

## 3.1 Human Environment

### 3.1.1 Land Use

The *I-80/I-680/SR 12 Interchange Community Impact Assessment (CIA)* was prepared for the project in 2009, and this discussion is based largely upon that document.

#### 3.1.1.1 Existing and Future Land Use

The I-80/I-680/SR 12 interchange was originally constructed during the 1960s. At the time, the interchange was located in a rural setting and surrounded entirely by agricultural lands. The Bay Area and Northern California region have since experienced substantial population growth; the Bay Area's population has grown by 86% since the interchange's original construction, and the population of Solano County has tripled. Over time, I-80 and I-680 have become major commute corridors linking Solano County and the Sacramento region beyond to the San Francisco Bay area. Solano County, including the Cities of Fairfield and Suisun City, contributes substantial numbers of commuters to traffic on I-80, I-680, and SR 12.

The population growth in Northern California, the Bay Area and surrounding communities has made the I-80/I-680/SR 12 interchange one of the most congested stretches of roadway in the state. Additionally, population growth in the City of Fairfield has caused extensive changes in the land uses surrounding the interchange area over the past several decades. The general land uses along the proposed project area are discussed below by segment.

#### ***Land Use***

In order to characterize the setting which the project would unfold, a study area was established that represents a much larger area than the project area. Statistical information for Solano County, the Cities of Fairfield and Suisun City, and nine 2000 Census Tract Block Group areas in which the project is situated is used to describe the study area.

#### **Western Segment**

The Western Segment begins just east of Red Top Road and ends at the I-80/Suisun Valley Road interchange. Land uses at the western end of this segment consist primarily of grazing lands. Areas of current development (gas stations, fast food) are located at the I-80/Red Top Road interchange. Industrial (a dairy distribution facility) and rural residential uses are located between I-80 and SR 12W and to the north of SR 12W.

As I-80 and SR 12W converge, land uses change dramatically. To the northeast of this intersection is a major retail shopping and commercial center that includes a Costco, Safeway, and other regional retailers. To the south, the predominant land use is industrial with many warehouses and distribution businesses. Land uses to the east include residential and retail uses in the town of Cordelia. Commercial uses such as gas stations, car dealerships, and smaller retail outlets are located in areas immediately visible from the I-80 and I-680 freeways.

Along I-680, land uses to the west are dominated by residential subdivisions with commercial and retail uses located at major intersections. Rodriguez High School occupies a large amount of land along the north side of Red Top Road, west of its intersection with I-680. In general, lands south of Cordelia Road and east of I-680 are within the Suisun Marsh and support agriculture and open space uses.

Land uses along I-80 between I-680 and Suisun Valley Road are characterized by a large commercial/office park to the north and smaller retail/highway commercial uses to the south, including many gas stations and fast food outlets centered around the I-80/Suisun Valley Road interchange.

### **Central Segment**

The Central Segment begins at the I-80/Suisun Valley Road interchange and ends at the Abernathy/Chadbourne Road interchange. Along I-80 from Suisun Valley Road to SR 12E, land uses on the north side between Suisun Valley Road and Suisun Creek include the currently vacant lands that are now under development for the mixed-use Fairfield Corporate Commons Project and the existing westbound truck scales facility. East of Suisun Creek, land uses are primarily agricultural with scattered residential and commercial uses (farm equipment sales). Land uses on the south side of I-80 include the freeway commercial (hotels and RV sales) and retail (fast food outlets and gas stations) uses located immediately east of the I-80/Suisun Valley Road interchange. Further east, land uses are agricultural with scattered residential uses and the eastbound truck scales facility (which is planned to be relocated to the east as part of a separate project). At the eastern end of this segment, land uses include a large industrial use (Budweiser brewery) that extends along SR 12E.

### **Eastern Segment**

The Eastern Segment begins at the Abernathy/Chadbourne Road interchange and ends on Civic Center Boulevard in downtown Suisun City. Land uses along the north side of SR 12E include commercial uses focused along Chadbourne Road, such as several large auto dealerships. Farther east, land uses are dominated by residential neighborhoods with scattered commercial/retail uses along Beck and Pennsylvania Avenues. Land uses along the south side of SR 12E include industrial warehouse and distribution centers located off Beck and Pennsylvania Avenues. Further east of Pennsylvania Avenue to Suisun City, the predominant land use to the north is residential while to the south is predominately undeveloped land designated for general industrial development.<sup>1</sup> Suisun City is separated from Fairfield by the Union Pacific Railroad (UPRR) alignment and SR 12E. The only currently operational passenger rail terminal in Solano County is located in Suisun City and is directly north of the proposed eastern terminus of the proposed project at West Road. The portions of the study area within Suisun City are devoted to residential and commercial uses east of the UPRR tracks and undeveloped land west of the UPRR tracks.

### **Development Trends**

Solano County and Fairfield have experienced substantial growth in population over the past several decades. Suisun City, while experiencing a brief decline in population following the

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<sup>1</sup> Solano County, 2008 General Plan Land Use Diagram ([http://solanocountygeneralplan.net/GP%20Documents/12-15-08/X06264476\\_04\\_067\\_FigureLU-1\\_Land\\_use\\_diagram.pdf](http://solanocountygeneralplan.net/GP%20Documents/12-15-08/X06264476_04_067_FigureLU-1_Land_use_diagram.pdf)).

construction of I-80 in the 1960s, has also demonstrated a general trend toward increased population growth. The population in all three jurisdictions is expected to continue growing, with substantial future growth centered on Fairfield and, to a lesser extent, Suisun City. Effects of the proposed project on growth are discussed in Section 3.1.2, “Growth.”

**Solano County**

As an agricultural county, Solano County typically channels large development projects into its cities, and limits development in its unincorporated areas to small residential subdivisions. According to the CIA prepared for the proposed project, there are currently no proposed development projects on unincorporated land within the immediate project area. Future urban growth identified in the Solano County General Plan, such as the area adjoining Nelson Hill, will be allowed only upon annexation to the appropriate city.

**City of Fairfield**

Table 3.1.1-1 shows current and planned development projects in the city of Fairfield. The predominant type of development currently taking place in Fairfield is residential, with more than 8,000 residential units currently under development or planned for development. In addition, several commercial and office development projects are also planned or currently under development. Planning is also underway for a new train station in northeast Fairfield, providing service to the residents of Fairfield and neighboring Vacaville on the Amtrak Capitol Corridor commuter line between Sacramento and Oakland.

**Table 3.1.1-1. Current and Planned Development Projects as of April 2009—City of Fairfield**

<b>Name of Project</b>	<b>Project Status</b>	<b>Project Location</b>	<b>Type of Project</b>
Hillside Terrace	Completed	North Texas Street and Dickson Hill Road	Community Commercial/Retail—33,035 square feet
Oakmont Plaza Phase II	Completed	North Texas Street and Acacia Street	Thoroughfare Commercial Retail—35,000 square feet
Del Taco Retail	Completed	Pittman Road and Central Way	Regional Commercial/Retail—9,875 square feet
Staples	Under construction	Oliver Road and Hartford Avenue	Regional Commercial/Retail—25,000 square feet
Residence Inn	Plan check (Building Division)	Holiday Lane and Travis Boulevard	Regional Commercial/Hotel—70,000 square feet
Fresh-N-Easy	Tenant improvements largely completed; project is delayed	Beck Avenue and West Texas Street	Community Commercial/Grocery—20,000 square feet
Orchard Supply	Tenant improvements approved and underway	Travis Boulevard and North Texas Street	Community Commercial/Home Store—20,000 square feet
Wal Mart	Approved	North Texas Street and Air Base Parkway	Community Commercial/Retail—187,480-square-foot building, 15,130-square-foot seasonal garden center, 1,103-square-foot parking spaces
Ortega Meat Market	Approved; in plan check	Travis Boulevard and North Texas Street	Mixed Commercial/Retail—2,400 square feet

Name of Project	Project Status	Project Location	Type of Project
Green Valley Ranch	Project approved for approximately 115,000-square-foot retail center and hotel; 40,000-square-foot hotel already completed and occupied; Dave Reilly received approval for 6,800-square-foot retail building	Central Way and Pittman Road	Regional Commercial/Retail—75,000 square feet
Laurel Creek Plaza	Approved; currently planning for infrastructure improvements to accompany the Villages at Fairfield project	Air Base Parkway and Claybank Road	Community Commercial/Retail—110,186 square feet
Green Valley Corporate Park Retail	Approved	Business Center Drive and Neitzel Road	Regional Commercial/Retail—8,450 square feet
Saturn	Approved	Auto Mall Court	Regional Commercial/Auto Dealer—24,160 square feet
Texas Corners	Approved	North Texas Street and West Texas Street	Thoroughfare Commercial/Retail—5,994 square feet
Texas Roadhouse	Approved	North Texas Street and Marigold Drive	Regional Commercial—7,200 square feet
Mercedes Benz	Approved	Auto Mall Parkway and Abernathy Road	Regional Commercial – Auto Dealer—77,-914 square feet
Premium Auto Mall	Application under review	Auto Plaza Court	Regional Commercial—10,000 +/- square feet
Sparkles Express Car Wash	Application under review	North Texas Street and Marigold Drive	Regional Commercial—3,000 square feet
KFC/Long John Silvers	Application under review	North Texas Street and Pacific Avenue	Thoroughfare Commercial/Retail—3,000 square feet
COSTCO Expansion	Submitted, but on hold	Business Center Parkway and Business Center Drive	Regional Commercial/Retail—22,168 square feet
Green Valley Plaza	Application incomplete	Suisun Valley Road and Rockville Road	Regional Commercial—455,000 square feet
Fairfield Corporate Commons	Under construction	Suisun Valley Road and Mangels Boulevard	Mixed-Use Office and Commercial—72 acres, parcel sizes range from 1.4 acres to 47 acres 846,000 sf of office and hotel use, 269 multi-family housing units, 167 single-family housing units Four office buildings at four stories each: Building 1: 73,000 square feet of office space; Building 2: 110,000 square feet of office space; Building 3: 130,000 square feet of office space; Building 4: 59,000 square feet of office space
Pony Express Business Park	Construction complete; space available	West America Drive and Mason Street	Office Commercial—45,660 square feet
Horizon Business Park	Under construction	Horizon Drive and Western Street	Service Commercial/Flex Space—62,179 square feet

Name of Project	Project Status	Project Location	Type of Project
Northbay Healthcare Corporate Headquarters	Under construction	Business Center Drive and Neitzel Road	Office Commercial/Headquarters—69,000 square feet
Western Business Center II	Under construction	Horizon Drive and Western Street	Service Commercial/Flex Space—29,600 square feet
Busch Campus Park (CDI)	Plan check (Building Division)	Chadbourne Road and Courage Drive	Office Commercial/Office—12,000 square feet
Sierra Pacific Cordelia	Plan check (Building Division)	Fermi Drive and Pascal Court	Limited Industrial/Flex Space—115,350 square feet
Buntain Phase IV	Approved; awaiting Plan check submittals	Courage Drive	Limited Industrial/Industrial—74,440 square feet
Diamond Services	Approved; time extension April 2007	Commerce Court and Central Road	Service Commercial/Truck Rental—13,200 square feet
Meyer Expansion	Approved	2000 Meyer Way	Limited Industrial/Warehouse—363,400 square feet
Penske Truck Rental	Approved	Pennsylvania Avenue and Illinois Street	Service Commercial/Truck Rental—13,200 square feet
Rinker Materials	Approved	Huntington Drive and Crocker Circle	General Industrial/Heavy Industrial—22,500 square feet
Green Valley Corporate Park Professional Building III	Approved	Business Center Drive and Neitzel Road	Industrial and Business Park—9,800 square feet
Green Valley Corporate Park Professional Building IV	Approved	Business Center Drive and Neitzel Road	Industrial and Business Park—9,800 square feet
Verizon MSC	Approved	North Watney Way and Courage Drive	Limited Industrial/Data Center—49,235 square feet
Amir Watney	Approved	South Watney Way and Courage Drive	Limited Industrial/Flex Space—50,677 square feet
NOI Industrial	Approved	Industrial Drive and Dobe Lane	Limited Industrial—42,000 square feet
Lincoln Cordelia Road	Under review	Cordelia Road and Chadbourne Road	Limited Industrial/Flex Space—177,000 square feet
Bella Vita (Cordelia Heights)	Approved	587 Via de Bella	Total units—25 Permits Issued—23 Permits Remaining—2
East Tabor Townhomes	Approved	855 E Tabor Avenue	Attached or multi-family housing units with single-story house plans Total Units—94 Permits Issued—0 Permits Remaining—94
Eastridge	Approved	902 Eastridge Drive	Single-story house plans Total Units—217 Permits Issued—155 Permits Remaining—62
Fieldcrest	Approved	Southwest of Red Top Road/Oakbrook Drive intersection	Single-story house plans Total Units—394 Permits Issued—0 Permits Remaining—394
Garibaldi Ranch	Approved	Far south side of the city Between Lopes and Gold Hill Road	Single-story house plans Total Units—673 Permits Issued—0 Permits Remaining—673

Name of Project	Project Status	Project Location	Type of Project
Goldridge	Approved	Southeast of Joseph Gerevas Drive/Peabody Road intersection	Single-story house plans Total Units—1458 Permits Issued—864 Permits Remaining—594
Green Valley Lake	Approved	5100 Lake Shore Road	Single-story house plans Total Units—475 Permits Issued—472 Permits Remaining—3
Hidden Meadows	Approved	North side of the city along Mangles Boulevard	Single-story house plans: 157 homes plus 53 second dwellings Total Units—210 Permits Issued—196 Permits Remaining—14
Hidden Oaks	Approved	West side of Suisun Valley Road 100 yards north of West America Drive	Attached or multi-family housing units Total Units—55 Permits Issued—0 Permits Remaining—55
Ivy Wreath	Approved	Eastern end of East Tabor Avenue near Walters Road	Medium-density single-family detached housing with lots below 4,500 square feet in area Total Units—73 Permits Issued—0 Permits Remaining—73
Madison Square	Approved	2728 Midtown Lane	Medium-density single-family detached housing with lots below 4,500 square feet in area with attached or multi-family housing units Total Units—221 Permits Issued—27 Permits Remaining—194
Paradise Valley: The Masters Collection	Approved	North of Dover Road/Foothill Parkway intersection; Paradise Valley Golf Course	Single-story house plans Total Units—164 Permits Issued—129 Permits Remaining—35
Paradise Valley: Paradise Valley Townhomes	Approved	North of Dover Road/Foothill Parkway intersection; Paradise Valley Golf Course	Attached or multi-family housing units Total Units—220 Permits Issued—0 Permits Remaining—220
Brush Creek	Approved	4405 Avondale Circle; Paradise Valley Golf Course	Single-story house plans Total Units—150 Permits Issued—1 Permits Remaining—149
Paradise Crest	Approved	Manuel Campos Parkway/Mystic Drive intersection; Paradise Valley Golf Course	Single-story house plans Total Units—334 Permits Issued—108 Permits Remaining—226
Rancho Solano Phase III	Approved	3250 Rancho Solano Parkway; Rancho Solano Golf Course	Single-story house plans Total Units—217 Permits Issued—170 Permits Remaining—47
River Oaks	Approved	East of Pittman Road/Link Road intersection	Medium-density single-family detached housing with lots below 4,500 square feet in area with attached or multi-family housing units Total Units—28 Permits Issued—7 Permits Remaining—21

Name of Project	Project Status	Project Location	Type of Project
Southbrook	Approved	West of I-680/Smith Drive undercrossing	Single-story house plans Total Units—1,355 Permits Issued—1,340 Permits Remaining—15
Strawberry Fields	Approved	Southwest corner of east Tabor Avenue and Walters Road	Medium-density single-family detached housing with lots below 4,500 square feet in area with attached or multi-family housing units Total Units—39 Permits Issued—0 Permits Remaining—39
Turnstone	Approved	4587 Turnstone Way	Medium-density single-family detached housing with lots below 4,500 square feet in area with attached or multi-family housing units Total Units—136 Permits Issued—106 Permits Remaining—30
Villages at Fairfield	Approved	North of Air Base Parkway, between Clay Bank Road and Peabody Road	Single-family projects with single-story house plans Total Units—611 Permits Issued—0 Permits Remaining—611 Medium-density residential with attached or multi-family housing units and lots below 4,500 square feet in area Total Units—872 Permits Issued—0 Permits Remaining—872 Apartments with attached or multi-family housing units Total Units—923 Permits Issued—0 Permits Remaining—923
Shaded Boxes	= Current or Planned Projects located within or in close proximity to the I-80/I-680/SR 12 Interchange project study area.		

Source: City of Fairfield Planning Commission 2008; I80/I-680/SR 12 Community Impact Assessment

### Suisun City

Table 3.1.1-2 describes the current and planned development projects in Suisun City. Several projects are focused on revitalizing the downtown area of Suisun City and other projects involve residential, mixed-use, and commercial development in areas outside Suisun City limits but within the city's sphere of influence and proposed for incorporation into the city.

**Table 3.1.1-2. Current and Planned Development Projects as of April 2009—Suisun City**

Name of Project	Project Status	Project Location	Type of Project
Suisun-Gentry Development	In planning	SR 12 and Pennsylvania Avenue <sup>a</sup>	Mixed-use—retail/commercial/residential Retail/commercial area (regional power center, general merchandise stores, small shops, home improvement center, service providers)—71.3 acres Residential area (medium to high density, small lot single-family attached and/or detached townhomes and condominiums)—17.1 acres
Four Seasons RV, Boat and Self Storage	Under construction	1600 Peterson Road	Open and covered RV and boat storage, plus enclosed self-storage units with office and on-site caretaker's residence on 4.76-acre parcel
Bank of America Kiosk	Under construction	Sunset Avenue and Highway 12	Walk-up ATM kiosk in Sunset Shopping Center
Rick's Auto Spa	Under construction	Anderson Drive and McCoy Creek Way	Three-bay full-service car wash center with detached 1,975-square-foot two-unit retail building
Hampton Inn & Suites	Under construction	Harbor Center and Lotz Way	Four-story 63,412-square-foot hotel with 102 suites, conference room, indoor swimming pool, and a number of other amenities
McCoy Creek	Building permit for office is ready to issue, mixed-use units are under construction	South side of Highway 12—between McCoy Creek Way and Suisun Marsh, and between Grizzly Island Road and Crescent Elementary School	Office building—6,818-square-foot, four-unit, one-story building with potential 2,234-square-foot mezzanine area Residential area—19 units Live-work units—ten units are single-family homes with additional commercial/business area; five units include an apartment Work/retail portion: five units with 533-square-foot business area plus additional 732-square-foot apartment above; five units with 693-square-foot business area with no additional apartment
Dollar Tree	Building permit ready to issue	Corner of Highway 12 and Sunset Avenue	10,944-square-foot tenant improvement
Washington Mutual Drive-Thru ATM	In plan review	Corner of Sunset Avenue and Merganser Drive	New drive-through ATM
Travis Credit Union	Awaiting construction drawings	SR 12 and Sunset Avenue	2,100-square-foot tenant improvement for new branch office
Main Street West Development: Parcels 1 & 2	Under construction	Southeast corner of Main Street and Solano Street	Two-story 34,456-square-foot commercial building: first floor 17,956 square feet of retail sales possibly including a restaurant; second floor 16,500 square feet of office space. Building configuration would be U-shaped, creating a public courtyard to the south, which would contain an open fireplace/firepit feature
Main Street West Development: Parcel 3	In plan review	Northeast corner of Main Street and Solano Street	Two-story 10,579-square-foot commercial or mixed-use building: first floor 5,437 square feet of retail sales possibly including a restaurant; second floor 5,142 square feet of office space or residential units
Main Street West Development: Parcel 7	In plan review	Solano Street and Suisun Street	Two-story 7,626-square-foot restaurant and banquet room overlooking the marina and Harbor Plaza: Ground floor restaurant 4,060 square feet; upstairs banquet room 3,616 square feet.
Almond Tree Storage	Awaiting construction drawings	West of Olive Avenue, between East Tabor Avenue and Railroad Avenue <sup>b</sup>	59,050-square-foot expansion of existing self-storage complex that includes five new buildings and extension of one existing building
Walters Road West Development	Awaiting construction drawings	Highway 12 and Walters Road	175,000-square-foot Wal-Mart Supercenter, plus restaurant, garden center, and service station with market and car wash on 20.86 acres

Name of Project	Project Status	Project Location	Type of Project
Peterson Ranch	Under construction	Between East Tabor Avenue and Bella Vista Drive	546 detached single-family homes
Main Street West: Parcel 10	Awaiting construction drawings	North of Lotz Way, between Civic Center Boulevard and Port Way/Alder Street	16 detached single-family homes
Courtyards at Sunset/Summerwood	Construction temporarily suspended due to market	North of Railroad Avenue and west of Sunset Avenue	69 detached courtyard-style single-family units; 30 units have been built

*Shaded boxes indicate projects that occur within or in close proximity to the eastern project area.*

Source: I80/I-680/SR 12 Community Impact Assessment.

<sup>a</sup> Within the project area.

<sup>b</sup> This project would include the rerouting of the eastern portion of Railroad Avenue, which would connect directly to Olive Avenue. This is phase one of the Railroad Avenue Reroute Project.

### 3.1.1.2 Consistency with State, Regional, and Local Plans and Programs

#### ***Suisun Marsh Protection Act***

In 1974, the California Legislature passed the Suisun Marsh Protection Act (Public Resources Code Section 29000 et seq.), designed to preserve Suisun Marsh from residential, commercial, and industrial development. The Act directs the Bay Conservation and Development Commission and the California Department of Fish and Game (DFG) to prepare a protection plan for Suisun Marsh “to preserve the integrity and assure continued wildlife use” of the marsh. The objectives of the protection plan are to preserve and enhance the quality and diversity of the Suisun Marsh’s aquatic and wildlife habitats and to ensure retention of upland areas adjacent to the marsh in uses compatible with its protection.

Under the Suisun Marsh Protection Act, Solano County and other agencies having jurisdiction within the Suisun Marsh were required to bring their policies, regulations, programs, and operating procedures into conformity with the provision of the Suisun Marsh Protection Act and the Suisun Marsh Protection Plan through the preparation of a Local Protection Program. Solano County’s component of the Local Protection Program includes General Plan policies and other policies, programs, and regulations to preserve and enhance the wildlife habitat of the Suisun Marsh and to assure retention of upland areas adjacent to the marsh in uses compatible with its protection. The Solano County General Plan policies are discussed below.

Alternative B, Alternative C, and Alternative C, Phase 1 would encroach on portions of the Suisun Marsh Secondary Management Area<sup>2</sup> which are privately owned. Construction would involve installation of culverts and placement of fill for construction of the Red Top Road/I-680 interchange and realignment of Ramsey Road, resulting in direct disturbance of jurisdictional seasonal drainages in the Suisun Marsh secondary management area. Construction in this area will additionally remove nonnative annual grassland within the secondary management area. These activities would be subject to issuance of a Marsh Development Permit by Solano County. All conditions that are attached to the permit will be implemented as part of the proposed project

<sup>2</sup> “Secondary management area” means the upland grasslands, cultivated lands, and low-lying areas adjacent to the primary management area as shown on the Suisun Marsh Protection Plan Map. Suisun Marsh Protection Plan, December 1976.

and included in the Environmental Commitments Record (ECR) for the project (see Appendix I). The conditions will be clearly identified in the construction plans and specifications and monitored during and after construction to ensure compliance. With issuance of that permit, the alternative would be consistent with the General Plan, as well as the Suisun Marsh Act.

### **Farmland Mapping and Monitoring Program**

The California Department of Conservation's Farmland Mapping and Monitoring Program (FMMP) keeps track of changes in farmland use, including the conversion of farmland to urban use. This program is informational only, and does not regulate land uses. The FMMP classifies farmland according to four types: Prime Farmland is considered land with the best physical and chemical features able to sustain long-term production of crops; Farmland of Statewide Importance is land that is similar to Prime Farmland but has minor faults such as slopes or limited ability to store soil moisture; Unique Farmland has lesser-quality soils, is used for the production of the state's leading crops, and may be irrigated or include non-irrigated orchards or vineyards (together, these three farmland classifications constitute "Important Farmland"); and Grazing Land contains existing vegetation suitable for livestock. This is a program for identifying agricultural lands and tracking the conversion of such lands to other uses. It is not a plan, per se, and does not require any consistency from the proposed project.

### **Regional Transportation Plan & Transportation Improvement Program—Metropolitan Transportation Commission**

The MTC is responsible for preparation and adoption of the Bay Area's RTP. The current RTP, *Transportation 2035 Plan for the San Francisco Bay Area*, identifies the major transportation projects needed to accommodate the present and future demands of motorized and non-motorized transportation within the Bay Area. The proposed project is identified in the RTP as project number 230326.

Both Alternative B, Phase 1 and Alternative C, Phase 1 are fully funded in the financially constrained Regional Transportation Plan *Transportation 2035 Plan for the San Francisco Bay Area: Change in Motion* (RTP). The project is also included in the MTC's financially constrained 2009 Transportation Improvement Program as TIP ID SOL070020. The TIP is being updated to be consistent with the RTP as part of the 2011 TIP process. The 2009 RTP and 2009 TIP (Revised) were found to conform with the *State Implementation Plan* (SIP) by the MTC on April 22, 2009. The FHWA and FTA found the 2009 RTP to be in conformity with the SIP on May 29, 2009. The FHWA and FTA found the 2009 TIP (Revised) to be in conformity with the SIP also on May 29, 2009.

An air quality conformity concurrence finding will be made by the FHWA after identification of the Preferred Alternative and will be included in the FEIS following the public comment period. The draft conformity analysis for the preferred alternative will be conducted in the Final Environmental Impact Statement to allow for public comment. Currently, only Alternative C, Phase 1 is listed in the 2035 RTP and 2009 TIP (Revised). The design concept and scope of Alternative C, Phase 1 is consistent with the project description in the most recent 2035 RTP and 2009 TIP (Revised). The design concept and scope of the proposed project are consistent with the project listings in the 2035 RTP and 2009 TIP (Revised) and would not interfere with timely implementation of TCMs.

The STA, as sponsor of the project, would be required to submit a TIP amendment if the selected alternative is other than Alternative C, Phase 1.

### **Solano Transportation Authority**

The Solano Transportation Authority (STA) was created in 1990 through a Joint Powers Agreement between Solano County and the cities of Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville, and Vallejo to serve as the congestion management agency for the jurisdictions within Solano County. The STA is also responsible for countywide transportation planning and programming transportation funds. The proposed project is identified in the STA's Comprehensive Transportation Plan (CTP 2030), which identifies the proposed project as the "top transportation priority for Solano County" (Metropolitan Transportation Commission 2009; Solano Transportation Authority 2005).

The proposed project is included in, and therefore conforms to, the adopted transportation plans and programs of the STA and the MTC.

### **Habitat Conservation Plan/Natural Communities Conservation Plan**

There is currently no approved Habitat Conservation Plan (HCP) or Natural Communities Conservation Plan in effect for the project area.

A multi-species habitat conservation plan is being prepared for Solano County by the Solano County Water Agency. A final administrative draft HCP was prepared in June 2009 but has not been formally adopted. The proposed Solano HCP establishes a framework for complying with state and federal endangered species regulations while accommodating future urban growth, development of infrastructure, and ongoing operation and maintenance activities associated with flood control, irrigation facilities, and other public infrastructure undertaken by or under the permitting authority/control of the Plan Participants within the Plan Area.<sup>3</sup>

### **Solano County General Plan**

Solano County has land use jurisdiction over lands that are outside the incorporated city limits of the cities of Fairfield and Suisun City. The county establishes formal goals and policies for the regulation of land uses through its General Plan. This follows from California Planning Law, which requires each city and county to adopt a comprehensive general plan that acts as a "blueprint" for growth from the perspectives of land use, housing, open space, conservation, circulation, noise, and safety (Solano County 2008).

In November 2008 the people of Solano County approved Measure T which confirmed approval of a new County General Plan including an amendment to Solano County's 1994 Orderly Growth Initiative that updates certain provisions of the Solano County General Plan relating to agricultural and open space policies and land use designations, and extends the initiative until December 2028. A cornerstone principal of the new General Plan and Orderly Growth Initiative is the direction of new urban growth and development toward municipal areas.

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<sup>3</sup> Solano County Water Agency website, [http://www.scwa2.com/Conservation\\_Habitat\\_FinalAdminDraft.aspx](http://www.scwa2.com/Conservation_Habitat_FinalAdminDraft.aspx).

Lands within the Suisun Marsh to the south of Fairfield and east of I-680 are protected by strict limitations on development within the primary and secondary management areas of the Marsh under the Solano County General Plan (Solano County 2008). Portions of the proposed project would encroach into the secondary management area of the Marsh as discussed above.

Unincorporated lands adjoining the proposed project are designated as “Agriculture” on the Solano County General Plan land use map. The Agriculture designation “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” (Solano County 2008).

An area on the east side of Nelson Hill, south of the proposed project alignment, is designated an “Urban Project Area” with a “Neighborhood Agricultural/Tourist Center” adjoining it. The Urban Project Area designation “reflects city-designated master plan, specific plan, or other future plan areas. This designation is applied to these areas to reflect the current city designation for this area. Once specific land uses have been applied to these areas by the cities, the County will amend the General Plan to reflect such changes” (Solano County 2008).

The Neighborhood Agricultural/Tourist Center designation provides for areas supporting complementary agricultural and tourism commercial facilities that are compatible with surrounding agricultural uses. In addition, permitted uses should enhance the agricultural character of surrounding areas, develop brand recognition, and create a destination for tourists. Permitted uses include small hotels, restaurants, retail shops, and facilities for the sale of local produce (Solano County 2008).

Lands within the Suisun Marsh, to the south of Fairfield and east of I-680 are designated “Marsh,” with a “Resource Conservation” overlay. The Marsh designation “provides for protection of marsh and wetland areas. [It] permits aquatic and wildlife habitat, marsh-oriented recreational uses (duck hunting, fishing and wildlife observation), agricultural activities compatible with the marsh environment and marsh habitat, educational and scientific research, educational facilities supportive of and compatible with marsh functions, and restoration of historic tidal wetlands.” The Resource Conservation overlay “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 development is proposed in these locations, and (2) providing mitigation to support urban development in cities” (Solano County 2008).

The General Plan’s Suisun Marsh Policy Addendum’s “Utilities, Facilities, and Transportation” Policy 1(e) provides that:

New roadways (highways, primary and secondary roads) and rail lines that form barriers to movement of terrestrial wildlife should not be constructed in the Suisun Marsh or in adjacent uplands necessary to protect the Marsh except where such roadways and rail lines are necessary in the secondary management area for the operation of water-related industry and port uses within

the area designated by the Protection Plan as a water-related industry reserve area at Collinsville. Rail access to serve the water-related industrial reserve area may be permitted within the existing Sacramento Northern Railroad right-of-way or along the east side of the Marsh, whichever route would result in the least disturbance to wetlands and wildlife. Wherever possible, rail access to the Sacramento River and through the area designated as a water-related industrial reserve area should be located above the ten-foot contour in order to avoid adverse effects to wetlands. Whenever the reconstructed line would pass through wetland areas, it should be constructed on trestles or in a manner which allows for the natural movement of water and wildlife beneath the alignment.

Policy 1(f) further provides:

The Solano County General Plan acknowledges the need for the possible future expansion of Highway 12. When future traffic loads warrant the widening of Highway 12, such expansion must be designed so as to minimize adverse environmental effects on the Marsh.

Section 28.52 of the Solano County Zoning Ordinance authorizes the granting of marsh development permits that may conditionally allow uses within the secondary management area of the Suisun Marsh. A permit application must be filed with the County Environmental Management Department, which will hold at least one noticed public hearing on the proposed permit in front of the County Zoning Administrator or Planning Commission. In granting a marsh development permit, the Zoning Administrator or Planning Commission must find that:

- The proposed project has complied with the California Environmental Quality Act (CEQA).
- The proposed use is consistent with the County General Plan relative to traffic circulation, population densities and distribution, and all other pertinent aspects.
- Adequate utilities, access roads, drainage, and other necessary facilities have been or will be provided.
- The proposed use will not constitute a nuisance or be detrimental to the public health, safety, and welfare.

and

- The proposed project is consistent with the County's certified Suisun Marsh Local Protection Program.<sup>4</sup>

The Solano County General Plan continues the county's long-time commitment to preserving agricultural land by limiting urbanized development outside of the incorporated cities and their "municipal service areas." The Solano County General Plan Land Use Element establishes the following goals.

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<sup>4</sup> Solano County is required to prepare and adopt a component of the local protection program required under the 1997 Suisun Marsh Preservation Act (Marsh Act) to implement the Suisun Marsh Protection Plan within the Suisun Marsh Management area. The County component of the LPP is comprised of policies contained in the County General Plan; County Code provisions including the Zoning Code (Chapter 28), Drainage and Flood Control (Chapter 9), and Grading and Erosion Control (Chapter 31); policies regulating sewage disposal systems; and findings of consistency between the Marsh Act and existing county policy.

**LU.G-1:** Preserve and protect the current development pattern of distinct and identifiable cities and communities.

**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.

**LU.G-3:** Create sustainable communities with areas for employment, shopping, housing, public facilities and services, and recreation in close proximity to each other.

**LU.G-4:** Encourage land use development patterns and circulation and transportation systems that promote health and wellness and minimize adverse effects on agriculture and natural resources, energy consumption, and air quality.

Key Solano County General Plan Land Use Element policies include the following.

**LU.P-1:** Collaborate with cities to guide development to the county’s urban centers and promote sustainable development patterns.

**LU.P-2:** A cornerstone principle of this General Plan is the direction of new urban development and growth toward municipal areas. In furtherance of this central goal, the people of Solano County, by initiative measure, have adopted and affirmed the following provisions to assure the continued preservation of those lands designated “Agriculture”, “Watershed”, “Marsh”, “Park & Recreation”, or “Water Bodies & Courses”; Land Use policy LU.P-3 and Agricultural policies AG.P-31, AG.P-32, AG.P-33, AG.P-34, AG.P-35, and AG.P-36. The General Plan may be reorganized, and individual goals and policies may be renumbered or reordered in the course of ongoing updates of the General Plan in accord with the requirements of state law, but the provisions enumerated in this paragraph shall continue to be included in the General Plan until December 31, 2028, unless earlier repealed or amended by the voters of the County.

**LU.P-3:** The designation of specific lands and water bodies as “Agriculture”, “Watershed”, “Marsh”, “Park & Recreation”, or “Water Bodies & Courses” on the Solano County Land Use Diagram, adopted by the Solano County Board of Supervisors on December 19, 1980, and as amended subsequently consistent with Proposition A, and the Orderly Growth Initiative, shall remain in effect until December 31, 2028 except lands designated Agriculture may be redesignated pursuant to the procedure specified in Agricultural Policies AG.P-32 through AG.P-36 (providing for re-designation upon the making of specific findings, or as necessary to comply with state law requirements regarding provision of low and very low income housing, or permitting certain re-designations to open space).

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.

Further, the precise boundaries of land use designations may be subject to minor adjustment and refinement prior to development, or upon request of an affected landowner, provided such

refinements reflect the overall boundaries indicated on the General Plan Land Use Diagram and are consistent with all other General Plan policies, in particular, the General Plan policies prohibiting piecemeal conversions of agricultural lands to nonagricultural uses.

The Solano County General Plan Agricultural Element has the following policies that are relevant to the proposed project.

**AG.P-1:** Ensure that agricultural parcels are maintained at a sufficient minimum parcel size so as to remain a farmable unit. Farmable units are defined as the size of parcels a farmer would consider viable for leasing or purchasing for different agricultural purposes. A farmable unit is not considered the sole economic function that will internally support a farm household.

**AG.P-3:** Encourage consolidation of the fragmented pattern of agricultural preserves and contracts established under the Land Conservation Act (Williamson Act) and the retention of agricultural preserves and contracts in agricultural, watershed, and marshland areas.

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

- a. General Plan amendment that changes the designation of any land from an agricultural to a nonagricultural use, or
- b. 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.

The Solano County General Plan Transportation Element contains the following policies that are relevant to the proposed project.

**TC.P-1:** Maintain and improve current transportation systems to remedy safety and congestion issues, and establish specific actions to address these issues when they occur.

**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.

**TC.P-8:** Actively participate with the California Department of Transportation, Solano Transportation Authority, cities, and other agencies to plan for any proposed future realignments of current interregional routes.

**TC.P-11:** Maintain and improve the current roadways and highway system to meet recommended design standards set forth by the County, including streets that also carry transit and nonmotorized traffic.

Solano County has entered into Williamson Act contracts on several parcels of agricultural land in the project area. These contracts encumber approximately 388 acres in the project area (see Table 3.1.3-2).

In addition, the project area includes lands restricted by conservation easements. Typically, conservation easements are legal agreements between property owners and government agencies or non-profit organizations that permanently limit land development. Easements can restrict land to a prior use or preserve land for purposes of creating and maintaining open space or

agricultural uses. In the project area, there is approximately 72 acres encumbered by conservation easements (see Table 3.1.3-3).

The portion of the study area east of I-680 between the Gold Hill Road overpass and just south of Jameson Canyon Creek is within the Suisun Marsh Secondary Management Area (SMA). The secondary management area provides a buffer of upland grasslands and cultivated areas between the primary marsh and development. Development in the SMA is regulated by Solano County through marsh development permits. This part of the study area supports nonnative annual grassland, with stands of eucalyptus trees, several seasonal wetlands, and ruderal vegetation adjacent to I-680.

The proposed project is generally consistent with the goals and objectives included in the Land Use Element of the Solano County General Plan. The proposed project is linear in nature and would not result in substantial changes in land uses that would conflict with the General Plan. A primary goal of the General Plan is to “provide and maintain a safe, economical, and efficient circulation and transportation system to ensure adequate multi-modal movement of people and goods within, to, and from the county while incurring the least social, economic, and environmental harm to existing or planned activities and land uses.” As a transportation improvement project, the proposed project directly serves and is consistent with this goal.

A second objective of the Solano County General Plan Land Use Element is to encourage land use development patterns and circulation and transportation systems that minimize energy consumption. The proposed project is fully consistent with this objective. By widening the existing roadway and building new access to I-80, I-680, and SR 12, the proposed project would provide for a reduction in traffic congestion within the project area, reducing the amount of fuel utilized by idling automobiles and the amount of emissions produced as a result of congestion.

Another Solano County land use goal applicable to the proposed project calls for “orderly growth which assures a harmonious relationship of land uses and maintains the distinctive character of each community.”

### ***City of Fairfield General Plan***

The City of Fairfield General Plan Land Use Element policies restrict urban development to areas within the City’s defined Urban Limit Line, reflecting a commitment on the part of the city to preserve the character of rural areas surrounding the city. In general, the City of Fairfield General Plan supports a buffer, or greenbelt, separating the city from other urban areas in Solano County. The Land Use and Agriculture Elements of the City of Fairfield General Plan include the following objectives, policies, and programs that are relevant to implementation of the proposed project.

**Objective LU 2**—Achieve a pattern of development that reinforces the city’s desired image.

**Policy LU 2.1**—Encourage the preservation of agricultural land surrounding the city and permanently preserve agriculture in the Suisun Valley.

The City of Fairfield General Plan Circulation Element includes the following goal, objectives, policies, and programs that are relevant to the proposed project.

**Goal**—The goal of the Circulation Element is to create and maintain an efficient, safe, and coordinated multi-modal circulation system, serving the needs of a variety of users.

**Objective CI 1**—Establish a circulation system that is consistent with the land use patterns of the city. (See Objective LU 4 and Policy LU 4.2)

**Policy CI 1.1**—Develop a network of roads that is compatible with the general land use patterns of the city.

**Objective CI 2**—Achieve a coordinated regional and local transportation system that minimizes traffic congestion and efficiently serves users.

**Policy CI 2.3**—Work with the California Department of Transportation (Caltrans) to identify needed improvements to its highway/interstate facilities in the city and implement necessary programs on the state highway system and its interchanges/intersections with local roadways.

**Policy CI 2.4**—Work with Caltrans and adjacent jurisdictions to improve the operational performance of I-80, I-680, and SR 12 as regional facilities.

The build alternatives are consistent with the applicable City of Fairfield General Plan land use policies and programs. The primary focus of the City of Fairfield General Plan Land Use Element is the preservation of lands used for agricultural purposes within the City of Fairfield. Within Fairfield city limits, the majority of land used for agricultural purposes is located north of the city and Travis Air Force Base, well outside the project area.

### **City of Suisun City General Plan**

The City of Suisun City 1992 General Plan Land Use Element addresses future land use in light of the county policy of directing growth to the cities and Suisun City's constraints from its location between two areas with very limited development potential: Travis Air Force Base on the east (land uses on lands surrounding the base are restricted in order to avoid conflicts with base operations) and Suisun Marsh to the south (state law limits development within the geographic marsh area). Whereas Fairfield is several miles long and adjoins most of the proposed project, Suisun City is relatively compact and is affected only by the eastern terminus of the proposed project.

The affected portion of Suisun City is located within the city's 1999 Downtown/Waterfront Specific Plan. The policies of the Specific Plan are intended to enhance the city's attractiveness to visitors, leading to potential development of water and tourist-oriented commercial services in the downtown area. SR 12 and the Capitol Corridor/UPRR line are emphasized as infrastructure important to attracting new commercial and light industrial development in adjacent areas of the city. The Downtown/Waterfront Specific Plan's circulation system map indicates that a "bypass road" is to be built on the east side of the railroad tracks from Cordelia Street north to Spring Street at the train station.

The Land Use Element of the City of Suisun City General Plan includes the following land use policy that is relevant to implementation of the proposed project.

**Policy 20:** Gentry-Pierce Property. The Gentry-Pierce property, located south of SR 12 and east of the Southern Pacific Railroad tracks, is appropriate for business park land uses and should be developed as such. The intersection of Pennsylvania Avenue and SR 12 is also appropriate for a retail commercial center because of its location at this key intersection and as part of the entryway to the development. The retail center would serve businesses and employees of the development as well as the community at large. For this reason, the area immediately adjacent to the intersection on both sides of Pennsylvania Avenue is designated general commercial. The exact size and shape of the general commercial area would be determined through the development review process, but would not be less than 30 net acres (net area is defined as gross area less public right-of-way dedicated for arterial streets and non-developable areas such as wetlands).

The City of Suisun City General Plan Circulation and Transportation Element includes the following goal and objective that are relevant to the proposed project.

**Goal**—To develop a street and highway system which provides for both local and regional vehicular circulation needs while maintaining a level of service (LOS) “E” on public streets wherever feasible. This level of service represents stable, high-volume traffic flows.

**Objective 1**—Construct SR 12 to a four-lane expressway standard to Walters Road. Add an additional two lanes when conditions on any segment east of Sunset Avenue fall below LOS “E.” Provide for the long-term possibility of a grade separation at Sunset Avenue.

A major development project, referred to as the Gentry-Suisun Project, was proposed for the unincorporated portion of the city’s sphere of influence south of SR 12E and west of the extension of Pennsylvania Avenue. The Gentry-Suisun Project proposed to annex this site to the city and amend the City of Suisun City General Plan to allow mixed-use residential, commercial/retail, and business park uses on the site. The proposal did not progress beyond the environmental analysis stage and is no longer active.

The build alternatives are generally consistent with the City of Suisun City General Plan and Downtown/Waterfront Specific Plan. The eastern terminus includes improvements that will improve access to the transit center west of Main Street, as discussed in the City of Suisun City General Plan Downtown/Waterfront Specific Plan. Improvements to SR 12E are consistent with city policies for widening the state highway.

The build alternatives would be consistent with local land use plans and not induce growth beyond that envisioned in the General Plan.

### **3.1.1.3 Parks and Recreational Facilities**

Section 4(f) of the Department of Transportation Act of 1966, codified in federal law at 49 U.S.C. 303, declares that “it is the policy of the United States Government that special effort should be made to preserve the natural beauty of the countryside and public park and recreation lands, wildlife and waterfowl refuges, and historic sites.” Under the National Environmental Policy Act (NEPA) assignment provisions, the Department is responsible for undertaking Section 4(f) analysis for the proposed project.

The Department's analysis is prepared in accordance with federal requirements. Per FHWA and FTA regulations at 23 CFR 774.17, a Section 4(f) "use" occurs when 1) land is permanently incorporated into a transportation facility, 2) there is a temporary occupancy of land that is adverse in terms of the Section 4(f) statute's preservationist purpose as determined by the criteria in Section 774.13(d); or 3) when there is a constructive use of a Section 4(f) property as determined by the criteria in Section 774.15.

To note, the requirements of Section 4(f) will also be considered satisfied with respect to a Section 4(f) resource if it is determined that a transportation project will have only a "*de minimis* impact" on the 4(f) resource. The provision allows avoidance, minimization, mitigation, and enhancement measures to be considered in making the *de minimis* determination. The agencies with jurisdiction must concur in writing with the determination. Additional requirements for a *de minimis* impact finding include providing the public an opportunity to review and comment on the effects of the proposed project on the Section 4(f) resource. *De minimis* impact is defined in 23 CFR 774.17. For parks and recreation areas, a *de minimis* impact is one that will not adversely affect the features, attributes, or activities qualifying the property for protection under Section 4(f). Per Section 6009(a) of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), once the U.S. Department of Transportation determines that a transportation use of Section 4(f) property results in a *de minimis* impact on the property, an analysis of avoidance alternatives is not required and the Section 4(f) evaluation process is complete.

### **Recreational Resources**

There are a number of parks and recreational resources in the general area of the proposed project. In addition, Rodriguez High School is located along I-680.

**Fairfield Linear Park:** The linear park is a 94-acre "rails-to-trails" publicly owned park located entirely within Fairfield. The length of the park is approximately five miles, reaching from the intersection of North Texas Street and East Tabor Avenue at the eastern terminus to Solano Community College at the western terminus. Within the project area, the trail parallels the northern side (westbound lanes) of I-80. Future plans include an extension of the park's eastern boundary to the Fairfield city limits, which would bring the park's total length to approximately eight miles.

The park is a multi-use facility that provides opportunities for both active and passive outdoor recreation. Some of the more common activities that occur at the park include jogging, biking, and walking, all of which mostly take place on a concrete/asphalt path that spans the entire distance between the park's termini. The path is eight to ten feet wide, on average, and is located entirely within the park right-of-way, which varies between 40 and 100 feet in width, depending on location. Jogging, bicycling, and walking are all permitted on the path.

The Fairfield City Council amended the General Plan designation of a portion of the Fairfield Linear Park between Abernathy Road and Solano Community College from open space recreation (OSR) to public facility (PF) on September 16, 2008. The change in designation allows this approximately 2-mile long segment of the Fairfield Linear Park to be replaced by a new joint-use pathway to be constructed as part of the North Connector Project (now referred to

as the Suisun Parkway Project). The new joint-use pathway would connect with the Fairfield Linear Park at Abernathy Road and Suisun Valley Creek.

**Vintage Green Valley Neighborhood Park:** This city park is located at the northeast corner of Vintage Valley Drive and Mangels Boulevard, north of the intersection of Business Center Drive and Green Valley Road. It has a picnic area and landscaped open space.

**Rodriguez High School:** The high school is located west of I-680, adjoining the north side of Red Top Road. The school has a track and playing fields.

**Ridgeview Neighborhood Park:** This small city park is located on the north side of Silver Creek Road, in the residential neighborhood west of Lopes Road. It has a picnic area, basketball courts, and play fields.

**American Canyon Creek Trail:** This is a linear city park that runs along American Canyon Creek from Lopes Road on the east to Silverado Drive on the north. It consists of passive open space land and adjoins the north side of Ridgeview Neighborhood Park.

**Suisun Marsh:** Lands within the Suisun Marsh, to the south of Fairfield and east of I-680 are designated “Marsh,” with a “Resource Conservation” overlay. The Marsh designation “provides for protection of marsh and wetland areas. [It] permits aquatic and wildlife habitat, marsh-oriented recreational uses (duck hunting, fishing and wildlife observation), agricultural activities compatible with the marsh environment and marsh habitat, educational and scientific research, educational facilities supportive of and compatible with marsh functions, and restoration of historic tidal wetlands.”

### **Impacts on Facilities**

Under Alternatives B and C, a portion of the Fairfield Linear Park east of Abernathy Road would be relocated prior to construction of the proposed project. The park is considered a 4(f) resource. There would be no effect to the recreational activities, features, or attributes of this facility because the resource would be replaced and there would be no interruption of use.

A small portion of Rodriguez High School would be affected by Alternative C and Alternative C, Phase 1. The realignment of Lopes Road north of its intersection with Red Top Road would cause part of the new roadway to displace a small area of landscaping beyond the outfield fence of the school’s softball field. This land is school property but does not function as a recreational facility and is therefore not a Section 4(f) resource. Additionally, this does not represent an effect to recreational resources.

Vintage Green Valley Neighborhood Park, Ridgeview Neighborhood Park, and American Canyon Creek Trail would not be impacted either directly or indirectly by any of the build alternative (including the fundable first phases).

Both full build alternatives would involve improvements within the Suisun Marsh Secondary Management Area. However, as these improvements occur on land which is privately owned, this portion of the Suisun Marsh is not a Section 4(f) resource. Therefore, the provisions of Section 4(f) are not triggered.

The No-Build Alternative would not alter existing conditions and therefore would have no effect on parks or recreation facilities.

### ***Impact on Fairfield Linear Park***

As noted above, the Linear Park Trail is a multi-use facility that provides opportunities for both active and passive outdoor recreation. Bicycling, running, and walking are all permitted on the path. Because the Linear Park Trail is a Class I publicly owned trail, is used for recreational purposes, and is not used primarily for transportation or as part of a local transportation system, it is considered a Section 4(f) resource.

### ***Impacts on the Linear Park Trail***

Alternative B and Alternative C include an improvement common to both that would have an impact on the Linear Park Trail.

Both alternatives include changes to the Abernathy Road/I-80 interchange. The existing westbound on- and off-ramps would be reconstructed to accommodate a loop on-ramp. This interchange would become the Suisun Parkway/I-80 interchange with completion of the eastern segment of the North Connector Project. Approximately 0.65 mile of the existing Linear Park Trail would potentially be affected under both of the alternatives (Figure 3.1.1-1).

However, as part of the project design, both alternatives would permanently realign the existing trail north of the proposed improvements at the Abernathy Road/I-80 interchange prior to construction. This realignment would allow for the continued use of the trail facilities during and after construction activities for either alternative. The Linear Park Trail would remain open and in use under both alternatives. Some minor visual effects for trail users would occur during construction, but these effects would be temporary in nature and would occur only during the construction period. This temporary change in view would not affect the use of Linear Park Trail. The proposed project would not adversely affect the activities, features, and attributes that qualify the trail for protection under Section 4(f).

Potential indirect impacts on the Linear Park Trail were also evaluated. As part of the traffic noise modeling study, the noise level at one prediction site, located 500 feet north of I-80 and the trail, was analyzed for existing and future conditions with and without the proposed project. At this location, the existing traffic noise level at the loudest hour was predicted to be 63 dBA. The future noise level (2035) at this site was predicted to be 65 dBA with the buildout of the four build alternatives and 64 dBA without buildout of the proposed project. Although the alternatives would be one dBA higher under design-year with-project conditions compared to design-year no-project conditions, noise levels do not approach or exceed the NAC for the land use (67 dBA) under 23 CFR 772. Therefore, there would be no noise-related impacts on this Section 4(f) resource due to implementation of the proposed project.

The proposed project would not result in any violations of CO NAAQS, is not considered a project of air quality concern (POAQC) for PM<sub>10</sub>, would not exceed operational thresholds for ROG, NO<sub>x</sub>, CO, and PM<sub>10</sub> emissions, and would result in decreases (not increases) in all MSAT emissions. For PM<sub>2.5</sub>, it has not yet been determined whether the proposed project is a POAQC. Interagency consultation is underway. With implementation of measures outlined in Section 3.2-6 (Air Quality) in the EIR/EIS, construction of the project would not result in a significant

increase in ROG, NO<sub>x</sub>, CO, and particulate matter emissions. Therefore, no air quality-related effects on this Section 4(f) resource would occur as a result of this project.

No natural communities of special concern or special-status plant species are present within this portion of the proposed project. The full build alternatives could have adverse effects on potential nesting habitat for western burrowing owl, Swainson's hawk, migratory birds, and raptors found within this area. However, implementation of the measures outlined in Section 3.3 "Biological Resources" in the EIR/EIS would minimize these potential effects. A stormwater pollution prevention program (SWPPP) would be prepared and implemented as part of the project and best management practices would be implemented to ensure no adverse effects to water quality occur as a result of project construction (see Chapter 3, Section 3.2-2, "Water Quality" in the EIR/EIS for additional information). There would be no vegetation, wildlife or water quality related effects on this Section 4(f) resource as a result of the proposed project.

The preliminary determination is that the use of this property under Alternative B and Alternative C appears to qualify for a *de minimis* determination under Section 4(f). Thus, per Section 6009(a) of SAFETEA-LU, no discussion of avoidance alternatives is listed for this resource.

#### ***Measures to Minimize Harm to the Linear Park Trail***

Measures to minimize harm to the Linear Park Trail would include realigning the existing trail north of both alternatives at the Abernathy Road/I-80 interchange prior to their construction. This realignment would allow for the continued use of the trail facilities while construction activities under the two alternatives were underway.

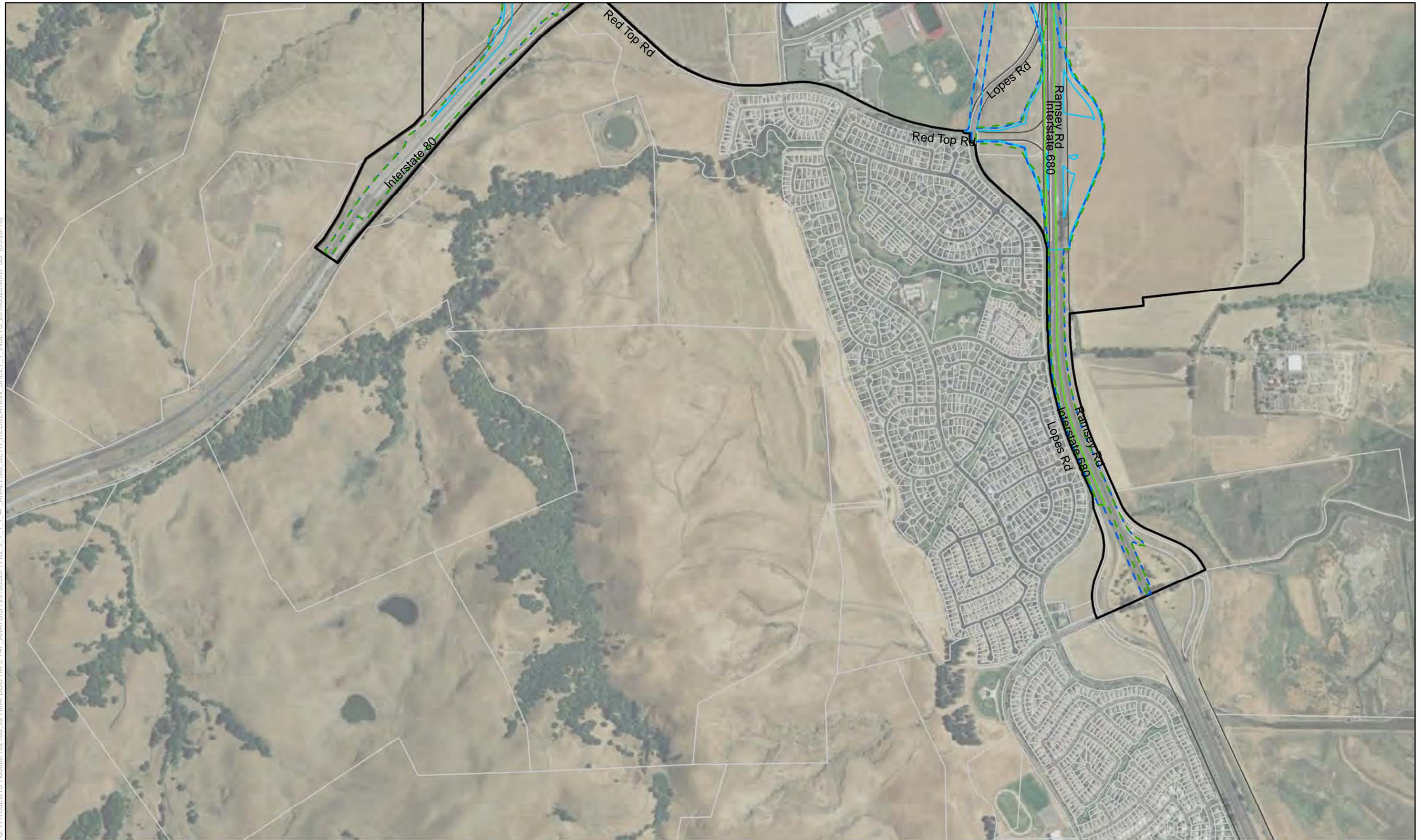
#### ***Coordination for the Linear Park Trail***

Pending the City of Fairfield's concurrence, the preliminary determination is that the effects on this Section 4(f) resource as a result of implementation of Alternative B and alternative C would be *de minimis* under Section 4(f). Concurrence from the City of Fairfield that the effect of the project is minimal will enable the Department to make a *de minimis* finding.

#### ***Concluding Statement for the Linear Park Trail***

Pending the City of Fairfield's concurrence, the preliminary determination is that the effects on this Section 4(f) resource as a result of implementation of Alternative B and Alternative C would be *de minimis* under Section 4(f).

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|--|-----------------------------|-------------------------------|
| Architectural APE                        | <b>Project Alternatives</b> | <b>Section 4(f) Resources</b> |
| Existing ROW                             | Alternative B, Phase 1      | Historic Resource             |
| Existing Approved Facilities/Development | Alternative B               | Trails                        |
| Area of Project Impact                   | Alternative C               | Alternative C, Phase 1        |
|  | Alternative C, Phase 1      | Initial Phase 1               |

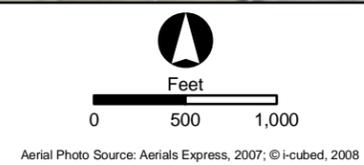
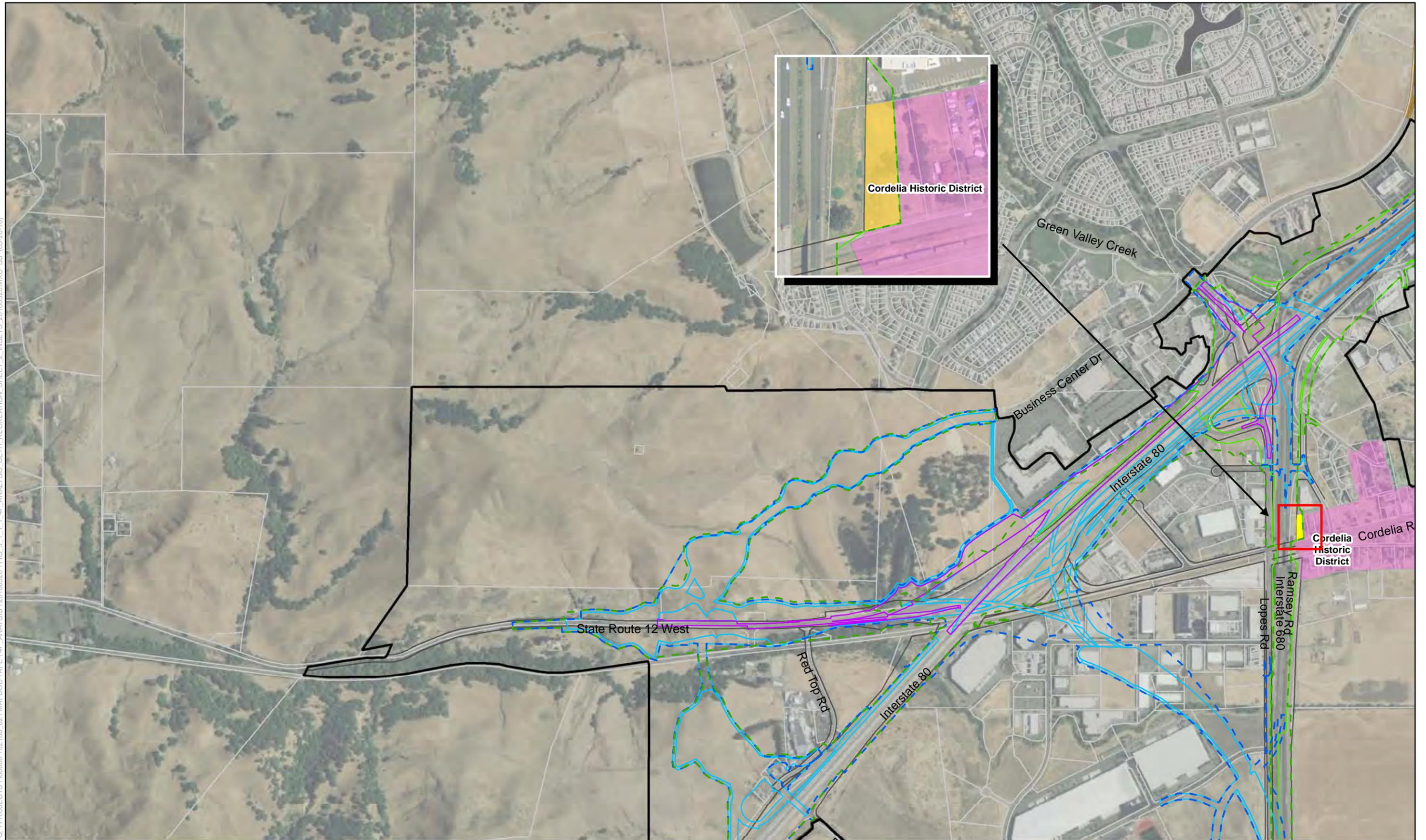


Figure 3.1.1-1  
Section 4(f) Resources in the Project Vicinity  
Sheet:1

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|--|-----------------------------|-------------------|
| Architectural APE                        | <b>Project Alternatives</b> | Historic Resource |
| Existing ROW                             | Alternative B, Phase 1      | Trails            |
| Existing Approved Facilities/Development | Alternative B               |                   |
| Area of Project Impact                   | Alternative C               |                   |
|  | Alternative C, Phase 1      |                   |
|  | Initial Phase 1             |                   |

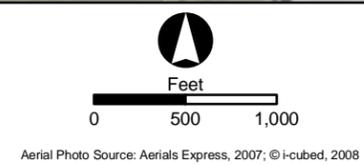
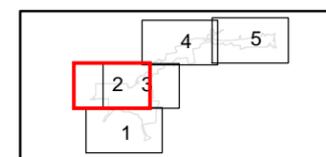
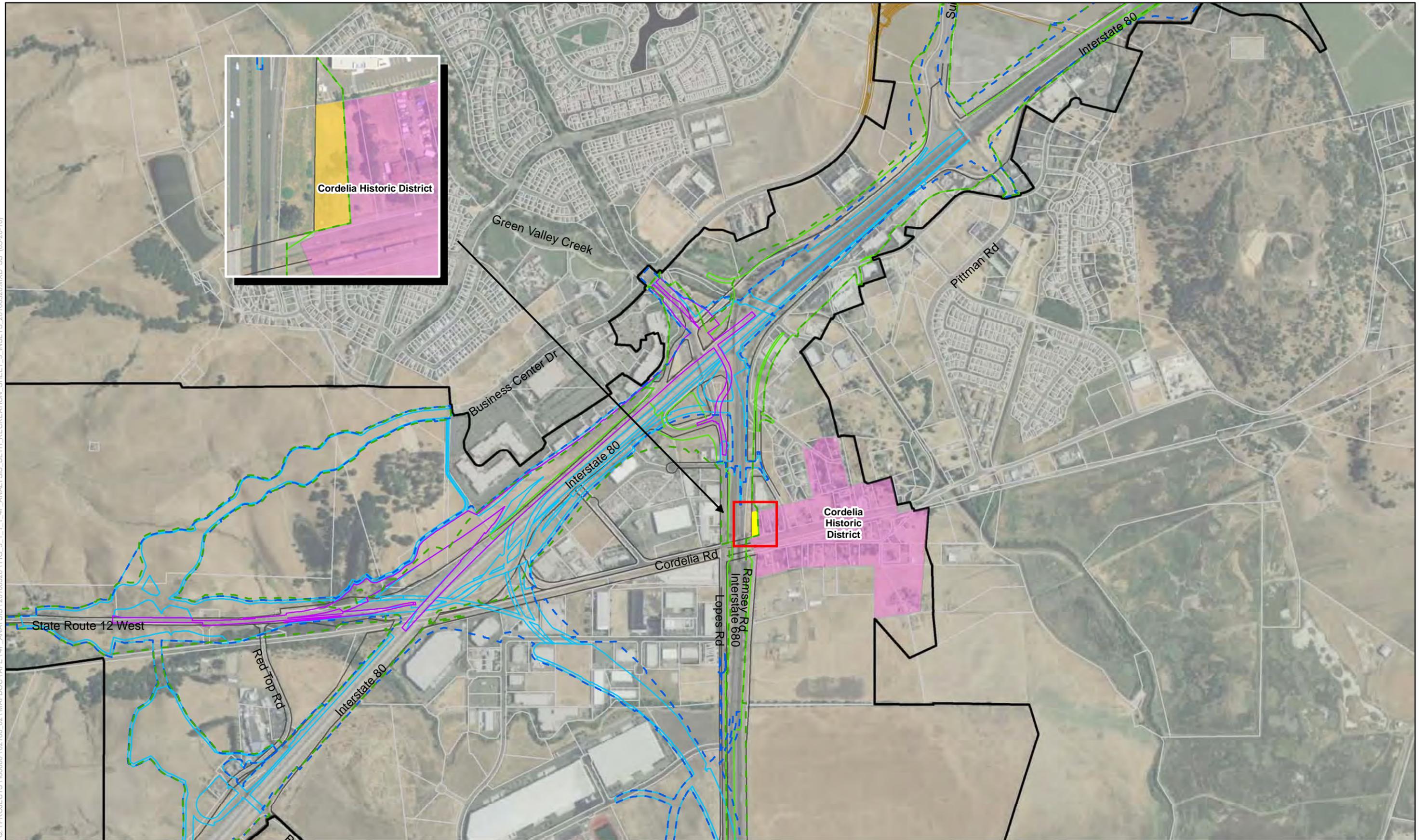


Figure 3.1.1-1  
Section 4(f) Resources in the Project Vicinity  
Sheet:2

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- |  |                             |                               |
|--|-----------------------------|-------------------------------|
| Architectural APE                        | <b>Project Alternatives</b> | <b>Section 4(f) Resources</b> |
| Existing ROW                             | Alternative B, Phase 1      | Historic Resource             |
| Existing Approved Facilities/Development | Alternative B               | Trails                        |
| Area of Project Impact                   | Alternative C               | Alternative C, Phase 1        |
|  |                             | Initial Phase 1               |

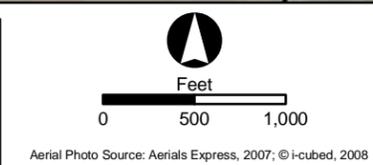
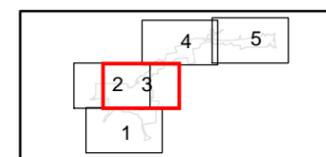
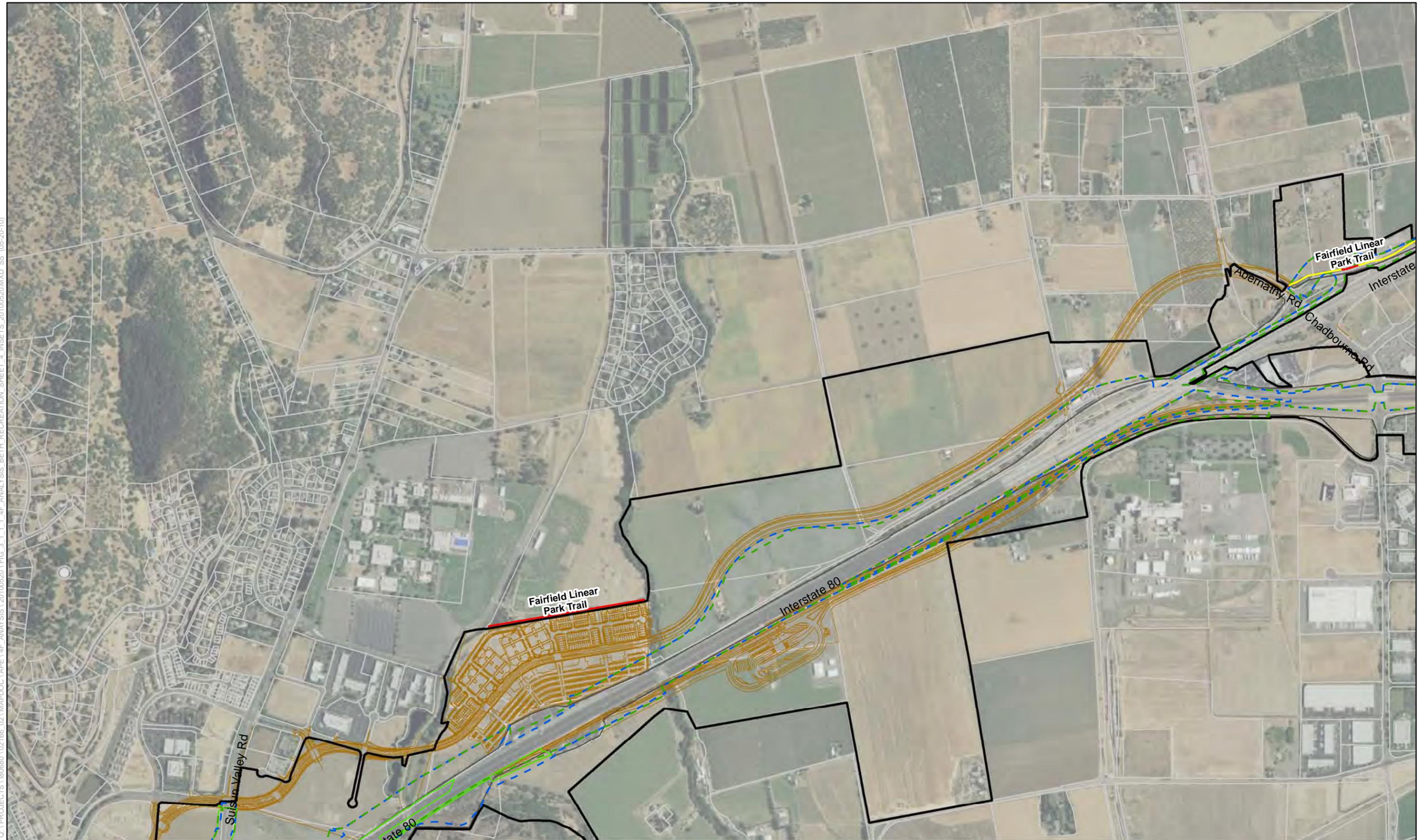


Figure 3.1.1-1  
 Section 4(f) Resources in the Project Vicinity  
 Sheet:3  
 v. 5/20/2010

O:\PROJECTS\180680\02166\02\MAPDOC\APE\4\F\_ANALYSIS\20100520\FIG\_3.1.1.1\_4F\_ANALYSIS\_BETH\_RECREATION\_SHEET\_4\_INSETS\_20100520.MXD SS (05/20/10)



Architectural APE	<b>Project Alternatives</b>	Historic Resource
Existing ROW	Alternative B, Phase 1	Trails
Existing Approved Facilities/Development	Alternative B	Alternative C, Phase 1
Area of Project Impact	Alternative C	Initial Phase 1



Feet  
 0 500 1,000  
Aerial Photo Source: Aerials Express, 2007; © i-cubed, 2008

**Figure 3.1.1-1**  
**Section 4(f) Resources in the Project Vicinity**  
**Sheet:4**  
 v. 5/20/2010

C:\PROJECTS\180680\_102166\_02\MAPDOC\APE\4\F\_ANALYSIS\20100520\FIG\_3.1.1-1\_4F\_ANALYSIS\_BETH\_RECREATION\_SHEET\_5\_INSETS\_20100520.MXD SS (05/20/10)

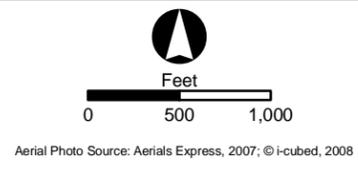
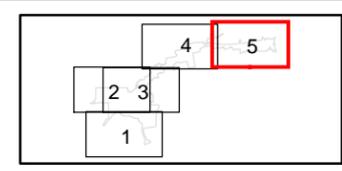
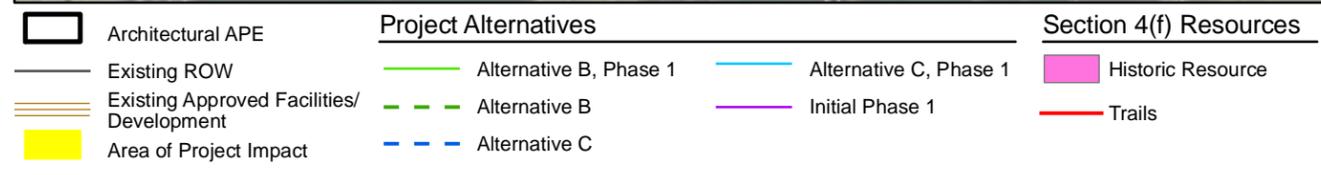
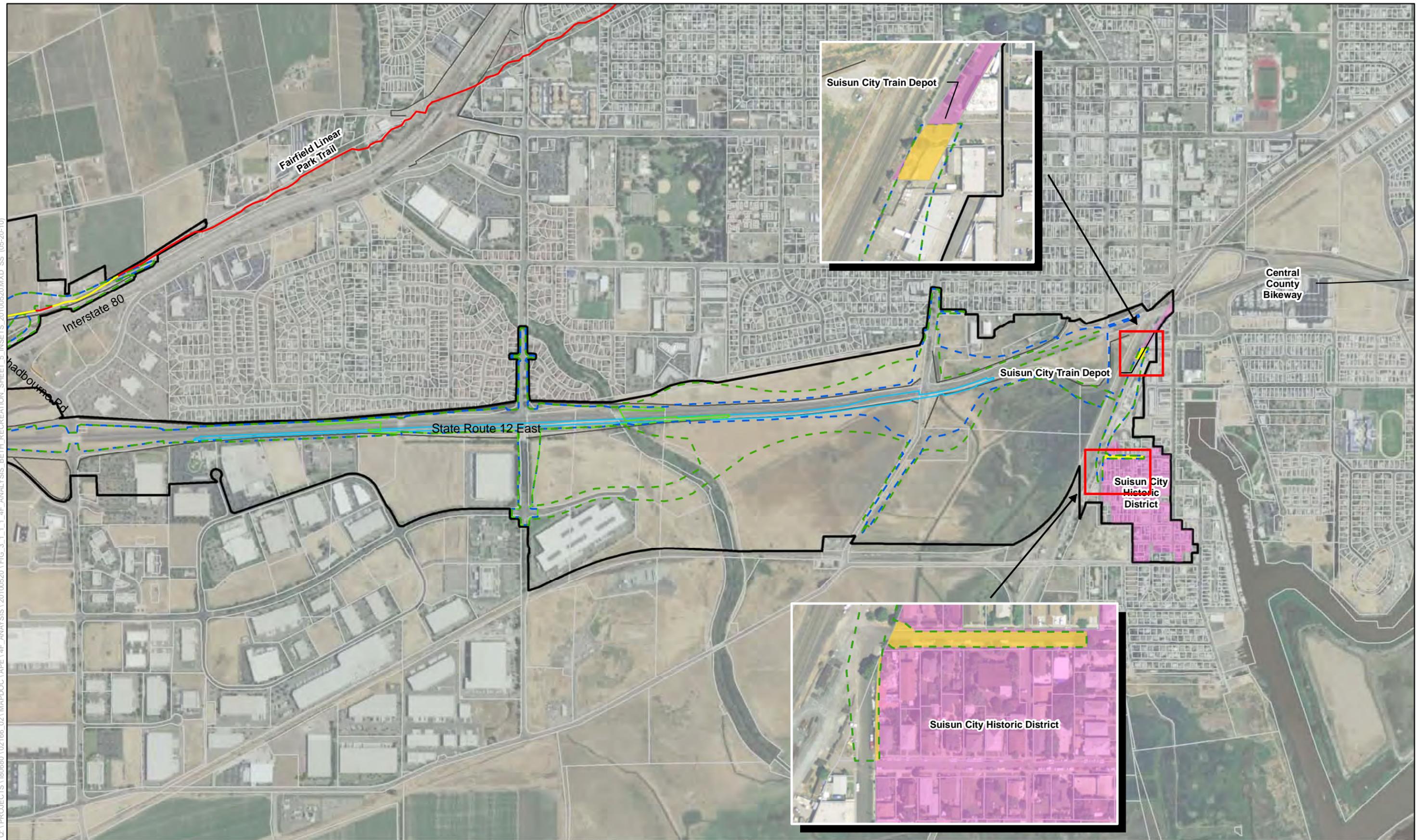


Figure 3.1.1-1  
Section 4(f) Resources in the Project Vicinity  
Sheet:5

