



## Solano Local Agency Formation Commission

675 Texas St. Ste. 6700 • Fairfield, California 94533  
(707) 439-3897 • FAX: (707) 438-1788

### Staff Report

**DATE:** April 12, 2021

**TO:** Local Agency Formation Commission

**FROM:** Rich Seithel

**SUBJECT: Suisun Logistics Center Proposed Project Presentation**

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### **RECOMMENDATION:**

**RECEIVE** City of Suisun City's informational presentation on the Suisun Logistics Center Project.

### **BACKGROUND:**

On January 6, LAFCO staff received a notice of preparation and agency comment request, from the City of Suisun City for a proposal to develop a logistics center project: the Suisun Logistics Center Project (Project) (Attachment #1). The Project is a 167.43-acre site bounded by Travis Air Force Base (east), Walters Road (west), Petersen Road (north), grazing land and State Route 12 (south).

The applicant is proposing to annex the project site into the City of Suisun City and develop 2.1 million square feet of warehouse/distribution uses on approximately 120 acres. The remaining 47 acres is proposed to be permanently preserved as open space.

Attached is LAFCO's staff response to the Notice of Preparation comment request (Attachment #2).

### Attachments:

#1 - Notice of Preparation (NOP)

#2 – LAFCO staff's response to NOP

**City of Suisun City**  
**Notice of Preparation and Notice of Public Scoping Meeting**  
**Suisun Logistics Center Project**

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**Date:** January 6, 2021

**To:** Public Agencies and Private Parties

**From:** John Kearns, Senior Planner, City of Suisun City

**Subject:** Notice of Preparation of an Environmental Impact Report and Public Scoping Meeting

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The City of Suisun City will be the Lead Agency and will prepare an Environmental Impact Report (EIR) for the project identified herein. The project description, location, and probable environmental effects of the Suisun Logistics Center Project are described in the attached materials.

The City of Suisun City is soliciting comments from public agencies, organizations, and members of the public regarding the scope and content of the EIR, and the environmental issues and alternatives to be addressed in the document. Public agencies may need to use the EIR when considering permitting or other approvals that are germane to the agencies' responsibilities in connection with the project.

Because of time limits mandated by State law, public agencies must submit any comments in response to this notice at the earliest possible date but not later than 30 days after receipt of this notice. The City of Suisun City also will accept comments from other interested parties regarding this notice during this time period. Accordingly, please provide your written response to the address shown below by **Thursday, February 4, 2021**. If you wish to be placed on the notification list for this project, or if you have any questions or need additional information, please contact the person below.

John Kearns, Senior Planner  
City of Suisun City  
701 Civic Center Boulevard  
Suisun City, CA 94585  
Phone: (707) 421-7337  
Email: [jkearns@suisun.com](mailto:jkearns@suisun.com)

**Public Scoping Meeting**

A virtual public scoping meeting will be held at **3 p.m. Tuesday, January 26, 2021**. Refer to 'Scoping Meeting' portion of this NOP for details. At this meeting, public agencies, organizations, and members of the public will be able to review the proposed project and provide comments on the scope of the environmental review process.

## SUISUN LOGISTICS CENTER PROJECT

### Project Location

The 167.43-acre project site is located in unincorporated Solano County, California, within the existing Suisun City Sphere of Influence; refer to Exhibit 1. The semi-triangular project site is bounded by an under-construction service station and Walters Road (west), Petersen Road (north), grazing land and Travis Air Force Base (east), and State Route 12 (SR-12) (south); refer to Exhibit 2. The project site is located on the Denverton, California United States Geological Survey 7.5-minute topographic quadrangle, Township 5 North, Range 1 West, Section 33 (Latitude 38° 14' 22" North; Longitude 121° 58' 48" West).

### Existing Conditions

#### 1.1.1 - Land Use Activities

The project site is used for cattle grazing and contains grassy vegetation. The project site gently slopes from north to south and the elevation ranges from 18 feet in the northern portion to 10 feet above mean sea level in the southern portion.

Two man-made drainage channels cross the site in a north-south direction. The southern portion of the project site overlaps with a 100-year flood plain. A 16-inch-diameter Pacific Gas and Electric Company (PG&E) underground natural gas transmission pipeline crosses through the project site in an east-west direction within a 15-foot-wide easement. A 100-foot power line easement crosses the project site in an east-west direction. A barbed wire fence surrounds the project site.

#### 1.1.2 - Land Use Designations

The project site is currently designated "Agricultural" by the Solano County General Plan and zoned "Exclusive Agricultural 160 acres (A-160)" by the Solano County Zoning Ordinance.

The project site is currently designated "Special Planning Area" by the City of Suisun City General Plan, which is a non-binding designation. The project site is within the Suisun City Sphere of Influence.

The project site is within the boundaries of the Travis Air Force Base Airport Land Use Compatibility Plan.

### Project Description

#### 1.1.3 - Proposed Project

##### Summary

The applicant, Buzz Oates Construction, Inc., is proposing to annex the project site into the City of Suisun City and develop 2.1 million square feet of warehouse uses on approximately 120 acres. The remaining 47 acres would be permanently preserved as open space.

Six buildings ranging from 145,397 to 644,782 square feet would be developed onsite in one phase. Each building would provide docks, grade level roll up doors, and trailer parking stalls. The facility would be enclosed with a secure perimeter and access would be restricted to authorized users. The proposed project would employ an estimated 2,843 workers at buildout. Table 1 summarizes the proposed project. Exhibit 3 depicts the preliminary site plan.

**Table 1: Suisun Logistics Center Project Summary**

Building	Square Feet	End Use / Characteristics
A	199,784	High Cube Warehouse / 36 feet clear height
B	199,784	High Cube Warehouse / 36 feet clear height
C	145,397	High Cube Warehouse / 36 feet clear height
D	224,138	High Cube Warehouse / 36 feet clear height
E	644,782	High Cube Warehouse / 42 feet clear height
F	644,782	High Cube Warehouse / 42 feet clear height
<b>Total</b>	<b>2,058,667</b>	—

Source: RMW Architecture Interiors, 2020.

### Roadway Improvements

The project frontages with SR-12, Walters Road, and Petersen Road would be improved. Half width improvements would be installed along the project frontages with Walters Road and Petersen Road. The fourth (east) leg of the existing signalized Walters Road/Walmart Driveway intersection would be improved to provide access to the proposed project.

Petersen Road has an existing stacking lane for vehicles queued at the Travis Air Force Base Southgate. In addition, Petersen Road also has a Class I bike/pedestrian facility that is part of the Central County Bikeway. These existing facilities would be maintained as part of the improvements to Petersen Road.

### Vehicular Access

Vehicular access would be taken from one point on Walters Road and three points on Petersen Road. A reciprocal access point may be provided with the under-construction service station at the corner of SR-12 / Walters Road.

### Open Space Preservation

The applicant would permanently preserve approximately 47 acres of the project site as open space. This area coincides with the southern portion of the project site where a 100-year flood hazard area is mapped.

## **Storm Drainage**

The proposed project would provide 323,280 square feet (7.6 acres) of stormwater retention facilities including bioswales and basins.

## **Utilities**

### ***Water***

The proposed project would be served with potable water provided by the Suisun-Solano Water Authority. Service laterals would be extended to project buildings from existing facilities in Petersen Road. The City of Suisun City and Solano Irrigation District contemplate a negotiated agreement in which the City would exchange an unperfected State Water Project entitlement for additional water to serve the project.

### ***Wastewater***

The proposed project would be served with wastewater collection and treatment service provided by Fairfield-Suisun Sewer District. Service laterals would be extended to project buildings from existing facilities in Petersen Road.

### ***Electricity and Natural Gas***

Electricity and natural gas service would be provided by PG&E. Service laterals would be extended to project buildings from existing facilities in Petersen Road. The existing PG&E natural gas transmission pipeline that crosses the project site would remain in place and protected in accordance with federal and state safety standards during construction activities.

## **Required Discretionary Approvals**

The proposed project requires the following discretionary approvals from the City of Suisun City:

- General Plan Amendment
- Prezone
- Planned Unit Development
- Tentative Parcel Map
- Use Permit
- Site Plan / Architectural Review

The following parties would act as responsible agencies for the proposed project:

- Solano Local Agency Formation Commission – Annexation
- Solano County Airport Land Use Commission – Land Use Compatibility Review
- Solano Irrigation District – Negotiated Agreement for Water
- United States Army Corps of Engineers – Section 404 Permit
- California Department of Fish and Wildlife – Section 1602 Lake and Streambed Alteration Agreement
- San Francisco Bay Regional Water Quality Control Board – Section 401 Water Quality Certification

## Environmental Review

### 1.1.4 - Potential Environmental Effects

The EIR will evaluate whether the proposed project may potentially result in one or more significant environmental effects, which will be evaluated in the relevant sections listed below.

- Aesthetics, Light, and Glare
- Air Quality
- Biological Resources
- Cultural Resources
- Geology, Soils, and Seismicity
- Greenhouse Gas Emissions/Energy
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use
- Noise
- Public Services
- Transportation
- Utilities and Service Systems

### 1.1.5 - Effects Found not to be Significant

Unless specific comments are received during the NOP public comment period that indicate a potential for the project to result in significant impacts, the following issues will be addressed in the Effects Found not to be Significant section of the EIR.

#### **Agriculture and Forest Resources**

The project site supports grazing land use activities. The California Department of Conservation maps the project site as 'grazing land,' which does not fall under the Important Farmland umbrella. The project site is not encumbered by an active Williamson Act contract. The project site would be rezoned for light industrial use as part of the annexation process, which would eliminate any conflicts with the existing agricultural zoning. The project site does not contain any stands of commercially harvestable trees and, thus, would not convert forestland to non-forest use. No impacts would occur.

#### **Mineral Resources**

The project site contains grazing land. No mineral extraction occurs onsite, including natural gas production associated with the Rio Vista natural gas field. This precludes the possibility of conflicts in this regard. No impacts would occur.

#### **Population and Housing**

The proposed project would develop 2.1 million square feet of light industrial uses on a site currently used as grazing land. No direct residential growth would occur and no existing dwelling units would be removed. The proposed project would employ an estimated 910 workers during construction and 2,843 workers when fully operational at buildout. The California Employment Development Department estimated Solano County's labor force at 203,600 in November 2020. As such, the local labor force is sufficiently large enough to allow the project's employment opportunities to be filled locally such that unplanned growth would not occur. Lastly, the project would be served by existing utilities and infrastructure available in Petersen Road and Walters Road and, thus, would not remove a barrier to growth. No impacts would occur.

## Recreation

The proposed project would not involve the construction of dwelling units and, thus, would not result in direct population growth. As such, it would not increase the use of existing recreational facilities. No impacts would occur.

## Wildfire

The project site contains grazing land. There are no wildlands or other areas susceptible to wildfire within or near of the project site. No impacts would occur.

## Scoping Meeting

A virtual public scoping meeting will be held at **3 p.m. Tuesday, January 26, 2021:**

The webinar can be accessed at the following link:

<https://us02web.zoom.us/j/84335420304?pwd=dUtsM29JNWY3MHZqQXdldjV1TzMxQT09>

Passcode: 335524

Or iPhone one-tap:

US: +16699006833, 84335420304# or +12532158782, 84335420304#

Or Telephone:

Dial (for higher quality, dial a number based on your current location):

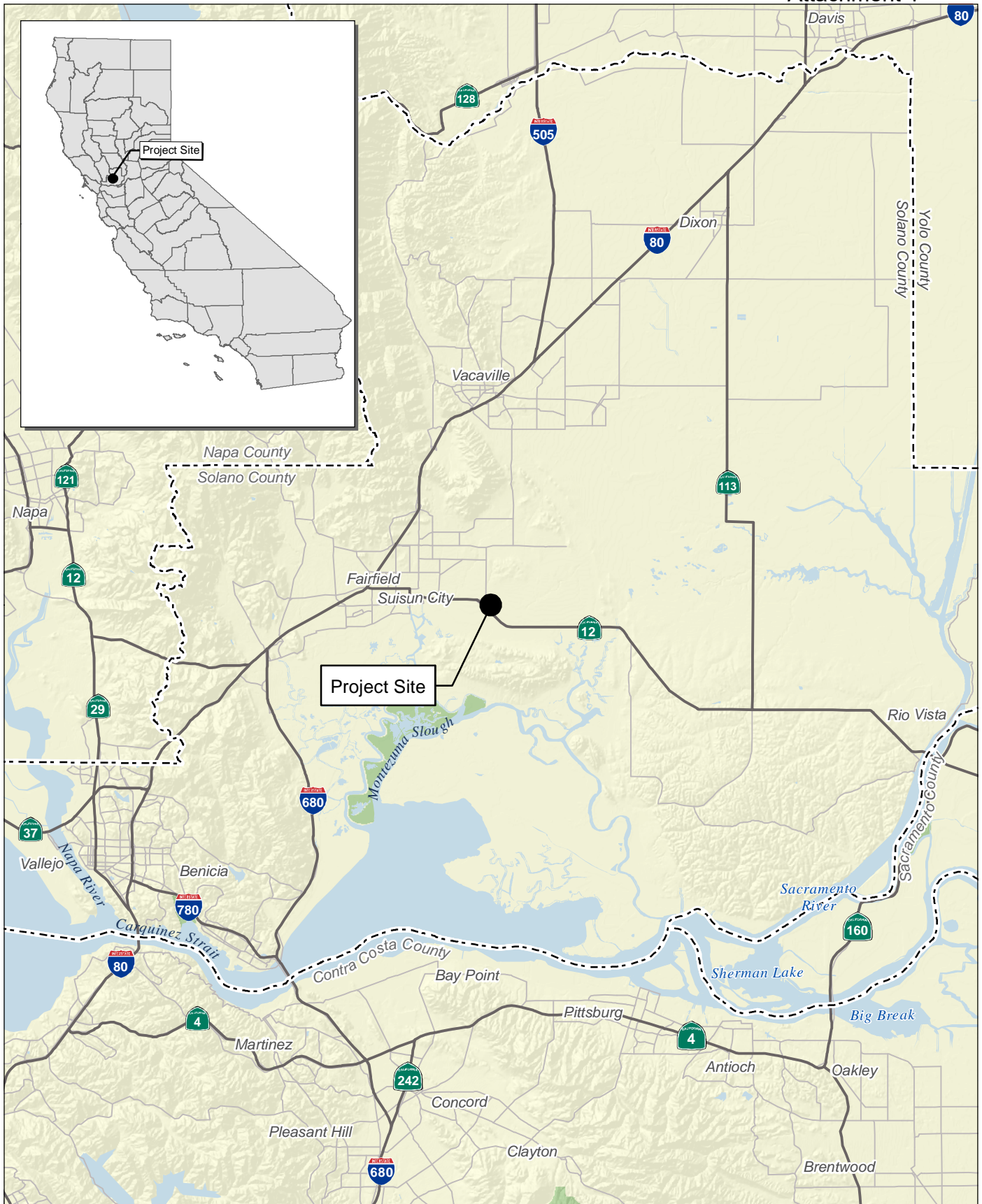
US: +1 669 900 6833 or +1 253 215 8782 or +1 346 248 7799 or +1 301 715 8592 or +1 312 626 6799  
or +1 929 205 6099

Webinar ID: 843 3542 0304

International numbers available: <https://us02web.zoom.us/j/84335420304?pwd=dUtsM29JNWY3MHZqQXdldjV1TzMxQT09>

At this meeting, agencies, organizations, and members of the public will be able to review the proposed project and provide comments on the scope of the environmental review process.





Source: Census 2000 Data, The California Spatial Information Library (CaSIL).

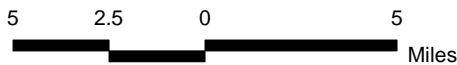
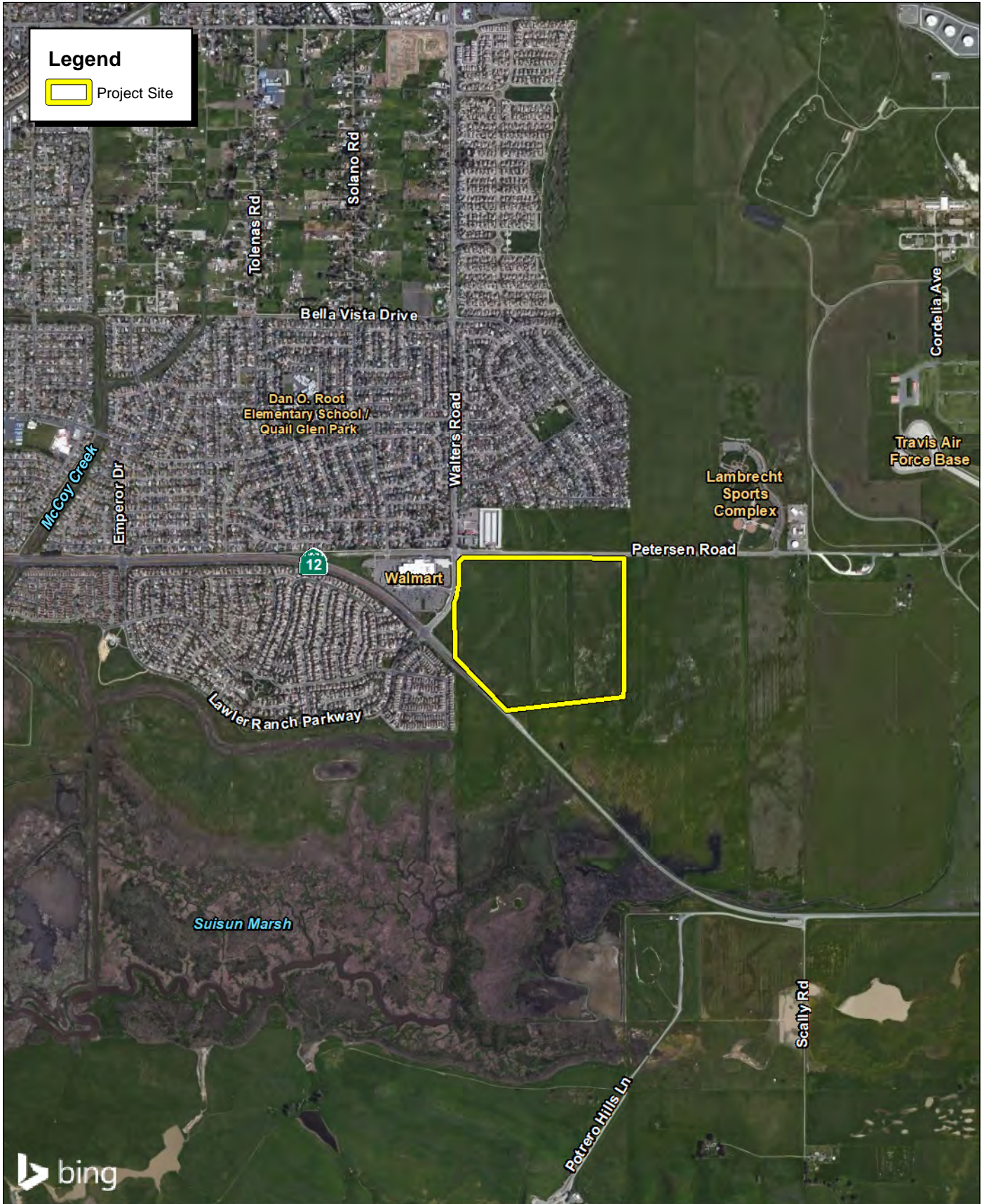


Exhibit 1  
Regional Location Map





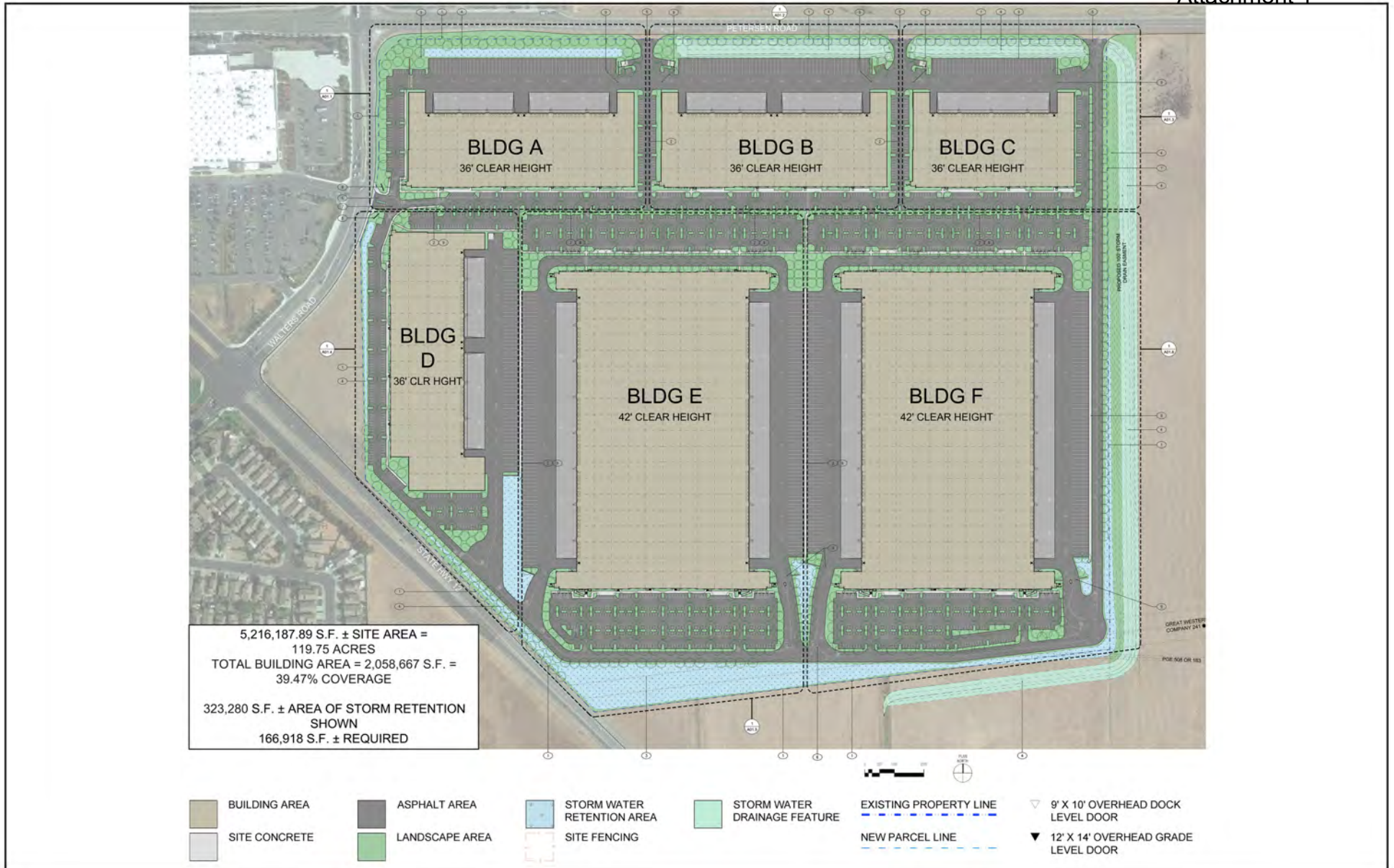
Source: Bing Aerial Imagery.

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Exhibit 2  
Local Vicinity Map  
Aerial Base





Source: RMW Architecture Interiors, 11/18/2020.



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Exhibit 3  
Preliminary Site Plan

CITY OF SUISUN CITY  
SUISUN LOGISTICS CENTER PROJECT  
NOTICE OF PREPARATION



## Solano Local Agency Formation Commission

675 Texas St. Ste. 6700 • Fairfield, California 94533  
(707) 439-3897 • FAX: (707) 438-1788

*Original via USPS, copy via email*

February 4, 2021

John Kearns, Senior Planner  
City of Suisun City  
701 Civic Center Boulevard  
Suisun City CA 94585  
[jkearns@suisun.com](mailto:jkearns@suisun.com)

Subject: Suisun Logistics Center Project – Notice of Preparation of an Environmental Impact Report

Dear Mr. Kearns:

Thank you for sending the Solano Local Agency Formation Commission (LAFCO) the City of Suisun City's (City) Notice of Preparation (NOP) of an Environmental Impact Report (EIR) for the Suisun Logistics Center Project (Project). The Project is located south and west of the City's existing city limit lines and within the City's Sphere of Influence (SOI).

LAFCO is a responsible agency per the California Environmental Quality Act (CEQA) and CEQA Guidelines (Article 7 15096(d)). As a responsible agency, LAFCO will rely on the City's EIR when considering the boundary changes required for the Project. To be legally adequate, the EIR must include environmental information and analysis needed by responsible agencies such as LAFCO.

The City's EIR will have to provide information relevant to LAFCO's annexation requirements. These requirements are set forth in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH) and Solano LAFCO's policies, authorized under CKH. Including analyses of LAFCO's annexation requirements will facilitate LAFCO's review and process. Not including analyses of LAFCO's requirements may violate CEQA and require additional information to be prepared at the LAFCO processing stage. This would likely increase the annexation processing time.

The Project will require LAFCO approval of a reorganization, including concurrent annexations to the City, Solano Irrigation District (SID), and Fairfield Suisun Sewer District (FSSD) and detachments from the Suisun Fire Protection District (SFPD) and the County Service Area. Given that LAFCO's approval is a critical component of the entitlements required for the Project, the EIR must reference LAFCO's actions in the Project Description, list LAFCO as "Other Public Agency Whose Approval is Required," and evaluate LAFCO's actions and various factors in the environmental document.

### Commissioners

Nancy Shopay, Chair • Ron Rowlett, Vice-Chair • Harry Price • Jim Spering • John Vasquez

### Alternate Commissioners

Ron Kott • Mitch Mashburn • Shawn Smith

### Staff

Rich Seithel, Executive Officer • Michelle McIntyre, Sr. Analyst • Jeffrey Lum, Analyst II • P. Scott Browne, Legal Counsel

Our 17 comments below will focus on the most relevant factors, including the City's SOI, CKH Factors, and local policies:

**The City's SOI-** In November 2017, the Commission approved, with conditions, a SOI update for the City (LAFCO Resolution 17-06). The potential logistics center was a topic of significant discussion during the Commission's consideration of the SOI, and specific conditions were included in the SOI plan that needs to be addressed in this EIR. These include the SOI Conditions of Approval, with emphasis on the six conditions below.

- 1) Condition No. Two: "The City shall consider establishing a buffer zone adjacent to and parallel to the flight path of Runway 3L prior to reorganization application submission."
- 2) Condition No. Three: "The City's proposed reorganization applications and pre-zoning shall demonstrate consistency and compatibility with the Travis Air Force Land Use Compatibility Plan/Airport Land Use Commission."
- 3) Condition No. Five: "The City shall adopt a General Plan Amendment establishing a Travis Reserve Area designation, similar to Solano County's 2008 General Plan designation, prior to any consideration of reorganizations by LAFCO."
- 4) Condition No. Six: "The City shall demonstrate reliable water capacity and service capability to any annexation areas prior to any consideration of proposed reorganizations by LAFCO."
- 5) Condition No. Seven: "Any roadway segments adjoining and contiguous with the SOI line are included within the sphere amendment to allow subsequent annexation of the roads into the City."
- 6) Condition No. Eight: "The open space area identified in SOI Area B (355 Suisun/Logistics Center), Zone B-1 by the Solano County Airport Land Use Commission shall be designated within Suisun City's Long-Term Sphere of Influence."

**Factors per Government Code (GC) Section 56668-** LAFCO is required to consider a variety of elements when evaluating a proposal pursuant to GC Section 56668(a-q). The EIR should include discussion regarding all Factors with emphasis on those below.

- 7) GC Section 56668(c): "The effect of the proposed action and of alternative actions, on adjacent areas, on mutual social and economic interests, and on the local governmental structure of the county." The EIR should specifically examine the effects of the development of a major commercial and employment center adjacent to Travis Air Force Base (AFB) on the continuing viability of the Base.
- 8) GC Section 56668(e) The effect of the proposal on maintaining the physical and economic integrity of agricultural lands. LAFCO objects to the premature determination in the NOP that the impact on agricultural resources is not a significant impact that does not need to be addressed in the EIR. LAFCO will have to address

agricultural and prime agricultural lands as defined by GC Section 56064, and it requires the EIR to address it.<sup>1</sup>

The EIR needs to address the potential conflict between the Project and other Land Use Plans and Policies. It should address the conflict between the County General Plan designation of agriculture for this property and County and LAFCO policies intended to preserve agriculture and the City's plan to convert the property to urban uses. It should also address the potential conflict with the Travis AFB Land Use Compatibility Plan and policies.

- 9) GC Section 56668(f): "The definiteness and certainty of the boundaries of the territory, the nonconformance of proposed boundaries with lines of assessment or ownership, the creation of islands or corridors of unincorporated territory, and other similar matters affecting the proposed boundaries." The EIR should identify the definite boundary of the proposal. Note that absent compelling reason, LAFCO requires the annexation of entire parcels. Also, see SOI Condition of Approval Seven above and Standard 7 below, which involves annexation of adjacent roads to cities.
- 10) GC Section 56668(g): "A regional transportation plan adopted pursuant to Section 65080." The Project is likely at build-out to generate significant traffic. The EIR should discuss impacts on Highways 12, 80, and 113 and the roads accessing Travis AFB.
- 11) GC Section 56668(l): "Timely availability of water supplies adequate for projected needs as specified in Section 65351.5." See SOI Condition of Approval Six above concerning the Solano Irrigation District.

**Local policies** - The Commission has adopted eleven Standards (local policies) according to GC Section 56375(g). The EIR should include discussion regarding all of Solano LAFCO's Standards and emphasize the five Standards below.

- 12) Standard Three: The proposal's consistency with the City's general plan and zoning ordinance.
- 13) Standard Seven: The proposal's boundary. The Commission's policy requires cities to annex entire street sections whenever possible and favors annexing entire parcels.

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<sup>1</sup> GC Section 56301 states that "Among the purposes of a commission are discouraging urban sprawl, preserving open-space and prime agricultural lands..." Section 56064 sets forth the LAFCO definition of "prime agricultural land." That Section establishes a much broader definition of such lands than may be used in other land-use processes. LAFCO must use that standard in its analysis of the Project, so the EIR should apply that definition in its consideration of lands proposed for this annexation. If the lands qualify as "prime agricultural land under §56064, then LAFCO will have to consider what can be done to preserve such lands. Section 56377(b) applies which states, "Development of existing vacant or nonprime agricultural lands for urban uses within the existing jurisdiction of a local agency or within the sphere of influence of a local agency should be encouraged before any proposal is approved which would allow for or lead to the development of existing open-space lands for non-open-space uses which are outside of the existing jurisdiction of the local agency or outside of the existing sphere of influence of the local agency."



Note that the annexation area identified in the City's NOP is slightly less than the acreage of the entire parcel. The proposal area should be the entire parcel and adjacent streets.

- 14) Standard Eight: The likelihood of significant growth and effect on other incorporated and unincorporated territory. As noted in the policy, Standard Eight is designed to discourage urban sprawl and encourage orderly growth. It also requires the applicant to identify all lands currently within the City's jurisdiction intended for or committed to similar land uses and how the proposal relates to them. This Standard also requires the applicant to submit a market study that: defines the market area for the Project, anticipated demand over the next ten years within the market area, identify the supply of land which can be used within the market area, and show the consistency of the proposal with the City's growth strategy and infill goals.
- 15) Standard Nine: Protection of prime agricultural land. The EIR should identify all prime agricultural lands within the Project site as defined in GC Section 56064 and address the impacts of the Project on those lands, see discussion above, comment number 8.
- 16) Standard Eleven: The effect of the proposed action on: adjacent areas, mutual social and economic interests, and local governmental structure. The EIR should discuss the Project's effect on adjacent areas, both within and outside of the City's boundary, and discuss the overall beneficial aspects compared to the potential negative impacts. Per the SOI Conditions of Approval, the Commission is mostly concerned with the potential impacts to Travis AFB.
- 17) Plan for Providing Services (Plan): The Commission requires applicants to submit a thorough Plan as part of their reorganization application per GC Section 56653. The Plan should include the following information: a description of the services to be extended by the City to the affected territory such as sewer, water, police protection, fire protection, adequate roadways, and other municipal services; the anticipated demand for those services; how the services will be financed; and an indication of when the City can extend services to the territory.

We appreciate the opportunity to comment on the City's Project NOP. We hope you consider our comments to address LAFCO's annexation needs so that the EIR is more useful during the LAFCO decision-making process. Please contact LAFCO staff should you have any questions.

Sincerely,



Michelle McIntyre, MPA

LAFCO Sr. Analyst

(707) 439-3898

[mmcintyre@solanolafco.com](mailto:mmcintyre@solanolafco.com)