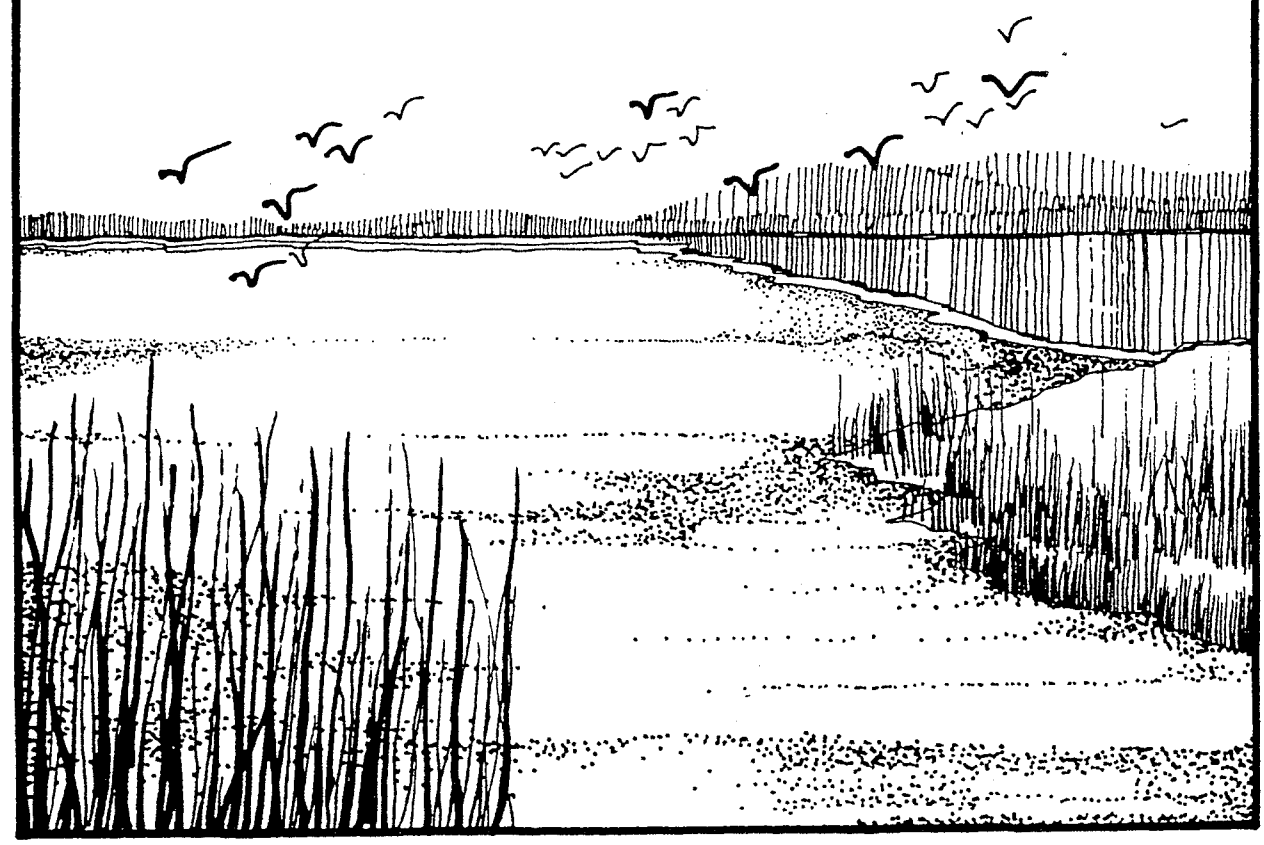
WHITE SLOUGH SPECIFIC AREA PLAN

City of Vallejo
and Solano County



CITY OF VALLEJO

DEVELOPMENT SERVICES DEPARTMENT

555 SANTA CLARA STREET • P.O. BOX 3068 • VALLEJO • CALIFORNIA • 94590-5934 • (707) 648-4326
FAX (707) 552-0163

RECEIVED
OCT 27 1999
SAN FRANCISCO BAY CONSERVATION & DEVELOPMENT COMMISSION

October 26, 1999

Mr. Steve McAdam
Deputy Executive Director
San Francisco Bay Conservation
and Development Commission
30 Van Ness Avenue, Suite 2011
San Francisco, CA 94102

SUBJECT: WHITE SLOUGH

Dear Steve:

On March 7, 1996, the Commission adopted Resolution 96-03 conditionally approving the White Slough Specific Area Plan prepared by the City of Vallejo and Solano County. Final approval was delayed until the City completed the amendment of its General Plan to implement the Specific Area Plan. This amendment has now been completed along with a series of rezonings, and the City is requesting final approval by BCDC's Executive Director pursuant to Resolution 96-03.

Regarding the amendment of the Vallejo General Plan, the City Council adopted Resolution No. 96-449 and amended the text of the Plan in December 1996 to include the following policies:

Waterfront Development Policy 2: Use the White Slough Specific Area Plan as the protection and development guide for the area consistent with the requirements of Assembly 719.

Street and Highway System Policy 1: State Route 37 should be expanded between Diablo Street and the Napa River Bridge as a four-lane divided highway consistent with the requirements of the White Slough Protection and Development Act.

Floodplain Hazards Policy 2: In the White Slough area, evaluate all new development, infrastructure improvements and enhancement projects for consistency with Assembly Bill 719, the White Slough Protection and Development Act.

On September 28, 1999, the City Council adopted Resolution No. 99-385 and amended the Land Use and Circulation Map of the Vallejo General Plan to be consistent with the White Slough Specific Area Plan. Copies of the 1996 and 1999 resolutions are attached.

Printed on Recycled Paper

In addition, on September 28, 1999, the City Council adopted Resolution No. 99-386 and amended the Zoning Ordinance Map for the properties within the White Slough planning area. The amendment was consistent with the Vallejo General Plan and the White Slough Specific Area Plan. The new zoning designations will become effective on November 4, 1999. Copies of the resolution and the enacting ordinance are also attached.

With these actions by the City Council, I believe we have satisfied the Commission's condition of approval. On behalf of the City, I request final approval of the White Slough Specific Area Plan to facilitate the permitting process by Caltrans for the highway improvements and by Vallejo Sanitation and Flood Control District for the sewer relocation project.

Thank you for consideration of this request. If I can provide any additional information, please let me know.

Sincerely,

ANN MERIDETH
Development Services Director

Cc: Katie Yim, Caltrans District 4
Charles Mosley, Vallejo Sanitation and Flood Control District

RESOLUTION NO. 96-449 N.C.

BE IT RESOLVED by the Council of the City of Vallejo as follows:

WHEREAS, on November 4, 1996, the Planning Commission held a public hearing on the proposed Negative Declaration and General Plan Amendment #96-06, and voted 7-0 to recommend that the City Council adopt the Negative Declaration and approve General Plan Amendment #96-06; and

WHEREAS, on December 10, 1996, the City Council held a public hearing on the proposed Negative Declaration and General Plan Amendment #96-06, and all interested persons were given the opportunity to provide comments; and

WHEREAS, based on all the evidence in the record, the City Council did find that:

1. General Plan Amendment #96-06 will not have a significant adverse effect on the environment.

2. General Plan Amendment #96-06 is consistent with the remainder of the Vallejo General Plan.

Now, therefore

BE IT RESOLVED, that the City Council does hereby adopt the Negative Declaration.

BE IT FURTHER RESOLVED, that the City Council does hereby approve General Plan Amendment #96-06.

ADOPTED by the Council of the City of Vallejo at a regular meeting held on December 10, 1996, by the following vote:

AYES:	Mayor Exline, Councilmembers Donahue, Hicks, Martin, Patchell, Stafford and Villanueva
NOES:	None
ABSENT:	None

/s/Gloria Exline
GLORIA EXLINE, MAYOR

ATTEST: /s/Allison Villarante
ALLISON VILLARANTE, CITY CLERK

gpa9606.res

RESOLUTION NO. 99-385 N.C.

BE IT RESOLVED by the City Council of Vallejo as follows:

WHEREAS, Assembly Bill 719, known as the White Slough Protection and Development Act, was enacted in 1990, and this legislation required the City of Vallejo and Solano County to prepare a specific area plan to address the many issues in the White Slough area, including habitat protection, improvement of State Route 37, and land use; and

WHEREAS, on November 28, 1995, the City Council certified the White Slough Specific Area Plan Final Master Environmental Impact Report for the seven elements of the Plan; and

WHEREAS, on November 28, 1995, the City Council adopted the Project Findings and Statement of Overriding Considerations related to the White Slough Specific Area Plan; and

WHEREAS, on November 28, 1995, the City Council approved the White Slough Specific Area Plan; and

WHEREAS, subsequently, the White Slough Specific Area Plan was approved by the Solano County Board of Supervisors on January 9, 1996 and conditionally approved by the San Francisco Bay Conservation and Development Commission on March 7, 1996; and

WHEREAS, General Plan Amendment #98-03 proposes to change the land use designations within the White Slough Planning Area from "Wetlands", "Employment", "Retail", "High Density Residential" and "State Highway" to "Wetlands", "Employment", "Retail", "High Density Residential", "Waterfront Commercial" and "State Highway/Interchange" as shown in Exhibit A; and

WHEREAS, on September 8, 1999, the Planning Commission held a public hearing, considered the proposed land use designations, and all evidence presented to it, and voted 6-0, with one member absent, to recommend that the City Council approve General Plan #98-03; and

WHEREAS, on September 28, 1999, the City Council held a public hearing on General Plan Amendment #98-03; and

WHEREAS, after hearing all qualified and interested persons and receiving and considering all relevant evidence, does now find and determine as follows:

1. The City of Vallejo is the lead agency identified in the White Slough Specific Area Plan Final Master Environmental Impact Report, and the City is the lead agency for General Plan Amendment #98-03 as the subsequent project.

2. The City of Vallejo prepared an initial study for General Plan Amendment #98-03 and, based on this initial study as well as the analysis in the Planning Commission staff report dated September 8, 1999 and other evidence in the record, it was determined that General Plan Amendment #98-03 will not result in additional significant environmental effects, will not require new additional mitigation measures or alternatives, and that General Plan Amendment #98-03 is within the scope of the White Slough Specific Area Plan Final Master Environmental Impact Report.

3. General Plan Amendment #98-03 is consistent with the General Plan as discussed in the Planning Commission staff report dated September 8, 1999.

4. General Plan Amendment #98-03 is consistent with the White Slough Specific Area Plan as discussed in the Planning Commission staff report dated September 8, 1999.

Now, therefore,

BE IT RESOLVED that the City Council does hereby approve General Plan Amendment #98-03, as shown in Exhibit A attached hereto.

ADOPTED by the Council of the City of Vallejo at a regular meeting held on September 28, 1999, by the following vote:

AYES: Mayor Exline, Councilmembers Donahue, Hicks, Rey, Martin , Pitts and Schivley

NOES: None

ABSENT: None

//s//
GLORIA EXLINE, MAYOR

ATTEST: //s//
ALLISON VILLARANTE, CITY CLERK

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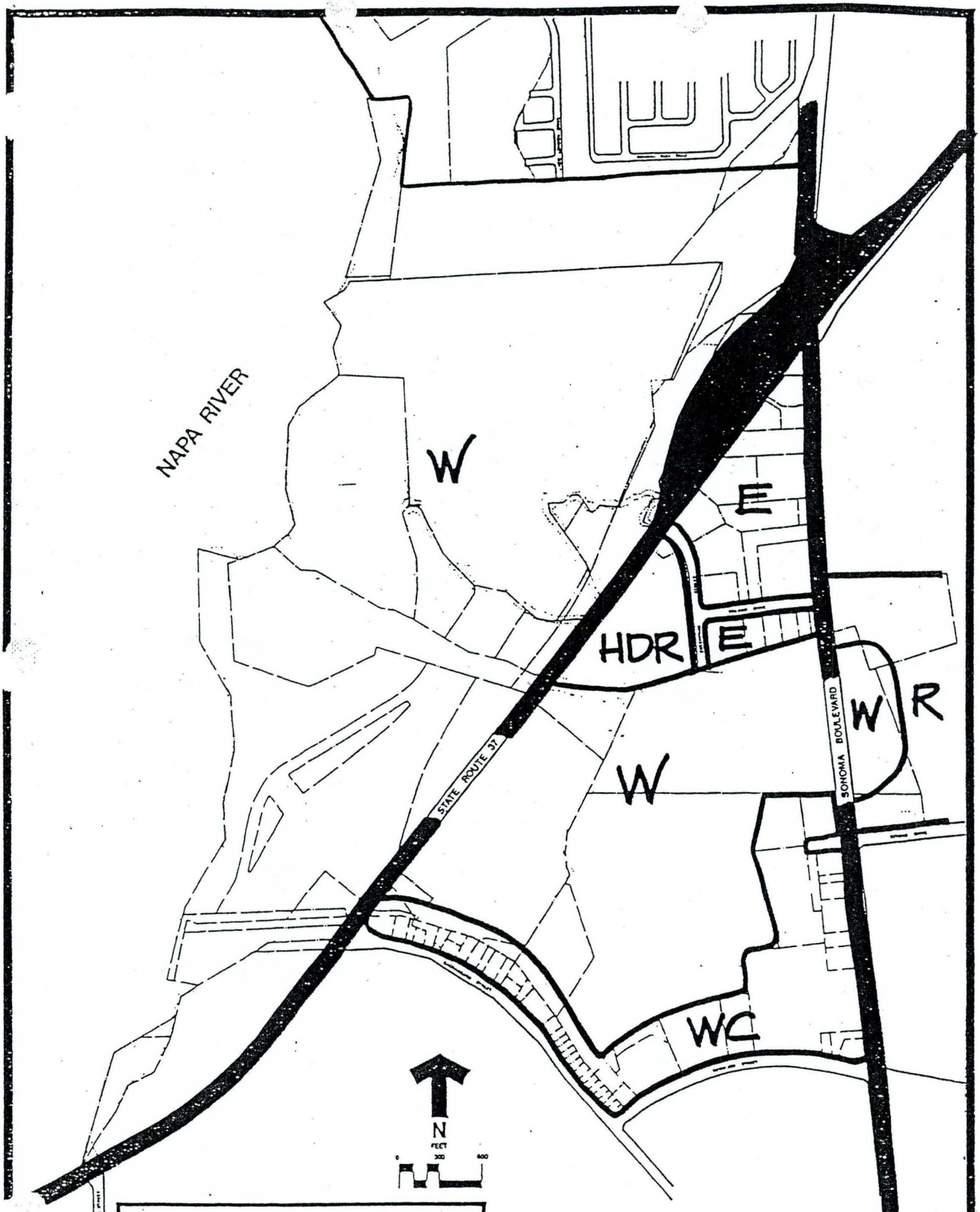

WHITE SLOUGH AREA
Vallejo, California

EXHIBIT A

General Plan Amendment #98-03

00099

RESOLUTION NO. 99-386 N.C.

WHEREAS, Assembly Bill 719, known as the White Slough Protection and Development Act, was enacted in 1990, and this legislation required the City of Vallejo and Solano County to prepare a specific area plan to address the many issues in the White Slough area, including habitat protection, improvement of State Route 37, and land use; and

WHEREAS, on November 28, 1995, the City Council certified the White Slough Specific Area Plan Final Master Environmental Impact Report for the seven elements of the Plan; and

WHEREAS, on November 28, 1995, the City Council adopted the Project Findings and Statement of Overriding Considerations related to the White Slough Specific Area Plan; and

WHEREAS, on November 28, 1995, the City Council approved the White Slough Specific Area Plan; and

WHEREAS, subsequently, the White Slough Specific Area Plan was approved by the Solano County Board of Supervisors on January 9, 1996 and conditionally approved by the San Francisco Bay Conservation and Development Commission on March 7, 1996; and

WHEREAS, Zoning Map Amendment #98-05 proposes to rezone certain properties in the White Slough Planning Area from IU, Intensive Use, CL, Linear Commercial, CP, Pedestrian Commercial, and HDR, High Density Residential, to MUPD, Mixed Use Planned Development, and RC, Resource Conservation, as shown in Exhibit A ; and

WHEREAS, on September 8, 1999, the Planning Commission held a public hearing on Zoning Map Amendment #98-05, considered the proposed zoning changes and all the evidence presented to it, and voted 6-0, with one member absent, to recommend that the City Council approve Zoning Map Amendment #98-05; and

WHEREAS, on September 28, 1999, the City Council held a public hearing on Zoning Map Amendment #98-05; and

WHEREAS, after hearing all qualified and interested persons and receiving and considering all relevant evidence, the City Council does now find and determine as follows:

1. The City of Vallejo is the lead agency identified in the White Slough Specific Area Plan Final Master Environmental Impact Report, and the City is the lead agency for Zoning Map Amendment #98-05 as the subsequent project.

2. The City of Vallejo prepared an initial study for Zoning Map Amendment #98-05 and, based on this initial study as well as the analysis in the Planning Commission staff report dated

September 8, 1999 and other evidence in the record, it was determined that Zoning Map Amendment #98-05 will not result in additional significant environmental effects, will not require new additional mitigation measures or alternatives, and that Zoning Map Amendment #98-05 is within the scope of the White Slough Specific Area Plan Final Master Environmental Impact Report.

3. Zoning Map Amendment #98-05 is consistent with the General Plan as discussed in the Planning Commission staff report dated September 8, 1999.

4. Zoning Map Amendment #98-05 is consistent with the White Slough Specific Area Plan as discussed in the Planning Commission staff report dated September 8, 1999.

Now, therefore,

BE IT RESOLVED that the City Council does hereby approve Zoning Map Amendment #98-05.

BE IT FURTHER RESOLVED that the City Council holds on first reading an ordinance, attached hereto as Exhibit A, implementing Zoning Map Amendment #98-05.

ADOPTED by the Council of the City of Vallejo at a regular meeting held on September 28, 1999, by the following vote:

AYES: Mayor Exline, Councilmembers Donahue, Hicks, Rey, Martin, Pitts and Schivley

NOES: None

ABSENT: None

//s//
GLORIA EXLINE, MAYOR

ATTEST: //s//
ALLISON VILLARANTE, CITY CLERK

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ORDINANCE NO. 1424 N.C. (2d)

AN ORDINANCE AMENDING ORDINANCE NO. 558 N.C. (2d), AS AMENDED, ENTITLED THE ZONING ORDINANCE OF THE CITY OF VALLEJO, TO REZONE CERTAIN PROPERTIES WITHIN THE WHITE SLOUGH PLANNING AREA

THE COUNCIL OF THE CITY OF VALLEJO DOES ORDAIN AS FOLLOWS:

SECTION 1. The Districts and Zoning Map Section of Ordinance No. 558 N.C. (2d) entitled the Zoning Ordinance of the City of Vallejo adopted September 29, 1989, as amended, and Chapter 16.08 of the Vallejo Municipal Code are hereby further amended, and said amendment is shown on the map entitled, "The Zoning Map of the City of Vallejo", which map by reference is made a part of Ordinance No. 558 N.C. (2d).

The real property affected by this amendment is located on certain properties within the White Slough Planning Area. This amendment was made by virtue of Zoning Map Amendment #98-05 and imposes the zoning designations as described in Exhibit 1 attached hereto.

A true copy of said Zoning Map is on file in the Office of the City Clerk of the City of Vallejo in City Hall, 555 Santa Clara Street, Vallejo, for use and examination by the public. The resolution referred to above is on file in the Clerk's Office, and is available for public inspection.

SECTION 2. This ordinance shall take effect and be in full force and effect from and after thirty (30) days after its final passage.

ADOPTED by the Council of the City of Vallejo at a regular meeting held on October 5, 1999, by the following vote:

AYES: Mayor Exline, Councilmembers Donahue, Hicks, Rey, Martin, Pitts and Schivley

NOES: None

ABSENT: None

//s//
GLORIA EXLINE, MAYOR

ATTEST: //s//
ALLISON VILLARANTE, CITY CLERK

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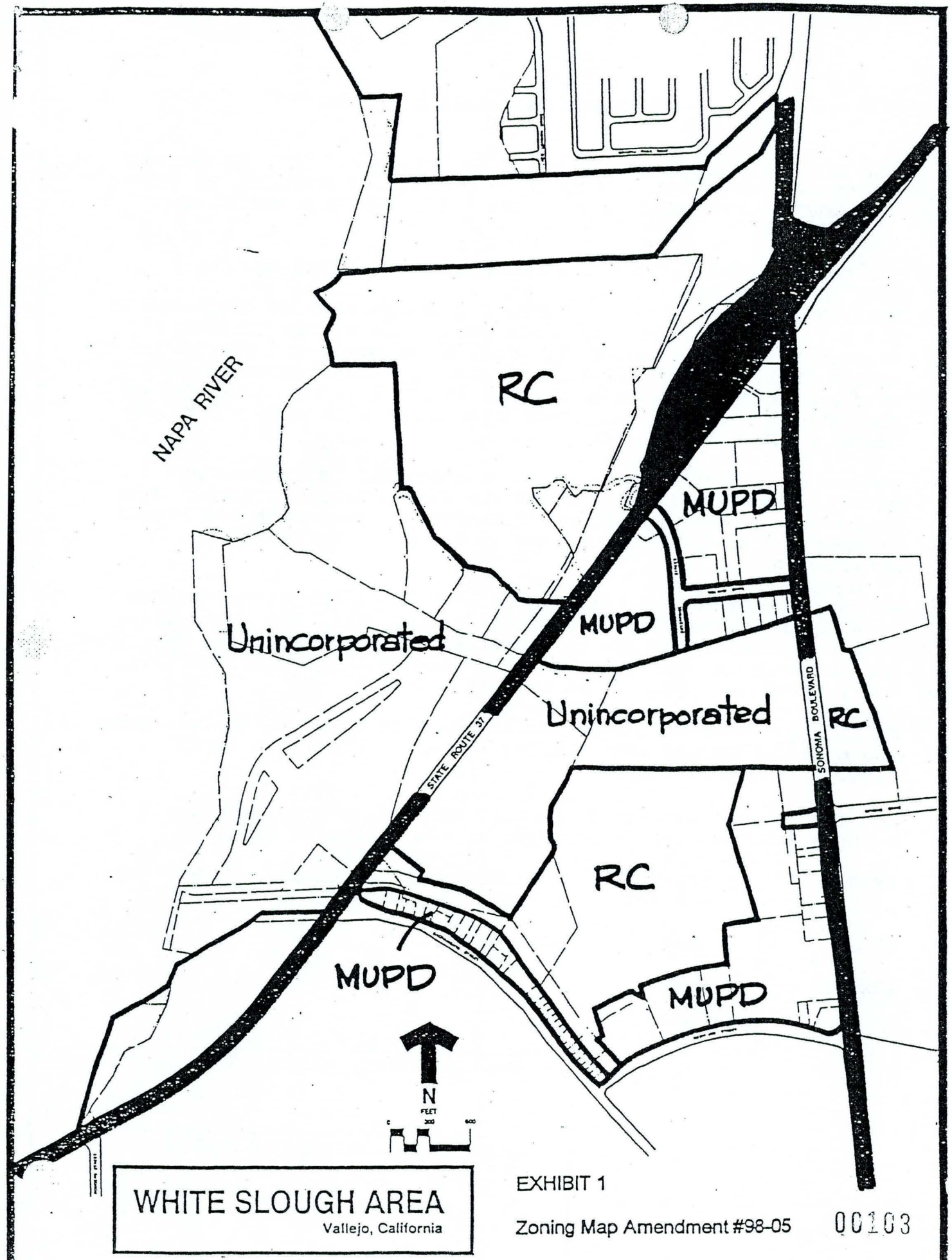

WHITE SLOUGH AREA
Vallejo, California

EXHIBIT 1

Zoning Map Amendment #98-05

00103

City of Vallejo
and Solano County

WHITE SLOUGH SPECIFIC AREA PLAN

Approved by the City of Vallejo
City Council
on November 28, 1995

Approved by the Solano County
Board of Supervisors
on January 9, 1996

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1.0 INTRODUCTION

It is in the public interest to devise a resolution of these significant problems that is specific to the area of White Slough.

- White Slough Protection and Development Act

The White Slough area has long been a source of concern and sometimes controversy for the Vallejo community, local, federal, state, and regional agencies, and the Bay Area environmental community. The most significant issues have been the improvement of State Route 37, preservation of wetland habitat, and mitigation of flooding, air quality, water quality and visual impacts. However significant these concerns and controversies have been, most will agree that this area has tremendous value and potential for the community, the Bay Area, and all of California. It was in recognition of this value and potential that Assembly Bill 719, the White Slough Protection and Development Act, was enacted in 1990. AB 719 provides a unique avenue for resolution of all the issues by mandating an integrated and coordinated approach to the planning of improvements within the area while enhancing the ecological value of the area.

The legislation requires the preparation and approval of the White Slough Specific Area Plan by the City of Vallejo and Solano County and ultimately approval by the San Francisco Bay Conservation and Development Commission. The Plan is to provide for the protection and enhancement of habitat value, and the improvement of transportation, flood control, and other infrastructure facilities. Once approved, it will become the overall policy document for subsequent environmental and detailed project decisions by local, regional, state, and federal agencies.

Through the cooperative efforts of many agencies, organizations, and individuals, this White Slough Specific Area Plan has been produced. It offers findings, policies, and project parameters that form a blue print for cooperatively and imaginatively resolving the White Slough issues through seven interdependent projects. These projects are: habitat enhancement; State Route 37 improvements; flood control improvements; provision of public access; land use changes; sanitary sewer relocation; and surface street improvements. It is the interdependence which results in the whole -- the Plan -- being greater than the sum of the individual projects in satisfying the objectives for the White Slough area:

- Improve the circulation on the regionally and locally significant State Route 37 and through this area of Vallejo by reducing traffic congestion on State Route 37 and local streets.

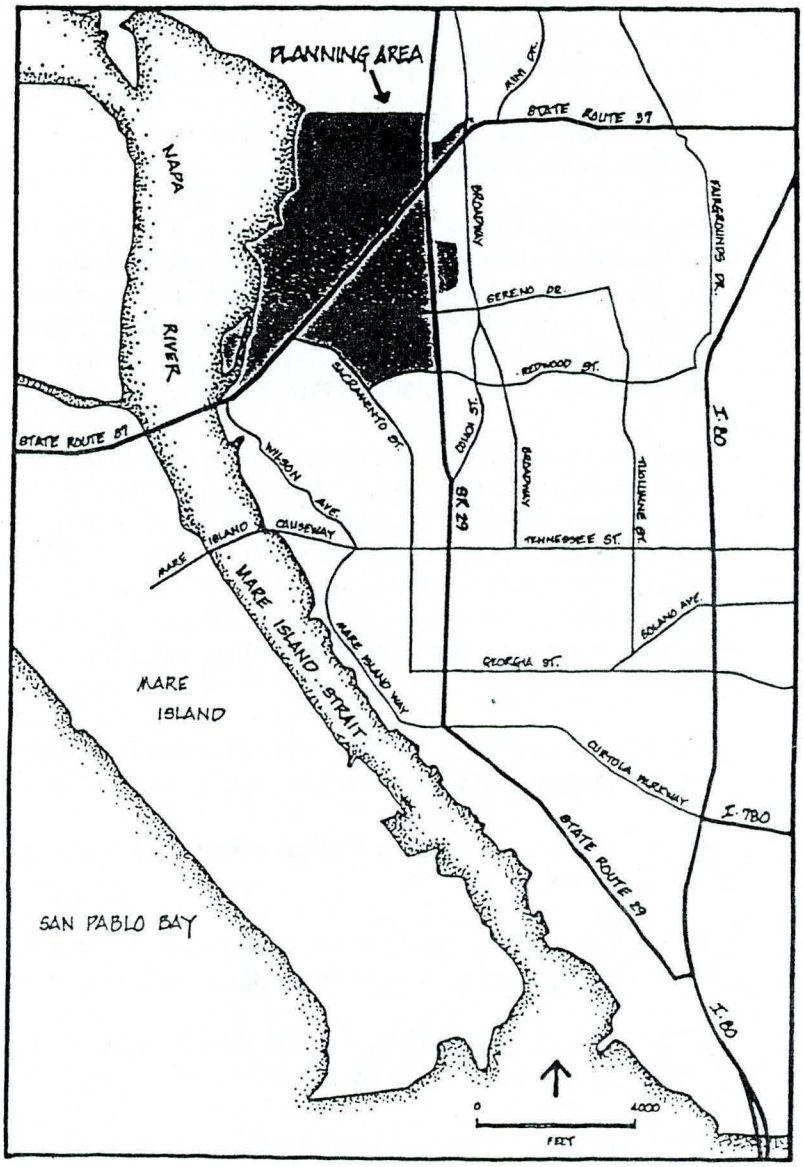
- Enhance, preserve and permanently protect the wetland habitat and other natural resources in the area.

- Establish a net increase of wetland habitat by mitigating the ratios required by the White Slough Protection and Development Act (Assembly Bill 719).

- Mitigate existing significant flooding hazards that threaten the safety and welfare of adjacent residents and businesses.

- Provide shoreline public access, which does not conflict with wetland protection, to the White Slough planning area for recreational and educational purposes.

- Relocate, if necessary, the existing sewer facilities in the area to prevent infiltration of tidal waters and damage to wetland habitat from water pollution.
- Mitigate the existing significant air quality impacts which result from inadequate flushing of the wetland areas and which degrade the environment for area residents and businesses.
- Enhance and develop the White Slough planning area as an asset to the City of Vallejo, Solano County and the Bay Area.
- Address the frustration and uncertainty of area property owners and minimize impacts of the projects on area residents and businesses.



Plan Illustration 1: General White Slough Planning Area Location

2.0 PLAN OVERVIEW

2.1 GENERAL FINDINGS

- The White Slough area comprises a valuable natural and urban resource, provides diverse habitat for waterfowl and endangered species, includes degraded areas which can be improved for both wildlife and the public, and is adjacent to developed areas that need adequate transportation and protection from flooding.

- The area owners have been unable or unwilling to sell or improve their properties due to the many issues confronting the area. These issues include: uncertainty about the final alignment of SR 37 and the interchanges; hazards from potential flooding; poor air quality from algal blooms in South White Slough; inability to use wetlands, but no agency or sponsor is willing yet to acquire the wetlands. The inability or reluctance to take any action has led to the deterioration of the image of this major gateway into Vallejo.

- The extraordinary circumstances currently existing in the White Slough area were caused by the breaching of the Napa River levee, and it is in the public interest to devise a resolution to these significant problems specific to this area.

- It is in the public interest to provide flood protection to the residents and property surrounding White Slough, to relocate or mitigate, as necessary, the submerged sewer lines in the area, and to enhance the ecological values of the area south of SR 37, even though those improvements require some fill in wetland habitat.

- The ultimate enhancement and protection of South White Slough is at the heart of all White Slough issues and should be the bases for the protection and development policies for the entire planning area.

2.2 GENERAL POLICIES

- The projects described in the Plan shall be the least environmentally damaging, but feasible alternatives.

- Each of the projects shall maximize the Plan's objectives to the extent feasible.

- The projects shall comply with all state and federal natural resource protection regulations, including the Clean Water Act and the Rivers and Harbors Act, if applicable.

- The projects shall meet applicable local, state, and federal construction standards and requirements.

2.3 SUMMARY OF THE PLAN ELEMENTS

Habitat Enhancement

The habitat enhancement project is based on muted tidal action into South White Slough from North White Slough and the Napa River. Tidal action will be achieved through eight culverts or other mechanism in the fill supporting State Route 37. Tidal flow through the openings will be controlled by gates. The culverts will be controlled to maintain adequate flushing action during seasonal operation while providing adequate flood protection. The increase in tidal action will improve water circulation and quality and will enhance habitat in South White Slough overall. The habitat in North White Slough will benefit from the significant reduction in human intrusion resulting from the SR 37 improvements.

State Route 37 Improvements

The highway improvements have three sections. The western section, between the eastern edge of the Napa River Bridge and Austin Creek, will include an above-grade full access interchange at Wilson and full access to Sacramento via an overcrossing connecting to Wilson.[1] The central roadway section from Austin Creek to Enterprise Street will be modified to add two lanes on fill which will accommodate the culverts for tidal action into South White Slough. The width of the highway in this section will be the minimum practicable. No mobile home units or other residential units will be lost.[2] The eastern section includes the SR 37 / SR 29 interchange, and will include the ramp that is closest to North White Slough on a viaduct and the rest of the ramps on fill.[3] The highway improvements will require no more than 13 acres total of wetland fill.

Flood Control

The flood control mechanisms are based on muted tidal action. Austin Creek will be modified to allow overflows into South White Slough during high flow events. South White Slough will become a basin controlled by eight tidal gates at SR 37. Levees and floodwalls will be constructed around the perimeter of the basin. Adjacent upland areas will be provided 100-year flood protection. These levees and floodwalls will require 3.0 acres of fill.

Public Access

Public access will be provided to most of South White Slough through staging areas, observation areas, and trails. These facilities will be designed to protect sensitive habitat areas. The trails will be located on the flood control levees with a bike lane on the south side of SR 37, except there will be a boardwalk adjacent to the mobile home park. Aside for the fill required for the flood control project, the public access project will require an additional one acre of fill. There will be no public access to the North White Slough wetland areas provided as part of the highway improvements.

---

[1] This section is identified as "Option 2" in the *Final White Slough Specific Area Plan Master Environmental Impact Report* (MEIR), November 1995.

[2] This section is within the design parameters described as "Central Fill" in the *MEIR*. It is the environmentally preferred alternative in the *MEIR*.

[3] This section is identified as "Option 2" in the *MEIR*.

Land Use

The City limit boundaries will be adjusted so that all the planning areas north of improved SR 37 will become part of the unincorporated County area. These lands will remain as wetlands and designated as permanent open space. All lands south of SR 37 will be incorporated into the jurisdiction of the City where such annexation is consistent with the requirements of the State Lands Commission. These lands will be designated for permanent open space, and adjacent upland areas will be designated for urban uses that will complement and support the wetland areas.

Sanitary Sewer Relocation

The two existing lines north of SR 37 will be relocated or mitigated in place, as necessary, to prevent water pollution impacts to wetland habitat. The existing line that runs parallel to SR 37 will be relocated as part of the highway improvements.

Surface Street Improvements

Aside from improvements that will be made in conjunction with SR 37, Sacramento Street will be widened and enhanced with standard street improvements, such as curbs, gutters, sidewalks, and street trees. Similar improvements will be made to Enterprise Street and the terminus of Sereno Drive. Sonoma Blvd. (State Route 29) will be widened to eight lanes.

2.4 CONSISTENCY WITH THE WHITE SLOUGH PROTECTION AND DEVELOPMENT ACT (AB 719)

The projects described in this Plan are consistent with the requirements of AB 719.[4]

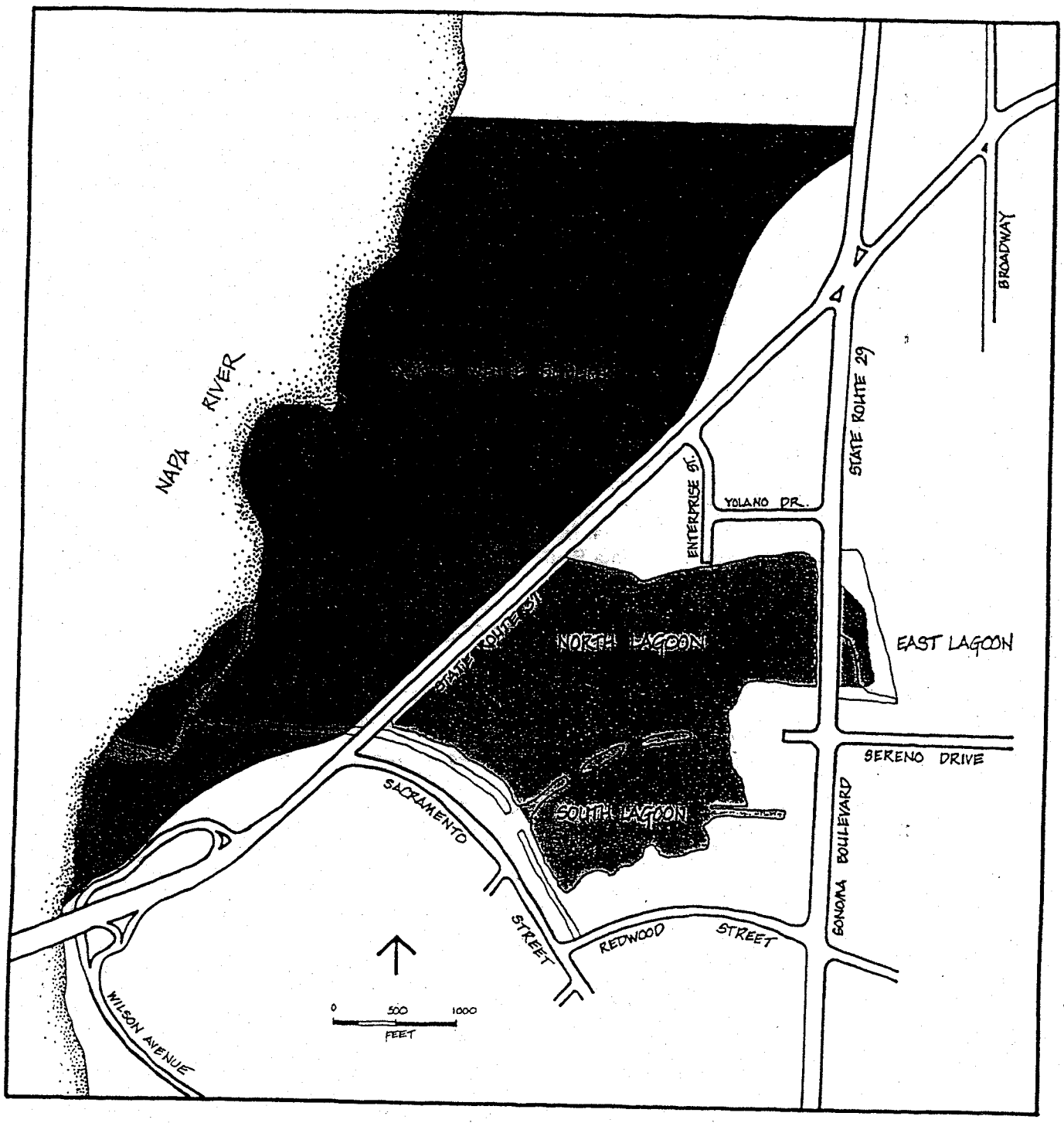
- *Permanent protection of at least 336 acres of tidal wetlands within (North) White Slough and 132 acres of tidally influenced wetlands in South White Slough.*

  Approximately 379 acres of wetlands (353 acres of tidal and 26 acres of freshwater) in North White Slough will be permanently protected through appropriate land use designations and acquisition and maintenance by public agencies and/or non-profit groups. Similarly, approximately 144 acres of wetland habitat will be permanently protected in South White Slough. This includes 136 acres of tidal in the North and South Lagoons, five acres of brackish and mixed in East Lagoon, and three acres of seasonal freshwater in Austin Creek.

- *Provide for the minimum amount of fill, not to exceed 13 acres, necessary to widen State Route 37 to a four-lane highway and construct interchanges between SR 37 and SR 29 and Sacramento Street.*

  The highway improvements include widening the roadway between Sacramento Street to Sonoma Blvd. (SR 29) to four lanes and interchanges at Sacramento Street / Wilson Avenue and at SR 29. The total amount of fill in wetland habitat for these improvements is no more than 13 acres.

[4] Section 66679 (b) of the *Government Code*.



Plan Illustration 2: Wetland Areas Protected by the Implementation of the Plan

- *Provide flood protection for upland areas.*

  The flood control improvements in conjunction with muted tidal action into South White Slough will provide 100-year level flood protection to South White Slough and adjacent upland areas while maximizing tidal exchange.

- *Provide for suitable water quality.*

  The muted tidal action from the Napa River and North White Slough into South White Slough will increase water circulation and water quality. It will increase fish habitat and emergent vegetation to overall improve the habitat value in the area. The additional tidal action will also reduce algal blooms and air quality impacts.

- *Provide for wetland enhancement for all tidally influenced areas of South White Slough, including a program for the acquisition, enhancement, and permanent preservation of those areas.*

  The Plan includes an implementation strategy that includes the identification of a enhancement project sponsor and the development of an acquisition and maintenance program.

- *Further no other feasible measures were identified during the environmental review process which have fewer environmental impacts and which accomplish the goals of AB 719.*

  The Administrative Draft White Slough Specific Area Plan (September 1994) identified a number of options or alternatives for some of the projects, including habitat enhancement and highway improvements. These alternatives, in turn, were analyzed in the Master Environmental Impact Report and are listed below. Based on the information in the MEIR and additional information that is part of the record for the Plan and MEIR, it has been found that all the alternatives listed below, with the exception of the projects described in this Plan, are infeasible and less desirable. The reasons for these findings include no elimination of significant impacts, the potential for additional significant impacts, the need for additional mitigation, and/or no increase in benefits to the community or the environment. The complete text of the findings is in Appendix 4.

  - The No Project Alternative
  - Habitat Enhancement / Flood Control - Full Tidal Action in a Portion of South White Slough
  - Habitat Enhancement / Flood Control - Full Tidal Action in Entire South White Slough
  - State Route 37 Alternative I - Central Roadway Section on Fill South of the Highway
  - State Route 37 Alternative I - Central Roadway Section on Fill North of the Highway

- State Route 37 Alternative II - Central Roadway Section on a Full Viaduct
- State Route 37 Alternative III - Central Roadway Section on a Partial Viaduct North of the Highway
- State Route 37 Alternative III - Central Roadway Section on a Partial Viaduct South of the Highway
- State Route 37 - Western Roadway Section Options 1 and 3
- State Route 37 - Eastern Roadway Section Option 1
- Combined Element Alternative - Central Roadway Section on Fill on the North Side and Viaduct on the South Side with Full Tidal Action in a Portion of the Slough ("Strategic Planning Committee Alternative")

3.0 PLAN BACKGROUND

3.1 PLANNING AREA OVERVIEW

The White Slough planning area is bounded generally by the Napa River to the west, the California Meadows residential area to the north, Sonoma Boulevard (State Route 29) and Broadway to the east, and Redwood and Sacramento Streets to the south. These boundaries encompass approximately 780 acres. State Route 37, connecting US 101 and Interstate 80, bisects the area; northwesterly of the highway are about 415 acres, and southeasterly of the highway are 365 acres. Approximately half of the area is within Vallejo city limits, while the remaining area is unincorporated within Vallejo's Sphere of Influence.

Much of the area contains tidally influenced wetlands. North of the highway are wetlands that are generally undisturbed by human intrusion, except for some hunting and fishing and some urban development such as the commercial area near the SR 37 / SR 29 intersection. Sensitive plant and animal species can be found in this area. The wetlands south of the highway are disturbed, particularly along the edge of tidal action. Activities such as illegal filling and dumping have impacted the environmental and aesthetic quality of the area.

The developed portions of the area contain a diverse array of land uses, including residential, commercial, light industrial, and utility facilities. These uses are located primarily along Sacramento and Redwood Street, Sonoma Boulevard, SR 37 east of Olympia Mobilodge, and around Enterprise Street and Yolano Drive. This development paints a complicated visual picture at one of the major entries to the City of Vallejo. The ownership pattern on both sides of the highway is a mix of public and private.

3.2 HISTORY OF THE PLANNING AREA

The pertinent history of the area began around the turn of the century when levees were constructed along the Napa River. This practice of reclaiming wetlands for agriculture was common throughout the San Francisco Bay Area. The levees were maintained by the benefitted property owners. In the 1960's and early 1970's, the U.S. Army Corps of Engineers repaired the breaches in the levee in the vicinity of White Slough. However, during the late 1970's, the levee along the Napa River failed again when several breaches occurred. The Corps did not repair the breaches nor did the affected property owners. The result was the inundation of the area by tidal action, the creation over time of the wetlands that exist today, and the movement of the area into the jurisdiction of the San Francisco Bay Conservation and Development Commission (BCDC).

Extremely high tides and heavy rainfall in 1982 and 1983 combined to cause substantial flooding within developed portions of the area south of SR 37. In response, the City constructed a temporary levee along the northern side of the highway. Since then, only limited development activity has occurred on the uplands within the area.

The California Department of Transportation's (Caltrans) interest in the area goes back many years when it first planned the improvement of SR 37 to full freeway status between Sage Street near Interstate 80 and the Napa River Bridge. This section of the highway has been long been considered to be a traffic congestion problem by Caltrans, the City and the motorists who

use this roadway. Initially, the project was to place the improvements well north the current alignment. Early in 1985, the improvements were divided into two projects: the first between Sage Street and Mini Drive, and the second between Mini Drive and the Napa River Bridge. The first project was completed in 1992.

The original alignment for the second project was ambitious. Substantial impacts to existing development would have resulted, including the loss of residences and businesses in the northeasterly quadrant of the SR 37 / SR 29 intersection. It would have also resulted in the loss of approximately 45 acres of wetlands. An alternative to the original alignment was developed which attempted to mitigate some of these potential impacts. It proposed not to take any residences; however, a substantial area of wetlands, 22 acres (approximately 13 acres of which were tidal or tidally influenced), would still need to be filled. This revision was still unacceptable to the resource agencies. It was at this point that the current planning process described below began in earnest.

3.3 HISTORY OF THE PLANNING PROCESS

The White Slough planning area has long been an important part of Vallejo's land use policy. Vallejo's current General Plan contains several goals and policies which relate to the improvement of the White Slough area (Appendix 1). More specifically, the General Plan requires the adoption of a specific plan to ensure the various goals and policies are met. Like the City, Solano County has considered White Slough an important resource in the County's plans for open space and recreation (Appendix 1).

The City established the White Slough Task Force in 1988 with the assistance of BCDC to help develop a solution to the area's many issues. The Task Force included agencies, property owners and environmental groups with jurisdiction or interest in the planning area. The City, with the help of the Task Force, developed a proposal for a White Slough Specific Plan. The proposal recognized that the wetland habitat should be preserved but that improvements to SR 37 and mitigation of flooding hazards were also necessary. The proposal became the basis for a grant from the California Coastal Conservancy to the City to prepare an enhancement plan for White Slough. The Enhancement Plan became the basis for the 1991 draft White Slough Specific Plan and for this current Specific Area Plan.

In an attempt to work out the issues surrounding the highway improvements and wetlands, staff from BCDC, Caltrans and the City worked with Assemblyman Tom Hannigan to draft legislation (AB 719) known as the White Slough Protection and Development Act. This legislation was enacted in 1990 to coordinate the planning effort in and around the White Slough area with the development of a specific area plan by the City of Vallejo and Solano County. In exchange for this effort, the legislature would allow some wetlands (a maximum of 13 acres of wetlands) to be filled for highway improvements, if BCDC approves the plan. The result would include an improved environmental setting and a four-lane freeway through this part of Vallejo.

The City and County developed a draft Specific Plan in 1991. This plan concentrated on wetlands enhancement, jurisdictional changes, and development standards. The document included a Proposed Negative Declaration, a statement that the implementation of the Specific Plan would not have a significant effect on the environment. The plan and Negative Declaration were circulated for public review, and generated few comments. However, the City and BCDC determined approval of the Plan should not proceed until Caltrans further defined the SR 37 improvements.

In 1993 Caltrans requested the City to form a Strategic Planning Committee (SPC) to assist in defining a range of highway alternatives to be studied and to help reach consensus for the project. The SPC was formed by the City, and it consisted of local, state, and federal elected officials, agencies, and representatives of business, environmental and neighborhood interests. A Technical Advisory Committee (TAC) was formed with various agency staff to offer information on technical issues.

The SPC and TAC focused their efforts on providing an avenue for public input and on reviewing options for the Specific Area Plan elements. After a public forum and number of meetings which were open to the public, a revised Specific Area Plan was produced. The administrative draft, which identified seven elements and project options for each, was accepted by the Vallejo City Council and the Solano County Board of Supervisors in late 1994.

A Master Environmental Impact Report (MEIR) was prepared to address the impacts -- both adverse and beneficial -- that could result from the project options identified in the administrative draft Plan. Based on the information in the Final MEIR, this Plan was prepared to describe the preferred alternative for each of the seven projects.

The Vallejo City Council approved the Specific Area Plan on November 28, 1995. The Solano County Board of Supervisors approved the Specific Area Plan on January 9, 1996.

4.0 PLAN ELEMENTS

4.1 HABITAT ENHANCEMENT

Findings

- It is estimated that 90-95 percent of the wetlands in California have been lost to development. Only 0.4 percent of the state's acreage remains as wetland habitat.

- Wetlands contribute to the quality of an area by providing habitat for a diversity of plant and animal species, improving water quality, providing recreational and educational opportunities, and enhancing the aesthetics.

- The total amount of wetlands and waters within the White Slough planning area is approximately 523 acres. This includes tidal wetlands, freshwater wetlands, tidal waters, brackish water and mixed wetlands, and seasonal freshwater waters.

- The existing wetlands in South White Slough depend on the hydrological connection to North White Slough and the Napa River; however, this connection is constricted by four pipe culverts within the SR 37 embankment. Therefore, South White Slough has extremely limited tidal action that causes poor water quality, strong odors, and reduced flood protection.

Policies

- The habitat enhancement project shall include the permanent protection and enhancement of at least 379 acres of tidal wetlands within North White Slough and 144 acres of wetlands in the area south of SR 37.

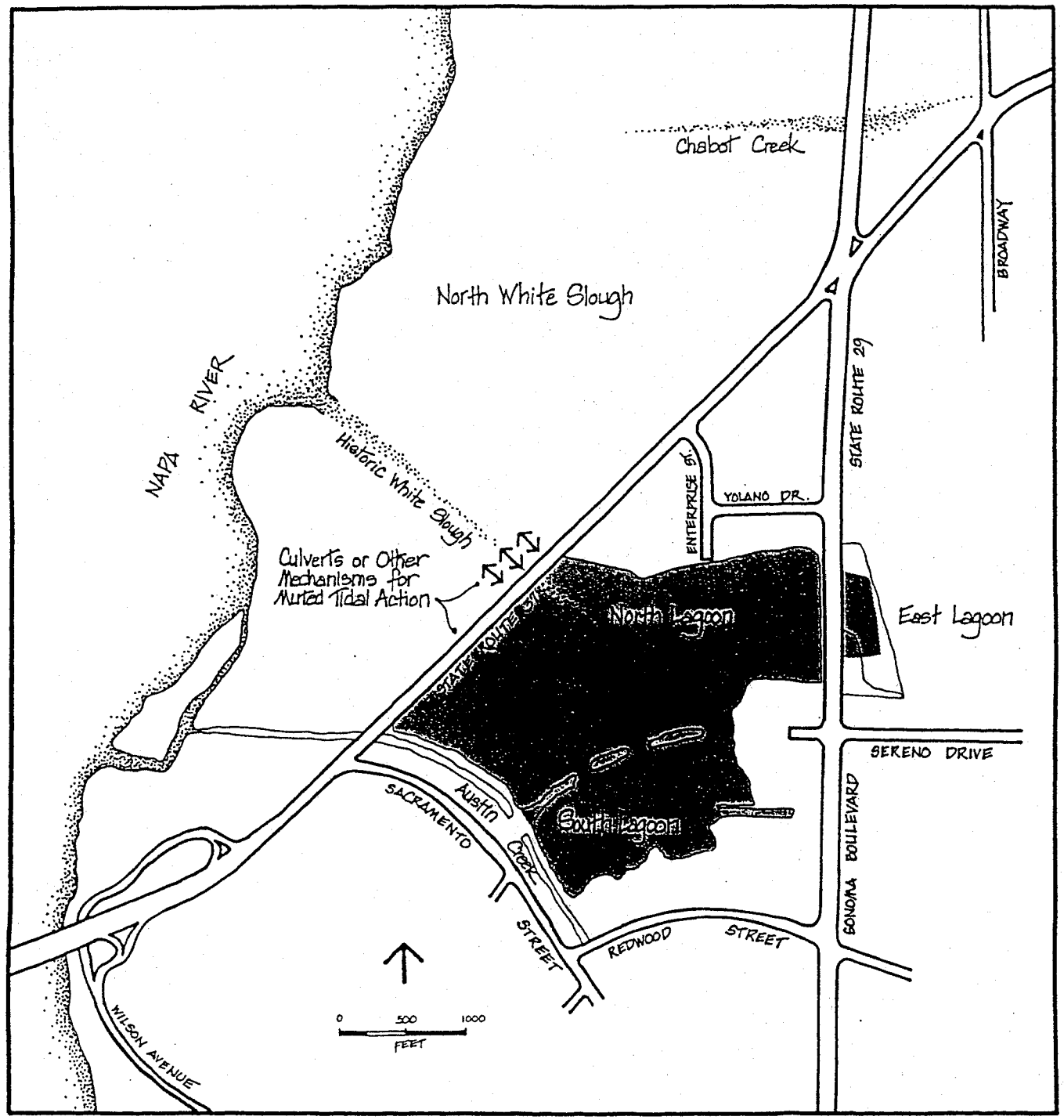
- Public access to North White Slough shall be eliminated with the improvement of SR 37.

- Water circulation and waterflow throughout South White Slough shall be improved so as to minimize algal growth and air pollution and to improve wetland habitat values.

Project Description

The habitat enhancement project is based on muted tidal action into South White Slough.[5] Tidal fluctuations will be less than the tidal fluctuation of the Napa River, and the maximum and minimum water surface elevations will be controlled to increase flood protection, improve air quality by reducing algal blooms, and improve the aesthetics of the area. Muted tidal action will be achieved in the connected bodies of water (North White Slough and South White Slough) by controlling the openings that allow water to flow in and out. Eight controlled culverts or other mechanism will be constructed in the fill under the roadway where the existing SR 37 culverts are located in the vicinity of the historic White Slough. The new

[5] This environmentally preferred alternative is based on the recommendations of the MEIR, the hydrology analyses completed for White Slough in 1991 and 1995, and the Department of Fish and Game.



Plan Illustration 3: Habitat Enhancement Project

Habitat Enhancement Area

openings will be controlled to maintain adequate flushing volume for the seasonal operation. In the winter, South White Slough will act as a storm retention basin; in the summer, the water surface elevation will be higher to provide better visual and odor control characteristics.

As described in Section 4.3, levees and floodwalls will be constructed around North and South Lagoons for additional flood control protection. At the same time, portions of the existing fill separating the lagoons will be removed to improve water circulation and to create islands within the retention basin. The resulting islands will be designed to encourage shorebird and wading bird loafing and nesting sites with open areas and vegetated areas for cover. The levee will be removed so that a sill of the existing fill is retained between the islands to limit the draining of South Lagoon at low tide prolonging its open water character for diving ducks.

The muted tidal action project will enhance the habitat in South White Slough overall. It will increase the wetland communities in the North, South, and East Lagoons. While maintaining significant open water in the short-term, tidal action will develop emergent vegetation above an estimated 0.9 NGVD., increasing water circulation, and improving water quality. Suitable habitat for low and intermediate marsh species will be created. It will increase habitat for special status animal species, including clapper rail and black rail, and for other wildlife, including non-resident special status species.

Muted tidal action will also be beneficial by increasing water circulation and enhancing water quality resulting in habitat diversity, enhancing of nursery habitat, and decreasing fish die-offs for the special status species Delta smelt and Sacramento splittail. For other wildlife, including non-resident special status species, it will lower the risk of fish kills and increase fish numbers and greater use of nursery habitat. The project will shift the use of South White Slough from water birds and diving ducks to shore birds and low marsh species. The existing water bird roosting areas in open, shallow water and on the fill will be eliminated as emergent vegetation develops.

The slight increase in tidal action will change the habitat in East Lagoon by changing the composition of vegetative and wildlife species composition. The benefits will be an increase in water circulation and water quality. It will also increase the tidal communities within the area. The increased tidal action could adversely effect the habitat for two special status species. A remnant salt marsh harvest mouse population could be eliminated, and potential Suisun shrew habitat could be eliminated as well. However, the potential adverse impacts can be mitigated as discussed in Section 5.1.

The habitat within North White Slough will not be affected by the muted tidal action into South White Slough. The habitat will, however, will be benefitted with the highway improvements eliminating human intrusion into the area.

Austin Creek should be added to the habitat enhancement program. This area provides an opportunity to revegetate with native riparian trees and shrubs to provide a buffer along South White Slough.

4.2 STATE ROUTE 37 IMPROVEMENTS

Findings

- Growth in the North Bay area has generated traffic demand on State Route 37 beyond its existing capacity. The most congested section of SR 37 is between the east end

of the Napa River Bridge and east of Broadway. Nowhere else along the entire route -- between U.S. 101 and Interstate 80 -- is the demand as high and the capacity so restricted. This lack of capacity is due to a combination of narrow roadways, signalized intersections at irregular intervals, private driveway access, and a mixture of local, regional, Mare Island, and Marine World/Africa USA traffic. On weekday evenings, eastbound traffic routinely backs up from SR 29 to the crest of the Napa River Bridge, a distance of nearly two miles. On weekends, westbound traffic backs up from SR 29 to Interstate 80.

- Contributing to the congestion problem and resulting delay are the four at-grade, signalized intersections, two unsignalized intersections, and an at-grade railroad crossing. Each of the signalized intersections are currently functioning at or beyond capacity. The most critical of these intersections is SR 37 / SR 29. All available operational improvement options have been exhausted, and no further improvements to the existing highway will provide the amount of relief necessary to bring the intersection to an acceptable level of service (LOS).

- The improvements to SR 37 are federally funded, and must meet the minimum federal highway safety requirements.

- Another congestion factor is the lack of access control along the highway, particularly between Enterprise Street and Broadway. This is a high density commercial and industrial area with numerous driveways which further restrict the highway's capacity and worsen its operational characteristics.

- A primary contributor to traffic congestion on SR 37 is Mare Island Naval Shipyard. One of the two access points to the island is directly from this the highway. Although the Shipyard will be closed in 1996, the island will be reused for civilian industrial, commercial, residential, and recreational purposes, and will continue to contribute significant amounts of traffic to the highway. The City of Vallejo has prepared and accepted the Final Mare Island Reuse Plan. The Reuse Plan makes the following statements:

  The major transportation concerns facing reuse of Mare Island stem from limited access and existing traffic levels on the primary access routes such as State Route 37.[6]

  State Route 37 between Mare Island and I-80 currently operates at or near its design capacity; even with upgrading to a four-lane freeway, State Route 37 will quickly become congested in the future .... This points to the importance of improving .... State Route 37 as (an) essential element to achieving reuse goals.[7]

- Further, regarding the successful reuse of Mare Island, the Urban Land Institute states:

  The (ULI Advisory Services) panel also stresses that the programmed improvements to California Route 37 between Mare Island and Interstate 80 are essential to both short- and long-term reuse opportunities. The lack of freeway access to Mare Island, particularly good connection to the I-80 corridor, significantly limits reuse options. The

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[6] *Mare Island Final Reuse Plan*, City of Vallejo. July 1994. Page E-76.

[7] *Mare Island Final Reuse Plan*, City of Vallejo. July 1994. Page E-80.

City of Vallejo must continue its diligent efforts to secure state funds for the completion of this link.[8]

- The improvement of SR 37 through Vallejo is the number one priority highway project within Solano County.

- As a result of a continuing and increasing shortfall in local, state, and federal transportation funding, it is imperative that the limited funds available be used in the most cost effective manner possible to achieve the primary goals of the project.

Policies

- The improvements shall improve the levels of service of the roadway and interchanges as much as possible. However, the widening of the highway to four lanes with a minimum amount of fill by Caltrans may only be accomplished in the context of projects with or by agencies to relocate existing sewerlines, to protect private property, and to enhance the ecological values in South White Slough.

- The improvements to SR 37 shall include the following components:

  - Widening to no more than four lanes with the median and shoulder widths and number of shoulders being the minimum practicable;

  - Full interchanges with SR 29 and Sacramento Street / Wilson Avenue;

  - Covering of the flooded sewer line south of the highway within the area required for the highway improvements;

  - Tidal control structure or structures or open channels sufficient to ensure adequate water flow for suitable water quality, wetland enhancement within South White Slough, and flood protection south of the highway corridor;

  - Adequate height and design to protect the developed areas of the planning area from flooding;

  - No access from the improved highway to the tidal wetlands north of the highway;

  - Minimum wetland fill necessary, but in no event more than 13 acres total for all three segments of the project.

- Impacts to area residents, particularly those adjacent to the highway, shall be minimized.

Project Description

The highway improvements within the White Slough planning area encompass the roadway and interchanges along SR 37 between the eastern edge of the Napa River Bridge to just east of

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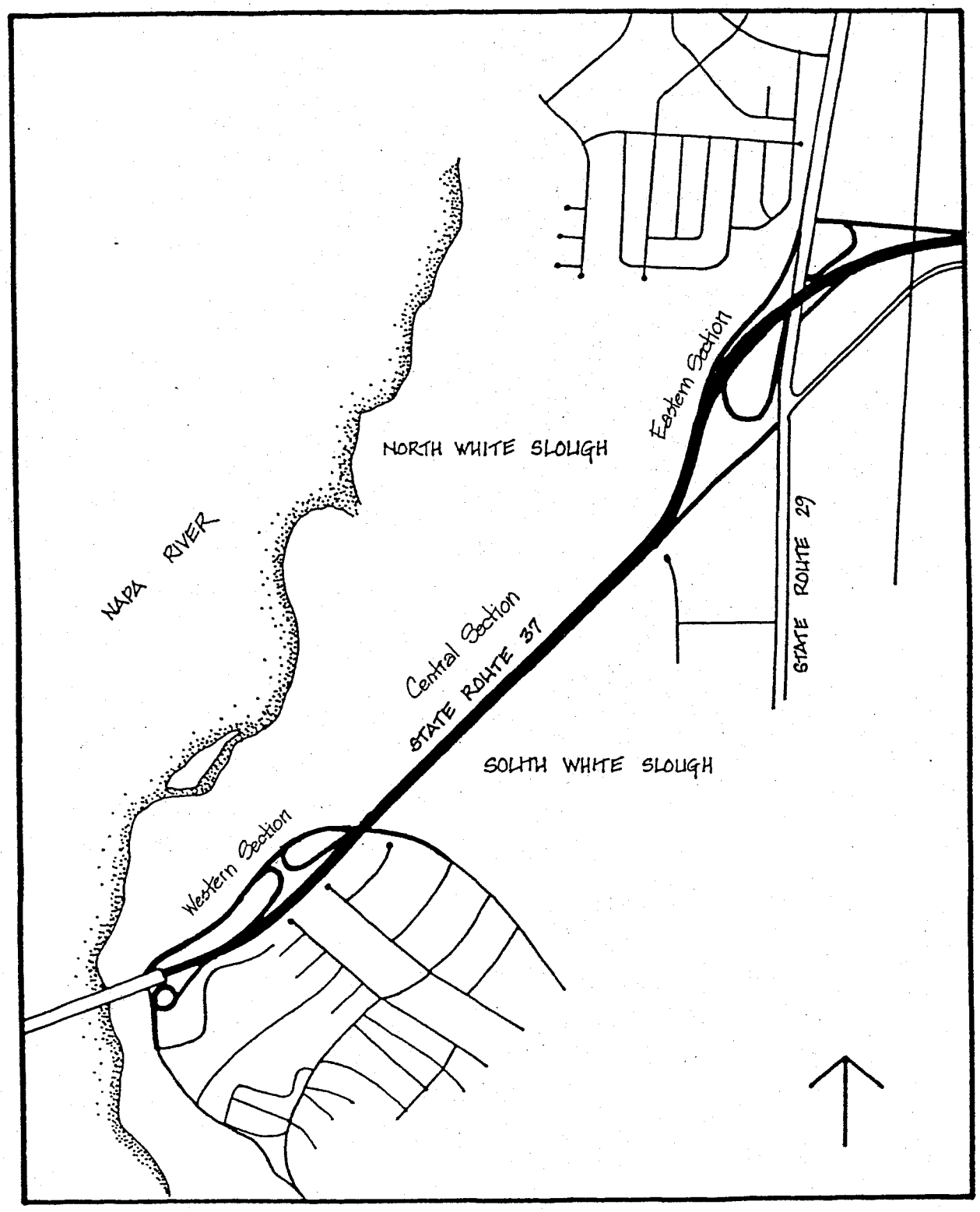
[8] *Mare Island Naval Shipyard, Vallejo, California -- An Evaluation of Reuse and Economic Development Opportunities*, Urban Land Institute. January 1994. Page 28.



Plan Illustration 4: State Route 37 Improvement Project

Broadway.[9] The improvement project has two construction phases. Phase I includes the improvements between the Napa River Bridge to the start of SR 37 / SR 29 interchange and some of the fill for the interchange. Phase II includes the construction of the interchange and the roadway extending beyond the eastern edge of the planning area. The project is divided into three segments. The improvements within these segments, which are described below, result in a total of no more than 13 acres of fill in wetlands.[10] This represents a 41 percent reduction in the 22 acres of fill required for the improvement project proposed in 1992. The overall aesthetics of the highway corridor will be improved by additional landscaping and revegetation.

- Western Roadway Section

  The western section is from the eastern end of the Napa River Bridge to Austin Creek. There will be an above-grade full access interchange at Wilson Avenue. Full access to Sacramento Street will be provided via an overcrossing connecting to Wilson. The existing off- and on-ramps eastbound on SR 37 will be retained and new westbound off- and on-ramps will replace the existing SR 37 / Wilson / Sacramento intersection. The existing soundwall adjacent to the residential area immediately south of SR 37 will be increased in height, if required by Caltrans' standards and requirements. These improvements will require no more than a negligible amount of fill in wetland habitat.

- Central Roadway Section

  The central roadway section is from Austin Creek to Enterprise Street, and it will be modified to add two additional lanes on fill. This will accommodate the eight controlled culverts or other mechanisms for muted tidal action into South White Slough. This project component includes widening the roadway to a maximum of four traffic lanes with the width of the shoulders and median and the number of shoulders being the minimum practicable. The new roadway will be built to an elevation of seven feet above the existing roadway. This elevation will prevent the new freeway from being inundated by flood waters as the existing facility was in 1983. The southern edge of the improvements will be on the south side of the existing roadway to maximum extent feasible without removing any of the mobile home units. A combination retaining wall and sound wall along the mobile home park will be installed if required. A new bike lane adjacent to South White Slough will be provided as part of the public access element.[11]

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[9] The improvements described in this Plan are those within the planning area described in AB 719.

[10] The language in AB 719 regarding the type of wetlands subject to its requirements is ambiguous. An argument can be made that only tidal and tidally influenced wetlands are the subject of the legislation. This is Caltrans' position, and the basis of all highway improvement planning since AB 719 was enacted. However, this Plan takes a conservative approach, and assumes that all types of wetlands (tidal, tidally influenced, freshwater, etc.) are subject to AB 719.

The preferred highway alternative described in this Plan appears to require less than 13 acres of fill. Using the information in the *MEIR*, the improvements require 7.9 acres, of which 2.7 of these acres are required for the central roadway section. However, until the improvements go through the federal review process and more detailed design development, this Plan again takes the conservative approach in describing potential wetland impacts.

[11] The preferred alternative is the Central Fill (7.9 acres of fill) which is the environmentally preferred alternative.

- Eastern Roadway Section

  This section is between Enterprise Street and Broadway and includes the SR 37/29 interchange. The Enterprise Street connection to SR 37 will be severed. Local traffic will use Yolano Drive or a loop street from Sonoma Blvd. instead. Near Enterprise Street, the highway will cross through the commercial area north of SR 37, eliminating the existing uses, and cross SR 29 approximately 900 feet north of the existing intersection. The interchange will be a partial cloverleaf with six ramps. The mainline freeway section will be constructed on fill with a retaining wall. The ramp closest to North White Slough (connecting southbound SR 29 to westbound SR 37) will be constructed on a viaduct to minimize wetland impacts.

The highway project will result in an improvement in level of service -- from LOS F to LOS E -- on SR 37 between Sacramento Street and SR 29. However, the level of service will worsen -- from LOS C to LOS F -- between the Napa River Bridge and Sacramento Street. This decrease in service is an unavoidable effect resulting from an increase in regional traffic and from the highway improvements; however, traffic conditions in the planning area will improve overall over existing conditions.

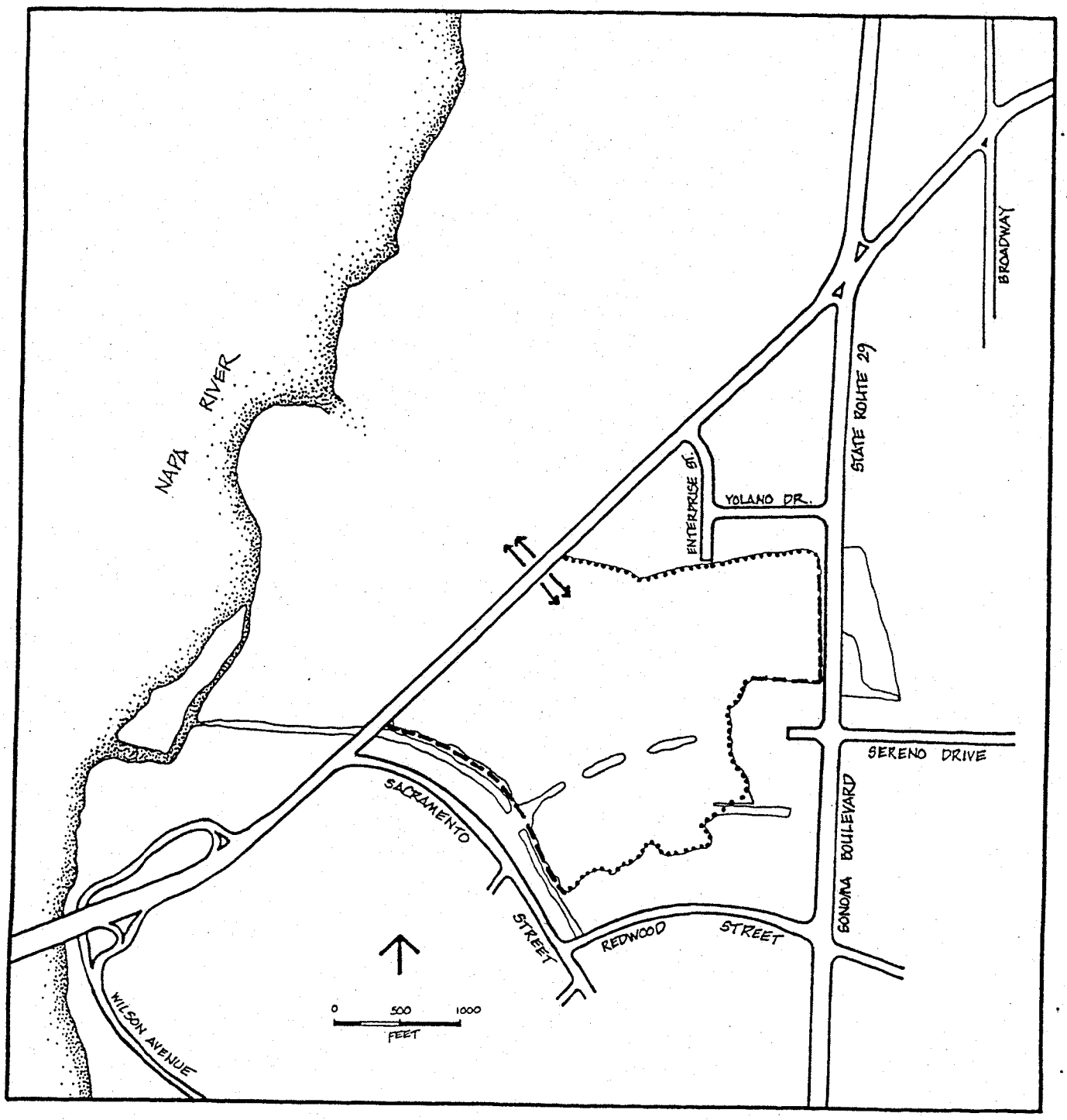
4.3 FLOOD CONTROL

Findings

- In the late 1970's, the levee separating the White Slough area from the Napa River was breached. Since then, the area has been subject to tidal activity and flooding hazards. Tidal fluctuations reduce the ability of White Slough to accept runoff from adjacent areas. At high tide, the storm runoff from these areas cannot enter the slough. In December 1983, a 100-year tide combined with storm drainage runoff to cause extensive flooding of surrounding development and SR 37. Flooding in the area has already caused damage in excess of one million dollars (1980's dollars). Development in the planning area, including businesses, residences, and two major highways, needs to be protected against flooding in the future.

- The U.S. Army Corps of Engineers has studied the tidal flooding problems of White Slough and has identified the construction of levees protecting existing filled or developed lands north and south of SR 37 as an environmentally sound and economically feasible method of providing flood protection, together with a combined improved transportation route and flood control levees along SR 37.

- The area south of SR 37 is bordered on the west by Austin Creek. The drainage area to this channel is approximately two square miles. According to design criteria of the Vallejo Sanitation and Flood Control District, this drainage area should be served by a channel having a 100-year storm capacity. The channel currently has 15-year storm



Plan Illustration 5: Flood Control Project

- - - - - *Levee*

..... *Floodwall*

capacity and is dependent on a pump station for drainage to the slough. When Austin Creek overflows, flooding occurs at Redwood Street and near SR 37.

Policies

- Flood protection at the same level as provided to the balance of Vallejo shall be provided to the upland areas within the planning area.

- The design of the Austin Creek watershed flood control system shall maximize the muted tidal exchange in South White Slough to enhance water quality and circulation in South White Slough.

- Fill for flood control purposes, such as levees and floodwalls, shall be the minimum necessary and shall be mitigated by the acquisition, excavation, and conversion to wetlands of uplands in the vicinity of the flood control project and which do not presently provide unique or especially significant wildlife habitat, to provide an area of wetland habitat at least twice the area to be filled.

Project Description

The flood control mechanisms chosen to protect properties and infrastructure adjacent to South White Slough are based on muted tidal action into South White Slough.

VSFCD will allow Austin Creek to overflow into South White Slough during high flow events. To accomplish this, a portion of the Austin Creek levee adjacent to South White Slough will be lowered and reconstructed as an overflow weir.[12] The elevations of Redwood Street and Valle Vista Avenue will be raised to improve the conveyance of flows to the weir.

South White Slough will become a basin area controlled by the gates at SR 37 which will be closed at the start of an incoming tide. Closing the gates will create an area of low water behind the gates. The minimum size of low water needed is approximately 225 surface acre feet. The gates will be left open unless a storm was predicted within a specified period of time (as yet undecided).

Because of the potential for flooding in South White Slough, it will be necessary to place levees and floodwalls around its perimeter. The height of these levees and floodwalls will be the minimal height necessary to meet FEMA requirements for 100-year level of protection from flooding, estimated to be seven feet NGVD. The fill required will be no more than 3.00 acres. As a result of the flood control improvements, 100-year level flood protection will be provided in South White Slough and adjacent upland areas.

4.4 PUBLIC ACCESS

Findings

- The City of Vallejo and Solano County General Plans encourage and require the development and protection of public access routes in and around the planning area.

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[12] An alternative to this project element is to open Austin Creek into South White Slough. However, this could adversely impact the existing riparian habitat by introducing tidal waters.

The Vallejo Trails Master Plan shows a proposed hiking and jogging trail within the planning area. The San Francisco Bay Trail is proposed to go through the planning area as well.

- Public access is inadequate and may be improved along the periphery of South White Slough area as part of the habitat enhancement project.

- There are several informal access points and trails within the planning area which receive largely unauthorized use by the public. Access points include the end of Sereno Drive, along Austin Creek, and at the end of Enterprise Street. Trails are evident along Austin Creek. Permanent and maintained public access within the planning area would be an asset to the area.

- Because of the sensitivity of the habitat north of SR 37, conflicts between human activities and the vegetation and wildlife could arise from public access into this area.

Policies

- Fill for public access purposes, such as levees and boardwalks, shall be the minimum necessary and shall be mitigated by the acquisition, excavation, and conversion to wetlands of uplands in the vicinity of the flood control project and which do not presently provide unique or especially significant wildlife habitat, to provide an area of wetland habitat at least twice the area to be filled.

- The public access trail and staging areas shall be developed, permanently provided, and maintained as a condition and in conjunction with highway improvements, flood control levee improvements, and/or waterfront property development.

- The type and extent of public access into a particular area shall depend on the type and extent of habitat to mitigate impacts from human intrusion.

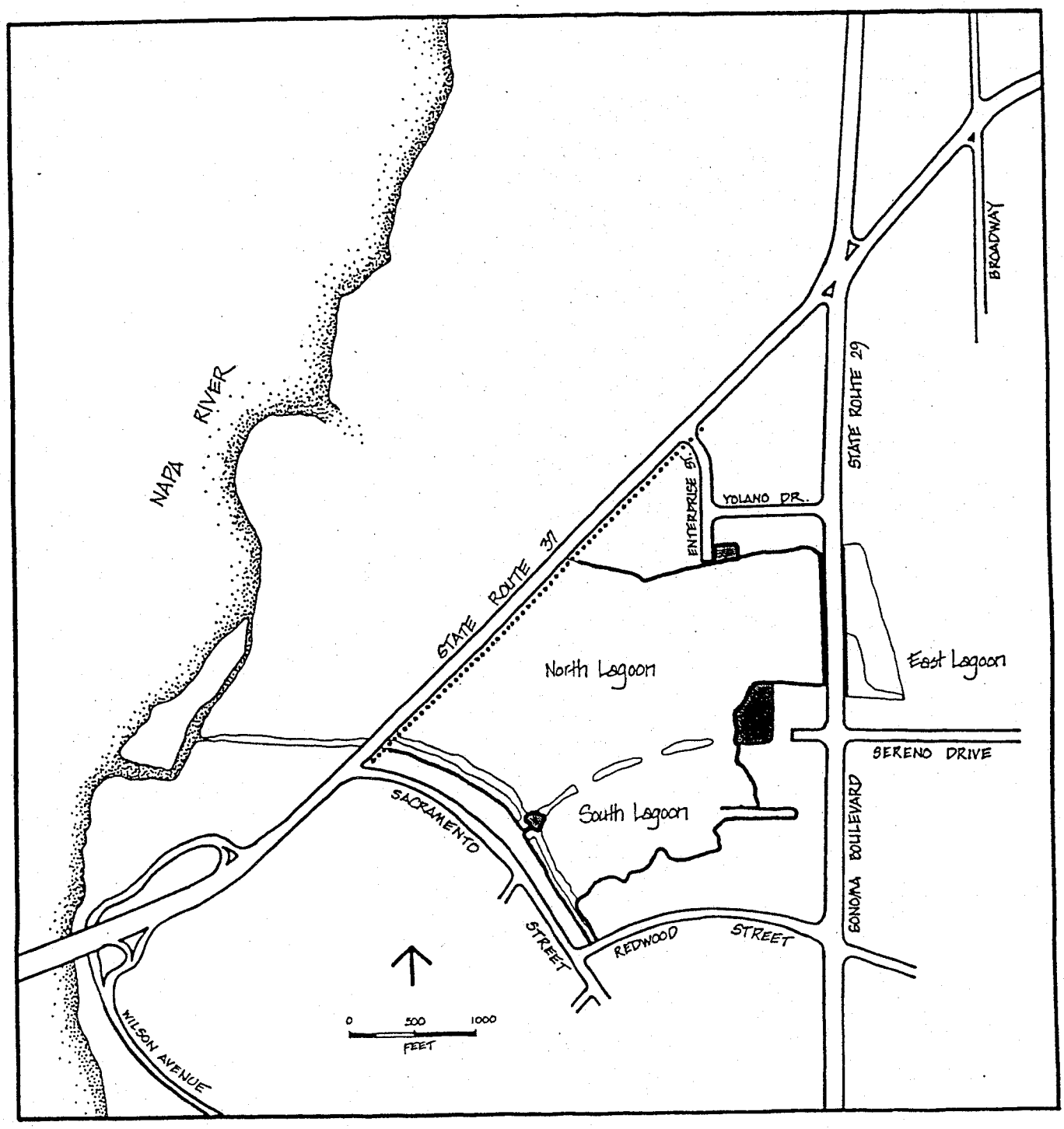
- Public access shall be provided along the edge of South White Slough except in those areas where public safety would be compromised or significant land use conflicts would occur.

Project Description

Public access will be provided to most of South White Slough through staging areas, observation areas, and trails.

Staging areas will include viewpoints or trailheads with small parking areas as well as passive use areas. These areas should incorporate natural habitat interpretive centers. Three staging areas have been identified, each with a different level of use. The first is an area located at the end of Enterprise Street where a visitor can observe a vista of both South and North White Sloughs. The second is an area off Sacramento Street that will be close to the islands that will be created by removing existing fill between Austin Creek and Sereno Drive. This point of access will be for visual observation only to protect the sensitive habitat from human and animal intrusion. The third area will be located at the terminus of Sereno Drive, and should provide facilities for parking and interpretive information.

Trails will be accessible to both pedestrians and bicyclists and include links to existing and planned local and regional trail systems. The route will use the tops of the levees built as part



Plan Illustration 6: Public Access Project

Staging Areas
Hiking Trail
Bike Path

of the flood control improvements where feasible. The trail will begin at the terminus of Sereno Drive along the perimeter of the South Lagoon. It will run along the western berm of Austin Creek to put distance between the trail users and the sensitive habitat. Along the south side of SR 37 the trail will be incorporated into the highway improvements. Barriers and/or buffering will be installed to insure adequate separation between trail users and vehicular traffic. Adjacent to the mobilehome park, where a levee cannot be constructed, a raised boardwalk will be constructed on pilings. It will be constructed a sufficient distance away from the mobile home park to prohibit access into the park but not so far as to substantially impact habitat. In addition to the 3.0 acres of fill required for the levees and floodwalls, approximately one acre of additional fill will be required for trail and staging facilities.

A continuation of the sidewalk on the eastern side of Sonoma Blvd. will be installed to provide visual access to East Lagoon.

The wetland areas will be partially enclosed by the four-foot chainlink or similar fence, or other type of buffer, heavily planted with shrubs or other screening material to limit pedestrians to designated access, reduce access of domestic pets, reduce clandestine dumping, and to reduce wind-blown debris. The North and South Lagoons will be fenced or buffered along the southern perimeter from the Sereno Drive staging area to the staging area along Austin Creek. The boardwalk will be fenced and screened along the length of the mobile home park with additional security measures if necessary. Designated access points will have gates that restricts all but pedestrian and bicycle access.

There will be no public access along the SR 37 improvements to North White Slough.

4.5 LAND USE

Findings

- The city limits boundary crisscrosses across the planning area, and does not follow the open space and urban development patterns usually associated with those open space or rural land uses found within unincorporated areas and with those urban land uses found within incorporated areas.

- The City of Vallejo and Solano County General Plan and zoning designations often do not reflect the current or anticipated land uses within the planning area.

- The land uses within the planning area are diverse -- from wetlands to industrial uses, from single family residential to strip commercial. Since these uses have developed over the years without an overall plan or without consistent standards, the use patterns are not very organized.

- Much of the development is not oriented to the water areas within South White Slough.

- Implementation of highway improvements could adversely effect local businesses and residences.

Policies

- Vallejo's sphere of influence and city limits boundaries shall be adjusted to reflect the future use of the lands within the planning area. Generally, those areas that will remain as wetlands, designated as permanent open space with little or no public access, and with limited interface with urban development shall be unincorporated.

- The City and County General Plan and zoning designations shall be amended, as necessary, to reflect the change in jurisdictional boundaries and the future land uses in the area.

- The zoning designations of the uplands and the developed areas south of SR 37 shall use a planned development approach to create an area where uses are developed and/or redeveloped as integral units. All uses shall complement and enhance each other and their diversity shall be unified by overall design concepts.

- Areas that are adjacent to South White Slough and that are to be developed or redeveloped shall take advantage of their location and shall be oriented in their design elements towards the water.

- Impacts to local businesses and residences shall be kept to the minimum necessary.

Project Description

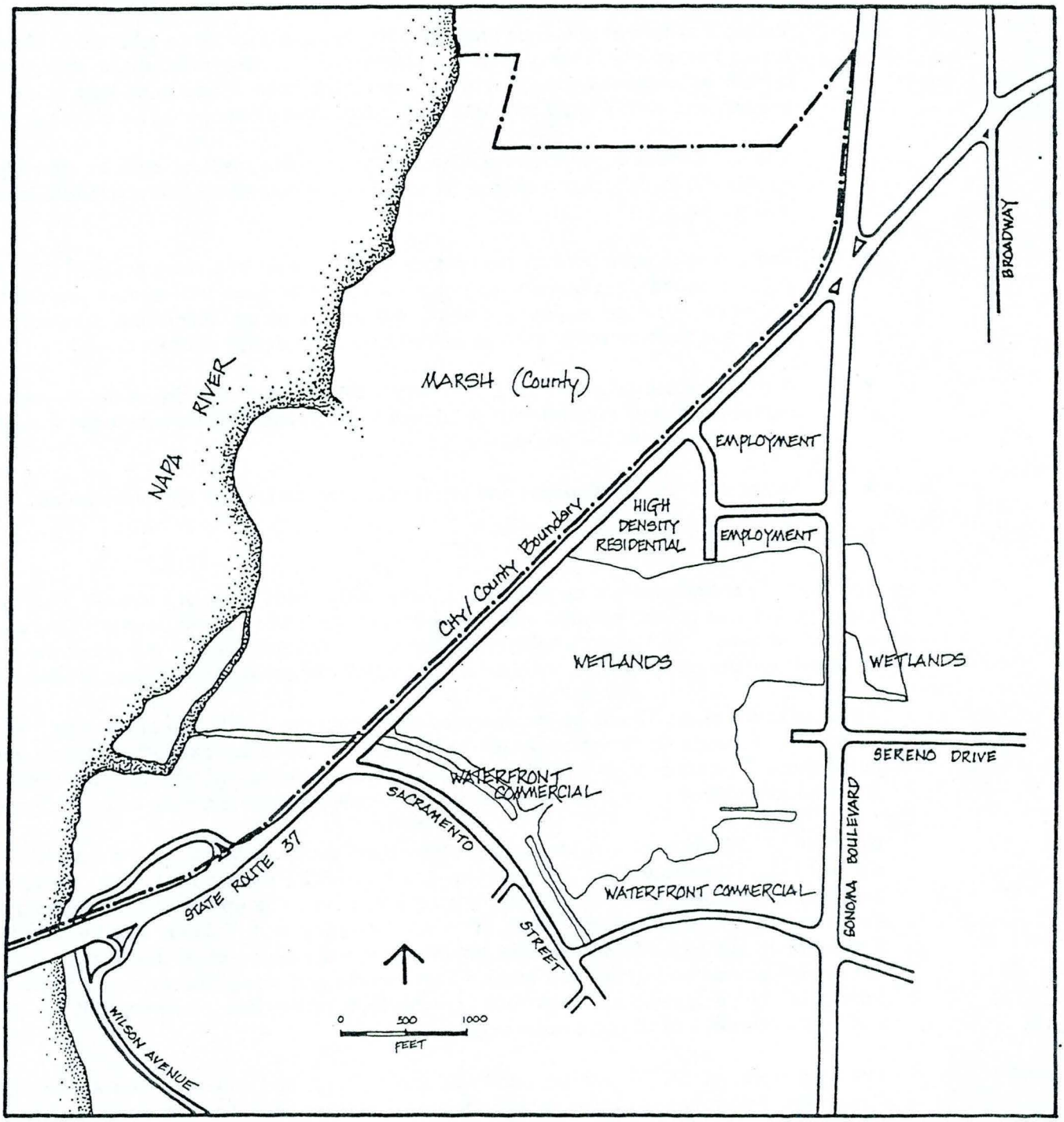
The city limit boundaries will be adjusted to make all the lands north of improved SR 37 within the planning area unincorporated and within the jurisdiction of Solano County. This area will also be removed from Vallejo's sphere of influence. However, the City will retain the right to comment on any development or other activity within the area that would be deannexed.

All lands south of SR 37 will be incorporated and within the jurisdiction of the City if allowed by the State Lands Commission which has requirements for annexation of lands under its jurisdiction. This annexation will allow the City to have land use authority over this area which is bordered on three sides by uplands and urban development and SR 37 on the fourth side.

North of SR 37 the area will be designated by the County as *Marsh* on the Solano County General Plan. On the Vallejo General Plan, south of SR 37 the wetland areas, including the area east of Sonoma Blvd., will be designated *Wetlands*. The uplands and developed areas between SR 37 and Sonoma Blvd., around Enterprise and Yolano, will be designated *Employment* and *High Density Residential* to reflect the existing character of the area. The remaining uplands and developed areas along Sonoma and along Redwood and Sacramento Streets will be designated as *Waterfront Commercial* to reflect their proximity to White Slough and their potential use through redevelopment.

The area north of SR 37 will be within Solano County, and will be zoned as *MP, Marsh Protection*. South White Slough, including East Lagoon, within Vallejo city limits, will be zoned as *RC, Resource Conservation*. This City zoning will give South White Slough maximum protection while still allowing uses that are compatible with natural open space.

To ensure compatibility, it is expected that many of the conditional use permitted in this district would be restricted locationally to minimize possible adverse impacts on the noise environment, water quality, aesthetics, biological resources, etc....Included within the intent of this district is preservation of publicly owned park and open space. Only uses which are necessary for the



Plan Illustration 7: General Plan Land Use Designations

support and enhancement of the park and open space are permitted. No privately operated facilities are intended, except that concessions for food, camping and other recreational uses may be considered.[13]

The remainder of the planning area within the city limits will be classified *MUPD, Mixed Use Planned Development.*

The purpose of (this district)...is to create and establish regulations for a mixed use district, in which residential, commercial and/or industrial uses are developed as an integral unit. All uses shall complement and enhance each other and their diversity shall be unified by an overall design concept....These areas will be conducive to creative and experimental methods of land development, including the application of new technologies or the innovative application of existing technologies relating to resource conservation. These areas will also facilitate the development or redevelopment of land which is not being utilized to its best advantage due to special circumstances which prevent its development or redevelopment through the conventional applications of the Zoning Ordinance.[14]

When an area is zoned as a Planned Development district, a Master Plan which outlines the allowed uses and development standards is prepared and the zoning regulations for the area are established. This Specific Area Plan will serve as the Master Plan for the MUPD area. The allowed uses, which are consistent with the uses that already exist in the area, and the development standards are described in Appendix 2.

4.6 SANITARY SEWER RELOCATION

Findings

- The breaching of the Napa River levee resulted in a major sewer line to be covered by tidal waters. This situation could lead to serious water pollution in sensitive habitat areas in the event of breakage or leakage, to problems of infiltration of tidal waters into the sewer line, and to damage of wetlands during the normal maintenance of the sewer line.

- Vallejo Sanitation and Flood District has determined that the lines within the wetland areas currently are not at risk of leaking or breaking.

- The existing sewer line running parallel to SR 37 will need to be relocated because of the requirements of AB 719 and may need to be relocated if impacted by the highway improvements.

Policies

- Potential impacts to wetland habitat and water quality from the sewer line covered by tidal waters shall be relocated or mitigated, as necessary, to reduce the potential impacts to less than significant levels.

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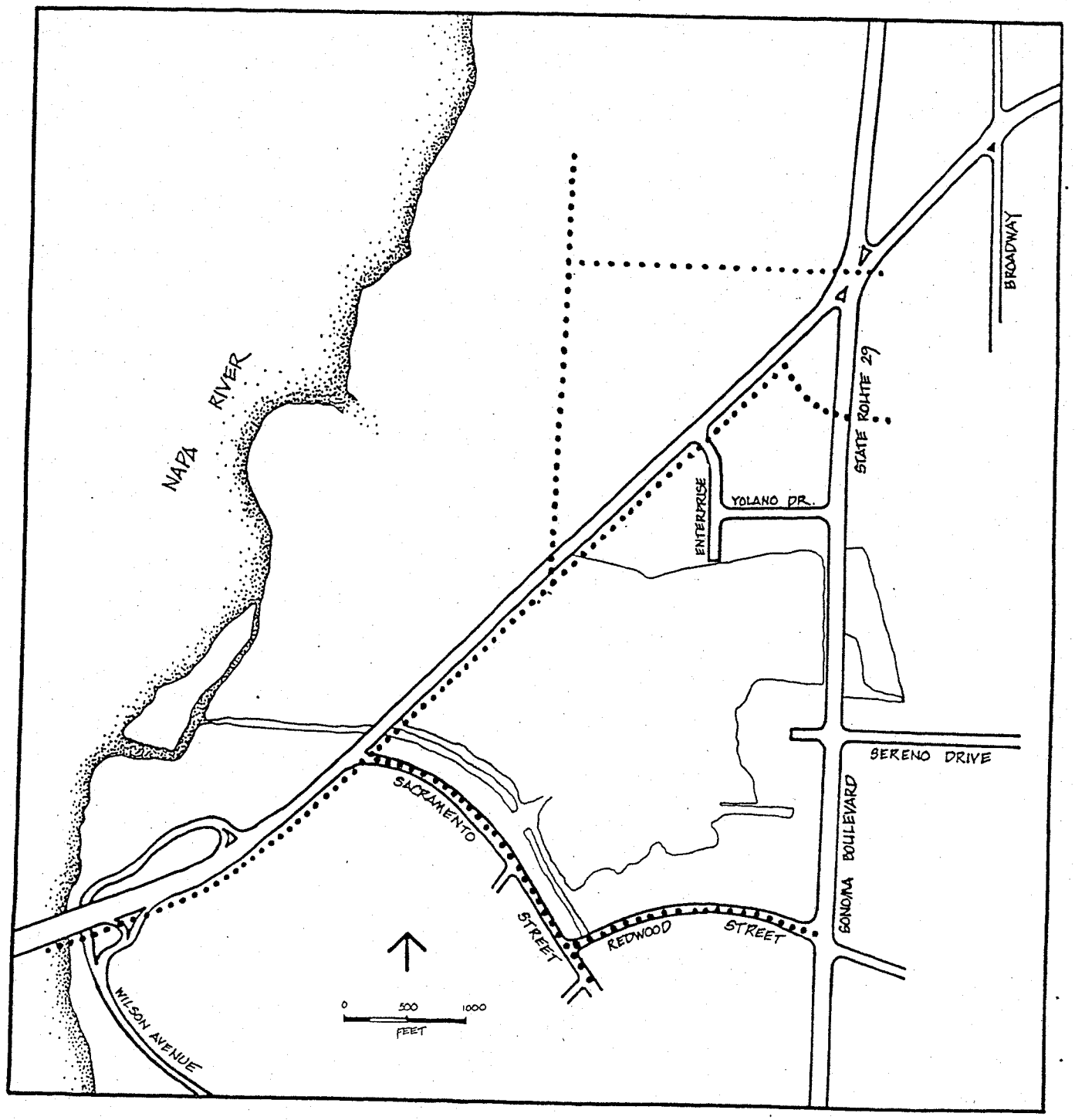
[13] Section 16.10.010 of the *Vallejo Municipal Code.*

[14] Section 16.112.010 of the *Vallejo Municipal Code.*



Plan Illustration 8: Sanitary Sewer Locations

••••••• *Sanitary Sewer Lines*

- The existing sewer line running parallel to SR 37 shall be relocated as part of the SR 37 improvements.

Project Description

The sanitary sewer line that exists north of SR 37 will be relocated or mitigated in some other fashion to prevent possible infiltration of tidal waters and damage to wetland habitat from water pollution. Based on analysis by Vallejo Sanitation and Flood Control District, it has been determined that the line is not currently at risk.

Another existing sanitary sewer line that runs parallel to SR 37 on the southern side will be relocated along with the highway improvements.

4.7 SURFACE STREET IMPROVEMENTS

Findings

- As traffic on SR 37 increases, overflow traffic onto Vallejo surface streets will continue to worsen. Several surface street improvement projects are needed to support this additional traffic.

- Sacramento Street and Sonoma Blvd. (SR 29) are arterials through Vallejo and act as gateways into the city. Improvements to the streets will enhance the city's image.

Policy

- Improvements to Sacramento Street, Sonoma Blvd. (SR 29), Sereno Drive, and Enterprise Street shall be made as recommended by the City of Vallejo Citywide Traffic Study as funds become available.

Project Description

The following improvements are in response to the City's assessment of needed traffic improvements.

- Sacramento Street

  The improvements to SR 37 will include the intersection with Sacramento Street, as discussed in Section 4.1. The remainder of the street, from Redwood Street to SR 37, will be widened to four lanes and include standard improvements (curbs, gutters, sidewalks, and street trees) on both sides of the street. Where feasible, the road alignment will be shifted to the east to mitigate potential impacts on the residential units on the west side of the street.

- Sonoma Boulevard (SR 29)

  The improvements to SR 37 will include the intersection with Sonoma Blvd., as discussed in Section 4.2. Between Sereno Drive and SR 37, Sonoma Blvd. will be widened to eight lanes with standard street improvements.

- Sereno Drive

  Sereno Drive will not be extended beyond its present terminus. Rather, a cul-de-sac will be constructed to provide public access to South White Slough at the end of the trail. Standard street improvements will be provided, as well as street furniture, such as benches, bike racks, and trash cans, to encourage public access.

- Enterprise Street

  Direct access from SR 37 to Enterprise Street will be eliminated by the highway improvements. Cul-de-sacs will be constructed at both ends of Enterprise Street at the edge of the highway and at the edge of the water. These cul-de-sacs will be improved with standard street improvements. An alternative would be the construction of a loop street back to Sonoma Blvd..

5.0 PLAN IMPLEMENTATION

5.1 FINDINGS

- No project sponsors for the habitat enhancement project have been identified nor funding sources for the acquisition of privately owned lands and ongoing maintenance for the wetlands within White Slough at this time. The projects described in this Plan need additional environmental and project review, and implementation may be several years in the future. It is, therefore, infeasible to identify sources of funding and project sponsors at this time because of the uncertainty of future funding. No one can predict what will be available three to five years from now.

- The implementation of the habitat enhancement project and mitigation of the other project effects will require the cooperation, coordination, and creativity between all involved agencies, environmental groups, and affected property owners, and will evolve in the future as conditions change and funding becomes available.

- Implementation of the land use project, with the change in designations from urban uses to open space and resource protection uses, will contribute significantly to the permanent protection of natural resources in the White Slough area.

5.2 POLICIES

- The Department of Fish and Game, Wildlife Conservation Board, State Lands Commission, State Coastal Conservancy, and Department of Transportation shall exercise their powers and allocate available resources to acquire, enhance, or manage wetlands and public access areas within the White Slough area in a manner consistent with this Plan, subject to statewide goals and priorities.

- Prior to construction of any improvements to State Route 37, permanent protection of North and South White Shough shall be assured. The term "permanent protection" means sufficient property interest to assure that the land in question will be secured as wetlands and used for wetland purposes.

- The identification of a project sponsor or sponsors for the habitat enhancement project and project mitigation programs and the development of an acquisition and maintenance program shall be the first priority for implementation of the projects described in this Plan. The City, County, Caltrans, and VSFCD shall be committed to developing an acquisition and maintenance program in cooperation with state and federal resource agencies.

- The implementation of the habitat enhancement, highway improvement, flood control, public access, and sanitary sewer projects will be coordinated as much as possible in terms of design and construction schedules.

- Acquisition of interests in real property shall be sufficient to preserve and maintain permanently the wetland, tidal, water-covered areas.

5.3 PROJECT IMPLEMENTATION

Habitat Enhancement

Implementation of the habitat enhancement project within South White Slough is the most difficult since there are no current sources of funds nor even a permanent project sponsor. However, it is clear the project sponsor -- the entity or entities responsible for the ownership of the area, the enhancement project, and on-going maintenance -- must be a public agency or non-profit organization to insure the habitat is enhanced and protected into the future.

Therefore, the first priority of implementing this Plan is to identify a project sponsor and develop an acquisition and maintenance program. This will also include identification of a permanent project sponsor and maintenance program for the lands in North White Slough. The City of Vallejo, in cooperation with the staffs of the County, Caltrans, and VSFCD, will manage this task by forming the White Slough Habitat Committee. The purpose of this Committee will be to work with state and federal resource agencies and non-profit groups to develop the acquisition and maintenance program for each of the projects as they near implementation. This Committee will be formed and convened as soon as BCDC approves this Plan, and it will make regular status reports to BCDC on progress in completing the efforts.

As part of the developing the program, various methods for acquisition and maintenance will be explored.

- Outright Purchase

  The project sponsor would purchase the privately owned properties using funds from grants. These same sources could be used as well for ongoing maintenance. Possible sources of these funds include:

  California Coastal Conservancy
  Shell Oil Trust
  California Wildlife Conservation Board
  California Department of Fish and Game
  State Lands Commission
  U.S. Department of Agriculture (Wetlands Reserve Program)
  U.S. Department of the Interior (Private Lands Assistance and Restoration Program)
  U.S. Environmental Protection Agency (Office of Wetlands, Oceans, and Watersheds)
  Audubon Society
  Ducks Unlimited (Matching Aid to Restore States Habitat Program)
  The Nature Conservancy
  Izaak Walton League

  The City is also pursuing, and will continue to pursue, federal base closure funds because the improvements to SR 37 (which cannot proceed without the enhancement project) is vital to the successful reuse of Mare Island.

- Transfer of Development Rights

  This approach is the establishment of a certain development standard, such as density and intensity, for the lands within White Slough through the adoption of City and/or County ordinances. This standard will then be transferred to an upland property elsewhere in Vallejo to increase its density or intensity of development. For this

increased development potential, the upland property owner will purchase the lands within South White Slough and dedicate them to the project sponsor.

- Mitigation Bank Site

  If acceptable to resource agencies, White Slough will be utilized as a mitigation credit bank for developers who need to mitigate impacts from another project in Vallejo, Solano County, or elsewhere in the Bay Area. The developer will acquire and enhance the property and then dedicate it to the project sponsor.

State Route 37 Improvements

Caltrans will be responsible for the construction and maintenance of the highway and related improvements, except as provided below for the flood control, sanitary sewer, and public access projects. Phase I, which includes the improvements between the Napa River Bridge to the start of SR 37 / 29 interchange and some of the fill for the interchange, is currently programmed and funded in the current STIP. It is scheduled in the 1996 STIP for construction in 2000/2001. Phase II, which includes the construction of the interchange and the roadway extending beyond the eastern edge of the planning area, is currently unfunded.

Mitigation for the maximum of 13 acres of fill that are required for the improvements will meet the following standards, as required by AB 719:

- Prior to the placing of fill or commencement of other highway construction, upland areas shall be acquired. These areas shall be within the vicinity of White Slough, do not presently provide unique or especially significant habitat, and are four times the size of the area to be filled.

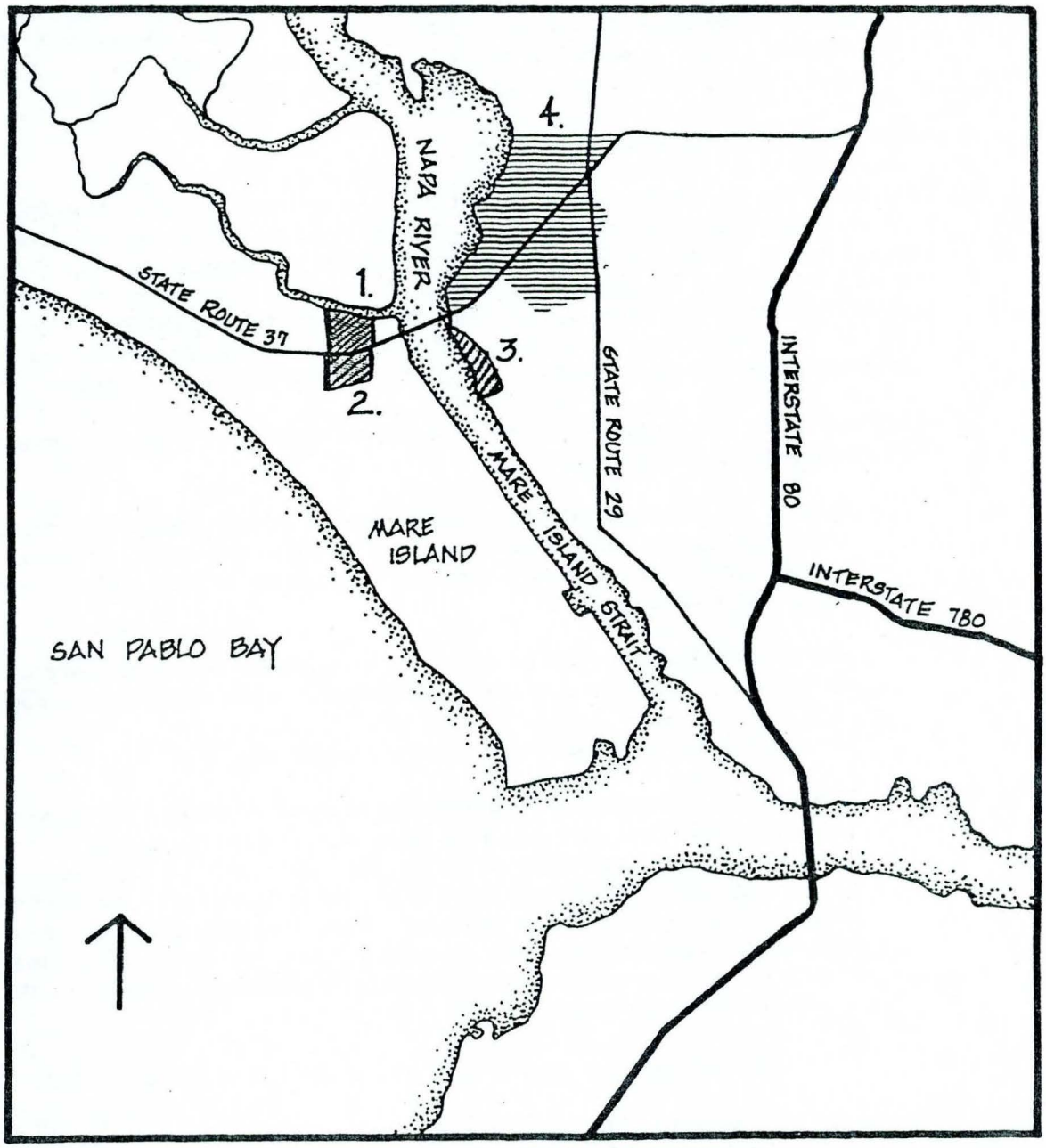
- The acquired uplands shall be converted to wetlands during highway construction. This conversion shall be overseen and monitored by an independent biologist.

- The created wetlands shall be permanently protected.

- The created wetlands shall be functioning in a matter which fully replaces the filled wetlands within five years. If, after three years it does not appear that the created wetlands will fully functioning within the five-year period, then the wetlands shall be further improved in a manner which ensures full replacement of the filled wetlands or which provides additional new wetlands. After five years, Caltrans will no longer be required to maintain the created wetlands. The created wetlands may then be transferred to an appropriate resource agency for permanent protection of the wetlands for wildlife habitat purposes.

- The project will meet the requirements of Section 404 of the Clean Waters Act.

Caltrans has been working with state and federal resource agencies to develop the Conceptual Mitigation Plan for the loss of habitat resulting from the highway improvements. This Plan assumes the use of Guadalcanal Village and the area around Chabot Creek as mitigation sites to restore or create compensatory habitat. In 1990, the City of Vallejo adopted a resolution supporting the use of the City-owned Guadalcanal Village for highway mitigation if the following conditions prevailed:



Plan Illustration 9: Potential Mitigation Sites

1. *Guadalcanal Village*
2. *North Housing*
3. *River Park*
4. *White Slough Planning Area*

- Caltrans gives its unqualified support to AB 719;
- Subject to further negotiations, that some compensation is granted to the City for the use of the site for mitigation;
- The site is available and acceptable to the natural resources agencies.

Consistent with the 1990 resolution, the City will develop a Memorandum of Understanding with Caltrans regarding the use of Guadalcanal Village for mitigation. One component of this MOU that will be explored during its development is the acquisition of South White Slough by Caltrans as compensation for the use of Guadalcanal Village. This will occur by January 1997. The property in the area of Chabot Creek is publicly (State and City) and privately owned. The Memorandum of Understanding between the City and Caltrans will include the Chabot Creek area, or other areas, as well if City lands are needed for mitigation. Two other possible sites are River Park and North Housing on Mare Island. Privately owned lands will have to be acquired by Caltrans if needed for mitigation or other-highway related purposes.

Caltrans will decide which agency or group will be responsible for the future maintenance of the mitigation lands. This decision should be part of the acquisition and maintenance program that will be developed for South White Slough since Caltrans is required to acquire mitigation lands prior to commencing the highway project.

Completion of the mitigation program for the highway improvements, including the MOU with the City, will be completed prior to highway construction.

Flood Control

Vallejo Sanitation and Flood Control District will be responsible for the implementation of the flood control project. This includes the development of a flood control program for the South White Slough basin addressing sedimentation, levee and floodwall maintenance, and other flood control and pump station specifications. There is the possibility that VSFCD's project could be implemented as a cooperative, cost-sharing effort with the Corps of Engineers. However, if this does not occur, VSFCD will proceed with the flood control measures using District funds. The schedule for the project, if VSFCD pursues the project on its own, is undefined at this time, but it will be more clearly established when VSFCD updates its *Storm Drainage Master Plan* in 1997 or 1998.

Fill for the levees and floodwalls will be mitigated as described below.

Public Access

The management and funding sources for developing the staging areas, the boardwalk, and any other portion of the trail within South White Slough not on the levees or part of the SR 37 improvements have not been identified. It is likely that the entity or entities managing for the habitat enhancement project will also be responsible for implementing these parts of the public access project. The strategy for identifying the responsible party is discussed in Section 5.1. The trail on top of the levee will be part of the flood control improvements constructed by the Vallejo Sanitation and Flood Control District. The trail along the south side of SR 37 will be constructed by Caltrans as part of the highway improvements.

The party responsible for the maintenance of the staging areas and the trails has not been identified. The strategy for identifying the responsible party is discussed in Section 5.1.

The total fill requirements for the levees with the trail and the boardwalk is approximately four acres. This fill will be mitigated at a 2:1 ratio. No upland sites have been identified. However, a possible area is the City-owned North Housing site across SR 37 from Guadalcanal Village or River Park.

Land Use

The City of Vallejo and Solano County will be responsible for implementing the changes in land use designations and the city limit boundaries. After consultation with State Lands Commission regarding the boundary changes, each agency will amend its General Plan to reflect the new designations, amend its respective zoning regulations as necessary, and prezone the affected properties. The boundary changes will be presented to the Solano County Local Formation Commission for final action. The changes in zoning will become effective after the annexation and deannexation actions are completed.

The value of the privately owned lands within South White Slough could be affected to some degree by the changes in the land use designations. Therefore, the changes in the designations will occur after the acquisition and maintenance program is developed for the areas included in the habitat enhancement project in South White Slough. The strategy for developing this program is described in Section 5.1.

Once the land use designations become effective, the City and County will have jurisdiction over their respective areas, and will protect and/or develop the areas in accordance with this Plan and applicable land use regulations.

Sanitary Sewer Relocation

Vallejo Sanitation and Flood Control District will be responsible for mitigating possible impacts from the lines north of SR 37, as necessary. The relocation of the line that runs parallel to SR 37 will be the responsibility of both VSFCD and Caltrans, with Caltrans being responsible for relocating and/or replacing any lines directly impacted by the highway improvements. Regulatory issues associated with upgrading the line may require VSFCD to pursue the project independent of the highway improvements. The schedule for completing the sanitary sewer relocation and/or mitigation project is undefined at this time, but it will be more clearly established with the update of the *Wastewater Master Plan* in 1997 or 1998.

Surface Street Improvements

The City will be responsible for completing the improvements to the surface streets, except that Caltrans will be responsible for any improvements necessitated by the SR 37 project. Improvements necessitated by the SR 37 project will be completed as part of that project. Improvements to Sacramento Street are in the City's five year capital improvement program[15]. Although currently unfunded, construction is scheduled for 1998/1999 using capital improvement funds and Senate Bill 300 grant funds. Improvements to Enterprise Street and Sereno Drive are not scheduled, and will be included when adjacent development occurs using capital improvement funds and/or as conditions to development. Sonoma Blvd. is within the jurisdiction of Caltrans which will be responsible for any improvements unless the improvements become necessary as a direct result of development. In that case, it becomes the responsibility of the development to mitigate its own impacts.

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[15] *Final Five Year Capital Improvement Program – Fiscal Years 1995/1996 - 1999/2000*, City of Vallejo. June 1995.

Ongoing maintenance of the streets will be the responsibility of the City or Caltrans as applicable.

6.0 CONTRIBUTORS TO THE PLAN

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Congressman Frank Riggs
Congressman Dan Hamburg
State Senator Mike Thompson
Assemblywoman Valerie Brown
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Jim DeKloe, The Sierra Club
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Lou Franchimon, Napa-Solano Building Trades Council
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Metropolitan Transportation Commission
San Francisco Bay Conservation and Development Commission
Regional Water Quality Control Board
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Wetlands Research Associates
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7.0 REFERENCES

The following documents are incorporated by reference herein to this Plan:

- *White Slough Retention Pond Enhancement Plan*, WESCO, Inc. for the City of Vallejo and California Coastal Conservancy. April 1991.
- *White Slough Specific Area Plan (Administrative Draft)*, City of Vallejo and Solano County. September 1994.
- *White Slough Specific Area Plan Final Master Environmental Impact Report*, ESA, Inc. November 1995.
- *White Slough Specific Plan (Draft) and Proposed Negative Declaration*, City of Vallejo, Solano County, WESCO. July 1991.