

4. No development shall be permitted which would interfere with existing channel capacity or would substantially increase erosion, siltation, or other contributors to the deterioration of any watercourse.

COLLINSVILLE-MONTEZUMA HILLS AREA

Existing Conditions

Natural and Visual Resources

HABITAT VALUES. Significant wildlife habitats have been identified in the planning area at various lowland locations along the shoreline and in the western flatland area between Collinsville Road and Montezuma Slough. The major habitat values of the neighboring Suisun Marsh system of which western portions of the site are a part, have already been emphasized. Planning area components of the system include adjacent segments of the Sacramento River and Montezuma Slough, permanent and seasonal marsh areas, and reclaimed lowland grasslands below the ten foot contour which may be restorable to their original marsh condition.

The primary importance of these aquatic and wetland areas lies in their value to migrating fish and bird species. Montezuma Slough is a major part of the principal nursery area for striped bass in the San Francisco Bay—Delta system. The suitability of the slough as a nursery grounds is partially due to its ideal conditions for the growth of *Neomysis* shrimp, the main food item for striped bass.

The position of the Suisun Marsh system along the Pacific flyway is responsible for its importance to birds migrating south! It is a wintering area for many species and an essential “layover” for others.

The planning area marshes along the east side of Montezuma Slough contain active great blue heron and common egret rookeries and are resting and feeding areas for other migrating species.

Current Plans and Policies

The *Suisun Marsh Protection Plan* adopted in December of 1976 by the San Francisco Bay Conservation and Development Commission updates and details the regional agency’s position regarding land use in the Suisun Marsh environs. The plan’s recommendations for the portions of its jurisdiction within the planning area are shown on Figure 4. As can be seen, roughly 2,520 acres at Collinsville and along Collinsville Road are designated for ultimate use by water-related industry. As amended in 1995, the Plan allows restoration and enhancement of tidal and seasonal wetlands on portions of the site, provided that the restoration is carried out in a manner that does not preclude use of the remaining upland portion of the site for water-related industry. In particular, any such development should preserve sufficient upland areas, rail access, water frontage and access corridors to the water sufficient to accommodate water-related

“Planning for a Sustainable Solano County”

Public Review

industry and port uses. The Plan also specifies that such uses should conform to a set of stringent performance guidelines to prevent adverse effects on the marsh. The Plan designates the remaining area between the industrial lands and the Montezuma Slough, plus lowlands to the north, as part of its “primary management area” and thus, reserved for the protection and enhancement of seasonal marsh, lowland grasslands, and the restoration of wetlands in that area which buffer the Suisun Marsh from any future water-related uses in the planning area. Restored wetlands in the water-related industry site shall remain as wetlands and not be developed for industrial uses.

Area Wide Land Use and Transportation Policies

Wetland Habitat

Lands designated as Wetland Habitat on the Plan Map are to be reserved for wetland habitat preservation and restoration. Encompassed are all lands below the 10 foot contour line as it continues west of the present Sacramento Northern Railroad track from Little Honker Bay Road south to its intersection with the track right-of-way, plus all land west of a southern extension of this line to the bench mark at Montezuma Bend, and then from that bench mark to a point on the shoreline 3,200 feet west of Bench Mark 3, which is located on the east side of the Collinsville Inlet. The area included amounts to roughly 3,720 acres. The designation is consistent with the configuration of the Bay Area Conservation and Development Commission’s Suisun Marsh Protection Plan Primary Management Area and is comprised of permanent and seasonal marshes and lowland grasslands below the 10 foot contour, all of which are critical to marsh wildlife. Moreover, much of the non-marsh lowland grassland and some of the lowlands within the water-dependent industrial area have potential for restoration to higher value tidal, managed or seasonal marshland by depositing dredged sediments, removing dikes and reintroducing tidal action or by conversion to managed wetland status.

Water Dependent Industrial

All uses to be permitted within the three water-dependent industrial designations must comply with the general land use criteria set forth in this section and with the more specific land use, transportation and development requirements set forth in the subsequent section on Subarea Land Use and Transportation policies. Industrial uses to be permitted must also fit the County’s definition of a water-dependent use. Additionally, those lands within the area designated as “Water-Related Industry Reserve Area” within the Suisun Marsh Protection Plan may be limited by the provisions of that plan and the San Francisco Bay Plan.

Commercial Recreation

Approximately 120 waterfront acres at Collinsville have been designated for Commercial Recreation land uses, as shown in Figure 2. Construction of a marina and the development of complementary, water-related commercial recreation facilities are permissible within this designation for

limited time periods if such uses would not conflict with ultimate water—dependent industrial use, It should be noted that the San Francisco Bay Plan and the Suisun Marsh Protection Plan designate the entire area for water-related industrial use, and any use proposed for this location must be reviewed for conformity with these plans and implementing regulations. Great care must be taken to ensure that •such uses are compatible with the primary activity of the waterfront - - water—dependent industry. The feasibility of commercial recreation uses will significantly increase with the introduction of improved access provisions as proposed to serve waterfront industrial development. This area should provide a focus for public access to the water while preserving the Collinsville townsite.

Shoreline Recreation

On the western edge of the planning area, in the Kirby Hills west of Shiloh Road and south of the Little Honker Bay Road, the opportunity exists for certain marsh oriented passive recreational activities. Although the dominant use of this area is intended to be agriculture, there are limited opportunities for upgraded boat launching facilities, wildlife observation accommodations, as well as other passive recreational facilities. These uses should not conflict with the agricultural uses of the area, nor should they introduce human activities of such intensity so as to adversely affect marsh wildlife habitat.

Transportation

Railroad Branch Line Track

Construction. Wherever possible, rail access to the Sacramento River and through the water-related industry district should be located in upland areas above the ten-foot contour in order to avoid adverse impacts to wetlands. Should any portion of the proposed rail route cross wetland areas, the track should be constructed in a manner which allows for the natural movement of water and wildlife beneath the alignment, and construction techniques should minimize disturbance to natural, restored, or enhanced wetlands.

Hazardous Cargo Transport

Although transportation of hazardous cargo is governed by a number of state and federal agencies, it is important that the County be cognizant of such potential hazards due to the planning areas proximity to the Suisun Marsh. Specific procedures which will minimize or eliminate potentials for harm to natural resource values or human life and property from accidental spills of damaging industrial materials must-be developed and demonstrated to those responsible agencies by an industry which proposes to transport such a cargo to and from the planning area. All permit applications by industrial owners must include specific evidence of compliance with the U. S. Department of Transportation, Code of Federal Regulations Title 49 and such State, County and Municipal regulations which may be in effect at the time of application. Spill prevention procedures must place special emphasis on protecting the Suisun Marsh from exposure to spill—contaminated waters and on protecting urban areas

"Planning for a Sustainable Solano County"

Public Review

Appendix C: Suisun Marsh Policy Addendum

(Rio Vista, Suisun City, Fairfield, etc.) from spill—related hazards associated with land transport.

The planning area transportation system (roads, rail, berths, pipelines) must be constructed in a manner which minimizes the likelihood of mishaps involving hazardous cargoes. Design measures for road and rail safety should include limitations on grades, curves, and intersectional conflicts, visibility characteristics, surface conditions, and speed.

The following measures should be considered by the County in determining the adequacy of proposed programs to prevent hazardous cargo mishaps.

Berth facility designs must include systems for routine booming during loading and off-loading of volatile or toxic liquid cargoes and equipment for effective containment and recovery of spilled materials. Containment and recovery systems must be capable of (a) performing effectively in up to five-foot wave heights and in two-knot river currents, and (b) containing and recovering or clearing all types of cargoes of a harmful nature which will be loaded or off-loaded in significant quantities.

All loading and off—loading systems must also be equipped with both automatic and manual emergency shut—off valves at the berth and on the shore.

Berth facilities must include navigational aids and dock or berth safety provisions to reduce the likelihood of accident and damage, including radar reflectors, special lighting, fire protection systems, and adequate security provisions.

The most effective design measure for berth construction is the concentration of ship loading activity into clustered, parallel berth facility areas, as recommended in this plan. Berth concentration effectively achieves the following:

- reduces the number of points of navigational conflict along the Sacramento River Ship Channel and allows installation of more elaborate and effective ship traffic navigation systems than would be possible for individual berth locations dispersed along the 12 mile shoreline for each water-related industry;
- allows for more efficient and effective control by the U.S. Coast Guard of vessel traffic movements, traffic monitoring, and supervision of the handling and stowage of harmful cargoes: and
- allows for installation of more elaborate permanent spill containment and cleanup systems.

Prior to the approval of new pipelines for the conveyance of hazardous liquids or gases which cross suspected fault zones, liquefaction-prone lands, or other potential ground failure areas, specific site investigation by a qualified engineering geologist must determine that (a) no ground

Appendix C: Suisun Marsh Policy Addendum

failure potential exists, or (b) no reasonable alternative routes are available. In the latter case, the pipeline design must include valves, switches and other equipment appropriate to ensure rapid emergency repairs to minimize the potential for mishaps.

It should also be required that spill contingency plans contain nonr4design measures which address all modes of hazardous cargo transport including both water and land systems (road, rail, and pipeline modes) in order to prevent hazardous cargo mishaps.

Recreational Access

In light of the considerable length of the area designated in this plan for water—dependent industrial and commercial recreation uses, development of these areas should be designed and constructed in a manner which ensures the maintenance of public access to the shoreline. The state’s desire to ensure that public access to such estuarine waters will always be attainable was recently established in California Constitution, 1977—78 (ARTICLE 8, Sec. 4., new section adopted June 8, 1976):

No individual, partnership, or corporation, claiming or possessing the frontage or tidal lands of a harbor, bay inlet, estuary, or other navigable water in this State, shall be permitted to exclude the right of way to such water whenever it is required for any public purpose, nor to destroy or obstruct the free navigation of such water; and the Legislature shall enact such laws as will give the most liberal construction to this provision, so that access to the navigable waters of this State shall be always attainable for the people.

In carrying out the requirements of the California Constitution and to accommodate the increased recreational activity needs generated by projected regional growth, maximum public access and recreational activities should be provided for consistent with public safety needs and the desire to protect wetland habitat values. Allowable land uses along the shoreline of designated water—dependent industrial, commercial recreation and shoreline recreation areas, with the exception of water-dependent industrial designations west of the Collinsville Inlet, may be required to provide adequate public access.

For each shoreline development proposal within the water— dependent industrial area, provision for shoreline accessways should be considered before or at the time of development and may be required by the County for public access points along the river front. Public access to and along the waterfront should be provided wherever feasible, unless it will result in interference with industrial activities or hazards to the public.

Subarea Land Use and Transportation policies

Wetland protection Subarea

The wetland protection subarea is designated on the Plan Map as wetland habitat. The designation includes roughly 3,720 acres of low-lying, flat wetlands. wildlife habitats within these wetland areas are highly

valued for their biotic significance and are characterized by a low endurance to disruption by development. The designation includes existing permanent marsh (35 percent of the area), seasonal marsh (20 percent) and lowland grasslands below the ten foot contour which may be restorable to a marsh condition (45 percent).

This subarea is adjacent to the Montezuma Slough and is included within the "primary management area" of the Suisun Marsh system as designated in the *Suisun Marsh Protection Plan* by BCDC. Since adoption of the BCDC plan by the state legislature, allowable uses within this area are limited to existing activities which are consistent with protection of the marsh. For example, extensive agricultural uses now predominant in the area will be allowed to continue on dry lands since these uses can provide extended habitat areas for wetland—dependent wildlife.

The wildlife protection subarea is currently held in twelve ownerships. All are privately owned and two are held by industrial interests including a segment of the Sacramento Northern right-of-way and the largest portion of the subarea (roughly 50 percent) which is owned by National Steel/Southern Pacific.

Increasing pressures to develop these wetlands for industrial uses may be created by their proximity to the Sacramento River Deep Water Ship Channel, by their level topography, by adjacent waterfront industrial use designations of this plan, by the transportation infrastructure which has been specified to support these designated industrial areas, and by the fact that the Bay region inventory of undeveloped land next to deep water ship channel is dwindling.

Land Use Policies

All lands within this subarea must be managed to protect and enhance the quality and diversity of wildlife habitats. Specific land uses within the designation must be limited to those which do not interfere with the protection and enhancement of wetland wildlife habitats. Agricultural activities which now occur, such as dry farming of grain and sheep, should continue, provided that such activities do not exceed sound wetland management practices.

Where feasible, historic marshlands below the current ten foot contour which in the past have been diked off from tidal action for agricultural purposes should either be returned to their original tidal wetland status, or converted to managed wetlands, through actions such as raising site elevations through placement of approved dredged sediments, removing portions of levees, and reintroducing tidal action.

The protection of this wetland area will provide a needed buffer between the Suisun Marsh and planning area industrial development.

Transportation Policies

When new railroad improvements which have been specified in the Plan (see Figure 5) are constructed within the existing railroad right-of-way which separates the wildlife protection subarea from the Clank Hollow drainage area east of the tracks, and/or within any new railroad rights-of-

way that traverse areas where wetland restoration occurs, structural solutions which allow for free movement of water and wildlife between the two sides of the track, such as open trestles or culverts, should be utilized.

Western Industrial Subarea

Clank Hollow Drainage. The Western Industrial Subarea also includes a portion of land identified in Figure 5 as the “Clank Hollow Drainage”, where a major planning area drainage joins with the wetlands to the west of the railroad right— of —way. This small drainage area is a seasonal marsh and is defined by the ten foot contour. Planning area seasonal runoff water from Clank Hollow drainage collects here in ponds. Under normal conditions, the area usually remains damp nine months of the year.

Development Requirements

Industrial development which is allowable under the land use policies of this subarea should conform to the following development criteria:

1. Filling of low-lying lands designated in Figure 5 (CMHP, Figure 11) as “flat lowlands” is permissible for purposes of leveling and improvement of soil stability and site drainage when part of an engineered fill for a proposed water-related industry. Disposal of dredged sediments at this site should be allowed in order to make the site usable for such industrial purposes or for wetland restoration and enhancement. Any dredged sediment placed on site should also be properly engineered to avoid problems with settlement, liquefaction, mud waves, exposure of contaminants, erosion, overloading and similar problems. Restored wetlands shall remain as wetlands and not be developed for industrial uses that this habitat loss will be offset by maintenance of existing lowland areas east of the Marshal Cut or restoration of other wetlands.
2. A recommended “building setback line” is indicated in Figure 6. Its alignment is governed by identified shoreline habitat values and vulnerabilities. Additional exceptions to this habitat—protecting limitation may be made where necessary to maintain riparian rights.
3. All surface water runoff (drainage) from a developed industrial holding should be diverted, retained, and adequately treated to mitigate any industry related contamination, before being discharged into the Sacramento River.

Collinsville Commercial Recreation Subarea

As shown in Figure 7, the Collinsville subarea encompasses roughly 120 acres of lowland grassland and includes the Collinsville Inlet and the old settlement of Collinsville. The Collinsville Inlet was used to serve a dockside sugar beet refinery and cattle stock yard with river barge access. These operations are now defunct. The settlement of Collinsville forms the terminal focus of Collinsville Road. Once a small fishing community, it is now exclusively single family residential with a number of vacant,

dilapidated old homes which are remarkable for being built on piers several feet off the ground to avoid flooding waters. These structures are interspersed with vacant lots. Approximately 43 of these parcels are included in an area of less than 30 acres.

Shoreline portions of the Collinsville subarea, including the existing settlement of Collinsville, are interspersed with isolated pockets of permanent and seasonal marsh. These lowland shore areas are noted for their habitat values, susceptibility to flooding, and poor soil stability. On the other hand, all interior lands of the subarea are underlain by stable soils and are not in the flood plain.

The Collinsville subarea has unique potentials for water—related recreational use due to its proximity to the Montezuma Slough and the convergence of the Sacramento and San Joaquin Rivers, and to the sheltering effects of Chain and Montezuma Islands from estuarine wave action. With the introduction of a primary loop road near the site for industrial purposes, regional access will be greatly improved, creating increased demands for water—oriented commercial recreation uses at this location. Two of three possible alternative sites discussed in this plan for marina development are within the Collinsville commercial recreation subarea, and a third site at Collinsville Resort is one quarter mile to the east.

Land Use policies

Lands comprising the existing settlement of Collinsville should be designated to accommodate commercial recreation land uses. Increasing demands for such uses will focus here when construction of improved access roads is complete and if development of one of the possible marina sites becomes feasible. Water-oriented commercial recreation development and a nearby marina would be highly complementary land uses.

The area designated in Figure 7 for commercial recreation land uses should be reserved for small—scale, water—oriented development. In addition to a marina, specific uses permitted should include restaurants, commercial lodging, retail shops to serve recreational uses of the area, boat sales, a boat launching ramp, and facilities for boat construction and repair. Residential uses on previously platted parcels should be permissible, however, residential development should not foreclose potential commercial recreation uses and marina development. -

Transportation policies

Of the three designated alternative marina locations, the preferred location, if it is found to be feasible in terms of dredging and channel maintenance costs, is the Collinsville Inlet. Advantages of this site include more direct road access, fewer conflicts with wetlands, good storm protection for boats, less land access interference with industrial activities, and closer proximity to complementary commercial recreation development.

Appendix C: Suisun Marsh Policy Addendum

Precise routing of necessary Collinsville Road improvements should await resolution of marina development plans.

Dedication provisions may be required in commercial shoreline development proposals to ensure the possibility of future public accessways to the waterfront.

Development Requirements

To the extent possible, existing pockets of wetland should be preserved through use of pile or pole types of construction. Such techniques will also promote continuation of the present and rather unique character of the settlement of Collinsville. Where elimination of wetland pockets is necessary to accommodate demands for commercial recreation uses, mitigation should be provided by the developer through assistance in the restoration of tidal action to lands in the Wetland Habitat Subarea which can become a more significant, integrated part of the Suisun Marsh system. Such offset marsh restoration could be done directly or by means of an in-lieu payment.

- Small—scale, water—oriented commercial recreation development can be introduced here in a manner which is compatible with the character of the Collinsville settlement, with its vista of the Sacramento River, its residential uses, and the few abandoned structures that exist there. Retention and proliferation of the roadside facades which provide the focusing effect of Collinsville as an approach and gateway to the river should be encouraged.

In order to protect the Collinsville townsite and at the same time avoid placing undue constraints upon the development of the area's principal permitted use, a buffer shall be established around the townsite. On the western side of the town-site, the buffer extends from the boundaries of the existing parcels outward to the eastern bank of the Collinsville Inlet. On the northern and eastern sides of the townsite, the buffer extends 500 feet from the boundaries of existing parcels. Within buffer areas, no major industrial buildings or structures can be constructed, nor will outdoor industrial storage be allowed. Areas within the buffer can be used for landscaping, parking, or commercial recreation. Docking facilities, minor industrial structures or other uses are also allowed when found by the County during project consideration to be compatible with townsite protection.

- North of Stratton Lane are two small cemeteries which have served the old townsite. A buffer around these two historical sites shall be required on surrounding industrial properties at the time of project consideration. The buffer can be provided by landscaping or by appropriate site plan design conditioned such that the impacts of development of adjoining industrial properties are minimized.

Agricultural Subarea

Land Use Policies

Certain passive recreational activities are permissible in the northwest portion of the designated agricultural area -west of Shiloh Road and south of Little Honker Bay Road. A number of open space recreational values are localized here including wetland habitats and opportunities for Suisun Marsh overlooks and Montezuma Slough oriented activities (boat launching, etc.). Recreational improvements should be encouraged, but should be limited to, wildlife observation/interpretation activities, boat launching facilities and necessary off-road parking. Lands within the recreational open space boundary should be managed and used in a manner which is compatible with the concurrent continuation of their existing agricultural use. The principal riparian habitats of the agricultural area should be protected against adverse effects associated with farming activities. In particular, adverse water quality and habitat impacts on the Sacramento River, Montezuma Slough, and Suisun Marsh must be avoided. Special attention should be given to the prevention of contamination of the Clank Hollow, Lucol Hollow, Hopkins Ravine, Toland Lane and other similar drainages. These drainages must be protected from runoff contamination by pesticides, fertilizers, and other agricultural materials and the resulting damage to downstream wetland habitats. Thus, no intensive agricultural uses should be permitted in these drainages unless measures are taken which will ensure against such contamination.

Planning and Regulatory Steps

Dedication Requirements

1. Dedication of public accessway easement shall be considered before or at the time of development and may be required by the County for access to the riverfront.
2. If a property owner so desires, wetland areas designated for preservation may be dedicated to an appropriate party to assure proper management of these areas in conjunction with the adjoining Suisun Marsh.