectively, while annual expenses are anticipated to be approximately \$12.3 million and \$133.6 million. These figures produce annual deficits of \$6.5 million and \$88.8 million based on Phase 1 and Buildout development, respectively. Figure 7 below depicts the Fire District annual revenues and expenses in chart form, and Figure 8 follows with a comparison of the fiscal results for the County and Fire District together.

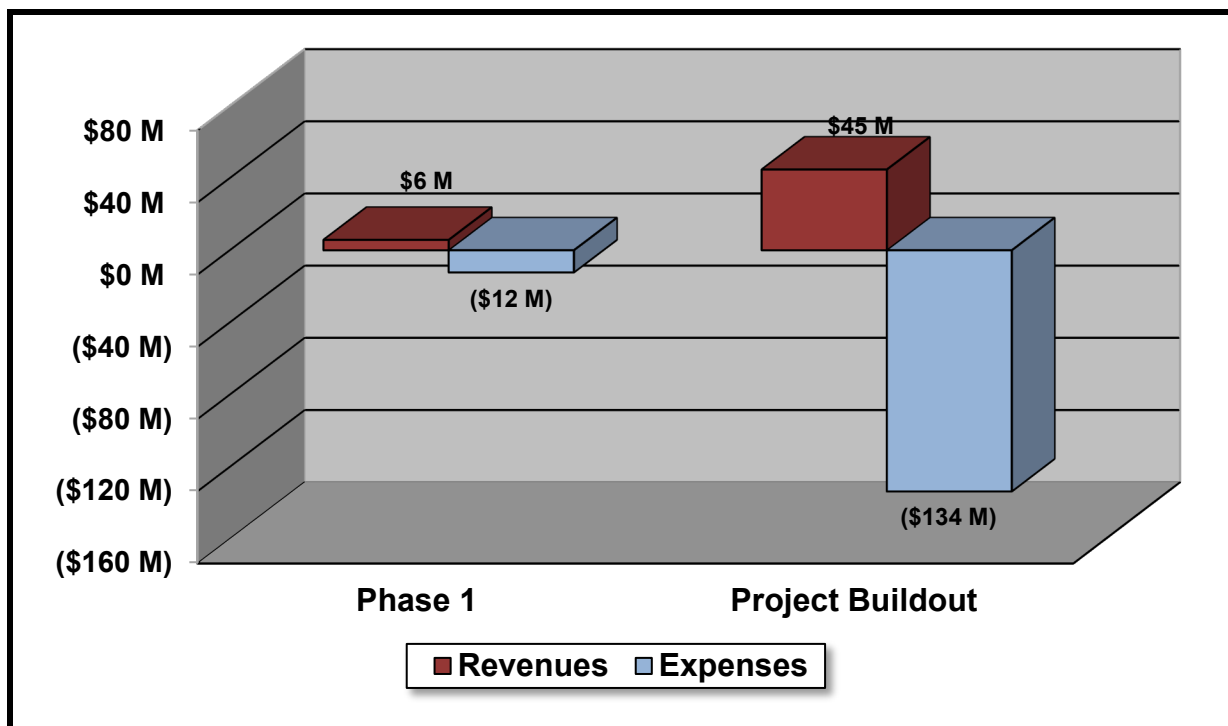


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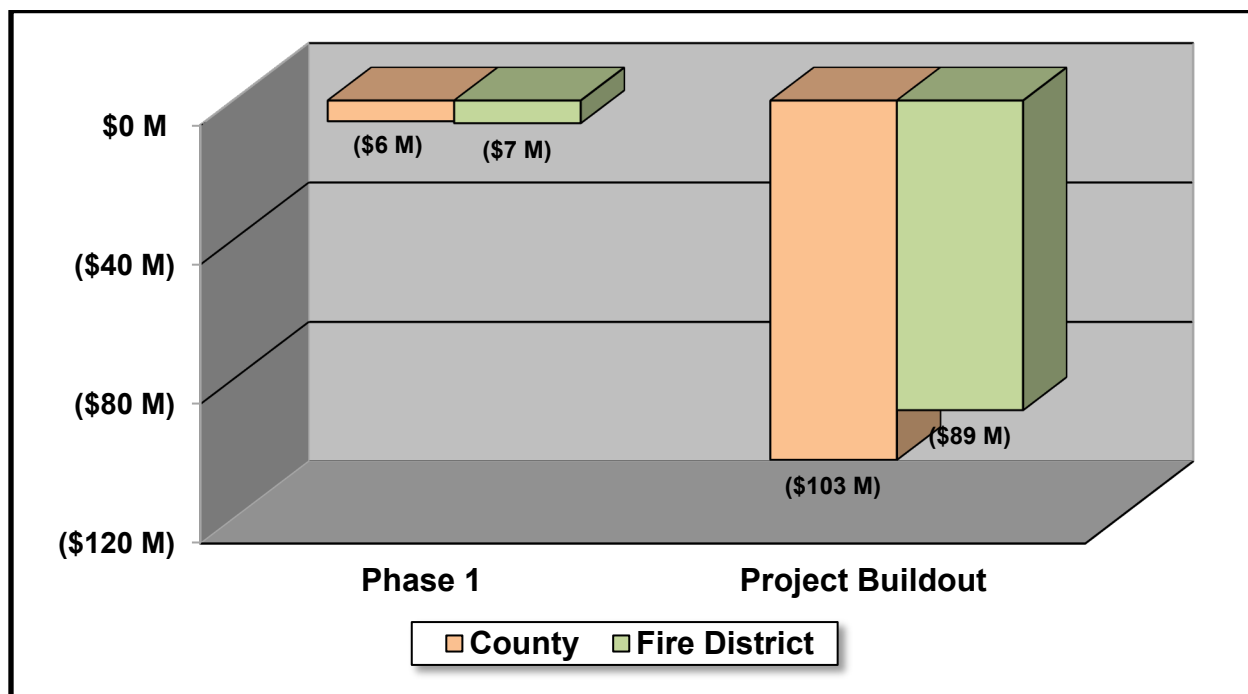
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**Figure 7: Summary of Annual Revenues and Expenses to the Fire District**



**Figure 8: Comparison of Annual Net Fiscal Impacts to the County and Fire District**



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The annual net fiscal deficits can be translated into an average annual burden on each dwelling unit anticipated to be constructed during Phase 1 and Buildout. With Phase 1 estimated to produce approximately 20,000 dwelling units, the average annual fiscal deficit is \$301 per unit for the County and \$330 per unit for the Fire District, or a total of \$631 per unit annually to fully mitigate fiscal deficits created by Phase 1 development. Buildout of the New Community's roughly 160,000 dwelling units produce an average annual fiscal deficit of \$654 per unit to the County and \$563 per unit to the Fire District, for a total of \$1,217 per unit across the entire New Community at buildout; this total would be the amount needed to mitigate the New Community's fiscal deficits. These figures are also presented in Tables A-12 and A-13 of Supporting Documentation H (Table 3-12 and Table 3-13 above).

A summary of the annual net County and Fire District fiscal impacts and average mitigation per dwelling unit is presented below in Table 3-14.

**Table 3-14: Summary of Annual Net Fiscal Impacts**

<b>East Solano Plan</b>	<b>Phase 1</b>	<b>Buildout</b>
Solano County	(\$5,900,000)	(\$103,100,000)
Fire District	(\$6,500,000)	(\$88,800,000)
<b>Total</b>	<b>(\$12,400,000)</b>	<b>(\$191,900,000)</b>
<b>Average Mitigation per Dwelling Unit</b>	<b>\$631</b>	<b>\$1,217</b>

### Financial Analysis

The financial analysis picks up where the fiscal impact analysis ended, which is that some form of fiscal mitigation would be necessary to offset annual deficits that the County and Fire District would otherwise experience since annual fiscal expenses incurred to serve the New Community – both after Phase 1 is completed and after buildout of the entire New Community – would exceed annual fiscal revenues generated by the New Community.

The proposed Initiative refers to several potential financing tools to help pay for New Community infrastructure and public facilities, but they may in fact not be available or only available in a limited amount, as follows:

1. If the County is going to run a deficit – or break even if the deficit is mitigated – there doesn't appear to be any possibility to utilize an Enhanced Infrastructure Financing District (EIFD) since there will not be any property tax revenue available to divert from the General Fund to an EIFD to fund infrastructure.
2. It is likely that a Community Facilities District (CFD) would be formed to fund both County and Fire District ongoing services expenses and operations/maintenance costs in order to mitigate the estimated annual fiscal deficits. The use of a CFD to mitigate fiscal deficits will reduce the amount of CFD capacity (i.e., annual burden capacity) to fund infrastructure, since there is a limit on the amount of total CFD capacity.



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3. The limit on the amount of total CFD capacity is based on the total annual burden as a percentage of home value, which is described in more detail below. Due to that limit, layering additional ad valorem taxes associated with a School Facility Improvement District (SFID) on top of the New Community area to fund schools would only serve to further limit the CFD capacity on a dollar-for-dollar basis, producing no additional total capacity to fund infrastructure and related obligations.

The CFD capacity limit is determined in the annual burden analysis presented in Table B-1 of Supporting Documentation H. It is assumed that a total annual burden on residential property cannot exceed 1.75 percent of value. A typical total annual burden in a northern California city is around 1.80 percent, but with the emphasis that this New Community is putting on affordable workforce housing, it seems prudent to move that total annual burden down somewhat.

The annual burden analysis demonstrates how much CFD capacity there is to fund infrastructure, which amounts to an annual CFD special tax of \$2,380 per single family unit and \$1,346 per multi-family unit. These annual infrastructure CFD special tax amounts can be used to support debt service on bonds issued by the CFD, which would net approximately \$405 million to fund infrastructure to serve Phase 1 of the New Community, and approximately \$3.2 billion to fund infrastructure required to serve the entire New Community at buildout.

The financial analysis concludes with an estimate of the total gross and net one-time burdens. These total burdens include project-specific backbone infrastructure, mitigation of regional transportation impacts, other public facilities such as schools, parks, and public safety stations, Voter Guarantees integrated into the proposed Initiative, and development impact fee obligations. Total gross burdens range from \$6.4 billion for Phase 1 to \$49.1 billion for New Community buildout; net burdens are reduced with the use of CFD bond proceeds down to \$6.0 billion for Phase 1 and \$45.9 billion for Buildout.

The estimated residential share of the net one-time burdens is approximately \$3.6 billion for Phase 1 and \$27.5 billion for Buildout of the New Community. Dividing these figures by the estimated number of anticipated dwelling units produces net one-time burdens of \$183,000 and \$175,000 per unit for Phase 1 and Buildout, respectively. The per-unit burdens, when compared against the estimated values for residential units (or the weighted average value for all units), result in net one-time burdens as a percentage of value equal to approximately 43 percent for Phase 1 and 41 percent for Buildout. These net one-time burdens are derived in Table B-5 (Supporting Documentation H) and are illustrated in the chart contained in Figure 9 below.

One of the metrics utilized in public finance analyses to ascertain project feasibility is the net one-time burden as a percentage of value. Any result less than 15 percent is probably feasible, results ranging from 15 percent to 20 percent are within a range where the economic viability of a project or land use is uncertain, and results above 20 percent are typically considered infeasible. With Phase 1 producing 43 percent one-time burdens and Buildout producing 41 percent one-time burdens, it appears that the New Community is not financially feasible, as these burdens are roughly twice the amount that would ordinarily be considered marginally feasible. Of course, other factors play meaningfully into that assessment, such as the cost basis of the land within the New Community, which appears to be fairly low; the lower the land cost, generally the higher the one-time burden can go. Other variables, such as costs incurred to advance



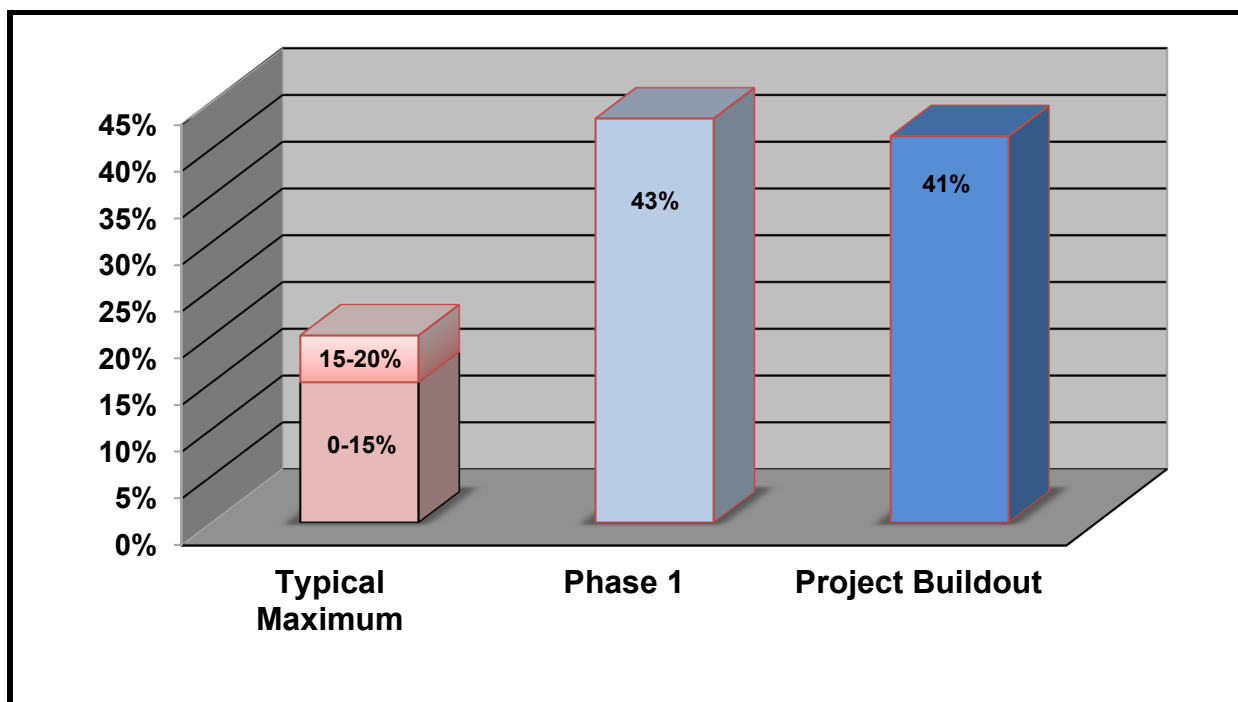


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a project through the entitlement and approval process, the location, types, and developed values of land uses being proposed, and other factors can move a project into or out of the feasibility range as well. The results of this analysis indicate serious concern about New Community feasibility, but additional work would need to be performed to more accurately assess that outcome.

**Figure 9: Net One-Time Burdens as Percent of Average Home Value**



## Land Value Analysis

The land value analysis was conducted to test the potential returns that landowners within the New Community area might capture if, rather than develop the area as described in the proposed Initiative, they elect to sell the land if the proposed Initiative passes. Table C-1 of Supporting Documentation H presents the data and calculations for the land value analysis.

Data for land purchases within the New Community area indicate that the average assessed value for land transactions during the 2018-2023 timeframe is approximately \$6,800 per acre. Data was also collected for transactions occurring between 2018-2023 anywhere in Solano County on parcels zoned for commercial, industrial, or residential development where the ratio of improved assessed value to total assessed value is effectively zero, indicating vacant land zoned for development. Those transactions suggest that the current value for vacant land with some form of development zoning might be approximately \$35,200 per acre. However, the average size of those parcels is fairly small, so a 50 percent factor to discount that value to account for the resulting value under a bulk sale scenario is applied, producing a rough value of \$17,600 per acre.

These land values, derived based on very preliminary research and analysis, suggest that landowners within the New Community area could sell all or significant amounts of New Community land at a price



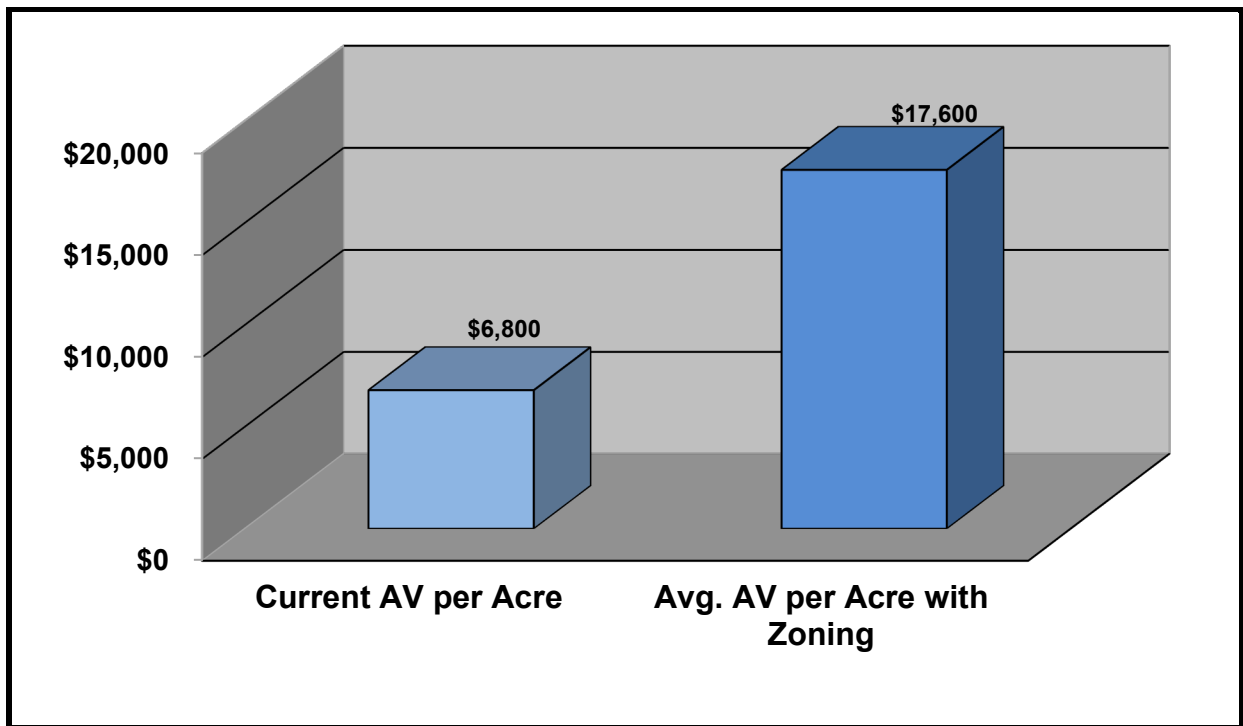
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that is approximately 2.6 times what was paid for the land. This relationship is depicted graphically in Figure 10 below.

**Figure 10: Average Purchase Value vs Potential Sales Value (per Acre)**



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## 4.0 CONCLUSION

As described in this report, implementation of the proposed Initiative would result in a substantial increase in the level of future urban development within the County's unincorporated area. This increase in the overall level of development would, in turn, result in impacts on the County's population, housing stock, job growth, and traffic volumes. The proposed Initiative would also result in various effects on the County's public utilities and services, and on its fiscal and economic outlook.

More specifically, as shown in Table 1-1 above, the proposed Initiative's New Community anticipates a development capacity of 400,000 residents and 90,000,000 square feet of non-residential development. Therefore, the proposed Initiative would result in the total estimated development capacity in unincorporated Solano County to be 174,600 dwelling units and 100,309,000 non-residential square feet, which would be an increase in estimated development capacity identified in the County General Plan for the year 2030 by 159,815 dwelling units and 88,697,430 non-residential square feet.

As described herein, implementation of the proposed Initiative would not be consistent with the County's General Plan and the proposed increase in the overall amount of land available for urban development would result in the following effects:

### Land Use and Housing

- Implementation of the proposed Initiative would increase the overall amount of potential residential and non-residential development allowed within unincorporated Solano County.
- The proposed New Community would have a residential development capacity of 160,000 dwelling units and non-residential development capacity of 90,000,000 square feet. The total estimated development capacity in unincorporated Solano County would be 174,600 dwelling units and 100,309,000 non-residential square feet with approval of the proposed Initiative, which would be an increase in estimated development capacity identified in the County General Plan for the year 2030 by 159,815 dwelling units and 88,697,430 non-residential square feet. The proposed Initiative would result in a significant increase of potential residential and non-residential uses within unincorporated County.
- The increase in the County's residential development capacity could result in the County being allocated a higher number of units for the next RHNA cycle thereby forcing the County to plan for a higher number of residential units within unincorporated County lands and could result in indirect effects to existing undeveloped lands. The Housing Element may require an update for adequacy and consistency with the proposed General Plan amendments and proposed Initiative. The implications of the proposed Initiative on the Housing Element and future RHNA allocation for the County and incorporated cities would require further study to determine the potential impacts.
- While the proposed Initiative would provide new opportunities for development of a variety of housing types to serve a diverse group of residents, it would not be consistent with and would not support the goals of the Housing Element which include accommodation of future residential



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development that would constitute an accessory use to agriculture and a moderate amount of rural residential development. The residential developments constructed under the proposed Initiative are not anticipated to be those that would constitute an accessory use to agriculture or rural residential development. Additionally, the proposed Initiative would direct the development of housing into areas where services and infrastructure are not readily available and would conflict with the Housing Element goals and policies related to preservation of agricultural areas.

- The proposed Initiative would allow for development of interim land uses within the New Community area prior conversion of the land to community development and open space uses as envisioned in the proposed Initiative, the potential impacts of which are currently unknown due to the limited information and guidance provided in the proposed Initiative.

### **Consistency with County and Regional Plans**

- The proposed Initiative includes significant amendments to the County General Plan.
- The proposed Initiative appears to result in internal inconsistencies within the individual General Plan Elements. Internal inconsistencies within the General Plan as a result of the proposed Initiative could result in impacts to individual development projects within the County and could halt the approval of development permits until a comprehensive update to the General Plan has been completed. The implications of the proposed Initiative on internal consistency and adequacy for individual elements of the General Plan would require immediate further study to determine the potential impacts.
- The County General Plan promotes infill development and development of urbanized uses within or adjacent to incorporated cities within the County. The proposed Initiative would place new urbanized developments within unincorporated County lands away from existing municipal services and facilities and incorporated cities and the New Community would not constitute infill development. Therefore, the New Community would be inconsistent with the goals of the General Plan.
- The Voter Guarantees and commitments included in the proposed Initiative would only be available to existing Solano County residents and therefore, could result in existing County residents that currently live within incorporated cities within the County moving out of the incorporated cities into the New Community resulting in further inconsistencies with the County General Plan as it would encourage existing Solano County residents to move out of incorporated cities and into unincorporated areas of the County.
- Without review by the Solano Airport Land Use Commission, it is not known whether the proposed Initiative or New Community is consistent with Airport Land Use Compatibility Plans Compatibility Criteria for Travis AFB and Rio Vista Airport. Until such time, the Initiative is assumed to be inconsistent with the Travis AFB and Rio Vista Airport LUCPs.
- The proposed Initiative would result in inconsistencies and impacts to incorporated cities and its General Plan for land located within and adjacent to its Sphere of Influence.



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- The proposed Initiative would affect essential habitat for several Covered Species in the Solano HCP and result in numerous significant effects on the natural environment and loss of biological resources.
- The proposed Initiative could result in inconsistencies with other County and regional agencies and plans including the Air Quality Districts, Delta Protection Commission, and State Water Resources Control Board.

### **Transportation Infrastructure and Funding**

- Approval of the proposed Initiative would potentially result in a significant number of transportation and traffic congestion related impacts that are anticipated to need mitigating improvements.
- The new public roadway infrastructure and mitigating improvements required as a result of the proposed Initiative will likely cost several billion to tens of billions of dollars to build depending on building scope and timeline.
- The RTIF revenues and new Gas Tax revenues generated under existing fee and tax structures would likely generate tens to hundreds of millions in new revenue to offset the transportation improvement costs but would only cover a fraction of the necessary improvements.

### **Public Facilities, Services and Amenities**

- Implementation of the proposed Initiative would result in a significant increase in demand and the need for public facilities, services, and amenities including wastewater treatment and infrastructure, water supplies and infrastructure, stormwater drainage infrastructure, solid waste services, energy, law enforcement and fire services, library services, schools, parks and recreation facilities, and cemetery facilities.
- The new public facilities, services, and amenities required as a result of the Initiative are likely to cost several billions to tens of billions of dollars to construct and operate depending on building scope and timeline.

### **Agriculture/Open Space/Vacant Land**

- The proposed Initiative would substantially decrease the amount of agricultural land within unincorporated County.
- Implementation of the proposed Initiative would result in the conversion of agricultural lands including Prime Farmland, Unique Farmland, Farmland of Statewide Importance, and Grazing Land to urbanized uses and subsequent effects to designated agricultural lands would occur with the proposed Initiative.
- The proposed Initiative would result in increased open space lands and decreased vacant lands within the County.



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- Conversion of land within the New Community and Rio Vista Parkland area would result in a loss of approximately \$6.7 million of potential annual agricultural economic productivity generated by these lands.
- Development of the New Community and Rio Vista Parkland area would result in the loss of ecosystem services valued at over \$11 million provided by these lands.
- Lands within the New Community and Rio Vista Parkland area offer substantial value to the County as productive agricultural land and provide rangeland ecosystem services, the loss of which would result in substantial impacts to the County.

### **Fiscal and Economic Development**

- Phase 1 of the New Community is anticipated to produce approximately \$65 million in annual revenues to the County and approximately \$71 million in annual expenses. At Buildout, annual revenues are estimated to reach \$531 million, while annual expenses are projected to exceed \$634 million. Resulting in an annual deficit to the County of approximately \$5.9 million for Phase 1 and \$103.1 million for Buildout.
- Annual Fire District revenues for Phase 1 and Buildout are estimated at \$5.8 million and \$44.8 million, respectively, while annual expenses are anticipated to be approximately \$12.3 million and \$133.6 million, resulting in an annual deficit of \$6.5 million and \$88.8 million to the Fire District based on Phase 1 and Buildout development, respectively.
- Some form of fiscal mitigation would be necessary to offset annual deficits that the County and Fire District would otherwise experience since annual fiscal expenses incurred to serve the New Community would exceed annual fiscal revenues generated by the New Community.
- The total gross and net one-time burdens, which include project-specific backbone infrastructure, other public facilities such as schools, parks, and public safety stations, Voter Guarantees integrated into the proposed Initiative, and development impact fee obligations, would range from \$6.4 billion for Phase 1 to \$49.1 billion for New Community Buildout.
- Based on fiscal and financial analysis conducted, it appears that the New Community may not be financially feasible.
- Data for land purchases within the Project area indicate that the average assessed value for land transactions during the 2018-2023 timeframe is approximately \$6,800 per acre. Data was also collected for transactions occurring between 2018-2023 anywhere in Solano County on parcels zoned for commercial, industrial, or residential development where the ratio of improved assessed value to total assessed value is effectively zero, indicating vacant land zoned for development. Those transactions suggest that the current value for vacant land with some form of development zoning might be approximately \$35,200 per acre. However, the average size of those parcels is fairly small, so a 50 percent factor to discount that value to account for the resulting value under a bulk sale scenario is applied, producing a rough value of \$17,600 per acre.



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- The land values analysis suggests that landowners within the New Community area could sell all or significant amounts of New Community land at a price that is approximately 2.6 times what was paid for the land.

As discussed previously, the contents of this report are intended to inform decision-makers and the public as to the implications of the proposed Initiative on future growth and development in the County. The conclusions of this report will be presented to the County Board of Supervisors on July 23, 2024, at which time the Board of Supervisors will decide whether to adopt the proposed Initiative without any amendments or to place it on the November General Election ballot. Per the language of the proposed Initiative, if adopted, the proposed Initiative may not be amended without a vote of the people of Solano County.



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Supporting Documentation

## SUPPORTING DOCUMENTATION

[A. Proposed Initiative Text, Submitted to the Solano County Registrar of Voters, February 14, 2024](#)

[B. Government Code Section 65451](#)

[C. Assessment of the New Community on Ability to Implement the Solano Habitat Conservation Plan Memorandum, LSA, May 23, 2024](#)

[D. Traffic Analysis Memorandum, TJKM, July 11, 2024](#)

[E. Transportation Cost Estimates Memorandum, Solano County Public Works – Engineering Services Division, July 10, 2024](#)

[F. Preliminary Infrastructure Costs, Stantec, July 16, 2024](#)

[G. Water Resources Evaluation, LSCE July 2024 \(Includes Appendix A - Flannery Water Rights Analysis\)](#)

[H. Fiscal and Financial Analysis Memorandum – Goodwin Consulting Group, July 14, 2024](#)

[I. Letters from Cities in Solano County on the Impacts of the Proposed Initiative:](#)

[I.1. City of Benicia, East Solano Plan Impact Report, July 11, 2024](#)

[I.2. City of Fairfield, Letter in Response to Proposed Initiative, July 11, 2024](#)

[I.3. City of Rio Vista, Proposed Initiative Impacts to Rio Vista, July 11, 2024](#)

[I.4. City of Suisun City, Proposed Initiative Impacts to Suisun City, July 9, 2024](#)

[I.5. City of Vacaville, Proposed Initiative Impacts to Vacaville, July 11, 2024](#)

[I.6. City of Vallejo, Proposed Initiative Impacts to Vallejo, July 11, 2024](#)

[J. Solano County Garbage Service Areas and Landfill Locations](#)

