



# CITY OF FAIRFIELD

*Founded 1856 - Incorporated December 12, 1903*

October 6, 2022

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**SUBJECT: CITY OF FAIRFIELD FIRST DRAFT 2023-2031 HOUSING ELEMENT SUBMITTAL FOR HCD REVIEW**

Dear Mr. McDougall,

I am writing to submit the City of Fairfield draft 2023-2031 Housing Element to the California Department of Housing and Community Development for review.

Pursuant to AB 215, the draft Housing Element was made available for public comment from August 23, 2022 to September 22, 2022, for a 30-day review period on the City's website at <https://www.fairfieldforward.com/housing-element>. During this period, the City's Planning Commission held a public hearing on September 14, 2022, received public comment, and recommended the draft Element be sent to the Department of Housing and Community Development. The City also took 10 business days to consider and incorporate public comments. A summary of comment letters and the City's responses are available in Chapter 1.

Thank you for your time and consideration. If there are any questions, please contact Jessie Hernandez, Associate Planner, at [jhernandez@fairfield.ca.gov](mailto:jhernandez@fairfield.ca.gov), or 707-428-7450; or myself, Dave Feinstein, Planning Manager, at [dfeinstein@fairfield.ca.gov](mailto:dfeinstein@fairfield.ca.gov), or (707) 428-7448.

Sincerely,

DAVE FEINSTEIN  
Planning Manager

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# 1 Introduction

The City of Fairfield Housing Element addresses the needs of Fairfield residents from 2023-2031. It sets forth actions the City will undertake to support production of an adequate supply of safe, affordable housing for existing and future residents, preserve and rehabilitate existing affordable housing stock, protect tenants from displacement pressures, and affirmatively further fair housing throughout the entire city, so that everyone has access to opportunity.

The 2023-2031 Fairfield Housing Element is one component of a larger effort: an update to the City of Fairfield’s General Plan and development of a Climate Action Plan. The General Plan Update represents a “once-in-a-generation” opportunity for Fairfield residents to chart the course for the city’s future over the next 30 years. The Fairfield General Plan will be made up of several “elements” covering a wide range of topics important to the future of Fairfield, including economic development, continued viability of Travis Air Force Base, land use, transportation, open space, noise, conservation, and safety. The policies and programs for housing will bear a close relationship to City policies contained in the Land Use Element. The amount of housing needed, for example, depends in part on the amount of commercial and industrial development planned. A direct link exists between jobs and the demand for housing. The Land Use Element also dictates the distribution and density of housing throughout the city. In sum, the Housing Element determines how much and what type of housing is needed, while the Land Use Element provides for the location, distribution, and density of housing.

The 2023-2031 Housing Element sets forth the City’s housing priorities and goals—as well as its vision for both short- and long-term development—to create a fair and just city. State law mandates that the Housing Element be updated every eight years to reflect changing conditions, community objectives, and goals. This Housing Element also provides an evaluation of the 2015-2023 Housing Element, including an assessment of prior programs and strategies.

## 1.1 Housing Element: Components

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In California, all cities must adopt a General Plan composed of at least seven elements, including the Housing Element. While the Housing Element is influenced by State law, it is essentially a local document. The Fairfield Housing Element, in tandem with the rest of the General Plan Update, is designed to assess and shape the community’s housing progress and needs.

Nonetheless, among all General Plan elements, the State of California has the most extensive set of requirements pertaining to Housing Elements. In accordance with State law, the Housing Element must include:

- A description of outreach conducted in preparation of the element
- An analysis of progress in implementing the previous Housing Element and effectiveness of its programs and actions

- An assessment of existing and projected housing needs
- An analysis of special housing needs, such as those of older adults and people with disabilities
- An analysis of existing assisted housing units at risk of conversion from affordable to market rate
- An analysis and inventory of resources and constraints relevant to meeting housing needs
- An affirmatively furthering fair housing (AFFH) analysis, which guides the analysis of each set of requirements
- An inventory of adequate sites suitable for construction of new housing sufficient to meet needs at all economic levels
- A program that sets forth specific actions to address housing needs, with identification of responsible agencies and timelines

This Housing Element consists of the following major components:

- An analysis of the City's demographic and housing characteristics and trends (Chapter II)
- An evaluation of land, financial, and administrative resources available to address the City's housing goals (Chapter III)
- A review of potential constraints, both governmental and non-governmental, to meeting the City's housing needs (Chapter IV)
- A Housing Action Plan for the 2023-2031 planning period, including housing goals, policies, programs and quantified objectives (Chapter V)
- A review of the City's accomplishments and progress in implementing the previous Housing Element (Appendix A)
- Materials used for public participation and community outreach (Appendix B)
- A detailed inventory of sites for meeting the projected housing needs (Appendix C)
- The 2022 Analysis of Impediments to Fair Housing (Appendix D)

In preparing the Housing Element, various data sources are utilized. The decennial Census and the American Community Survey (ACS) provide the basis for population and household characteristics. Some population and housing unit data are also provided by the California State Department of Finance (DOF). Housing market information is drawn from both public agencies and private organizations. City records also provide data regarding housing development and rehabilitation, program accomplishments, units at risk of conversion, and housing construction and demolition activity.

## 1.2 Public Participation

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Section 65583(c)(5) of the Government Code states that "The local government shall make diligent effort to achieve public participation of all the economic segments of the community in the development of the housing element, and the program shall describe this effort." Public participation played an important role in the formulation and refinement of the City's housing goals and policies. The City of Fairfield is in the process of preparing a comprehensive update to the General Plan. Due to the statutory deadline for the Housing Element, this Housing Element is being updated on a parallel but separate track from the General Plan. Extensive public outreach has been conducted to inform this Housing Element update.

Involving the community is an integral part of the Housing Element process. The City of Fairfield utilized the following strategies to solicit input from the community for the City's 2023-2031 Housing Element and facilitate a meaningful dialogue about housing needs and priorities in Fairfield.

### **FAIRFIELD FORWARD WEBSITE AND E-BLASTS**

The Housing Element is one part of a broader planning effort, Fairfield Forward 2050, which encompasses a comprehensive (the first in over 20 years) update to the General Plan and development of a Climate Action Plan. While the Housing Element deals with housing issues most directly, the other interrelated planning efforts are significantly intertwined with the City's long-range housing production objectives. The project website, [www.fairfieldforward.com](http://www.fairfieldforward.com), serves as a one-stop shop for interested parties to learn about the different plans, read project documents and resources, sign up for the project mailing list or upcoming opportunities for participation, and contact appropriate City staff at any point in the planning process. The Fairfield Forward e-blasts promote website updates, surveys, and new documents, and provides updates on the project status. As of October, 2022, the General Plan update process is about halfway complete. A Draft Preferred Plan has been prepared and community outreach completed. Final decision-maker direction will be provided at the end of this year. The Draft Preferred Plan includes several additional housing opportunities not shown in the Housing Element, reflecting the longer planning horizon.

### **STAKEHOLDER INTERVIEWS**

As part of the General Plan update, the City held small group stakeholder interviews, which were designed to bring together key individuals representing agencies, businesses, and community groups for one-on-one or small group discussions with project staff. Representatives from 26 organizations participated. The purpose of the interviews was to learn from the knowledge and expertise of these stakeholders regarding conditions in Fairfield, and to ensure that the General Plan's vision and policies accurately reflect the priorities of the groups these stakeholders represent. The format was a relatively free-form discussion; interviewers from the project staff used a list of questions as a framework and prompts for the discussion, with identification of key issues and priorities left to the interviewees. The stakeholder interview summary is available at <https://www.fairfieldforward.com/reports-products>.



Key issues pertaining to housing raised in stakeholder meetings were:

- **Homelessness.** When asked for their top one or two priorities for Fairfield to focus on in its General Plan update, almost all stakeholders noted addressing homelessness as a key issue. Many stakeholders stated that homelessness must be addressed in order to address other pressing issues in the city. For example, stakeholders representing neighborhood groups, environmental groups, business advocates, and developers discussed the impact that the visibility of homelessness has on perceptions of safety in the City’s public spaces, and how this affects both businesses and parks. In particular, Fairfield’s Downtown and Linear Park Trail were locations that were brought up by numerous stakeholders as areas heavily affected by the presence of unhoused communities. Other stakeholders, particularly those representing faith organizations, public schools, and private employers from healthcare agencies, discussed homelessness from a socioeconomic and public health lens. These representatives discussed the connections between and impacts of homelessness on physical and mental health and the need for wrap-around services to address homelessness. Faith leaders discussed the need for affordable housing to match the range of experiences and needs among the unhoused, and that economic development plans must also incorporate the needs of the unhoused. This feedback was incorporated as part of Goal D and policies D-2, D-3, and D-5; Action 7.1; and Program 8 in the Housing Action Plan.
- **Need for Housing Diversity.** An issue for some stakeholders was the lack of a variety of housing options in Fairfield. Travis Air Force Base (AFB) representatives wanted to see larger rental units where military families—that are not interested in home-ownership because they may not stay in the community for a long period—could live, that the market is not catering to. Many large private employers stated that many of their entry-level or mid-tier employees struggle with finding housing that is affordable to them, which can create problems in recruitment and retention. They felt that Fairfield is lacking in housing options outside single-family ownership homes. Thus, according to stakeholders, Fairfield needs diverse housing options such as rental family housing to meet the needs of Travis AFB’s relatively transient workforce, smaller and more affordable live-work units to attract younger couples or single people wanting to live in mixed-use areas, and workforce housing to allow entry-level employees to live in Fairfield before they may be able to move on to home ownership. The majority of stakeholders believed that Fairfield should focus its new housing on infill development within its existing neighborhoods. This feedback was incorporated as part of Goal A, policies A-2, A-3, A-5, A-7, and A-8; and actions 1.3, 2.1, 2.3, 2.4, 3.3, and 6.3.

## FOCUS GROUP DISCUSSIONS

On October 5 and 8, 2021, the City conducted two focus group discussions focused on housing, with representatives from CAMINAR Solano, Bethel Community Church, SHELTER Inc, EAH Housing, De Novo Homes, AG Spanos Developers, Seeno Housing, Lewis Planned Communities, Republic Urban Properties, and Mid-Pen Housing. Summaries of these discussions are found in Appendix B. Issues raised in these meetings included:

- **Development Feasibility.** Nonprofit developers noted that TCAC opportunity maps make it harder to fund projects that are not in high opportunity areas, and that increased density is required to be eligible for state funding even though the market in Fairfield does not always support that. Both nonprofit and for-profit developers described high city fees and lack of staff availability. For-profit developers described the importance of smaller units and making housing “affordable by design.” Both for-profit and nonprofit developers encouraged the City to look at flexible zoning and development standards, including reducing setbacks and reducing parking requirements. Policy B-3 and actions 2.3, 2.4, 2.5, 6.1, 6.2, and 6.3 address this feedback.
- **Zoning Commercial Land to Residential.** Some housing developers in the City have sought to convert their commercial-designated land to residential and noted that there seemed to be an overabundance of commercial land (it should be noted that some of this land is in the City’s westernmost area, known as Cordelia, zoned for neighborhood commercial uses, where residents have long desired and been promised a supermarket and additional neighborhood retail). This specific issue was deliberated in great detail in both the Planning Commission and the City Council study sessions on housing, where several community members also commented on this issue and sought to preserve neighborhood commercial opportunities. Policy A-5 and Action 6.1 address residential opportunities in Cordelia that affirmatively further fair housing and rezone select parcels in the area to allow housing.
- **Partnerships and Education on Affordable Housing and Services.** Among housing advocacy groups and nonprofits, key themes included lack of resources for extremely-low-income Fairfield residents, lack of awareness among the public about where affordable housing is available, increased partnership with agencies or entities that provide wrap-around services, and help with credit, financial education, and ensuring services are located where people are, including daycare, mental health services, and others. Policies B-1, C-5, D-2, D-5, and D-10; and actions 2.2, 3.2, 3.3, 4.1, 5.1, 7.1, 7.5, and 8.1 address resources that serve extremely low-income residents, locate affordable housing in resource-rich areas, and provide education and closer coordination with other agencies.

## ONLINE SURVEYS

The planning team conducted two surveys over the course of the project. The first survey was conducted online and was available from February 3 to March 15, 2021, through a link from the project website. The survey focused on identifying community priorities and issues for housing, mobility, economic development, conservation and open space, community facilities, and other areas in the General Plan. The survey was promoted through multiple avenues, including:

- Promotion on the project website
- A postcard mailed to all residential addresses in the City of Fairfield
- E-newsletters to interested parties who have signed up to receive email notifications regarding the update
- Posts to City social media accounts on Facebook and Instagram

- Targeted Facebook ads

The survey was available in three languages and received 272 responses in English, six responses in Spanish, and zero responses in Tagalog for a total of 278 responses. A survey summary is available at <https://www.fairfieldforward.com/reports-products>.

Thirty eight percent of respondents commented that homelessness was the main issue that they wanted to see improved. Eight percent commented on housing affordability and availability; some of these respondents connected housing and homelessness.

- Respondents were asked about where they would prefer to see new housing growth in Fairfield. Downtown (in the Heart of Fairfield area) and along major streets (North Texas Street or Air Base Parkway) were each selected by 54 percent of respondents as preferred locations see new housing. The Sites Inventory locates housing sites in the Heart of Fairfield area but also balances considerations related to equitable distribution of housing in other parts of the City.
- Respondents were asked to select their top three choices between different types of housing they wanted to see more of in Fairfield over the next 30 years; more than half of all respondents selected mixed-use, single-family, and the preservation of existing housing as their top three choices. Respondents ranked apartments and condominiums last, with only one-fifth of survey-takers putting this option in their top three.

The second survey was available from October 11 to October 25, 2021, through a link from the project website. The survey focused on reviewing three “Land Use Alternatives”, which represent different strategies for accommodating new development and achieving the community’s aspirations. Feedback received on these Alternatives will help develop one preferred strategy for shaping growth in Fairfield. The survey was available in English, Spanish, and Tagalog, and received 397 responses in English and one response in Spanish for a total of 398 responses.

- Respondents were asked about their preferences for new residential development in the future. A balance of housing types was the most popular selection, favored by 44 percent of respondents. Other favored ideas included major transformation of North Texas Street and the Solano Town Center mall into revitalized, mixed-use centers with higher density housing.

## **COMMUNITY WORKSHOPS**

The community workshops were held virtually over Zoom due to the Covid-19 pandemic. The first workshop took place on a weekday evening (February 11, 2021), and the second on a weekend morning (February 13, 2021). Both workshops focused on providing an overview of the following General Plan topics, land use and mobility; housing; open space, conservation, recreation, public facilities; economic development; and public safety. The workshops followed a similar structure, including an informational presentation and interactive polling, followed by small breakout group discussions, and report back discussions. Peak attendance

(not including City staff and the planning team) for the two workshops was 37 and 26 members of the public, respectively.

At the first two workshops, one of the most salient topics across all discussion groups was the need to address homelessness. Participants stressed the need for long-term solutions to provide housing. They discussed the pressing need for comprehensive services for unhoused individuals to address mental health, transitional housing, job training, and other needs in order to achieve long-term housing stability. Addressing homelessness was typically brought up in the context that it would be a necessary step in revitalizing Fairfield's Downtown and park spaces to increase feelings of safety. In addition to housing solutions to address homelessness, participants also discussed the particular housing needs of seniors. They brought up universal design features as a means to ensure seniors' ability to age in place, as well as the need for more diverse types of housing for seniors beyond just dedicated senior living facilities, such as smaller homes for those looking to downsize. In line with the broad desire for a focus on in-fill development, workshop participants expressed a desire for more mixed-use development Downtown along Texas and West Texas Streets to help support businesses by bringing in more residents. Some brought up that more residential uses would also help to improve the "eyes on the street" factor. As described above, Goal D and policies D-2, D-3, and D-5; Action 7.1; and Program 8 in the Housing Action Plan address homelessness in Fairfield. Universal design is included in Action 7.4.

The third public workshop for the Fairfield Forward 2050 project was held on October 16th, 2021 at the Fairfield Civic Center Library. Forty-two members of the public attended. Among attendees, there is strong support for infill development and mixed-use nodes, especially as an alternative to developing in the Suisun Valley. A few participants indicated that more transit-oriented development, particularly around the Transportation Center, is a preferable strategy to reduce greenhouse gas emissions and preserve agricultural land. However, several picked up on challenges of infill redevelopment, questioning the feasibility of higher density redevelopment of existing uses. Other popular concepts included redevelopment of North Texas Street and the Solano Town Center Mall areas as places appropriate for higher density housing in mixed-use settings. While City Council has indicated support for these sites as well, development challenges may prevent these sites from redeveloping into housing over the eight-year period. However, these sites will be important areas of study for additional housing and mixed use development as part of the concurrent General Plan Update.

The fourth workshop, held on Zoom on May 9, 2022, was primarily focused on the Housing Element and solicited people's thoughts on where housing would be best located, and what preliminary strategies or areas of focus they would like to see included in the Housing Element. After a brief presentation, discussion was held in two small groups. Several participants expressed that the Cordelia area of the City (which is designated as a "moderate resource" tract in the California Housing and Community Development Department (HCD)/California Tax Credit Allocation Committee mapping methodology) was already strained in terms of educational, roadway, and other infrastructure capacity and would not be appropriate for more high-density housing. Participants did, however, describe North Texas, Solano Town Center Mall, downtown Fairfield, and around transit-rich areas such as the train stations as being more appropriate and better locations to access community services. However, there was some support for housing as part of mixed-use development to balance the existing



community's desire for more commercial uses. Other participants noted they were not able to find housing in Fairfield that fit their income or needs, or needs of an aging population, and that a more diverse mix of housing types should be added to Fairfield's existing predominance of single-family homes. Slides and a meeting summary are provided in Appendix B. As described above, Goal A, policies A-2, A-3, A-5, A-7, and A-8; and actions 1.3, 2.1, 2.3, 2.4, 3.3, and 6.3 address housing diversity in Fairfield. Needs of an aging population are addressed in actions 7.1 and 7.4.

### **GENERAL PLAN ADVISORY COMMITTEE**

The General Plan Advisory Committee (GPAC) is an advisory body appointed by the Fairfield City Council to provide input to the planning team, and engage community members and stakeholders and act as "community ambassadors" in the development of the Fairfield General Plan Update. There have been six GPAC meetings thus far; summaries are available at <https://www.fairfieldforward.com/meeting-documents>.

At the first meeting, GPAC members expressed a desire to see a greater variety of housing types in Fairfield beyond ownership of single-family homes. Such options included live-work units, townhomes, condos, and mixed-use and multi-family housing. Members also emphasized importance of providing enough affordable housing, noting the importance of dedicated housing for homeless, affordable and accessible options for seniors, and workforce housing to meet the needs of entry-level workers, military families, teachers, and others. One member noted the importance of adding new housing while still providing resources to maintain Fairfield's existing aging housing stock. Suggested locations for new and increased housing included downtown Fairfield and along North Texas Street. In addition to policies and actions previously described, Programs 3 and 4 address long-term housing affordability and housing rehabilitation loans to preserve housing in existing neighborhoods.

### **POP-UPS AND SUPPLEMENTAL SURVEY**

In an effort to engage populations that historically have been excluded from planning decisions, the team's community outreach consultant attended various pop-up events in the community. Flyers are included in Appendix B. Outreach included:

- Outreach to restaurants, stores, and Latino-owned businesses along North and West Texas (20+ businesses) in April 2021
- 4th of July event outreach (~150 people reached)
- La Favorita grocery outreach (April 17, 2021) (~50 people reached at event; ~300 clients and staff over course of 3 weekends for flyering over the weekends of April 9th, 16th, and 23rd, 2021)
- Downtown farmer's market outreach (June 3rd, July 1st)

The community consultant also conducted a guided bilingual survey with four Spanish-speaking participants. All four indicated that housing affordability was an issue they faced, followed by housing quality issues (three responses.)

## **PUBLIC COMMENT PERIOD**

The City of Fairfield's Sixth Cycle Draft Housing Element was available for public review at [www.fairfieldforward.com/housing-element](http://www.fairfieldforward.com/housing-element) from August 23, 2022, to September 22, 2022. Notice of the draft's availability was sent through the Fairfield Forward listserv and City social media channels. Members of the public submitted 17 comments through the website; public comment was also received at a Planning Commission meeting on September 14<sup>th</sup>, 2022. Themes from outreach received during the public comment period, as well as how this draft incorporates or addresses this input, is provided below:

- **Concern about Cordelia-area infrastructure and accommodating more housing.** A majority of comment letters came from existing residents in the City's Cordelia area, reiterating concerns about adequate public infrastructure to support additional housing in this area of Fairfield, including need for additional parks, schools, perceived need for additional police service, and neighborhood-serving commercial retail. As described in Appendix C, location of additional housing in Cordelia attempts to balance equitable distribution of housing, especially lower income housing, in more moderately resourced areas across the City, with these concerns. As such, the Sites Inventory locates a modest 8.7 percent of the total RHNA allocation in Cordelia.

The Housing Element is being drafted concurrently with an update to the General Plan. As the General Plan process continues, there will be further opportunities to incorporate higher density housing as part of mixed use development. Several parcels larger than ten acres are reserved for more thorough analysis and planning consistent with Cordelia residents' vision for more complete neighborhoods with additional public services, more commercial development, and improved transit connections to the remainder of the city.

- **Recommendations to bolster affirmatively further fair housing information.** One comment letter requested additional clarity on linkages between housing policies and actions, as well as direct references to programs that affirmatively further fair housing. These clarifications are made in Table 6-1 and 6-2 in Chapter 6: Housing Action Plan.
- **Renter protection program suggestions.** Two public comments, received after the Planning Commission and the City Council meetings that took place during the public comment period, recommended additional renter protection programs or actions, including rent stabilization programs beyond state requirements, a tenant 'Bill of Rights', a Just Cause Eviction Ordinance with requirements beyond protections enacted by the State, and a Community or Tenant Right to Purchase program. Many of these actions/programs require City Council direction and a robust public education process. As such, they will be presented to City Council for consideration in the final Housing Element draft.

- **Other housing action suggestions.** Fairfield residents suggested several additional housing actions to support Fairfield’s aging population, including additional actions to support ‘missing middle’ housing development; strengthen ADU/JADU development; incorporate universal design principles; and community education on missing housing types in the City. Action 2.5 and language in actions 3.2, 5.1, and 7.4 was added to Chapter 6: Housing Action Plan to address these recommendations.
- **Sites Inventory questions.** To address questions raised related to the Sites Inventory, Appendix C now includes analysis of each non-vacant site, as well as evidence in Table C-16b that Fairfield has a history of underutilized commercial site conversion and entitlement.

### 1.3 Relationship to the General Plan

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A comprehensive update of the City of Fairfield’s General Plan, last comprehensively updated almost 20 years ago, is currently underway and is likely to be completed in fall 2023. The updated General Plan will provide the framework for land use, circulation, infrastructure, parks and recreation, facilities, and other components of the city that affect people’s daily lives.

Development policies contained in the Land Use Element establish the location, type, intensity and distribution of land uses throughout the city, and defines the land use build-out potential. The Draft 2040 General Plan Land Use Element will likely provide residential designations for multiple new sites, allows mixed-use development in several areas, and increases allow development densities and building heights in several parts of the city. It also includes both minimum and maximum densities for several higher density residential designations. The acreage designated for a range of commercial and office uses creates employment opportunities for people at a range of income and educational levels, which, in turn, affects the current and future demand for housing at the various income levels in the city. The goals, policies, and programs contained within this Housing Element will also inform the strategies included in the Land Use Element. As the Housing Element will be adopted prior to the Land Use Element update, the general distribution, location and extent of land uses as well as population density and building intensity standards carried out by the current Zoning Code are used to determine the City’s ability to accommodate residential development. Some initial amendments to the Zoning Code along with initial zoning map changes will allow for certain areas, particularly those in moderate resource areas of the city, to develop housing by right and at higher densities.

The Circulation Element of the General Plan also affects the implementation of the Housing Element. The Circulation Element will include policies for a balanced circulation system in the city, and proposes development at various corridors and near transit hubs such as the Fairfield-Vacaville and Fairfield-Suisun Train Station. These locations, where much of the new housing would be located, will also include mixed-use boulevards, with enhanced landscaping, street trees, bike lanes, and pedestrian amenities to better connect Fairfield.

The Housing Element update builds upon and is consistent with these and other General Plan elements. As General Plan update elements are developed, they will be The City will maintain internal consistency with the General Plan as part of the Annual Report prepared in accordance with Section 65400 of the California Government Code.

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## 2 Community Profile and Needs Assessment

This section outlines the characteristics of the community and identifies those characteristics that may have significant impacts on housing needs in the community, including anticipated population and household growth. This assessment is essential for developing a successful strategy to meet a variety of housing needs in the City of Fairfield. Since these changes have not occurred in a vacuum, the regional context is also presented. The Housing Needs Assessment is presented in the following 11 sections:

- Community Profile
- Population Characteristics
- Household Characteristics
- Employment
- Special Needs Groups
- Housing Market Characteristics
- Housing Conditions
- Housing Costs and Affordability
- Assisted Housing at Risk of Conversion
- Energy Conservation
- Projected Housing Need

The assessment provided in each section can be used to help identify programs that are needed to ensure that the existing and future housing stock meets the housing needs of every segment of the City's population. Analysis in each of these subsections informs the housing programs and policies provided a subsequent chapter of the Housing Element.

The Association of Bay Area Governments-Metropolitan Transportation Commission (ABAG-MTC) has produced Local Housing Needs Data packets for jurisdictions in the ABAG-MTC region that have been pre-approved by the State Department of Housing and Community Development (HCD). These data packets largely rely on 2015-2019 5-year American Community Survey (ACS) and 2013-2017 Department of Housing and Urban Development (HUD) Comprehensive Housing Affordability Strategy (CHAS) estimates, among other sources. Where the ABAG-MTC data packet does not provide sufficient information, alternate data sources are used.

## 2.1 Community Profile

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The City of Fairfield is the county seat of Solano County, located in the western and central portion of the county. The city is located in the North Bay subregion of the San Francisco Bay Area region, midway between San Francisco and Sacramento. The city is bordered by the City of Vacaville to the north and Suisun City to the south. The Interstate 80 (I-80), I-680, and State Route 12 (SR 12) connects Fairfield to the wider Bay Area region. It is also connected to the region via public transportation – including via the Fairfield-Vacaville railroad station, the Suisun-Fairfield station, and the Fairfield Transportation Center. Capitol Corridor trains, operated by Amtrak California, utilize the Fairfield-Vacaville station. The regional and local settings are depicted in Figures 2-1 and 2-2, respectively.

Fairfield is shaped by the unique interaction of open space, agriculture, topography, environment, traffic circulation, and military development. Major features include the hills to the northwest, Suisun Marsh to the southeast, Travis Air Force Base to the east, and two interstate freeways that bisect the city in a northeastern/southwestern and a southern direction. Suisun Valley, a productive agricultural area, is located between central Fairfield and the city's Cordelia area.

History and geography have combined to create distinct neighborhoods. I-80 separates the generally older neighborhoods to the south and east from newer subdivisions to the north and west. I-680 also defines Cordelia, a neighborhood that has seen substantial development since the 1970s. Cordelia residential neighborhoods can be found off Lopes Road and Green Valley and Suisun Valley Roads. The newest growth area is located in northeastern Fairfield to the east of Peabody Road and north of Travis Air Force Base. A new Capital Corridor Train Station opened in 2017 and will be the centerpiece for this growing community.

The City is also planning for redevelopment in existing neighborhoods. The Heart of Fairfield Specific Plan addresses opportunities for redevelopment and infill in the historic Downtown core of Fairfield. This Plan incorporates new housing development, including mixed use and live-work development.

**Figure 2-1 Regional Location**



**Figure 2-2 Planning Area**

## 2.2 Population Characteristics

According to the California Department of Finance (DOF), the total population of the City of Fairfield in 2020 was 116,981, an increase of 11.1 percent since 2010 (105,321). As shown in Table 2-1, ABAG projects that by 2040 the population of Fairfield will increase approximately 40 percent from the 2010 reported Census population. The City’s current existing General Plan projected a buildout population of approximately 136,600, but recent specific plans will potentially impact the ultimate population of the City. The ABAG projections show a lower population in 2010 than the U.S. Census count.

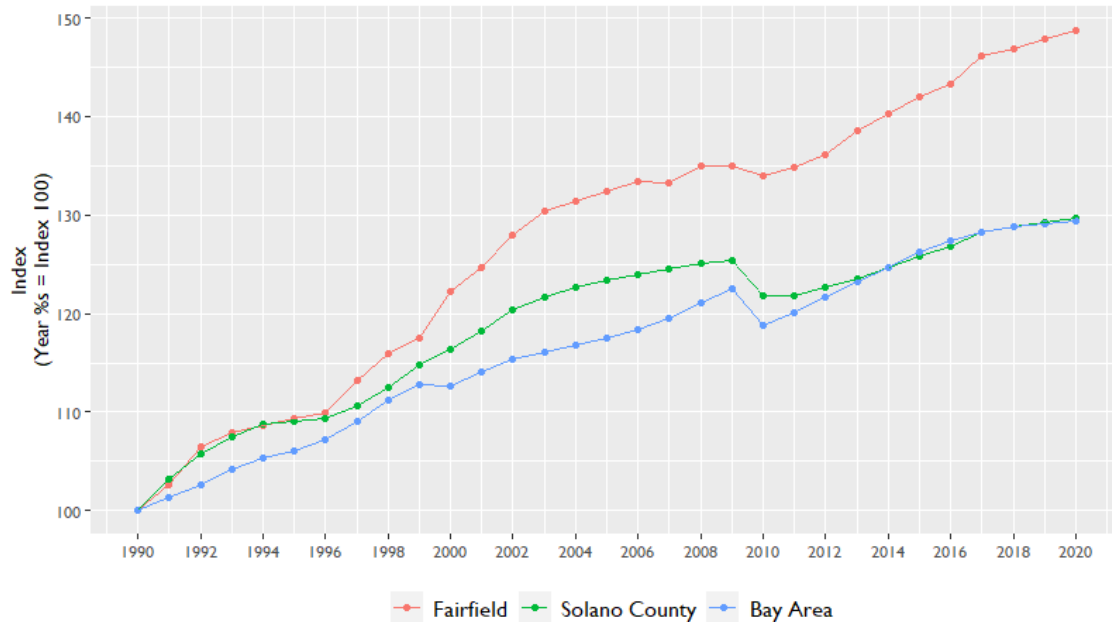
**Table 2-1: Projected Population (2010-2040)**

2010	2015	2020	2025	2030	2035	2040
105,065	103,845	106,815	111,485	119,980	122,010	126,900

Source: Association of Bay Area Governments, Projections 2040

ABAG-MTC has also provided DOF estimates of population growth indexed to the population in the year 1990 for Fairfield and surrounding regions. Shown in Chart 2-, these data points represent the population growth in each of the geographies relative to their populations in 1990. The break between 2009 and 2010 is due to the differences between population estimates in 2009 and census counts in 2010. DOF uses the decennial census to benchmark subsequent population estimates. As evidenced in the plot, Fairfield has seen a higher relative growth rate than both Solano County and the Bay Area during the 1990 to 2020 period.

**Chart 2-1: Fairfield and Surrounding Areas Population Growth, 1990–2020**



Source: ABAG-MTC Housing Needs Data Workbook (California Department of Finance, E-5 series)

## POPULATION BY AGE

Current and future housing needs are usually determined in part by the age characteristics of a community's residents. Each age group has distinct lifestyles, family type and size, incomes, and housing preferences. Consequently, evaluating the age characteristics of a community is important in determining its housing needs.

According to the 2019 American Community Survey five-year estimates, the City's median age is 34.8, which is 3.3 years younger than Solano County's median age of 38.1. The difference in median age suggests that the City of Fairfield still has a younger population than the overall population of Solano County, which may be due in part to the younger families frequently assigned to Travis Air Force Base and the attraction (which could be location, affordable housing, industry, etc.) for younger households to relocate to Fairfield at the beginning of their careers. Despite this, the data in Table 2-2 confirms that older age groups in Fairfield are nonetheless growing to hold a larger share of the overall population; 9.0 percent of the population was age 65 and over in 2000 compared to 12.2 percent in 2019. This data from ABAG-MTC is based on U.S. Census and American Community Survey data.

**Table 2-2: Population by Age City of Fairfield (2000-2019)**

Age Group	2000		2010		2019	
	Number	Percent	Number	Percent	Number	Percent
0-4 years	8,163	8.5%	7,789	7.4%	8,398	7.3%
5-14 years	16,068	16.7%	15,634	14.8%	16,046	13.9%
15-24 years	15,128	15.7%	16,322	15.5%	15,108	13.1%
25-34 years	14,336	14.9%	14,691	13.9%	18,377	15.9%
35-44 years	15,765	16.4%	14,226	13.5%	14,879	12.9%
45-54 years	11,521	12.0%	15,200	14.4%	14,687	12.7%
55-64 years	6,563	6.8%	10,684	10.1%	13,700	11.9%
65-74 years	4,846	5.0%	5,715	5.4%	8,349	7.2%
75-84 years	2,955	3.1%	3,594	3.4%	3,828	3.3%
85+ years	833	0.9%	1,466	1.4%	1,910	1.7%
<b>Total</b>	<b>96,178</b>	<b>100.0%</b>	<b>105,321</b>	<b>100.0%</b>	<b>115,282</b>	<b>100.0%</b>

Source: ABAG-MTC Housing Needs Data Workbook, 2021

## RACE AND ETHNICITY

Table 2-3 presents the racial and ethnic composition of the City of Fairfield's population in 2010 as reported in the ABAG-MTC data sets, which are based on the U.S. Census. Fairfield is an increasingly diverse city. As shown in Table 2-3 the largest single racial group in the population remains "White, non-Hispanic", with 36,310 persons making up 31.5 percent of the population (a decrease of over 10,000 persons between 2000 and 2019). Overall, the "non-White" population continued to increase, with Asian populations increasing from 12.2 percent to 17.8 percent of the population from 2000 to 2019 and, notably, the Hispanic or Latinx population increasing from 19.8 percent to 29.3 percent. The percentage of the population that identifies as Hispanic or Latinx is now almost equivalent to the population that identifies as non-Hispanic White.

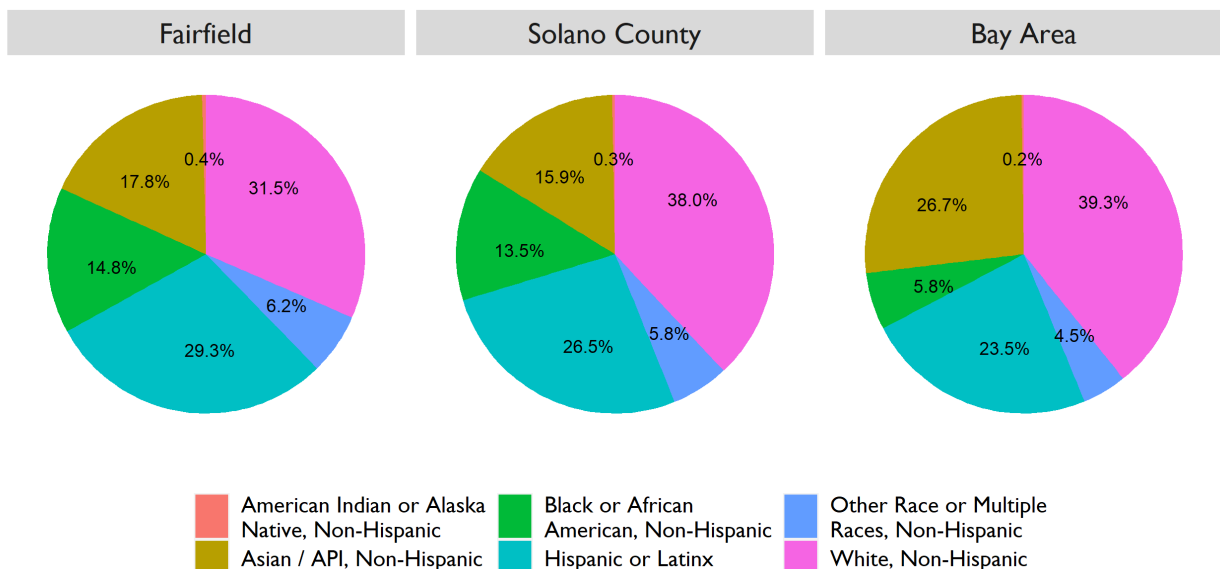
**Table 2-3: Population by Race City of Fairfield (2000-2019)**

Race/Ethnicity	2000		2010		2019	
	Number	Percent	Number	Percent	Number	Percent
American Indian or Alaska Native (Non-Hispanic)	518	0.6%	462	0.4%	475	0.4%
Asian/API (Non-Hispanic)	11,128	12.2%	16,314	15.5%	20,525	17.8%
Black or African American (Non-Hispanic)	14,097	15.5%	15,979	15.2%	17,103	14.8%
White (Non-Hispanic)	47,094	51.7%	37,091	35.2%	36,310	31.5%
Other Race or Multiple Races (Non-Hispanic)	270	0.3%	6,686	6.3%	7,148	6.2%
Hispanic or Latinx	18,050	19.8%	28,789	27.3%	33,721	29.3%
<b>Total</b>	<b>91,157</b>	<b>100.0%</b>	<b>105,321</b>	<b>100.0%</b>	<b>115,282</b>	<b>100.0%</b>

Source: ABAG-MTC Housing Needs Data Workbook, 2021

Further, in 2019 Fairfield had a similar racial and ethnic composition to Solano County, although the City had smaller share of non-Hispanic White residents. As shown in Chart 2-2, Fairfield also had a smaller share of non-Hispanic White and non-Hispanic Asian/API residents, as well as a larger share of non-Hispanic Black or African American and Hispanic or Latinx residents compared with the Bay Area.

**Chart 2-2: Fairfield and Surrounding Areas Population by Race, 2019**



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B03002)

## 2.3 Household Characteristics

### HOUSEHOLD SIZE

According to ACS data (2015-2019), the average household size in Fairfield is around 3.1 persons, a slight increase from 3.0 in 2011. Fairfield's average is slightly higher than the average for Solano County as a whole (2.9), reflecting the larger number of young families in Fairfield. However, a majority of both owners (68.9 percent) and renters (72.5 percent) consist of one, two, or three person households, (a slight increase over 2011 percentages). Larger households with more than four persons make up 31.1 percent of owners and 27.5 percent of renters.

### HOUSEHOLD CHARACTERISTICS

A summary of household characteristics in the City of Fairfield and Solano County is provided in Table 2-4. A family household is a household consisting of two or more people residing together and related by birth, marriage, or adoption. A non-family household consists of a householder living alone (a one-person household) or where the householder shares the home exclusively with people to whom they are not related. According to the ACS data (2015-2019) as analyzed by ABAG-MTC, the majority (76.3 percent) of households in Fairfield are family households. The percentage of family households is higher than that in Solano County as a whole (71.7 percent) and in the Bay Area overall (66.4 percent).

**Table 2-4: Household Characteristics City of Fairfield (2019)**

Household Type	City of Fairfield		Solano County		Bay Area	
	Number	Percent	Number	Percent	Number	Percent
Married Couple Family Households	19,949	54.3%	76,686	51.2%	1,399,714	51.2%
Female-Headed Family Households	5,353	14.6%	21,305	14.2%	283,770	10.4%
Male-Headed Family Households	2,720	7.4%	9,486	6.3%	131,105	4.8%
Single-person Household	6,752	18.4%	33,203	22.2%	674,587	24.7%
Other Non-Family Household	1,977	5.4%	9,185	6.1%	242,258	8.9%
<b>Total</b>	<b>36,751</b>	<b>100%</b>	<b>149,865</b>	<b>100%</b>	<b>2,731,434</b>	<b>100%</b>

Source: ABAG-MTC Housing Needs Data Workbook, 2021

### HOUSEHOLD INCOME

Household income is one of the most significant factors affecting housing choice and opportunity. Income largely determines a household's ability to purchase or rent housing. While higher-income households have more discretionary income to spend on housing, lower- and moderate-income households are limited in the range of housing they can afford. Typically, as household income decreases, cost burdens and overcrowding increase.

To evaluate housing affordability, housing need, and eligibility for housing assistance, income levels are defined by guidelines adopted each year by the California State Department of Housing and Community Development (HCD). For Solano County, the applicable Area Median Income (AMI) for a family of four in 2021 is \$99,300. This is an increase of 29.5 percent from the 2014 median income of \$76,700. HUD has defined the following income categories for Solano County, based on the median income for a household of four persons for 2021:

- Extremely low-income: 30 percent of AMI and below (\$0 to \$29,150)
- Very low-income: 31 to 50 percent of AMI (\$29,151 to \$48,550)
- Low-income: 51 to 80 percent of AMI (\$48,551 to \$77,600)
- Moderate-income: 81 to 120 percent of AMI (\$77,601 to \$119,150)
- Above moderate-income: 120 percent or more of AMI (\$119,151 or more)

Table 2-5 shows the HUD definitions for Solano County's maximum annual income level for each income group, adjusted by household size. This data is used when determining a household's eligibility for federal, state, or local housing assistance and used when calculating the maximum affordable housing payment for renters and buyers.

**Table 2-5: HUD Income Levels by Household Size (Solano County, 2021)**

<i>Household Size</i>	<i>Maximum Income Level</i>				
	<i>Extremely Low</i>	<i>Very Low</i>	<i>Low</i>	<b><i>Median</i></b>	<i>Moderate</i>
1 Person	\$20,450	\$34,000	\$54,350	<b>\$69,500</b>	\$83,400
2 Persons	\$23,350	\$38,850	\$62,100	<b>\$79,450</b>	\$95,300
3 Persons	\$26,250	\$43,700	\$69,850	<b>\$89,350</b>	\$107,250
4 Persons	\$29,150	\$48,550	\$77,600	<b>\$99,300</b>	\$119,150
5 Persons	\$31,500	\$52,450	\$83,850	<b>\$107,250</b>	\$128,700
6 Persons	\$35,580	\$56,350	\$90,050	<b>\$115,200</b>	\$138,200
7 Persons	\$40,120	\$60,250	\$96,250	<b>\$123,150</b>	\$147,750
8 Persons	\$44,660	\$64,100	\$102,450	<b>\$131,100</b>	\$157,300

Source: HUD Income Limits 2021

The ABAG-MTC Housing Needs Data Workbook for 2021 divides Fairfield's population by HUD income levels. The Data Workbook relies on data from the HUD Comprehensive Housing Affordability Strategy 2013-2017 release. This income data is based on the ACS 2013-2017 estimates, and thus does not align exactly with categories aligning to the 2021 HUD established income levels. Table 2-6 provides this data. Fairfield's distribution of households at each income level is similar to that of both Solano County and the Bay Area overall.

**Table 2-6: Households by Household Income Level**

	<i>City of Fairfield</i>		<i>Solano County</i>		<i>Bay Area</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
0%-30% of AMI	3,637	10.2%	16,350	11.1%	396,952	14.7%
31%-50% of AMI	3,855	10.8%	15,014	10.2%	294,189	10.9%
51-80% of AMI	5,425	15.2%	22,925	15.6%	350,599	13.0%
81%-100% of AMI	3,570	10.0%	14,370	9.8%	245,810	9.1%
>100% of AMI	19,285	53.9%	78,700	53.4%	1,413,483	52.3%
<b>Total</b>	<b>35,722</b>	<b>100%</b>	<b>147,359</b>	<b>100%</b>	<b>2,701,033</b>	<b>100%</b>

Source: ABAG-MTC Housing Needs Data Workbook, 2021

## 2.4 Employment

According to data from the ABAG-MTC Housing Needs Data Workbook (2021), which relies on the ACS 2019 five-year estimates, there are 54,405 persons in the labor force in the City of Fairfield. As seen in Table 2-7, the largest industry represented among Fairfield workers is Health and Educational Services (33.9 percent), followed by Manufacturing, Wholesale, and Transportation (18.6 percent). Fairfield's distribution across the employment industries approximately mirrors that of Solano County as a whole, though when compared to the Bay Area overall Fairfield has a significantly smaller portion of its workforce represented in the Financial and Professional Services industry.

**Table 2-7: Employment by Industry**

	<i>City of Fairfield</i>		<i>Solano County</i>		<i>Bay Area</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Agriculture & Natural Resources	1,021	1.9%	3,047	1.5%	30,159	0.7%
Construction	4,043	7.4%	17,713	8.6%	226,029	5.6%
Financial & Professional Services	7,802	14.3%	31,848	15.4%	1,039,526	25.8%
Health & Educational Services	18,424	33.9%	67,520	32.6%	1,195,343	29.7%
Information	943	1.7%	3,542	1.7%	160,226	4.0%
Manufacturing, Wholesale, & Transportation	10,113	18.6%	36,020	17.4%	670,251	16.7%
Retail	6,302	11.6%	23,492	11.3%	373,083	9.3%
Other	5,757	10.6%	23,796	11.5%	329,480	8.2%
<b>Total</b>	<b>54,405</b>	<b>100%</b>	<b>206,978</b>	<b>100%</b>	<b>4,024,097</b>	<b>100%</b>

Source: ABAG-MTC Housing Needs Data Workbook, 2021



## 2.5 Special Needs Groups

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Certain groups have greater difficulty in finding suitable affordable housing due to their special needs and circumstances. This may be a result of employment and income, family characteristics, disability, or household characteristics. Consequently, certain residents in the City of Fairfield may experience more instances of housing cost burdens, overcrowding, or other housing problems. The categories of special needs addressed in this Element include:

- Extremely low-income households
- Elderly households
- Persons with disabilities, including developmental disabilities
- Large households
- Female-headed households
- Persons experiencing homelessness
- Farmworkers
- Military employees of Travis Air Force Base

### **EXTREMELY LOW-INCOME RESIDENTS**

California State Housing Law requires local governments to address the needs of “Extremely Low-Income” populations, which refers to households with incomes below 30 percent of the Area Median Income (AMI) for the community. In addition to those families making less than 30 percent of AMI, the Federal Poverty Level (FPL) is a threshold established by the federal government that remains constant throughout the country (and thus does not correspond to AMI). Federal statistics can also help the City quantify the extent of the extremely low-income population. The federal government defines poverty as a minimum level of income (adjusted for household size and composition) necessary to meet basic food, shelter, and clothing needs. For 2021, the FPL for a family of four is \$26,500, which is less than the \$29,150 threshold for 30 percent of AMI. This means that some households that qualify as extremely low-income in Fairfield are not considered as living below the FPL. This is indicative of the higher cost of living in Solano County as compared to other areas of the country.

As seen in Table 2-8, 10.2 percent of Fairfield residents fall below 30 percent of AMI. This data, from the ABAG-MTC Housing Needs Data Workbook (2021), is based on the HUD Comprehensive Housing Affordability Strategy ACS tabulation 2013-2017 release. American Indian or Alaska Natives (non-Hispanic) have the highest rate of extremely low-income households (26.1 percent) followed by Black or African American (non-Hispanic) households (16.9 percent), followed by Hispanic or Latinx households (11.8 percent). Among White (non-Hispanic) households, 7.9 percent are extremely low-income, and among Asian or Asian Pacific Islander households, 7.6 percent are extremely low-income. Those who identify as some other race or multiple races (non-Hispanic) have lowest rate of extremely low-income households at 6.6 percent).

**Table 2-8: Household Income Distribution by Race (City of Fairfield)**

<i>Racial/Ethnic Group</i>	<i>0%-30% of AMI</i>	<i>31%-50% of AMI</i>	<i>51%-80% of AMI</i>	<i>81%-100% of AMI</i>	<i>&gt;100% of AMI</i>
American Indian or Alaska Native, Non-Hispanic	26.1%	26.1%	21.7%	0.0%	26.1%
Asian/API, Non-Hispanic	7.6%	9.9%	12.2%	7.8%	62.5%
Black or African American, Non-Hispanic	16.9%	12.6%	14.1%	8.6%	47.9%
White, Non-Hispanic	7.9%	7.4%	14.1%	10.6%	59.9%
Other Race or Multiple Race, Non-Hispanic	6.6%	5.0%	15.9%	11.3%	61.3%
Hispanic or Latinx	11.8%	17.0%	19.6%	11.2%	40.4%
<b>All Households</b>	<b>10.2%</b>	<b>10.8%</b>	<b>15.2%</b>	<b>10.0%</b>	<b>53.9%</b>

Source: ABAG-MTC Housing Needs Data Workbook, 2021

According to ACS 2019 five-year estimates, Fairfield has a poverty rate of 8.6 percent. This is slightly lower than the poverty rate of 9.5 percent in Solano County overall. Poverty rates have dropped in Fairfield and Solano County overall since 2012, from 12.9 percent and 11.9 percent, respectively. Table 2-9 displays the poverty status by race among Fairfield residents. Poverty is highest among those who identify as American Indian or Alaska Native (30.5 percent) and lowest among those who identify as Asian or Asian Pacific Islander (5.6 percent).

**Table 2-9: Poverty Status by Race (City of Fairfield)**

<i>Racial/Ethnic Group</i>	<i>Percent Below Federal Poverty Line</i>
American Indian or Alaska Native, Hispanic and Non-Hispanic	30.5%
Asian/API, Hispanic and Non-Hispanic	5.6%
Black or African American, Hispanic and Non-Hispanic	12.0%
White, Hispanic and Non-Hispanic	7.0%
White, Non-Hispanic	6.1%
Other Race or Multiple Races, Hispanic and Non-Hispanic	13.2%
Hispanic or Latinx	10.7%

Source: ABAG-MTC Housing Needs Data Workbook, 2021

## ELDERLY RESIDENTS

Elderly residents have many different housing needs, depending on their age, level of income, current tenure status, cultural background, and health status. Elderly households may need assistance with personal and financial affairs, networks of care to provide services and daily assistance, and even possible architectural design features that would accommodate disabilities that would help ensure continued independent living. Table 2-10 shows the distribution of Fairfield seniors by racial group compared to the population of other age groups. The majority of seniors in Fairfield identify as White (56.8 percent), followed by Asian or Asian Pacific Islander

(22.2 percent), and Black or African American (15.2 percent). Fairfield's seniors are slightly less diverse than its other age groups.

**Table 2-10: Senior and Youth Population by Race (City of Fairfield)**

Race	Age 0-17		Age 18-64		Age 65+	
	Number	Percent	Number	Percent	Number	Percent
American Indian or Alaska Native (Hispanic and Non-Hispanic)	73	0.2%	372	0.5%	116	0.8%
Asian/API (Hispanic and Non-Hispanic)	4399	15.0%	13,502	18.8%	3,126	22.2%
Black or African American (Hispanic and Non-Hispanic)	3,769	12.6%	11,706	16.3%	2,146	15.2%
White (Hispanic and Non-Hispanic)	13,392	45.8%	35,510	49.4%	8,004	56.8%
Other Race of Multiple Race (Hispanic and Non-Hispanic)	7,701	26.3%	10,861	15.1%	695	4.9%
<b>Total</b>	<b>29,244</b>	<b>100%</b>	<b>71,951</b>	<b>100%</b>	<b>14,087</b>	<b>100%</b>

Source: ABAG-MTC Housing Needs Data Workbook, 2021

One of the potential elderly housing needs that may require a specific governmental response is low incomes among older adults. As seen in Table 2-11, according to the ABAG-MTC Housing Data Needs Workbook, 12.2 percent of older adults aged 62 and over in Fairfield have an income below 30 percent of AMI, which is higher than among the overall population. As they age, older adults may face additional housing costs to ensure their homes remain accessible and to eliminate threats to health and safety. Like all lower income residents, many older adult residents may be facing overpayment problems or are unable to find affordable rental units at all. As seen in Table 2-11, senior renters are much more likely to fall into the extremely low-income or low-income categories than seniors who own their homes.

**Table 2-11: Senior Households<sup>1</sup> by Income and Tenure (City of Fairfield)**

<i>Income Group</i>	<i>Owner Occupied</i>		<i>Renter Occupied</i>		<i>All Senior Households</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
0%-30% of AMI	345	6.0%	635	27.3%	980	12.2%
31%-50% of AMI	650	11.3%	459	19.8%	1,109	13.8%
51%-80% of AMI	1,200	20.9%	365	15.7%	1,565	19.4%
81%-100% of AMI	544	9.5%	225	9.7%	769	9.5%
>100% of AMI	3,000	52.3%	640	27.5%	3,640	45.1%
<b>Total</b>	<b>5,739</b>	<b>100%</b>	<b>2,324</b>	<b>100%</b>	<b>8,063</b>	<b>100%</b>

Notes:

1. Senior households are those with a householder who is aged 62 or older.

Source: ABAG-MTC Housing Needs Data Workbook, 2021

Table 2-12 shows the percentage of those senior households at each income level that spend less than 30 percent of their income on housing costs, between 30 and 50 percent of their income on housing costs, and more than 50 percent of their income on housing costs. Those senior households considered extremely low-income (making less than 30 percent of AMI) are the group most likely to be spending more than 50 percent of their overall household income on housing costs at 62.8 percent.

**Table 2-12: Cost-Burdened Senior Households<sup>1</sup> by Income Level (City of Fairfield)**

<i>% of Income Used for Housing Costs</i>	<i>0%-30% of AMI</i>	<i>31%-50% of AMI</i>	<i>51%-80% of AMI</i>	<i>81%-100% of AMI</i>	<i>&gt;100% of AMI</i>
<30% of Income	20.9%	29.2%	56.9%	59.8%	85.7%
30%-50% of Income	16.3%	17.1%	22.0%	30.6%	11.8%
>50% of Income	62.8%	53.7%	21.1%	9.6%	2.5%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Notes:

1. Senior households are those with a householder who is aged 62 or older

Source: ABAG-MTC Housing Needs Data Workbook, 2021

Other potential elderly housing needs that may require a specific governmental response include:

- **Assisted living facilities.** Assisted living facilities provide elderly residents with the opportunity to maintain an independent housing unit while receiving needed medical services and social support. Congregate care facilities include housing with medical and health services.
- **Relocation assistance.** Some elderly residents need assistance in relocating to a dwelling that better suits their space and income needs.

- **Mobility impairment.** Mobility-impaired elderly residents requiring special accessibility features in their dwelling units. Mobility impairment may require that special accessibility features be included in the design and construction of a home. Mobility impairment can also create a need for a living arrangement that includes health, meals, cleaning, and/or other services as part of the housing package. A number of living arrangements are possible, from senior citizen developments with individual dwelling units to assisted living facilities to 24-hour support services. Table 2-13 shows the prevalence of different types of disabilities among seniors over age 65 in Fairfield. The most prevalent type of disability is ambulatory difficulty, experienced by 23.9 percent of Fairfield seniors. An ambulatory difficulty refers to a mobility impairment that causes significant difficulty walking or climbing stairs.

**Table 2-13: Seniors (Age 65 and Over) by Type of Disability (City of Fairfield)**

<i>Disability</i>	<i>Percentage of Seniors</i>
With an ambulatory difficulty <sup>1</sup>	23.9%
With an independent living difficulty <sup>2</sup>	15.7%
With a hearing difficulty	14.8%
With a self-care difficulty <sup>3</sup>	10.2%
With a cognitive difficulty <sup>4</sup>	9.8%
With a vision difficulty	6.2%

Notes:

1. Ambulatory difficulty refers to having serious difficulty walking or climbing stairs.
2. Independent living difficulty refers to having difficulty doing errands alone due to a physical, mental, or emotional problem.
3. Self-care difficulty refers to having difficulty bathing or dressing.
4. Cognitive difficulty refers to having difficulty remembering, concentrating or making decisions due to a physical, mental, or emotional problem.

*Source: ABAG-MTC Housing Needs Data Workbook, 2021*

**Senior Housing**

Currently, the Fairfield has 854 units specifically reserved for senior housing (Table 2-14). Of that total, 383 units are restricted to be affordable. Thus, there is one designated senior housing unit for approximately every 10 senior households in Fairfield. However, many senior households may prefer to stay in their existing residences well into retirement. Senior housing may be most attractive to the oldest cohort (85 years and older), and the 854 existing units may be adequate for current populations in that cohort. However, the City will continue to support the construction of senior housing, particularly near services such as shopping, medical care, and recreation, to prepare for the aging population.

**Table 2-14: Senior Housing**

<i>Facility Name</i>	<i>Address</i>	<i>Units</i>	<i>Affordable</i>	<i>Project Type</i>
Rockville Terrace	Business Center Drive	160	No	Assisted Living
Paradise Valley Estates	Paradise Valley Drive	70	No	Cottages (20); Apartments (50)
Senior Manor	1101 Union Ave	84	Yes	
Woodcreek Senior Commons	Woodcreek Drive at Oliver Road	96	No	
Dover Woods	2801 Dover Avenue	200	Yes	
The Village at Ranch Solano	Rancho Solano Parkway	145 <sup>1</sup>	No	Assisted Living
Parkway Plaza	188 East Alaska Ave.	99	Yes	All one-bedroom units

Notes:

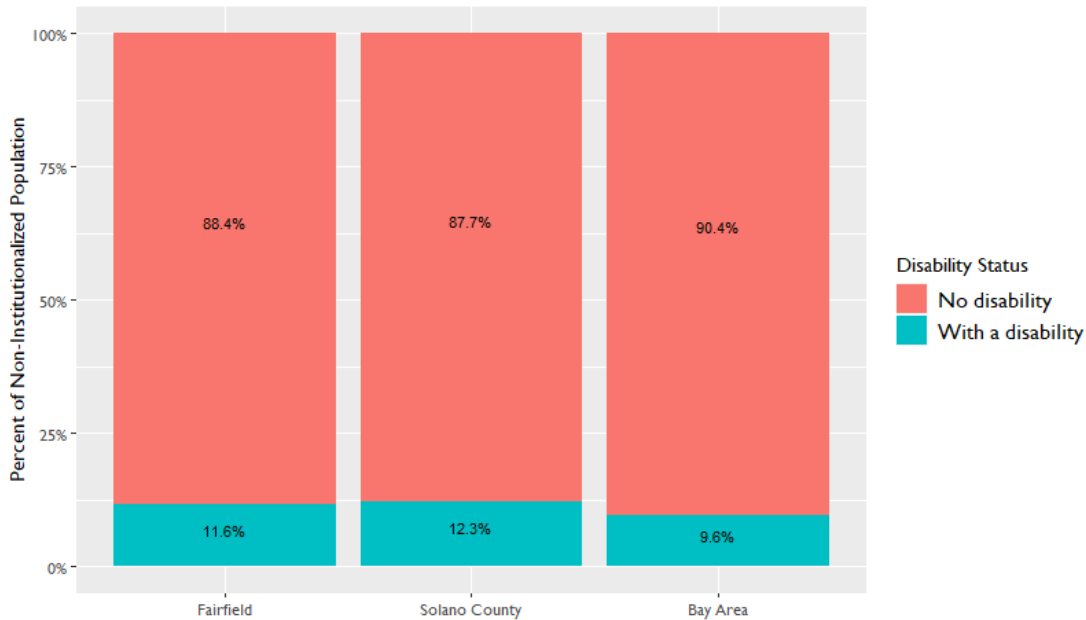
1. Includes an additional 52 memory care units.

*Source: City of Fairfield, 2021*

## **PERSONS WITH DISABILITIES**

Persons with disabilities have physical or mental impairments that require special housing designed for self-sufficiency. According to 2019 American Community Survey estimates compiled by ABAG, 13,038 persons (11.6 percent of the non-institutionalized population) in Fairfield had a disability. This proportion is about equivalent to Solano County and slightly higher than that of the Bay Area, see Chart 2-3.

**Chart 2-3: Population by Disability Status, 2019**



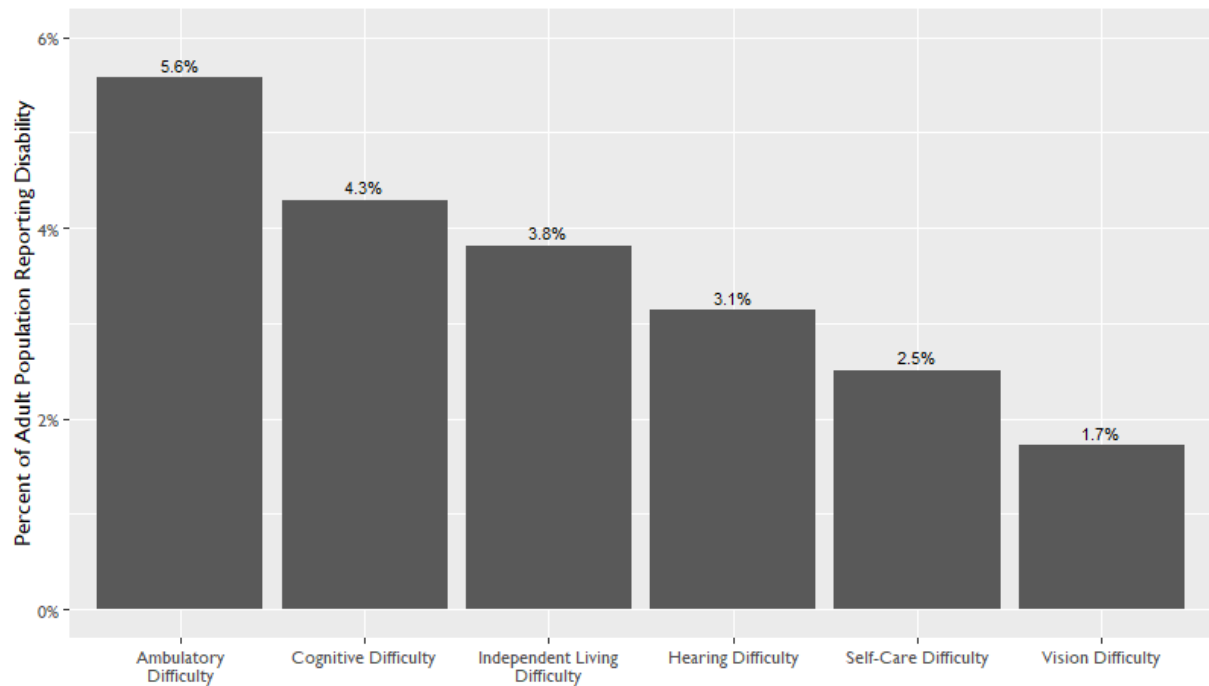
Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B18101)

Disability can further be broken down into six categories. The Census Bureau provides the following definitions for these disability types:

- Hearing difficulty: deaf or has serious difficulty hearing.
- Vision difficulty: blind or has serious difficulty seeing even with glasses.
- Cognitive difficulty: has serious difficulty concentrating, remembering, or making decisions.
- Ambulatory difficulty: has serious difficulty walking or climbing stairs.
- Self-care difficulty: has difficulty dressing or bathing.
- Independent living difficulty: has difficulty doing errands alone such as visiting a doctor's office or shopping.

These disability types are counted separately and are not mutually exclusive, as an individual may report more than one disability; thus, these counts should not be summed. Chart 2-4 provides a breakdown of Fairfield's adult population by disability type. The most prevalent disability was ambulatory difficulty at 5.6 percent.



**Chart 2-4: Fairfield Disability by Type, 2019**

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B18102, Table B18103, Table B18104, Table B18105, Table B18106, Table B18107)

Further, residents with disabilities may have more difficulty in finding employment. In Fairfield, according to 2019 ACS estimates compiled by ABAG, approximately 14.6 percent of the civilian noninstitutionalized population 18 years to 64 years in the labor force with a disability were unemployed, while only 5.2 percent of those with no disability were unemployed. The census considers individuals to not be in the labor force if they are not employed and are either not available to take a job or are not looking for one. This category typically includes discouraged workers, students, retired workers, stay-at-home parents, and seasonal workers in an off season who are not looking for work.

Given the barriers faced by persons with disabilities, the provision of affordable and barrier-free housing is essential to meet their housing needs. There are two approaches to housing design for residents with disabilities: adaptability and accessibility. Adaptable housing is a design concept in which a dwelling unit contains design features that allow for accessibility and use by mobility-impaired individuals with only minor modifications. An accessible unit has the actual special features installed in the house (grab bars, special cabinetry). To address these needs, the State requires design or accessibility modifications, such as access ramps, wider doorways, assist bars in bathrooms, lower cabinets, elevators and the acceptance of service animals.

## **Developmental Disabilities**

Since January 2011, per SB 812 as codified in Section 65583, housing elements are required to address the housing needs of individuals with a developmental disability within the community. The analysis must include an estimate of the number of persons with developmental disabilities, an assessment of the housing need, and a discussion of potential resources. According to Section 4512 of the Welfare and Institutions Code a "developmental disability" means a disability that originates before an individual attains age 18 years, continues, or can be expected to continue, indefinitely, and constitutes a substantial disability for that individual which includes intellectual disability, cerebral palsy, epilepsy, and autism. This term shall also include disabling conditions found to be closely related to intellectual disability or to require treatment similar to that required for individuals with an intellectual disability, but shall not include other disabling conditions that are solely physical in nature.

Many developmentally disabled persons can live and work independently within a conventional housing environment. More severely disabled individuals require a group living environment where supervision is provided. The most severely affected individuals may require an institutional environment where medical attention and physical therapy are provided. Because developmental disabilities exist before adulthood, the first issue in supportive housing for the developmentally disabled is the transition from the person's living situation as a child to an appropriate level of independence as an adult.

The California Department of Developmental Services (DDS) is responsible for overseeing the coordination and delivery of services to more than 330,000 Californians with developmental disabilities including cerebral palsy, intellectual disability, Down Syndrome, autism, epilepsy, and related conditions through a network of 21 regional centers and state-operated facilities.

DDS consumer data compiled by ABAG provides an estimate of the number of Fairfield residents with a developmental disability. Table 2-15 below shows that the vast majority of residents with a developmental disability live in the home of a parent/family/guardian. Further, approximately 59.9 percent (701 persons) of the population that has a developmental disability is over the age of 18, while 40.1 percent (470 persons) is under 18 years old.

**Table 2-15: Fairfield Population with Developmental Disabilities by Residence<sup>1</sup>**

<i>Residence Type</i>	<i>Number</i>	<i>Percent</i>
Home of Parent/Family/Guardian	834	71.1%
Community Care Facility	177	15.1%
Independent/Supported Living	110	9.4%
Intermediate Care Facility	28	2.4%
Foster/Family Home	15	1.3%
Other	9	0.8%
<b>Total</b>	<b>1,173</b>	<b>100.0%</b>

1. The California Department of Developmental Services provides ZIP code level counts. To get jurisdiction-level estimates, ZIP code counts were crosswalked to jurisdictions using census block population counts from Census 2010 SF1 to determine the share of a ZIP code to assign to a given jurisdiction. Independent living difficulty refers to having difficulty doing errands alone due to a physical, mental, or emotional problem.

*Source: ABAG-MTC Housing Needs Data Workbook (California Department of Developmental Services, Consumer Count by California ZIP Code and Residence Type, 2020)*

There are a number of housing types appropriate for people living with a development disability: rent subsidized homes, licensed and unlicensed single-family homes, inclusionary housing, Section 8 vouchers, special programs for home purchase, HUD housing, and SB 962 homes. The design of housing-accessibility modifications, the proximity to services and transit, and the availability of group living opportunities represent some of the types of considerations that are important in serving this need group. Incorporating ‘barrier-free’ design in all, new multifamily housing (as required by California and Federal Fair Housing laws) is especially important to provide the widest range of choices for disabled residents. Special consideration should also be given to the affordability of housing, as people with disabilities may be living on a fixed income.

## **LARGE FAMILIES**

Large families are those households of five or more related individuals. The special need of this group is for housing of sufficient size and number of bedrooms that would prevent overcrowding. Cost is an important consideration, as many large families do not have sufficient income to afford larger homes or apartments. As shown in Table 2-16, the 2019 American Community Survey reported 5,870 large households with five or more members, including 3,503 owner-occupied households and 2,367 renter-occupied households. About 16.1 percent of owner-occupied households and 15.8 percent of renter-occupied households were considered large households.

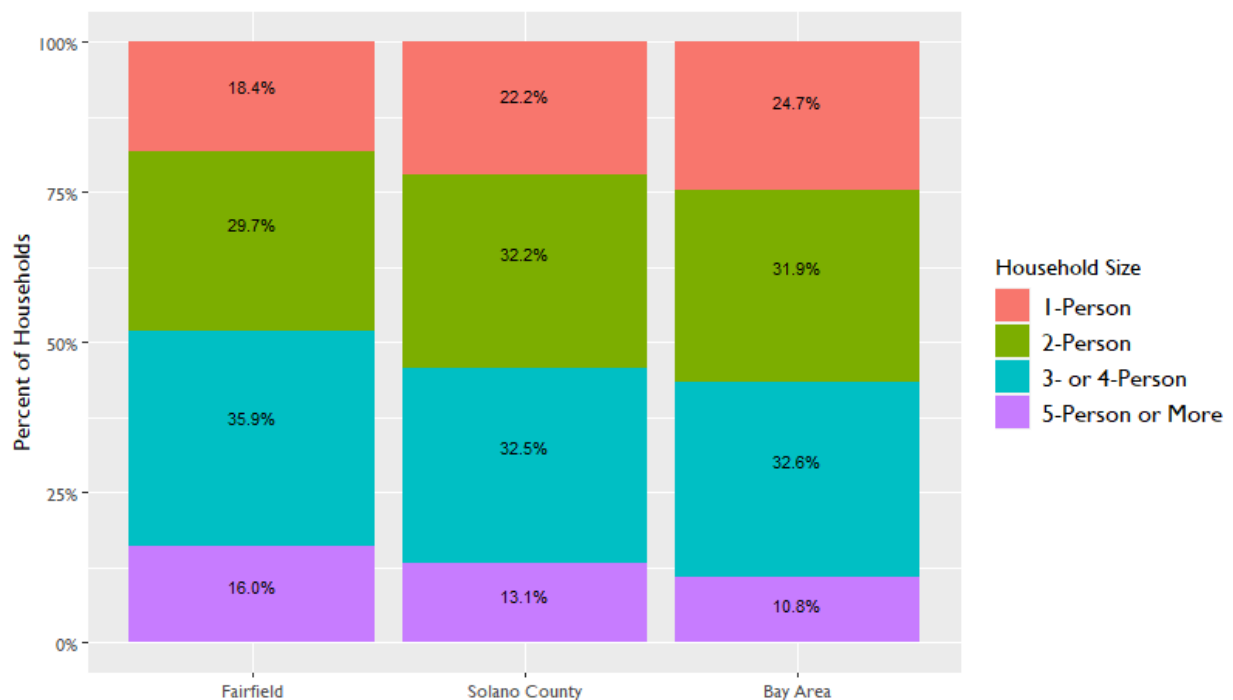
**Table 2-16: Fairfield Household Size by Tenure**

Housing Type	Owner-Occupied		Renter-Occupied	
	Number	Percent	Number	Percent
1 Person Household	3,414	15.7%	3,338	22.3%
2 Person Household	6,739	30.9%	4,188	28.0%
3 Person Household	4,356	20.0%	2,663	17.8%
4 Person Household	3,777	17.3%	2,406	16.1%
<b>5 Or More Person Household</b>	<b>3,503</b>	<b>16.1%</b>	<b>2,367</b>	<b>15.8%</b>

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25009)

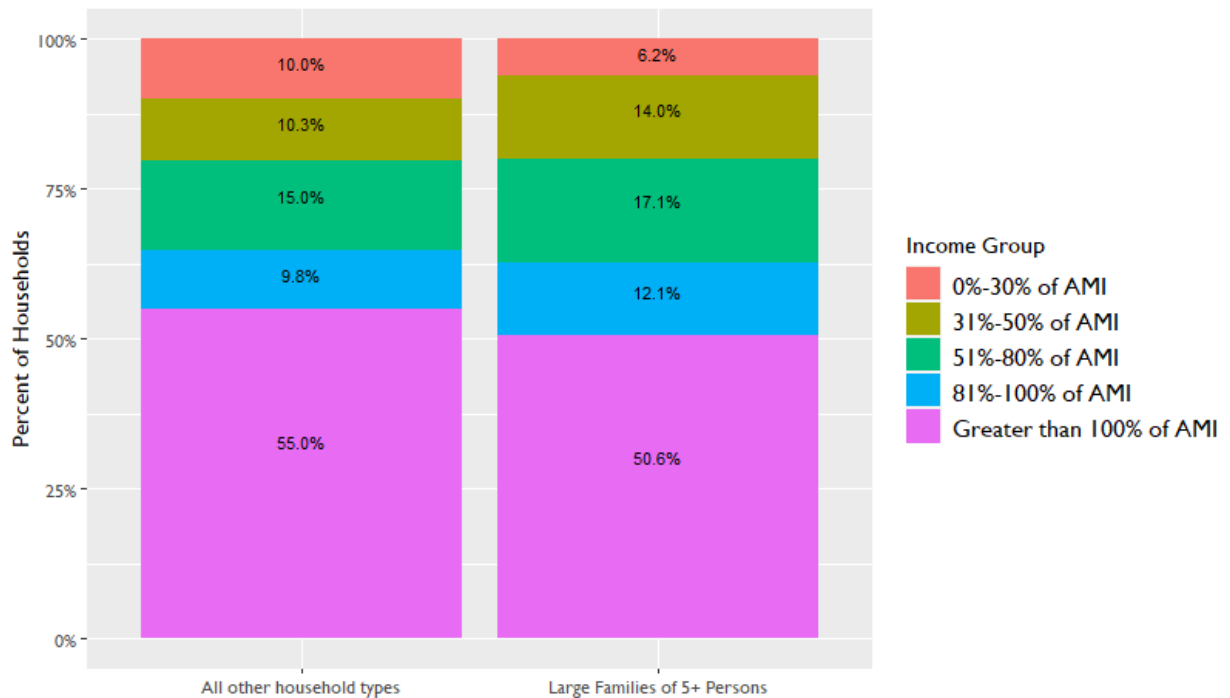
In comparison to surrounding jurisdictions, Fairfield had a higher proportion of large family households. Chart 2-5 shows that while about 16.0 percent of households in Fairfield are considered large households, only 13.1 percent in Solano County and 10.8 percent in the Bay Area are. Of the large families within Fairfield, approximately 37.3 percent are considered lower-income households (i.e., households below 80 percent AMI). This is only slightly higher than the proportion for all other household types at 35.3 percent (see Chart 2-6).

**Chart 2-5: Households by Household Size in Fairfield and Surrounding Areas**



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B11016)

**Chart 2-6: Fairfield Household Size by Household Income Level**



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release)

In addition to household income, cost burden can be used to determine the extent of housing needs for large family households. Cost burden indicates that a household is paying between 30 percent and 50 percent of their income towards rent, while severe cost burden indicates that a household is paying over 50 percent of their income towards rent. As shown in Table 2-17, about 37.2 percent of large families experience some level of cost burden, while 34.8 percent of all other household types experience cost burden. Large families are more likely to experience severe cost burden.

**Table 2-17: Fairfield Cost Burden by Household Size**

Income Category	Large Family (5+ Persons)		All Other Household Types	
	Number	Percent	Number	Percent
No Cost Burden	19,028	62.8%	3,385	65.2%
Cost Burden	6,110	20.2%	1,355	26.1%
Severe Cost Burden	5,138	17.0%	450	8.7%
<b>Total</b>	<b>30,276</b>	<b>100.0%</b>	<b>5,190</b>	<b>100.0%</b>

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release)

## FEMALE-HEADED HOUSEHOLDS

Female-headed families, including those with children, are identified as a special needs group, because they are more likely to be low-income and face difficulty in finding affordable housing. As shown in Table 2-18 there were about 5,353 female-headed households and 2,720 male-headed households in Fairfield. These households were 14.6 percent and 7.4 percent, respectively, of Fairfield’s total number of households. Female-headed households represented about 10.7 percent of owner-occupied households and 20.2 percent of renter-occupied households.

**Table 2-18: Fairfield Household Type by Tenure**

<i>Household Type<sup>1</sup></i>	<i>Owner-Occupied</i>		<i>Renter-Occupied</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Married-Couple Family Households	13,866	63.6%	6,083	40.7%
<b>Female-Headed Family Households</b>	<b>2,336</b>	<b>10.7%</b>	<b>3,017</b>	<b>20.2%</b>
<b>Male-Headed Family Households</b>	<b>1,295</b>	<b>5.9%</b>	<b>1,425</b>	<b>9.5%</b>
Householders Living Alone	3,414	15.7%	3,338	22.3%
Other Non-Family Household	878	4.0%	1,099	7.3%

1. For data from the Census Bureau, a “family household” is a household where two or more people are related by birth, marriage, or adoption. “Non-family households” are households of one person living alone, as well as households where none of the people are related to each other.

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25011)

Of the 5,353 female-headed households in Fairfield, about 64.6 percent of them had minor children under 18 years-old. Table 2-19 below shows the number of these households that were below the poverty line. About 27.5 percent of female-headed households with children were under the poverty line, while only 6.9 percent of households without children were. This demonstrates that female-headed households with children are more likely to have greater housing needs and face difficulties in finding affordable housing.

**Table 2-19: Fairfield Female-Headed Households by Poverty Status<sup>1</sup>**

<i>Poverty Level</i>	<i>Households With Children</i>		<i>Households Without Children</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Above Poverty Level	2,508	72.5%	1,763	93.1%
Below Poverty Level	952	27.5%	130	6.9%

1. The Census Bureau uses a federally defined poverty threshold that remains constant throughout the country and does not correspond to Area Median Income.

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B17012)



## PERSONS EXPERIENCING HOMELESSNESS

Starting in 2016, the Community Action Partnership of Solano Joint Powers Authority (CAP Solano JPA) led the development of a Strategic Plan, Neighbors Helping Neighbors: Forward Together, the 5-Year Regional Strategic Plan to Respond to Homelessness in Solano County. Approved in March of 2017 with a No Place Like Home (NPLH) addendum added in 2019, the regional Strategic Plan focused on responding to homelessness both immediately and in the long-term and represented an important and necessary collaboration in Solano County. The plan and its subsequent addendum helped identify specific, key changes to move the needle on homelessness in Solano County, from a regional perspective. The City of Fairfield was a leader in the development of that Regional Plan and has continued to be a leader in implementing the goals described in the Regional Plan to address homelessness in Solano County.

**Table 2-20: Fairfield 2020 Homeless Strategy**

<i>Strategy</i>	<i>Actions</i>
Protect the Health and Safety of Fairfield Residents	<ul style="list-style-type: none"> <li>• Enforce existing City ordinances/laws in respect to criminal activities in and about homeless locations.</li> <li>• Act as liaison to residents, businesses, and community agencies.</li> <li>• Reduce blight through swift encampment and debris removal.</li> </ul>
Increase Housing Opportunities & Displacement Support	<ul style="list-style-type: none"> <li>• Seek and secure grant funding for all types of shelter &amp; housing within continuum of services.</li> <li>• Explore and implement innovative housing solutions based on proven outcomes.</li> <li>• Develop public/private partnerships to build full continuum of housing opportunities that includes wrap around services.</li> </ul>
Strengthen System of Care Services & Programs	<ul style="list-style-type: none"> <li>• Seek and secure grant funding for homeless housing, prevention and diversion.</li> <li>• Support public/private partnerships to provide direct outreach to homeless.</li> <li>• Quickly and efficiently connect persons in need to appropriate resources.</li> </ul>
Improve Public Policy and Community Engagement	<ul style="list-style-type: none"> <li>• Update and support local and state policies that protect residents &amp; reduce homeless related criminal activity.</li> <li>• Enhance access to housing &amp; homeless services through public awareness education strategy.</li> <li>• Increase awareness of housing, homeless issues and City efforts in Fairfield.</li> </ul>
Strengthen Regional Capacity to Address Homelessness	<ul style="list-style-type: none"> <li>• Support CAP Solano JPA regional efforts to respond to homelessness.</li> <li>• Support efforts to streamline Coordinated Entry approach to expedite referrals for housing &amp; supportive services.</li> <li>• Partner with County on housing and shelter sustainability &amp; supportive services.</li> </ul>

*Source: City of Fairfield, Homeless Services Division, 2020*



The City of Fairfield’s Homeless Strategy is aligned with the goals of the 5-Year Regional Plan and aims to coordinate resources and services with the goal of reducing the number of people experiencing homelessness in the City of Fairfield. In 2020, the City Council created a Homeless Services Division in the City Manager’s Office to oversee the City’s response to homelessness. As part of its Homeless Strategy, the City Manager’s Office completed a Gaps Analysis Report in 2021 to better understand gaps and barriers to services within the local homeless system of care. The City’s 2020 Homeless Strategy is outlined in Table 2-20.

### **Regional Homeless Demographics**

A common method to assess the number of homeless persons in a jurisdiction is through a Point-in-Time (PIT) Count. The PIT Count is a census of sheltered and unsheltered persons conducted by a Continuum of Care, defined by HUD as “a regional or local planning body that coordinates housing and services funding for homeless families and individuals.” Each Bay Area county is its own CoC; Solano County’s CoC is known as Housing First Solano.

The Point-in-Time (PIT) Count has two variants: sheltered and unsheltered. The sheltered PIT count is conducted on an annual basis and counts the number of persons who are in emergency shelter or transitional housing. The sheltered PIT count also collects demographic information such as age, gender, length of time homeless, income, and housing history. The unsheltered PIT count, conducted biannually, counts the number of persons who are observed on the street. The PIT count is conducted on a single day/night during the last ten days of January, and is therefore not meant to represent the overall number of individuals who experience homelessness over the course of a year.

The PIT Count represents one of many metrics that provides information on persons experiencing homelessness and should be considered in the context of other key data sources when assessing the state of homelessness in a community. However, CAP Solano does conduct a comprehensive PIT Count, most recently producing the 2019 PIT Comprehensive Report. Together, these data sources can illuminate important trends affecting populations experiencing homelessness and can produce a more accurate representation of the state of homelessness within a community than the PIT Count can provide alone.

Table 2-21 provides an estimate of the population experiencing homelessness by household type and shelter status in Solano County. According to the 2019 PIT Count, there were 219 sheltered persons and 932 unsheltered persons in Solano County.

**Table 2-21: Homelessness by Household Type and Shelter Status in Solano County**

<i>Shelter Status</i>	<i>People in Households Composed Solely of Children Under 18</i>	<i>People in Households with Adults and Children</i>	<i>People in Households without Children Under 18</i>	<b>Total</b>
Sheltered – Emergency Shelter	0	40	98	<b>138</b>
Sheltered – Transitional Housing	0	31	50	<b>81</b>
Unsheltered	5	8	919	<b>932</b>

*Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Housing and Urban Development (HUD), Continuum of Care (CoC) Homeless Populations and Subpopulations Reports, 2019)*

A significant racial/ethnic disparity of the population experiencing homelessness is also apparent in Solano County, with Black or African American residents vastly overrepresented. Table 2-22 shows that in 2019 Black or African American residents made up 37.2 percent of the population experiencing homelessness while only being 13.9 percent of the overall population in the county. The table also shows that Asian/Asian Pacific Islander (API) and White residents are underrepresented among the population experiencing homelessness. Further, Hispanic/Latinx residents of any race are underrepresented among the population experiencing homelessness.

**Table 2-22: Racial/Ethnic Group Share of General and Homeless Population in Solano County**

<i>Racial/Ethnic Group</i>	<i>Share of Homeless Population</i>	<i>Share of Overall Population</i>
American Indian or Alaska Native (Hispanic and Non-Hispanic)	2.9%	0.5%
Asian / API (Hispanic and Non-Hispanic)	7.0%	16.4%
Black or African American (Hispanic and Non-Hispanic)	37.2%	13.9%
White (Hispanic and Non-Hispanic)	38.6%	52.6%
Other Race or Multiple Races (Hispanic and Non-Hispanic)	14.3%	16.6%
Hispanic/Latinx	16.2%	26.1%
Non-Hispanic/Latinx	83.8%	73.9%

*Note: The data from HUD on Hispanic/Latinx ethnicity for individuals experiencing homelessness does not specify racial group identity. Accordingly, individuals in either ethnic group identity category (Hispanic/Latinx or non-Hispanic/Latinx) could be of any racial background.*

*Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Housing and Urban Development (HUD), Continuum of Care (CoC) Homeless Populations and Subpopulations Reports, 2019)*

### Local Homelessness Demographics

Per HCD's requirements, jurisdictions also need to supplement county-level data with local estimates of people experiencing homelessness. According to the 2019 PIT Comprehensive Report, nearly 53.0 percent of respondents in Solano County reported having stayed in Fairfield over the past year. The 2019 PIT Count identified 277 persons experiencing homelessness in the City of Fairfield, including 224 unsheltered persons (e.g., persons who were living in a place not meant for habitation) and 53 persons who were sheltered (e.g., persons who were staying at an emergency shelter or transitional housing program). This was a 50 percent decrease (-279 persons) since the 2017 PIT Count, when 556 homeless persons were identified in the City. While significant progress to increase shelter capacity and promote service entry has occurred since 2019, Unsheltered numbers were particularly high and sheltered numbers were low since Mission Solano, a major shelter in the county, was undergoing transition with reduced capacity available.

While the 2019 PIT Count indicates that the number of persons experiencing homelessness in the city is decreasing, this does not necessarily reflect the increase in “visible” homelessness – including more seriously impaired or disabled persons. This includes both the growth of informal tent encampments and the number of persons living in vehicles, like camper vans. With increased enforcement of encampment site cleanup and additional services available in the city, residents experiencing homelessness are more visible because they can no longer stay in “permanent” encampments.

CAP Solano's Coordinated Entry System (Resource Connect Solano) provides an additional source of local data via information entered in the Homeless Management Information System (HMIS). Between February 1, 2019, and July 31, 2020, 1,036 unduplicated persons in Fairfield utilized Resource Connect Solano's services. It should be noted that not all persons using Resource Connect Solano's services actively experience homelessness, as Resource Connect Solano also provides rental assistance, homelessness prevention, utility assistance, and other services. During this same period, 263 unduplicated persons experiencing homelessness in Fairfield were assessed as part of Resource Connect Solano, a decrease from 420 persons experiencing homelessness assessed during the same six-month period in 2019.

It is important to highlight two factors that may have impacted data on persons assessed by Coordinated Entry in HMIS. As Resource Connect Solano did not begin entering data into HMIS until August 2017, it is likely the case that at least some of the persons recorded as having entered the homeless system between February 1, 2019, and July 31, 2020, did not become homeless for the first time during this period. In other words, it is possible that some clients first engaged a homeless service provider prior to their assessment by Resource Connect Solano.

In addition, in keeping with the State's shelter-in-place order in March 2020, and subsequent public health guidelines introduced in response to COVID-19, Resource Connect Solano suspended in-person assessments at physical access points in the spring of 2020. As some clients without access to phone or video conferencing technology may have been unable to complete an assessment with the Coordinated Entry System operator, it is possible that the number of persons assessed by the Coordinated Entry System between February 1 and July 31, 2020,

may underestimate the true number of persons who accessed Resource Connect Solano services during this period.

**Table 2-23: Persons Entering the Homeless System of Care in Fairfield, 2019 - 2020**

<i>Demographic Group</i>	<i>Persons Entering the Homeless System</i>		<i>Persons Enrolled in a Shelter or Permanent Housing Program for Formerly Homeless Persons</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
<b>Race</b>				
American Indian or Alaska Native	22	2%	32	4%
Asian	23	2%	21	2%
Black or African American	503	49%	335	38%
Multiple Races	69	7%	82	9%
Native Hawaiian or Other Pacific Islander	16	2%	17	2%
White	403	39%	392	45%
<b>Ethnicity</b>				
Hispanic/Latino	145	14%	148	17%
Non-Hispanic/Non-Latino	891	86%	731	83%
<b>Gender</b>				
Female	557	54%	411	47%
Male	479	46%	468	53%
<b>Age</b>				
Children (under 18)	259	25%	178	20%
Adults (18 and over)	777	75%	701	80%
<b>Household Types</b>				
Households with Children and Adults	397	38%	298	34%
Households without Children	614	59%	575	65%
Households with Only Children	25	2%	6	1%
<b>Total</b>				
All Persons	1,036	100%	879	100%

Source: City of Fairfield, *Fairfield Gaps Analysis, 2021*

The demographics of the persons who used the homeless system of care during the 2019 to 2020 period is available in Table 2-23. An estimated 879 unduplicated persons in Fairfield were enrolled in a shelter or housing program during the period. Between February 1, 2020 and July 31, 2020, an estimated 433 unduplicated persons in the city were enrolled in a shelter or housing program. This is a slight decrease from an estimated 471 persons who were enrolled at a shelter or housing program during the same period in 2019. Similar to Solano

County, there was an overrepresentation of Black or African American individuals experiencing homelessness in Fairfield. Further, Black or African American individuals were less likely to enroll in a shelter or housing program relative to other homeless populations.

In addition to the demographics discussed, of the persons who used the homeless system of care 354 (34 percent) were chronically homeless, 133 (13 percent) were survivors of domestic violence, 84 (8 percent) were aging adults (62-years-old or older), and 68 (7 percent) were unaccompanied youth. Further, 528 (51 percent) self-reported some form of disability, including 267 (26 percent) who reported having a mental health problem, 170 (16 percent) who reported having a chronic health condition, 164 (16 percent) who reported having a physical disability, and 127 (12 percent) who reported having an addiction to drugs or alcohol.

### **Local Homeless Housing Facilities**

There are a variety of shelter types to meet the different needs of the homeless population. Identified below are the five types of facilities that provide shelter for homeless individuals and families in Fairfield: emergency shelters, transitional housing, safe haven beds, Rapid Re-Housing beds, and permanent supportive housing. Table 2-24 indicates the number of available beds by housing type in Fairfield (as of 2020).

- **Emergency Shelter** – Defined as a “homeless shelter” in the Fairfield Municipal Code, an emergency shelter is an establishment providing short-term transient shelter to homeless persons including incidental support functions, such as food service and counseling.
- **Transitional Housing** – Defined in the Fairfield Municipal Code as a service-providing intermediate shelter to persons for up to nine months. Transitional housing will offer, either on or off-site, access to social services, counseling, and other programs to assist formerly homeless residents in the transition to permanent housing. This classification does not include facilities licensed for residential care by the State of California or homeless shelters.
- **Safe Haven** – A safe haven is a form of supportive housing that serves hard-to-reach homeless persons with severe mental illness who are on the street and have been unwilling to participate in supportive services.
- **Rapid Re-Housing** – Rapid re-housing provides short-term rental assistance and services in order to help people obtain housing quickly. Available beds correspond to the number of vouchers available for tenant-based Rapid Re-Housing programs in Solano County.
- **Permanent Supportive Housing** – Permanent supportive housing is an intervention that combines affordable housing assistance with voluntary support services to address the needs of chronically homeless people.

**Table 2-24: Shelter and Housing Inventory<sup>1</sup>, 2020**

<i>Shelter or Housing Type</i>	<i>Total Beds</i>	<i>Percent of Total Inventory</i>	<i>Beds for Households w/o Children</i>	<i>Beds for Households w/ Children</i>
Emergency Shelter	137	30%	109	28
Transitional Housing	45	10%	45	0
Safe Haven	0	-	0	0
Rapid Re-Housing	177	39%	129	48
Permanent Supportive Housing	98	21%	98	0
<b>Total Beds</b>	<b>457</b>	<b>100%</b>	<b>381</b>	<b>76</b>

1. Beds for Households w/ Only Children excluded, as no shelter or housing type has any beds for this household type.

Source: City of Fairfield, *Fairfield Gaps Analysis, 2021*

Per Table 2-24, at the time of the 2020 Housing Inventory Count, there were 457 shelter and housing beds available to homeless and formerly homeless persons in Fairfield. There were 182 temporary beds, including 137 shelter beds (30 percent of total beds) and 45 transitional housing beds (10 percent), as well as 275 (60 percent) permanent housing beds, including 177 rapid re-housing “beds” or vouchers (39 percent) and 98 permanent supportive housing beds (21 percent). There were no safe haven beds at the time of the 2020 Housing Inventory Count.

In November 2020, the City Council approved Urgency Ordinance No. 2020-19 to implement a temporary shelter permit program. The temporary shelter program allows religious facilities and other assembly uses to obtain a permit to provide shelter for homeless individuals and families on a temporary basis. The BayNorth Church of Christ established one such temporary shelter for homeless individuals and families who are at high-risk for contracting COVID-19. However, the BayNorth emergency shelter ended on April 30, 2021, as did the urgency ordinance.

Further, as part of the statewide Project Roomkey effort, non-congregate emergency shelters are available to individuals who are at high-risk of serious complications from COVID-19. While the State’s non-congregate emergency shelter program successfully placed 67 persons experiencing homelessness in Fairfield into temporary emergency shelter by July 31, 2020, social distancing requirements at other site-based shelter and housing programs likely contributed to the slight decline in the number of persons enrolled in shelter and housing programs observed during this period.

State law requires that jurisdictions provide suitable sites for these various housing types, including “by right” permitting for emergency shelters and low barrier navigation centers, among other requirements. A low barrier navigation center, as defined by Government Code Section 65660, is a “Housing First, low-barrier, service-enriched shelter focused on moving people into permanent housing that provides temporary living facilities while case managers connect individuals experiencing homelessness to income, public benefits, health services, shelter, and housing.” The availability of sites for such shelters and other State requirements is addressed in the Housing Constraints chapter of this Housing Element.

## **FARMWORKERS**

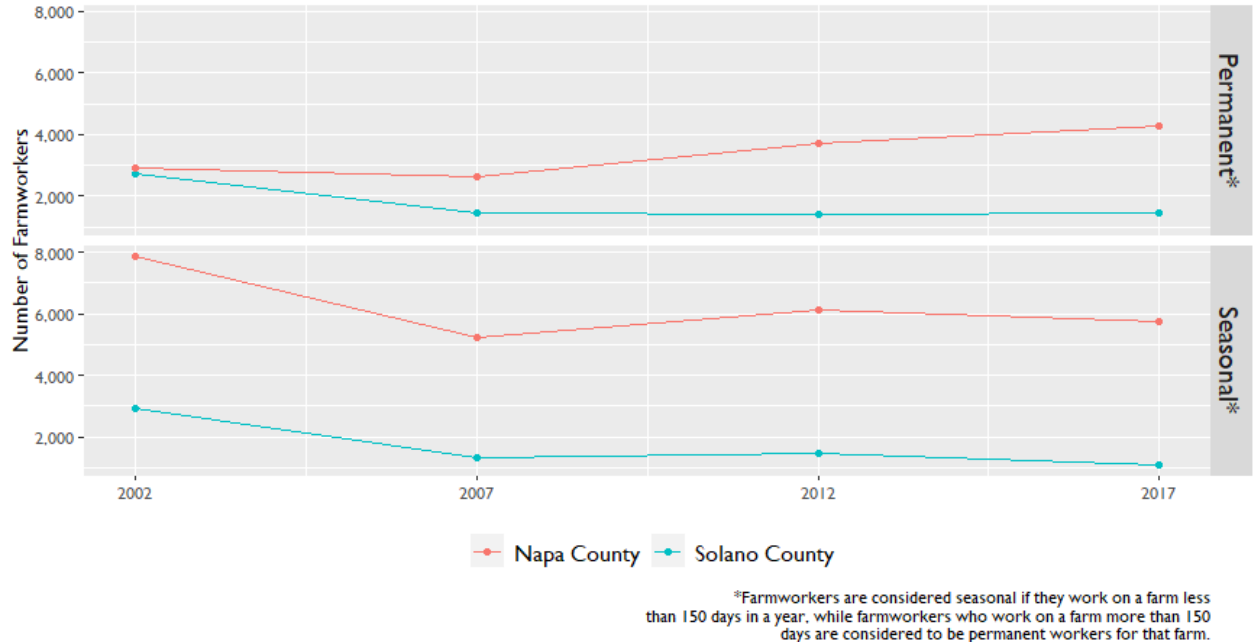
Farmworkers are traditionally defined as people whose primary incomes are earned through permanent or seasonal agricultural labor. Farmworkers are generally considered to have special housing needs due to their limited income and the often unstable nature of their employment. In addition, farmworker households tend to have high rates of poverty, live disproportionately in housing that is in the poorest condition, have very high rates of overcrowding, and have low homeownership rates. Given the high rate of urbanization in Fairfield over the past 30 years, along with changes in local agriculture industries, farmworker residents are likely to be permanent, rather than migrant farmworkers. The special housing needs among the permanent farmworker population are for the same type of financial assistance that other low-income residents would require.

Although farmworkers still represent a special housing need in many communities, the advent of mechanization in harvesting crops, new planting techniques, and changes in the types of crops grown have substantially reduced the overall number of farmworkers and the proportion of migrant farmworkers. Urbanization has further decreased agricultural employment in Solano County. There are no working farms within the city limits, except for limited cattle grazing operations, including leased operations on City-owned open space properties.

In Solano County, there has been a steady and continued decrease in the number of seasonal and permanent farmworkers. According to the U.S. Department of Agriculture (USDA) Census of Farmworkers, between 2002 and 2017 Solano County has experienced a 64.7 percent decrease in the number of seasonal farmworkers (i.e., those that have worked on a farm 150 days or less). The number of permanent farmworkers has also decreased significantly since 2002 but was relatively stable during the 2007 to 2017 period. In 2017, there were 2,513 farmworkers in total. Neighboring Napa County, on the other hand, has seen a steady increase in the number of permanent farmworkers between 2002 and 2017, although its seasonal farmworker total has decreased as well. See Chart 2-7 for these trends.

**Chart 2-7: Farm Operations and Farm Labor in Solano County and Napa County, 2002 – 2017**

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Agriculture, Census of Farmworkers (2002,



2007, 2012, 2017), Table 7: Hired Farm Labor)

In the local setting, estimating the size of the agricultural labor force can be especially problematic due to undercounts and inconsistent definitions across government agencies. According to the Census, there were 1,021 Fairfield residents employed in the agriculture and natural resources industry in 2019 – about 1.9 percent of the labor force. This is similar to Solano County (1.5 percent), but higher than the Bay Area (0.7 percent). Determining the breakdown by seasonal and permanent workers can be even more difficult. Data from the California Department of Education provides one local estimate by tracking the student population of migrant workers, available in Table 2-25. The number of migrant workers in Fairfield’s student population has increased from 11 during the 2016-2017 academic year to 109 during the 2019-2020 academic year. Solano County has also seen an increase, while the Bay Area has seen a steady decrease during the same period. Napa County saw a major increase between the 2016-2017 and 2017-2018 academic years, but these numbers have decreased since.



**Table 2-25: Migrant Worker Student Population<sup>1</sup>**

<i>Academic Year</i>	<i>Fairfield</i>	<i>Solano County</i>	<i>Napa County</i>	<i>Bay Area</i>
2016-2017	11	339	903	4,630
2017-2018	47	429	1,173	4,607
2018-2019	74	454	1,090	4,075
2019-2020	109	446	1,078	3,976

1. The data used for this table was obtained at the school site level, matched to a file containing school locations, geocoded and assigned to jurisdiction, and finally summarized by geography.

*Source: ABAG-MTC Housing Needs Data Workbook (California Department of Education, California Longitudinal Pupil Achievement Data System (CALPADS), Cumulative Enrollment Data, Academic Years 2016-2017, 2017-2018, 2018-2019, 2019-2020)*

The number of seasonal farmworkers in Napa County, especially compared to Solano County, remains high. The population of permanent farmworkers has also increased. Since rents are relatively lower in Fairfield than in comparable cities in Napa County, some farmworkers are living in Fairfield but commuting to Napa. The City has recently identified an increase of such workers, many of whom live in overcrowded units and units in substandard conditions, particularly in inexpensive motels and extremely low-income apartments. There have been several incidents where extreme overcrowding was identified in motels that provided rooms by the week to migrant workers. It is difficult to quantify the extent of this trend, as some farmworkers prefer to stay out of reach of the City. Although no program currently exists to quantify the number of farmworkers that live in the city but work elsewhere, the City hopes to collect this information in the near future. Action 7-5 in the Housing Action Plan (Chapter 5) are designed to better understand and accommodate farmworker housing needs.

## **MILITARY EMPLOYEES OF TRAVIS AIR FORCE BASE**

Travis Air Force Base (AFB) is located in the northeastern part of the city. The base has a long history of supporting humanitarian airlift operations at home and around the world. As of 2019, the base had over 12,000 military members and civilian employees. Table 2-26 describes the breakdown by personnel type.

**Table 2-26: Travis Air Force Base Personnel**

<i>Personnel Type</i>	<i>Number</i>	<i>Percent</i>
Active Duty Military	7,276	39.5%
Air Force Reserve	2,664	14.4%
Dependents	5,575	30.2%
Civil Service	1,759	9.5%
Other Civilians	1,165	6.3%
<b>Total</b>	<b>18,439</b>	<b>100.0%</b>

*Source: Travis Air Force Base, Economic Impact Analysis, FY 2019*

Known as the “Gateway to the Pacific,” Travis Air Force Base handles more cargo and passenger traffic through its airport than any other military air terminal in the United States. Travis AFB has a major impact on the community as a number of military families and retirees have chosen to make Fairfield their permanent home. In 2020, Travis AFB was the single largest employer in the City of Fairfield and Solano County, and the total economic impact of the Base was over \$2.1 billion during fiscal year (FY) 2019. The Base also contributes a large number of highly skilled people to the local labor pool, including through the David Grant USAF Medical Center. The Medical Center provides postgraduate training programs in a variety of medical fields, and serves about 130,000 TRICARE eligible patients in the immediate San Francisco-Sacramento vicinity and more than 377,000 Department of Veteran Affairs Northern California Health Care System eligible annually.

By nature of their employment, enlisted military personnel are mobile and have relatively low income levels. Housing needs for this group include rental housing that is affordable to low- and moderate-income households and available on a monthly basis (in contrast to a long-term lease). Military personnel with dependents also need affordable family housing with recreational amenities for children. Currently, a number of dormitories, visiting quarters and temporary lodging facilities are available at the base. Balfour Beatty Communities owns the family housing and is responsible for maintaining, repairing, constructing and managing the community. As of FY 2019, Balfour Beatty operated 1,278 privatized on-base housing units with a capacity for 5,112 persons. These units include a mixture of two-, three-, and four-bedroom units that are similar in appearance and amenities to private housing in the local market.

To ensure that housing needs are met for personnel, housing must be flexible and affordable. Military pay and basic allowance for housing (BAH) constitute the major sources of income for personnel. Monthly pay rates depend on years of service and can be topped out for each enlisted rank, while BAH is adjusted if the enlistee has any dependents. Table 2-27 describes the income category of enlisted personnel based on 2019 Solano County median incomes. As is shown, many enlistees would be considered lower income, especially those in a larger household with dependents. No enlistee is considered extremely low-income or above moderate-income. In the past, strict owner-occupancy requirements for affordable housing have been an issue for base personnel, especially when personnel are rotated or leave the service. However, in recent years there has been more flexibility, including allowing personnel who own homes to rent them out for a period of time.

**Table 2-27: Travis Air Force Base Housing Affordability<sup>1</sup>**

Enlisted Rank	Monthly Pay + BAH <sup>2</sup>		Annual Income		Income Category <sup>3,4</sup>	
	Low	Top Out	Low	Top Out	Low	Top Out
<b>Household of Four (with dependents)</b>						
E3 – Airman First Class	\$4,432	\$4,685	\$53,186	\$56,214	Very Low	Very Low
E4 – Senior Airman	\$4,646	\$5,115	\$55,746	\$61,380	Very Low	Very Low
E5 – Staff Sgt.	\$4,973	\$5,977	\$59,681	\$71,719	Very Low	Low
E6 – Technical Sgt.	\$5,214	\$6,648	\$62,564	\$79,772	Very Low	Low
E7 – Master Sgt.	\$5,667	\$8,075	\$68,000	\$96,901	Very Low	Median
E8 – Senior Master Sgt.	\$7,049	\$8,901	\$84,582	\$106,808	Low	Moderate
E9 – Chief Master Sgt.	\$8,074	\$10,241	\$96,890	\$122,890	Median	Moderate
2Lt, Prior Enlisted	\$6,667	\$7,636	\$80,003	\$91,634	Low	Median
1Lt, Prior Enlisted	\$7,711	\$8,617	\$92,534	\$103,406	Median	Moderate
Captain, Prior Enlisted	\$8,453	\$10,163	\$101,430	\$121,954	Median	Moderate
2Lt	\$5,774	\$6,598	\$69,293	\$79,175	Low	Low Income
1Lt	\$6,272	\$7,682	\$75,258	\$92,182	Low	Median
Captain	\$6,991	\$9,656	\$83,887	\$115,870	Low	Moderate
<b>Single Household (without dependents)</b>						
E3 – Airman First Class	\$3,922	\$4,175	\$47,066	\$50,094	Very Low	Low
E4 – Senior Airman	\$4,136	\$4,605	\$49,626	\$55,260	Low	Low
E5 – Staff Sgt.	\$4,580	\$5,584	\$54,965	\$67,003	Low	Median
E6 – Technical Sgt.	\$4,944	\$6,378	\$59,324	\$76,532	Low	Moderate
E7 – Master Sgt.	\$5,475	\$7,883	\$65,696	\$94,597	Median	Moderate
E8 – Senior Master Sgt.	\$6,932	\$8,784	\$83,178	\$105,404	Moderate	Moderate
E9 – Chief Master Sgt.	\$7,900	\$10,067	\$94,802	\$120,802	Moderate	Moderate
2Lt, Prior Enlisted	\$6,592	\$7,561	\$79,103	\$90,734	Moderate	Moderate
1Lt, Prior Enlisted	\$7,570	\$8,476	\$90,842	\$101,714	Moderate	Moderate
Captain, Prior Enlisted	\$8,273	\$9,983	\$99,270	\$119,794	Moderate	Moderate
2Lt	\$5,507	\$6,331	\$66,089	\$75,971	Median	Moderate
1Lt	\$6,212	\$7,622	\$74,538	\$91,462	Moderate	Moderate
Captain	\$6,850	\$9,515	\$82,195	\$114,178	Moderate	Moderate

1. Assumptions include:

- Annual Income = (Monthly Pay + BAH) x 12
- Base MFI/AMI is a household of four persons
- Single households consist of one person
- Married couples with double incomes would have to be calculated on a case-by-case basis

2. BAH – Basic Allowance for Housing.

3. Based on 2019 Solano County AMI – \$85,700 for a four-person household, \$60,000 for a one-person household.

4. Income categories are divided as follows: Very Low Income (50% of AMI), Low Income (80% of AMI), Median Income (100% of AMI), and Moderate Income (120% of AMI).

Source: City of Fairfield, City Manager's Office, 2020

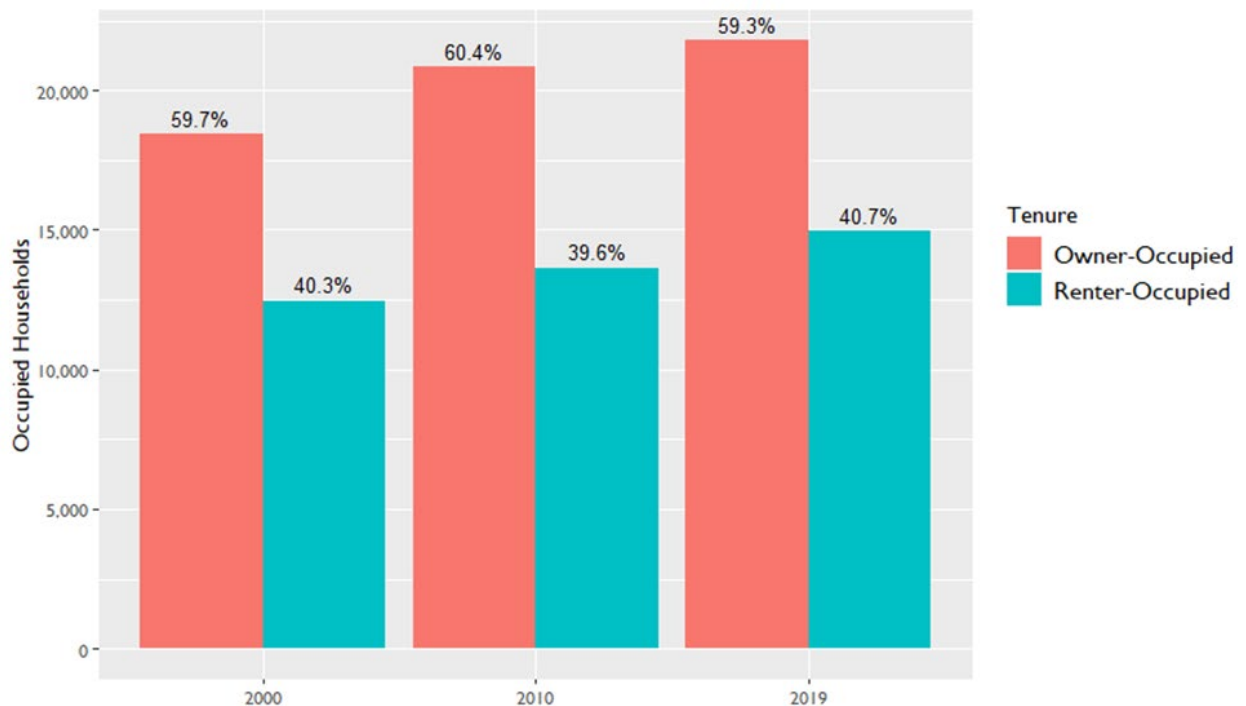
## 2.6 Housing Market Characteristics

This section addresses the various housing characteristics and conditions, including the housing stock growth trends, tenure and vacancy rates, age and condition, housing costs, and affordability, among others.

### HOUSING TENURE

Housing tenure has not changed significantly in Fairfield during the 2000 to 2019 period. About 60 percent of occupied households were owner-occupied in the years 2000, 2010, and 2019, while about 40 percent were renter-occupied during the same years. There was a slight decrease in the rate of owner-occupied units from about 60.4 percent in 2010 to 59.3 percent in 2019, however. As shown in Chart 2-8 below, the rate of increase of renter-occupied units has remained somewhat steady throughout the period while the rate for owner-occupied units appears to have somewhat slowed in the 2010 to 2019 period.

**Chart 2-8: Fairfield Household Tenure, 2000 – 2019**



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, Census 2000 SF1, Table H04; U.S. Census Bureau, Census 2010 SF1, Table H04; U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25003)

Fairfield’s household tenure breakdown is similar to that of Solano County and the Bay Area. While Fairfield has a lower proportion of owner-occupied units (59.3 percent) compared to Solano County (61.5 percent), it has a higher proportion when compared to the Bay Area (56.1 percent). See Table 2-28 for these estimates.

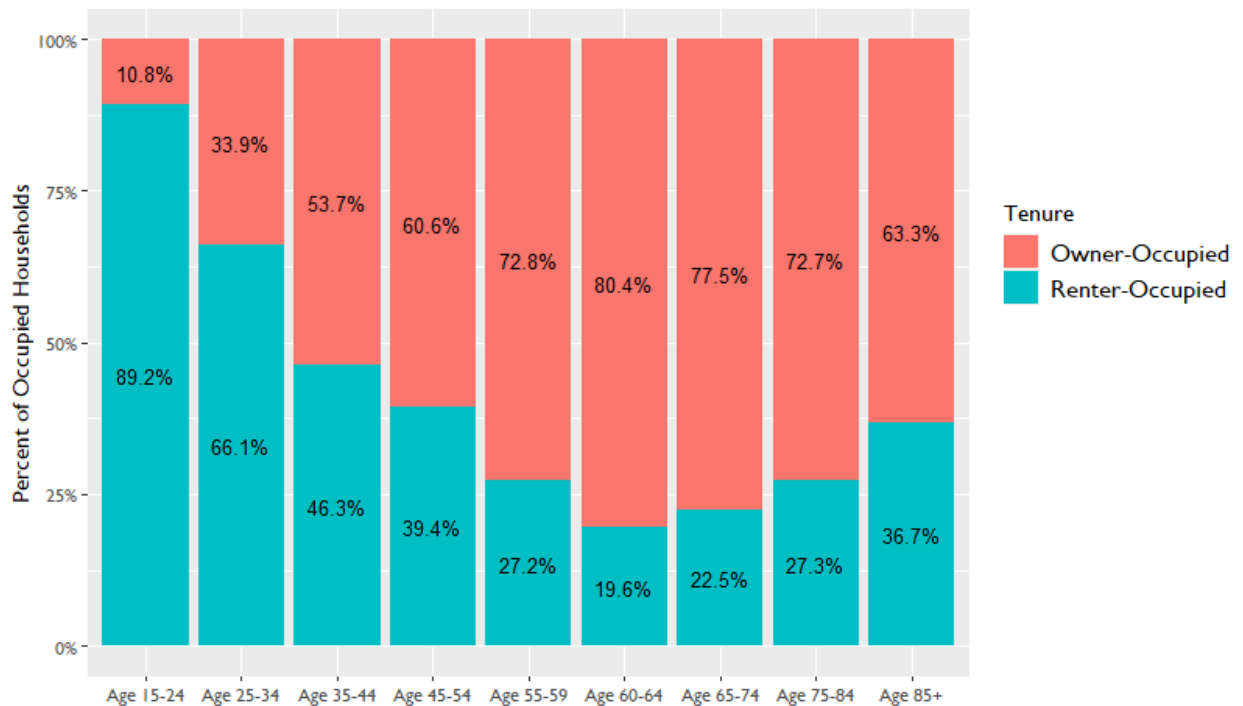
**Table 2-28: Fairfield and Surrounding Areas Household Tenure, 2019**

Region	Owner-Occupied		Renter-Occupied	
	Number	Percent	Number	Percent
Fairfield	21,789	59.3%	14,962	40.7%
Solano County	92,149	61.5%	57,716	38.5%
Bay Area	1,531,955	56.1%	1,199,479	43.9%

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25003)

Other factors that influence household tenure include resident age, the year the resident moved into the unit, resident race/ethnicity, household income, and housing type. As shown in Chart 2-9, the age of a resident significantly influences whether they are renters or owners. For instance, the vast majority of units with residents aged 15-34 are renter-occupied, while all units with older residents are majority owner-occupied. There is a slight drop-off in owner-occupied units for elderly residents, reflecting the need for a variety of housing types for these residents – including group homes and affordable rental units.

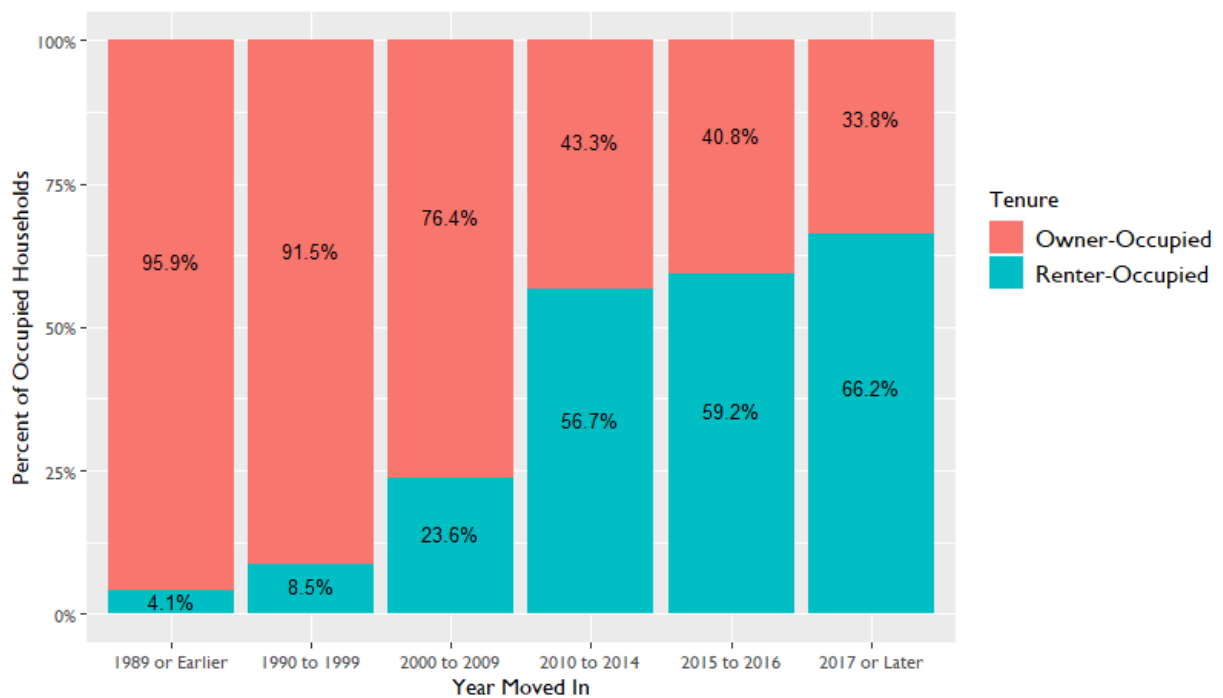
**Chart 2-9: Fairfield Housing Tenure by Age, 2019**



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25007)

Additionally, the majority of units with residents that moved into their current residence 2009 or earlier are owner-occupied. As shown in Chart 2-10, this dramatically shifts for residents who moved in 2010 or later, where a growing majority of units are renter-occupied. This likely reflects both the age dynamics of homeownership and the lasting impacts to the housing market of the 2008 financial crisis. The number of young residents and residents who more recently moved to their residences who are renters indicates a need to target these populations and ensure that rental housing remains affordable and that avenues to homeownership remain accessible.

**Chart 2-10: Fairfield Housing Tenure by Year Moved to Current Residence**



Source: ABAG-MTC Housing Needs Data Workbook (Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25038)

The racial and ethnic breakdown of renters and homeowners provides additional context for the housing background of the City of Fairfield. As shown in Table 2-29, about 67.5 percent of households with Non-Hispanic, White residents are owner-occupied, the highest proportion of owner-occupancy by race/ethnicity in Fairfield. The second highest proportion exists for households with Asian/API (Hispanic and Non-Hispanic) residents at 66.2 percent, although this figure is not disaggregated by ethnicity or nationality. Households with Black or African American (Hispanic and Non-Hispanic) residents, on the other hand, only have a 44.3 percent owner-occupancy rate. This demonstrates that Black or African American (Hispanic and Non-Hispanic) residents of Fairfield are more likely to be renters than any other racial/ethnic group in the city.

**Table 2-29: Fairfield Housing Tenure by Race/Ethnicity, 2019**

<i>Racial/Ethnic Group<sup>1</sup></i>	<i>Owner-Occupied</i>		<i>Renter-Occupied</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
American Indian or Alaska Native (Hispanic and Non-Hispanic)	74	50.0%	74	50.0%
Asian / API (Hispanic and Non-Hispanic)	3,859	66.2%	1,973	33.8%
Black or African American (Hispanic and Non-Hispanic)	2,728	44.3%	3,425	55.7%
Other Race or Multiple Races (Hispanic and Non-Hispanic)	2,294	50.9%	2,214	49.1%
White (Hispanic and Non-Hispanic)	12,834	63.8%	7,276	36.2%
Hispanic or Latinx	4,383	51.1%	4,192	48.9%
White, Non-Hispanic	9,974	67.5%	4,794	32.5%

1. For this table, the Census Bureau does not disaggregate racial groups by Hispanic/Latinx ethnicity. However, data for the white racial group is also reported for white householders who are not Hispanic/Latinx. Since residents who identify as white and Hispanic/Latinx may have very different experiences within the housing market and the economy from those who identify as white and non-Hispanic/Latinx, data for multiple white sub-groups are reported here.

The racial/ethnic groups reported in this table are not all mutually exclusive. Therefore, the data should not be summed as the sum exceeds the total number of occupied housing units for this jurisdiction. However, all groups labelled "Hispanic and Non-Hispanic" are mutually exclusive, and the sum of the data for these groups is equivalent to the total number of occupied housing units.

*Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25003(A-I))*

Household income is another important metric in assessing housing disparities. As shown in Table 2-30, it is evident that the majority of lower-income households (i.e., households below 80 percent of AMI) are renter-occupied, while the opposite is true of moderate- and above-moderate-income households. This likely indicates that homeownership is largely unaffordable to lower-income residents of Fairfield. Given the disproportionate racial/ethnic share of renters in the city, this highlights a need to include programs that target both economic and racial/ethnic disparities in Fairfield in order to affirmatively further fair housing.

**Table 2-30: Fairfield Housing Tenure by Income Level, 2019**

<i>Income Group<sup>1</sup></i>	<i>Owner-Occupied</i>		<i>Renter-Occupied</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
0%-30% of AMI	918	25.2%	2,719	74.8%
31%-50% of AMI	1,320	34.2%	2,535	65.8%
51%-80% of AMI	2,680	49.4%	2,745	50.6%
81%-100% of AMI	1,795	50.3%	1,775	49.7%
Greater than 100% of AMI	13,320	69.1%	5,965	30.9%

1. Income groups are based on HUD calculations for Area Median Income (AMI). HUD calculates the AMI for different metropolitan areas, and the nine county Bay Area includes the following metropolitan areas: Napa Metro Area (Napa County), Oakland-Fremont Metro Area (Alameda and Contra Costa Counties), San Francisco Metro Area (Marin, San Francisco, and San Mateo Counties), San Jose-Sunnyvale-Santa Clara Metro Area (Santa Clara County), Santa Rosa Metro Area (Sonoma County), and Vallejo-Fairfield Metro Area (Solano County). The AMI levels in this chart are based on the HUD metro area where this jurisdiction is located.

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release)

Homeownership rates are also significantly dependent on the type of housing available. Housing in Fairfield is majority owner-occupied in large part because most of its housing stock consists of detached, single-family homes. These units, as shown in Table 2-31, are about 79.9 percent owner-occupied. Multi-family housing, on the other hand, are about 96.5 percent renter-occupied. This suggests a need to tailor affordability programs to meet the specific needs of each housing type in order to maintain affordability for both renters and homeowners.

**Table 2-31: Fairfield Housing Tenure by Housing Type, 2019**

<i>Housing Type</i>	<i>Owner-Occupied</i>		<i>Renter-Occupied</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Detached Single-Family Homes	19,899	79.9%	5,012	20.1%
Attached Single-Family Homes	788	34.2%	1,514	65.8%
Multi-Family Housing	301	3.5%	8,322	96.5%
Mobile Homes	801	87.5%	114	12.5%
Boat, RV, Van, or Other	0	-	0	-

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25032)



## HOUSING TYPE

As shown in Table 2-32, in 2020 more than two thirds (70.4 percent) of Fairfield’s housing stock consisted of detached, single-family homes. There were also 2,483 (6.2 percent) attached, single-family homes. Multifamily housing with five-plus units accounted for 15.9 percent of the housing stock, while those with two to four units were 5.0 percent of the housing stock. Overall, the housing stock in Fairfield increased by 8.2 percent between 2010 and 2020. The largest rate of growth was in detached, single-family homes which increased by 10.3 percent, from 25,665 units in 2010 to 28,320 units in 2020.

**Table 2-32: Fairfield Housing Type Trends, 2010 – 2020**

<i>Building Type</i>	<i>2010</i>		<i>2020</i>		<i>Percent Change (2010 – 2020)</i>
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	
Single-Family Home: Attached	2,419	6.5%	2,483	6.2%	2.6%
Single-Family Home: Detached	25,665	69.0%	28,320	70.4%	10.3%
Multifamily Housing: Two to Four Units	2,015	5.4%	2,015	5.0%	0.0%
Multifamily Housing: Five-plus Units	6,086	16.4%	6,403	15.9%	5.2%
Mobile Homes	999	2.7%	999	2.5%	0.0%
<b>Totals</b>	<b>37,184</b>	<b>100.0%</b>	<b>40,220</b>	<b>100.0%</b>	<b>8.2%</b>

*Source: ABAG-MTC Housing Needs Data Workbook (California Department of Finance, E-5 series)*

## OVERCROWDED HOUSEHOLDS

According to the U.S. Census, overcrowding occurs where there is more than 1.01 persons per room (excluding bathrooms and kitchens) in an occupied housing unit and severe overcrowding occurs when there is more than 1.5 persons per room. Overcrowding usually occurs when there is an inadequate supply of affordable housing. In addition, as discussed above, larger households (with five or more members) typically experience higher levels of overcrowding. As shown in Table 2-33, 2,325 out of 36,751 housing units in Fairfield were either “overcrowded” or “severely overcrowded” (6.3 percent). This is higher than the rate in Solano County (5.3 percent) but lower than that of the Bay Area (6.9 percent).

**Table 2-33: Overcrowding<sup>1</sup> Severity by Region**

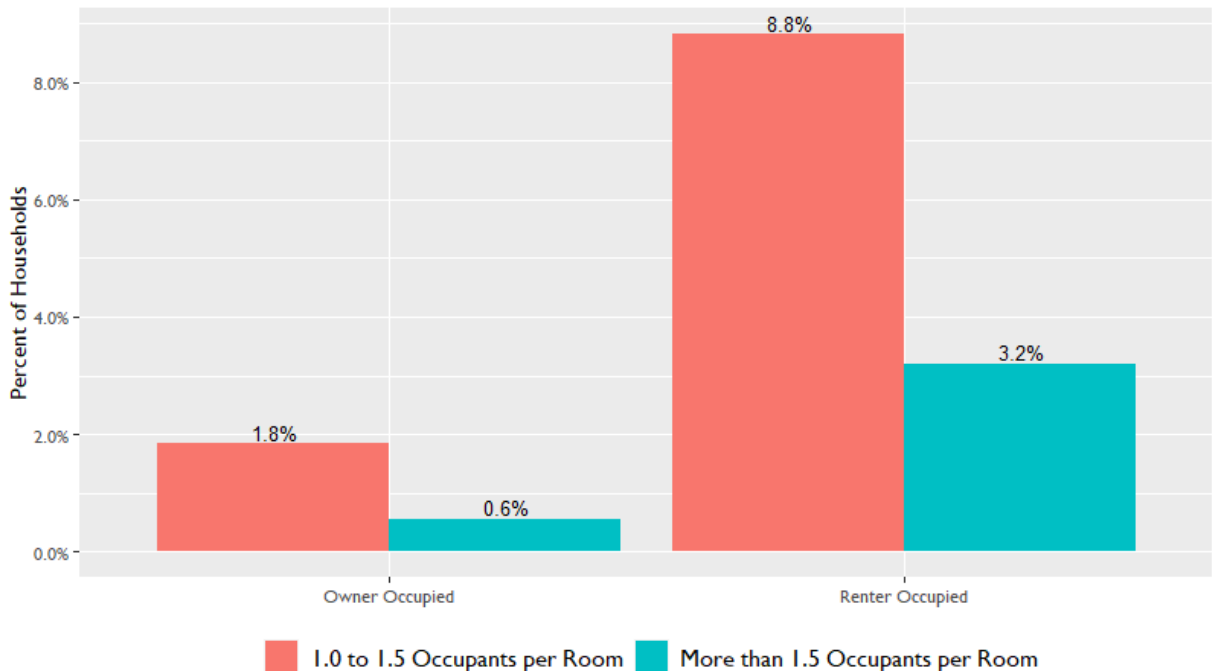
Region	Not Overcrowded		Overcrowded		Severely Overcrowded	
	Number	Percent	Number	Percent	Number	Percent
Fairfield	34,426	93.7%	1,722	4.7%	603	1.6%
Solano County	141,897	94.7%	5,538	3.7%	2,430	1.6%
Bay Area	2,543,056	93.1%	115,696	4.2%	72,682	2.7%

1. The Census Bureau defines an overcrowded unit as one occupied by 1.01 persons or more per room (excluding bathrooms and kitchens), and units with more than 1.5 persons per room are considered severely overcrowded.

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release)

In addition, renters tend to experience overcrowding at higher rates than homeowners. This is evident among Fairfield residents, where rates of overcrowding or severe overcrowding are 12.0 percent and 2.4 percent among renter-occupied and owner-occupied units, respectively. As seen in Chart 2-11, severe overcrowding (more than 1.5 occupants per room) occurs more frequently among renters.

**Chart 2-11: Overcrowding by Tenure and Severity in Fairfield**



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release)

Renters may experience higher rates of overcrowding because they are more likely to be lower income than are homeowners. Lower-income households in Fairfield (those less than 80 percent of AMI), tend to have higher rates of overcrowding. As shown in Table 2-34, 12.8 percent of households making between 31 and 50 percent of AMI have 1.0 to 1.5 occupants per room, and 3.3 percent have more than 1.5 occupants per room. For households making greater than 100 percent of AMI, these figures are 2.7 percent and 0.7 percent, respectively. One outlier is that households making between 81 and 100 percent of AMI (typically classified as moderate income), have a 4.5 percent rate of severe overcrowding. This could reflect a significant lack of appropriately-sized housing units for moderate-income households.

**Table 2-34: Overcrowding<sup>1</sup> by Income Level and Severity in Fairfield**

<i>Income Group<sup>2</sup></i>	<i>Overcrowded</i>	<i>Severely Overcrowded</i>
0%-30% of AMI	7.8%	3.0%
31%-50% of AMI	12.8%	3.3%
51%-80% of AMI	7.0%	0.7%
81%-100% of AMI	3.5%	4.5%
Greater than 100% of AMI	2.7%	0.7%

1. The Census Bureau defines an overcrowded unit as one occupied by 1.01 persons or more per room (excluding bathrooms and kitchens), and units with more than 1.5 persons per room are considered severely overcrowded.

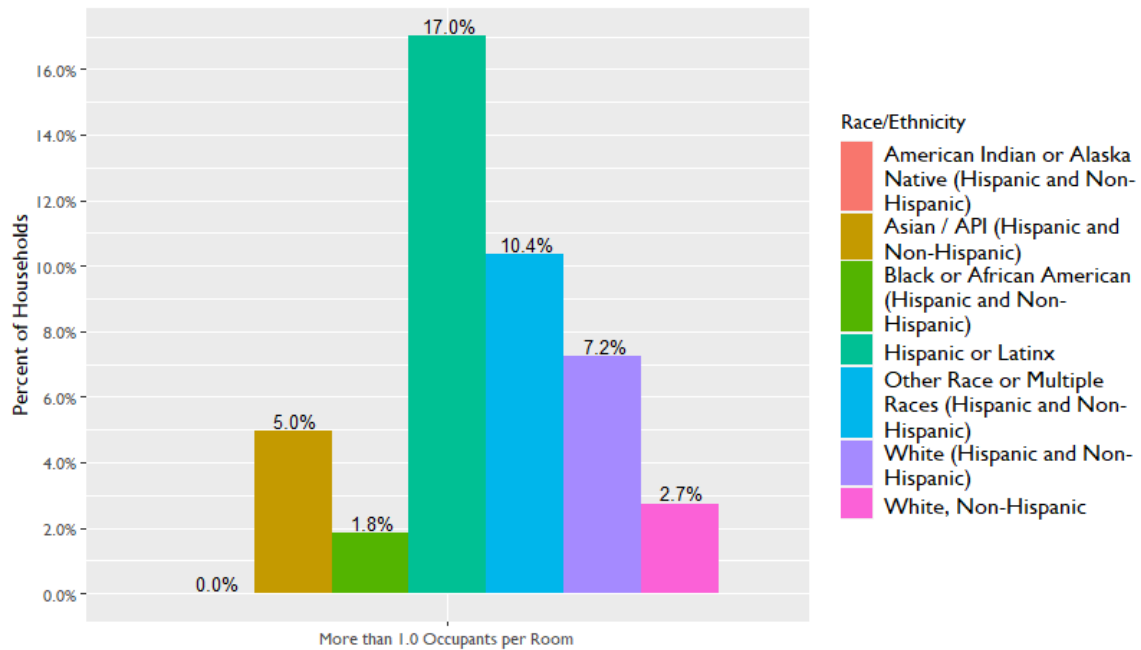
2. Income groups are based on HUD calculations for Area Median Income (AMI). HUD calculates the AMI for different metropolitan areas, and the nine county Bay Area includes the following metropolitan areas: Napa Metro Area (Napa County), Oakland-Fremont Metro Area (Alameda and Contra Costa Counties), San Francisco Metro Area (Marin, San Francisco, and San Mateo Counties), San Jose-Sunnyvale-Santa Clara Metro Area (Santa Clara County), Santa Rosa Metro Area (Sonoma County), and Vallejo-Fairfield Metro Area (Solano County). The AMI levels in this chart are based on the HUD metro area where this jurisdiction is located.

*Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release)*

In addition to tenure, overcrowding can be a significant problem for various races or ethnicities. Chart 2-12 below provides the breakdown of overcrowding rates for various racial/ethnic groups in Fairfield. According to the ABAG-MTC data workbook containing this data, the Census Bureau does not disaggregate racial groups by Hispanic/Latinx ethnicity. However, data for the white racial group is also reported for white householders who are not Hispanic/Latinx. Since residents who identify as white and Hispanic/Latinx may have very different experiences within the housing market and the economy from those who identify as white and non-Hispanic/Latinx, data for multiple white sub-groups are reported here.” In addition, “[t]he racial/ethnic groups reported in this table are not all mutually exclusive. Therefore, the data should not be summed as the sum exceeds the total number of occupied housing units for this jurisdiction. However, all groups labelled ‘Hispanic and Non-Hispanic’ are mutually exclusive, and the sum of the data for these groups is equivalent to the total number of occupied housing units.”

From this data, it is apparent that overcrowding is a significant problem for Hispanic or Latinx households (of any race), with about 17.0 percent of these households experiencing some level of overcrowding. Rates are lowest for Black or African American (Hispanic and Non-Hispanic) households (1.8 percent), White, Non-Hispanic households (2.7 percent), and American Indian or Alaska Native (Hispanic and Non-Hispanic) households (0.0 percent – although this may be the result of insufficient data).

**Chart 2-12: Overcrowding by Race/Ethnicity in Fairfield**



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25014)

## HOUSING VACANCY

Vacancy trends are a way of analyzing housing supply and demand. For example, if the housing demand is greater than the supply, the vacancy rate is likely to be lower and the price of housing tends to be increasing. The 2015-2019 ACS (as reported in the ABAG-MTC data workbook) reported that 1,621 (4.4 percent) of the 36,751 housing units in Fairfield were vacant, which is significantly lower than the seven percent vacancy rate reported in 2010. This likely reflects the recovering housing market following the 2008 financial collapse. Fairfield vacancy rates are lower than those in Solano County (5.3 percent) and the Bay Area (6.3 percent). Table 2-35 summarizes distribution of vacant housing units in the City, Solano County and the Bay Area in 2019.

**Table 2-35: Fairfield Vacant Units by Type, 2019**

<i>Vacancy Status</i>	<i>City of Fairfield</i>	<i>Solano County</i>	<i>Bay Area</i>
For Rent	392	2,073	41,117
For Sale	155	734	10,057
For Seasonal, Recreational, or Occasional Use	119	890	37,301
Other Vacant	792	3,285	61,722
Rented, Not Occupied	35	451	10,647
Sold, Not Occupied	128	502	11,816
<b>Total Vacant Housing Units</b>	<b>1,621 (4.4%)</b>	<b>7,935 (5.3%)</b>	<b>172,660 (6.3%)</b>

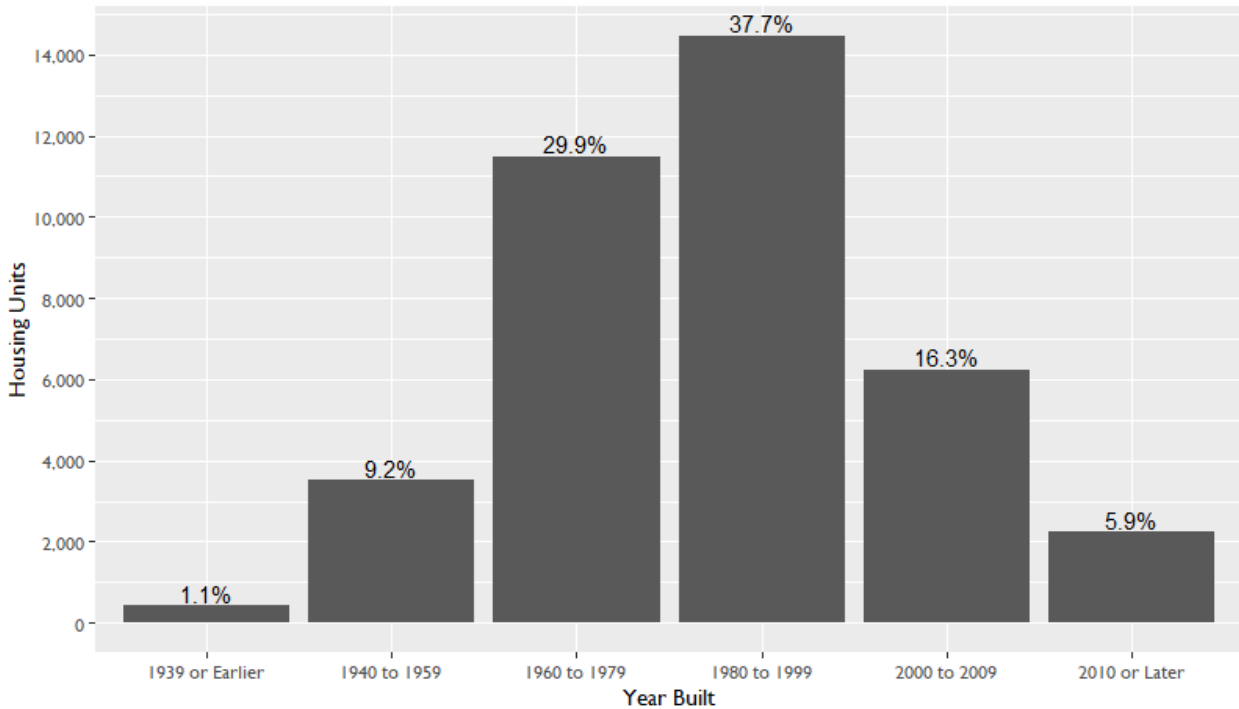
Note: Percentages are based on 2015-2019 ACS estimates of total occupied housing units. This includes 36,751 units in Fairfield, 149,865 units in Solano County, and 2,731,434 units in the Bay Area.

Source: ABAG-MTC Housing Needs Data Workbook (American Community Survey 5-Year Data (2015-2019), Table B25004)

### AGE OF HOUSING STOCK

According to the ABAG-MTC data workbook estimates, about 40.2 percent of Fairfield's housing stock in 2019 is at least 40 years old (constructed prior to 1980). About 37.7 percent of the housing stock was constructed between 1980 and 1999. Only 22.2 percent of the housing stock was constructed in the last 20 years. Chart 2-13 shows the age of Fairfield housing stock as of 2019.

**Chart 2-13: Age of Fairfield Housing Stock**



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25034)

The number of building permits issued is also a useful metric in gauging the capacity of housing development. According to the ABAG-MTC data workbook, there were no permits for very-low- or low-income housing during the 2015 to 2019 period. However, according to the City’s Annual Progress Report, there were 94 deed restricted “very low” units and 95 “low” units permitted during 2020. During this same 2015-2019 period there were, however, 362 moderate-income housing permits and 2,065 above-moderate-income housing permits. Table 2-36 presents this breakdown.

**Table 2-36: Housing Permitting in Fairfield, 2015 – 2019**

<i>Income Group</i>	<i>Number of Permits</i>
Very Low Income	0
Low Income	0
Moderate Income	362
Above Moderate Income	2,065

Source: ABAG-MTC Housing Needs Data Workbook (California Department of Housing and Community Development (HCD), 5th Cycle Annual Progress Report Permit Summary (2020))

## 2.7 Housing Conditions

Housing is considered substandard when physical conditions are determined to be below the minimum standards of living, as defined by Government Code Section 17920.3. A building is considered substandard if any of the following conditions exist:

- Inadequate sanitation
- Structural hazards
- Nuisances
- Faulty weather protection
- Fire, safety or health hazards
- Inadequate building materials
- Inadequate maintenance
- Inadequate exit facilities
- Hazardous wiring, plumbing or mechanical equipment
- Improper occupation for living, sleeping, cooking, or dining purposes
- Inadequate structural resistance to horizontal forces
- Any building not in compliance with Government Code Section 13143.2

Households living in substandard conditions are considered as being in need of housing assistance even if they are not actively seeking alternative housing arrangements. In addition to structural deficiency and standards, the lack of certain infrastructure and utilities often serves as an indicator of substandard conditions. According to 2019 American Community Survey estimates compiled in the ABAG-MTC data worksheet, about 1.3 percent of renters and 0.1 percent of owners lack complete kitchen facilities while 0.8 percent of renters and 0.0 percent of owners lack complete plumbing facilities, seen in Table 2-37. In total, there are 121 occupied housing units with incomplete plumbing facilities and 207 with incomplete kitchen facilities.

**Table 2-37: Fairfield Substandard Housing Issues**

<i>Building Amenity</i>	<i>Owner</i>	<i>Renter</i>
Kitchen	0.1%	1.3%
Plumbing	0.0%	0.8%

*Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25053, Table B25043, Table B25049)*

## 2.8 Housing Costs and Affordability

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The cost of housing is directly related to the extent of housing problems in a community. If housing costs are relatively high in comparison to household income, there will be a higher prevalence of housing cost burden and overcrowding. This section summarizes the cost and affordability of the housing stock.

### **HOUSING AFFORDABILITY AND HOUSEHOLD INCOME**

Housing affordability can be inferred by comparing the cost of renting or owning a home in Fairfield with the maximum affordable housing costs to households at different income levels. In evaluating affordability, the maximum affordable price refers to the maximum amount that could be afforded by households in the upper range of their respective income category. Households in the lower end of each category can afford less in comparison. The maximum affordable home and rental prices for residents of Fairfield are shown in Table 2-38. This information can generally show who can afford what size and type of housing. The affordability of the City's housing stock for each income group is discussed below. HCD has estimated the 2021 County Area Median Income (AMI) to be \$99,300, which is about a 29.5 percent increase from the 2014 County AMI estimate (\$76,700).



**Table 2-38: City of Fairfield Housing Affordability by Income Group**

Household Size	AMI Limits <sup>1</sup>	Affordable Monthly Payment <sup>2</sup>		Housing Costs		Maximum Affordable Price	
		Renter	Owner	Utilities <sup>3</sup>	Taxes & Insurance <sup>4</sup>	Renter	Owner <sup>5</sup>
<b>Extremely-Low-Income (&lt;30% AMI)</b>							
1 Person (Studio)	\$20,450	\$511	\$511	\$189	\$179	\$323	\$37,407
2 Person (1 Bedroom)	\$23,350	\$584	\$584	\$201	\$204	\$383	\$46,515
3 Person (2 Bedroom)	\$26,250	\$656	\$656	\$233	\$230	\$423	\$50,190
4 Person (3 Bedroom)	\$29,150	\$729	\$729	\$267	\$255	\$462	\$53,898
5 Person (4 Bedroom)	\$31,500	\$788	\$788	\$303	\$276	\$485	\$54,256
<b>Very-Low-Income (31%-50% AMI)</b>							
1 Person (Studio)	\$34,000	\$850	\$850	\$189	\$298	\$662	\$94,591
2 Person (1 Bedroom)	\$38,850	\$971	\$971	\$201	\$340	\$770	\$111,960
3 Person (2 Bedroom)	\$43,700	\$1,093	\$1,093	\$233	\$382	\$859	\$124,158
4 Person (3 Bedroom)	\$48,550	\$1,214	\$1,214	\$267	\$425	\$947	\$135,868
5 Person (4 Bedroom)	\$52,450	\$1,311	\$1,311	\$303	\$459	\$1,008	\$142,927
<b>Low-Income (51%-80% AMI)</b>							
1 Person (Studio)	\$54,350	\$1,359	\$1,359	\$189	\$476	\$1,170	\$180,659
2 Person (1 Bedroom)	\$62,100	\$1,553	\$1,553	\$201	\$543	\$1,352	\$210,389
3 Person (2 Bedroom)	\$69,850	\$1,746	\$1,746	\$233	\$611	\$1,513	\$234,687
4 Person (3 Bedroom)	\$77,600	\$1,940	\$1,940	\$267	\$679	\$1,673	\$258,758
5 Person (4 Bedroom)	\$83,850	\$2,096	\$2,096	\$303	\$734	\$1,793	\$275,640
<b>Moderate-Income (81%-120% AMI)</b>							
1 Person (Studio)	\$83,400	\$2,085	\$2,433	\$189	\$851	\$1,897	\$362,489
2 Person (1 Bedroom)	\$95,300	\$2,383	\$2,780	\$201	\$973	\$2,182	\$417,807
3 Person (2 Bedroom)	\$107,250	\$2,681	\$3,128	\$233	\$1,095	\$2,448	\$468,334
4 Person (3 Bedroom)	\$119,150	\$2,979	\$3,475	\$267	\$1,216	\$2,712	\$518,513
5 Person (4 Bedroom)	\$128,700	\$3,218	\$3,754	\$303	\$1,314	\$2,915	\$556,028

1. AMI limits based on 2021 HCD State Income Limits for Solano County, other assumptions are derived from Zillow estimates (as of May 6, 2021). The 2021 Solano County AMI is estimate is \$99,300.

2. Affordable monthly payment for renters and owners is assumed to be one-twelfth of 30% of median income applicable for the number of bedrooms. The exception is moderate-income owners, whose affordable payment is assumed to be one-twelfth of 35% of median income applicable for the number of bedrooms as specified by HCD, pursuant to HSC 50052.5(b)(4).

3. Utilities are estimated according to the 2020 Fairfield Housing Authority Utility Allowance Schedule. Estimates are based on the combined average cost of gas and electric heating, cooking and water heating, as well as other electric, water, trash, sewage, air conditioning, refrigeration, and range/microwave across all unit types (i.e., garden apartment, duplex, row or townhouse, manufactured home, and single-family home). Costs are assumed equivalent for owners and renters.

4. Taxes and insurance are assumed to be 35% of monthly affordable housing costs for owners.

5. Assumed 30-year amortization, 2.72% interest rate, 3.5% down payment and closing costs equal to 2% of the sale price.

Source: HCD State Income Limits, 2021; Fairfield Housing Authority Utility Allowance Schedule, 2020; Dyett & Bhatia, 2020

## HOUSING COSTS

Home values have continued to recover from their low point following the 2008 financial collapse and have even recently surpassed values prior to the collapse. Table 2-39 and Chart 2-14 demonstrate these trends using the Zillow Home Value Index (ZHVI). Zillow describes the ZHVI as a smoothed, seasonally adjusted measure of the typical home value and market changes across a given region and housing type. The ZHVI reflects the typical value for homes in the 35th to 65th percentile range. The ZHVI includes all owner-occupied housing units, including both single-family homes and condominiums. Table 2-39 breaks down the ZHVI by housing type, showing that most types of housing have increased in value by at least 100 percent during the 2010 to 2020 period. As of December 31, 2020, the typical home value in Fairfield was \$502,001 – a 106.3 percent increase from December 31, 2010.

**Table 2-39: Fairfield Zillow Home Value Index (ZHVI), 2010 - 2020**

<i>Housing Type</i>	<i>December 2010 ZHVI</i>	<i>December 2020 ZHVI</i>	<i>Percent Change (2010 – 2020)</i>
Total	\$243,357	\$502,001	106.3%
Single-Family	\$246,973	\$507,988	105.7%
Condo	\$111,751	\$258,605	131.4%
1 Bedroom	-	\$295,331	-
2 Bedroom	\$140,364	\$365,019	160.1%
3 Bedroom	\$199,218	\$442,464	122.1%
4 Bedroom	\$281,032	\$551,184	96.1%
5+ Bedrooms	\$373,521	\$673,213	80.2%

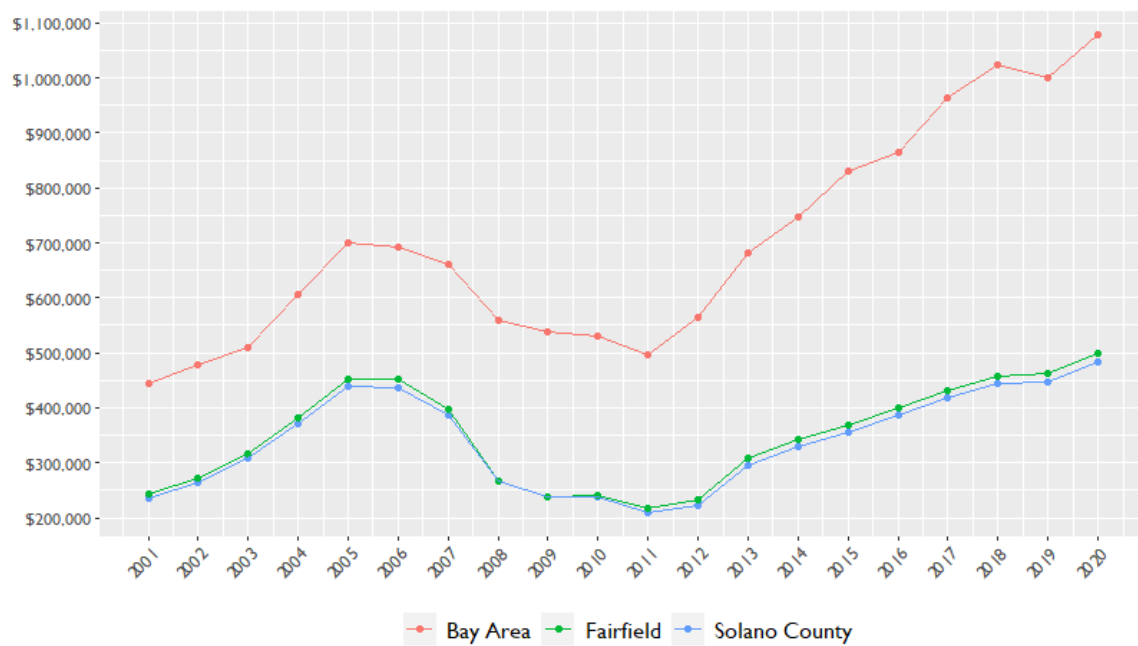
*Source: Zillow Home Value Index, December 31, 2010 and December 31, 2020*

Given the above ZHVI estimates and housing affordability levels from Table 2-38 it is apparent that a low-income household of four or five, with maximum affordable prices of \$258,758 and \$275,640 respectively, would be able to afford a condo (\$258,605) in Fairfield. No other unit types are affordable, and smaller low-income households cannot afford to purchase any household type. Homeownership is not affordable to very-low- and extremely-low-income households of any size in Fairfield. Moderate-income households can afford the unit type that corresponds to their household size. For example, single-person households (maximum affordable price of \$362,489) can afford a condo (\$258,605) or one-bedroom unit (\$295,331) and four-person households (maximum affordable price of \$518,513) can afford a three-bedroom unit (\$442,464). This demonstrates an affordability gap for lower-income households in the City, as lower-income households generally cannot afford housing that corresponds to the size of their household. A range of available housing types would help increase affordability, but this analysis shows that housing in a market like the Bay Area's is only affordable to moderate- or high-income households, buyers that carry equity over from a previously owned home, buyers that have a large amount of cash for a down-payment, or buyers who receive subsidies to make homeownership affordable.

The ABAG-MTC data worksheet also assesses ZHVI values across time, providing both local and regional estimates, available in Chart 2-14. The regional estimate is a household-weighted average of county-level ZHVI files, where household counts are yearly estimates from DOF's E-5 series. For unincorporated areas, the value is a population weighted average of unincorporated communities in the county matched to census-designated population counts. As can be seen, typical home values have steadily increased over the last two decades, besides the period of decline during the Great Recession. Home values have increased at a similar rate in both Fairfield and Solano County, while increasing at a significantly higher rate in the Bay Area as a whole.

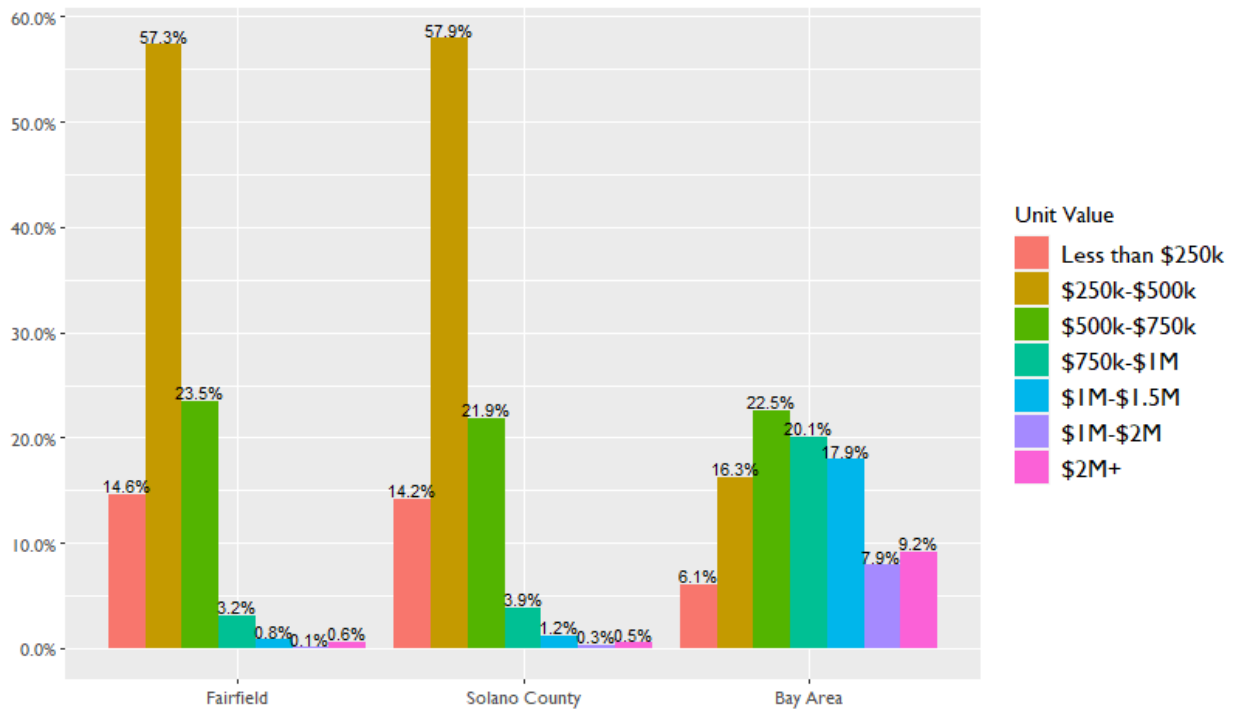
**Chart 2-14: Fairfield & Regional Area Zillow Home Value Index (ZHVI), 2001-2020**

Source: ABAG-MTC Housing Needs Data Workbook (Zillow, ZHVI December 31, 2001 – December 31, 2020)



Further, estimates of home values for owner-occupied units in 2019 are available from the American Community Survey, available in Chart 2-15. Confirming the typical home value estimated by the ZHVI, the vast majority (71.9 percent) of units are valued less than \$750,000 in Fairfield, with a major cluster in the \$500,000 to \$750,000 range. A similar pattern is apparent in Solano County. However, unit values in the Bay Area are not as clustered and only about 44.9 percent of units are less than \$750,000. Thus, while homeownership may be largely unaffordable for lower-income households in Fairfield, it would be comparatively easier for a lower-income household in the City to find an affordable unit than for one in the Bay Area.

**Chart 2-15: Fairfield and Regional Area Owner-Occupied Unit Values, 2019**



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25075)

## RENTAL HOUSING MARKET

In 2019, the median contract rent in Fairfield was \$1,427. According to the Census, contract rent is the monthly rent agreed upon regardless of any furnishings, utilities or services that may be included. Data regarding contract rent excludes units for which no cash rent is paid. Table 2-40 illustrates that while Fairfield rents were slightly higher than those of Solano County, they were much lower than those of the Bay Area during the same year. Rents in Fairfield and Solano County have increased at a similar rate between 2009 and 2019 (38.3 percent and 36.1 percent respectively) while rents in the Bay Area have increased at a significantly higher 54.6 percent during the same period.

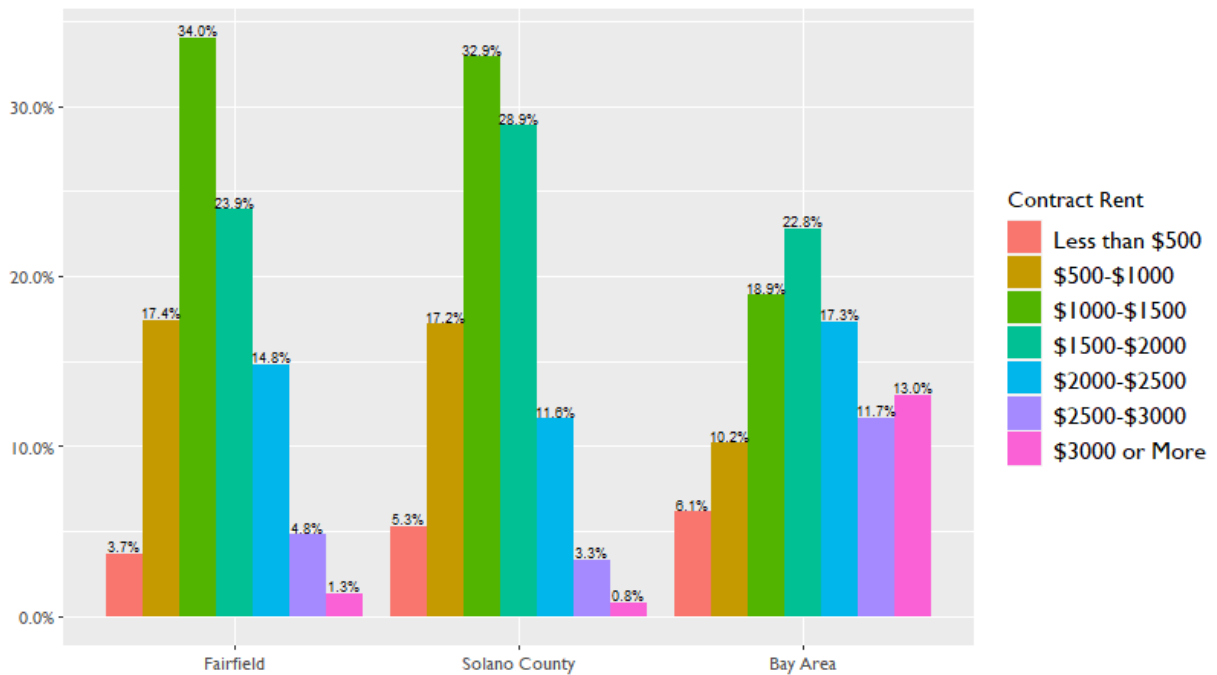
**Table 2-40: Fairfield and Regional Area Rents, 2009 – 2019**

Jurisdiction	2009 Median Contract Rent	2015 Median Contract Rent	2019 Median Contract Rent
Fairfield	\$1,032	\$1,177	\$1,427
Solano County	\$1,044	\$1,169	\$1,421
Bay Area	\$1,196	\$1,440	\$1,849

Source: ABAG-MTC Housing Needs Data Workbook, 2021

The breakdown of contract rents by jurisdiction is available in Chart 2-16. The majority of contract rents in Fairfield were \$1,500 or less. The distribution of contract rents was similar in Solano County. Similar to home value trends, the Bay Area has a larger cluster of high rent units than both Fairfield and Solano County. For instance, 42.0 percent of Bay Area contract rents were \$2,000 or greater while only 20.9 percent of Fairfield contract rents were.

**Chart 2-16: Contract Rents for Renter-Occupied Units, 2019**



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25056)

To better understand rental costs in Fairfield, U.S. Census microdata compiled by IPUMS USA can be used. IPUMS data corresponds to the Public Use Microdata Area (PUMA) for Fairfield and Suisun City, which does not necessarily have the same boundaries as other Census-derived estimates. Additionally, estimates are weighted by the representativeness of the sampled household given IPUMS-derived weights. Table 2-41 provides estimated median monthly gross rents in the PUMA by the number of bedrooms using this data. Unlike contract rent, gross rent includes additional costs for utilities and fuels.

**Table 2-41: Fairfield and Suisun City Monthly Gross Rental Rates, 2019**

<i>Number of Bedrooms</i>	<i>Estimated Number of Households<sup>1</sup></i>	<i>2019 Median Monthly Gross Rent<sup>2</sup></i>
0	1,186	-
1	853	\$1,300
2	3,378	\$1,110
3	9,167	\$1,340
4	18,615	\$1,840
5	13,308	\$2,062
6	2,371	\$1,361.5
7	61	\$410
8	182	\$2,860

1. Household count is based on the Public Use Microdata Area (PUMA) for Solano County (Central) - Fairfield & Suisun City Cities. While PUMAs generally follow the boundaries of census-defined “places,” total household counts may differ from other Census-derived estimates.

2. Estimates of median gross rent are weighted by an IPUMS-derived household weight. Estimates may be inaccurate due to missing data and outliers.

*Source: IPUMS USA, 2015-2019 ACS*

According to the gross rental estimates (i.e., including utilities and other costs) from Table 2-41 above, a three-bedroom rental unit would be affordable to a low-income four-person household with a monthly affordable payment of \$1,940 (per Table 2-38). Gross rental costs would also be affordable for all sizes low-income households, as well as moderate-income households. However, no very-low- and extremely-low-income households would be able to afford rental units at the appropriate size. Like the description of homeownership costs above, this demonstrates a rental affordability gap for very-low- and extremely-low-income households in the City. For these types of households, subsidies may be required to ensure affordability.

## **MOBILE HOME PARK RENTS**

**Table 2-42: Mobile Home Park Space Rents**

<i>Park Name<sup>1</sup></i>	<i>Monthly Rent</i>
Pacific Estates	\$355
Casa Nova	\$472
Country Club Estates	\$700
Dover	\$700

1. County Club Estates and Dover are under the same management.

*Source: City of Fairfield, 2021*

Fairfield has several mobile home parks. Space rents range anywhere from \$355 to \$700. Many households in the very low- and low-income categories would be able to afford these space rents, assuming park tenants already own their units. See Table 2-42 for monthly rents at each mobile home park.

## **COST BURDEN**

Cost burden, or overpayment, is defined as monthly shelter costs in excess of 30 percent of a household's income. Severe cost burden is defined as paying over 50 percent of household income for shelter costs. Shelter cost is defined as the monthly owner costs (mortgages, deed of trust, contracts to purchase or similar debts on the property and taxes, insurance on the property, and utilities) or the gross rent (contract rent plus the estimated monthly cost of utilities). CHAS data provided by HUD provides estimates of cost burden by tenure and income category. Estimates use the HUD Area Median Family Income (HAMFI) to determine overpayment. HAMFI is the median family income calculated by HUD for each jurisdiction, in order to determine Fair Market Rents (FMRs) and income limits for HUD programs. HAMFI will not necessarily be the same as other median income calculations due to a series of adjustments.

According to 2013-2017 CHAS data, 7,475 households in Fairfield pay between 30 and 50 percent of their incomes for housing (20.9 percent) and an additional 5,590 (15.6%) are severely cost-burdened. This means that about 36.5 percent of Fairfield households are paying above the recommended HUD standard for housing costs. Of the 13,065 cost-burdened households in Fairfield, about 3,745 households (28.7 percent) can be classified as moderate- or above-moderate-income. This means that about 9,320 (71.3 percent) of the households overpaying for housing are lower-income households, demonstrating an affordability problem for many households in Fairfield.

Renters are particularly impacted by overpayment, as they are limited to the rental market while owners have the option of selling their home. Renters, especially lower-income renters, tend to have higher rates of cost burden than owners in the same income category. For example, 79.1 percent of lower-income renter-occupied households experience some level of cost burden, while 61.0 percent of owner-occupied households do. Table 2-43 illustrates the extent of overpayment by income group and tenure for the City.

**Table 2-43: Cost-Burdened Households in Fairfield by Income and Tenure<sup>1</sup>**

<i>Income Category</i>	<i>Renters</i>		<i>Owners</i>		<i>Total Households<sup>2</sup></i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
<b>Extremely-Low-Income (Under 30% HAMFI<sup>3</sup>)</b>						
No Cost Burden/Not Computed	530	19.4%	190	20.8%	720	19.8%
Cost Burden	215	7.9%	170	18.6%	385	10.6%
Severe Cost Burden	1,985	72.7%	555	60.7%	2,540	69.7%
<b>Very-Low-Income (30% - 50% HAMFI)</b>						
No Cost Burden/Not Computed	150	5.9%	445	33.8%	595	15.5%
Cost Burden	1,355	53.7%	255	19.4%	1,610	41.9%
Severe Cost Burden	1,020	40.4%	615	46.8%	1,635	42.6%
<b>Low-Income (50% - 80% HAMFI)</b>						
No Cost Burden/Not Computed	995	36.2%	1,280	47.8%	2,275	41.9%
Cost Burden	1,225	44.6%	920	34.3%	2,145	39.5%
Severe Cost Burden	525	19.1%	480	17.9%	1,005	18.5%
<b>All Lower-Income (Under 80% HAMFI)</b>						
No Cost Burden/Not Computed	1,675	20.9%	1,915	39.0%	3,590	27.8%
Cost Burden	2,795	34.9%	1,345	27.4%	4,140	32.1%
Severe Cost Burden	3,530	44.1%	1,650	33.6%	5,180	40.1%
<b>Moderate- and Above-Moderate-Income (Over 80% HAMFI)</b>						
No Cost Burden/Not Computed	6,230	80.4%	12,895	85.3%	19,120	83.6%
Cost Burden	1,420	18.3%	1,910	12.6%	3,330	14.6%
Severe Cost Burden	95	1.2%	315	2.1%	415	1.8%
<b>All Income Groups</b>						
No Cost Burden/Not Computed	7,905	50.2%	14,810	73.9%	22,705	63.5%
Cost Burden	4,215	26.8%	3,255	16.3%	7,475	20.9%
Severe Cost Burden	3,625	23.0%	1,965	9.8%	5,590	15.6%

1. According to HUD, households spending 30 percent or less of their income on housing expenses have no cost burden, households spending 31 to 50 percent of their income have cost burden, and households spending 51 percent or more of their income have severe cost burden.

2. Discrepancies in sums are due to rounding errors.

3. HUD Area Median Family Income (HAMFI).

Source: U.S. Department of Housing and Urban Development (HUD), *Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release*



## 2.9 Assisted Housing at Risk of Conversion

State Housing Element law requires that communities identify the status of low-income rental units that are “at risk” of conversion to market rent status within ten years of the statutory mandated update of the Housing Element (from January 2023 to January 2031). The California Housing Partnership estimates that there are 1,642 assisted low-income units in Fairfield, about 29.1 percent of all such units within Solano County. Table 2-44 shows that while most units in Fairfield at low risk of conversion, there are 99 units (6.0 percent) at moderate risk and 170 units (10.4 percent) at high risk. While California Housing Partnership’s Preservation Database is the state’s most comprehensive source of information on subsidized affordable housing at risk of losing its affordable status and converting to market-rate housing, this database does not include all deed-restricted affordable units in the state. Consequently, there may be at-risk assisted units in a jurisdiction that are not captured in this data table.

Per HCD guidance, local jurisdictions must also list the specific affordable housing developments at-risk of converting to market rate uses as Table 2-44 only provides aggregate numbers of at-risk units for each jurisdiction. The assisted housing inventory is available in Table 2-45 below. There is significant number of assisted rental housing units, which includes units assisted under federal, state, and local programs.

**Table 2-44: Assisted Units at Risk of Conversion**

<i>Risk Level<sup>1</sup></i>	<i>Fairfield</i>		<i>Solano County</i>		<i>Bay Area</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Low Risk	1,373	83.6%	4,785	95.8%	110,177	94.6%
Moderate Risk	99	6.0%	152	3.0%	3,375	2.9%
High Risk	170	10.4%	60	1.2%	1,854	1.6%
Very High Risk	0	0.0%	0	0.0%	1,053	0.9%
<b>Total Assisted Units</b>	<b>1,642</b>	<b>100.0%</b>	<b>4,997</b>	<b>100.0%</b>	<b>116,459</b>	<b>100.0%</b>

1. California Housing Partnership uses the following categories for assisted housing developments in its database:

- Low Risk: affordable homes that are at-risk of converting to market rate in 10+ years and/or are owned by a large/stable non-profit, mission-driven developer.
- Moderate Risk: affordable homes that are at-risk of converting to market rate in the next 5-10 years that do not have a known overlapping subsidy that would extend affordability and are not owned by a large/stable non-profit, mission-driven developer.
- High Risk: affordable homes that are at-risk of converting to market rate in the next 2-5 years that do not have a known overlapping subsidy that would extend affordability and are not owned by a large/stable non-profit, mission-driven developer.
- Very-High Risk: affordable homes that are at-risk of converting to market rate within the next year that do not have a known overlapping subsidy that would extend affordability and are not owned by a large/stable non-profit, mission-driven developer.

Source: ABAG-MTC Housing Needs Data Workbook (California Housing Partnership, Preservation Database, 2020)



**Table 2-45: Fairfield Assisted Housing Inventory**

<i>Project Name</i>	<i>Address</i>	<i>Affordable Units</i>	<i>Total Units</i>	<i>Active Program(s)</i>	<i>Risk Level</i>
Hampton Place/Gateway Village	2000 Pennsylvania Avenue	55	56	LIHTC; HCD	Low
Woodside Court Apartments	555 Alaska Avenue	127	129	LIHTC; Local	Low
Monument Arms Apartments	261 East Alaska Avenue	88	92	LIHTC; HUD	Low
Union Square II	608 Kennedy Court	24	24	LIHTC; HCD; Local	Low
Fairfield Heights Apartments	1917 Grande Circle	51	52	LIHTC	Low
Sunset Creek Apartments	840 E. Travis Boulevard	75	76	LIHTC; Local	Low
Signature at Fairfield	1189 Tabor Avenue	92	93	LIHTC; CalHFA; HCD	Low
Laurel Gardens Apartments	201 East Alaska Avenue	29	30	LIHTC; HCD; Local	Low
Kennedy Court	1401 Union Ave	32	32	LIHTC	Low
Fairfield Vista Apartments	201 Pennsylvania Avenue	59	60	LIHTC	Low
Woodsong Village Apartments	2999 North Texas Street	110	112	LIHTC	High
Sunset Manor Apartments	855 East Tabor Avenue	146	148	LIHTC; Local	Low
Dover Woods Senior Apartments	2801 Dover Avenue	198	200	LIHTC	Low
Senior Manor	1101 Union Avenue	83	84	LIHTC; Local	Low
Fairfield Apartments (Parkside Villa Apartments & Rockwell Manor Apartments): Site A	1650 Park Lane	126	128	LIHTC; HUD	Low
One Lake Family Apartments	Northwest corner of Vanden Road and One Lake Drive	188	190	LIHTC; CalHFA	Low
Parkway Plaza	188 East Alaska Avenue	99	100	HUD	Moderate
Avery Parks (Quail Terrace)	2000 Claybank Road	33	136	CalHFA	High
Bennington Apartments (Sheffield Green)	2780 North Texas Street	27	132	CalHFA	High
<b>Total</b>		<b>1,642</b>	<b>1,874</b>		

Source: California Housing Partnership, 2022

## **COST ANALYSIS**

While there are no specific projects in Fairfield’s Assisted Housing Inventory at risk of conversion to market rate during the Planning Period, the California Housing Partnership has identified a number of units that may be at-risk. State law requires the analysis of at-risk housing to identify “the total cost of producing new rental housing that is comparable in size and rent levels, to replace the units that could change from low-income use, and an estimated cost of preserving the assisted housing developments.”

The cost of preservation for typical affordable housing project can be estimated by finding the difference between market rent and affordable rent. As shown in Table 2-38 the affordable monthly rental payment for a very-low-income, one-bedroom unit in Fairfield is \$971. In FY 2021 the HUD Fair Market Rent, or gross rent estimate, in the Vallejo-Fairfield metropolitan statistical area (MSA) for a one-bedroom unit was \$1,351. The difference between these two prices is the “affordability gap”, which is about \$380 in Fairfield. Given this affordability gap, the total cost of preserving all 170 at-risk units would be approximately \$64,600 per month or \$775,200 per year.

## **RESOURCES FOR PRESERVATION**

Two primary resources are available for preserving at-risk units: (1) public agencies, non-profit housing corporations, and tenant groups, and (2) public financing or subsidy programs. The Housing Resources chapter includes a list of public funding sources and regional non-profit housing organizations active in or interested in operating in Fairfield. The City would work with these organizations to preserve the housing units in danger of conversion.

For Section 8 projects, the property owner can opt to terminate the Section 8 contract (“opt out”) or renew the contract. The primary incentive for Section 8 property owners to opt out of their regulatory agreement is monetary. Market rents in some communities have risen to the point at which many property owners can earn more by prepaying their government assistance, even if they have to borrow money at market interest rates. This may not necessarily be the case in central Fairfield, as older apartment buildings do not command the highest rents in the community.

For the property owner to successfully opt out of the Section 8 contract, the owner must satisfy certain procedural requirements. A Notice of Intent (NOI) must be filed with HUD one year before the termination date that indicates the owner’s intent to convert the units to market rate. Failure to file an NOI within the specified time frame or to follow the other procedures to opt out of the Section 8 contract results in an automatic contract rollover for five years.

Upon filing of an NOI, HUD may offer several incentives to property owners to remain in their contracts, including refinancing the property mortgage and establishing higher rents charged for the projects.

Pursuant to Section 65863.10 of the Government Code, the property owner of a Section 8 contract must also provide six months advance notification to each tenant household if the

property owner intends to terminate the Section 8 contract. The notice must indicate the anticipated date of conversion and the anticipated rent increase, the possibility of remaining subsidized, the owner's intentions, and the appropriate contacts for additional information. The property owner must also send a copy of the statement to the city or county where the property is located, to the appropriate local housing authority, and to HCD. The statement must indicate the number, age, and income of affected tenants, the type of assistance, and the owner's plans for the project.

Upon receipt of notice, the city may contact the owner to determine if there are financial or other incentives that could induce the owner to maintain the rent and occupancy restrictions or to sell the property to another owner who will maintain the affordability of the rental units. The city cannot block the owner's ability to prepay if state and federal requirements for notification are followed and other procedural requirements are met prior to prepayment and the termination of restrictions. The city can monitor the process to ensure that all state and federal requirements are met.

## 2.10 Energy Conservation

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The primary uses of energy in urban areas are for transportation, lighting, water heating, and space heating/cooling. The high cost of energy and the environmental impacts of energy consumption demand that efforts be taken to reduce or minimize the overall level of urban energy consumption.

Significant reduction in energy use can be achieved through the coordination of land development and transportation infrastructure, a fundamental component of smart growth. The existing land use pattern in Fairfield is primarily suburban and car-oriented. There are a range of opportunity areas where land could be developed or redeveloped to meet commercial, industrial or residential needs. Future development, as outlined in the Fairfield General Plan Update, will foster revitalization in the City's core and along key corridors, building on the momentum of recent planning efforts. Fairfield will develop as a community of vibrant, diverse, and connected neighborhoods with an improved transportation network. Further, given the threat of climate change and extreme weather, evidenced by recent wildfires on the City's edges, Fairfield will be a leader in sustainability. This includes striving toward a zero-carbon footprint, promoting climate adaptation strategies and decreasing reliance on automobile use. A zero-carbon footprint will be made possible by reducing greenhouse gas (GHG) emissions from energy use and transportation, and by expanding use of renewable energies across the city.

To achieve energy conservation goals, the City will continue strict enforcement of the building standards of the 2019 edition of the California Building Standards Code, Title 24 of the California Code of Regulations and amendments related to energy conservation. Title 24 establishes energy budgets or maximum energy use levels for dwelling units. The standards of Title 24 supersede local regulations and mandate implementation by local jurisdictions.

In 2009, Fairfield approved its first Sustainability Report. The Report focused largely on sustainability initiatives within internal City government operations, including Fairfield’s institutional facilities, equipment, and City fleet. The Report established a Green Team of staff from departments throughout the City and committed to meet on a regular basis to develop ideas and facilitate implementation. The City prepared a draft Climate Action Plan in 2017; however, it was never adopted. A new Climate Action Plan is being prepared in tandem with the General Plan Update and will build upon the work of past sustainability planning efforts.

At this time, the 2005 inventory is the City’s most recent communitywide assessment of GHG emissions. More than three quarters of Fairfield’s emissions come from the energy and transportation sectors. GHG emissions are also generated outside of the Planning Area from sources that are a direct result of people living and working within Fairfield. For example, power plants, landfills, and wastewater treatment plants generate emissions outside of Fairfield, but the ultimate driver of these emissions (electricity demand, solid waste, and wastewater) originate in Fairfield. Overall, the City’s GHG emissions inventory in 2005 was 663,519 MT CO<sub>2</sub>e for community operations, and 16,500 MT CO<sub>2</sub>e for municipal operations in 2008. Residential energy emissions (including both electricity and natural gas) account for 20.3 percent of 2005 emissions, while passenger vehicles account for 32.1 percent.

## 2.11 Projected Housing Need

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The “demand” for housing is based on the total number of households divided into four household income categories. These income categories are based on the median household for Solano County. The Association of Bay Area Governments and HCD classify income as follows:

- Extremely low-income: 30 percent of area median income and below
- Very low-income: 31 to 50 percent of area median income
- Low-income: 51 to 80 percent of area median income
- Moderate-income: 81 percent to 120 percent of area median income
- Above moderate-income: over 120 percent of area median income

### **REGIONAL HOUSING NEEDS ALLOCATION**

California’s Housing Element law requires that each city and county develop local housing programs designed to meet its “fair share” of existing and future housing needs for all income groups, as determined by the jurisdiction’s Council of Governments (COG) and HCD. The Association of Bay Area Governments (ABAG) is the COG responsible for allocating to jurisdictions in the nine-county Bay Area their fair share of the region’s projected housing needs, known as the Regional Housing Needs Allocation (RHNA). A fair share of housing units is calculated for each of four income groups based on a jurisdiction’s current share of housing for different income levels and on the jurisdiction’s amount of available vacant land.

Fair share needs are allocated over the planning period for every jurisdiction's Housing Element. This cycle, the Planning Period is 2023-2031. The intent of RHNA determinations is to ensure that local jurisdictions address not only the needs of their immediate areas but also help meet the housing needs for the entire region. A major goal of RHNA is to ensure that every community provides an opportunity for a mix of affordable housing to all economic segments of its population. Jurisdictional allocations are made to guarantee that adequate sites and zoning are provided to address existing and anticipated housing demands during the planning period and that market forces are not inhibited in addressing the housing needs for all populations within a particular community.

ABAG has developed the 6th cycle Final RHNA Plan for the 2023-2031 period. ABAG's adopted 2020 Final RHNA figures identify an overall construction need of 3,069 new units in Fairfield, a slight decrease from the prior cycle's allocation of 3,100 new units. Table 2-46 shows the income breakdown of these units.

**Table 2-46: 2023 – 2031 Fairfield Regional Housing Needs Allocation**

<i>Income Category</i>	<i>Needed Units</i>	<i>Percent of Needed Units</i>
<i>Extremely Low (0-30% of AMI)<sup>1</sup></i>	396	-
<i>Very Low (0-50% of AMI)</i>	792	25.8%
<i>Low (51-80% of AMI)</i>	464	15.1%
<i>Moderate (81-120% of AMI)</i>	539	17.6%
<i>Above Moderate (more than 120% of AMI)</i>	1,274	41.5%
<b>Total</b>	<b>3,069</b>	<b>100.0%</b>

1. Development needs of extremely-low-income units are assumed to be 50 percent of very-low-income housing needs.

*Source: ABAG-MTC Housing Needs Data Workbook (Association of Bay Area Governments)*

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### 3 Assessment of Fair Housing

California Assembly Bill (AB) 686, passed in September 2018, amended California Government Code Section 65583 to require all public agencies to affirmatively further fair housing (AFFH). AB 686 defined “affirmatively further fair housing” to mean “taking meaningful actions, in addition to combat discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity” for persons of color, persons with disabilities, and other protected classes. The Bill added an assessment of fair housing to the Housing Element which includes the following components: a summary of fair housing issues and assessment of the City’s fair housing enforcement and outreach capacity; an analysis of segregation patterns and disparities in access to opportunities, an assessment of contributing factors, and an identification of fair housing goals and actions.

Fairfield approved an Analysis of Impediments to Fair Housing Choice (AI) in July 2022. This section summarizes some of the major findings of that report. The 2022 AI relies on the Data utilized in this report cover various time periods, including the 2000 and 2010 census and the 2011 and 2019 ACS, to utilize the most recent available data. This chapter relies on more consistent 2019 five-year ACS estimates and the July 2020 HUD AFFH data release (Table AFFHT0006) where possible. Additional data provided by the California Department of Housing and Community Development (HCD) in their AFFH Data and Mapping Resources tool prepared for the assessment of fair housing is also used. An analysis of the sites inventory, including whether the sites identified improve or exacerbate conditions of fair housing, is available in Appendix C.

The 2022 AI incorporated meaningful community participation, consultation and coordination. This included outreach at public events from January 2019 to March 2019. Information was also broadcast through multiple media outlets, including via local newspaper, social media, and television. Local stakeholders and social service agencies were also alerted during the AI process. In total, 314 people responded to the Fair Housing Choice surveys. Additional information on community participation is included in Appendix 5 of the 2022 AI, which is included as Appendix D of this Housing Element. The results of this effort and related public outreach for the Housing Element process inform the assessment and conclusions provided in this section.

### 3.1 Fair Housing Enforcement and Capacity

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Fair housing services are essential to ensure that housing options are accessible to State and federally protected groups, including those based on race, color, gender, religion, national origin, familial status, disability, age, marital status, ancestry, source of income, sexual orientation, genetic information, or other arbitrary factors. Fair housing services help Fairfield residents understand and protect their right to access housing.

Fair Housing Advocates of Northern California (FHANC) is the fair housing service provider for Fairfield and offers services to homeowners and renters located in the counties of Marin, Sonoma, and Solano. FHANC provides free comprehensive fair housing counseling, complaint investigation, and assistance in filing housing discrimination complaints with HUD or the California Department of Fair Employment and Housing (DFEH). FHANC is HUD-certified to offer pre-purchase counseling and education programs, as well as foreclosure prevention counseling and workshops. In partnership with stakeholders and community groups, FHANC conducts a workshop or conference about once a quarter on important housing topics.

Housing discrimination complaints are one source to evaluate the extent of fair housing issues in a community. Housing discrimination complaints can be filed directly with HUD or with DFEH, or with local housing providers such as FHANC. A review of FHANC quarterly reports from calendar year 2017 to 2021 show that approximately 70 percent of tenants and clients seeking fair housing assistance because of discrimination against disabilities. Further, FHANC has conducted four audits in Solano County since 2015. The results of the audits are as follows:

- National Origin and Source of Income Discrimination in Rental Housing in Marin, Sonoma, and Solano Counties (2019-2020). Results:
  - In Solano County, in 81 percent of rental properties investigated housing providers discriminated on the basis of national origin and/or source of income. In Fairfield, of the six properties investigated, five discriminated on the basis of source of income while none discriminated on the basis of national origin. Source of income includes lawful verifiable income, including public assistance and housing subsidies such as Section 8 Housing Choice Vouchers (HCV).
- Race Discrimination in Rental Housing in Marin and Solano Counties (June 2017). Results:
  - In Solano County, 38 percent of tests found either clear or some differential treatment for African American testers. In Fairfield, 33 percent of tests indicated some level of differential treatment. Differential treatment is any discrepancy in the information received by each tester, while clear differential treatment indicates a demonstrable statutory violation.
- Discrimination Against Deaf and Hard-of-Hearing Persons in Rental Housing in Solano County (April 2015). Results:
  - In Solano County, 45 percent of tests indicated some level of differential treatment for deaf and hard-of-hearing testers. In Fairfield, 59 percent of tests indicated some level of differential treatment.
- Criminal Background Checks as a Screening Tool for Race/National Origin Discrimination in Rental Housing in Solano, Marin and Sonoma Counties. Results:

- In Fairfield, 46% of testers encountered at least some discrepancies or disadvantaged in treatment for the African-American and Latino/a testers.

The 2022 AI determined that there were a number of fair housing impediments in Fairfield. New impediments included residential segregation of assisted multifamily projects; insufficient affordable housing; several institutional barriers, including clarity about the development process and fees, fee amounts, and difficulty in obtaining planning approvals, permits, and inspection; and effective processes to address neighborhood concerns about real and perceived impacts of affordable housing. Other impediments included pandemic-increased housing instability, and lack of knowledge. Continuing impediments included lack of awareness of the extent of housing discrimination and lack of knowledge of fair housing laws.

## 3.2 Segregation and Integration

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Public and private housing discrimination, whether intentional or not, can give rise to patterns of segregation within a jurisdiction. Although racial and ethnic segregation is perhaps the most well-known form, other protected classes may also experience patterns of segregation. This section explores patterns and trends of segregation based on race and ethnicity, disability, familial status, and income level in Fairfield and the surrounding region. It should be noted that these groups are not mutually exclusive, and there may be considerable overlap across each protected class.

### RACE AND ETHNICITY

Racial and ethnic patterns of segregation in Fairfield should be understood in the context of changing regional and local demographics. As shown in Table 3-1, the population of Solano County has increased by 6.6 percent between 2010 and 2020, with a projected increase of about 16.0 percent between 2020 and 2040. Growth in the City was largely driven by non-Hispanic multiracial individuals as well as Hispanic individuals of any race. According to California Department of Finance (DOF) projections, these two groups will continue to drive population growth through 2040, as well as the growth of the non-Hispanic Black population. Solano County is considered a majority-minority county, meaning that over 50 percent of the population is something other than non-Hispanic white. However, non-Hispanic whites, as of 2020, do represent a plurality of the population at about 39.1 percent, followed by Hispanics of any race (26.1 percent) and non-Hispanic Asians (14.1 percent).

**Table 3-1: Population Growth by Race/Ethnicity, Solano County, 2010 - 2040**

Race/Ethnicity	Population			Percent Change	
	2010	2020	2040 Forecast	2010-2020	2020-2040
White (NH <sup>1</sup> )	169,090	171,962	185,122	1.7%	7.7%
Black (NH)	59,316	61,984	74,946	4.5%	20.9%
American Indian or Alaska Native (NH)	1,929	1,982	2,041	2.7%	3.0%
Asian (NH)	59,484	62,186	64,098	4.5%	3.1%
Native Hawaiian or Pacific Islander (NH)	3,330	3,541	3,741	6.3%	5.6%
Multiracial (NH)	20,243	23,736	32,783	17.3%	38.1%
Hispanic (any race)	99,470	114,807	147,681	15.4%	28.6%
<b>Total</b>	<b>412,862</b>	<b>440,198</b>	<b>510,412</b>	<b>6.6%</b>	<b>16.0%</b>

1. NH refers to non-Hispanic.

Source: California Department of Finance, Table P-2D County Population by Total Hispanic and Non-Hispanic Race (2010-2060)

Similar to the county, Fairfield is considered a majority-minority city. Nearly 67.6 percent of the population is considered a minority (i.e., something other than non-Hispanic/Latino white) according to 2019 ACS five-year estimates, as seen in Table 3-2. Population growth between 2010 and 2019, which was 11.2 percent overall, was largely driven by an increase in the non-Hispanic/Latino Native Hawaiian and other Pacific Islander population (125.1 percent), the non-Hispanic/Latino Other population (30.2 percent), and the non-Hispanic/Latino Asian population (21.3 percent). Also of note is the steady decrease of the non-Hispanic/Latino American Indian and Alaska Native population since 2000, the decrease and subsequent increase of the non-Hispanic/Latino white population since 2000, and the major increase (59.5 percent) of the Hispanic or Latino population between 2000 and 2010. According to the 2019 AI, as people of color have continued to move into Fairfield, white residents who had previously lived in the core of the city are moving to the northern and western portions of the city. Population projections by race and ethnicity are unavailable at the city level as they have not been prepared by the DOF, the Association of Bay Area Governments-Metropolitan Transportation Commission (ABAG-MTC) or Solano County.

**Table 3-2: Population Growth by Race/Ethnicity, Fairfield, 2000 - 2019**

Race/Ethnicity	Population			Percent Change	
	2000	2010	2019	2000-2010	2010-2019
White, Non-Hispanic/Latino	47,094	37,091	37,977	-21.2%	2.4%
Black or African American, Non-Hispanic/Latino	14,097	15,979	16,944	13.4%	6.0%
American Indian and Alaska Native, Non-Hispanic/Latino	518	462	290	-10.8%	-37.2%
Asian, Non-Hispanic/Latino	10,277	15,265	18,512	48.5%	21.3%
Native Hawaiian and Other Pacific Islander, Non-Hispanic/Latino	851	1,049	2,361	23.3%	125.1%
Other, Non-Hispanic/Latino	5,291	6,686	8,705	26.4%	30.2%
Hispanic or Latino	18,050	28,789	32,347	59.5%	12.4%
Minority <sup>1</sup>	49,084	68,230	79,159	39.0%	16.0%
<b>Total</b>	<b>96,178</b>	<b>105,321</b>	<b>117,136</b>	<b>9.5%</b>	<b>11.2%</b>

1. Minority refers to any person not listed as White, Non-Hispanic/Latino

Source: U.S. Census Bureau, Census 2000 (SF1, Table P004); Census 2010 (SF1, Table P9); 2018 ACS Five-Year Estimates (Table DP05)

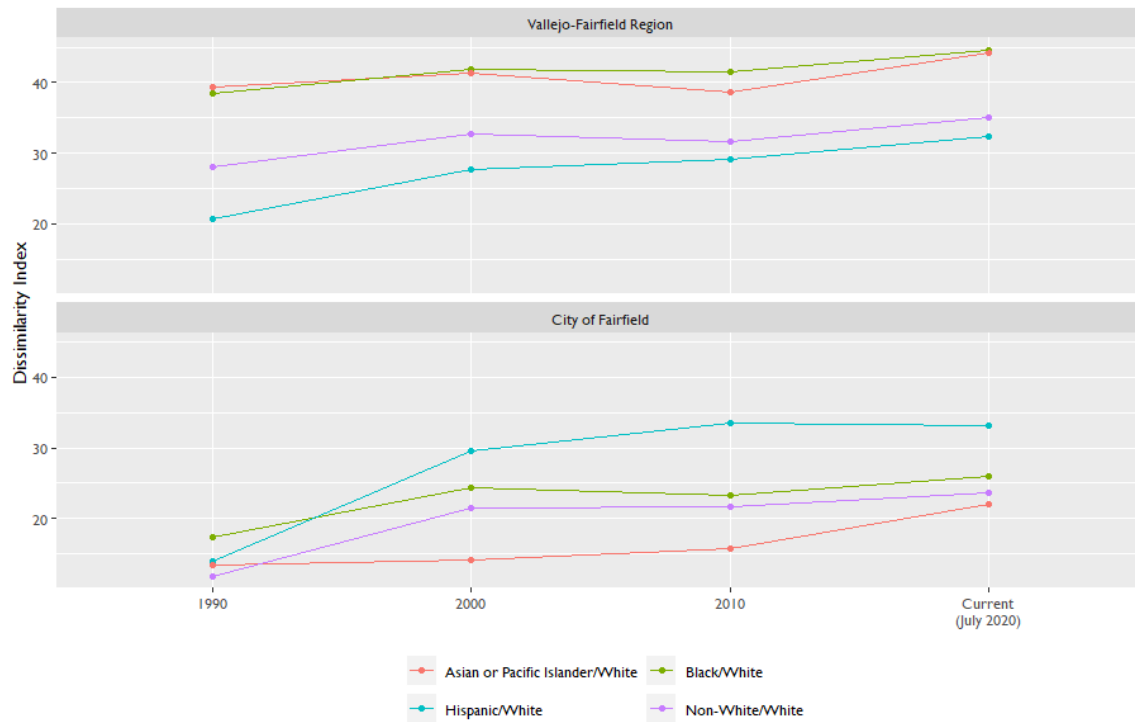
One method to gauge the extent of segregation in a jurisdiction is the dissimilarity index, which measures the relative geospatial composition of two demographic groups. The HUD-provided dissimilarity index provides values ranging from 0 to 100, where higher numbers indicate a higher degree of segregation among the two groups measured. Dissimilarity index values between 0 and 39.99 generally indicate low segregation, values between 40 and 54.99 generally indicate moderate segregation, and values between 55 and 100 generally indicate a high level of segregation.

It is important to note that the dissimilarity index uses non-Hispanic white residents as the primary comparison group, whereas Solano County and Fairfield are majority-minority jurisdictions. Dissimilarity index values compare racial and ethnic groups against the distribution of non-Hispanic white residents in a community and do not directly measure segregation between minority groups (e.g., non-Hispanic Black or African American and Hispanic or Latino segregation).

Chart 3-1 provides the dissimilarity index trends from 1990 to 2020 for Fairfield and the Vallejo-Fairfield region. All indices within the city are below 40, indicating relatively low levels of segregation in Fairfield. As of 2020, segregation is most pronounced between the Hispanic and white populations of the city. Index scores have also generally increased in the city between 1990 and the most recent HUD data release (July 2020). Similarly, the Vallejo-Fairfield region has seen increasing levels of segregation since 1990. Segregation is generally increased at the regional level, with Black and Asian/Pacific Islander populations experiencing moderate levels of segregation as of 2020. While Fairfield exhibits relatively low levels of segregation at the citywide level compared to other cities in California, the 2022 AI reported that there were 19 assisted multifamily projects in Fairfield, 17 of which were located in or adjacent to areas of minority concentration in the downtown Redevelopment Area. All projects were constructed 10 to 20 years ago, when the former Redevelopment Agency worked

with developers of affordable housing projects to locate new multifamily developments in the Redevelopment Area. Per the 2019 AI, the City has since recognized the problems introduced by such a strategy and adapted its affordable development strategy.

**Chart 3-1: Fairfield and Regional Dissimilarity Index**



Source: HUD, AFFHT0006 Table 12, July 2020

Since Fairfield is a majority-minority city, the dissimilarity index provided by HUD may not capture the nuances in patterns of segregation between minority groups. Further, the dissimilarity index is only available at the citywide level. To capture these nuances, the Urban Displacement Project (UDP) at UC Berkeley has created neighborhood segregation typologies that identify which racial/ethnic groups have more than 10 percent representation within a given census tract. The typologies consider five racial/ethnic groups, including Black, Latinx, White, Asian and Other. As seen in Figure 3-1, the majority of tracts in Fairfield are identified as either 3 or 4 Group Mix. Two tracts in the center of the city are classified Asian-White and Latinx-White. Further, as shown in Figure 3-2, a significant portion of block groups in Fairfield, especially those in the central and eastern portions of the city, are classified as Higher Diversity by the 2018 Esri Diversity Index, with one Lower Diversity neighborhood in the eastern portion of the city.

**Figure 3-1: Fairfield Neighborhood Segregation**

*Source: HCD AFFH Data and Mapping Resources (UC Berkeley Urban Displacement Project, May 2021)*

**Figure 3-2: Fairfield Diversity Index**

*Source: HCD AFFH Data and Mapping Resources (ESRI, 2018)*

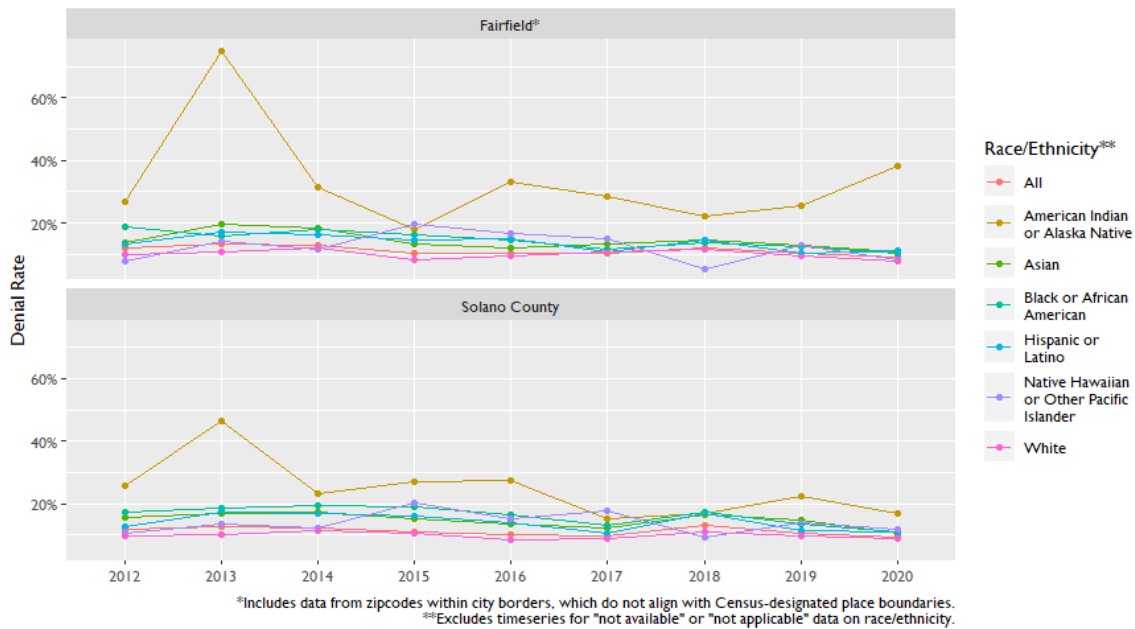


### Other Relevant Factors

The 2022 AI identified potential discrimination in lending practices. Using data from lending institutions in compliance with the Home Mortgage Disclosure Act (HMDA), the AI found that white applicants had a lower loan denial rate than African American, Asian and Hispanic applicants in the Fairfield-Vallejo Metropolitan Service Area in 2020. Chart 3-2 below traces loan denial rates for home purchase and home improvement loans between 2012 to 2020 for all census tracts located within the borders of the city and across Solano County. Loan denial rates have remained relatively stable in both the city and the county, with particularly high rates for American Indian or Alaska Native applicants. In 2020, the overall denial rate was approximately 10.4 percent. Denial rates were highest for applicants who identified as American Indian or Alaska Native (25.7 percent), Asian (13.1 percent), Native Hawaiian or Other Pacific Islander (12.8 percent), or Black or African American (12.3 percent). The lowest denial rates were for white applicants (9.6 percent).

**Chart 3-2: HMDA Loan Denial Rates by Race/Ethnicity**

Source: Home Mortgage Disclosure Act Data, 2012-2020



### PERSONS WITH DISABILITIES

As noted in the Housing Needs Assessment (Chapter 2), according to 2019 ACS five-year estimates, approximately 13,038 or 11.6 percent of Fairfield residents were living with a disability. This is slightly lower than in Solano County (12.3 percent) and higher than that of the Bay Area (9.6 percent).

According to the 2019 AI, people with disabilities live throughout Fairfield with no significant geographic concentration. Per 2019 ACS five-year estimates compiled by HCD, Figure 3-3 indicates that the percent of the population living with a disability does not exceed 20 percent

in any tract within Fairfield, confirming that there is a dispersal of persons with disabilities throughout the city. Further, the 2019 AI identified a pattern of increasing rates of disability primarily for males ages 18 to 64, which may be due to the presence of men who received a disability in the service, have been discharged, and continue to live in Fairfield and utilize the medical facilities at Travis Air Force Base (AFB).

**FAMILIAL STATUS**

Discriminatory housing practices based on familial status, including discrimination against families with children, may impact where families are able to live and lead to geographic concentrations within a jurisdiction. Female householders with children may be targets of discrimination particularly. Table 3-3 indicates that the majority of households with children in Fairfield are married-couple family households, which comprise about 66.1 percent of all households with children. There are 6,767 female householder households with children in Fairfield, or about 23.2 percent of all family households with children.

**Table 3-3: Family Households with Children in Fairfield, 2019**

Household Type <sup>1</sup>	Number	Percent
Married-Couple	19,291	66.1%
Male Householder, No Spouse Present	2,948	10.1%
Female Householder, No Spouse Present	6,767	23.2%
Other	157	0.5%
<b>Total</b>	<b>29,163</b>	<b>100.0%</b>

1. All households with children are considered family households.

Source: U.S. Census Bureau, 2019 ACS Five-Year Estimates (Table S0901)

Figures 3-4 through 3-6 below indicate there are some patterns of geographic concentration based on familial status. For instance, Figure 3-4 shows the proportion of children residing in households with married-couple families tends to be higher in tracts along the edges of the city, including in the southwestern section, the north, and bordering Travis AFB to the east. Figure 3-5, on the other hand, indicates that there is a higher proportion of children residing in female householder households in the central portion of the city. Similarly, the percent of adults living with a spouse is higher along the edges of the city, particularly within Travis AFB (Figure 3-6).

**Figure 3-3: Persons with Disabilities**

*Source: HCD AFFH Data and Mapping Resources (ACS, 2015-2019)*

**Figure 3-4: Percent of Children Residing in Married-Couple Households**

*Source: HCD AFFH Data and Mapping Resources (ACS, 2015-2019)*

**Figure 3-5: Percent of Children Residing in Female Householder Households**

*Source: HCD AFFH Data and Mapping Resources (ACS, 2015-2019)*

**Figure 3-6: Percent of Adults Living with a Spouse**

*Source: HCD AFFH Data and Mapping Resources (ACS, 2015-2019)*

## INCOME LEVEL

Geographic concentration by income, including concentration of poverty, is another type of segregation that may exist within a jurisdiction. One metric to gauge such segregation, provided by HUD, is through the concentration of low- or moderate-income (LMI) individuals. HUD defines a LMI area as a census tract or block group where over 51 percent of the population is LMI – based on the HUD income definition of up to 80 percent area median income (AMI). Figure 3-7 provides the distribution of LMI block groups across Fairfield. While LMI areas are spread throughout the city, there is some concentration in the central portion of the city and within Travis AFB. This pattern is fairly similar to that seen in neighboring cities like Vacaville, Suisun City, Vallejo, and Napa.

Further, changing poverty rates over time can provide an insight into the economic wellbeing of households and individuals in Fairfield. According to ACS five-year estimates, the poverty rate for individual residents decreased from 12.7 percent in 2014 to 8.6 percent in 2019. Poverty rates in Fairfield, as of 2019, are lower than in California overall (13.4 percent). The poverty rate for family households decreased from 9.8 percent (14.6 percent for families with children) in 2014 to 7.2 percent (10.4 percent for families with children) in 2019. Figures 3-8 and 3-9 demonstrate that poverty rates, which were concentrated in the central portion of the city in 2014, have greatly diminished as of 2019. Further, the proportion of the population living below the poverty level within a tract did not exceed 30 percent in either year. However, as identified in the 2019 AI, poverty disproportionately impacts Fairfield residents by race and ethnicity. As shown in Table 3-4, residents identified as American Indian and Alaska Native, Black or African American, and Hispanic or Latino of any race face higher than average poverty rates, while white and Asian populations face lower than average poverty rates.

**Table 3-4: Poverty Rates in Fairfield, 2019**

Race/Ethnicity <sup>1</sup>	Total Population		Population Below Poverty Level <sup>2</sup>	
	Number	Percent	Number	Percent
White alone	56,107	49.5%	3,905	7.0%
Black or African American alone	16,878	14.9%	2,033	12.0%
American Indian and Alaska Native alone	550	0.5%	168	30.5%
Asian alone	19,397	17.1%	963	5.0%
Native Hawaiian and Other Pacific Islander alone	1,504	1.3%	210	14.0%
Other alone	18,922	16.7%	2,498	13.2%
Hispanic or Latino origin (of any race)	33,239	29.3%	3,561	10.7%
<b>Total</b>	<b>113,358</b>	<b>-</b>	<b>9,777</b>	<b>8.6%</b>

1. People who identify as Hispanic or Latino may be any race.

2. Percentages indicate the proportion of that racial/ethnic group that lives below the poverty level.

Source: U.S. Census Bureau, 2019 ACS Five-Year Estimates (Table S1701)

**Figure 3-7: Low-Moderate Income Population**

*Source: HCD AFFH Data and Mapping Resources (HUD, FY 2021)*



**Figure 3-8: Poverty Status (2014), Fairfield**

*Source: HCD AFFH Data and Mapping Resources (ACS, 2010-2014)*

**Figure 3-9: Poverty Status (2019), Fairfield**

*Source: HCD AFFH Data and Mapping Resources (ACS, 2015-2019)*

## OTHER RELEVANT FACTORS

In 2021, the City developed a Language Access Plan (LAP) to ensure equal access and delivery of information for all Fairfield residents, regardless of any language limitations. The LAP, based on 2015 ACS five-year estimates, ultimately found that 65.3 percent of Fairfield residents speak English as their only language. About 20 percent of residents spoke Spanish, while 8.2 percent spoke English less than “very well.” Further, about 6.3 percent of residents spoke Tagalog, while 2.3 percent spoke English less than “very well.” Although there are about 15 languages spoken by Fairfield residents, the remaining languages have less than 1,000 speakers each. According to the 2019 AI, residents whose primary language is Spanish appear to be clustered in the downtown, higher poverty tracts while people whose primary language is Tagalog, Chinese, Korean or other Indic languages appear to be dispersed throughout the city.

### 3.3 Racially/Ethnically Concentrated Areas of Poverty and Affluence

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To assist communities in identifying racially or ethnically concentrated areas of poverty (R/ECAPs), HUD has developed a census tract-based definition: R/ECAPs must have a non-white population of 50 percent or more, and the poverty rate must exceed 40 percent or is three or more times the average tract poverty rate for the metropolitan/micropolitan area, whichever threshold is lower.

According to the 2019 AI, there were no R/ECAPs in 1990, one in 2000, and one in 2010. The R/ECAPs identified in 2000 and 2010 were different tracts. According to 2009-2013 HUD data compiled by HCD there was one R/ECAP in the city. However, per the more recent 2019 ACS five-year estimates, there are no R/ECAPs located within city boundaries, see Figure 3-10. The nearest R/ECAPs are located in Vallejo to the southwest. As of 2021, there are also no California Tax Credit Allocation Committee (TCAC) areas of high segregation and poverty.

While there is no standard definition for Racially/Ethnically Concentrated Areas of Affluence (RCAAs) provided by either HUD or HCD, they are generally considered to be areas with high concentrations of wealthy, white residents. An article by Edward G. Goetz, et al. published in HUD’s *Cityscape* journal defines an RCAA as a “census tract in which 80 percent or more of the population is White and has a median income of at least \$125,000.”<sup>1</sup> In 2022, HCD developed a new version of the RCAA metric to better reflect California’s relative diversity and regional conditions, and to aid local jurisdictions in their analysis of racially concentrated areas of poverty and affluence pursuant to AB 686 and AB 1304.

To develop the RCAA layer, staff first calculated a Location Quotient (LQ) for each California census tract using data from the 2015-2019 ACS. This LQ represents the percentage of total white population (White Alone, Not Hispanic or Latino) for each census tract compared to the average percentage of total white population for all census tracts in a given COG region. For example, a census tract with a LQ of 1.5 has a percentage of total white population that is 1.5 times higher than the average percentage of total white population in the given COG region. Based on this methodology, there is one census tract that meets this definition of an RCAA,

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<sup>1</sup> Edward G. Goetz, et al. “Racially Concentrated Areas of Affluence: A Preliminary Investigation” (*Cityscape*, Vol. 21 No. 1, 2019), pp. 99-123.

see Figure 3-10. This area is constrained by steep slopes, and a portion is located in an elevated CPUC wildfire hazard zone.

**Figure 3-10: R/ECAP and RCAA Locations, Fairfield Region**

*Source: U.S. Dept. of Commerce, Bureau of the Census, 2019 ACS Five-Year Estimates*

## 3.4 Disparities in Access to Opportunity

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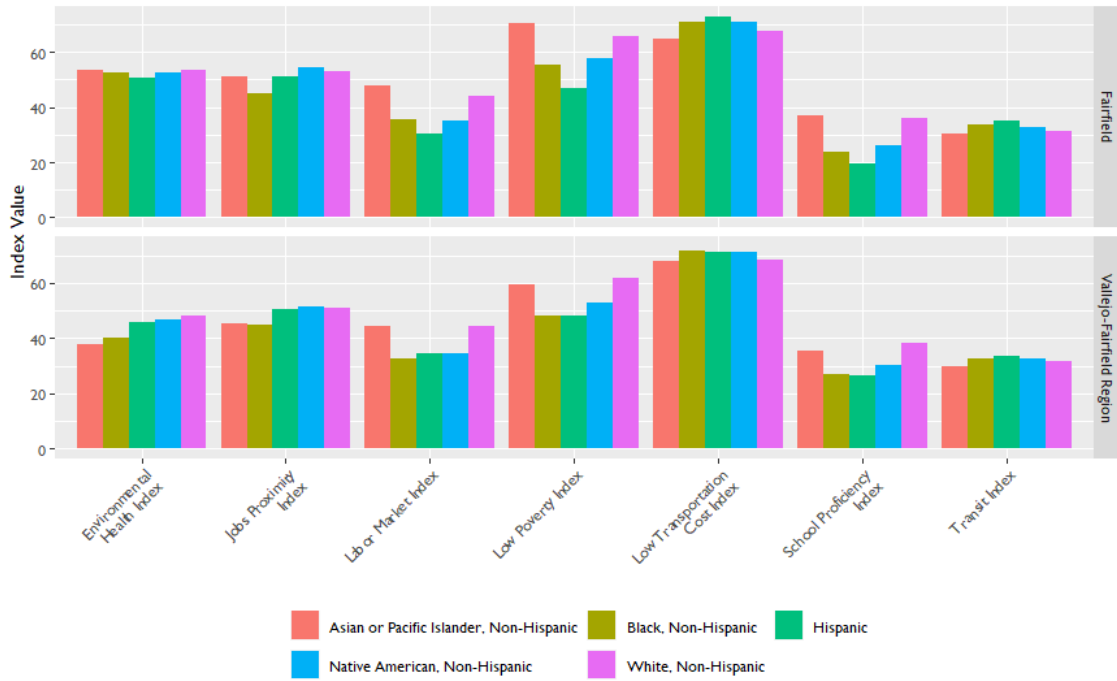
### REGIONAL CONTEXT

Access to opportunity within a jurisdiction must be considered in both the regional and local context. In its July 2020 Assessment of Fair Housing data release, HUD provided a set of opportunity indices to quantify disparities in access to opportunity at the local and regional scale. The higher the index score, the better an area's access to opportunity. While these indices do not identify opportunity by tract or block group within the city, they can show the relative standing of Fairfield compared to Solano County. Each index is defined as follows:

- Environmental Health — Summarizes potential exposure to harmful toxins at a neighborhood level.
- Jobs Proximity — Quantifies the accessibility of a given residential neighborhood as a function of its distance to all job locations within a Core Based Statistical Area (CBSA).
- Labor Market — Provides a summary description of the relative intensity of labor market engagement and human capital in a neighborhood.
- Low Poverty — A measure of the degree of poverty in a neighborhood, at the Census tract level.
- Low Transportation Cost — Estimates of transportation costs for a family that meets the following description: a 3-person single-parent family with income at 50% of the median income for renters for the region.
- School Proficiency — School-level data on the performance of 4th grade students on state exams to describe which neighborhoods have high-performing elementary schools nearby and which are near lower performing schools.
- Transit — Trips taken by a family that meets the following description: a 3-person single-parent family with income at 50% of the median income for renters.

Charts 3-3 and 3-4 below show the indices by race in Fairfield and Solano County. Chart 3-3 highlights the entire population, while Chart 3-4 shows the population living below the federal poverty line. Fairfield's indices are generally on par with that of the region, with some indices higher in the city and others lower. For instance, non-Hispanic Black residents have a higher environmental health index score in the city than in the county, while Hispanic residents have a lower poverty index score in the city. Notably, the relatively low school proficiency index scores for the population living below the poverty line occur across all racial groups in Fairfield.

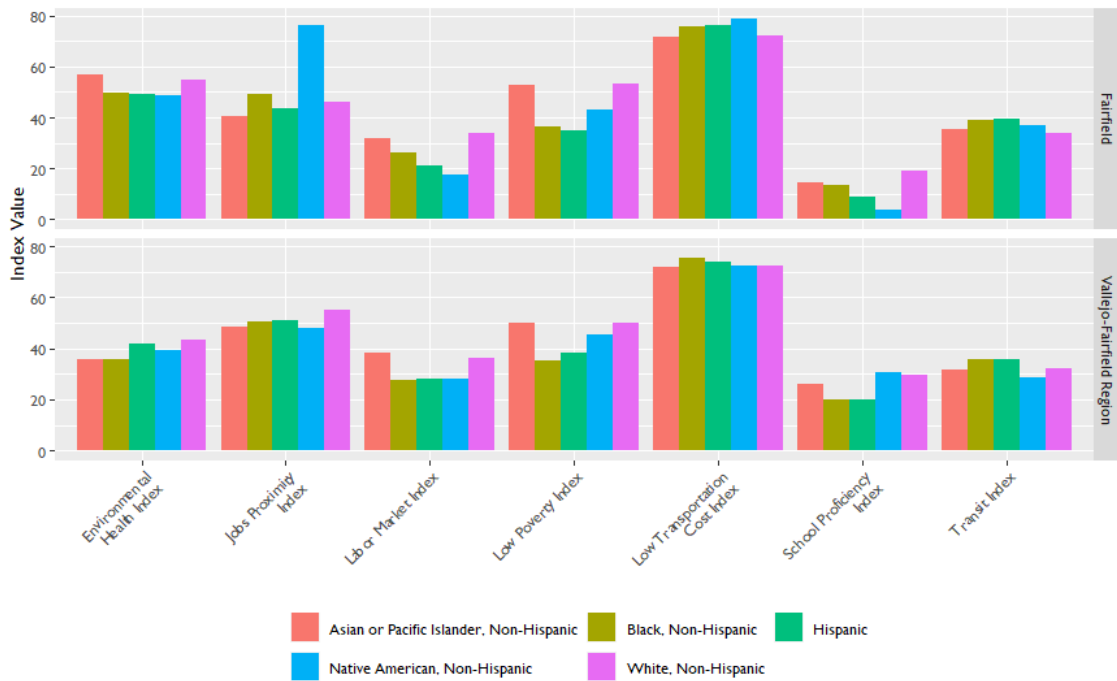
**Chart 3-3: Opportunity Indices – Total Population**



Source: HUD, AFFHT0006 Table 12, July 2020

**Chart 3-4: Opportunity Indices – Population Living Below the Federal Poverty Line**

Source: HUD, AFFHT0006 Table 12, July 2020



**LOCAL CONTEXT**

In order to quantify access to opportunity, HCD and TCAC convened in the California Fair Housing Task Force to “provide research, evidence-based policy recommendations, and other strategic recommendations to HCD and other related state agencies/departments to further the fair housing goals (as defined by HCD).” The Task Force developed a series of Opportunity Maps to determine areas with highest and lowest resources within a jurisdiction. High resource areas are those that offer low-income adults and children the best access to a high-quality education, economic advancement, and good physical and mental health. The Opportunity Maps are based on indices compiled by domain, outlined in Table 3-5 below. The economic, environmental and education domains were further aggregated to create a composite index.

**Table 3-5: Domain and Indicators for HCD/TCAC Opportunity Maps**

Domain	Indicator
Economic	Poverty Adult Education Employment Job Proximity Median Home Value
Environmental	CalEnviroScreen 3.0 indicators
Education	Math Proficiency Reading Proficiency High School Graduation Rates Student Poverty Rate
Filter	Poverty and Racial Segregation

*Source: California Fair Housing Task Force, Methodology for the 2021 TCAC/HCD Opportunity Map, December 2020*

According to the 2021 TCAC Opportunity Areas composite score (see Figure 3-11), all census tracts in Fairfield are considered “moderate” or “low” resource. No tracts are considered “high” or “highest” resource. Highest resource tracts are the top 20 percent of tracts with the highest index scores relative to the region, while high resource tracts are the next 20 percent. The remaining tracts are then evenly divided into the low resource and moderate resource categories. Moderate resource tracts are congregated in the southwestern portion of the city, the north, and near Travis AFB. The central portion of the city is largely considered low resource. The TCAC Composite score maps for 2022 indicate that the area within the Train Station Specific Plan is becoming a more moderately resourced area.



**Figure 3-11: TCAC Opportunity Areas, Composite Score**

*Source: HCD AFFH Data and Mapping Resources (HCD & TCAC Opportunity Areas Mapping Analysis, 2021)*

### **Economic Opportunity**

The 2021 TCAC Opportunity Areas economic score, presented in Figure 3-12, summarizes access to economic opportunity in Fairfield. The pattern aligns closely with that seen in Figure 3-11, as tracts with more positive economic outcomes are located in the southwestern and northern portions of the city, with lowest opportunity in the central portion. This score captures a variety of economic variables, as indicated in Table 3-5. It should be noted that the Heart of Fairfield Plan, adopted in 2017, aims to revitalize and transform the downtown area of the city. The Plan includes specific areas also targeted with the City's Neighborhood Revitalization Initiative and includes incentives for businesses and property owners to improve or rehabilitate their property. The implementation of the Plan has the potential to greatly increase economic opportunity within the downtown and central portions of the city.

### **Educational Opportunity**

Disparities in access to educational opportunity may act as a major fair housing issue in a jurisdiction. To quantify this access, Figure 3-13 presents the 2021 TCAC Opportunity Areas education score. It follows a similar pattern of Figures 3-11 and 3-12; opportunity is highest in the southwestern and northern portions of the city, as well as tracts north of Travis AFB. Educational opportunity is lowest in the central portions of the city. The Train Station Specific Plan, located in northeastern Fairfield immediately north of Travis AFB and east of Peabody Road, envisions a completely new community centered on the recently opened Tom Hannigan Station of the Capital Corridor railroad line. Part of this community will include new educational services, as well as the development of affordable housing. Several sites in the Plan area are under study for development with affordable or mixed income housing.

### **Environmental Opportunity**

An additional facet of opportunity is environmental opportunity, which gauges the extent of environmental quality in a neighborhood. Since the environment can have a major impact on health and standards of living, it is essential that affordable housing developments are not concentrated in environmentally sensitive areas. Figure 3-14 presents the environmental opportunity in Fairfield, based on indicators from CalEnviroScreen 3.0. Unlike Figures 3-11 through 3-13, the areas with the most positive environmental outcomes are located in the central and northern portions of the city. Tracts in the east, especially near Travis AFB, tend to have lower index scores.

**Figure 3-12: TCAC Opportunity Areas, Economic Score**

*Source: HCD AFFH Data and Mapping Resources (HCD & TCAC Opportunity Areas Mapping Analysis, 2021)*

**Figure 3-13: TCAC Opportunity Areas, Education Score**

*Source: HCD AFFH Data and Mapping Resources (HCD & TCAC Opportunity Areas Mapping Analysis, 2021)*

**Figure 3-14: TCAC Opportunity Areas, Environmental Score**

*Source: HCD AFFH Data and Mapping Resources (HCD & TCAC Opportunity Areas Mapping Analysis, 2021)*

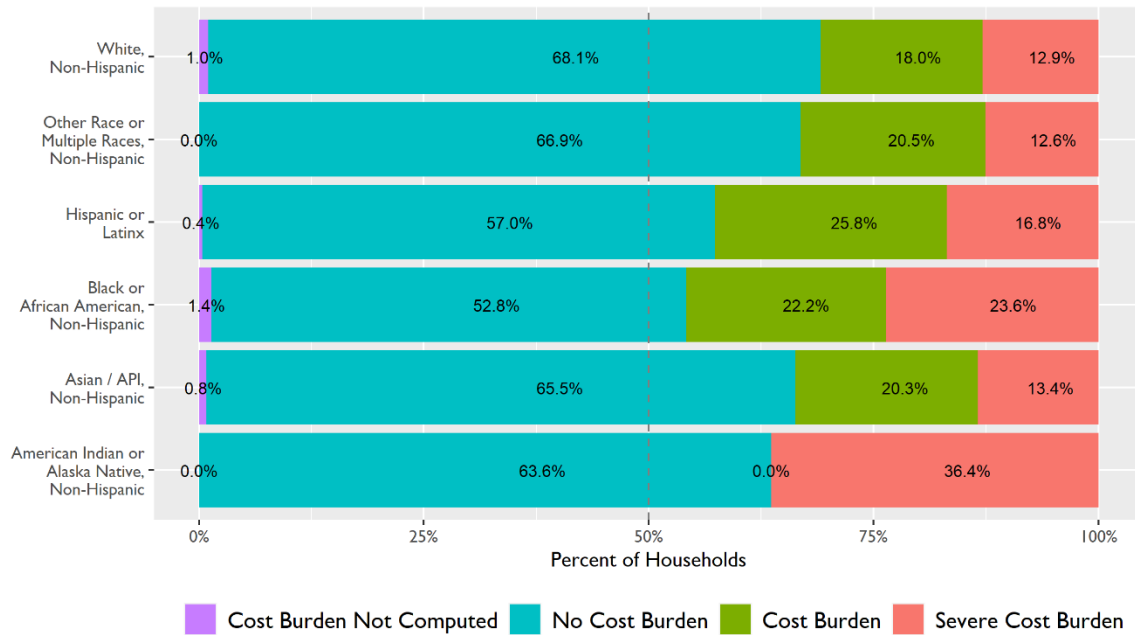
## 3.5 Disproportionate Housing Needs & Displacement Risk

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According to HCD’s AFFH Guidance Memo, disproportionate housing needs “generally refers to a condition in which there are significant disparities in the proportion of members of a protected class experiencing a category of housing need when compared to the proportion of members of any other relevant groups, or the total population experiencing that category of housing need in the applicable geographic area.” Consistent with HCD guidance, this analysis evaluates disproportionate housing need through the assessment of cost burden, overcrowding, and displacement risk.

### **COST BURDEN**

Cost burden among homeowners and renters in Fairfield is discussed in depth in the Housing Needs Assessment. Households paying more than 30 percent of their gross income on housing costs are considered cost burdened, while those paying more than 50 percent are considered severely cost burdened. The Assessment found that renters tend to have higher rates of cost burden than homeowners, and that nearly 71.3 percent of cost burdened households are considered lower-income households per 2013-2017 HUD Comprehensive Housing Affordability Strategy (CHAS) estimates. Per Chart 3-5, cost burden is also distributed unevenly by race and ethnicity. Rates of cost burden, severe or otherwise, are particularly high for non-Hispanic Black or African American and Hispanic or Latinx households. It should also be noted that non-Hispanic American Indian or Alaska Native households experience the highest rates of severe cost burden at nearly 36.4 percent.

**Chart 3-5: Cost Burden by Race in Fairfield**

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release)

ACS data compiled by HCD provides a view into the geographic distribution of cost burden within a jurisdiction. Tract level estimates from the 2019 ACS five-year estimate, as shown in Figures 3-15 and 3-16, indicate areas with concentrated cost burden for owner- and renter-occupied households respectively. The highest rates of homeowner cost burden, seen in Figure 3-15, are evident in tracts within tracts in the southeastern area of central Fairfield. Figure 3-16 shows that renter cost burden follows a similar pattern.

## OVERCROWDING

The Housing Needs Assessment of this Housing Element discusses overcrowding patterns in Fairfield in detail. To summarize, nearly 6.3 percent of Fairfield households experienced some level of overcrowding (defined as a unit occupied by 1.01 persons or more per room, excluding bathrooms and kitchens, which is higher than the rate in Solano County but lower than that of the Bay Area. Renters tended to experience overcrowding at higher rates (12.0 percent) than homeowners (2.4 percent). Further, lower-income households as well as Hispanic or Latinx (of any race) households tend to experience the highest rates of overcrowding. Through the AFFH Data and Mapping Resources tool, HCD has also provided geographic overcrowding data compiled by the California Health and Human Services Agency (CHHS). Figure 3-17 shows that the highest tract-level rates of overcrowding exist in the central portion of the city, especially tracts north of Travis Boulevard and south of West Texas Street.

## **DISPLACEMENT RISK**

As discussed in the Housing Needs Assessment, an affordability gap exists for lower-income homeowners as well as very low- and extremely low-income renters. As housing costs increase, lower-income households may be displaced from their neighborhoods. Communities of color may be particularly impacted by this dynamic. UDP has provided “sensitive communities” typologies to quantify the risk of displacement within a community. Sensitive communities are those with populations vulnerable to displacement in the event of increased redevelopment and drastic shifts in housing costs.

Figure 3-18 shows that nearly the entire central portion of Fairfield is considered vulnerable to displacement. This is likely due to the higher proportions of lower-income residents in these tracts. Since renters, as well as non-Hispanic Black or African American and Hispanic or Latinx households, have relatively high-cost burden rates they are more likely to experience displacement pressures from even a relatively minor increase in housing costs. Strategies to preserve affordable housing and reduce displacement pressures are discussed in the Housing Action Plan (Chapter 5).



**Figure 3-15: Homeowner Cost Burden, 2019**

*Source: HCD AFFH Data and Mapping Resources (2019 ACS 5-year estimates)*

**Figure 3-16: Renter Cost Burden, 2019**

*Source: HCD AFFH Data and Mapping Resources (2019 ACS 5-year estimates)*

**Figure 3-17: Overcrowded Households, Fairfield**

*Source: HCD AFFH Data and Mapping Resources (CHHS, January 2020)*

**Figure 3-18: Sensitive Communities in Fairfield**

*Source: HCD AFFH Data and Mapping Resources (Urban Displacement Project, 2019)*

## 3.6 Summary and Conclusions

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State law requires that jurisdictions identify fair housing issues as well as contributing factors and assign a priority level for each factor. Further, a jurisdiction must identify specific goals and actions it will take to reduce the severity of fair housing issues within that jurisdiction. This section fulfills these requirements based on the assessment provided above, as well as relevant information from the 2019 AI. Goals, actions, and priorities related to affirmatively furthering fair housing are contained in the Housing Plan of this Housing Element. The City will also continue to implement the actions described in the 2019 AI.

### **FAIR HOUSING ISSUES, CONTRIBUTING FACTORS AND PRIORITIES**

The 2019 AI identified ten impediments or contributing factors to fair housing choice, a number of which still remain. Based on the findings of this assessment and the 2019 AI, Table 3-6 presents a summary of existing fair housing issues, their contributing factors, and their priority level, as well as a justification for each. Contributing factors with a high priority level are those that the City can directly address, while medium factors are either those that are longer term problems the City is working on or otherwise has limited ability to address. Low priority factors are not considered, given the City's limited staff and ability to address such issues.

**Table 3-6: Summary of Fair Housing Issues, Contributing Factors and Priorities**

Fair Housing Issue	Contributing Factors	Priority Level	Justification
Outreach and Enforcement	Lack of knowledge of fair housing laws and extent of housing discrimination among City staff	High	The City recently updated its Fair Housing contract with FHANC to conduct additional training for the Housing Department and other City staff. The City should continue to keep staff informed on fair housing laws, and engaging in public awareness and outreach campaigns.
	Public perception of lower-income households and minority groups	Medium	Public perception and stereotypes towards lower-income and minority households pose an impediment to fair housing. The City cannot directly influence public perception, but it can continue to work with FHANC to engage in public outreach. This is also a longer-term issue.
Segregation and Integration	Concentration of affordable housing projects	High	The 2022 AI noted that most assisted multifamily developments in Fairfield are concentrated in or near areas of minority concentration. In future developments, the City should seek to assist projects in more dispersed locations with high access to opportunity throughout the city. The City can support strategies to disperse site concentrations with incentives to make tax credit applications more competitive, create marketing plans for potential sites, consider conducting a rent survey, and investigate mortgage bond financing and mortgage credit certificates.
	Concentration of lower-income households	Medium	Lower-income households and individuals living below the poverty line tend to concentrate in the central portions of the city. The City cannot directly influence where people choose to live or affordability levels, but it can make land use decisions or encourage development that may reduce the concentration of such households.
	Lack of knowledge of fair housing laws among property	High	Insufficient knowledge among property managers may lead to the unintentional violation of Fair Housing laws. The City should continue to work with FHANC to conduct educational workshops and

	managers and onsite managers of multifamily developments		outreach to ensure that violations of fair housing law do not occur.
Housing Discrimination	Loan denial rates	Medium	Loan denial rates, per HMDA data, disproportionately impact communities of color, including African Americans. While the City has limited control over the approval of home loans, it should work with FHANC to understand denial rates and conduct workshops with prospective low-income homebuyers and homebuyers of color.
	Insufficient number of affordable housing units	High	Demand for single-family homes in Fairfield remains high, which is why the majority of the city is zoned as low or medium density. Even with the Fairfield Train Station Specific Plan (FTSSP), which will increase the amount of land available for higher density housing, the development of sufficient services to make affordable housing development feasible poses a major challenge. The City should assist developers and other stakeholders to increase the supply of affordable housing, including through coordination meetings, incentives, and multifamily financing.
Access to Opportunity	Low access to opportunity	Medium	Per the 2021 TCAC Opportunity Areas maps, every neighborhood in Fairfield is considered either low or moderate resource. This poses a long-term problem that the City should work to address through encouraging economic development, increasing educational outcomes, and protecting environmental resources.
	Institutional Barriers	Medium	<p>Several institutional factors can contribute to inviting or inhibiting developers in producing affordable housing in any city.</p> <ul style="list-style-type: none"> <li>• Clarity about the development process and fees so they can accurately project their costs and timelines.</li> <li>• Fees that are similar to adjacent localities</li> <li>• Ease in obtaining planning approvals, building permits, inspections, not excessively time-consuming</li> <li>• Effective processes to address neighborhood concerns about the real and perceived impacts affordable housing</li> </ul> <p>While the City cannot control neighborhood perception, it retains power to assess development</p>

			fees and support neighborhood engagement and pre-application processes.
	High rates of cost burden	Medium	Cost burden is particularly high for renters and people of color in Fairfield. While the City cannot directly influence rent prices or home values, it can assist residents to close the affordability gap. The City should encourage the use of HUD Section 8 vouchers for renters and low-income homebuyer programs, such as through Mortgage Credit Certificates (MCCs).
Housing Needs and Displacement Risk	Prevalence of sensitive communities	Medium	Most of the downtown and central areas of Fairfield are considered vulnerable to displacement pressures. The City should work to preserve affordability and encourage the development of new affordable projects.
	Evictions and housing stability	Medium	The COVID-19 pandemic shut down the local economy and resulted in widespread job loss, household disruption and housing insecurity. COVID surges remain a threat to personal and Fairfield economic recovery. The City should work to ensure that the most vulnerable lowest-income Fairfield residents have access to services to help them resolve landlords' issues and provide emergency rental assistance/rapid rehousing to help prevent homelessness.



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## 4 Housing Resources and Opportunities

This chapter describes and assesses the resources available for the development, rehabilitation, and preservation of housing in Fairfield. The following sections provide an overview of the financial and administrative resources to support the provision of affordable housing, as well as additional housing resources or considerations relevant for the provision of housing in the city.

### 4.1 Financial Resources

There are a variety of potential funding sources available for housing activities in general. Due to both the high costs of developing and preserving housing and limitations on both the amount and uses of funds, affordable housing in Fairfield is supported through a variety of funding sources.

**Table 4-1: Assisted Housing Units**

<i>Name</i>	<i>Total Units</i>	<i>Active Program(s)</i>
Hampton Place/Gateway Village	56	LIHTC; HCD
Woodside Court Apartments	129	LIHTC; Local
Monument Arms Apartments	92	LIHTC; HUD
Union Square II	24	LIHTC; HCD; Local
Fairfield Heights Apartments	52	LIHTC
Sunset Creek Apartments	76	LIHTC; Local
Fair Haven Commons	72	LIHTC
Signature at Fairfield	93	LIHTC; CalHFA; HCD
Laurel Gardens Apartments	30	LIHTC; HCD; Local
Kennedy Court	32	LIHTC
Fairfield Vista Apartments	60	LIHTC
Woodsong Village Apartments	112	LIHTC
Sunset Manor Apartments	148	LIHTC; Local
Dover Woods Senior Apartments	200	LIHTC
Senior Manor	84	LIHTC; Local
Fairfield Apartments (Parkside Villa Apartments & Rockwell Manor Apartments): Site A	128	LIHTC; HUD
One Lake Family Apartments	190	LIHTC; CalHFA
Parkway Plaza	100	HUD
Avery Parks (Quail Terrace)	136	CalHFA
Bennington Apartments (Sheffield Green)	132	CalHFA

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<b>Total</b>	1,874
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*Source: City of Fairfield, 2022; California Housing Partnership, 2022*

The Fairfield Housing Authority (FHA) administers the Section 8 Housing Choice Voucher Program, Project Based Vouchers, and Tenant Based Rental Assistance. FHA’s mission is to assist low-income families with safe, decent, and affordable housing. While the FHA does not own or operate any public housing units, projects assisted by the FHA are shown in Table 4-1.

**COMMUNITY DEVELOPMENT BLOCK GRANTS**

Annually, the City of Fairfield receives funds from the U.S. Department of Housing and Urban Development (HUD) to administer the Community Development Block Grant (CDBG) program. This program funds various nonprofit agencies and other City departments to implement services that benefit low- and moderate-income persons, resolve slum and blight concerns, or address community development needs.

Grantees are selected through a competitive process and provide such services as senior day-care services, homeless outreach, housing rehabilitation, and infrastructure development. The City of Fairfield has been a US Department of Housing and Urban Development (HUD) Community Development Block Grant program entitlement city since 1975. Entitlement funding is determined by a formula based on the size of the city and the total population in poverty. For FY 2021-2022, the City of Fairfield was granted \$846,496 in CDBG funding to address the priority needs in the community. The City of Fairfield adopted a Neighborhood Revitalization Initiative (NRI) consisting of the formally identified Neighborhood Revitalization Strategy Area (NRSA) as a way to target CDBG resources in support of community revitalization efforts. The sub-areas of Fairfield that make up the City’s NRSA are the West Texas/Downtown area and the North Texas area. Starting in FY22-23, however, the City will no longer utilize the NRSI.

Other financial resources, including federal, state, and local programs, are described in Table 4-2.

**Table 4-2: Resources Available for Housing and Community Development Activities**

<i>Program Name</i>	<i>Description</i>
<b>Federal Programs</b>	
Community Development Block Grant (CDBG)	HUD-provided annual grant program for housing and community development activities.
Housing Opportunities for Persons with AIDS (HOPWA)	HUD-provided grants to local communities, States, and nonprofit organizations for projects that benefit low-income persons living with HIV/AIDS and their families
Housing Choice Voucher (HCV – previously Section 8) Program	HCV vouchers administered by local public housing agencies and funded by HUD. The vouchers can be used by eligible low-income families to rent eligible housing units in the private rental market.
Section 202 Supportive Housing for the Elderly	HUD-provided funding to non-profit developers of supportive housing for the elderly.
Section 811 Supportive Housing for Persons with Disabilities	HUD-provided funding to non-profit developers of rental housing with the availability of supportive services for very-low- and extremely-low-income adults with disabilities.
Federal Housing Administration (FHA) Mortgage Insurance Origination	HUD-administered programs to insure mortgages for various types of housing, including Section 207 Rental Housing, Section 207 Manufactured Home Parks, Section 231 Cooperative Units, Section 220 Rental Housing for Urban Renewal and Concentrated Development Areas, Section 221(d)(4) New Construction or Substantial Rehabilitation of Rental Housing, Section 207/223(f) Purchase or Refinancing of Existing Multifamily Housing Projects, Section 223(a)(7) Refinancing of Existing Multifamily Rental Housing, Section 231 Rental Housing for the Elderly, Section 234(d) Mortgage Insurance for Construction or Substantial Rehabilitation of Condominium Projects, Section 241(a) Supplemental Loan Insurance for Multifamily Rental Housing, Section 542(b) Qualified Participating Entities Risk-Sharing Program, Section 542(c) Housing Finance Agency Risk-Sharing Program, Section 232 and Section 232/223(f) Mortgage Insurance for Nursing Homes, Intermediate Care, Board & Care and Assisted-living facilities.
Low Income Housing Tax Credit (LIHTC)	Established in 1986, the LIHTC program makes tax credits available to individuals and corporations that invest in low-income rental housing. Usually, the tax credits are sold to corporations with a high tax liability and the proceeds from the sale are used to create the housing. The program is able to finance the construction and rehabilitation of low-income housing by providing sufficient incentive to private developers and investors.
<b>State Programs</b>	
Home Investment Partnerships (HOME) Funds	HCD-administered program that uses HUD funding to implement local housing strategies designed to increase homeownership and affordable housing opportunities for low- and very-low-income households. Funds are available in California communities that do not receive HOME funding directly from HUD.
SB2 Planning Grants	In 2017, Governor Brown signed the Building Homes and Jobs Act (SB2) to provide funding and technical assistance to local governments in California to streamline housing approvals and accelerate housing production.

Affordable Housing and Sustainable Communities (AHSC)	AHSC funds projects that support infill and compact development and reduce greenhouse gas (GHG) emissions. Funds are available annually in the form of loans and/or grants in two kinds of project areas: Transit Oriented Development (TOD) Project Areas and Integrated Connectivity (ICP) Project Areas.
CalHOME	Grants to enable very-low- and low-income households to become or remain homeowners. The City must apply for funds through HCD in response to periodic Notices of Funding Availability (NOFAs).
California Emergency Solutions and Housing (CESH)	CESH provides grant funds to eligible applicants for eligible activities to assist persons experiencing or at-risk of homelessness.
Emergency Solutions Grants Program (ESG)	ESG makes grant funds available for projects serving homeless individuals and families through eligible non-profit organizations or local governments. ESG funds can be used for supportive services, emergency shelter/transitional housing, homelessness prevention assistance, and providing permanent housing. Funds are available in California communities that do not receive ESG funding directly from HUD.
Golden State Acquisition Fund (GSAF)	GSAF was seeded with \$23 million from the HCD's Affordable Housing Innovation Fund. Combined with matching funds, GSAF makes up to five-year loans to developers for acquisition or preservation of affordable housing.
Homekey	Homekey provides grants to local to acquire and rehabilitate a variety of housing types — such as hotels, motels, vacant apartment buildings, and residential care facilities — in order to serve people experiencing homelessness or who are also at risk of serious illness from COVID-19.
Housing for a Healthy California (HHC)	HHC provides funding on a competitive basis to deliver supportive housing opportunities to developers using the federal National Housing Trust Funds (NHTF) allocations for operating reserve grants and capital loans.
Housing-Related Parks Program	Funds the creation of new park and recreation facilities or improvement of existing park and recreation facilities that are associated with rental and ownership projects that are affordable to very-low- and low-income households.
Infill Infrastructure Grant Program (IIG)	IIG provides grant funding for infrastructure improvements for new infill housing in residential and/or mixed-use projects. Funds are made available through a competitive application process.
Joe Serna, Jr., Farmworker Housing Grant (FWHG)	FWHG makes grants and loans for development or rehabilitation of rental and owner-occupied housing for agricultural workers with priority for lower-income households.
Local Early Action Planning (LEAP) Grants	The Local Early Action Planning (LEAP) program assist cities and counties to plan for housing through providing over-the-counter, non-competitive planning grants.
Local Housing Trust Fund Program (LHTF)	Affordable Housing Innovation's LHTF lends money for construction of rental housing projects with units restricted for at least 55 years to households earning less than 60 percent of area median income. State funds matches local housing trust funds as down payment assistance to first-time homebuyers.
Mobilehome Park Rehabilitation and Resident Ownership Program (MPRRP)	MPRRP makes short- and long-term low interest rate loans for the preservation of affordable mobile home parks for ownership or control by resident organizations, nonprofit housing sponsors, or local public agencies. MPRROP also makes long-term loans to individuals to ensure continued affordability. Funds are made available through a competitive process in response to a periodic NOFA.

Multifamily Housing Program (MHP)	MHP makes low-interest, long-term deferred-payment permanent loans for new construction, rehabilitation, and preservation of permanent and transitional rental housing for lower-income households.
No Place Like Home (NPLH)	NPLH dedicates up to \$2 billion in bond proceeds to invest in the development of permanent supportive housing for persons who are in need of mental health services and are experiencing homelessness.
Permanent Local Housing Allocation (PLHA)	PLHA provides a permanent source of funding to local governments to implement plans to increase the affordable housing stock through both formula grants and competitive grants.
Predevelopment Loan Program (PDLP)	PDLP makes short-term loans available for preservation, construction, rehabilitation or conversion of assisted housing primarily for low-income households. Availability of funding is announced through a periodic NOFA.
Supportive Housing Multifamily Housing Program (SHMHP)	SHMHP provides low-interest loans to developers of permanent affordable rental housing that contain supportive housing units.
Transit Oriented Development Housing Program (TOD)	The TOD program makes low-interest loans and grants for rental housing that includes affordable units that are located within one-quarter mile of a transit station. Applications are accepted in response to a periodic NOFA.
Veterans Housing and Homelessness Prevention Program (VHHP)	VHHP provides long-term loans to for-profit, non-profit and public agencies to develop or preserve rental housing for very-low- and low-income veterans and their families.
California Tax Credit Allocation Committee (TCAC) State Tax Credits	TCAC facilitates the investment of private capital into the development of affordable rental housing for low-income Californians through State and federal tax credits. Tax credits are available to both individuals and corporations. The tax credits are sold to individuals or corporations with a high tax liability and the proceeds from the sale are used to create affordable housing.
California Housing Finance Agency (CalHFA) Multifamily Programs	CalHFA provides a variety of loan programs for different project types and income levels. Permanent Loan Programs include competitive long-term financing for affordable multifamily rental housing projects, where the Agency must be the Bond Issuer. CalHFA also offers the Conduit Issuer Program, which facilitates access to tax-exempt and taxable bonds by developers seeking financing for eligible projects that provide affordable multifamily rental housing, which can be used when another lender is involved. CalHFA offers the Bond Recycling Program to preserve and recycle prior years tax-exempt private activity bond volume cap to be accessed by developers that seek construction/rehabilitation financing for eligible projects that provide affordable multifamily rental housing.
California Housing Finance Agency (CalHFA) Loan Programs	CalHFA provides a number of loan programs, including First Mortgage Programs and the Down Payment Assistance Program. The First Mortgage Programs include both government and conventional loans, while the Down Payment Assistance Program provides several options for down payment and closing cost assistance.
Independent Cities Lease Finance Authority (ICFA)	The City is an associate member of the ICFA which provides down payment and/or closing cost assistance and assists qualified nonprofit organizations to acquire and manage multi-family housing communities, including manufactured home parks.

### Local Programs

Rental Housing Rehabilitation Program	The program provides below market rate loans to owners with properties that rent to low- and moderate-income households. The program is funded with redevelopment funds set aside to create and preserve low and moderate-income housing, Community Development Block Grant funds and HOME funds. The income limits vary based on funding source.
Below Market Rate Program	The City requires developers building detached homes in a Residential Medium Density zoning to provide 10% of the homes for sale to moderate-income households at an affordable price. Under the long-term resale restrictions, these homes must remain affordable to and owner-occupied by moderate income households for 45 years.
<b>Private Resources/Financing Programs</b>	
Federal National Mortgage Association (Fannie Mae)	A government-sponsored enterprise that provides a reliable source of affordable mortgage financing nationwide. Fannie Mae purchases mortgages from lenders and facilitates the flow of capital into the housing market.
Federal Home Loan Mortgage Corporation (Freddie Mac)	A government-sponsored enterprise that operates in the secondary mortgage market to ensure a reliable and affordable supply of mortgage funds.
California Community Reinvestment Corporation (CCRC)	Non-profit mortgage banking consortium designed to provide long term debt financing for affordable multi- family rental housing. Non-profit and for-profit developers contact member banks.
Federal Home Loan Bank (FHLB) Affordable Housing Program	Direct subsidies to non-profit developers, for-profit developers and public agencies for affordable low-income ownership and rental projects.
Community Reinvestment Act (CRA)	Federal law requires that banks, savings and loans, thrifts, and their affiliated mortgaging subsidiaries annually evaluate the credit needs for public projects in communities where they operate. This includes meeting the needs of borrowers in all segments of the communities, including low- and moderate-income neighborhoods.

## 4.2 Administrative Resources

The provision of affordable housing requires both financial resources as well as administrative resources. Housing programs require that a number of entities work together in partnership to bring the necessary resources together to provide for affordable housing. Provided below is a brief discussion of some of the administrative resources that the City has available to provide for housing programs, including public agencies and non-profit organizations that have contributed to housing projects in Fairfield. These agencies and organizations are critical to meeting the housing needs of the City and play an important role in the acquisition, rehabilitation, preservation, and development of affordable and assisted housing.

### CITY ADMINISTRATIVE RESOURCES

Housing and neighborhood preservation are key priorities of the City of Fairfield. The City Manager’s Office plays a leading role in several programs, including the Quality of Life Task Force, regional homelessness, and Travis Air Force Base. The Community Development Department is responsible for preparation of and administration of the General Plan update,

including this Housing Element. The Department also administers the Fairfield Zoning Ordinance. The Department implements the City's planning and development review process and through the Building Division enforces the Building Code, ADA requirements, and energy regulations. The Housing Division implements the City's affordable housing programs. The Fairfield Housing Authority is the City's lead agency for tenant-based assistance and administers the Housing Choice Voucher program, Community Development Block Grants, HOME and other homebuyer programs, and housing rehabilitation programs. In addition to the Community Development Department, the Fairfield Police Department Code Enforcement Division enforces quality of life and community preservation ordinances which impact the City's neighborhoods.

## **NON-PROFIT RESOURCES**

### **North Bay Human Development Corporation**

North Bay Human Development Corporation is a non-profit corporation whose board was established specifically to operate the Parkway Plaza senior apartments in Fairfield and has no interest in being involved with other housing projects. The Solano Affordable Housing Foundation (SAHF) is a nonprofit housing developer established by local cities to encourage affordable housing in the County. The foundation will be working to identify affordable housing, including the preservation of affordable housing with Redevelopment Agency assistance. The Foundation also owns the Union Square apartment complex and purchased the Senior Manor apartment complex in late 2008 (the City of Fairfield retained ownership of the underlying property).

### **Pacific Community Services Incorporated**

Pacific Community Services Corporation (PCSI)/Pittsburg Housing and Economic Development Corporation have expressed interest in facilitating affordable housing in Fairfield. The corporation has also considered purchasing property in Fairfield for the development of affordable housing and also assisting in the preservation of at-risk units during the foreclosure crisis. The corporation also provides assistance to residents with housing discrimination and other issues. In the past, PCSI was retained by the City of Fairfield to provide housing counseling services.

### **Mid-Peninsula Housing**

Mid-Peninsula Housing, based in Redwood City, is a Bay Area non-profit housing developer and manager. Mid-Peninsula developed an affordable housing project, Sunset Creek Apartments in Fairfield in 1994 and has expressed interest in developing future projects.

### **Community Housing Opportunities Corporation**

CHOC (Community Housing Opportunities Corporation) is a Davis-based nonprofit interested in affordable housing. CHOC owns and manages Gateway Village, an apartment project on Pennsylvania Avenue which it acquired and rehabilitated with City assistance. The City has



continued its relationship and discussions with CHOC, who may be interested in additional projects.

#### **Meta Housing Corporation**

Meta Housing Corporation is based in southern Los Angeles but has built several properties in the Bay Area. Meta Housing developed the One Lake Family Apartments, which includes a 190-unit affordable workforce housing community for families and individuals.

#### **National Community Renaissance**

National Community Renaissance is a nonprofit organization based in Southern California. In cooperation with ANF Families Partnership II, the group acquired and rehabilitated 93 apartment units in the South PACE neighborhood. The organization remains interested in future projects.

#### **Resources for Community Development**

Resources for Community Development (RCD) is a Berkeley-based nonprofit organization that partnered with Caminar Solano to develop Laurel Gardens, the first affordable housing project built in Solano County that provides housing to low-income individuals with mental disabilities, many of them formerly homeless.

#### **Habitat for Humanity**

Habitat for Humanity is a non-profit organization that brings together volunteers in the community to build homes for low-income families. The participating families also contribute hours towards building the home. Habitat for Humanity has built several homes in Fairfield and is currently working with the City on another potential infill project. Habitat for Humanity continues to be interested in local homeownership programs.

## **4.3 Other Housing Resources and Considerations**

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### **SURPLUS OR PUBLICLY-OWNED LANDS**

State law, including AB 1486 (2021) and AB 1255 (2020), seeks to identify and prioritize State and local surplus lands available for housing development affordable to lower-income households. As of 2022, there were no surplus lands declared in the City of Fairfield.

As of the compilation of this Housing Element (May 2022), based on records from the Solano County Assessor, the City has identified 40 parcels—representing about 90.2 acres—within City Limits that are publicly-owned, but that have not been declared surplus lands. The agencies that own these parcels are listed in Table 4-3 below.

**Table 4-3: Publicly-Owned Land**

	<b>Total Parcels</b>	<b>Total Acres</b>
<b>City of Fairfield</b>	<b>10</b>	<b>16.3</b>
Public Facilities	2	10.6
Res Low Medium	5	3.5
Res Medium	3	2.2
<b>Fairfield Housing Authority</b>	<b>29</b>	<b>69.3</b>
Com Community	2	0.3
Mixed Use	5	31.9
Public Facilities	2	7
Res Low Medium	2	1.2
Res Medium	18	28.9
<b>Solano Affordable Housing Foundation</b>		
Res High	1	4.6
<b>TOTAL</b>	<b>40</b>	<b>90.2</b>

*Source: Solano County Assessor, 2021; City of Fairfield, 2021; Dyett & Bhatia, 2022*

These sites are located in a diverse array of locations throughout the city within various zoning districts and densities for potential residential development. However, much of the current land that allows housing development is also currently designated for lower and medium densities that fall below the default density of 30 du/ac. In accordance with AB 1486 and AB 1255, the City continues to work with local agencies to determine whether there is surplus or excess land that is not necessary for the agency's use and may be identified as "surplus" for reporting to the State HCD and California Department of General Services (DGS) with the intention of connecting developers to potential lands available for housing development affordable to lower-income households.

## **UTILITY AND SERVICE SYSTEMS**

Consistent with State law and guidance from the State HCD, all sites included in the Inventory to meet the RHNA have been screened to ensure they have sufficient access to existing or planned water, sewer, and other dry utilities. The City is the water provider for most of the City, including all the areas where sites are located. Sewer services are provided by the Fairfield Suisun Sewer District. Based on the 2020 Urban Water Management Plan and the 2020 Sewer District Master Plan, there is enough capacity for water and sewer for RHNA units. Also, based on the location of sites along corridors and downtown areas, these sites have access to dry utilities, including electricity. There is sufficient existing and planned capacity to accommodate the regional housing need.

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## 5 Housing Constraints

State law requires analysis of governmental and non-governmental constraints to Fairfield meeting its housing needs. Governmental constraints can include zoning regulations, development standards, fees, and processing and permitting times, among others. Non-governmental constraints can include the following areas – infrastructure, environmental, and market. This chapter provides an assessment of such constraints as required by law.

### 5.1 Governmental Constraints

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While government regulations are intended to guide development in a community and ensure quality housing, they can also unintentionally contribute to delays or increased development costs. Actions taken by the City can thus have an impact on both the overall affordability of housing as well as its availability within the city. Governmental constraints that could lead to such cost increases include land use controls, site improvement requirements, building codes, fees, and other locals programs to improve the overall quality of housing. The following section assesses constraints imposed by the current General Plan and Zoning Ordinance.

#### **LAND USE PLANS AND REGULATIONS**

##### **General Plan**

The City of Fairfield last performed a comprehensive update to its General Plan in 2001 and is in the process of updating it again to reflect opportunities, challenges, and approaches that have emerged in recent years. As the General Plan Update is being prepared in parallel with this Housing Element, its policy direction and shared goals inform the assessment of constraints in this chapter. The Land Use Element sets forth the City’s policies for guiding local land use and development. These policies, together with the zoning regulations, establish the amount and distribution of land to be allocated for different uses within the city. Table 5-1 shows the 2002 General Plan land use designations that allow residential development. These designations support a variety of housing types, ranging from large estate lot residential developments to multifamily apartment and condominium developments.

**Table 5-1: General Plan Residential Land Use Designations**

<i>General Plan Land Use</i>	<i>Description</i>	<i>Maximum Density (du/ac)<sup>1</sup></i>	<i>Residential Zoning Designation</i>
<b>Residential</b>			
Very Low Density (RVL)	Large estate lot residential development. Lot sizes typically >15,000 sq ft. Cluster single-family homes on smaller lots with significant permanent open space may also apply. Hillside areas and transition areas between agriculture and more intense residential development may also apply.	2.5	Residential, Very Low Density (RVL)
Low Density (RL)	Single-family development on large lots, and standard single-family subdivisions. Lot sizes from 7,500-15,000 sq ft.	4.5	Residential, Low Density (RL)
Low Medium Density (RLM)	Single-family subdivisions and nontraditional designs such as zero lot lines, patio homes, and townhomes. Lot sizes from 4,500-7,500 sq ft.	8.0	Residential, Low Medium Density (RLM)
Medium Density (RM)	Attached units, such as duplexes, townhouses, rowhouses, condominiums, and apartments. Detached units must provide affordable housing opportunities or substantial public benefit. Lot sizes from 3,000-4,500 sq ft for each unit.	15.0	Residential, Medium Density (RM)
High Density (RH)	Multifamily apartment and condominium development. Located in close proximity to major arterial streets, commercial and recreational facilities, and employment centers.	22.0	Residential, High Density (RH)
Very High Density (RVH)	Multifamily apartment and condominium development in high-intensity areas.	32.0	Residential, Very High Density (RVH)
<b>Commercial and Mixed-Use<sup>2</sup></b>			
Neighborhood Commercial (CN)	Convenience commercial and neighborhood shopping centers which provide for a range of necessary day-to-day retail goods and services.	-	Neighborhood Commercial (CN)
Community Commercial (CC)	Shopping centers that serve a larger market than the immediate neighborhood. Also includes strip commercial shopping areas along North Texas and Texas Streets.	-	Community Commercial (CC); Thoroughfare Commercial (CT)
Office Commercial (CO)	Non-retail, business, and professional offices.	-	Office Commercial (CO)
Mixed-Use (MU)	Designation has been applied to several areas throughout the city. Each area has a unique mix of specified permitted uses and FAR.	32-50	Mixed Commercial (CM) <sup>3</sup>

## Notes:

1. Dwelling units per acre (du/ac).
2. Residential densities permitted in commercial zones are not specified in the Land Use Element and are established in the Zoning Ordinance.
3. In the General Plan, the MU land use designation applies to multiple areas of the city with various standards. In the Zoning Ordinance, the CM District implements this designation.

Source: City of Fairfield, Land Use Element, 2016; Dyett & Bhatia, 2021

## Zoning Ordinance

The type, location, density, and scale of residential development in Fairfield is regulated through the City’s Zoning Ordinance, which is Chapter 25 of the Fairfield Municipal Code. Zoning regulations serve to implement the General Plan and are designed to protect and promote the health, safety, and general welfare of residents. Fairfield’s Zoning Ordinance includes six residential zoning districts. Their intended uses are summarized in Table 5-2. Where a minimum lot size is required, a numerical suffix to the zoning district designation is shown on the Zoning District Map (e.g., RVL-20 requires a minimum lot size of 20,000 square feet, RL-8 a minimum lot size of 8,000 square feet, RLM-4.5 a minimum lot size of 4,500 square feet, etc.). Maximum residential densities in these zones range from one unit per gross developable acre in the RVL-40 zone to 32 in the RVH zone.

**Table 5-2: Residential Zoning Districts**

<i>Map Symbol</i>	<i>Zoning District</i>	<i>Intended Uses</i>
RVL-40 RVL-20 RVL-15	Residential, Very Low	Single-family detached homes on large lots. They primarily serve as transitions between urban development and agricultural or open space areas. May also be applied to land within hillside areas. Minimum lot sizes range from 15,000 square feet to 40,000 square feet.
RL-10 RL-8	Residential, Low Density	Single-family detached homes on minimum lot sizes of 8,000 or 10,000 square feet.
RLM-6 RLM-5 RLM-4.5 RLM	Residential, Low Medium Density	Single-family neighborhoods with minimum lot sizes of 4,500, to 6,000 square feet. Where no minimum lot size is required, more compact design is allowed through the Small Lot SF Development Regulations.
RM	Residential, Medium Density	Low density attached housing, such as duet, duplex, triplex, and four-plex units; townhouses; and condominiums.
RH	Residential, High Density	Multifamily development such as apartments and condominiums. RH zoned properties are located along major collector and arterial roads, adjacent to neighborhood-serving land uses, and near employment centers.
RVH	Residential, Very High Density	Very-high density multifamily development. The primary land uses include apartments, condominiums, and senior housing. Three to four story structures would be typical. Typically located near transit stations or employment centers.

*Source: City of Fairfield Zoning Ordinance, Section 25.20 Residential Zoning Districts*

Permitted uses range from single-family detached houses in the RVL, RL, and RLM zones to multifamily townhouses, condos, and apartments in the RM, RH, and RVH zones. As shown in Table 5-3, residential uses are permitted by-right, without discretionary review or design review. Various types of special needs housing may be permitted by-right or require a conditional use permit, as discussed below in the Provision for a Variety of Housing Types section.

**Table 5-3: Permitted Residential Uses in Residential Zoning Districts<sup>1</sup>**

<i>Housing Type</i>	<i>RVL</i>	<i>RL</i>	<i>RLM</i>	<i>RM</i>	<i>RH</i>	<i>RVH</i>
Boarding houses, large	-	-	-	C	C	C
Boarding houses, small	P	P	P	P	P	P
Community care facilities – residential <sup>2</sup>	P	P	P	P	P	P
Assisted living facility	-	C	C	P	P	P
Duplex	-	C	P	P	P	-
Duet	-	C	P	P	P	-
Dwelling, multifamily (townhouses, condos, apartments)	-	-	C	P	P	P
Dwellings, single-family detached	P	P	P	C	C	-
Mobile home parks	C	C	C	C	C	C

## Notes:

1. P = Permitted; C = Conditional Use Permit required; - = Not permitted
2. No licensed community care facilities shall be located within 300 feet of any other community care facility.

Source: City of Fairfield Zoning Ordinance, Section 25.20 Residential Zoning Districts

There are also 12 non-residential districts included in the Zoning Ordinance that allow various types of residential uses along with commercial, industrial, agricultural, public, or open space uses. Mixed-use is allowed by conditional use permit in the Neighborhood Commercial (CN), Office Commercial (CO), Community Commercial (CC), Mixed Commercial (CM), and Commercial Thoroughfare (CT) zoning districts. Within the CM zoning district, some forms of residential development are permitted by-right without being developed in conjunction with a commercial use on the same property. Other residential uses are very limited in non-commercial zones. Table 5-4 summarizes these permitted uses for non-residential zoning districts.

**Table 5-4: Permitted Residential Uses by Non-Residential Zoning District<sup>1</sup>**

<i>Housing Type</i>	<i>CN</i>	<i>CO</i>	<i>CS</i>	<i>CT</i>	<i>CC</i>	<i>CM</i>	<i>IB P</i>	<i>IL</i>	<i>IG</i>	<i>AG</i>	<i>OS C</i>	<i>PF</i>
Boarding houses, large	C	C	-	C	C	C	-	-	-	-	-	-
Boarding houses, small	C	C	-	C	C	C	-	-	-	-	-	-
Assisted living facility	C	C	-	C	C	P	C	-	-	-	-	-
Duplex <sup>2</sup>	C	C	-	C	C	P	-	-	-	-	-	-
Duet <sup>2</sup>	C	-	-	C	C	P	-	-	-	-	-	-
Dwelling, multifamily <sup>2</sup>	C	C	-	C	C	P	-	-	-	-	-	-
Dwelling, single-family detached <sup>2</sup>	C	C	-	C	C	C	-	-	-	p <sup>5</sup>	-	-
Community care facility – residential	-	C	-	C	C	P	-	-	-	-	-	-
Single room occupancy housing	-	-	-	C	-	P	-	-	-	-	-	-
Mobile home parks	-	-	-	-	-	-	-	-	-	-	-	-
Nursing home	C	C	-	C	C	P	-	-	-	-	-	-
Homeless shelter	-	-	C	C	C	C	-	C	-	-	-	-
Farm labor housing <sup>3</sup>	-	-	-	-	-	-	-	-	-	C	-	-
Residential caretaker unit <sup>4</sup>	-	-	-	-	-	-	C	C	C	C	C	C

Notes:

1. P = Permitted; C = Condition Use Permit required; - = Not Permitted
2. Residential land uses shall only be allowed in conjunction with a commercial land use on the same property, except in the CM zoning district where purely residential projects can be allowed.
3. Farm labor housing in Agricultural Districts shall be subject to the same requirements as Agricultural uses.
4. Only one residential caretaker unit shall be permitted per property. The unit shall be located within a principal building on the site and/or completely screened. In AG, OSC, and PF Zones, use of a caretaker’s residence as a residence can occur only in association with an active agricultural use.
5. Only one single-family dwelling is allowed per parcel.

Source: City of Fairfield Zoning Ordinance, Section 25.22 Commercial Zoning Districts; Section 25.24 Industrial Zoning Districts; Section 25.26 Agriculture and Public Benefit Zoning Districts



The City has also established various Overlay Zones to promote special land use regulations in areas with unique issues. Overlay Zones modify development standards promoted by the base zoning and are combined with the base zone on the Zoning Map. There are six major Overlay Zones: Downtown Area Parking (P1) Overlay District, Hillside Development (H) Overlay District, North Cordelia (NC) Overlay District, Gateway Court (GC) Overlay District, Emergency Shelter Overlay District (-ES), and Planned Development (PD) Overlay District. There are multiple PD overlays, each with their own specific regulations. The PD overlays in Fairfield include Eastridge PD, Mangels Ranch PD, Rancho Solano PD, Gold Ridge PD, Fieldcrest PD, Garibaldi Ranch PD, Waterman Ranch House PD, Stonedene PD, Western Business Park PD, North Gate PD, Train Station Specific Plan (TSSP) PD Overlay District, and Green Valley Residential PD. Table 5-5 below summarizes the purpose of each of these overlays.

**Table 5-5: Overlay Zones**

<i>Overlay Zone</i>	<i>Purpose/Description</i>
Downtown Area Parking (P1) Overlay District	The purpose of the Downtown Parking Overlay District (P1) is to allow land uses to deviate from the parking requirements of Section 25.34 (Parking and Loading). This deviation is allowed in recognition of the unique characteristics of the downtown area (HO, HD, and HDC zoning districts) such as: mixed uses, pedestrian scale of development, availability of transit, and the urban streetscape. The regulations of this overlay district will allow a reduction in the number of required parking spaces and may permit the use of in lieu fees and off-site parking facilities.
Hillside Development (H) Overlay District	The purpose and intent of the Hillside Overlay District (H) is to: <ol style="list-style-type: none"> <li>1. Implement the City’s General Plan by establishing hillside regulations and management guidelines to ensure:               <ol style="list-style-type: none"> <li>a. The preservation of scenic hillside areas and prominent topographic features including ridgelines, steep slopes, and hillsides; and natural features such as tree stands and riparian areas;</li> <li>b. That development of hillside areas is sensitive to, and preserves natural features; and maximizes open space preservation to enhance the City’s identity and preserve surrounding natural environments;</li> <li>c. The sound planning of hillside areas deemed appropriate for development;</li> </ol> </li> <li>2. Establish development regulations and hillside management guidelines that address areas of concern unique to hillside projects such as: open space preservation; grading, drainage and erosion control; roadway and driveway design; lot placement and size; public safety; architecture; and landscape design;</li> <li>3. Maintain an environmental equilibrium consistent with existing vegetation, wildlife, soils, geology, slopes and drainage patterns and to preserve the natural topography, including swales, canyons, knolls, ridgelines and rock outcrops;</li> <li>4. Avoid development that would result in unacceptable fire, flood, landslide or other safety hazards;</li> <li>5. Avoid unwarranted high maintenance costs for public facilities or land; and</li> <li>6. Provide a mechanism for flexible residential development projects in hillside areas so that development may be concentrated in those areas with the least environmental and aesthetic impact.</li> </ol>

North Cordelia (NC) Overlay District	The purpose and intent of the North Cordelia Overlay District (NC) is to implement the Green Valley Settlement Agreement (GVSA).
Gateway Court (GC) Overlay District	The purpose and intent of the Gateway Court Overlay District (GC) is to facilitate the continued success of the restaurant cluster on Gateway Court and to prohibit or discourage incompatible uses.
Emergency Shelter Overlay District (-ES)	The purpose and intent of the Emergency Shelter Overlay District (-ES) is to establish as-of-right (permitted) development and operation of emergency shelters in appropriate locations and to facilitate the ability of emergency shelters to expand as needed to serve homeless and potentially homeless residents of Fairfield in accordance with State law. It applies to properties in the IL Zoning Districts with an IL-ES designation.
Planned Development (PD) Overlay District	<p>The PD Overlay District is intended to encourage innovations through regulations that will:</p> <ol style="list-style-type: none"> <li>1. Promote creative and imaginative designs, superior to those attainable under conventional zoning district standards, by allowing greater flexibility in the application of land use and development regulations;</li> <li>2. Encourage the assembly and integrated development of parcels that might otherwise be developed in unrelated increments to the detriment of surrounding neighborhoods, and the variety and diversity in the development of large-scale projects;</li> <li>3. Promote a more economic and efficient use of land by allowing a variety of housing choices, commercial and industrial activities, a high level of urban amenities, and the preservation of open space; and</li> </ol> <p>Safeguard the environment and enhance the aesthetics of the community by preserving environmentally sensitive areas, prominent natural features, and cultural or historic resources. While use of the Planned Development overlay district is an effective planning tool to achieve the above purposes, it is not the City’s intent to confer special privileges to any land owner or compensate a land owner for areas of a property that are otherwise unbuildable due to existing features or constraints on the property.</p>

*Source: City of Fairfield Zoning Ordinance, Section 25.28 Overlay Zoning Districts*

In 2017 the City adopted the Heart of Fairfield (HoF) Specific Plan (SP), which applied seven new zoning districts to areas covered by the SP in Downtown Fairfield and along West Texas Street. Development regulations for HoF SP are provided in Section 25.23 of the Zoning Ordinance. The six zoning districts are as follows: Downtown (HD), Downtown Core (HDC), West Texas Street (HWT), Mixed Use Office (HO), Transit-Oriented Development (HTD), Residential (HR), and Public Facilities-Transit (HPF). The HPF district is the only one that does not permit any residential uses. Table 5-6 displays the residential uses allowed in the other SP districts. For the HD and HDC districts, the Zoning Ordinance separately addresses those uses that are allowed on the ground floor versus those that are allowed on any floor above the ground floor (upper floors). The SP will provide about 1,600 new units and seven replacement single-family residences by 2040, including on nine identified catalytic sites that emphasize underutilized areas and set specific residential targets.

**Table 5-6: Permitted Residential Uses in Heart of Fairfield Specific Plan Zoning Districts<sup>1</sup>**

<i>Housing Type</i>	<i>HD<sup>2</sup></i>		<i>HDC<sup>2</sup></i>		<i>HO</i>	<i>HWT<sup>3</sup></i>	<i>HTD</i>	<i>HR</i>
	<i>Ground</i>	<i>Upper</i>	<i>Ground</i>	<i>Upper</i>				
Boarding houses, large <sup>4</sup>	-	-	-	-	C	P	P	C
Boarding houses, small	-	-	-	-	P	P	-	P
Assisted living facility	-	-	-	-	C	C	C	C
Duplex <sup>5</sup>	P	P	-	-	P	P	C	P
Duet <sup>5</sup>	P	P	-	-	P	P	C	P
Dwelling, multifamily <sup>5</sup>	P	P	-	P	P	P	P	P
Dwelling, single-family detached	P	P	C	C	P	P	P	P
Community care facility – residential	-	-	-	-	P	P	C	P
Single room occupancy housing	-	-	-	-	C	-	-	-
Homeless shelter	-	-	-	-	C	C	C	-
Mobile home parks	-	-	-	-	-	-	-	-

**Notes:**

1. P = Permitted; C = Conditional Use Permit required; - = Not permitted
2. Within HD and HDC Zoning Districts, business spaces shall incorporate more than 70% of the floor area for retail display with no more than 30% of the area devoted to warehousing or storage of merchandise. The retail or service business shall be open to foot traffic during periods of typical business hours.
3. In HWT Zone, commercial uses permitted only on parcels with direct access to West Texas Street.
4. Transitional and supportive housing are not regulated as a separate land use. Rather, it is a means of occupying a residential land use (e.g., single family detached housing, duplex, multifamily) and such occupancy must meet all existing standard requirements for the underlying residential land use and the residential unit. Determinations regarding the permissiveness of transitional housing will depend on the number of independent arrangements between tenants and the operator of the service. For example, more than two independent arrangements within a single housing unit will be regulated as a boarding house.
5. Housing is not permitted on the first floor on Texas Street in the HD Zoning Districts.

*Source: City of Fairfield Zoning Ordinance, Section 25.23 Heart of Fairfield Plan Zoning Districts*

The City's other major SP, the TSSP, was approved in 2011. The TSSP proposes a maximum of 6,800 residential units across 10 Planning Areas, each of which reflect a set of character elements and focused land uses that best serve the needs of Fairfield, although a wide range of uses and activities may occur in each. The plan will create a transit-oriented neighborhood with a variety of densities, including high-density projects near the train station. Unlike the HoF SP, the TSSP does not propose additional zoning designations; it provides land use designations that differ slightly from those established in the General Plan. The Train Station Specific Plan PD Overlay District is applied to those properties contained within the TSSP planning area, marked with a -PD Zoning Map designation. Properties not yet assigned a base zoning district are designated TS on the Zoning Map. As base zoning is assigned during the Planned Unit Development Permit process, these properties will be assigned a base zoning designation along with the -PD Zoning Map designation and the TS designation would be removed at that time.

### Development Standards

Fairfield regulates the location, density, and scale of residential development primarily through development standards contained in the Zoning Ordinance. The Zoning Ordinance regulates the size of residential structures through requirements for minimum lot size, setbacks, and height limits. Minimum lot sizes for residential districts range from 4,500 to 40,000 square feet for single-family, while minimum lot sizes for multifamily developments only apply to new subdivisions. Only one residential zone, RVH, permits densities that exceed 30 du/ac. A summary of the structural development standards for the residential zoning districts is provided in Table 5-7. To provide flexibility and incentivize additional residential development, the City also provides separate small lot single-family and alternative multifamily development regulations, discussed below.

**Table 5-7: Residential Development Standards**

<i>Development Standard</i>	<i>RVL-40</i>	<i>RVL-20</i>	<i>RVL-15</i>	<i>RL-10</i>	<i>RL-8</i>	<i>RLM-6</i>
Density Range <sup>1</sup>	Up to 1.0	Up to 1.75	Up to 2.5	2.5-3.0	2.5-4.5	4.5-5
Min. Lot Size	40,000 sf.	20,000 sf.	15,000 sf.	10,000 sf.	8,000 sf.	6,000 sf.
Min. Lot Width (ft.) <sup>2</sup>	120	100	90	80	70	60
Min. Front Setback (ft.) <sup>3</sup>	30	25	20	20	15	15
Min. Side Setback (ft.)	30	20	20	15	15	10
Min. Rear Setback (ft.)	40	30	25	25	20	20
Max. Height (ft.)	35	35	35	35	35	35
Max. FAR <sup>5</sup>	0.5	0.5	0.5	0.5	0.5	0.5
<i>Development Standard</i>	<i>RLM-5</i>	<i>RLM-4.5</i>	<i>RLM</i>	<i>RM</i>	<i>RH</i>	<i>RVH</i>
Density Range <sup>1</sup>	4.5-6	4.5-7	Up to 8	8-15	15-22	22-32
Min. Lot Size	5,000 sf.	4,500 sf.	1 acre <sup>6</sup>	3 acres <sup>6</sup>	3 acres <sup>6</sup>	3 acres <sup>6</sup>
Min. Lot Width (ft.) <sup>2</sup>	50	45	150 <sup>6</sup>	200 <sup>6</sup>	200 <sup>6</sup>	200 <sup>6</sup>
Min. Front Setback (ft.) <sup>3</sup>	15	15	15	15	15	15
Min. Side Setback (ft.)	10	10	15	15	15	15
Min. Rear Setback (ft.)	20	15	15	15	15	15
Max. Height (ft.)	35	35	35	35	45	50
Min. Private Open Space (sq. ft.) <sup>4</sup>	-	-	120/60	80/48	80/48	80/48
Min. Common Open Space (% of net parcel area)	-	-	50%	45%	40%	35%
Max. FAR <sup>5</sup>	0.5	0.5	-	-	-	-

Notes:

1. Dwelling units per acre.
2. Interior lot widths.
3. To habitable portion of building or side entry garage.
4. Required per unit (ground floor/upper story unit)
5. FAR applies only to custom homes.
6. Minimum for a new subdivision.

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Source: City of Fairfield Zoning Ordinance, Section 25.20 Residential Zoning Districts

Other standards apply to residential projects in mixed-use commercial zones, summarized in Table 5-8. Generally, these zones permit residential densities up to 32 du/ac, with the exception of the CN district which permits up to 20 du/ac. Mixed-use projects in these zones must comply with the development regulations of other purely commercial projects, except in the following areas:

- **Open Space:** A minimum of 200 square feet of common open space shall be provided for each dwelling unit (e.g., outdoor garden, atrium, or indoor recreational area separate from the floor area internal to any dwelling unit). The Planning Commission shall have the ability to reduce or waive the requirement for common space in any project where the Commission determines that commercial activity integrated into the mixed-use project would effectively serve as common open space.
- **Parking:** The residential portion of any mixed-use development project shall provide one space per unit, irrespective of the number of bedrooms within individual units, in addition to the parking that the City would normally require for commercial portion of the project.
- **Projects with residential and commercial buildings not physically connected:** The residential portion of any mixed-use development project in which the proposed commercial building is physically separated from the proposed residential building shall comply with the development regulations contained in Table 5-12, with the exception of the minimum lot area and parking requirements identified by Table 5-12. Instead, the minimum lot area specified in Table 5-8 for the respective zone in which the project is proposed shall apply and the parking regulations identified in the Parking Requirements section below shall apply.
- **Ground floor residential uses:** For all buildings facing an arterial public street, no more than 50 percent of the occupied frontage façade on the ground floor facing the street shall be devoted to a residential use. Residential uses may occupy 100 percent of the ground floor frontage facing any local or collector street, parking area, or landscaped area.

**Table 5-8: Commercial Development Standards**

<i>Development Standard</i>	<i>CO</i>	<i>CC</i>	<i>CM</i>	<i>CT</i>	<i>CN</i>
Density Range <sup>1</sup>	Up to 32.0	Up to 32.0	Up to 32.0	Up to 32.0	Up to 20.0
Min. Lot Size <sup>2</sup>	20,000 sq. ft.	20,000 sq. ft.	6,000 sq. ft.	10,000 sq. ft.	20,000 sq. ft.
Min. Lot Width (ft.) <sup>2</sup>	100	100	60	80	100
Min. Front Setback (ft.)	20	15	15	10	25
Min. Side Setback (ft.) <sup>3</sup>	10	10	5	0	10
Min. Rear Setback (ft.) <sup>4</sup>	10 (20)	10 (20)	5 (10)	0 (10)	10 (20)
Max. Height (ft.) <sup>5</sup>	45	45	35	35	35
Max. FAR <sup>6</sup>	1.0	0.5	0.7	0.5	0.4

Notes:

1. Dwelling units per acre.
2. For new subdivisions only.
3. Minimum interior side yard. For projects abutting residential zone or use, the CM zone requires 5 feet while all other zones require 10 feet, plus one foot for each one foot of building height over 20 feet up to 30 feet.
4. Numbers in parentheses indicate the minimums when abutting an arterial road. For projects abutting residential zone or use, the CM zone requires 10 feet while all other zones require 15 feet, plus one foot for each one foot of building height over 20 feet up to 40 feet.
5. An increase in building height is allowed with approval of a Conditional Use Permit.
6. Maximum percentage of net lot area. To achieve a density of 32 du/ac, the maximum allowable FAR in the CN, CO, CC, CM, and CT zoning districts shall be increased to .85.

*Source: City of Fairfield Zoning Ordinance, Section 25.22 Commercial Zoning Districts*

In addition to the base zoning, development standards may differ if a PD zoning overlay is present. For instance, parcels within a zoning overlay may be subject to a maximum limit of residential units within the PD area. Additional development standards related to the specific PD overlay districts are included in Table 5-9 below.

**Table 5-9: PD Overlay Zone Development Standards**

<i>Overlay Zone</i>	<i>Description</i>
Eastridge	<ul style="list-style-type: none"> <li>• A maximum of 217 single-family detached dwelling units are permitted.</li> <li>• The project is permitted one single street intersection with Green Valley Road. No access to any residential lot shall be directly from Green Valley Road.</li> <li>• For tree or hillside preservation purposes, the Director shall have the ability to approve a 20 minimum front instead of the 25 foot front yard required by the Residential - Low Density Zoning District.</li> </ul>
Mangels Ranch	A maximum of 229 single family detached dwelling units are permitted.
Rancho Solano	<ul style="list-style-type: none"> <li>• A maximum of 1,200 dwelling units is permitted within the project.</li> <li>• In addition to the underlying land use designations, development shall comply with the provisions of Ordinance 85-14, and by reference the following plans and documents on file in Planned Development zoning file Z.C. 85-3: "Rancho Solano Illustrative Plan"; "Rancho Solano Open Space Concept - Land Use - Sheet 1"; "Land Use Plan, Sheet 1"; "Land Use Plan, Sheet 1A"; "Rancho Solano, Sheet 2, revised 12/14/84"; and Rancho Solano, A Planned Unit - Golf Course Development."</li> <li>• Concurrent with the filing each final map for a development area, the remaining property outside the developed area within the map shall be designated Open Space Conservation and placed within the Conservation Easement for Rancho Solano.</li> </ul>
Gold Ridge	In addition to the underlying land use designations, development shall comply with the provisions of Ordinance 97-12, and by reference the approved land plans titled "Planned Unit Development Zoning Map, Gold Ridge, Fairfield, California" dated "Received May 27, 1997" and plans titled "Community Design Plan for Gold Ridge at Cannon Station" dated 8 May 1997, on file in Planned Development zoning file Z.C. 97-5.
Fieldcrest	<ul style="list-style-type: none"> <li>• In addition to the underlying land use designations, development shall comply with the provisions of Ordinance 94-19, and by reference the approved land plan titled "Open Space System, Fieldcrest, Fairfield, CA" dated April 22, 1994, on file in Planned Development zoning file Z.C. 84-8.</li> <li>• The 63-acre Open Space area indicated on the Section Zoning Map contained in Ordinance 94-19 shall be dedicated as a conservation easement to the City or other third-party foundation, prior to or concurrent with recordation of any Final Subdivision Map on the project.</li> </ul>
Garibaldi Ranch	<ul style="list-style-type: none"> <li>• A maximum of 673 dwelling units is permitted within the project.</li> <li>• In addition to the underlying land use designations, development shall comply with the provisions of Ordinance 97-14, and by reference the approved land plans titled "Garibaldi Ranch Planned Unit Development Zoning and Development Standards Exhibit"; the "Garibaldi Ranch Concept Elements Exhibit"; and "Garibaldi Ranch, A New Neighborhood of Cordelia Village" dated July 28, 1997, on file in Planned Development zoning file Z.C. 97-7.</li> <li>• The areas designated Open Space on the approved land plans referenced in G.1. shall be dedicated, via conservation easement or other form satisfactory to the City, prior to or concurrent with recordation of the first Final Subdivision Map on the project.</li> </ul>
Waterman Ranch House	<ul style="list-style-type: none"> <li>• The historic architectural integrity of the building exteriors on the property shall be maintained. Any modifications to the building exterior shall be approved by the City to ensure consistency with this requirement.</li> </ul>

	<ul style="list-style-type: none"> <li>• The only type of livestock allowed on the property shall be horses and their number shall be limited to four.</li> <li>• Further subdivision of the existing parcels, as depicted on the Planned Development Zoning Map, certified approved by the City on December 8, 1984, is prohibited.</li> <li>• The Waterman Ranch property shall be made available for public viewing two times per year, between the hours of 10:00 AM and 5:00 PM, on dates approximately six months apart. The exact dates shall be established by the City and property owner on an annual basis. Groups proposing to view the property shall be required to apply to the City for approval and scheduling.</li> </ul>
Stonedene	<ul style="list-style-type: none"> <li>• With the exception of a parking lot to serve the offices uses, no new development shall be allowed on the site. This condition may be modified by the City Council if the applicant does not receive from the City development rights elsewhere in exchange for preserving an approximately 1.94-acre portion of the Stonedene site.</li> <li>• The Stonedene mansion shall be open for public tours at least four times per year. The applicant shall work with the City to establish the dates and times for the tours.</li> <li>• Exterior modifications of the Stonedene building shall be subject to approval by the Planning Commission. Exterior modifications of the building shall not include an expansion of the floor area of the building.</li> </ul>
Western Business Park	<ul style="list-style-type: none"> <li>• The required rear yard setback for any property abutting the Linear Park shall be ten feet.</li> <li>• On property abutting the linear park, the rear setback area to be landscaped shall be zero to 10 feet as determined necessary through the Development Review process based on the need to screen outdoor storage.</li> <li>• As a condition of Conditional Use Permit or Development Review approval for any development abutting the Linear Park, a cash deposit or in lieu fee acceptable to the Director of Community Development shall be required for wall construction on the north boundary of the Linear Park.</li> </ul>
North Gate	<ul style="list-style-type: none"> <li>• The purpose of this Planned Development (PD) Zoning District is to provide housing for exclusive use of military families.</li> <li>• Development standards and operation shall be as outlined in the original Planned Unit Development Permit and Planned Development Zoning Z.C. 88-15.</li> <li>• New development and/or redevelopment in the North Gate Planned Development District shall require a Zone Change to the Train Station Specific Plan Zoning District (P.D. 2011-1). Said new development/redevelopment shall comply with all requirements of the Train Station Specific Plan.</li> </ul>
Train Station Specific Plan PD Overlay District	The purpose and intent of the Train Station Specific Plan PD Overlay District is to implement the vision outlined in the adopted Train Station Specific Plan.
Green Valley Residential	Implements various development standards related to lot dimensions, parking, landscaping, open space, dwelling unit size, lot coverage, setbacks, and building height limits.

Source: City of Fairfield Zoning Ordinance, Section 25.28 Overlay Zoning Districts

Further, specific development standards apply to properties covered by the City’s major specific plans. Residential projects contained within the HoF SP are subject to the standards set by the applicable zoning designation, as summarized in Table 5-10 below. Unlike the zone-



based regulations in other areas of the city, HoF development regulations are based on building types.

**Table 5-10: Heart of Fairfield Specific Plan Development Standards**

<i>Development Standard</i>	<i>HD/HDC<sup>1</sup></i>	<i>HWT</i>	<i>HO</i>	<i>HTD</i>	<i>HR</i>
<b>Multifamily Buildings</b>					
Density Range <sup>2</sup>	15-48	15-48	8-35	20-80	8-35
Min. Lot Size <sup>3</sup>	7,500 sq. ft.	7,500 sq. ft.	7,500 sq. ft.	7,500 sq. ft.	7,500 sq. ft.
Min. Lot Width (ft.) <sup>3</sup>	50	50	50	50	50
Min. Front Setback (ft.)	0 where permitted (5 max)	11 (18 max)	12 measured from back of curb (15 max measured from property line)	13 measured from back of curb (15 max measured from property line)	10 (20 max)
Min. Side Setback (ft.) <sup>4</sup>	5 where permitted	10	10	10	5 (15 total)
Min. Rear Setback (ft.)	10 where permitted	10	10	10	15 to habitable building; 0 to alley
Min. Habitable Floors	2	2	-	2 facing Webster Street; 3 facing other streets	2 on Broadway and Pennsylvania
Max. Height (ft.) <sup>5</sup>	60	50	35	65	35
Min. Private Open Space (sq. ft.) <sup>6</sup>	48	48 (buildings fronting West Texas Street); 80/48 (other streets)	80/48	48	80/48
Min. Common Open Space (% of net parcel area)	0%	25%	25%	0%	25%
Max. FAR	-	-	-	-	-
<b>Mixed-Use Buildings</b>					
Density Range <sup>2</sup>	15-48	15-48	8-35	20-80	-
Min. Lot Size <sup>3</sup>	-	7,500 sq. ft.	7,500 sq. ft.	7,500 sq. ft.	-
Min. Lot Width (ft.) <sup>3</sup>	-	50	50	50	-
Min. Front Setback (ft.)	0 (5 max)	11 (16 max)	12 measured from back of curb (15 max measured from property line)	13 measured from back of curb (15 max measured from property line)	-
Min. Side Setback (ft.) <sup>4</sup>	0 on Texas Street; 10 on other streets	0 on West Texas Street; 10	10	10	-

		on other streets			
Min. Rear Setback (ft.)	10 (0 facing alley)	15	10	10	-
Min. Habitable Floors	2	2	-	2 facing Webster Street; 3 facing other streets	-
Max. Height (ft.) <sup>5</sup>	60	50	35	65	-
Min. Private Open Space (sq. ft.) <sup>6</sup>	48	48 (buildings fronting West Texas Street); 80/48 (other streets)	80/48	48	
Min. Common Open Space (% of net parcel area) <sup>7</sup>	0%	25%	25%	0%	-
Max. FAR <sup>8</sup>	3.0	2.0	0.6	3.0	-

## Notes:

1. Multifamily buildings not permitted to face onto Texas Street. In mixed-use projects, multifamily housing is not permitted on the first floor of Texas Street.
2. Dwelling units per acre.
3. For new subdivisions only.
4. Interior side minimum.
5. An increase in building height is allowed with approval of a Conditional Use Permit. Building heights are permitted to reach 40 feet on Broadway or Pennsylvania.
6. Required per unit (ground floor/upper story unit). Includes balconies, rooftop open spaces, courtyards, yards. For buildings facing West Texas, solid portions of fence enclosing open spaces cannot exceed 42 inches in height.
7. For projects within 1/2 mile of a public park or other offsite open space or amenity, common open space may be reduced to that necessary to meet landscaping and setback requirements.
8. An increase in the Floor Area Ratio is allowed with approval of a Conditional Use Permit.

Source: City of Fairfield Zoning Ordinance, Section 25.23 Heart of Fairfield Plan Zoning Districts

Parcels within the TSSP are subject to the standards of the Zoning Code that correspond to the established land use designation, except where modified by the policies established in the plan. Further, the TSSP allows for density and/or acreage transfers among various Planning Areas that may exceed the target density established for each land use designation. All projects are permitted to develop at the applicable target density by right. It should be noted that the High Density Residential (HR) designation establishes a target density of 28 du/ac, although it permits up to 50 du/ac with a density transfer. The designations that permit residential development are summarized as follows:

- **Low Density Residential (LR):** The LR designation permits a density between 4 du/ac to 10 du/ac with a target density of 7 du/ac. This category includes Zoning Code designations RL, RLM and Small-Lot Development. Barring any density transfers, a maximum of 1,617 dwelling units are permitted in LR.
- **Medium Density Residential (MR):** The MR designation permits a density between 10 du/ac to 20 du/ac, with a target density of 14 du/ac. This category includes Zoning Code designations RM and RH. Barring any density transfers, a maximum of 2,258 dwelling units are permitted in MR.
- **High Density Residential (HR):** The HR designation permits a density between 20 du/ac to 50 du/ac with a target density of 28 du/ac. This category includes Zoning Code designations RVH and CM. Barring any density transfers, a maximum of 2,535 dwelling units are permitted in HR.
- **Other Nonresidential:** The CC, CM, and CN zones may allow commercial uses vertically or horizontally mixed with residential units. Except where noted in the plan, the applicable development standards in the Zoning Code apply.

#### *Small Lot Single-Family Development Regulations*

To encourage innovative, compact, and affordable single-family housing development, the City has adopted the Small Lot Single Family Development Regulations Ordinance. The standards established in this Ordinance, Section 25.20.3.2 of the Zoning Code, apply to both attached and detached single-family dwelling units. Proposed single-family developments on small lots in the RLM, RM, and RH Zoning Districts are subject to the standards summarized in Table 5-11. Further, the Zoning Code also provides examples of acceptable small lot developments that have been found acceptable by the Planning Commission.

**Table 5-11: Small Lot Single-Family Development Standards**

<i>Development Standard</i>	<i>RLM</i>	<i>RM</i>	<i>RH</i>
Density Range <sup>1</sup>	4.5-8	8-15	15-22
Min. Lot Size <sup>2</sup>	-	-	-
Min. Lot Width (ft.) <sup>3</sup>	30	25	25
Min. Unit Size	480 sq. ft.	200 sq. ft.	200 sq. ft.
Min. Front Setback (ft.)	5-10	5-10	5-10
Min. Side Setback (ft.) <sup>4</sup>	0-4	0-4	0-4
Min. Rear Setback (ft.) <sup>4</sup>	0-4	0-4	0-4
Max. Height (ft.) <sup>5</sup>	35	35	35
Min. Private Open Space (sq. ft.) <sup>6</sup>	450	280	280
Min. Common Open Space (% of net parcel area) <sup>7</sup>	5%	5%	5%
Max. FAR	-	-	-

**Notes:**

1. Dwelling units per acre.
2. Houses may be developed on a single parcel where common land ownership is 1) held by a homeowners association or a landlord and 2) when the approved development plan identifies private use areas for each unit that are the equivalent of property lines for site planning and setback purposes.
3. Interior lots. Only applies to detached housing units.
4. Setbacks can be increased as necessary to provide private open space.
5. For the main dwelling, other height requirements apply to accessory structures.
6. Required per unit (ground floor/upper story unit).
7. Projects consisting of 20 or less dwellings shall be exempt from the requirement to provide common open space.

*Source: City of Fairfield Zoning Ordinance, Section 25.20 Residential Zoning Districts*

***Alternative Multifamily Development Regulations***

The City has also adopted alternative development regulations, contained in Section 25.20.3.3 of the Zoning Code, to incentivize private property owners to rehabilitate or construct new multifamily projects. These regulations are particularly meant to stimulate infill development in sites at a density consistent with the surrounding environment. These regulations only apply to lots are one acre or less, and where development at the existing density is not permitted based on non-conformance of the parcel and/or existing structures with the applicable zoning regulations. Further, these regulations are not limited to dwellings that are involuntary damaged or destroyed. If a project meets the criteria established in the Zoning Code, then it is subject to alternate regulations as summarized in Table 5-12.

**Table 5-12: Alternative Multifamily Development Standards**

<i>Development Standard</i>	<i>RM</i>	<i>RH</i>	<i>RVH</i>
Density Range <sup>1</sup>	8-15	15-22	22-32
Max. Lot Size	3 acres	3 acres	3 acres
Min. Lot Width (ft.)	150	150	150
Min. Unit Size	480 sq. ft.	200 sq. ft.	200 sq. ft.
Min. Front Setback (ft.) <sup>2</sup>	15	15	15
Min. Side Setback (ft.) <sup>3</sup>	5	5	5
Min. Rear Setback (ft.)	15	15	15
Max. Height (ft.) <sup>4</sup>	35	45	50
Min. Private Open Space (sq. ft.) <sup>5</sup>	80/48	80/48	80/48
Min. Common and Private Open Space (% of net parcel area)	25%	25%	25%
Max. FAR	-	-	-

Notes:

1. Dwelling units per acre.
2. The front setbacks shall be a minimum of 25 feet for lots that front on an arterial roadway.
3. 15 feet total for both sides.
4. Increased height is allowed with approval of a Conditional Use Permit.
5. Required per unit (ground floor/upper story unit).

Source: City of Fairfield Zoning Ordinance, Section 25.20 Residential Zoning Districts

**Building Codes and Enforcement**

Fairfield implements the 2019 edition of the California Building Standards Code (CBSC), Title 24 of the California Code of Regulations. Also, the City considers the CBSC a “minimum” standard for building construction. Local amendments to the CBSC are based on climatic, geological, or topographical conditions. These modifications are generally for the purpose of protecting health and safety in areas subject to natural hazards. These amendments do not substantially differ from other those of other cities within Solano County and thus are not considered to act as a constraint on the development of housing. While requirements may lead to increased costs of construction, reducing building code requirements may lead to long-term health and safety risks, particularly in a seismically active area like Fairfield.

Building Safety, part of the City’s Community Development Department, reviews all new construction and improvements to existing structures in Fairfield. Improvements are checked for safety and building code compliance. Building services performed include field inspections, plan reviews and submittals and permit issuance in person or electronically. Building Safety also permits digital plan submittals and provides basic residential permits via the eTRAKiT system.

## Parking Requirements

The City's parking requirements for residential uses vary by residential type. Lower density districts RVL-40, RVL-20, RVL-15, RL-10, RL-8, and RLM-6 all require two on-site covered parking spaces per dwelling. Tandem parking is allowed as required parking in a two-car garage (i.e., single-wide garage door providing access for two spaces). The RLM-5 and RLM-4.5 both require one covered and one uncovered parking space per dwelling, though an additional covered space or off-site parking space may be substituted for required uncovered spaces. For multifamily housing developed in the RLM, RM, RH, and RVH zones, parking requirements vary by unit type between one, 1.5, and two spaces per unit. Parking requirements are shown in Table 5-13 below.

**Table 5-13: Residential Parking Requirements**

<i>Zoning District</i>	<i>Unit Type</i>	<i>Minimum Required Parking Spaces</i>
<b>Residential Zones – General Regulations</b>		
RVL-40	-	2 covered spaces per dwelling
RVL-20	-	2 covered spaces per dwelling
RVL-15	-	2 covered spaces per dwelling
RL-10	-	2 covered spaces per dwelling
RL-8	-	2 covered spaces per dwelling
RLM-6	-	2 covered spaces per dwelling
RLM-5	-	1 covered and 1 uncovered space per dwelling
RLM-4.5	-	1 covered and 1 uncovered space per dwelling
RLM, RM, RH, and RVH	Studio/efficiency	1 space per unit
	One Bedroom	1.5 spaces per unit
	Two or More Bedrooms	2 spaces per unit
	Visitor Parking (Rental Projects)	1 space for each seven units
	Visitor Parking (Ownership Units)	1 space for each four units
<b>Residential Zones – Small Lot Development Regulations</b>		
RLM, RM, and RH	Larger than 960 sq. ft.	On-site: 1 covered and 1 uncovered space per dwelling Off-site: 1 uncovered space per dwelling
	Smaller than 960 sq. ft.	On-site: 1 uncovered space per dwelling Off-site: 1 uncovered space per dwelling
<b>Residential Zones – Alternative Multifamily Development Regulations</b>		
RM, RH, and RVH	-	1 and one-third spaces per unit <sup>1</sup>
<b>Commercial Zones – Mixed-Use Regulations</b>		

CN, CO, CC, CM, and CT	-	1 space per unit in addition to parking required for the commercial portion of the project
<b>Heart of Fairfield Zones<sup>2</sup></b>		
HD/HDC	Multifamily	1 space per unit
	Mixed-Use	1 space per unit
HWT	Multifamily	See RLM, RM, RH, and RVH regulations
	Mixed-Use	15-32 du/ac: See RLM, RM, RH, and RVH regulations 32-48 du/ac: 1 space per unit
HO	Multifamily	1 and one-third spaces per unit
	Mixed-Use	1 space per unit
HTD	Multifamily	1 and one-third spaces per unit
	Mixed-Use	1 space per unit
HR	Multifamily	1 and one-third spaces per unit

Notes:

1. Any fraction of a parking space shall require one additional parking space. Parking located between a main building and a street shall be screened by low fencing, berming and/or shrubs.
2. Fifty percent of any required parking may be provided through on-street parking located within 300 feet of the parcel line and the remaining 50 percent may be provided on any private parcel within 750 feet of the parcel line.

*Source: Fairfield Zoning Ordinance, Section 25.20 Residential Zoning Districts; 25.22 Commercial Zoning Districts; 25.23 Heart of Fairfield Plan Zoning Districts*

During stakeholder outreach, affordable housing developers indicated that while parking standards do increase the costs of a project, they have been successfully waived through use of the density bonus program. Further, there was some discussion that reduced parking standards for smaller lots, projects near transit, and affordable housing would help promote additional development. In general, however, parking standards are reasonable for the Fairfield context and do not pose a significant constraint on the production of housing.

**Accessory Dwelling Units**

Accessory Dwelling Units (ADUs) are attached or detached units that provide complete independent living facilities for one or more persons and is located on a lot with a proposed or existing primary residence. An ADU must include permanent provisions for living, sleeping, cooking, and sanitation, located on the same lot as a single-family or multifamily structure. ADUs often provide affordable housing for extremely low, very low, and low-income households, including seniors. In Fairfield, ADUs are regulated by Section 25.20.4.11 of the Zoning Ordinance.

Several pieces of recent State legislation (including SB 13, AB 68, AB 881, AB 687, AB 670, and AB 671), modified regulations for ADUs. Some of the key changes included prohibiting standards related to lot coverage standards, lot size, FARs, or open space that may impede the development of ADUs, reducing review time for permit applications, and eliminating regulations related to parking, height, setbacks, and unit size that have the effect of limiting ADU development. The Fairfield Zoning Ordinance states that where the application of lot



coverage, FAR, setbacks, or other development regulations would not permit construction of an 800-square-foot ADU that is 16 feet in height with four-foot side and rear yard setbacks, the regulation(s) at issue shall be waived to permit such an ADU. The relevant standards for ADUs are shown in Table 5-14.

**Table 5-14: Accessory Dwelling Unit Development Standards**

Unit Size if Attached	Shall not exceed 50% of the floor area of the primary dwelling or 1,200 feet, whichever is less.
Unit Size if Detached	Shall not exceed 1,200 square feet.
Height and Building Coverage	Maximum height shall be 16 feet. When more than 50% of the ADU gross floor area is above an existing or proposed garage, the entire combined structure shall not exceed 25 feet in height.
Setbacks	Setback from side and rear lots shall be 4 feet. A detached ADU shall be 5 feet from the primary dwelling.
Parking	No additional parking shall be required.

*Source: Fairfield Zoning Ordinance, Section 25.20.4.11 Accessory Dwelling Units and Junior Accessory Dwelling Units*

The Zoning Code also defines a Junior Accessory Dwelling Unit (JADU) as a residential dwelling unit that provides complete independent living facilities for one or more persons, is no more than 500 square feet in size, and is contained entirely within a single-family residence. According to the Zoning Code, one JADU is permitted on any property where single-family residential use is a permitted use and there is an existing or proposed single-family dwelling. They must be a minimum of 220 square feet and a maximum of 500 square feet, and they must be contained entirely within the walls of an existing or proposed single-family structure. At a minimum JADUs must contain an efficiency kitchen meeting the requirements of California Government Code Section 65852.22.

**Density Bonus**

California Government Code Section 65915 includes requirements for local governments to provide incentives and a density increase over the otherwise maximum allowable residential density under the Municipal Code and the Land Use Element of the General Plan (or bonuses of equivalent financial value) when builders agree to construct housing developments with units affordable to lower or moderate-income households. In recent years, the State has made numerous changes to the Density Bonus law, including but not limited to the following:

- AB 1763 (Density Bonus for 100 Percent Affordable Housing) – Density bonus and increased incentives for 100 percent affordable housing projects for lower income households.
- SB 1227 (Density Bonus for Student Housing) – Density bonus for student housing development for students enrolled at a full-time college, and to establish prioritization for students experiencing homelessness.
- AB 2345 (Increase Maximum Allowable Density) – Revised the requirements for receiving concessions and incentives, and the maximum density bonus provided.

Density bonus standards in Fairfield are contained in Section 25.38 of the Zoning Code. The Density Bonus Ordinance was last updated in February 2021 to remain consistent with State law. Projects eligible for a density bonus, incentives or concessions, or a waiver of development standards or parking ratios include those that meet at least one of the following criteria:

- At least 5 percent of the total units are for very low-income households.

- At least 10 percent of the total units are for lower income households.
- A senior citizen housing development, or a mobile home park that limits residency based on age requirements for housing for older persons pursuant to Civil Code Sections 798.76 or 799.5.
- At least 10 percent of the total units in a common interest development, as defined in Civil Code Section 4100, are for moderate income households, provided that all units in the housing development are offered to the public for purchase.
- At least 10 percent of the total units are for transitional foster youth, disabled veterans, or homeless persons, and such units are subject to a recorded affordability restriction of 55 years at the same affordability level as very low-income units.
- At least 20 percent of the total units are for lower income students in a student housing development that meets the requirements under Government Code Section 65915(b)(1)(F).
- 100 percent of the total units and the density bonus units, but exclusive of a manager's unit(s), are for lower income households; provided, however, that up to 20 percent of the units, including total units and density bonus units, may be for moderate income households.

The density bonus granted to a project is that established in Section 65916(f) of the State Government Code, as may be amended from time to time. A housing development that includes a childcare facility may be entitled to an additional density bonus or incentive. Incentives or concessions are granted based on requests from the applicant, provided that the request results in actual cost reductions to provide for affordable housing costs or affordable rents, does not have an adverse impact upon public health, and is not contrary to State or federal law. Senior citizen housing developments are not eligible for incentives or concessions, unless State law is amended to explicitly require this. Waivers of development standards are subject to the requirements established in Government Code Section 65915.

### **Condominium Conversions**

The City has determined that the conversion of existing buildings into residential condominiums creates unique problems that may affect the general public health, safety, and welfare of Fairfield. Further, such conversions may also impact the overall supply of housing affordable to lower-income households. Therefore, the City enforces the Condominium Conversions Ordinance, contained in Article IV, Sections 25.167 to 25.217 of the Zoning Code. The Ordinance promotes a reasonable balance of rental and ownership housing and provides for housing of all segments of the population. To convert a property to a residential condominium, certain conditions must be met as defined in Municipal Code Chapter 25, Article IV (such as compliance with current requirements of the City building, zoning, and fire codes; at least 84 cubic feet per unit of enclosed, lockable private storage space; separately metered utilities; fire wall requirements, etc.) followed by the approval of a conditional use permit. Further, a tenant assistance plan, which requires that the subdivider find comparable replacement rental housing, is required for approval. Tentative maps shall be disapproved by either the Planning Commission or City Council if the vacancy factor (i.e., vacancy rate) is less than three

percent, and may be disapproved if it is less than or equal to six percent if such an approval is inconsistent with the Ordinance.

**On- and Off-site Improvements**

The Zoning Code requires a number of on- and off-site improvements for new development, depending on the zone. Site improvements may include those related to streets, sidewalks, water and sewage, landscaping, recreation amenities, and any other public improvements found necessary to mitigate the impacts of new development. Additional site improvements

**Table 5-15: Basic Standards of Street Design**

Street	Average Daily Traffic (ADT)	Width of Right-of-Way (ft.)	Width of Pavement Between Curbs (ft.) <sup>1</sup>	Traffic Lanes		Parking or Transit Lanes		Width of Planting Strip (ft.)	Width of Median (ft.)
				No.	Width (ft.)	No.	Width (ft.)		
Minor	0-500	50	36	2	10	2	8	5	-
Collector	500-4,000	60	40	2	12	2	8	10	-
	4,000-7,500	70	48	2	14	2	12 <sup>2</sup>	10	-
Collector (Rural)	1,000-7,500	70	40	2	12	2	8	15	-
Major Arterial	7,500-16,000	100	80	4	12	2	10 <sup>2</sup>	10	10
	16,000-25,000	110	90	4	12	2	10 <sup>2</sup>	10	22
Major Arterial (2-lane rural)	1,000-7,500	80	40	2	12	2	8	20	-
Major arterial (4-lane rural)	7,500-25,000	106	6	4	12	2	8	10	22
Frontage Road	-	50	34	2	13	1	8	-	-
Alley	-	20	20	2	10	-	-	-	-

Notes:

1. Pavement width may vary, depending on design of development served.
2. Transit Lane; on-street parking to be prohibited.

Source: Fairfield Zoning Ordinance, Section 25.166.30 Minimum street standards

may be required in the City's specific plan areas. Table 5-15 summarizes the City's current street improvement standards.

The City Department of Public Works maintains the Capital Improvement Program, which provides a map and descriptions of public improvements, which ensures that the construction of public improvements is coordinated with private development. The Design Section of the Engineering Division provides support on design issues during the construction of all capital improvements projects for the City.

### **Effects of Land Use Regulations on Low- and Moderate-Income Housing**

Land use regulations have a considerable effect on the development of low- and moderate-income housing. In urban areas, and particularly coastal jurisdictions, insufficient densities can make affordable housing infeasible. In 2004 State law was amended (AB 2348) to identify “default densities” that are considered suitable for lower-income housing. For a city such as Fairfield with a population greater than 100,00 (which is considered a “metropolitan jurisdiction”), the default density is at least 30 du/ac. Of the residential zoning districts, only the RVH district allows for projects at a density of 30 du/ac or more. However, all zoning districts within HoF SP besides the HPF district allow for development of sites at densities greater than 30 du/ac. Additionally, all mixed-use development in the CO, CC, CM, and CT zoning districts are permitted up to 32 du/ac.

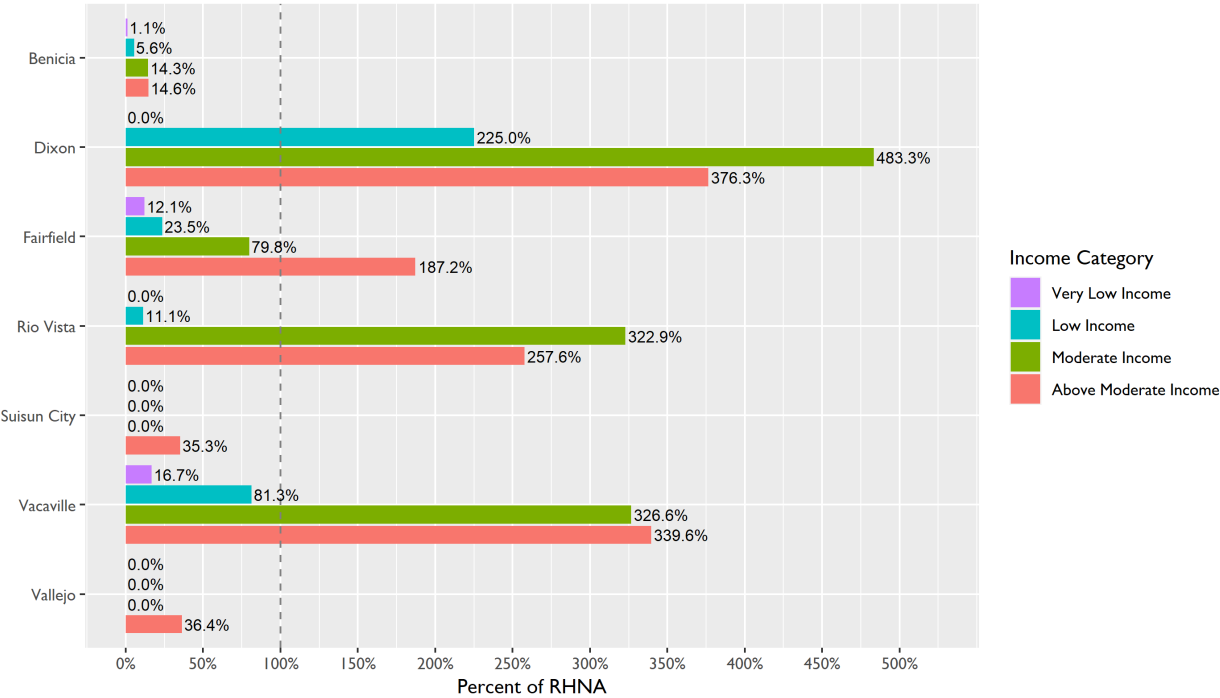
Historically, affordable housing projects in Fairfield have not developed above the default density of 30 du/ac. According to affordable housing developers who have worked in the city, projects typically get developed at or slightly above 20 du/ac, since higher density projects do not pencil out given a lack of local funding. Therefore, while a limited number of zones permit development above 30 du/ac, this has not posed a significant constraint to the development of affordable housing in Fairfield. During outreach, however, affordable housing developers did indicate that additional flexibility in permitting densities above 30 du/ac would be useful in securing State funding.

During stakeholder outreach, market-rate housing developers described potential constraints in Fairfield’s Zoning Code. Some developers were particularly concerned with the private open space requirements, which have made lot coverage difficult, and would like to see additional flexibility in the standards. There was an emphasis on increasing the flexibility of the code as it relates to smaller housing units, including potentially permitting “tiny homes” in the Zoning Code and including additional standards that encourage affordability by design. The City adopted new Tiny Home regulations via Ordinance 2021-14, which allows units at a minimum of 480 square feet in RLM, and a minimum of 200 square feet in RM, RH, HWT, HO, and HR zones. Smaller lot development can be difficult due to costs associated with parking requirements and City development fees (discussed below). While market rate developers indicated that the required amount of off-site improvements required in TSSP area could be a burden, affordable housing developers did not mention any constraints related to on- or off-site improvements.

Further, as evidenced in Chart 5-1, when compared to other cities in Solano County, Fairfield has made relatively good progress towards meeting its lower- and moderate-income housing goals established during the 5th cycle Regional Housing Needs Allocation (RHNA). According to Annual Progress Reports (APR) submitted between 2014 and 2020, Fairfield has the second highest rate of very-low-income housing permitting and the third highest rate of low-income housing permitting in the county. Fairfield is the second largest city in the county and has made more progress towards meeting its housing goals than Vallejo, the largest city in the county, although it is behind Vacaville, the third largest city. The City has exceeded its

development goal for above-moderate-income households and has met 79.8 percent of its moderate-income housing goal.

**Chart 5-1: Building Permits by Affordability, 2014-2020**



Source: HCD, 5th Cycle Annual Progress Report Permit Summary, 2014-2020

**PROVISION FOR A VARIETY OF HOUSING TYPES**

The Housing Element must identify adequate sites that are available for the development of housing types for all economic segments of the population, including those populations with special needs. This section summarizes the extent to which various housing types are permitted in the city, as well as any constraints that may be contained in City regulations.

**Multifamily Housing**

Multifamily housing is permitted to develop by-right in a variety of zones, including RM, RH, RVH, CM, HD, HDC, HO, HWT, HTD, and HR. Housing is conditionally permitted in the CN, CO, CT, and CC zones. There are equivalent standards across ownership type (i.e., residential condominiums are not subject to different regulations that rental apartment projects), although the City does maintain a Condominium Conversion Ordinance to ensure a balance between rental and owner-occupied housing. While multifamily projects in Fairfield tend to develop at relatively low densities, the City does permit higher density development in a number of zones. As noted in Chapter 2, about 20.9 percent of the city’s housing stock is multifamily housing.

### **Single-family Housing**

Detached single-family housing is permitted to develop by-right in the RVL, RL, RLM, HO, HWT, HTD, and HR zones, and is permitted to develop with the approval of a conditional use permit in the RM, RH, HDC, CN, CO, CT, CC, and CM zones. In the AG zone, one single-family dwelling per parcel is permitted by right. Attached single-family housing, referred to as “duets” in the Zoning Code, is permitted by-right in the RLM, RM, RH, CM, HO, HWT, and HR zones, and is permitted to develop with the approval of conditional use permit in the RL, CN, CT, CC, and HTD zones. As discussed in Chapter 2, nearly 70.4 percent of Fairfield’s housing stock is detached single-family, and 6.2 percent is attached single-family.

### **Mixed-Use Housing**

Mixed-use housing is permitted by-right in the CM, HO, HWT, HTD, HD, HCD, and HR zones. The CN, CO, CT, and CC commercial zones permit residential land uses as part of a mixed-use development with the approval of a conditional use permit. Residential land uses in commercial zones must be developed in conjunction with commercial land uses on the same property, except in the CM zone where purely residential projects are allowed.

### **Manufactured Housing and Mobile Home Parks**

Manufactured homes, also referred to as factory-built homes or modular homes, are defined by the City as a “residential building or dwelling unit which is either wholly or partially constructed or assembled off the site in accordance with Section 18551 of the Health and Safety Code and certified under the National Manufactured Housing Construction and Safety Standards Act of 1974 (42 U.S.C. Sec. 4401 et seq.)” Manufactured housing is typically constructed off-site and installed on a foundation, which is significantly less costly than the construction of individual single-family homes on site. There are approximately 999 mobile homes in Fairfield, comprising 2.5 percent of the city’s existing housing stock, and several mobile home parks.

Per Government Code Sections 65852.3 through 65852.5, manufactured homes must be subject to the same standards as conventional homes in single-family use districts. Government Code Section 65852.7 requires that jurisdictions allow mobile home parks (including condominium and cooperative parks) in all residential zones. Local regulations reducing allowable density below that allowed in the Municipal Code in new mobile home parks are not permitted, although a jurisdiction may require use permits.

Section 25.20.4.6 of the Fairfield Zoning Code provides regulations related to mobile homes. Certified mobile homes, identified as manufactured homes by the National Manufactured Housing Construction and Safety Standards Act of 1974, are considered the same as single-family dwellings and are permitted in all zones that allow single-family dwellings. Modular or factory-built homes are considered the same as single-family dwellings within the Zoning Code.

Non-certified mobile homes must be placed in mobile home parks and are subject to the standards established in Section 25.20.4.7 of the Zoning Code. Mobile home parks are



permitted in all residential zones with the approval of a conditional use permit. Mobile home parks must have a minimum site area of five acres, and are permitted to develop at a maximum of eight mobile home spaces per acre in the RVL, RL, and RLM zones and at a maximum of 12 mobile home spaces per acre in the RM, RH, and RVH zones.

### **Housing for Persons with Disabilities**

California Government Code 65583 requires jurisdictions to analyze potential and actual constraints that could affect the development, maintenance, and improvement of housing for persons with disabilities. Further, the Lanterman Developmental Disabilities Services Act and Community Care Facilities Act states that mentally, physically, developmentally disabled persons and children and adults who require supervised care are entitled to live in normal residential settings. To that end, State law requires that licensed family care homes, foster homes, and group homes serving six or fewer persons be treated like single-family homes and be allowed by right in all residential zones. In addition, both the Federal Fair Housing Act and the California Fair Employment and Housing Act place an affirmative duty on jurisdictions to make reasonable accommodations in their zoning and other land use regulations as necessary to afford disabled persons an equal opportunity to use and enjoy a dwelling. The following sections provide a summary of the relevant portions of Fairfield's Zoning Code that address these requirements, as well as any potential constraints.

#### *Reasonable Accommodation*

While the City Building Division implements the reasonable accommodation requirements in the California Building Code and as part of the Section 8 program, there is no reasonable accommodation ordinance as part of the City's Municipal Code. Although the City remains in compliance with State and federal law through the implementation of the California Building Code, the lack of an explicit procedure to make requests for reasonable accommodations contained within the Municipal Code may act as a constraint for people with disabilities. A reasonable accommodation ordinance will be adopted as Action 7.2 of the Housing Plan.

#### *Community Care Facilities*

Residential Community Care Facilities (CCFs) are licensed by the Community Care Licensing Division of the State Department of Social Services to provide 24-hour non-medical residential care to children and adults with developmental disabilities who are in need of personal services, supervision, and/or assistance essential for self-protection or sustaining the activities of daily living. Residential CCFs are defined as "any family home, group care facility, or similar facility for twenty-four (24) hour a day residential non-medical care including, but not limited to persons with disabilities, or incompetent persons" in the Fairfield Zoning Code. Residential CCFs are permitted by-right in all residential zones and the CM, HO, HWT, and HR zones, and are permitted with the approval of a conditional use permit in the CO, CT, CC, and HTD zones. The Zoning Code does not differentiate between CCFs that contain fewer than six residents and those that contain seven or more. Residential CCFs are not permitted within 300 feet of another CCF, and parking is dependent on the type of facility (e.g., dwelling, nursing home, etc.).

No public hearing or administrative action other than ministerial approval is required for use of existing housing units as a CCF. Construction of new single-family homes that may be used for a CCF is treated like all other single-family homes and requires a “Minor Discretionary Approval,” which requires public notice but no hearing.

Most community care facilities in Fairfield are smaller facilities operating within existing single-family homes in residential neighborhoods. Care is provided by residents of the homes in question, and no additional parking is typically required. For newly constructed community care facilities, parking is required per the Zoning Ordinance for residential uses. However, the City's Density Bonus Ordinance permits the City to relax such standards for very low- and low-income residents and the elderly. Many persons with disabilities will be served by housing permitted under this ordinance. In addition, for projects developed on smaller, infill sites, the City's Alternative Multifamily Development Regulations reduce the number of required parking spaces.

The City also provides separate standards for "assisted living facilities," which differ from residential CCFs in that they provide individual dwelling units supplemented with limited nursing and other services available on site. These facilities typically have group facilities for dining and cooking, centralized food service, and can offer social programs and other group amenities. Assisted living facilities are permitted by right in RM, RH, and RVH zoning districts; additionally, they are permitted with a conditional use permit in the RL, RLM, CD, CN, CO, CT, CC, CM, HO, HWT, HT, HR, and IBP zoning districts. Parking requirements are flexibly determined on a case-by-case basis dictated by the type of residents, number of employees, and other relevant factors.

Finally, the City allows two types of boarding houses. Boarding houses represent the renting of rooms within a dwelling to three to six separate households (small boarding houses) or seven or more separate households (large boarding houses) by separate rental or lease agreement or other payment arrangement for each household with the property owner. Large boarding houses may include but are not limited to fraternity or sorority houses, housing for migrant farm workers, supportive and transitional housing programs, and residential motels and hotels, except for those facilities that meet the Single Room Occupancy land use definition. Meals may or may not be provided, but there is one common kitchen facility. Boarding houses differ from the Community Care Facility-Residential in that they are not licensed by the State of California. See tables 5-3 and 5-4 for more information on where boarding houses are permitted.

### **Housing for Persons Experiencing Homelessness**

Persons experiencing homelessness are identified as a special needs group and may require specialized forms of housing, including emergency shelters, transitional and supportive housing, low barrier navigation centers, and single room occupancy (SRO) units. The following sections summarize City requirements for the various forms of housing that can meet the needs of the population experiencing homelessness.

#### *Emergency Shelters*

The City allows emergency shelters, also referred to as "homeless shelters," in the CS, CC, CT, IL and CM zoning districts with a conditional use permit. In addition, the City has established a special overlay district, the ES Emergency Overlay District that covers several parcels along Beck Avenue. The overlay district includes the City's existing SHELTER Solano, Inc. homeless shelter as well as several vacant or partially vacant parcels that could support additional

housing and services. Note that these sites on Beck Avenue have access to public transportation and are adjacent to the Solano County Health and Social Services Department, making access to county social services convenient to those using the shelter.

In 2020, the City created a temporary shelter program for the operation of temporary shelters as ancillary uses at existing religious or assembly use facilities, and to implement standards that ensure a safe place for individuals and families to obtain temporary shelter as well as compatibility of shelter activities with surrounding uses. The Temporary Shelter Program and required temporary shelter permit is administered by the Manager of the Homeless Services Division within the City Manager's Office. On December 21, 2021, the City Council adopted Ordinance No. 2021-23, amending the municipal code to adopt and amend Appendix X of the California Residential Code pertaining to Emergency Housing, and reducing square footage requirements for emergency housing and emergency sleeping cabins. In September 2022, the Fairfield City Council approved an Urgency Ordinance implementing an Emergency Homeless Shelter Program that applies in RL, RLM, RM, RH, CC, CM, CN, CO, CR, CS, CT, IL, and IBP zones.

#### *Transitional and Supportive Housing*

The Fairfield Zoning Ordinance defines transitional and supportive housing as follows:

- **Transitional Housing:** A service providing intermediate shelter to persons for up to nine months. Transitional housing will offer, either on or off-site, access to social services, counseling, and other programs to assist formerly homeless residents in the transition to permanent housing. This classification does not include facilities licensed for residential care by the State of California or homeless shelters.
- **Supportive Housing:** Rental housing developments receiving assistance under federal or State housing programs occupied by a target population and linked to onsite or offsite services that assist the supportive housing resident in retaining the housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community.

Transitional and supportive housing are not regulated as a separate land use under Fairfield's Zoning Ordinance. Rather, these housing forms are seen as a means of occupying a residential land use (e.g., single-family detached housing, duplex, multifamily, etc.) and such occupancy must meet all existing standard requirements for the underlying residential land use and the residential unit. Determinations regarding the permissiveness of transitional housing will depend on the number of independent arrangements between tenants and the operator of the service. For example, more than two independent arrangements within a single housing unit will be regulated as a boarding house.

#### *Low Barrier Navigation Centers*

Recent State law, including AB 101 (2019), requires that low barrier navigation centers for persons experiencing homelessness be allowed by right and without any discretionary approval within the local jurisdiction. As indicated above, on September 20, 2022, the City Council-approved Emergency Shelter standards that include navigation centers. For the use of the

City’s newly adopted Emergency Shelter Operational Standards and Emergency Shelter Permit program, the City will not be differentiating between a small agency that identifies as a “navigation center” that is also providing overnight emergency shelter. While these navigation centers are not clearly called out in the Operational Standards, the City will consider a permit for a navigation center as an emergency shelter, as long as they are housing people experiencing homelessness overnight and providing the additional services as outlined.

### *Single Room Occupancy*

SROs are defined in the Fairfield Zoning Code as “housing characterized by smaller individual dwelling units with all functions in a single room. SRO Housing requires communal/shared facilities and services.” Development standards for SROs are maintained in Section 25.22.4.5 of the Zoning Code. Units must be at least 175 square feet, except for double occupancy units which must be at least 250 square feet, and cannot exceed 450 square feet. Private kitchen facilities and private closets must be included, while bathroom facilities and common space must be shared. SROs are required to provide one parking space for the resident manager, one space per residential unit, and one space per every 10 rooms for guest parking. Up to 50 percent of the vehicle parking spaces may be replaced by bicycle parking. SROs are permitted by-right in the CM zone and with the approval of a conditional use permit in the CT zone.

### **Farmworker Housing**

Farmworker housing, also referred to as “farm labor housing,” is permitted in the AG zone with a conditional use permit and is subject to the same requirements as agricultural uses. As discussed in Chapter 2, there is considerable need for additional housing available to farmworkers that may live in Fairfield but work elsewhere. While farmworkers are able to access the housing units and financial resources of other low-income households, the City has committed to increasing the availability of farmworker housing through Actions 2.4 and 7.5 in the Housing Plan.

## **DEVELOPMENT PROCESSING PROCEDURES**

Development review procedures exist to provide a clear path to success and ensure that proposals for new development comply with local regulations and are compatible with adjacent land uses. Processing times vary by permit type, the size and complexity of the project, and the number of actions or approvals needed to complete the process. Where multiple approvals are required, the City allows for concurrent processing, which generally limits the total processing time to that required by the most review-intensive permit or approval. During stakeholder outreach, housing developers indicated that understaffing has acted as a constraint on development that has led to increased costs, and that additional streamlining would help resolve much of this issue. The City is currently developing a SB 35 streamlining checklist; Program 2 in the Housing Action Plan contains a number of actions that address design and permit streamlining.

The City currently employs a multi-tiered review process for residential development projects. These include Zoning Clearance; Minor Discretionary Review; Minor Development Review; and Development Review. The purpose of the Zoning Clearance is to ensure that a proposed project complies with the permitted list of activities allowed in the applicable zoning district, and any development standards applicable to the type of use.

The Zoning Clearance requires no public notice, is not subject to the California Environmental Quality Act, and may not be appealed. Minor Discretionary Review is an administrative review process that allows for the review and approval of minor improvements where the review is routine in nature, but action may require an interpretation to determine compliance with established design guidelines. Improvements requiring Minor Development Review and Development Review are those that require in depth review and discretion by the City to determine compliance with the applicable City regulations or guidelines, Specific or Master Development Plans, the General Plan, or the California Environmental Quality Act.

For projects with fewer than 11 single-family units or 26 multifamily units, an application includes the filing and processing of an environmental assessment form, tentative subdivision map application, and Minor Development Review application. The project would undergo review by Community Development staff, and inter-agency review by the City’s Development Action Review Team (DART) team. Staff then approves smaller projects through an Administrative Hearing process. Larger projects (more than 11 homes or 26 apartments) go through a similar Development Review process, with final review and action by the Planning Commission. Finally, projects that require re-zonings, General Plan Amendments, and/or Final Subdivision Maps also require City Council review and approval. Table 5-16 shows the development permit requirements, while Table 5-17 shows the typical processing times for the various permit types.

**Table 5-16: Residential Development Permit Requirements**

<i>Activity or Improvement</i>	<i>Project Type</i>	<i>Required Approval or Permit</i>
Custom Home	-	Minor Discretionary
Single-family detached (tract housing)	On min. lot sizes of 5000 sq. ft. or more	Minor Development Review
	On min. lot sizes less than 5000 sq. ft.	-
	1 to 10 units	Minor Development Review
Single-family attached	11 or more units <sup>1</sup>	Development Review
	1 to 10 units	Minor Development Review
Multifamily	11 or more units <sup>1</sup>	Development Review
	1 to 25 units	Minor Development Review
Additions or accessory structures	26 or more units	Development Review
	Single-family detached or attached lot	Zoning Clearance
	Multifamily lot	Minor Discretionary

Notes:

1. At the time of a Development Review approval for single family tract housing, the Planning Commission may authorize those subsequent phases of the project consistent with an approved community design plan be approved with an application for Minor Development Review (vs. Development Review) in order to streamline the review of what would be a routine application.

Source: Fairfield Zoning Ordinance, Section 25.40 Permits



**Table 5-17: Residential Permit Review Processing**

<i>Application Permit Type</i>	<i>Review Responsibility &amp; Authority<sup>1</sup></i>				<i>Typical Processing Time in Weeks</i>
	<i>DART<sup>2</sup></i>	<i>Planning and Development Director</i>	<i>Planning Commission</i>	<i>City Council</i>	
<b>Amendments</b>					
Annexation/Rezoning	Rec.	Rec.	Rec.	Decision	17
General Plan Amendment	Rec.	Rec.	Rec.	Decision	17
Specific or Area Wide Plan Adoption or Amendment	Rec.	Rec.	Rec.	Decision	17
Zoning Map Amendment (rezoning)	Rec.	Rec.	Rec.	Decision	17
Zoning Ordinance Text Amendment	-	Rec.	Rec.	Decision	17
<b>Land Use and Development Permits</b>					
Ministerial	-	Decision	-	-	0 – 2
Minor Discretionary	-	Decision	Appeal	Appeal	0 – 2
Minor Development Review	Rec.	Decision	Appeal	Appeal	8
Development Review	Rec.	Rec.	Decision	Appeal	12
Planned Unit Development	Rec.	Rec.	Decision	Appeal	12
Conditional Use Permit	Rec.	Decision	Appeal	Appeal	4 – 12
Variance	Rec.	Decision	Appeal	Appeal	6 – 12
<b>Subdivision Applications</b>					
Certificate of Compliance	-	Decision	Appeal	Appeal	1
Lot Line Adjustment	-	Decision	Appeal	Appeal	0
Lot Merger	-	Decision	Appeal	Appeal	0
Tentative Parcel Map	Rec.	Decision	Appeal	Appeal	6
Tentative Subdivision Map	Rec.	Rec.	Decision	Appeal	12

**Notes:**

1. Community Services Commission and Planning Area Design Review Committee are also involved in the review of projects within their scope of authority (see Sections 25.41.5 and 25.49 of the Zoning Code). Rec. is short for “recommendation.”
2. Development Action Review Team (DART). DART is comprised of staff from various City Departments and the Fairfield Suisun or Travis Unified School Districts.

*Source: Fairfield Zoning Ordinance, Section 25.41 Application Filing, Processing, and Approval*



## **Environmental Review**

Environmental review is required for all developments meeting the definition of “project” under the California Environmental Quality Act (CEQA). Fairfield has a number of environmental and development constraints. Because of these environmental constraints, larger residential projects have typically required the preparation of Environmental Impact Reports (EIRs).

The City has adopted environmental processing guidelines that closely follow the State CEQA guidelines. Under State law, an EIR is required for any development that has the potential of creating significant impacts that cannot be mitigated, which is typical of large projects. Most residential projects are either Categorically Exempt or require only an Initial Study and Negative Declaration. A Negative Declaration typically takes four to six weeks to prepare, depending on complexity of the project and required technical studies, followed by a State-mandated public review period. Categorically Exempt developments require a minimal amount of time.

Although CEQA compliance can add complexity to the permitting process, City staff assists developers through the process to cut down on processing time to the extent feasible. Fairfield supports current State efforts to streamline the CEQA process for infill development and uses permitted exemptions whenever allowed.

## **DEVELOPMENT FEES**

State law limits fees charged for development permit processing to the reasonable cost of providing the service for which the fee is charged. Various fees and assessments are charged by the City and other public agencies to cover the costs of processing permit applications and providing services and facilities such as schools, parks and infrastructure. Almost all of these fees are assessed through a pro rata share system based on the magnitude of the project's impact or the extent of the benefit that will be derived. Development fees vary from project to project depending on the specific characteristics.

### **Planning Fees**

In 2021, a typical 100-unit single family residential development which required no Zone Changes or General Plan or Specific Plan amendments would pay \$5,545 for development review approval and an additional \$15,793 (assuming each residence is on a separate lot) for the Tentative Subdivision Map. Environmental review (CEQA) and map plan checks are additional costs. Planning fees for a 100-unit multifamily housing project, again assuming no General Plan or Zoning Amendments are required, would include \$11,813 for development review, plus CEQA fees. On a per lot or per unit basis, planning review fees are a relatively minor factor in housing costs. See Table 5-18 for a summary of all planning fees.

**Table 5-18: Planning Fees**

<i>Fee Category</i>	<i>Flat Fee</i>	<i>Additional Fees</i>
General Plan Amendment	\$7,324	\$23/development acre over 10 acres
Specific Plan Amendment	\$7,324	\$23/development acre over 10 acres
Zoning Ordinance Amendment	\$6,200	-
Zone Change	\$6,526	\$23/development acre over 10 acres
Zoning Clearance	\$222	-
Planned Development Zoning	\$6,797	\$23/development acre over 10 acres
Annexation	\$7,747	\$23/development acre over 10 acres
Pre-Annexation Agreement	-	Hourly rate
Development Agreement	-	Hourly rate
Development Agreement Amendment	\$2,775	-
Master Planned Unit Development Permit	\$6,526	-
Planned Unit Development Permit	\$3,818	-
Use Permit	\$3,818	
Administrative Use Permit	\$2,586	
Variance	\$3,818	
Administrative Variance	\$2,586	
Home Occupation Permit	\$111	
Time Extension	-	Half the Planning permit fee, plus hourly Public Work charge
Sign Program	\$879	
Individual Signs	\$220	Plus \$13 per individual sign
Minor Discretionary Review	\$677	
Plan Review	\$332	
Custom Home	\$659	
Second Unit	\$555	
Flood Zone Determination	\$49	
Architectural Plan Check (non-single-family projects)	60% of Building Plan Check Fee	
Single-Family Architectural Plan Check	40% of Building Plan Check Fee	
Public Hearing Sign	\$111	
Public Hearing Mailing	-	\$0 for first 100 labels, \$0.58 per label over 100
Lot Line Adjustment/Lot Merger	\$1,449	
Lot Line Adjustment Check	\$4,070	

Tentative Parcel Map	\$4,640	
Parcel Map Check	\$4,355	
Tentative Subdivision Map	\$10,093	Plus \$57/lot
Final Map Check	\$4,070	Plus \$57/lot
Improvement Plan Check	-	1.35% of improvement cost
Landscape Plan Check	-	1.35% of improvement cost
<b>Development Review</b>		
Single-family Subdivision	\$4,395	Plus \$23/unit over 50 units
Multifamily Subdivision	\$10,663	Plus \$23/unit over 50 units
Community Design Plan	\$3,670	
<b>Minor Development Review</b>		
Single-family Subdivision	\$4,131	
Multifamily Subdivision	\$5,739	
<b>Environmental Fees</b>		
Categorical Exemption	\$333	
Negative Declaration	\$2,505	
Mitigated Negative Declaration	\$6,133	
Environmental Impact Report	\$3,668	Plus EIR contract price + 27.1% administrative charge
Mitigation Monitoring	\$1,332	
Special Study	\$126	Plus contract price + 16.26% administrative charge
Environmental Review Addendum	\$1,665	
<b>Appeals</b>		
Administrative	\$665	
Planning Commission	\$1,332	

Source: City of Fairfield Community Development Department, Planning Division, 2021

### **Building Permit and Impact Fees**

Building Permit Fees, which include Impact Fees, are a more significant factor in the cost of new housing. Such fees include standard permit fees and plan check/review fees but also include impact fees. Impact fees pay for the public services and infrastructure needed to support development and provide services. Not all impact and development fees are City fees or under the control of the City.

The City generally collects two types of fees at the time a building permit is issued – Permit Fees and Development Fees. Permit Fees are charged for each type of permit issued such as building, plumbing, electrical and/or mechanical. The permit fee is based on the valuation of the project and calculated from fee tables established in the Municipal Code. Permit fees provide for the checking of plans and adequate field inspection of the materials and methods of construction and compliance with the approved plans. Fee credits are not available for these fees. Development fees are applied to new development and are collected in order to construct or provide facilities or services that benefit the entire community. Fee credits are available and are applied on a fee-by-fee basis. Permit and development fees are subject to change as they are updated annually. Table 5-19 lists some of the fees typically collected by the City at the time a building permit is issued.

**Table 5-19: Typical Permit and Development Fees**

<i>Fee Type</i>	<i>Fee Description/Purpose</i>
<b>Permit Fees<sup>1</sup></b>	
Architectural Plan Check	Pays for the Planning & Development portion of the Building Division plan check process.
Building Plan Check	Pays for the Building Division portion of the Building Division plan check process.
Building Permit	Fee is from table 1-A of the Uniform Building Code. Pays for building permit processing and inspection.
Electric Permit	Pays for the portion of the building permit process and inspections governed by the National Electric Code.
Engineering Plan Check	Pays for the Public Works Engineering Division portion of the Building Division plan check process.
Fire Inspection Fee	Pays for the portion of the building permit process and inspections governed by the Uniform Fire Code.
Landscape Plan Check	Pays for the review of landscape plans during the Building Division plan check process.
Plan Retention	Pays for archiving of plans on microfiche for completed projects.
Plumbing Permit	Pays for the portion of the building permit process and inspections governed by the Uniform Plumbing Code.
Heating & Cooling (HVAC) Permit	Pays for the portion of the building permit process and inspections governed by the Uniform Mechanical Code.
SMIP	Strong Motion Instrumentation Program. A state tax collected for the Seismic Safety Commission that pays for the installation of seismic monitoring equipment throughout the state.
<b>Development Fees<sup>2</sup></b>	
AB 1600 Fee	This is a group of four fees which pay for City and public facilities which are not covered by other development fees. The AB 1600 fees were approved to be effective November 1, 1995.
Cordelia Open Space	Pays for additional open space required by the Cordelia Specific Plan.
County Public Facilities Fee <sup>3</sup>	Pays for cost of sheriff's services in jails, justice services, general administration, public and mental health services, public assistance services, regional parks, libraries, and animal shelters.
License Tax	Pays for oversizing arterial streets, storm drains, bridges, and funds construction of public buildings. Any property that has participated in the payment for extra width paving on arterial streets or for a storm drain over 36 inches in diameter, is eligible for credits against these fees. These credits are determined by the Public Works Engineering Division.
Northeast Fee	This is a group of six fees which pay for various infrastructures, public facilities and open facilities that specifically serve new development in the portion of the City east of Clay Bank Road. Fees for transportation improvements, open space and the linear park are payable throughout the Northeast area. Fees for

	Storm Drainage, Sewer improvements and improvements to serve to the Train Station Specific Plan are payable only by a subset of land within the Northeast area The Northeast Fees were approved to be effective on July 22, 2013.
Park and Recreation	Pays for land and improvements for new parks.
Quimby Act	The Quimby fees are a fee in-lieu of land dedication. The Quimby Act ensures that land is acquired to meet the standard of 3 acres per 1000 persons. Existing Park and Recreation Fee does not meet the City’s park and recreational facilities needs. Quimby fees are applicable for subdivisions with a final map submitted after August 1995. If park land is dedicated the fee may not apply. If the subdivision developer chooses to pay a fee in-lieu of land the fee shall be determined by the Public Works Department based on the number of lots approved for the subdivision.
School Development Fee <sup>4</sup>	State approved fee to pay for the construction of new schools.
Sewer Connection	Pays for sewer treatment capacity.
Water Connection and Meter Box	Pays for water supply, treatment plants, pipelines, and reservoirs. Pays for the purchase and installation of the meter and box.

Notes:

1. No fee credit available. Represents fees collected with the building permit. Fees attributed to planning approvals, fair share costs for traffic signals, and reimbursable agreements are not included.
2. Free credit available. Fee credit can be determined at any time throughout the development process. However, the fee credit is not applied to a project until a building permit is issued.
3. Collected by the City of Fairfield, but this fee is determined by Solano County.
4. Collected by the City of Fairfield, but this fee is determined by the School District.

*Source: City of Fairfield, Community Development Department, Building and Fire Safety Division, Description of Fees Collected and Credited, 2021*

The fees summarized below are calculated on the following typical project:

- Single-family: 1,850 square foot 3 bedroom, 2 bath home.
- Multifamily: 100-unit apartment complex distributed among 50 one-bedroom units and 50 two-bedroom units (850 square foot average), with an assumed total project square footage of 100,000 square feet.

Typical building permit and development impact fees are calculated separately for central Fairfield, Cordelia. and northeastern Fairfield (Table 5-20). The northeastern Fairfield fees are typical for new development in the TSSP Area. Generally, fees in northeastern Fairfield tend to be higher than in other parts of the city.

**Table 5-20: Typical Building Permit and Impact Fees**

Fee Type	Central Fairfield		Cordelia		Northeastern Fairfield	
	Single-Family	Multifamily	Single-Family	Multifamily	Single-Family	Multifamily
Admin (Permit Tech Issuance)	\$45.42	\$45.42	\$45.42	\$45.42	\$45.42	\$45.42
Building Permit Inspection Fee <sup>1</sup>	\$1,101.35	\$5,847.28	\$1,101.35	\$5,847.28	\$1,101.35	\$5,847.28
SMIP	\$32.13	\$1,605.11	\$32.13	\$1,605.11	\$32.13	\$1,605.11
Plumbing Permit <sup>2</sup>	\$55.07	\$292.36	\$55.07	\$292.36	\$55.07	\$292.36
Electrical Permit <sup>2</sup>	\$55.07	\$292.36	\$55.07	\$292.36	\$55.07	\$292.36
HVAC Permit <sup>2</sup>	\$55.07	\$292.36	\$55.07	\$292.36	\$55.07	\$292.36
Building Plan Check Fee	\$826.02	\$5,262.55	\$826.02	\$5,262.55	\$826.02	\$5,262.55
Architectural Plan Check Fee	\$330.41	\$2,105.02	\$330.41	\$2,105.02	\$330.41	\$2,105.02
Landscape Plan Check	\$37.91	\$3,791	\$37.91	\$3,791	\$37.91	\$3,791
Engineering Plan Check	\$330.41	\$2,105.02	\$330.41	\$2,105.02	\$330.41	\$2,105.02
Fire Plan Check Fee	\$275.34	\$1,461.82	\$275.34	\$1,461.82	\$275.34	\$1,461.82
Fire Sprinkler - 13D System	\$246	\$246	\$246	\$246	\$246	\$246
Park & Recreation	\$2,115	\$68,841	\$2,115	\$68,841	\$2,115	\$68,841
Cordelia Open Space			\$333	\$12,510		
Water Connection	\$7,312	\$441,625	\$7,312	\$441,625	\$7,312	\$441,625
Water Meter and Box	\$610	\$610	\$610	\$610	\$610	\$610
Technology Fund	\$260.79	\$1,801.30	\$260.79	\$1,801.30	\$260.79	\$1,801.30
Sewer Connection	\$6,281	\$379,313	\$6,281	\$379,313	\$6,281	\$379,313
License Tax	\$4,617	\$332,100	\$4,617	\$332,100	\$4,617	\$332,100
N. Texas Street Benefit District	\$2,626	\$210,200				
County Public Facilities Fee	\$9,263	\$666,200	\$9,263	\$666,200	\$9,263	\$666,200
Fairfield Suisun School District	\$9,250	\$500,000	\$9,250	\$500,000		
Travis School District					\$11,081	\$599,000
AB 1600 Urban Design	\$328	\$11,400	\$328	\$11,400	\$328	\$11,400

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AB 1600 Public Facilities	\$4,629	\$372,700	\$4,629	\$372,700	\$4,629	\$372,700
AB 1600 Traffic Impact	\$8,112	\$527,600	\$8,112	\$527,600	\$8,112	\$527,600
AB 1600 Park and Recreation Facilities	\$7,268	\$545,100	\$7,268	\$545,100	\$7,268	\$545,100
Northeast Fee – Transportation <sup>2</sup>					\$15,629	\$719,600
Northeast Fee - Linear Park <sup>2</sup>					\$2,081	\$117,000
Northeast Fee – Greenbelt <sup>2</sup>					\$341	\$7,600
Northeast Fee – Sewer <sup>2,3</sup>					\$3,438	
Northeast Fee - Storm Drainage <sup>2,4</sup>					\$6,405	
Train Station Area - Capital Improvements <sup>5</sup>					\$1,913	\$143,500
Train Station Area - Specific Plan <sup>5</sup>					\$1,979	\$49,500
Green Buildings Standard	\$9.88	\$493.88	\$9.88	\$493.88	\$9.88	\$493.88
CASP		\$125		\$125		\$125
<b>Total Residential Fees</b>	<b>\$66,072</b>	<b>\$4,081,455</b>	<b>\$63,779</b>	<b>\$3,883,765</b>	<b>\$97,063</b>	<b>\$5,007,455</b>
<b>Total Residential Fees per Unit</b>	<b>\$66,072</b>	<b>\$40,815</b>	<b>\$63,779</b>	<b>\$38,838</b>	<b>\$97,063</b>	<b>\$50,075</b>
<b>Total Residential Fees per Unit (Excluding Utilities)</b>	<b>\$51,869</b>	<b>\$32,599</b>	<b>\$49,576</b>	<b>\$30,622</b>	<b>\$73,017</b>	<b>\$41,859</b>

Notes:

1. Based on project valuation, \$133.58 per square feet for single-family and \$123.47 per square feet for multifamily. Building permit valuations are determined by the Fairfield Square Foot Construction Cost Table, which adopts the 2021 February International Code Council Building Valuation Data (BVD) Table. Estimates are derived from construction type VB and include the CA Solar Mandate Modifier. The typical single-family home is valued at \$247,123, while the typical 100-unit multifamily project is valued at \$12,347,000.
2. Single-family estimates are based on Low Density (RL/RLM) fees. Multifamily estimates are based on High Density (RVH) fees.
3. Based on Shed 2 (Pump) fees.
4. Based on Shed 2, 3A, 4 fees.
5. Single-family estimates are based on Low Density (RL/RLM) fees. Multifamily estimates are based on High Density (RH) fees.

Source: City of Fairfield, Community Development Department, Building and Fire Safety Division, Residential Fees, August 2021; Building Division, Fee Schedule, FY 2021-2022; Dyett & Bhatia, 2021



## Assessment of City Development Fees

City fees can add considerably to the cost of a residential development, but these fees are necessary to pay for processing development applications and to pay for the services needed by new residential developments. Typical Northern California development fees, determined in a 2018 case study of California cities,<sup>2</sup> are summarized in Table 5-21 below. These estimates include planning, building, and impact fees, although they do not include service fees for utility connections. While these estimates are based on different assumptions than those provided in Table 5-20, they do provide a helpful baseline to understand Fairfield’s development fees in the regional context. Generally, development fees (excluding utilities) in Fairfield are comparable to other Northern California cities. Both single-family and multifamily fees are typically higher in the city than in Sacramento and Roseville, but are lower than fees seen in Oakland and Fremont. However, typical fees in northeastern Fairfield are higher than those observed in Oakland (although they are still lower than those in Fremont).

**Table 5-21: Northern California Project Fees<sup>1</sup>**

City	Typical Single-Family Cost <sup>2</sup>		Typical Multifamily Cost <sup>2</sup>	
	Total Project	Fees per Unit	Total Project	Fees per Unit
Sacramento	\$423,485	\$21,174	\$1,725,739	\$17,257
Roseville	\$728,782	\$36,439	\$1,810,506	\$18,105
Oakland	\$1,243,353	\$62,168	\$3,455,593	\$34,556
Fremont	\$3,132,282	\$156,614	\$7,515,775	\$75,158

Notes:

1. Project fees do not include utility impact fees.
2. Typical projects are defined as follows:
  - Single-family – 20 single-family homes on a suburban greenfield site, including 10 three-bedroom, 2.5 bath, 1,850 square feet, two-story homes and 10 four-bedroom, three bath, 2,250 square feet, two-story homes. Total project is 50,680 square feet on a 2.44-acre lot developed at 8.2 units per acre.
  - Multifamily – 100 apartments on an urban infill site, including 50 one-bedroom apartments and 50 two-bedrooms apartments with an average of 850 square feet per unit. Total project is 143,240 square feet on a 0.64-acre lot developed at 156.3 units per acre.

Source: UC Berkeley, *Turner Center for Housing Innovation*, March 2018

The City has taken several measures to reduce the impact of development fees on affordable housing. In the TSSP Area, the City reduces development fees by 25 percent for the multifamily units which are built above the 24 dwelling units/acre density range. This is designed to facilitate higher density development, such as near the Train Station.

For decades, the City has permitted affordable housing projects to defer payment of fees up to the point of building occupancy. This Fee Deferral Program, which is outlined in Chapter 5, Article I of the Fairfield Municipal Code, allows projects providing housing to moderate-, low-

<sup>2</sup> Sarah Mawhorter, David Garcia, and Hayley Raetz, “It All Adds Up: The Cost of Housing Development Fees in Seven California Cities,” *Turner Center for Housing Innovation* (March, 2018).

, or very-low-income households to defer payment of certain building fees until occupancy or permanent financing is obtained. Applicants wishing to receive a fee deferral apply to the Community Development Department. The Community Development Director ultimately approves all deferrals. Key requirements include:

- For multifamily housing, the project must be affordable to moderate-income (50 percent of units) and low-income (25 percent of units) residents.
- For single-family homes, the project must be affordable to moderate income households.
- For rental housing, a 55-year period of affordability.
- For ownership housing, a 45-year period of affordability.

In addition, the City has established a Fee Credit Program for affordable housing. When a commercial building or residential structure is demolished, credits associated with the demolished building can be donated to the City's Fee Credit Bank. These Fee Credits are calculated based on square footage, number of bedrooms, water meter use, or other units of measurement to calculate the subject fee. Fee credits for multifamily and commercial/industrial development are separate accounts. Fee credits are typically available when new buildings built on the site of the demolished building do not use all of the fee credits available for the site. Fee credits are banked by the City for use in future development. An applicant developing affordable housing can submit an application to the Community Development Director for fee credits. Fees which can be reduced include water and sewer connection fees but do not include fees associated with other governments like school mitigation fees or Solano County Facilities fees. A project receiving fee credits must provide affordable units for low- and moderate-income households and a covenant of affordability which can last up to 55 years.

ADUs can be another source of affordable housing, especially for senior citizens and individuals. The City exempts ADUs under 750 square feet from the Park and Recreation Fee, Cordelia Open Space Fee, Sewer Connection Fee, and County Public Facilities Fee. All ADUs are exempt from the Engineering Plan Check Fee, Fire Inspection Fee, General Plan Amendment Fee, Water Connection Fee, Water Meter and Box Fee, Zone II Water Fee, Benefit District Fee, AB1600 Fee, Quimby Fee, Manuel Campos Expressway Fee, Northeast Fee, Train Station Area Fee, and CASP Fee.

In 2013, the City implemented aggressive measures to facilitate multifamily residential development by lowering certain fees. The City also worked with Solano County and the Fairfield-Suisun Unified School District to identify possible fee reductions to facilitate development during the recovery from the Great Recession of 2008. However certain fees, including the Northeast Fee, have not been updated since adoption in 2013. Market rate developers have indicated that the Northeast Fee, which covers the TSSP area, remains high and does not reflect changing market conditions. Affordable housing developers also remarked that they would like to see reduced fees for affordable housing projects, especially since a lack of local funding can make development challenging. The City is currently updating its AB 1630 traffic impact and Northeast fees for City Council consideration this year.



## 5.2 Non-Governmental Constraints

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### ENVIRONMENTAL CONSTRAINTS

Environmental constraints include physical features such as steep slopes, fault zones, floodplains, sensitive biological habitat, and agricultural lands. In many cases, development of these areas is constrained by State and federal laws (e.g., FEMA floodplain regulations, the Clean Water Act and the Endangered Species Act, and the State Fish and Game Code and Alquist-Priolo Act).

The most noteworthy environmental constraints in Fairfield include the following:

- **Fault lines.** Major fault lines running through the Planning Area are the Green Valley Fault and Cordelia Fault, both of which run through the western portion of the city. If an earthquake would occur along either of these fault lines, surface fault rupture could occur causing serious damage or failure to buildings atop these faults. Thus, these two faults are both covered by an Alquist-Priolo Fault Zone, which restricts the construction of buildings used for human occupancy on the surface trace of active faults.
- **Open space protection.** Fairfield is surrounded by open space and agricultural land that is important for the agricultural economy, for the protection of critical wildlife habitats and ecosystems, and for the enjoyment and education of residents and visitors. The Suisun Valley has significant land designated as Prime Farmland by the State for possessing the best combination of physical and chemical characteristics for crop production. Additionally, the Suisun Marsh and the hills surrounding Fairfield are home to several critical habitats.
- **Biological.** There are a variety of vegetation communities and associated wildlife habitats, as well as sensitive natural communities, in Fairfield. A number of planned development areas, including north of Travis AFB and east of Peabody; between Suisun Marsh and I-80; and north of Cordelia, east of Green Valley Road; are located within the proposed Solano Habitat Conservation Plan (HCP) conservation areas for covered species and natural communities. Further residential planning and development in these areas must address the Solano HCP Conservation Strategy goals and objectives.
- **Flooding.** There are several areas across the Planning Area that have been known to flood and/or exist in a floodplain. Flooding has occurred along LedgeWood Creek, at the Octo Inn Detention Basin, in the Cordelia area near Nelson Hill, and in Downtown Fairfield near Highway 12.
- **Sea level rise.** While most developed portions of the city are outside of land likely to be subject to sea level rise over the next 50 years, portions of the city close to Suisun Marsh and along local creeks may experience adverse changes to local flooding as sea levels rise.
- **Wildfires.** Several wildfires, including six in the last decade, have burned immediately adjacent to the city since the 1970s. Fairfield is at a 38 percent higher risk of fire

than the rest of California on average. Areas north and west of the city are at greatest risk of fire. The Rancho Solano area and the hills west of Cordelia are both designated as “High” Fire Hazard Severity Zones by the State.

- **Airport hazards.** The Planning Area is governed by development restrictions laid out in the Travis AFB Land Use Compatibility Plan (LUCP). Most of the Planning Area is designated as Zone D by the LUCP, which prohibits any land uses that are considered hazards to flight and requires that any proposed development in structures 200 feet above ground level undergoes review. The LUCP prohibits new residential development where noise exposure exceeds a potential community noise equivalent level of 65 decibels (dB). Land exposed to dB levels of 65 and higher is generally confined to areas on Travis AFB, to its northeast, and over the Suisun Marsh.

The City’s land use plans have been designed to protect sensitive areas from development, and also to protect public safety by avoiding development in hazardous areas. While these policies constrain residential development to some extent, they are necessary to support other public policy objectives and priorities. In Northern California, nearly all development projects face potential community-wide environmental constraints such as seismic, traffic, noise, and air quality impacts, in addition to site-specific constraints. None of the sites identified in the land inventory beyond those already approved and in the pipeline have known site-specific environmental constraints that would preclude the assumed level of development.

## INFRASTRUCTURE CONSTRAINTS

The City of Fairfield has a fair amount of vacant land available for new residential development, particularly in its more outlying northeastern neighborhoods. Much of this land is located within the boundaries of the TSSP. Certain portions of the plan are designated to accommodate higher densities that are suitable for lower-density housing, at up to a density of 50 du/acre. Further, there is reduced infrastructure access in this portion of the city, though access is improving and accounted for in infrastructure master plans. Currently, the multi-family One Lake Family apartments project is under construction and will provide 190 units of affordable housing. Older neighborhoods in Central Fairfield, where the city is mostly built out and vacant land is scarce, will see new development mainly through infill.

### Water and Sewer

The City provides water and wastewater services, the latter with the Fairfield-Suisun Sewer District (FSSD), and bills residents and businesses according to rates approved by the City Council and the FSSD. The City’s current raw water supply is exclusively from surface water that is then treated and distributed to meet the demands of the City’s water customers. The City’s raw water supply is derived from two sources – the Solano Project and the State Water Project (SWP). All water the City presently delivers is surface water as opposed to groundwater. In 2016, the City adopted the 2015 Urban Water Management Plan (UWMP). Per the UWMP, the City’s current and future supplies of water exceed the current and estimated future demands. Under all drought scenarios, the City expects to meet its water demands.

Fairfield is served by two water treatment facilities. The Waterman Treatment Plant has a present 30 million gallon per day (mgd) treatment capacity, while the North Bay Regional Water Treatment Plant has a 40 mgd capacity (26.7 mgd for Fairfield). Together, the City's two treatment plants provide treatment capacity far in excess of that needed to serve the City at buildout.

The FSSD Wastewater Collection System Master Plan Update (WCSMPU) completed in 2020 provides an update of the FSSD collection system master plan to reflect the most accurate information on projected growth, wastewater flows, and collection system performance. According to the WCSMPU, there are a number of areas with potential capacity deficiencies that will require improvements. The deficiency locations are as follows: along West Texas and Empire streets from 5th St. north of West Texas St. to Empire St. at 1st St., Texas St. at Taft St. to Clay St. south of Texas St., Peabody Rd. north of Huntington Dr. to Huntington Dr. at Stanford Ct., Huntington Dr. at Stanford Ct. to Walters Rd north of E Tabor Ave, Lopes Road Lift Station, and Cordelia Pump Station. Total recommended capacity improvements are projected to cost \$15,284,000. In addition, the proposed Northeast Fairfield Pump Station has been designed but has not yet been constructed. It will serve future developments in the northeastern portions of the FSSD service area.

### **Public Facilities and Services**

Quality public facilities and services are essential for ensuring an active, educated, engaged, and safe community. The current General Plan states that new development must pay to cover the public costs attached to each development project, including the acquisition of permanent open space, the provision of adequate school facilities, the provision of infrastructure needs, and to mitigate the effects of the development on the provision of public services such as police and fire protection. A summary of constraints associated with each type of public facility is provided below:

- **Public education.** The city is served by two school districts, Fairfield-Suisun Unified School District (FSUSD) and the Travis Unified School District (TUSD). Several schools are at or close to their enrollment capacity, especially in the Cordelia area. Currently, neither FSUSD nor TUSD is planning to build any new school sites. The Solano Community College, per the 2020 Facilities Master Plan, has a surplus of space for its enrolled student population.
- **Community facilities.** Community facilities include the Fairfield Community Center and the Fairfield Adult Recreation Center (ARC), as well as two Neighborhood Centers. There are also a number of libraries in the city, and plans to develop a new 30,000 square foot County-operated library as part of the One Lake master-planned community in the TSSP area.
- **Parks and recreation.** The City is short of reaching its park service goals, and is especially strained in areas with infill development. Planning for future residential development should consider the parks and recreation needs of a growing and changing population.

- **Emergency services.** Both the Fairfield Police Department (FPD) and the Fairfield Fire Department (FFD) are short of meeting their service standards as designated in the existing General Plan. The Cordelia area in particular is not adequately served by fire services. To address this, FFD is in the process of adding an additional station in the Cordelia area. The City will need to coordinate closely with FPD and FFD as development continues in previously undeveloped areas of Fairfield. However, encouraging infill development in existing neighborhoods will decrease pressure on emergency services to provide for increasingly distant locations.

## MARKET CONSTRAINTS

### Land and Construction Costs

Land represents one of the most significant components of the cost of new housing. Land values fluctuate with market conditions, and the recent downturn in the housing market has affected land values. Changes in land prices reflect the cyclical nature of the residential real estate market. Even with the real estate downturn, the market is once again on the upswing, and the high price of land throughout Bay Area region still poses a challenge to the development of lower-income housing. Density affects development feasibility by affecting land cost per unit. As discussed in the Governmental Constraints section of this chapter, allowable multifamily residential densities in Fairfield are sufficient to facilitate development of affordable housing.

Land costs are often difficult to estimate, and there is no single publicly available database that records urban land prices. Based on the CoStar COMPS database, researchers have determined that between 2005 and 2010, the Vallejo-Fairfield-Napa metropolitan area had the thirty-third highest national land value, when compared to other major metropolitan areas in the U.S., with an urban average of \$539,000 per acre.<sup>3</sup> This is lower than fourth-ranked San Francisco at \$3,239,000 per acre and eleventh-ranked Oakland at \$1,412,000 per acre, but higher than fifty-fourth ranked Sacramento at \$442,000 per acre. A more recent study conducted by researchers from the Federal Housing Finance Agency (FHFA) have estimated the price of residential land based on appraisals of single-family parcels conducted between 2012 and 2019.<sup>4</sup> From this assessment they have made available land prices for all census tracts in the country. As summarized in Table 5-22 below, the average land value per acre in the census tracts either partially or wholly contained within the boundaries of Fairfield is about \$784,620 or 26.7 percent of the total property value. This is lower than both the county and the wider Bay Area region.

**Table 5-22: Average Single-Family Land Costs, 2019**

<i>Region</i>	<i>Average Land Value Per Acre</i>	<i>Average Land Share of Property Value</i>
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<sup>3</sup> David Albouy, Gabriel Ehrlich, and Minchul Shin, "Metropolitan Land Values," *The Review of Economics and Statistics*, 2018.

<sup>4</sup> William Larson, Jessica Shui, Morris Davis, and Steven Oliner, "Working Paper 19-01: The Price of Residential Land for Counties, ZIP codes, and Census Tracts in the United States," *FHFA Staff Working Paper Series* (October, 2020).

San Francisco Bay Area <sup>1</sup>	\$2,868,587	44.6%
Solano County	\$821,708	27.5%
Fairfield <sup>2</sup>	\$784,620	26.7%

Notes:

1. Based on the nine-county region.
2. Includes all census tracts that are contained within the boundaries of the city, may not align with the Census-designated place boundary.

Source: FHFA, *Land Prices, October 2020*; Dyett & Bhatia, 2021

Construction cost is affected by the price of materials, labor, development standards and general market conditions. The cost of materials and labor are considered “hard” construction costs, which comprise the majority of total development costs in California’s housing market. According to a report published by the Turner Center at UC Berkeley, trends in the prices of both labor and materials have likely contributed to hard cost increases over the 2009 to 2018 period.<sup>5</sup> This strain was exacerbated by COVID, which had a direct impact on increased construction and labor costs. The Bay Area region was identified as the most expensive region in the state, where average hard costs were \$81 more expensive per square foot than in other parts of the state. Affordable housing projects also tend to cost more than market-rate or mixed-affordability projects, although this is largely correlated with project size.

**The City has developed programs to address the issue of land and construction costs. For example, the City helps self-help homebuilders identify sites suitable for their projects. Funding from the federal Department of Housing and Urban Development (HUD), including from the Community Development Block Grants (CDBG) and HOME programs, have been used to reduce development costs. Further, the City’s density bonus program for senior and affordable housing can help developers reduce the per-unit costs of multifamily development. The City’s Housing Authority also provides funding from the low- and moderate-income housing asset fund, which contained over \$2.3 million in year-end cash flows during the 2018/2019 Fiscal Year (FY).**

**Availability of Financing**

The cost of financing can have a substantial effect on the affordability and availability of housing. A few points difference in the interest rate can make a substantial difference in the financial feasibility of a development project. For buyers with a good credit rating, current interest rates for fixed rate home purchase loans in Fairfield range from 3.25 percent to five percent depending on the mortgage type. The City also offers “silent second” mortgages to moderate- and low-income homebuyers at no more than 3% simple interest.

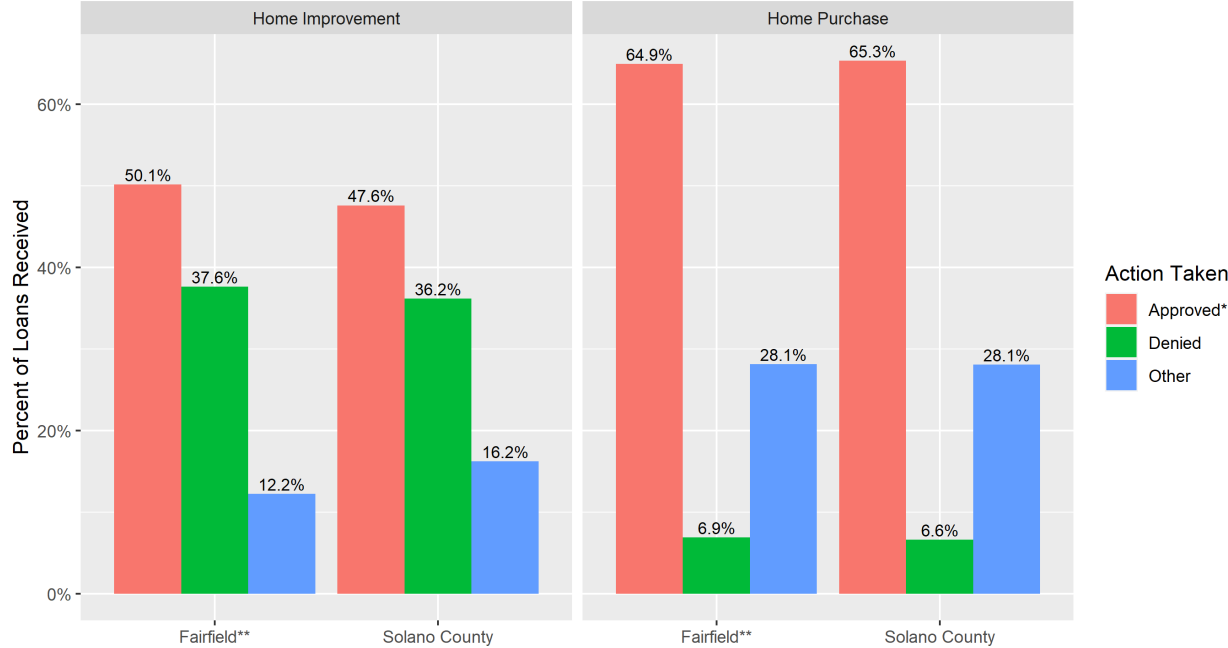
Data on home loan approval is available from institutions that remain in compliance with the Home Mortgage Disclosure Act (HMDA). While HMDA data is not available at the city-level, Chart 5-2 displays the discrepancy in loan approval rates between Fairfield and Solano County. According to 2020 estimates, Fairfield experienced a higher approval rate for home improvement loans than did the county (50.1 percent and 47.6 percent, respectively) but saw

<sup>5</sup> Hayley Raetz, Teddy Forscher, Elizabeth Kneebone, and Carolina Reid, “The Hard Costs of Construction: Recent Trends in Labor and Materials Costs for Apartment Buildings in California,” *Turner Center for Housing Innovation*, 2020.



a slightly lower home purchase loan approval rate (64.9 percent and 65.3 percent, respectively). In Fairfield there were 3,794 total home purchase loan applications (2,464 were approved, 262 were denied, and some other action happened for the remaining 1,068 applications) and 335 total home improvement loan applications (168 were approved, 126 were denied, and some other action happened for the remaining 41 applications).

**Chart 5-2: Home Loan Application Decisions, 2020**



\*Approved loans include: loans originated and applications approved, but not accepted.  
 \*\*Includes data from census tracts within city borders, which does not align with Census-designated place boundaries.

Source: HCD, 5th Cycle Annual Progress Report Permit Summary, 2014-2020

While the City is not able to provide first mortgages to households, it can affect the availability of financing through its first-time homebuyer and Mortgage Credit Certificate programs as well as by working with builders to use state and federal financing programs, issuing tax-exempt bonds to finance affordable housing projects, and seeking lenders who will increase their community commitments to housing development under the provisions of the Community Reinvestment Act. However, these programs are not currently active or available at this time because they are subject to County availability.

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## 6 Housing Action Plan

This chapter contains goals, policies and programs to address housing-related issues in Fairfield, including achieving the City’s identified housing needs and overcoming challenges and constraints. The chapter also includes quantified objectives to accomplish the established goals. An evaluation of the goals, policies and programs of the 2014-2021 Housing Element are included in Appendix D.

The Housing Element includes 5 goals that create the framework for how the City of Fairfield will address housing needs and constraints from 2023-2031. Within each goal section, the policies provide direction for how the City will achieve that goal. Policies include various actions the City will take to implement the policies. Actions include both programs currently in operation as well as new actions needed to address the city’s housing needs. The goals, policies, and programs were developed with extensive community input and reflect the City’s ambition to create equitable and inclusive neighborhoods and to provide opportunities for a variety of housing at all levels of affordability to meet the current and future needs of all residents. Table 6-1 shows how goals and policies are implemented by multiple programs and actions.

### 6.1 Goals and Policies

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**Goal A Provide a variety of housing opportunities for all income groups throughout the city, including different housing types, unit sizes, design, amenities, locations, and tenure.**

A-1 Identify and maintain a sufficient inventory of land suitably zoned to accommodate new housing production for each income level and meet the Regional Housing Needs Allocation with adequate “buffer” to provide flexibility for changing circumstances.

A-2 Encourage multifamily housing in locations near employment, transportation, services, and recreational amenities.

A-3 Where feasible and appropriate, especially in and near downtown and along commercial corridors, encourage mixed-use development that provides unique housing types, pedestrian-friendly design, home ownership, opportunities for entrepreneurship and employment, and access to transit and services such as childcare.

A-4 Encourage infill development on underutilized sites in already developed areas of the city.

A-5 Facilitate a mix of affordability levels in residential projects and dispersal of such units to achieve greater integration of affordable housing throughout the community.

A-6 Encourage property owners of small, adjoining parcels to consolidate or otherwise cooperatively develop their parcels to ensure cohesive developments and efficient use of land.

A-7 Support infill housing through public outreach efforts in existing neighborhoods and in transit-rich specific plan areas.

A-8 Promote increased production of both owner-occupied and renter-occupied housing at all income levels.

**Goal B Increase the production of housing affordable to lower-income households—including extremely-low-income households— and moderate-income households to meet housing needs.**

B-1 In locating affordable housing, prioritize sites with access to transit, employment, parks and schools, and access to stores, consistent with State guidelines.

B-2 Promote the development of affordable housing in more moderately-resourced areas, including along corridors, and in the Train Station Specific Plan area.

B-3 Assist developers interested in developing new affordable housing for all income groups (extremely low-, very low-, low- and moderate- income households).

B-4 Support the use of State and federal programs and local and nonprofit funding sources as funding for affordable housing construction and rehabilitation.

B-5 Encourage long-term housing affordability.

B-6 Support the federal Housing Choice Voucher Program for very low- and extremely-low income households.

B-7 Encourage homeownership for moderate- and low-income homebuyers, including through first-time homebuyer assistance efforts.

B-8 Encourage property owners of smaller parcels (less than two acres) to work with the City to develop affordable ownership housing where rental housing is infeasible.

**Goal C Improve and conserve the existing supply of housing and the city's neighborhoods.**

C-1 Continue to offer Fairfield's Housing Rehabilitation Program to low-income homeowners.

C-2 Continue to enforce the City's Community Preservation Ordinance and building codes.

C-3 Monitor and preserve the affordability of housing which received federal, State, and/or local support, including projects which are at risk of converting from affordable housing to market rents.

C-4 Use available State and federal funds for rehabilitation assistance for low-income households, focusing where appropriate on projects benefiting seniors, the disabled, and veterans.

C-5 Continue to invest in neighborhoods with existing affordable housing units, including through place-based strategies.

C-6 Assist lower-income households displaced by the removal of affordable units.

**Goal D Support Fair Housing and create and promote housing opportunities for people with special needs – including those experiencing homelessness, farmworkers, seniors, and Travis Air Force Base personnel, among others.**

D-1 Reduce the prevalence of fair housing issues – including segregation, disability and access, disproportionate housing need, and fair housing enforcement and outreach – through appropriate changes to development standards, zoning codes, and increased education and outreach.

D-2 Support the efforts of Community Action Partnership of Solano Joint Powers Authority, Solano County, and local social service providers to increase their capacity to serve the unhoused.

D-3 Facilitate the development of emergency shelters, navigation centers, transitional housing, and supportive housing to meet the needs of unhoused residents.

D-4 Support nondiscrimination in the sale, rental, and financing of housing.

D-5 Provide needed social services in new and rehabilitated affordable housing, including services for single parents as well as families. All multifamily projects that include City funding will address social services and amenities, such as childcare, counseling, and education. Emergency shelter and support services will also be required for any City-funded homelessness services program.

D-6 Support housing programs targeted to older adults, 55 years of age and above, taking into account lifestyle, health issues, and income.

D-7 Support efforts to meet the housing needs of Travis Air Force Base personnel.

D-8 Ensure that new residential developments include housing accessible to persons with disabilities and others with physical conditions that make it difficult for them to use conventional housing.

D-9 Encourage housing for larger families.

D-10 Support regional and County efforts to meet the needs of migrant and seasonal farmworkers and their families, including overcrowding.

D-11 Address the needs of developmentally-disabled individuals.

**Goal E Promote energy conservation and sustainable development.**

E-1 Encourage energy-conserving development patterns.

E-2 Assist low-income households in weatherproofing their homes.

E-3 Promote transit-oriented development, especially in the Heart of Fairfield and Train Station specific plan areas.

**Table 6.1 Policies and Relationship to Implementing Programs/Actions**

<i>Goal/Policy</i>	<i>Implementing Programs/Actions</i>
<b>Goal A. Provide a variety of housing opportunities for all income groups throughout the city, including different housing types, unit sizes, design, amenities, locations, and tenure.</b>	
A-1. Identify and maintain a sufficient inventory of land suitably zoned to accommodate new housing production for each income level and meet the Regional Housing Needs Allocation with adequate “buffer” to provide flexibility for changing circumstances.	11.1
A-2. Encourage multifamily housing in locations near employment, transportation, services, and recreational amenities.	2.2; 2.1
A-3. Where feasible and appropriate, especially in and near downtown and along commercial corridors, encourage mixed-use development that provides unique housing types, pedestrian-friendly design, home ownership, opportunities for entrepreneurship and employment, and access to transit and services such as childcare.	2.1, 2.2
A-4. Encourage infill development on underutilized sites in already developed areas of the city.	2.1, 2.2
A-5. Facilitate a mix of affordability levels in residential projects and dispersal of such units to achieve greater integration of affordable housing throughout the community.	1.2; 2.3; 2.4
A-6. Encourage property owners of small, adjoining parcels to consolidate or otherwise cooperatively develop their parcels to ensure cohesive developments and efficient use of land.	2.1; 2.2
A-7. Support infill housing through public outreach efforts in existing neighborhoods and in transit-rich specific plan areas.	2.1; 2.4
A-8. Promote increased production of both owner-occupied and renter-occupied housing at all income levels.	1.1; 1.2; 1.3; 2.3; 2.4; 2.5
<b>Goal B. Increase the production of housing affordable to lower-income households—including extremely-low-income households— and moderate-income households to meet housing needs.</b>	
B-1. In locating affordable housing, prioritize sites with access to transit, employment, parks and schools, and access to stores, consistent with State guidelines.	2.1; 2.4; 6.1; 6.2
B-2. Promote the development of affordable housing in more moderately-resourced areas, including along corridors, and in the Train Station Specific Plan area.	2.1; 2.4; 5.1

B-3. Assist developers interested in developing new affordable housing for all income groups (extremely low-, very low-, low- and moderate- income households).	1.1; 2.3; 2.4; 6.1; 6.2; 6.3
B-4. Support the use of State and federal programs and local and nonprofit funding sources as funding for affordable housing construction and rehabilitation.	1.1; 1.2; 1.3
B-5. Encourage long-term housing affordability.	3.1; 3.2; 4.1
B-6. Support the federal Housing Choice Voucher Program for very low - and extremely-low income households.	-
B-7. Encourage homeownership for moderate - and low - income homebuyers, including through first-time homebuyer assistance efforts.	1.3
B-8. Encourage property owners of smaller parcels (less than two acres) to work with the City to develop affordable ownership housing where rental housing is infeasible.	2.1; 2.2
<b>Goal C Improve and conserve the existing supply of housing and the city's neighborhoods.</b>	
C-1. Continue to offer Fairfield's Housing Rehabilitation Program to low-income homeowners.	4.1
C-2. Continue to enforce the City's Community Preservation Ordinance and building codes.	-
C-3. Monitor and preserve the affordability of housing which received federal, State, and/or local support, including projects which are at risk of converting from affordable housing to market rents.	3.1; 3.2
C-4. Use available State and federal funds for rehabilitation assistance for low-income households, focusing where appropriate on projects benefiting seniors, the disabled, and veterans.	4.1
C-5. Continue to invest in neighborhoods with existing affordable housing units, including through place-based strategies.	3.2
C-6. Assist lower-income households displaced by the removal of affordable units.	3.2
<b>Goal D. Support Fair Housing and create and promote housing opportunities for people with special needs – including those experiencing homelessness, farmworkers, seniors, and Travis Air Force Base personnel, among others.</b>	
D-1. Reduce the prevalence of fair housing issues – including segregation, disability and access, disproportionate housing need, and fair housing enforcement and outreach – through appropriate changes to development standards, zoning codes, and increased education and outreach.	7.1; 7.2; 7.3; 7.4; 8.2; 10.1
D-2. Support the efforts of Community Action Partnership of Solano Joint Powers Authority, Solano County, and local social service providers to increase their capacity to serve the unhoused.	8.1; 8.2

D-3. Facilitate the development of emergency shelters, navigation centers, transitional housing, and supportive housing to meet the needs of unhoused residents.	8.2
D-4. Support nondiscrimination in the sale, rental, and financing of housing.	10.1
D-5. Provide needed social services in new and rehabilitated affordable housing, including services for single parents as well as families. All multifamily projects that include City funding will address social services and amenities, such as childcare, counseling, and education. Emergency shelter and support services will also be required for any City-funded homelessness services program.	2.4; 7.1; 7.2; 8.2
D-6. Support housing programs targeted to older adults, 55 years of age and above, taking into account lifestyle, health issues, and income.	7.4
D-7. Support efforts to meet the housing needs of Travis Air Force Base personnel.	7.6
D-8. Ensure that new residential developments include housing accessible to persons with disabilities and others with physical conditions that make it difficult for them to use conventional housing.	2.4; 7.1; 7.2; 7.3; 7.4
D-9. Encourage housing for larger families.	2.4
D-10. Support regional and County efforts to meet the needs of migrant and seasonal farmworkers and their families, including overcrowding.	2.4; 7.4
D-11. Address the needs of developmentally-disabled individuals.	2.4; 7.3
<b>Goal E. Promote energy conservation and sustainable development.</b>	
E-1. Encourage energy-conserving development patterns.	2.1; 9.1
E-2. Assist low-income households in weatherproofing their homes.	4.1
E-3. Promote transit-oriented development, especially in the Heart of Fairfield and Train Station specific plan areas.	2.1



## 6.2 Programs

### PROGRAM 1: AFFORDABLE HOUSING STRATEGY

While the City of Fairfield has approved a significant number of housing units in its 5th RHNA cycle, it is falling short of its low-income and very-low-income housing targets. In order to promote accessible affordable housing and reduce affordability gaps in Fairfield, the City employs a number of approaches. This includes the development of new affordable units, including multifamily units, and the preservation and improvement of existing affordable units. Specific actions the City will undertake during the 6th cycle planning period include the following.

- **Action 1.1 Affordable Housing Financing.**

The City utilizes funding sources from the Housing Trust Fund (Trust Fund), Low Mod Funds, and CDBG funds to promote the development, preservation, and improvement of affordable housing. The Trust fund facilitates alternative means to pay for development of affordable housing, including leveraging local funds against state matching funds. The City will continue to assess a variety of alternative funding mechanisms for the construction of new affordable housing including State, federal, and regional programs. Staff shall explore new funding sources for affordable housing with the City Council, including:

- An increased Housing Trust Fund fee for specific uses;
- Property Transfer Tax revenues in excess of the approved budget at year-end to affordable housing; and
- An affordable housing bond

*Objective:* Identify financing mechanisms that can facilitate the development of new affordable housing.

*Responsibility:* Housing Authority

*Timeframe:* Starting in 2023, explore funding sources annually during the City's budget review and approval process.

*Funding Source:* Housing Trust Fund, CDBG funds, General Fund

- **Action 1.2 Inclusionary Housing.**

Despite development of the Trust Fund and Pro-housing Designation, the City does not have sufficient, sustainable revenue sources to fund the level of affordable housing development needed to meet RHNA goals. One option for creating a sustainable revenue stream is through an inclusionary housing policy, including inclusionary requirements or an in lieu fee option. Such funding can be funneled into the Trust Fund and further matched with state or other funding. For any fees related to inclusionary housing, Fairfield must complete a nexus study to establish and adopt and implement fees. The study would look at examples of what has been successful in other communities in the region, Fairfield-specific market conditions, and the City's economic development objectives.

*Objective:* Explore feasibility of an inclusionary housing program with an in-lieu fee payment option.

*Responsibility:* Community Development Department and Housing Authority

*Timeframe:* Conduct Inclusionary Housing/Nexus Study within two years after adoption of the Housing Element (by end of 2025).

*Funding Source:* General Fund

- **Action 1.3 Affordable Homeownership.**

While Fairfield has long been seen as an “affordable” alternative to many other Bay Area cities, home costs have risen significantly in recent years, and homeownership remains out of reach for lower-income communities. Lack of down payment funds also remains a major barrier. The City supports homeownership opportunities for low- and moderate-income households through the Silent Loan Down Payment Assistance Program, and the CalHOME Program. The City will dedicate 20 percent of Permanent Local Housing Allocation Program funds to home ownership activities. These funds will be available for five years, but this may be an ongoing resource. The City will continue these programs and seek to maximize funding.

*Objective:* Sustain and expand affordable home ownership opportunities in the City of Fairfield.

*Responsibility:* Housing Authority

*Timeframe:* Affordable Homeownership – Outreach and education ongoing 2031-2031; MCC Program available on an annual basis. Explore additional funding opportunities on an annual basis.

*Funding Source(s):* Permanent Local Housing Allocation Program funds

## PROGRAM 2: DEVELOPMENT INCENTIVES, ASSISTANCE, AND STREAMLINING

- **Action 2.1 Infill Housing Development Incentives.**

As part of an Infill Development Program, the City will continue to market infill lots to developers. This Program will identify and promote target sites that already have appropriate General Plan/zoning designation, housing prototypes for certain lot sizes, focus areas, and necessary infrastructure to support infill development. This will include sites identified as part of the General Plan update process. As part of the Program, the City will also develop incentives to facilitate lot consolidation, particularly in older, infill neighborhoods and corridors. These incentives might include fee reductions or use of the Fee Credit Bank, density bonuses, flexibility in development standards, parking reductions or alternative parking, and assistance in marketing small parcels.

*Objective:* Encourage infill housing in developed areas of the City. Support consolidation for at least two projects in the HoF area.

*Responsibility:* Community Development Department and Housing Authority

*Timeframe:* Initiate development of the Infill Development Plan within two years of the General Plan update.

*Funding Source:* General Fund, Infill Infrastructure Grant Program

- **Action 2.2 Small-Lot Consolidation Incentives.**

Develop a Small-Lot Consolidation Program to facilitate lot consolidation, particularly in infill neighborhoods. These incentives might include fee reductions or use of the Fee Credit Bank, tiered (by lot size) density or density bonuses, flexibility in development standards, and assistance in marketing small parcels. Implement the planning process in the Train Station Specific Plan and Heart of Fairfield Plan which encourages and facilitates land consolidation and comprehensive planning. Continue to educate developers and property owners about successful smaller infill housing projects and flexibility in the City's Zoning Ordinance to support the development of infill housing development. including a conceptual review process as part of pre-submittal meetings.

*Objective: Encourage infill housing in developed areas of the City. Support consolidation of at least two projects in the HoF area.*

*Responsibility: Community Development Department and Housing Authority*

*Timeframe: Initiate development of the Consolidation Program within two years of the General Plan update.*

*Funding Source: General Fund, Infill Infrastructure Grant Program, LEAP Fund, SB2 funds*

- **Action 2.3 Diverse Housing Supportive Design and Development Standards.**

Develop and implement design standards suitable for new residential and mixed-use development projects in Fairfield including for 'missing middle' housing types such as duplexes, triplexes, small-lot single family, and other housing types, and continue to implement development standards for mixed use "live-work" development. The standards should address street design, architecture, site planning, pedestrian infrastructure, standards for residential and mixed-use development, and public space design. Additionally, the City will work with developers interested in building experimental projects not included in the current Zoning Ordinance by coordinating pre-submittal meetings, prioritizing funding and offering incentives. The City will amend the current Design Guidelines as needed; these standards and assistance will help to streamline development.

*Objective: Design standards support housing production of more diverse housing types over the planning period related to reduced permitting requirements and time to develop.*

*Responsible Party: Community Development Department*

*Timeframe: Develop design standards by December 2023; Ongoing*

*Funding Source: General Fund, LEAP Fund, SB2 Funds*

- **Action 2.4 Increased Streamlining of Housing Permits, especially Affordable Housing.**

Give priority to permit processing for projects providing affordable housing when requested. Expand application of processing priority to projects providing housing for seniors and other special-needs groups, including persons with physical and developmental disabilities, large families, extremely low-, low-, and moderate-income households; farm-worker housing, and people experiencing homelessness.

*Objective: Expedite permit procedures for developments affordable to lower-income households. Approve and expedite at least three rental developments affordable to lower-income households.*

**Responsible Agency:** Community Development Department

**Timeframe:** Adopt processing priority procedure by 2023

**Funding Source(s):** General Fund, SB 2 Grants

- **Action 2.5 Citywide Densities and Zoning.** Establish minimum residential densities for all residential zoning classifications, and ensure that maximum densities in Residential Medium zones allow for townhomes, duplexes, and other compatibly sized or designed housing solutions in moderately resourced areas. Reduce minimum lot size requirements in Residential Low Medium and Residential Medium classifications to promote small lot development. As part of the General Plan Update, study opportunities to redesignate key areas with land uses that allow for higher densities. As part of this effort, the City will provide information to the public that could bolster community support related to missing housing types in the City, including provision of information on these missing housing types, Planning Commission and City Council working sessions, and outreach to community organizations.

**Objective:** Increase variety of housing types in Fairfield through supportive development densities and lot size requirements.

**Responsible Agency:** Community Development Department

**Timeframe:** General Plan land use designations changed and adopted by 2024.

**Funding Source(s):** General Fund

### PROGRAM 3: LONG-TERM HOUSING AFFORDABILITY AND AT-RISK UNITS

- **Action 3.1 Require Projects Receiving City Assistance to Ensure Long-term Affordability.**

Many funding sources used by the City and property owners require affordability be retained for 45-55 years. When funding permits, the City will pursue agreements with property owners to ensure long-term preservation of affordable units. Where appropriate, as a condition of assistance the City may impose resale controls on ownership units.

**Objective:** Encourage long-term housing affordability of assisted units.

**Timeframe:** Ongoing.

**Responsible Agency:** Housing Authority

**Funding Source(s):** LIHTC, CalHFA, CDBG Funds, affordable housing partnerships, Local Housing Trust Fund Program

- **Action 3.2 Preservation of At-Risk Housing Units.**

The City will offer financing to affordable housing properties at risk of converting to market-rate housing within one year prior to affordability expiration to discuss the City's desire to preserve complexes as affordable housing. As part of this effort, the City will coordinate with nonprofit entities who may be interested in purchasing and/or managing at-

risk units. Relocation assistance will be provided to existing tenants who have to be temporarily or permanently relocated.

**Objectives:** Support the preservation of all 170 units at risk of converting to market-rate. Support the rehabilitation and revitalization of one property in the planning period. Provide ongoing assistance and evaluate program through the Housing Element Annual Report process.

**Responsible Agency:** Housing Authority

**Timeframe:** Annually monitor at-risk units; issue a NOFA a year before any Tax Credit compliance period

**Funding Source(s):** General Fund, Local Housing Trust Fund Program

- **Action 3.3 Tenant-based Rental Assistance.**

**Use** HOME to support Tenant Based Rental Assistance program (TBRA) for extremely low-income households (with incomes 30% or below the AMI) or those at risk of being displaced from their housing units.

**Objective:** Support up to 30 households eligible for Tenant Based Rental Assistance to increase housing stability in Fairfield.

**Responsible Agency:** Housing Authority

**Timeframe:** Design TBRA program by December 2023.

**Funding Source:** HOME Funds, General Fund

#### PROGRAM 4: HOUSING REHABILITATION LOANS

- **Action 4.1 Housing Rehabilitation Loan Program.**

The City will continue its Housing Rehabilitation Loan Program, which assists Fairfield residents in maintaining and improving housing. This program is available for owner-occupied homes at least 15 years old and located within the City limits. The maximum loan limit is \$75,000, and a homeowner may be eligible to receive additional loan funding for ADA improvements (based on eligibility and funding source availability). The program offers low-cost financing and technical assistance to income-eligible homeowners needing to make repairs and general improvements to their homes.

**Objective:** Support the rehabilitation and revitalization of at least 80 properties in the planning period.

**Timeframe:** Annually apply for CDBG Revolving Loan funding and names will be placed on the waitlist in accordance to date and time of application.

**Supporting Agency:** Housing Authority

**Funding Source:** CDBG Revolving Loan fund

## PROGRAM 5: ADU INCENTIVES

- **Action 5.1 ADU Incentives Program.**

AB 671 requires local agencies' housing elements to include a plan that promotes the creation of ADUs that can offer affordable rents for households with very low, low, or moderate incomes. As part of the ADU ordinance update, the City will explore options to facilitate affordable housing options of ADUs throughout the City. The City will also explore incentives and tools to facilitate ADU construction, such as pre-approved ADU plans or kits, waived development impact fees, increased outreach and education (including community forums or open houses on ADU ideas), larger unit square footage allowances and reduced setback and lot coverage standards in exchange for deed restrictions, among other incentives. The City could also coordinate with nonprofit organizations, builders, and banks regarding funding/assisting with construction costs and connect ADU/JADU owners and renters with this information.

*Objective:* Increased education and awareness of ADUs to encourage the construction of 46 units of this more affordable housing type throughout the City.

*Responsible Party:* Community Development Department and Housing Authority

*Timeframe:* 2023-2024

*Funding Source:* General Fund

## PROGRAM 6: ZONING ORDINANCE UPDATE

- **Action 6.1 Change Zoning in Appropriate Nonresidential Zones.**

Fairfield City Council has indicated preliminary support for major transformation of certain commercial areas and corridors, including along North Texas Street, retail parcels near the Fairfield Transportation Center, and the Solano Town Center, as part of the General Plan Update. Other underutilized commercial areas include the shopping center near Oliver Drive. The City will explore rezoning these areas to permit mixed-use development consistent with the CM designation, in some cases allowing residential development to a minimum of 30 dwelling units per acre.

Where rezoned areas include sites in the Site Inventory to affirmatively further fair housing (Table C-16), properties zoned CO will be changed to a CM designation; the property zoned IL will be changed to a RVH designation. The new zoning will permit owner-occupied and rental multifamily uses by right for development in which 20 percent or more of the units are affordable to lower income households and will comply with other by-right provisions of Government Code 65583.2(h) and (i). As an additional incentive, developers can access State density bonus law in addition to using densities allowed in the overlay.

*Objective:* Update the Land Use Element and Zoning Code to facilitate the development of diverse housing options in resource-rich areas, including 728 lower income units and 112 moderate income units of housing. Facilitate the development of at least 10 percent of lower income housing in moderately resourced areas.

*Timeframe:* Amend zoning ordinance within one year and 90 days of receipt of comments from HCD on the draft Housing Element, to coincide with the City's Land Use Element Update.

*Responsible Party:* Community Development Department

*Funding Source:* General Fund

- **Action 6.2 By-Right Housing.**

Permit sites included in prior RHNA cycles to develop with affordable housing by right. Pursuant to State law, the City will permit vacant sites included in two consecutive prior RHNA cycles and non-vacant sites included in at least one prior RHNA to develop with owner-occupied and rental multifamily uses by right for developments in which 20 percent or more of the units are affordable to lower-income households. Additionally, allowable densities for the Very High Residential (RVH) zoning category will be applied to these sites to accommodate the default density of 30 du/ac per acre. These sites are identified in the sites inventory, table 5-13.

*Objective:* Create opportunity for additional 117 units of lower income housing.

*Responsible Agency:* Community Development Department

*Timeframe:* Sites rezoned by 2024 end

*Funding Source:* General Fund

- **Action 6.3: Efficiency Units**

Efficiency units are smaller units, usually more affordable by design, that are more likely to be a source of naturally occurring affordable housing over the long term, while also allowing new development to align with current demographic trends towards smaller household sizes. They are distinct from SRO units, which are not required to contain a kitchen and bathroom. The City will amend the Zoning Code to define efficiency unit requirements, incentivize this type of development by allowing at a higher density than regular units, and permit efficiency units in Medium (RM), High (RH), and Very High (RVH) residential zones and Mixed Commercial (CM) zones by right, and in with the approval of a conditional use permit in the CT zone.

*Objective:* Enable increased production of efficiency units, approximately 8 percent of Fairfield's lower income RHNA allocation need.

*Responsible Agency:* Community Development Department

*Timeframe:* Amend Zoning Code by 2023.

*Funding Source:* General Fund

## PROGRAM 7: HOUSING FOR SPECIAL NEEDS

There are several housing options available for residents with special needs in Fairfield. This includes senior housing, residential care facilities, emergency shelters, and transitional and supportive housing. The City will prioritize the development of special needs housing, provide development assistance where feasible, and remove any constraints.

- **Action 7.1 Special Needs Housing.**

The City will encourage housing for special needs households and will proactively grant and/or assess the feasibility of:

- Adopting priority processing;
- Granting fee waivers or deferrals;
- Modifying development standards;
- Granting concessions and incentives for housing developments that include units affordable to special needs households
- Assisting, supporting or pursuing funding applications; and
- Pursuing outreach and coordination with affordable housing developers

*Objective:* Encourage development of special needs housing and ensure equal housing opportunities for all residents.

*Responsible Agency:* Community Development Department and Housing Authority

*Timeframe:* Annual, begin efforts upon adoption of the Housing Element.

*Funding Source:* General Fund,

- **Action 7.2 Housing for Persons with Disabilities.**

A residential care facility is one housing option available for persons with disabilities. The City will update the Planning and Zoning Code to remove constraints to development of residential care facilities, including parking standards dependent on type of care for residential care facilities with six or more people. The City will also continue to educate residents about reasonable accommodation by providing information in public places and on the City's website. The City Building Division currently implements the reasonable accommodation requirements in the California Building Code. To ensure full compliance with reasonable accommodation procedures of the Fair Housing Act, the City shall adopt a Reasonable Accommodation Ordinance to establish procedures for the review and approval of requests to modify zoning and development standards to reasonably accommodate persons with disabilities, including persons with developmental disabilities. The procedures do not require any permit other than the reasonable accommodation request, involve no public notice unless the City's determination is appealed, and no fee is charged. To ensure continued compliance with reasonable accommodation procedures of the Fair Housing Act, the City will provide for annual review of requests for reasonable accommodations. Based upon this annual review, the City will update the Reasonable Accommodation Ordinance as appropriate.

To ensure the community is aware of reasonable accommodation policies and programs, the City will conduct specific actions to promote the Reasonable Accommodation Ordinance and disseminate this information to the general public, including underrepresented communities. The City will develop materials and outreach methods to increase public awareness and ease of access to policies, programs and processes addressing reasonable accommodation.

*Objective:* Ensure full compliance with procedures of the Fair Housing Ordinance.

*Responsible Agency:* Housing Authority



*Timeframe:* Adopt Reasonable Accommodation Ordinance by 2024. Annually review requests for reasonable accommodations.

*Funding Source:* General Fund, Section 811

- **Action 7.3 Housing for Persons with Developmental Disabilities.**

The City will seek State and federal funds in support of housing construction and rehabilitation targeted toward persons with developmental disabilities. Regulatory incentives, such as expedited permit processing and fee waivers/deferrals, will be provided as feasible to projects targeted toward such persons. To further facilitate the development of housing units to accommodate persons with these disabilities, the City will also reach out annually to developers of supportive housing to encourage development of projects targeted toward special needs groups.

*Objective:* Facilitate development of lower-income and supportive housing for persons with disabilities, including developmental disabilities

*Responsible Agency:* Housing Authority

*Timeframe:* Ongoing, reach out annually to developers.

*Funding Source:* General Fund, Section 811

- **Action 7.4 Housing for older adults.**

Assist developers interested in converting existing residential buildings to meet the needs of older low-income adults. Assistance could include technical assistance in applying for state and federal funding, local financial assistance through redevelopment housing set-aside funds, and the waiving of certain fees and/or development requirements to increase the financial feasibility of such housing. To address needs of Fairfield's aging population, the City will also adopt a Universal Design Ordinance that identifies applicability and features and proportion of units with these features which must be offered by a builder in residential units subject to the ordinance that are being newly constructed or substantially rehabilitated.

*Objective:* Facilitate development of lower-income housing with appropriate/accommodating design for older adults.

*Responsible Agency:* Housing Authority

*Timeframe:* Developer Assistance: Ongoing, reach out annually to developers. Ordinance: By 2024.

*Funding Source:* General Fund, Section 202

- **Action 7.5 Provision of farmworker housing.**

The City shall work with advocacy groups, agricultural organizations, and Solano County to further define needs and barriers to farmworker housing, and utilize the survey results to develop targeted programs and strategies to address the identified housing needs of farmworkers and support agricultural businesses with a stable and healthy workforce.

*Objective:* Facilitate development of lower-income housing for farmworkers.

*Responsible Agency:* Housing Authority

*Timeframe:* Ongoing.

*Funding Source:* General Fund

- **Action 7.6 Housing for Military Personnel.**

Cooperate with Travis Regional Armed Force Base during any future reevaluation of housing services on and off-base. Monitor the base's privatization program and provide assistance as needed for off-site housing programs.

*Objective:* Facilitate development of lower- and moderate-income housing for military personnel.

*Responsible Agency:* Housing Authority

*Timeframe:* Ongoing.

*Funding Source:* General Fund

## PROGRAM 8: HOMELESSNESS

- **Action 8.1 Continuum of Care.**

Address homelessness and other special needs through the broad-based coalition associated with the Community Action Partnership of Solano Joint Powers Authority Continuum of Care program. Continue to work with organizations like Community Action Partnership of Solano County where appropriate. The City will continue to participate in County efforts to address transitional housing programs and projects for homeless persons as an intermediate step to self-sufficiency in permanent housing. The City will also participate in the Re-Entry Council Planning Group, and the Fairfield Homeless Services Collaborative, local agencies charged with coordinating responses to homelessness.

*Objective:* Facilitate development of appropriate housing options for individuals experiencing homelessness.

*Responsible Agency:* Homeless Services Division and Housing Authority

*Timeframe:* Ongoing.

*Funding Sources:* General Fund, California Emergency Solutions and Housing, Emergency Solutions Grants Program, Homekey, Housing for a Healthy California

- **Action 8.2 Housing for Homeless and Special Needs.**

Use State and federal funding to continue to help and make provisions for development of transitional housing, shelters, navigation centers, single-room occupancy (SRO) housing and other forms of housing for people experiencing homelessness in the City. Recent changes to State law regarding housing for the homeless and persons with special needs also warrant amendments to the Zoning Ordinance. These include:

- Low Barrier Navigation Centers (AB 101): AB 101 requires cities to allow a Low Barrier Navigation Center development by right in areas zoned for mixed uses

and nonresidential zones permitting multifamily uses if it meets specified requirements. A “Low Barrier Navigation Center” is defined as “a Housing First, low-barrier, service-enriched shelter focused on moving people into permanent housing that provides temporary living facilities while case managers connect individuals experiencing homelessness to income, public benefits, health services, shelter, and housing.” Low Barrier shelters may include options such as allowing pets, permitting partners to share living space, and providing storage for residents’ possessions.

- Emergency and Transitional Housing (AB 139): Local governments may include parking requirements for emergency shelters specifying that adequate parking must be provided for shelter staff, but overall parking requirements for shelters may not exceed the requirements for residential and commercial uses in the same zone. The City’s Zoning Ordinance does not include specific parking requirements for emergency shelters. Therefore, an amendment is not necessary but may be considered to ensure consistent implementation.
- Supportive Housing (AB 2162): AB 2162 requires supportive housing projects of 50 units or fewer to be permitted by right in zones where multi-family and mixed-use developments are permitted, when the development meets certain conditions. The City may choose to allow larger supportive housing projects by right in these zones. The bill also prohibits minimum parking requirements for supportive housing within ½ mile of a public transit stop.
- Residential Care Facilities: Defines residential care facilities in the Zoning Ordinance and clarifies compliance with State law regarding facilities for six or fewer residents.

*Objective:* Facilitate the development of housing for 305 extremely low-income individuals/persons experiencing homelessness over the Housing Element Cycle.

*Responsible Agency:* Community Development Department

*Timeframe:* Amend the Planning and Zoning Code within one year of adoption of the 2050 General Plan; Ongoing 2023-2031.

*Funding Sources:* General Fund

## PROGRAM 9: ENERGY CONSERVATION

### • Action 9.1 Energy Conservation and Energy Efficiency Opportunities.

The City will continue to implement energy-efficient measures for new construction and rehabilitation projects, including the California Green Building Standards Code. Information regarding the City’s energy-efficiency standards and available programs to assist homeowners and property owners, including those identified in the Housing Element Needs Assessment, will be made available on the City website and at the permit counter. In addition to promoting the programs citywide, the City will target special advertisements and education to the City’s lower-income census tracts to explain available programs and potential long-term utility cost savings.

*Objective:* Facilitate energy conservation in housing development

*Timeframe:* Ongoing

*Responsible Agency:* Community Development Department

*Funding Source:* General Fund

## PROGRAM 10: AFFIRMATIVELY FURTHERING FAIR HOUSING

- **Action 10.1 Affirmatively Furthering Fair Housing.**

Pursuant to AB 686, all jurisdictions are mandated to affirmatively further fair housing. To facilitate this mandate, the 2022 Analysis of Impediments and Chapter 3 of this element have identified fair housing issues and actions the City can take to remove or reduce the associated contributing factors.

Fair housing enforcement and outreach is a key component of this mandate. To provide fair housing services, Fairfield contracts with the Fair Housing Advocates of Northern California, which provides fair housing counseling, investigation, mediation, and assistance with filing complaints; requests for people disabilities; foreclosure prevention education and counseling, and other services. The City will continue this contract and extend fair housing services through increased outreach and education, including through efforts like workshops, Spanish language educational materials, and partnerships with community agencies to provide financial literacy classes for homebuyers, as outlined in actions 5.1 through 5.6 in the 2022 AI (Appendix D). To address one of the City's main impediments to fair housing as identified in the 2022 AI, Action 7.2 compels the City to adopt a Reasonable Accommodation Ordinance.

To increase integration and reduce segregation throughout the City, the Action Plan contains several actions that locate lower income housing in other areas beyond central Fairfield, including Action 6.1. The City's specific plans are also intended to increase investment and integrate moderate- and above-moderate housing in areas that are lower income, including downtown Fairfield. Action 2.3, 2.4, and 2.5 in Program 2 will ameliorate constraints to fair housing choice, such as development standards that impede the development of accessible housing units, through a comprehensive update of the Planning and Zoning Code. Programs 7 and 8 also commits the City to take action regarding special needs groups, many of which are protected classes under fair housing law.

Lack of affordable housing is a major impediment to fair housing and access to opportunity. Programs 1 and 2 will help to increase development of affordable housing overall; coupled with Action 6.1., actions also encourage development of affordable housing in areas of moderate resource opportunity. The City's ongoing specific plans represent place-based strategies to improve access to opportunity. Action 5.1 and 6.3 seek to increase development of more affordable housing types throughout the City, including in areas of greater opportunity. Action 2.5 and the 2050 General Plan process will encourage residential development in select areas designated as commercial, and will provide increased minimum and maximum densities in a number of land use designations.

Finally, Fairfield's disproportionate housing needs, including among lower income households and special needs groups, are addressed as part of programs 3, 4, 7, and 8. Programs 3 and 4 include actions to preserve existing affordability and rehabilitate homes for income-eligible households. Programs 7 and 8 address needs of Fairfield

residents who are farmworkers, living with a disability, older adults, military personnel, or experiencing homelessness.

A table of actions that address each AFFH issue is shown below in Table 6-2:

**Table 6-2: Programs/Actions that Affirmatively Further Fair Housing**

<i>AFFH</i>	<i>Program/Action</i>
Fair housing enforcement and outreach	7.2; 10.1; Goal 5 and associated actions in the 2022 AI (See Appendix D)
Addressing integration and segregation patterns, including for protected classes	2.3; 2.4; 2.5; 5.1; 6.1; 6.3; 7.1; 7.2; 7.3; 7.4; 7.5; 7.6; 8.1; 8.2
Disparities in access to opportunity	1.1; 1.2; 1.3; 2.1; 2.2; 2.3; 2.4; 2.5; 6.1; 11.1
Disproportionate housing needs, including displacement	3.1; 3.2; 3.3; 4.1; 7.1; 7.2; 7.3; 7.4; 7.5; 7.6; 8.1; 8.2; 11.1

*Responsible Agency:* Housing Authority, Community Development Department

*Potential Funding Source:* General Fund; CDBG; SB2 and LEAP Grants

*Timeframe:* Amend the Planning and Zoning Code within one year of adoption of the 2040 General Plan

*Objectives:* Affirmatively further fair housing by removing or reducing constraints on the development of housing appropriate for protected groups, promoting fair housing choice, and providing fair housing services.

**PROGRAM 11: MID-CYCLE EVALUATION FOR ADEQUATE HOUSING SITES/AFFH**

- **Action 11.1 Conduct mid-cycle evaluation.**

As part of a mid-cycle evaluation, the City will assess Housing Element performance in delivering housing units by affordability and diversity of housing types, and fine tune programs or densities and ensure there is adequate capacity available citywide to meet the City’s RHNA targets and no net loss requirements. The City will also assess effectiveness of its AFFH programs (including Action 6.1 and 10.1), including sites that develop in moderate-resource areas.

*Responsible Agency:* Community Development Department

*Potential Funding Source:* General Fund and permit fees

*Timeframe:* Mid-cycle (2027)

*Objectives:* Identify and monitor adequate sites available for development, and increase the baseline of affordable units in moderate resource areas.

### 6.3 Quantified Objectives

State Housing Law requires that quantified objectives be established for new construction, rehabilitation, conservation, and preservation activities that will occur during the Housing Element cycle. Table 6-3 summarizes the City’s quantified objectives by income category for the 2023-2031 planning period. New construction estimates include units in approved and under review projects, projected accessory dwelling units (ADUs), and the minimum remaining RHNA capacity.

**Table 6-3: City of Fairfield 2023-2031 Quantified Objectives**

<i>Income Category</i>	<i>New Construction<sup>1</sup></i>			<i>Rehabilitation<sup>2</sup></i>	<i>Conservation/ Preservation<sup>3</sup></i>
	<i>Approved</i>	<i>Projected ADUs</i>	<i>Remaining RHNA</i>		
<i>Extremely-Low-Income<sup>4</sup></i>	91				
<i>Very-Low-Income</i>	77	14	728	60	170
<i>Low-Income</i>	332	14			
<i>Moderate-Income</i>	413	14	112	20	-
<i>Above-Moderate-Income</i>	2,430	4	-	-	-
<b>Total</b>	<b>3,340</b>	<b>46</b>	<b>843</b>	<b>80</b>	<b>170</b>

1. New construction objectives represent the City’s RHNA for the Sixth Cycle Housing Element update. Estimates include units from approved and under review projects, as well as projected accessory dwelling units (ADUs).

2. The Fairfield Housing Authority may utilize available funding – HOME, CDBG, etc. allocations – to provide funding during the planning period to fund projects that improve and maintain the quality of the City’s housing stock and residential infrastructure. Estimates are based on 1-year goals for housing rehabilitation in the City’s 2021-2022 Annual Action Plan, projected over the 8-year period.

3. Conservation estimates are based on the number of estimated assisted units at-risk of conversion to market rate provided by the California Housing Partnership. These data identify homes without a known overlapping subsidy that would extend affordability beyond the indicated timeframe and unless otherwise noted are not owned by a large/stable non-profit, mission-driven developer. Fairfield’s assisted units are at moderate to very high risk of conversion, and the city has 170 potentially at-risk units. At-risk units are discussed further in the Housing Needs Assessment.

4. The total very-low-income housing need is 792 units. Extremely-low-income housing need is assumed to be 50 percent of very-low-income housing need, or 396 units.

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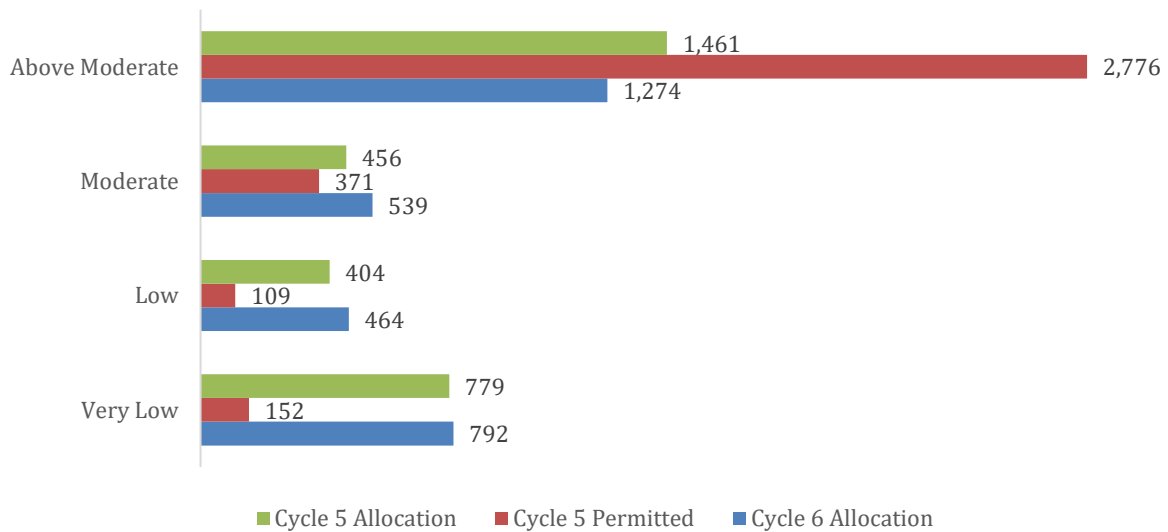
## Appendix A. Evaluation of Prior Housing Element

### A.1 Regional Housing Need Allocation Progress

During the 2015-2023 Housing Element period, Fairfield’s Regional Housing Need Allocation (RHNA) was 3,100 housing units across all income levels. The City identified sites capable of accommodating a total of 7,198 units (232.2 percent of the RHNA), largely in the Train Station Specific Plan and in the downtown area along West Texas Street.

While the City has met its above-moderate housing allocation and is on track to meet its moderate-income allocation for the 5th cycle, the City is falling short of its low-income and very-low-income housing targets. The City has limited control over housing market conditions, and subsidies available for affordable housing development are often not sufficient to cover the high costs of development, which include land, construction, and labor costs. Between 2015 and 2021, the City permitted a total of 152 very-low-income units (including extremely-low-income units), 109 low-income units, 371 moderate-income units, and 2,776 above-moderate-income units. See Chart A-1 for a comparison of approval rates to the 5th cycle RHNA, as well as a comparison to the increased 6th cycle allocation.

**Chart A-1. Comparison of 5th and 6th Cycle RHNA**





## A.2 Evaluation of Goals, Policies, and Actions

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### ASSESSMENT OF GOALS AND POLICIES

The 2015-2023 Housing Element outlined seven housing objectives with 32 policies and 78 policy actions to be taken to achieve those goals. The accomplishments of the goals and policies of the previous Housing Element is summarized in Table A-1 below. This is a high-level analysis meant to inform broad changes in the City's goals and policies, and this Housing Element carries forward and consolidates goals and policies where appropriate.

### ASSESSMENT OF ACTIONS

Among the 78 policy actions, there is opportunity for streamlining and consolidation. Some programs have been completed or already implemented, many with the adoption of the Heart of Fairfield Specific Plan and implementation of the Train Station Specific Plan. Many policies do not have discrete timelines and could benefit from additional specificity. The Housing Action Plan provided in this Housing Element maintains effective actions that are appropriate to the Housing Element and consolidates related actions. A detailed assessment of each housing action is provided in Table A-1 below. The evaluation is based on input from a variety of City departments and agencies – including the Fairfield Housing Authority and Fairfield Community Development Department.

While individual housing actions are evaluated in Table A-1, the Housing Element must also assess the cumulative impact of housing actions on special needs groups. Objective 6, and all policies contained within, addresses fair housing issues and promotes actions to meet the housing needs of statutorily protected groups, many of which are considered “special needs.” There are 26 actions directly aimed at special needs groups – including persons experiencing homelessness, persons with a disability, older adults, migrant workers, extremely-low-income households, and Travis Air Force Base personnel.

Staff have identified additional follow-up actions and opportunities to further implement the Heart of Fairfield Specific Plan. While the majority of these actions have been identified as effective, there is still a clear gap in meeting the housing needs of some of these special needs groups – especially migrant workers, and those experiencing homelessness. Housing needs of migrant workers, particularly those that may be undocumented or working in neighboring Napa, were identified as an area of concern. Additionally, as indicated in the needs assessment, the housing crisis has continued throughout the period, and rates of homelessness have increased. While individual City actions may be effective, more comprehensive steps need to be taken to encourage the production of emergency shelters, transitional and supportive housing, as well as housing affordable to lower-income groups.

Other steps the City will take to adequately meet the needs of special needs groups during the 2023-2031 period are described in the Housing Action Plan.

**Table A-1 City Progress Report: Evaluating Objectives and Policies Since 2014  
(Based on 2014-2022 Fairfield Housing Element)**

<i>No.</i>	<i>Description</i>	<i>Accomplishments and Effectiveness</i>	<i>Should this objective/policy be retained in the update?</i>	<i>Continued Appropriateness</i>
<b>OBJECTIVE 1</b>	<b>Housing Opportunities: Provide for varied housing opportunities, in terms of type, price, amenities, neighborhood design, and location, for all income groups and family types.</b>	Implementation of Train Station Specific Plan includes this type of varied housing.	Yes	Stakeholders indicated an ongoing need for a greater variety of housing types, development patterns, and amenities to meet the needs of all stakeholders.
POLICY 1.1	Encourage multifamily housing at appropriate locations and densities, focusing where possible such new housing near employment, transportation, services, and recreational amenities.	Train Station Specific Plan implementation. Heart of Fairfield Plan entitlements	Yes	Stakeholders would like to see a variety of multifamily housing types such as townhomes, apartments, and condominiums.
POLICY 1.2	Encourage mixed use development that provides unique housing types, pedestrian friendly design, home ownership, opportunities for entrepreneurship and employment, and access to transit and services such as childcare.	Planning for Train Station Town Center continues. Implementation of the Heart of Fairfield Plan, including new housing along the West Texas Street corridor. Identification of additional corridors and properties suitable for mixed-use development such as the North Texas Street corridor.	Yes	Stakeholders would like to see new mixed-use developments to increase housing supply while addressing needs for additional commercial services, as well as related goals such as reducing Vehicle Miles Traveled (VMT).

**Table A-1 City Progress Report: Evaluating Objectives and Policies Since 2014  
(Based on 2014-2022 Fairfield Housing Element)**

<i>No.</i>	<i>Description</i>	<i>Accomplishments and Effectiveness</i>	<i>Should this objective/policy be retained in the update?</i>	<i>Continued Appropriateness</i>
<b>OBJECTIVE 2</b>	<b>Infill Development: Encourage infill housing in developed areas of the City.</b>	Heart of Fairfield implementation and East Tabor housing entitlements.	Yes	Stakeholders have identified infill development as a strategy for new housing and meeting City goals and objectives related to transportation and economic development.
POLICY 2.1	Encourage property owners of adjoining parcels to consolidate or otherwise cooperatively develop their parcels.	Santa Monica Street.	Yes	The City is considering the development of an Infill Development Plan to identify and promote target sites, housing prototypes for certain lot sizes, focus areas, and necessary infrastructure to support infill development.
POLICY 2.2	Encourage property owners of smaller parcels (less than two acres) to work with the City to develop affordable ownership housing where rental housing is infeasible.	Heart of Fairfield Plan implementation.	Yes	Opportunities have been identified to encourage property owners of smaller parcels to develop affordable ownership housing through the City's ADU Program and potential future programs such as low interest rehabilitation loans for small multifamily property owners with shorter term affordability covenants.
POLICY 2.3	Support infill housing through public outreach efforts in existing neighborhoods.	Heart of Fairfield Plan implementation. Fairfield is currently selecting a Real Estate firm to acquire land and promote the development of high density	Yes	The City is considering developing a program to acquire and build new units directly and/or offer funding to small property owners to acquire parcels and develop new ownership or rental housing.

**Table A-1 City Progress Report: Evaluating Objectives and Policies Since 2014 (Based on 2014-2022 Fairfield Housing Element)**

<i>No.</i>	<i>Description</i>	<i>Accomplishments and Effectiveness</i>	<i>Should this objective/policy be retained in the update?</i>	<i>Continued Appropriateness</i>
		ownership housing.		
<b>OBJECTIVE 3</b>	<b>Affordability: Meet the housing needs of extremely low-, very low-, low- and moderate-income households identified in the Regional Housing Needs Allocation.</b>		Yes	Stakeholders and the State of California have identified meeting the needs of extremely-low-, very-low-, low-, and moderate-income households as a top priority.
POLICY 3.1	Assist developers interested in developing new affordable housing for all income groups (extremely low-, very low-, low- and moderate- income households).	META Housing, Mid Peninsula, EAH, and Parkside Flats projects were all supported by the City in their funding packages. FHA provided land, funds and Project Based Vouchers (PBVs) to MidPen Housing development and required 34 of 72 units be affordable to extremely-low- and very-low-income households.	Yes	Per SB 341, the Fairfield Housing Authority (FHA) has an obligation to target a specific percentage of funds for affordable housing to lower/moderate income groups.
POLICY 3.2	Support the use of state and federal programs and local and nonprofit funding sources as funding for affordable housing construction and rehabilitation.	The City is developing Lending and Mortgage Revenue Bond Guidelines that support the use of local	Yes	A Local Housing Trust Fund and other funding mechanisms are being developed to source Local Affordable Housing Lending programs.

**Table A-1 City Progress Report: Evaluating Objectives and Policies Since 2014  
(Based on 2014-2022 Fairfield Housing Element)**

<i>No.</i>	<i>Description</i>	<i>Accomplishments and Effectiveness</i>	<i>Should this objective/policy be retained in the update?</i>	<i>Continued Appropriateness</i>
		government and other funds toward the development of affordable housing development.		
POLICY 3.3	Encourage homeownership for moderate- and low-income homebuyers.	The City has developed and implemented a variety of programs in past years. Some programs are being “rebooted” now. Three-unit homeownership project with Habitat for Humanity. The City is promoting the development of the previous Sem Yeto school site into a homeownership development for low, moderate and market rate home buyers.	Yes	A portion (20%) of Permanent Local Housing Allocation Program funds will be targeted to home ownership activities. These funds will be available for 5 years, but this may become an ongoing resource.
POLICY 3.4	Implement state requirements regarding the location of manufactured homes.	City has approved mobile homes as ADUs subject to City Ordinance	Yes	
POLICY 3.5	Use Successor Housing Agency revenues to fund housing rehabilitation programs	Mid Peninsula and the use of CDBG funds to promote housing	Yes	The City is and will be using HOME, Cal Home and CDBG funds for these programs not low mod funds.

**Table A-1 City Progress Report: Evaluating Objectives and Policies Since 2014 (Based on 2014-2022 Fairfield Housing Element)**

<i>No.</i>	<i>Description</i>	<i>Accomplishments and Effectiveness</i>	<i>Should this objective/policy be retained in the update?</i>	<i>Continued Appropriateness</i>
	and home buyer assistance efforts	rehabilitation program for low-income households.		
POLICY 3.6	Support the Housing Choice Voucher Program for very low-income households.	City continues to operate the Home Choice Voucher (HCV) Program.	Yes	
POLICY 3.7	Maintain the affordability of existing affordable housing developments.	Long term restrictions continue to be applied to all projects that require City funding.	Yes	
POLICY 3.8	Encourage long-term housing affordability.	See above	Yes	
<b>OBJECTIVE 4</b>	<b>Relocation Assistance: Provide relocation assistance and, where appropriate, replacement of affordable housing removed in the City.</b>		Yes	Although the removal of affordable housing has not been an issue to date, the City will continue to monitor the potential conversion of existing affordable units and take actions to mitigate any impacts.
POLICY 4.1	Assist lower income households displaced by the removal of affordable units.	The City has not experienced the conversion of existing affordable units during the 5 <sup>th</sup> Cycle Housing Element.	Yes	The conversion of affordable housing units has not been a recent issue. When property owners that have utilized state or federal funds for project financing remove affordable units, they are required to adhere to relocation requirements. The City will take actions on this topic if the property is owned and managed by the City.

**Table A-1 City Progress Report: Evaluating Objectives and Policies Since 2014  
(Based on 2014-2022 Fairfield Housing Element)**

<i>No.</i>	<i>Description</i>	<i>Accomplishments and Effectiveness</i>	<i>Should this objective/policy be retained in the update?</i>	<i>Continued Appropriateness</i>
<b>OBJECTIVE 5</b>	<b>Preservation: Improve and conserve the existing supply of housing and the City's neighborhoods.</b>		Yes	
POLICY 5.1	Continue to enforce the City's Community Preservation Ordinance and building codes.	Ongoing efforts through Code Enforcement and the Building and Fire Safety Division of the Community Development Department.	Yes	
POLICY 5.2	Use available state and federal funds for rehabilitation assistance for low-income households, focusing where appropriate on projects benefiting seniors, the disabled, and veterans.	Housing Rehabilitation activities have been limited over past several years, but will be ramping up in 2022. Annual volunteer-driven programs such as the SHARE and Touch Up the Town programs will be facilitated to assist low-income families and seniors with minor rehabilitation projects.	Yes	
POLICY 5.3	Continue to monitor housing conditions.	Accomplishments and effectiveness is limited. Monitoring is primarily complaint-driven	Yes	

**Table A-1 City Progress Report: Evaluating Objectives and Policies Since 2014 (Based on 2014-2022 Fairfield Housing Element)**

<i>No.</i>	<i>Description</i>	<i>Accomplishments and Effectiveness</i>	<i>Should this objective/policy be retained in the update?</i>	<i>Continued Appropriateness</i>
		through Code Enforcement and the Building and Fire Safety Division of the Community Development Department.		
POLICY 5.4	Reduce the impacts of the Housing Finance Crisis on neighborhood livability, appearance, and public safety.		No	The impacts of the Housing Finance Crisis from 2008 to 2014) are largely resolved.
POLICY 5.5	Preserve the affordability of housing which received federal, state, and/or local support, including projects which are at risk of converting from affordable housing to market rents.		Yes	This policy is duplicative of other policies and programs and will be consolidated.
<b>OBJECTIVE 6</b>	<b>Special Needs: Create housing opportunities for people with special needs.</b>			
POLICY 6.1	Support the efforts of Community Action Partnership of Solano Joint Powers Authority, Solano County, and local social service providers to increase their capacity to serve the homeless	No Place Like Home funds from Solano County were granted to MidPen Housing to provide permanent housing for homeless. City also committed 51 Project Based Vouchers targeting extremely-low-	Yes	Homelessness was identified as a top priority by stakeholders for the 6 <sup>th</sup> Cycle Housing Element.



**Table A-1 City Progress Report: Evaluating Objectives and Policies Since 2014  
(Based on 2014-2022 Fairfield Housing Element)**

<i>No.</i>	<i>Description</i>	<i>Accomplishments and Effectiveness</i>	<i>Should this objective/policy be retained in the update?</i>	<i>Continued Appropriateness</i>
		very-low- and low-income homeless and/or near homeless households.		
POLICY 6.2	Comply with all State legal requirements, including SB 2, pertaining to zoning provisions for homeless shelters, transitional housing, and supportive housing.	SB2 compliance accomplished during last Element cycle. City also adopted an Ordinance facilitating the development of transitional housing through the “boarding house” land use. Homeless Services Division created and implemented a Temporary Shelter Permit Program to increase opportunity for emergency shelter services.	Yes	New legal requirements are continually being adopted by the State of California.
POLICY 6.3	Support nondiscrimination in the sale, rental, and financing of housing.	City contracts with Fair Housing Services of Northern California to help address discrimination in housing.	Yes	The City funds several organizations using CDBG grants that provide legal services to low-income households regarding these issues. The City will continue funding these organizations.
POLICY 6.4	Provide for needed social services in new and rehabilitated affordable housing,	Several approved projects including those developed by META,	Yes	The provision of social services is a requirement in Lending Guidelines and will be emphasized in all future

**Table A-1 City Progress Report: Evaluating Objectives and Policies Since 2014 (Based on 2014-2022 Fairfield Housing Element)**

<i>No.</i>	<i>Description</i>	<i>Accomplishments and Effectiveness</i>	<i>Should this objective/policy be retained in the update?</i>	<i>Continued Appropriateness</i>
	including services for single mothers and families. All multifamily projects that include Redevelopment Agency or City funding shall address social services and amenities such as childcare, counseling, and education.	Parkside Flats and Mid Penn offer social services. The City has expanded this requirement to include emergency shelter and support services for all city-funded homeless services programs.		development projects receiving City subsidies. It's common for developers of affordable housing to provide social services on site. Many affordable housing developers rely on these programs to maximize points on state bonds and credit applications.
POLICY 6.5	Support housing programs targeted to older adults, 55 years of age and above, taking into account lifestyle, health issues, and income.	None	Yes	Supportive housing programs for older adults is currently addressed in CDBG funding. The City will consider supportive housing programs and other methods for addressing the needs of older adults.
POLICY 6.6	Support efforts to meet the housing needs of Travis Air Force Base personnel.	City continues to work with the Travis Airforce Base and City of Vacaville on planning issues related to the base.	Yes	The Georgetown property remains an ongoing issue. This development has the potential to provide affordable housing for military and other low-income families provided it is rehabilitated, although water and emergency response access continues to provide a barrier.
POLICY 6.7	Ensure that new residential developments include housing accessible to persons with disabilities and others with physical	City implements the California Building Code.	Yes	The City will comply with the new State Affirmatively Fair Housing Requirements. The City ensures housing accommodates the needs of persons will disabilities

**Table A-1 City Progress Report: Evaluating Objectives and Policies Since 2014  
(Based on 2014-2022 Fairfield Housing Element)**

<i>No.</i>	<i>Description</i>	<i>Accomplishments and Effectiveness</i>	<i>Should this objective/policy be retained in the update?</i>	<i>Continued Appropriateness</i>
	conditions that make it difficult for them to use conventional housing.			through Fair Housing efforts and the installation of accessibility features using CDBG rehabilitation grants.
POLICY 6.8	Encourage housing for larger families.	Recently approved projects, including META, Santa Monica Street, Parkside Flats and Fair Haven Commons , offer larger (three-bedroom) units. The market meets this need for above moderate households	Yes.	The acquisition of the Verdant project at Green Valley apartments through the California Community Housing Agency bond program is providing family size (three-bedroom) units to households at 80%, 100%, and 120% of Area Median Income.
POLICY 6.9	Support regional and County efforts to meet the needs of migrant and seasonal farm workers and their families.	None	No	Fairfield has a high number of migrant and seasonal workers who commute to Napa Valley daily. Many are currently living in lower-priced motels on North Texas Street and low-rent apartments with up to 15 people living in one apartment to save costs. Continue addressing the need for affordable housing targeting homeless, extremely-low-, very-low- and low-income households, as these populations overlap with the migrant population.
POLICY 6.10	Address the needs of developmentally disabled individuals.	None		This is required by the Analysis of Impediments as

**Table A-1 City Progress Report: Evaluating Objectives and Policies Since 2014 (Based on 2014-2022 Fairfield Housing Element)**

<i>No.</i>	<i>Description</i>	<i>Accomplishments and Effectiveness</i>	<i>Should this objective/policy be retained in the update?</i>	<i>Continued Appropriateness</i>
				well as the recent Housing and Urban Development Fair Housing and Equal Opportunity – particularly for multi-family properties and subrecipients. All tax credit projects must provide two percent of housing units to the hearing and visually impaired population.
<b>OBJECTIVE 7</b>	<b>Energy Conservation: Promote energy conservation.</b>			
POLICY 7.1	Implement state energy conservation standards.	State and Municipal Building Codes.	Yes	
POLICY 7.2	Encourage energy-conserving development patterns.	Train Station Specific Plan is centered around a train station and transit-oriented development. Implementation of the Heart of Fairfield, which encourages compact infill and transit-oriented development.	Yes	
POLICY 7.3	Assist low-income households in weatherproofing their homes.	None	Yes	The City receives regular requests from residents on fixed incomes for grants and loans to protect their properties from extreme temperatures and address high utility bills. The City may address this issue through

**Table A-1 City Progress Report: Evaluating Objectives and Policies Since 2014  
(Based on 2014-2022 Fairfield Housing Element)**

<i>No.</i>	<i>Description</i>	<i>Accomplishments and Effectiveness</i>	<i>Should this objective/policy be retained in the update?</i>	<i>Continued Appropriateness</i>
				general rehabilitation guidelines.

## Appendix B. Community Outreach

### B.1 Materials

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For a summary of community outreach, please see Chapter 1. This appendix contains the following materials:

- Citywide postcard, distributed to over 40,000 households
- Frequently Asked Questions document, distributed at pop-up and in-person events
- Trilingual flyer, distributed at pop-up and in-person events, displayed at bus stops, and included as handout for small business outreach
- Housing Element Stakeholder Meeting Summary: Housing Advocates
- Housing Element Stakeholder Meeting Summary: For-Profit and Non-Profit Housing Developers
- Fairfield Forward 2050 Housing Workshop Report
- Fairfield Forward 2050 Housing Workshop Social Media
- Fairfield Forward 2050 Housing Workshop Slides

Other surveys, meeting summaries, and General Plan Update background documents are available at <https://www.fairfieldforward.com/meeting-documents> and <https://www.fairfieldforward.com/reports-products>

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## Appendix C. Sites Inventory

### C.1 Sites Inventory Context

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This appendix presents an inventory of sites projected residential capacity to meet Fairfield’s Regional Housing Needs Allocation (RHNA) by income level for the 2023-2031 planning period. It further provides a detailed explanation of credits towards the RHNA, the selection of vacant and underutilized non-vacant sites, and the determination of realistic capacity for those sites.

The RHNA is a key component of State housing law that mandates all California jurisdictions adequately plan for their “fair share” of existing and future housing needs. The State Department of Housing and Community Development (HCD), in collaboration with the Association of Bay Area Governments, is responsible for quantifying this fair share based on regional growth projections by income. The eight-year planning period for all jurisdictions within the ABAG region runs from January 31, 2023 to January 31, 2031. In accordance with Government Code Section 65584, the final RHNA plan was adopted by ABAG’s executive board on December 16, 2021, approved by HCD on January 27, 2022, and updated March 17, 2022. The RHNA plan distributes regional housing need across jurisdictions by the following income categories:

- Extremely low-income: 30 percent of area median income and below
- Very-low-income: less than 50 percent of the county median income.
- Low-income: between 51 and 80 percent of the county median income.
- Moderate-income: between 81 and 120 percent of the county median income.
- Above-moderate-income: greater than 120 percent of the county median income.

Jurisdictions in Solano County formed a subregion to complete a separate RHNA process on behalf of all jurisdictions in the county. The Solano Subregion adopted its final RHNA allocations on November 18, 2021. Solano County’s final RHNA plan identifies an overall construction need of 3,069 units in Fairfield, a slight decrease from the prior cycle’s allocation of 3,100 new units. Table C-1 shows the income breakdown of these units. As provided by State law, the housing needs of extremely-low-income households, or those making less than 30 percent of area median income (AMI), is estimated as 50 percent of the very-low-income housing need, or about 396 units during the planning period.



**Table C-1: Fairfield Regional Housing Needs Allocation 2023-2031**

<i>Income Level<sup>1</sup></i>	<i>Needed Units</i>	<i>Percent of Needed Units</i>
Very-Low-Income (0-50% AMI)	792	25.8%
<i>Extremely-Low-Income (&lt;30% AMI)<sup>2</sup></i>	396	-
Low-Income (51-80% AMI)	464	15.1%
Moderate-Income (81-120% AMI)	539	17.6%
Above-Moderate-Income (>120% AMI)	1,274	41.5%
<b>Total</b>	<b>3,069</b>	<b>100.0%</b>

3. Income levels were determined by county median household income based on 2014-2018 American Community Survey data (Table B19013). The median income in Solano County during this period was \$77,609.

4. Development needs of extremely-low-income units are assumed to be 50 percent of very-low-income housing needs.

*Source: ABAG, Final RHNA Plan, March 2022; Solano County, 6th Cycle Regional Housing Needs Plan – Public Review Draft, September 2021*

## C.2 Sites Inventory Overview

The City of Fairfield’s 2023-2031 Housing Sites Inventory identifies sufficiently zoned land to accommodate the RHNA at all income levels, as well as to affirmatively further fair housing and promote a more even distribution of lower and moderate-income sites across the City. Sites included in the inventory reflect those that are most likely to develop during the planning period. This includes pipeline sites, as well as vacant and underutilized sites that can accommodate housing over the next eight years.

In addition to specific sites identified in the inventory, a portion of Fairfield’s housing needs will be met through accessory dwelling units (ADUs), discussed further below, for which specific sites are not identified. In addition to providing adequate capacity to meet the RHNA, a buffer of at least 15 percent was identified in each income category to ensure that the City can meet the no net loss requirement pursuant to State law. See Table C-1 for a summary of Fairfield’s residential capacity and ability to accommodate the 2023-2031 RHNA. The complete 2023-2031 Inventory is provided in **Table C-17** at the end of the appendix and in **Figure C-1** below. **Figure C-2** shows distribution of housing sites by category (including Pipeline Projects, Specific Plan Sites, Other Opportunity Sites, and Other Opportunity Sites that affirmatively further fair housing.)

**Table C-2: Summary of Residential Capacity to Accommodate the 2023-2031 RHNA**

	Residential Units			Total
	Very Low (VLI)/Low-Income (LI)	Moderate-Income	Above-Moderate-Income	
<b>Total Credits</b>				<b>3,393</b>
<i>Pipeline Projects</i>	500 (91 ELI; 77 VLI; 332 LI)	413	2,434	3,347
<i>Projected ADUs</i>	28	14	4	46
<b>Specific Plan Sites</b>				<b>634</b>
<i>Vacant</i>	386	129	-	515
<i>Non-Vacant</i>	119	-	-	119
<b>Other Opportunity Sites</b>				<b>976</b>
<i>Vacant</i>	514	361	-	875
<i>Non-Vacant</i>	101	-	-	101
<b>Total Capacity</b>	<b>1,648</b>	<b>917</b>	<b>2,438</b>	<b>5,003</b>
<b>6th Cycle RHNA</b>	<b>1,256</b>	<b>539</b>	<b>1,274</b>	<b>3,069</b>
<b><i>RHNA + 15% Buffer</i></b>	<b>1,444</b>	<b>620</b>	<b>1,465</b>	<b>3,683</b>
<b>Overall RHNA Capacity</b>	<b>131%</b>	<b>170%</b>	<b>191%</b>	<b>163%</b>

1. Low- and very-low-income capacity on opportunity sites is consolidated per default density assumptions as described in Government Code Section 65583.2(c)(3). Extremely-low income RHNA need is calculated at 50% of Very Low Income, or 396 units.

Source: ABAG, Final RHNA Plan, December 2021; City of Fairfield, 2022

**Figure C-1: Housing Sites Inventory by Income Category**

**Figure C-2: Housing Sites Inventory by Site Type Category**

### C.3 Credit Towards the RHNA

Projects that are approved, under review, permitted, under construction, or otherwise likely to be completed during the planning period may be credited towards the RHNA, in addition to any project issued a certificate of occupancy after the start of the projection period. It should be noted that while the *planning period* runs from January 15, 2023 through January 15, 2031, the *projection period* spans the longer timeframe of June 30, 2022 through January 15, 2031. Therefore, any residential project completed starting June 30, 2022 or likely to be completed by January 15, 2031 may be credited towards the RHNA.

Where there are “pipeline projects” located on sites in the Inventory, actual proposed densities are reflected. Further, projects currently under review by the City may also be credited towards RHNA. The State also allows anticipated accessory dwelling units (ADUs) to be credited. The City is currently updating its Planning and Zoning Code, including ADU incentives, and expects continued ADU development.

Table C-3 summarizes the quantity of units in Fairfield that may be credited towards RHNA. This includes pipeline projects, including those approved, under construction and under review, as well as projected ADUs. The City has adequate capacity to accommodate 3,192 units which can be credited towards RHNA. While the City has sufficient capacity to meet the moderate and above-moderate income categories, the City must accommodate a shortfall of units in all low- and very-lower income categories with vacant and underutilized non-vacant sites. The following section discusses specific projects that may be credited towards RHNA.

**Table C-3: Progress Toward the 2023-2031RHNA**

<i>Income Category</i> <sup>1</sup>	<i>Under Construction</i>	<i>Approved</i>	<i>Under Review</i>	<i>Projected ADUs</i> <sup>2</sup>	<i>Total Credits</i>	<i>Number of Units Needed</i>	<i>Remaining Need</i>
Very-Low-Income (0-50% AMI)	265	67	168	28	528	1,256	728
Low-Income (51-80% AMI)							
Moderate-Income (81-120% AMI)	307	24	0	14	345	539	194
Above-Moderate-Income (>120% AMI)	1,687	628	0	4	2,319	1,274	-
<b>Total</b>	<b>2,259</b>	<b>719</b>	<b>168</b>	<b>46</b>	<b>3,192</b>	<b>3,069</b>	<b>-</b>

1. Income levels were determined by county median household income based on 2014-2018 American Community Survey data (Table B19013). The median income in Solano County during this period was \$77,609.

2. ADU – accessory dwelling unit.

*Source: ABAG, Final RHNA Plan, March 2022; Solano County, 6th Cycle Regional Housing Needs Plan – Public Review Draft, September 202, City of Fairfield, 2022*

## **PIPELINE PROJECTS**

Pipeline projects in the Inventory include those that have been recently approved by the City, those that are currently under construction, and those that are under review and nearing approval. The pipeline projects included in the Inventory are likely to finish construction during the planning period. There are several projects in the City’s pipeline, as detailed in **Table C-4** below. Above-moderate need will be met by pipeline projects alone.

The affordability of units must be based on actual or projected rents, as well as any other affordability mechanisms, in the project approval. If a project is still in the early stages of development and has not yet received entitlement, this is not credited towards the RHNA and considered an “opportunity site” – discussed below. If the actual rent of a project is not known, projected rents for the project type are used to gauge affordability. Average residential rent and sales prices in Fairfield were determined as part of Existing Conditions, Trends, and Opportunities Analysis prepared by BAE Urban Economics in support of the General Plan Update. The affordability of these prices can be determined in comparison to the maximum affordable prices derived in Table 1-38, located in Chapter 1: Housing Needs Assessment. See **Table C-5** below for a summary of projected rent and sales price affordability in Fairfield. Unit estimates and affordability are derived from project approvals and proposed rents, where available. See **Figure C-3** for the locations of all pipeline projects by income.

**TABLE C-4: Pipeline Units by Affordability Level**

Project Name	APN(s)	Project Type	Project Status	Affordability Mechanism	Units			Total
					Low- and Very-Low-Income	Moderate-Income	Above-Moderate-Income	
<b>Cordelia</b>								
Eastridge	Multiple	SF	Approved	None - sales/rent data not available, likely above-moderate-income	0	0	4	4
Green Valley Lake (Custom Home Lots)	0027471050, 0027472010	SF	Final Map Approved	None - sales/rent data not available, likely above-moderate-income	0	0	2	2
Oakwood Estates	0027410090, 027110010, 0027410100, 027410110, 0027410120, 0027390140	SF	Final Map Approved	None - sales/rent data not available, likely above-moderate-income	0	0	6	6
Gold Hill Village II	Multiple	SF	Under Construction	None - sales/rent data not available, likely above-moderate-income	0	0	1	1
Enclave at Red Top	0180160180, 0180070080	SF	Under Construction	None - sales/rent data not available, likely above-moderate-income	0	0	143	143
Villas at Havenhill	0180070080	MF	Approved	None - sales/rent data not available, likely above-moderate-income	0	0	378	378
Estaire <sup>1</sup>	0044140080, 0044140070	MF	Under Construction	Average condo market prices	0	25	0	25
Green Valley Apartments	0148540300, 0148540270	MF	Under Construction	None - sales/rent data not available, likely above-moderate-income	0	0	281	281
<b>Central Fairfield</b>								
Dickson Heights Remnant Lot	0168041080	SF	Final Map Approved	None - sales/rent data not available, likely above-moderate-income	0	0	1	1
EAH Housing (212 East Tabor)	0034150100	MF	Approved	Affordable housing developer, project subject to an affordability covenant (minimum 55 years)	67 (40 ELI, 18 VLI, 9 LI)	0	0	67
Rancho Solano Kingsmill and	0151351010, 0151723110	SF	Final Map Approved	None - sales/rent data not available, likely above-moderate-income	0	0	1	1

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Eagles Custom Sites								
1700 Santa Monica Street Affordable Housing	0037053560, 0037053700, 0037340010, 0037340190	MF	Under Construction	Affordable housing developer, project subject to a regulatory agreement to maintain affordability	72 (51 ELI, 21 VLI)	0	0	72
Waterman Blvd Custom Home Sites	0156011160, 0152031220	SF	Final Map Approved	None - sales/rent data not available, likely above-moderate-income	0	0	2	2
Midway Meadows	0028172480, 0028172490	SF	Approved	None - sales/rent data not available, likely above-moderate-income	0	0	14	14
Habitat for Humanity homes	0028280300 and 0028280210	SF	Under Construction	Affordable housing developer, Qualified homeowners will contribute sweat equity hours toward the construction of their future home, and will pay an affordable mortgage	3 (LI)	0	0	3
<b>Northeast Area</b>								
Monte Verde	174040200	SF	Under Construction	None - sales/rent data not available, likely above-moderate-income	0	0	124	124
Paradise Valley Assisted Living (Apartments)	0167090110	MF	Under Construction	None - sales/rent data not available, likely above-moderate-income	0	0	60	60
Paradise Valley Infill Estate Lots	167540020, 167540030, 167540040, 167540050	SF	Final Map Approved	None - sales/rent data not available, likely above-moderate-income	0	0	3	3
Villages at Fairfield – Village I	Multiple	SF	Under Construction	None - sales/rent data not available, likely above-moderate-income	0	0	317	317
Villages at Fairfield – Village II	Multiple	SF	Under Construction	None - sales/rent data not available, likely above-moderate-income	0	0	337	337
Villages at Fairfield – Village III <sup>2</sup>	Multiple	SF/MF	Under Construction	Average multifamily market prices	0	282	424	706
<b>Heart of Fairfield Specific Plan</b>								



Great Jones Multifamily Housing	0030173100, 0030173090, 0030173080	MF	Approved	None - sales/rent data not available, likely above-moderate-income	0	0	28	28
Parkside Flats	0031201030	MF	Approved	Affordable housing developer, project subject to an affordability period of 55 years per the Development Agreement	168 (likely 38 VLI, 130 LI)	0	0	168
West Texas Mixed Use <sup>1</sup>	0031125350	MF	Approved	Average multifamily market prices	0	24	35	59
<b>Train Station Specific Plan</b>								
Biggs Property	0166070100, 0166070110, 0166090090, 0174010080, 0174010120	SF	Approved	None - sales/rent data not available, likely above-moderate-income	0	0	75	75
Rice Property (Travis Crossing) <sup>2</sup>	0174010140, 0174010160	SF	Tentative Map Approved	None - sales/rent data not available, likely above-moderate-income	0	0	79	79
One Lake Family Apartments	166420170	MF	Under Construction	Affordable housing developer, project subject to an affordability covenant (minimum 30 years)	190 (LI)	0	0	190
<b>Total</b>					<b>500</b>	<b>331</b>	<b>2,311</b>	<b>3,143</b>

- Notes:
1. The average condo/townhome is affordable to the moderate-income household in Fairfield. Live/work units also typically provide a more affordable housing option.
  2. The average multifamily rental unit is affordable to the moderate-income household. To account for increased costs associated with new construction, assuming a breakdown of 60 percent above-moderate-income and 40 percent moderate-income units.

Source: City of Fairfield, 2022; Dyett & Bhatia, 2022

**Figure C-3: Pipeline Projects by Income Category**

**Table C-5: Projected Rent and Sales Price Affordability**

<i>Type</i>	<i>Total Average Rent/Sales Price<sup>1</sup></i>	<i>Affordability Level</i>
Multifamily Rental	\$1,694	Moderate-Income
Single-Family Residence for Sale	\$539,615	Above-Moderate-Income
Townhome/Condominium for Sale	\$291,431	Moderate-Income

1. Total average rents are per month, while sales prices are the total cost of the unit.

Source: CoStar 2020; ListSource, 2020; BAE, 2020; Dyett & Bhatia, 2022

There are four affordable projects in the pipeline expected to be completed within the projection period. One is the EAH Housing project located at 212 East Tabor, also known as Tabor Commons. The Planning Commission received and approved a formal time extension request from EAH Housing for the entitled housing project. According to EAH Housing's website (<https://www.eahhousing.org/future/>) this project is estimated to be completed in 2023. The 1700 Santa Monica project, also known as Fair Haven Commons, is another affordable development that contains 72 rental units. Per the project website (<https://1700santamonica-midpen.weebly.com/>) the project is expected to be completed in spring 2023. Habitat for Humanity is initiating construction of three single-family homes available to lower income families within the next few months; All three homes will have three bedrooms, two baths, a one-car garage and contain 1,289 square feet of living space. Qualified homeowners will contribute sweat equity hours toward the construction of their future home, and will pay an affordable mortgage. It is estimated all three homes will be completed within 24 months after the close of escrow.

The other two projects, Parkside Flats and One Lake Family Apartments, are contained within the Heart of Fairfield Specific Plan (HoF) and Train Station Specific Plan (TSSP), respectively. The proposed Parkside Flats project, is located on Catalytic Site 1 of the HoF, will add 168 units of affordable housing (per the project's development agreement). The project is estimated to be completed in spring of 2024 (<https://www.integrityhousing.org/portfolio/parkside-flats/>). One Lake Family Apartments will provide 190 units of affordable housing and is currently under construction. According to the project's website (<https://www.onelakefamilyapts.com/>), the expected completion date is late 2022 and thus could be credited towards the RHNA. Both the EAH Project, One Lake Family Apartments, and the Fair Haven Project demonstrate affordable projects that will develop below the default density of 30 du/ac. The details and densities of these affordable projects are shown in **Table C-6**.

**Table C-6: Approved Affordable Housing Projects**

<i>Project</i>	<i>Land Use Designation</i>	<i>Zoning</i>	<i>Allowable Density Range (du/ac)</i>	<i>Site Acreage</i>	<i>Units</i>	<i>Density (du/ac)</i>	<i>Est. Completion</i>
EAH Project	High Density Residential	RH	11-22	2.3	67	29	2024/2025
Fair Haven Project	Medium Density Residential	RH	11-22	3.5	72	20	2023
Parkside Flats (Heart of Fairfield Specific Plan)	Public Facilities	HR	8-35	4.6	168	37	2024
One Lake Family Apartments (Train Station Specific Plan)	Master Plan/Special Study	TS	20-50	6.9	190	28	Nov 2022
Habitat for Humanity Homes	Low-Medium Residential	RLM	4.5-8	0.4	3	8	2024/2025

Source: City of Fairfield, 2021

### ADU PROJECTIONS

Cities may also credit projected accessory dwelling units (ADUs) towards their RHNA. According to HCD’s Annual Progress Report (APR) database, an average of 5.75 ADUs have been permitted annually in Fairfield between 2018 and 2021 ,see **Table C-7**. This represents a total of 46 projected ADUs during the eight-year planning period.

**Table C-7: Approved ADU Building Permits per Year in Fairfield**

<i>Year</i>	<i>Permits Issued</i>
2018	1
2019	4
2020	5
2021	13
<b>Total Permits</b>	<b>23</b>
<b>Annual Average</b>	<b>5.75</b>
<b>Eight-Year Projection</b>	<b>46</b>

Source: HCD, Annual Progress Reports Table A2, 2018-2021

To assist jurisdictions in assessing the affordability of potential ADUs, ABAG has prepared regional technical assistance. Their estimates of affordability apply broadly to the nine-county Bay Area; as Fairfield has not prepared an affordability survey of existing ADUs, these estimates may be used in lieu of a jurisdiction-specific analysis. See Table C-8 for an estimate of projected ADUs by affordability level. As described in Program 5 of the Housing Action Plan, the City will focus on ADU incentives, tools, and subsidies for ADUs, with an emphasis on ADUs for low- and very-low income families and individuals.

**Table C-8: Affordability Breakdown of Projected ADUs in Fairfield**

<i>Income Category</i>	<i>Regional Affordability Assumption</i>	<i>Projected ADUs</i>
Very-Low-Income	30%	14
Low-Income	30%	14
Moderate-Income	30%	14
Above-Moderate-Income	10%	4
<b>Total</b>	<b>100%</b>	<b>46</b>

Source: ABAG, Using ADUs to Satisfy RHNA Technical Memo, March 2022

## C.4 Availability of Land

This section provides an overview of the Inventory’s residential capacity beyond the RHNA credits described above, as well as a discussion of the methodology behind realistic capacity assumptions and opportunity site selection. Three types of opportunity sites are identified: sites within specific plan areas, sites outside of specific plan areas, called “other opportunity sites”, and sites selected in moderate TCAC resource areas California Tax Credit Allocation Committee (TCAC) Composite opportunity areas that affirmatively further fair housing (AFFH). **Table C-9** below summarizes the residential capacity available on opportunity sites.

**Table C-9: Other Opportunity Sites**

	<i>Residential Units</i>			<b>Total</b>
	<i>Very Low/Low-Income</i>	<i>Moderate-Income</i>	<i>Above-Moderate-Income</i>	
<b>RHNA</b>	1,256	539	1,274	3,069
<b>Total Credits</b>	525	427	2,434	3,386
<b>Surplus (+)/ Shortfall (-)</b>	<b>-731</b>	<b>-112</b>	<b>+1160</b>	<b>+317</b>
<b>Specific Plan Sites</b>				<b>634</b>
<i>Vacant</i>	386	129	-	515
<i>Non-Vacant</i>	184	-	-	184
<b>Other Opportunity Sites</b>				<b>1,084</b>
<i>Vacant</i>	622	361	-	983
<i>Non-Vacant</i>	101	-	-	101
<b>Total Capacity, Other Opportunity Sites</b>	<b>1,293</b>	<b>490</b>	<b>-</b>	<b>1,718</b>

### SITE SELECTION AND CAPACITY METHODOLOGY

To identify adequate sites and determine realistic capacity for the 2023-2031 Inventory, a parcel-based analysis of properties within city limits was conducted using Solano County Assessor data supplemented with information from the City. This analysis was carried out in accordance with the framework provided by the 2020 HCD Housing Element Site Inventory Guidebook. The general steps are as follows:

1. Identify current development projects, including permitted projects approved, under construction, or under review. Use density as identified in permit.
2. Identify vacant sites with zoning that currently allows residential development. For lower income sites, ensure parcels are between 0.5 and 10 acres, and accommodate a density of at least 30 du/ac. Use realistic capacity density.
3. Identify underutilized sites (those with assessed value ratio less than 1 and floor area ratio less than 0.3). For lower income sites, ensure parcels are between 0.5 and 10 acres, and accommodate a density of at least 30 du/ac. Use realistic capacity density and capacity modifier.
4. Identify other potential sites that help affirmatively further fair housing with rezoning.

First, the locations of current development projects were identified, including permitted projects that are approved or under construction and those under review (pipeline) as discussed above. Sites located on vacant and non-vacant land used to meet the RHNA shortfall were selected based on zoning designations. This Housing Element cycle coincides with the 2050 General Plan update and subsequent update to the City Planning and Zoning Code, which must comply with the General Plan per State law. This includes the following designations: Medium Density Residential (RM), High Density Residential (RH), Very High Density Residential (RVH); Heart of Fairfield Specific Plan Designations, including HD, HWT, HO, HTD, and HR); and Train Station Specific Plan zones (MR), (HR). Various commercially-zoned sites permit housing conditionally, including Commercial Office (CO), Community Commercial (CC), and Thoroughfare Commercial, (CT). Program 6, Action 6.1 in the Housing Action Plan removes residential conditionality on sites in moderate-resource areas. Mixed Commercial (CM) allows 32 du/ac by right, and Neighborhood Commercial (CN) allows 20 du/ac by right. With the exception of sites in higher resource areas and two sites used in prior housing elements, only low-income sites located in zones that currently permit residential development above 30 dwelling units per acre (du/ac) are included. Sites used in prior housing elements will be rezoned to accommodate the default density of 30 du/ac, per Action 6.3 in the Housing Action Plan.

Non-residential pipeline projects, completed projects, and those under construction but nearing completion prior to the 2023-2031 planning period are excluded from consideration, as these sites are unlikely to develop with additional housing. Sites that are very small and not viable for lot consolidation (i.e., less than 0.1 acres with no common ownership across adjacent parcels) are also excluded. The remaining vacant and non-vacant opportunity sites are included in the inventory. Non-vacant opportunity sites include those with an existing use that is likely to discontinue during the planning period, those with expressed developer interest, and those generally underutilized or developed with low intensity, such as underperforming strip commercial uses, warehouses, sites with mixed-use potential, and sites adjacent to pipeline projects.

Sites are considered underutilized based on their assessed value (AV) ratio and Floor Area Ratio (FAR). The AV ratio considers the relationship between the value of the land and the improvements constructed on it. Where the value of the land is worth substantially more than the value of the structures on it, there is an incentive for the owner to redevelop with new uses that command higher rents or sales prices. Similarly, a low FAR means that the total building area is small compared to the overall size of the site, indicating the potential for redevelopment at higher intensities. Sites are considered underutilized if the AV ratio is less than 1.0, or if they have an FAR of 0.3 or less. Parcels with existing FARs greater than 0.3 are considered with exceptional circumstances, including those with mixed-use potential where high densities are allowed, recent high-density development has occurred and the compatibility of existing use with residential uses given the proposed land use designation. To account for the challenges of infill development on underutilized sites, an additional capacity modifier was applied based on a parcel's FAR and AV ratio. The existing uses and location of sites in relationship to current development patterns are also considered prior to inclusion within the Inventory.

Following site selection, realistic capacity was determined by identifying expected densities for each proposed land use designation. Density is defined as du/ac. As most recent projects (especially mixed-use projects) have developed at or near permitted maximum densities, the expected density was initially assumed to be at least 80 percent of the maximum allowed density in each zoning designation. This preliminary baseline density was compared and validated against a review of the actual densities of recent projects (See “Existing Average” in **Table C-10**).

Following this review, the realistic density for each designation was determined. Capacity is based on the permitted density of the existing zone that a site is located in. Most lower-income sites are assumed to develop at a capacity of 25 du/ac, with the exception of zones that do not permit such densities. The lower 25 du/ac, instead of the default 30 du/ac, is used to provide a conservative baseline estimate of capacity in zones that apply to mixed use designations. As noted in **Table C-6**, three affordable projects have developed below a density of 30 du/ac. Higher densities are allowed in the HoF and TSSP specific plan areas; the realistic capacity for these zones is established at approximately 80 percent.

The capacity of vacant sites is determined by applying the assumed density to the existing acreage, while the capacity of non-vacant sites is determined by applying the assumed density to the difference between the site acreage and the existing building square footage. As noted above, a capacity modifier is also applied to underutilized sites.

See **Table C-10** for estimated densities and example projects, which are currently applied to all sites regardless of income level. Table C-11 describes the realistic capacity modifiers for underutilized sites.

**TABLE C-10: GENERAL PLAN ZONE/SPECIFIC PLAN DENSITY RANGES**

Zone	Permitted (du/ac)		Calculated (du/ac)	
	Min	Max	Existing Average	Capacity Density
<b>General Plan – Residential</b>				
RM	8	15	13 (taken from completed project) 17 (taken from pipeline, moderate/above-moderate project)	<b>15</b>
RH	11	22	18 (taken from pipeline, moderate/above moderate project) 25 (approved, very low-/low-income projects)	<b>18</b>
RVH	22	32	28 (taken from pipeline, moderate/above moderate project)	<b>25</b>
<b>General Plan – Mixed Use<sup>1</sup></b>				

CO		32	*	<b>25</b>
CC		32	16.5 (taken from pipeline, moderate/above moderate project)	<b>25</b>
CM		32	*	<b>25</b>
CT		32	*	<b>25</b>
CN		20	*	<b>16</b>
<b>Heart of Fairfield Specific Plan</b>				
HD/HDC	15	48	*	<b>39</b>
HWT	15	48	33 (taken from pipeline, moderate/above moderate project)	<b>33</b>
HO	8	35	34 (taken from pipeline, moderate/above moderate project)	<b>25</b>
HTD	20	80	*	<b>64</b>
HR	8	35	36 (taken from pipeline, very low-/low-income project)	<b>28</b>
<b>Train Station Specific Plan</b>				
MR	10	20	*	<b>16</b>
HR	20	50	34 (taken from pipeline, very low-/low-income project)	<b>28</b>

1. Program 6.1 in the Housing Action Plan changes zoning to allow housing by-right instead of conditionally.

Note: \* indicates no comparable project available. Except for non-residential projects, capacity density is estimated at 80% of max capacity where there are no comparable projects.

Source: Solano County Assessors Office, 2021; City of Fairfield, 2022; Dyett & Bhatia, 2022

**TABLE C-10: Underutilized Site Capacity Modifier**

Categories	Capacity Modifier
Low AV (0-0.50) and Low FAR (0-0.15)	85%
Low AV (0-0.50) and Medium FAR (0-0.30)	65%
Low AV (0-0.50) or Low FAR (0-0.15)	45%
Medium AV (0.51-0.99) or Medium FAR (0.1C-0.3)	25%

Source: Solano County Assessors Office, 2021; Dyett & Bhatia, 2022



**Specific Plans**

Much of the sites inventory is contained in two of Fairfield’s specific plan areas, the Heart of Fairfield Specific Plan, approved in 2017, and the Train Station Specific Plan, approved in 2014.

***Heart of Fairfield Specific Plan***

The HoF Specific Plan, which seeks to revitalize areas in downtown Fairfield and in the West Texas Street Area, will provide about 1,600 new units and seven replacement single-family residences by 2040. Not all this development will fall inside of the planning period, and thus only a fraction of the total can be realistically counted towards the RHNA. The plan also identifies nine catalytic sites that emphasize underutilized areas and set specific residential targets. The City has also identified additional residential sites for upzoning via an SB2 Planning Grant, though these are not included in the inventory at this time. The plan provides a suite of affordable housing and anti-displacement strategies, which makes it a viable area for lower-income sites to meet the RHNA. All specific zones that permit residential development **(described above in Table C-10)** meet the default density requirements and may be suitable for lower-income development. **Table C-11** describes capacity by income level and the number of corresponding parcels.

**TABLE C-11: HoF ESTIMATED SITE CAPACITY**

Income Level	Capacity (Units)	APN Count
Lower-Income <sup>1</sup>	154	14
Moderate-Income	88	10

***Train Station Specific Plan***

The TSSP proposes a maximum of 6,800 residential units across nine planning areas. The plan will create a transit-oriented neighborhood with a variety of densities, including high-density projects near the train station that may be suitable for affordable projects.

According to City projections, no other planning areas than those identified previously are expected to develop with housing during the projection period. The remaining opportunity sites are designated TS, as a base zoning is assigned during the Planned Unit Development Permit process. However, there are several sites that have been identified as opportunity sites and are in areas that permit residential development. Some of these permit densities that can accommodate lower-income units. **Table C-12** below summarizes TSSP residential capacity by income level. It should be noted that the target density of the HR designation is 28 du/ac, which is below the default density for lower-income units. Development above the target density, per the plan, must be below 50 du/ac and needs to be the result of a density transfer from a different portion of the Planning Area. However, the One Lake Family Apartments project demonstrates affordable housing has developed at 34 units per acre to justify the use of these sites.

**TABLE C-12: TSSP ESTIMATED SITE CAPACITY**

Income Level	Capacity (Units)	APN Count
--------------	------------------	-----------

Lower-Income <sup>1</sup>	351	3
Moderate-Income	41	1

**OTHER OPPORTUNITY SITES**

Outside of specific plan areas, other opportunity sites are distributed across the City, predominantly on vacant parcels. The underutilized opportunity site that is not one intended to affirmatively further fair housing is located on North Texas Street. This corridor has been identified by the Fairfield City Council and community members as an area where major mixed use transformation is desired, including multifamily housing. While the current realistic capacity estimate on this site includes capacity modifiers, a development prototype was explored as part of the alternatives phase of the General Plan process. The large site could be redeveloped with a mix of housing types, and for various incomes, as shown in **Figure C-4**. The rendering visualizes a density of a modest 15 du/ac, which includes 9 single family units, 12 townhomes, and 79 multifamily units.

**Figure C-4: Future Development Rendering Example, 252 North Texas Street**



As part of the General Plan Update process, City Council has also given direction to explore transforming land around the Fairfield Transportation Center into an opportunity for higher density housing. This would likely include a rezoning of property between West Texas Street and Cadenasso Drive from CC to HTD.

Other areas for potential rezoning and exploration of additional mixed-use opportunity include the Winery Square Shopping Center, and the Home Depot/Target south of the Transportation Center, though these areas are not included in the inventory at this time.

More information on sites selected that affirmatively further fair housing is described in Section 5.4 of this chapter. A summary of zoning and existing land use by opportunity site category is shown in Table C-13.

**Table C-13: Other Opportunity Sites, Land Use and Existing Zoning**

<i>Category</i>	<i>Very Low/Low-Income</i>	<i>Moderate-Income Units</i>
<i>Specific Plan</i>		
<i>Underutilized</i>		
HO	11	-
HD	14	-
HTD	14	-
HWT	80	-
<i>Subtotal</i>	<b>119</b>	-
<i>Vacant</i>		
HO	-	17
HTD	-	61
HWT	35	10
TS	351	41
<i>Subtotal</i>	<b>386</b>	<b>129</b>
<i>Other Opportunity Sites</i>		
<i>Underutilized</i>		
CC	101	-
<i>Subtotal</i>	<b>101</b>	-
<i>Vacant</i>		
CC	20	-
CM	91	140
RH	146	99
RM	-	122
CO <sup>1</sup>	180	
IL <sup>2</sup>	77	
<i>Subtotal</i>	<b>514</b>	<b>361</b>
<b>TOTAL</b>	<b>1,120</b>	<b>490</b>

1. CO rezoned to CC, per Action 6.1 of the Housing Action Plan.

2. IL rezoned to RVH, per Action 6.1 in the Housing Action Plan

Source: Solano County Assessors, 2021; City of Fairfield, 2022; Dyett and Bhatia, 2022

**OTHER CONSIDERATIONS**

**Site Size**

HCD has established parameters for the size of sites for lower income RHNA in view of feasibility considerations. Parcels that are less than 0.5 acres in size are generally not considered suitable for lower income housing development as smaller parcels may not allow development of a sufficient number of units for proposed affordable housing projects to compete effectively for limited funding resources. Parcels larger than 10.0 acres in size are also not typically considered suitable by HCD as development of very large projects may lead to an over concentration of affordable housing in one location or may render proposed affordable housing projects ineligible for funding. None of the lower-income opportunity sites are less than 0.5 acres or greater than 10 acres.

**Inclusion on Prior Inventories**

There are no non-vacant sites intended for lower-income RHNA included on the Inventory that were included in a prior planning period. There are two vacant parcels intended for lower-income RHNA included in the Inventory that was included in two or more prior consecutive planning periods. This requirement does not apply to moderate- or above moderate-income RHNA sites.

The two vacant parcels included in both the 4th and 5th cycle Housing Elements are adjacent parcels known as the East Tabor Townhomes project (APNs 0038221010 and 0037010120); details are shown in Table C-13. During the prior two cycles, these parcels were designated as High Density Residential and an RH zone, which permits 15-22 du/ac. Program 6.3 in the Housing Action Plan will increase the base zoning to the RVH designation, which will increase the allowable density range to 22-32 du/ac, not including other density bonuses or community benefits. As the site will be rezoned to allow for higher densities deemed suitable for lower-income housing, it may be carried forward.

**TABLE C-13: Sites in Two or More Prior Housing Elements**

APN	Project Name	Acreage
0038221010	East Tabor Townhomes	1.5
0037010120	East Tabor Townhomes	5.0

**Reliance on Non-Vacant Sites**

State law requires that if non-vacant sites constitute more than 50 percent of RHNA for lower-income households, then a Housing Element must provide findings based on substantial evidence that existing use does not constitute an impediment to development and that it will likely be discontinued during the planning period. Per HCD guidance, the sum of lower-income RHNA capacity on vacant sites and other alternatives not related to capacity on non-vacant sites (including projected ADUs or units permitted, built, entitled or pending) should be used to determine this percentage. For all opportunity sites (including sites within specific plans and other opportunity sites, but excluding pipeline sites), only 17 percent of low-

income sites constitute non-vacant sites. The breakdown of vacant and nonvacant opportunity area sites by zoning is shown in table C-14.

**Table C-14: Vacant and Non-Vacant Opportunity Sites**

Zoning	Very Low/Low Income Units	Moderate Income Units
<b>Vacant</b>		
CC	20	
CM	91	140
CO	180	
HO		17
HTD		61
HWT	35	10
RH	146	99
RM		122
TS	351	41
<i>Subtotal</i>	900	490
<b>Underutilized</b>		
CC	101	-
HO	11	-
HDT	14	-
HWT	80	-
HD	14	-
<i>Subtotal</i>	197	0
<b>TOTAL</b>	<b>1,120</b>	<b>490</b>

*Source: Solano County Assessors, 2021; City of Fairfield, 2022; Dyett and Bhatia, 2022*

Nonvacant sites are included in Table C-15a. All nonvacant site capacity is for lower income sites. Many of the sites, which have low to medium AV ratios or low to medium FARs, are located in the HoF Specific Plan area along West Texas Street. The vision for this area is to create a new “urban mixed-use corridor” along both sides of West Texas Street that allows for higher density residential uses with supporting commercial uses. This mixed-use approach, which can be either vertical (e.g., same building) or horizontal (same or adjacent lot), will strengthen the neighborhood and provide additional residents with new housing options. The HoF Specific Plan includes a number of policies related to reduced impact fees, deferred development impact fees, reduced parking standards, dedication of EIFD tax increments, support of non-traditional housing models, and working with affordable housing developers to reduce costs. The Action Plan also includes a number of actions to incentivize housing in the HoF area, including actions 2.1, 2.2, and 2.3.

**Table C-15a: Nonvacant Opportunity Site Analysis**

APN	Address	GP Designation	Zoning	Acreage	Existing Use	Realistic Capacity (Units)	Rationale
0030174 120	1120 TEXAS ST	Com Community	HD	1.4	Office	10	Medium FAR. In HoF SP area.
0030175 180	1010 EMPIRE ST	Mixed Use	HO	1.1	Commercial	11	Low FAR. In HoF SP area.
0030241 090	601 JACKSON ST	Mixed Use	HD	0.7	Office	4	Medium FAR. In HoF SP area.
0030295 100	408 UNION AV	Com Service	HTD	1.3	Commercial	14	Medium AV Ratio. Identified as Catalytic Site with 140 units in HoF Plan.
0031123 360	1800 W TEXAS ST	Com Community	HWT	0.9	Commercial	5	Medium FAR. In HoF SP area.
0031133 250	1500 W TEXAS ST	Com Community	HWT	0.6	Commercial	3	Medium FAR. In HoF SP area.
0031133 310	1614 W TEXAS ST	Com Community	HWT	1.2	Commercial	8	Medium FAR. In HoF SP area.
0031143 250	1460 W TEXAS ST	Com Community	HWT	0.6	Commercial	7	Low FAR. In HoF SP area.
0031143 260	140 W TEXAS ST	Com Community	HWT	0.5	Commercial	7	Low FAR. In HoF SP area.
0031160 310	1322 W TEXAS ST	Com Community	HWT	1.0	Commercial	6	Medium FAR. In HoF SP area.
0031181 420	1601 W TEXAS ST	Com Community	HWT	1.0	Commercial	19	Medium AV Ratio. In HoF SP area.
0031190 070	1327 W TEXAS ST	Com Community	HWT	0.9	Office	23	Low AV Ratio. In HoF SP area.

0031190 710	1309 W TEXAS ST	Mixed Use	HWT	0.6	Commercial	2	Medium AV Ratio. In HoF SP area.
0028920 290	649 BECK AV	Com Community	CC	1.2	Commercial	13	Medium FAR. City has expressed interest in rezoning to HTD as part of SB 2 efforts to facilitate transit-oriented development. Currently a vacancy in this building.
0028920 300	601 BECK AV	Com Community	CC	1.9	Commercial	11	Medium FAR. City has expressed interest in rezoning to HTD as part of SB 2 efforts to facilitate transit-oriented development. Location of a 99 Cent store, which closed in 2022.
0152280 150	3060 TRAVIS BL	Com Community	CC	1.0	Commercial	4	Medium FAR. Located next to vacant parcel; existing commercial is Dollar Tree, which is slated to close 400 stores nationwide in 2022.
0152280 070	1500 OLIVER RD	Com Community	CC	1.6	Commercial	15	Low FAR. Located in shopping center with several vacancies.
0152280 080	1500 OLIVER RD	Com Community	CC	3.6	Commercial	16	Medium FAR. Located in shopping center with several vacancies.
0162132 020	2525 N TEXAS ST	Com Community	CC	9.3	Commercial	43	Medium FAR. Area designated by Council as area with high opportunity for growth in GP. Prototype indicates financial feasibility for over 100 units of various types.

Source: Solano County Assessors, 2021; City of Fairfield, 2022; Dyett and Bhatia, 2022

**Non-Residential to Residential Conversion**

The City has a history of approving and redeveloping nonresidential zones to residential or mixed Use projects. Currently City has a substantial track record of encouraging and facilitating the conversion of non-residential uses to residential or mixed uses. See Table C-15b for a summary of parcels that were entitled or redeveloped from non-residential or underutilized uses during the 5th cycle planning period. These parcels are not included in the Inventory but are rather provided to demonstrate that additional conversions are likely during the planning period.

**Table C-15b. Underutilized/Nonresidential Entitlements and Conversion**

<i>APN</i>	<i>Project Name</i>	<i>Address</i>	<i>Acre- age</i>	<i>Prior Use/ Zoning</i>	<i>AV Ra- tio</i>	<i>FAR</i>	<i>New Use</i>	<i>Status</i>
0031125350	West Texas (In Heart of Fairfield area)	1720 West Texas	1.13	Single family home. Zoned for Mixed Use Office (HO)	0.4	0.1	Mixed use, 59 units	Entitlement extension (July 2021)
0030173090 0030173100 0030173080	Great Jones (In Heart of Fairfield area)	830/848 Great Jones	0.26	Single family home. Zoned for Mixed Use Office (HO)	0.5	0.1	Multifamily, 28 market-rate units	Entitlement extension (July 2021)
0168211140 through -200 (7 parcels)	Sunrise Residences	2750 North Texas	4.51	Office/Retail mix. Included an office commercial use, WalMart/other retail; and single- and multifamily residential (CO, CC, RLM;6, RH)	1.7	-	Mixed use, 30 units	Redeveloped
0034150130	The Vines at Tabor	200 East Tabor	0.5	Senior living facility. Zoned for Thoroughfare Commercial (CT)	4.5	0.6	Mixed use, 22 units	Entitlement extension ((Dec 2019)

Source: City of Fairfield, 2022



Past City rezoning from nonresidential to residential uses also demonstrate a strong demand for new residential units in the City, as shown in Table C-16c.

**Table C-16c: Vacant Parcels, Nonresidential to Residential Zoning**

<i>APN</i>	<i>Project Name</i>	<i>Address</i>	<i>Parcel Size (acres)</i>	<i>Prior Zoning/Use</i>	<i>New Use</i>
148540270; 148540300	Green Valley II	Business Center Drive and Suisun Valley Rd	13.3	IBP	Rezoned to RVH. 281 multifamily apartments
0174040200	Monte Verde	Air Base Parkway and Dobe Lane	24.4	CS	Rezoned to RLM; 124 single family homes
0027360010; 0027340040, -050, -060, -070, -100)	Campus Estates	Suisun Valley Rd and Business Center Dr	15.5	IBP	Rezoned to RM
0180-080-330 0180-080-320 0180-080-290	Gold Hill III	Gold Hill Rd and Lopes Rd	11.4	CO	Rezoned to RLM; 17 detached single family homes and 62 attached units

*Source: City of Fairfield, 2022*

### Replacement Housing

The Housing Crisis Act of 2019 mandates that new residential development must replace any demolished residential units on a one-to-one ratio. Further, new development must also replace “protected units” subject to rent or price control with comparable affordable units and provide displaced tenants with a right of return. All sites included in the inventory with existing units are likely to develop at a higher capacity than is currently available on the site, including pipeline projects. There are no known sites with lower-income or protected units that will be demolished contained in the Inventory.

## C.5 Fair Housing Assessment of the Sites Inventory

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An assessment of housing sites in consideration of the City’s mandate to affirmatively further fair housing (AFFH) and other best practices recommended by HCD, including proximity to a variety of services, is provided in this section. Other requirements related to the City’s AFFH mandate are discussed in Chapter 3 of this element.

Sites on the Inventory, especially those identified as suitable for lower-income households, conform to other best practices recommended by HCD, including proximity to transit routes, schools, jobs, parks, and daily services. Lower-income sites are located along or near the city’s principal corridors and centers. A majority of housing sites are identified in the City’s specific plan areas, which are parts of the city that are set to receive considerable focus and investment over the course of the planning period. The sites are centrally located and generally have good access to opportunity, including existing parks, schools, shops, and other services.

State law requires that the identification of sites must be consistent with a jurisdiction’s duty to affirmatively further fair housing. To evaluate the consistency of the site inventory with this obligation, a jurisdiction should address improved conditions, exacerbated conditions and isolation of the RHNA (i.e., geographic concentration of units). Further, this evaluation should not be limited to lower-income RHNA sites. A thorough assessment of fair housing is provided in Chapter 3 of this element, including a consideration of segregation and integration, racially and ethnically concentrated areas of poverty and affluence (R/ECAPs and RCAAs), disparities in access to opportunity, and disproportionate housing needs.

### IMPROVED OR EXACERBATED CONDITIONS

#### Improved Conditions

HCD and the Tax Credit Allocation Committee (TCAC) have prepared a series of metrics to identify opportunity areas based on environmental, economic, and educational outcomes within a jurisdiction. Using these metrics, HCD and TCAC have identified census tracts that range from “low resource” to “highest resource” or are otherwise areas of high segregation and poverty. There are no “high” or “highest resource” or high segregation and poverty tracts located in Fairfield. **Figure C-5** provides a map of HCD and TCAC’s 2021 composite score opportunity areas overlaid with sites identified in the Inventory. 2022 TCAC composite maps indicate that the tracts in the TSSP have become more moderately resourced; the Sites Inventory currently locates 351 lower-income and 41 moderate-income sites in this area, representing 12.7 percent of Fairfield’s total RHNA allocation.

There are several general areas where moderate resource opportunity areas are present in Fairfield, including its westernmost section known as Cordelia, the area east of Hillborn Road, the area near Oliver Road, and two smaller areas near Travis Air Force Base. The Housing Element identifies several sites in moderate resource opportunity areas that improve the distribution of lower income housing throughout the City, including in Cordelia and east of Oliver Road. These sites, shown in Table C-16, currently allow housing conditionally; they will be rezoned to allow housing by right as part of Action 6.1. Details for these sites are shown below. These sites are also shown in **Figure C-6**.

**Table C-16: Parcels that Affirmatively Further Fair Housing**

APN	General Location	Parcel Acreage	Existing Land Use	Current Zoning	Realistic Capacity (Units)
0152280140	Oliver Rd	0.80	Vacant	CC	25
0152280070	Oliver Rd	1.60	Commercial	CC	43
0027360070	Cordelia Area	3.10	Industrial Business Park	IL	77
0027370280	Cordelia Area	2.51	Vacant	CO	80
0027370300	Cordelia Area	3.50	Vacant	CO	112
0152280080	Oliver Rd	3.61	Commercial	CC	83
<b>TOTAL</b>					<b>343</b>

Source: Solano County Assessors, 2021; City of Fairfield, 2022; Dyett and Bhatia, 2022

Other sites were selected due to their presence near corridors, including areas targeted for development as part of existing specific plans, and future change areas as indicated by the City Council, such as North Texas. Though most of these sites are within a low resource opportunity zone, these sites will have ample access to transit, jobs, services, and other amenities.

**Figure C-5: Housing Sites Inventory by TCAC Opportunity Area**

**Figure C-6: Opportunity Sites that Affirmatively Further Fair Housing**

**Figure C-7: TCAC Composite Opportunity Areas and Environmental Constraints**

### **Exacerbated Conditions**

As noted above, a majority of housing sites are located in low resource areas. This is due to the fact that only about a third of Fairfield constitutes a moderately resourced TCAC area, and much of these areas face environmental constraints, including Alquist Priolo Zones, proximity to fire threat, floodplains, and steep slopes. However, as noted above, several areas of Fairfield that are currently designated “low resource areas” are part of specific plans that aim to increase development, investment, and opportunity. Historically, while there has been relatively little infill housing and commercial investment in Downtown Fairfield or the eastern segments of the West Texas Street corridor, the HoF aims to bring new urban housing types and unique commercial uses into the Heart of Fairfield. The TSSP has seen a significant amount of above-moderate-income homes as well as the 100 percent affordable development at One Lake, demonstrating progress toward achieving a range of transit-oriented housing opportunities across the economic spectrum.

As described in the Assessment of Fair Housing, Fairfield generally is well-integrated by racial group as compared to the larger region, with the exception of one Racially Concentrated area of Affluence east of Hillborn Road. This area has steep slopes and a higher risk of fire threat. The 2020 Hennessey Fire burned an estimated 12,500 acres, including the edge of this area. These constraints are shown in **Figure C-7**. Thus, this area is not suitable for the development of higher density housing. While some sites are identified in the City’s Cordelia area, the general area has limited access to transit, just one grocery store, and schools at capacity. Some residents have noted that additional higher density housing could further strain this infrastructure, and residents would still need to drive to central Fairfield to reach additional services and other destinations. As the General Plan process continues, there may be further opportunities to incorporate higher density housing as part of mixed-use development in Cordelia, as part of a greater vision for more complete neighborhoods with additional public services, more commercial development, and improved transit connections to the remainder of the city.

### **ISOLATION OF THE RHNA**

Overall, sites in the housing inventory are well distributed across the City. Most sites are located in the specific plan areas, which are intended to develop with a mix of incomes. These areas are well-connected to transit and will have good access to opportunity and improved conditions. While central Fairfield and these specific plan areas contains the most land with designations suitable to accommodate higher density development, efforts were made to locate some sites that affirmatively fair housing and accommodate lower income families in the Cordelia area.

**Table C-17: Housing Element 2023-2031 Sites Inventory**



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APN	Site Address/Intersection	Parcel Size (Acres)	Existing Use/Category	General Plan Designation/Current	Existing Zoning	AV E/Fs	Floor Area Ratio	Project Name	Minimum Density	Maximum Density	Density Bonus	Used in 90-Cycle Housing Element?	Used in 90-Cycle Housing Element?	Housing Inventory S/T Type	Infrastructure	Publicly Owned	Site Status	Plan Category	Public Capacity	Lowest Income Capacity	Median Income Capacity	Above Median Income Capacity	Conditional Use
05706000	14811 GARDEN LN	0.07	Vacant	Res Medium	RM	0.00	0.00	Village at Parkside, Village II	8	15	8.0 to 15	No	No	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	0	0	0	0	M
05706001	250 ASHME WY	0.07	Vacant	Res Medium	RM	0.00	0.00	Village at Parkside, Village II	8	15	8.0 to 15	No	No	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	0	0	0	0	M
05706002	238 ASHME WY	0.07	Vacant	Res Medium	RM	0.00	0.00	Village at Parkside, Village II	8	15	8.0 to 15	No	No	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	0	0	0	0	M
05706003	236 ASHME WY	0.07	Vacant	Res Medium	RM	0.00	0.00	Village at Parkside, Village II	8	15	8.0 to 15	No	No	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	0	0	0	0	M
05706004	230 ASHME WY	0.07	Vacant	Res Medium	RM	0.00	0.00	Village at Parkside, Village II	8	15	8.0 to 15	No	No	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	0	0	0	0	M
05706005	226 ASHME WY	0.07	Vacant	Res Medium	RM	0.00	0.00	Village at Parkside, Village II	8	15	8.0 to 15	No	No	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	0	0	0	0	M
05706006	222 ASHME WY	0.07	Vacant	Res Medium	RM	0.00	0.00	Village at Parkside, Village II	8	15	8.0 to 15	No	No	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	0	0	0	0	M
05706007	218 ASHME WY	0.07	Vacant	Res Medium	RM	0.00	0.00	Village at Parkside, Village II	8	15	8.0 to 15	No	No	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	0	0	0	0	M
05706008	214 ASHME WY	0.07	Vacant	Res Medium	RM	0.00	0.00	Village at Parkside, Village II	8	15	8.0 to 15	No	No	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	0	0	0	0	M
05706009	210 ASHME WY	0.07	Vacant	Res Medium	RM	0.00	0.00	Village at Parkside, Village II	8	15	8.0 to 15	No	No	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	0	0	0	0	M
05706010	0	36.15	Vacant	Res Low Medium	RLM-S, RM-S, RM	0.00	0.00	Village at Parkside, Village II	8	15	8.0 to 15	No	No	Residential	Yes	Current	NO-Privately Owned	Moderate/Below Moderate Income	276	150	246	N	
05810400	0	47.88	Vacant	Res Low Medium	REC, COC, RM, RLM, RM-S	0.00	0.00	Village at Parkside, Village II	8	15	8.0 to 15	No	No	Residential	Yes	Current	NO-Privately Owned	Moderate/Below Moderate Income	280	112	368	N	
05810401	0	1.79	Vacant	Res Low Medium	RLM-S	0.00	0.00	Village at Parkside, Village II	4.5	8.0	4.5 to 8	No	No	Residential	Yes	Current	NO-Privately Owned	Moderate/Below Moderate Income	0	0	0	N	
05810402	0	43.83	Vacant	Res Low Medium	COC, RM, RLM, RLM-S	0.00	0.00	Village at Parkside, Village II	8	15	8.0 to 15	No	No	Residential	Yes	Current	NO-Privately Owned	Moderate/Below Moderate Income	254	102	352	N	
05810403	830 GREAT JONES ST	0.27	Single Family Residential	Mixed Use	HO	0.00	0.00	Green Acres	8	35	8 to 35	No	No	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	28	0	28	O	
05810404	828 GREAT JONES ST	0.29	Vacant	Mixed Use	HO	0.00	0.00	Green Acres	8	35	8 to 35	Yes	Yes	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	0	0	0	O	
05810405	846 GREAT JONES ST	0.36	Vacant	Mixed Use	HO	0.00	0.00	Green Acres	8	35	8 to 35	Yes	Yes	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	0	0	0	O	
05810406	710 8TH ST	0.10	Service Station	Com Community	HWT	2.13	0.07	West Texas Street Mixed Use	15	48	15 to 48	No	No	Residential	Yes	Current	NO-Privately Owned	Moderate/Below Moderate Income	19	28	47	F	
05810407	1700 W TEXAS ST	0.45	Service Station	Com Community	HWT	2.13	0.07	West Texas Street Mixed Use	15	48	15 to 48	No	No	Residential	Yes	Current	NO-Privately Owned	Moderate/Below Moderate Income	0	0	0	F	
05810408	1720 W TEXAS ST	1.16	Commercial	Com Community	HWT	0.43	0.12	West Texas Street Mixed Use	15	48	15 to 48	No	No	Residential	Yes	Current	NO-Privately Owned	Moderate/Below Moderate Income	0	0	0	F	
05810409	0	6.95	Agriculture/Conservation	Open Space Conservation	OSG	0.00	0.00	Agg Property	0	0	0	No	No	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	75	0	75	O	
05810410	0	4.85	Agriculture/Conservation	Open Space Recreation	OSG	0.00	0.00	Agg Property	0	0	0	No	No	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	0	0	0	O	
05810411	0	11.04	Agriculture	Master Plan/Special Study Area	TS	0.00	0.00	Agg Property	10	14	10 to 14	No	No	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	0	0	0	O	
05810412	0	39.34	Vacant	Open Space Conservation	OSG	0.00	0.00	Agg Property	10	14	10 to 14	No	No	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	0	0	0	O	
05810413	4375 MARBLEY LN	4.94	Residential	Master Plan/Special Study Area	TS	0.00	0.00	Agg Property	10	14	10 to 14	No	No	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	0	0	0	O	
05810414	0	4.90	Vacant	Master Plan/Special Study Area	TS	0.00	0.00	Travis Crossing	10	14	10 to 14	No	No	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	0	0	0	O	
05810415	435 MARBLEY LN	4.44	Vacant	Master Plan/Special Study Area	TS	0.00	0.00	Travis Crossing	10	14	10 to 14	No	No	Residential	Yes	Current	NO-Privately Owned	Above Moderate Income	0	0	0	O	
05810416	0	0.13	Vacant	Res Low Medium	RLM	0.00	0.00	Travis Crossing	4.5	8.0	4.5 to 8	No	No	Residential	Yes	Current	NO-Privately Owned	Low and Very Low Income	2	2	2	O	
05810417	0	0.25	Vacant	Res Low Medium	RLM	0.00	0.00	Travis Crossing	4.5	8.0	4.5 to 8	No	No	Residential	Yes	Current	NO-Privately Owned	Low and Very Low Income	1	1	1	O	
05810418	0	0.26	Vacant	Res High	RH	0.00	0.00	Travis Crossing	15	22	15 to 22	No	No	Other Opportunity	Yes	Current	NO-Privately Owned	Moderate Income	4	4	4	O	
05810419	0	0.27	Vacant	Res High	RH	0.00	0.00	Travis Crossing	15	22	15 to 22	Yes	Yes	Other Opportunity	Yes	Current	NO-Privately Owned	Moderate Income	4	4	4	O	
05810420	0	1.07	Vacant	Com Community	HWT	0.00	0.00	Travis Crossing	15	48	15 to 48	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Low and Very Low Income	35	35	35	O	
05810421	1320 TEXAS ST	1.26	Office	Com Community	HWT	1.43	0.27	Travis Crossing	15	48	15 to 48	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Low and Very Low Income	10	10	10	O	
05810422	1310 TEXAS ST	1.12	Commercial	Mixed Use	HO	1.43	0.12	Travis Crossing	8	25	8 to 25	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Low and Very Low Income	11	11	11	O	
05810423	401 JACKSON ST	0.70	Office	Mixed Use	HO	1.52	0.17	Travis Crossing	15	48	15 to 48	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Low and Very Low Income	4	4	4	O	
05810424	438 UNION AV	1.19	Commercial	Com Service	HTD	0.76	0.16	Travis Crossing	40	60	20 to 60	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Low and Very Low Income	14	14	14	O	
05810425	1400 W TEXAS ST	0.93	Commercial	Com Community	HWT	1.55	0.14	Travis Crossing	15	48	15 to 48	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Low and Very Low Income	5	5	5	O	
05810426	1300 W TEXAS ST	0.55	Commercial	Com Community	HWT	1.57	0.13	Travis Crossing	15	48	15 to 48	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Low and Very Low Income	5	5	5	O	
05810427	1414 W TEXAS ST	1.22	Commercial	Com Community	HWT	2.31	0.18	Travis Crossing	15	48	15 to 48	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Low and Very Low Income	3	3	3	O	
05810428	0	0.40	Vacant	Res Medium	RM	0.00	0.00	Travis Crossing	8	15	8 to 15	No	No	Other Opportunity	Yes	Current	NO-Privately Owned	Moderate Income	8	8	8	O	
05810429	1400 W TEXAS ST	0.63	Commercial	Com Community	HWT	1.53	0.13	Travis Crossing	15	48	15 to 48	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Moderate Income	6	6	6	O	
05810430	140 W TEXAS ST	0.10	Commercial	Com Community	HWT	1.55	0.03	Travis Crossing	15	48	15 to 48	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Moderate Income	7	7	7	O	
05810431	820 WEBSTER ST	0.11	Vacant	Mixed Use	HO	0.00	0.00	Travis Crossing	8	35	8 to 35	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Moderate Income	7	7	7	O	
05810432	0	0.17	Vacant	Mixed Use	HO	0.00	0.00	Travis Crossing	8	35	8 to 35	Yes	Yes	Specific Plan	Yes	Current	NO-Privately Owned	Moderate Income	2	2	2	O	
05810433	825 WASHINGTON ST	0.14	Vacant	Mixed Use	HO	0.00	0.00	Travis Crossing	8	35	8 to 35	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Moderate Income	4	4	4	O	
05810434	826 UNION AV	0.18	Vacant	Mixed Use	HO	0.00	0.00	Travis Crossing	8	35	8 to 35	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Moderate Income	3	3	3	O	
05810435	834 UNION AV	0.18	Vacant	Mixed Use	HO	0.00	0.00	Travis Crossing	8	35	8 to 35	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Moderate Income	4	4	4	O	
05810436	1322 W TEXAS ST	1.00	Commercial	Com Community	HWT	1.43	0.27	Travis Crossing	15	48	15 to 48	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Low and Very Low Income	6	6	6	O	
05810437	1403 W TEXAS ST	1.01	Commercial	Com Community	HWT	0.62	0.00	Travis Crossing	15	48	15 to 48	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Low and Very Low Income	13	13	13	O	
05810438	0	0.48	Vacant	Mixed Use	HO	0.00	0.00	Travis Crossing	15	22	15 to 22	No	No	Other Opportunity	Yes	Current	NO-Privately Owned	Moderate Income	8	8	8	O	
05810439	1327 W TEXAS ST	0.89	Office	Com Community	HWT	0.04	0.04	Travis Crossing	15	48	15 to 48	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Low and Very Low Income	23	23	23	O	
05810440	0	4.23	Vacant	Public Facilities	HF	0.00	0.00	Travis Crossing	8	35	8 to 35	No	No	Residential	Yes	Current	NO-Privately Owned	Low and Very Low Income	168	168	168	O	
05810441	405 JEFFERSON ST	0.26	Vacant	Res High	HTD	0.00	0.00	Travis Crossing	20	80	20 to 80	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Moderate Income	16	16	16	O	
05810442	0	0.54	Vacant	Mixed Use	CM	0.00	0.00	Travis Crossing	10	30	10 to 30	No	No	Other Opportunity	Yes	Current	NO-Privately Owned	Moderate Income	13	13	13	O	
05810443	1400 W TEXAS ST	0.57	Commercial	Mixed Use	HWT	0.69	0.41	Travis Crossing	15	48	15 to 48	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Low and Very Low Income	2	2	2	O	
05810444	0	0.16	Vacant	Mixed Use	HTD	0.00	0.00	Travis Crossing	20	80	20 to 80	Yes	Yes	Specific Plan	Yes	Current	NO-Privately Owned	Moderate Income	11	11	11	O	
05810445	640 BROADWAY ST	0.27	Vacant	Mixed Use	HTD	0.00	0.00	Travis Crossing	20	80	20 to 80	Yes	Yes	Specific Plan	Yes	Current	NO-Privately Owned	Moderate Income	23	23	23	O	
05810446	0	0.18	Vacant	Res Very High	HD	0.00	0.00	Travis Crossing	20	80	20 to 80	No	No	Specific Plan	Yes	Current	NO-Privately Owned	Moderate Income	11	11	11	O	
05810447	610 BECK AV	1.22																					



Table C-17b Housing Sites Inventory: Eligible for Rezoning

APN	Site Address/Intersection	Parcel Size (Acres)	Existing Use/Vacancy	General Plan Designation (Current)	Existing Zoning	AV Ratio	Floor Area Ratio	Project Name	Minimum Density	Maximum Density	Density Target	Used in BH Cycle Housing Element?	Used in SB Cycle Housing Element?	Housing Inventory Site Type	Infrastructure	Publicly Owned	Site Status	RRM Category	Realistic Capacity	Lower Income Capacity	Moderate Income Capacity	Abuse Moderate Income Capacity	Consolidated Sites
0	15 95	Vacant	Ind Limited	IL	0.00	0.00	Enclave at Red Tap	4.5	8.0	4.5 to 8	No	No	Yes - Current	NO - Privately Owned	Pending Project	Abuse Moderate		140			143 A		
0	12 32	Vacant	Ind Limited	IL	0.00	0.00	Enclave at Red Tap	4.5	8.0	4.5 to 8	No	No	Yes - Current	NO - Privately Owned	Pending Project	Abuse Moderate		0			0 A		
0	1 68	Vacant	Ind Limited	IL	0.00	0.00	Enclave at Red Tap	4.5	8.0	4.5 to 8	No	No	Yes - Current	NO - Privately Owned	Pending Project	Abuse Moderate		0			0 A		
0	2 51	Vacant	Com Office	CO	0.00	0.00		up to 32	up to 32		No	No	Yes - Current	NO - Privately Owned	Available	Low and Very Low Income		75			75		
002737000	1 50	Vacant	Com Office	CO	0.00	0.00		up to 32	up to 32		No	No	Yes - Current	NO - Privately Owned	Available	Low and Very Low Income		105			105		