

Agenda Item #44

File #25-328



# **Collinsville Special Study Area Presentation**

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Presented to the Board of Supervisors  
on April 22, 2025  
Department of Resource Management

James Bezek, Director



# Introduction

- **Purpose:** Provide to the Board background information and context regarding the Collinsville Special Study Area as per the 2008 General Plan.
- **Objective:** Clarify allowable uses, current proposals, federal directives, and jurisdictional issues.



# Collinsville Special Study Area - Overview

## Historical Context

- Recognized strategic site since 1979 Collinsville-Montezuma Hills Area Plan.
- Follow-up efforts: 1989 Development Study and the 2008 General Plan.

## Geographic Advantages

- Deep-water access along the Sacramento River Deep Water Ship Channel.
- Proximity to regional transportation infrastructure.
- Approximately 1,400 acres designated for Water Dependent Industrial (WDI) uses:
  - 1,223 acres east of Collinsville (focus of recent discussions).
  - 182 acres in Montezuma Wetlands west of Collinsville.

## Purpose of the Special Study Area Designation

- The Collinsville area was designated as a Special Study Area of approximately 8,500 acres in recognition of its strategic location on the Sacramento River and its long-term potential for water-dependent industrial development.



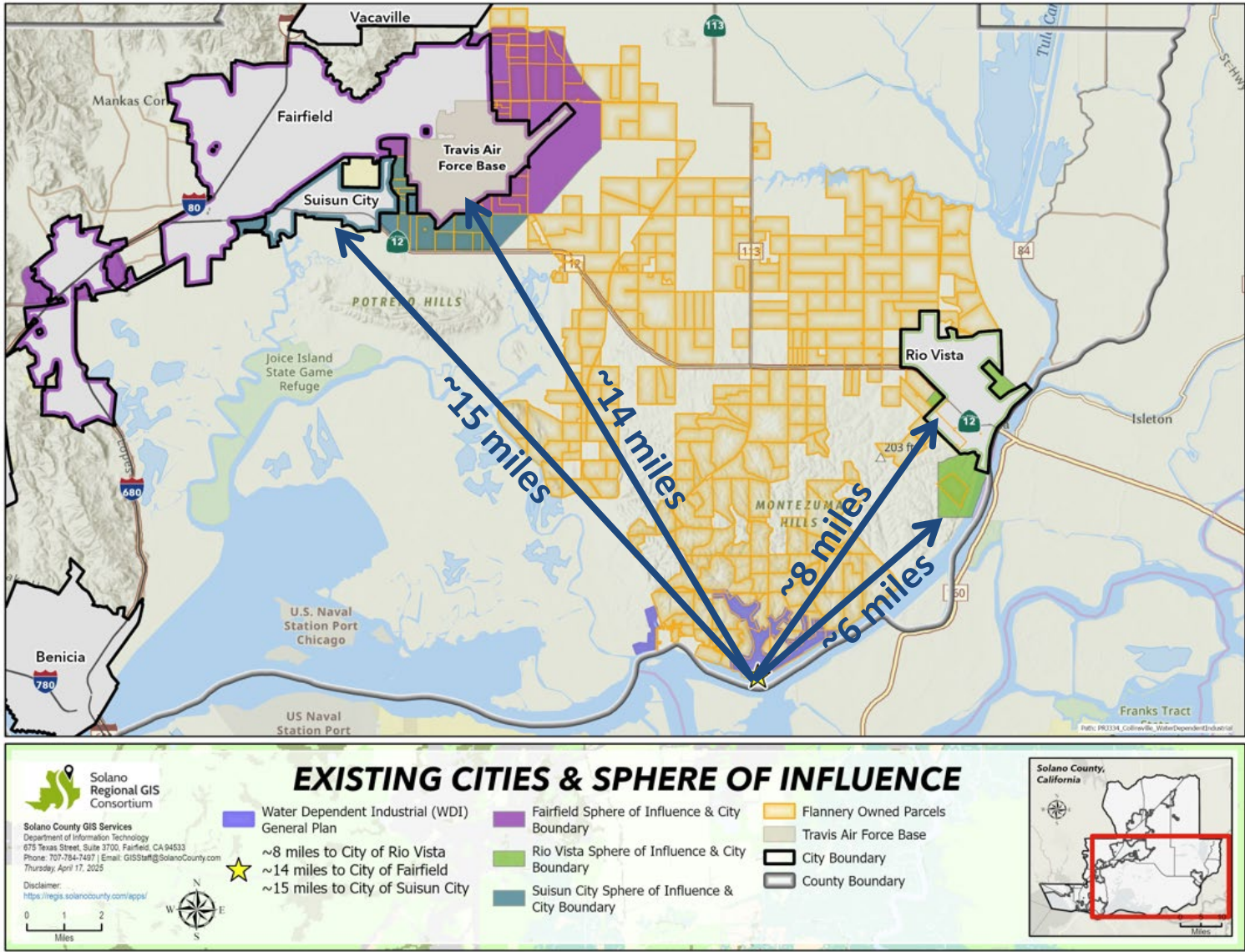
# Context Images







# Regional Context Map







# Collinsville Special Study Area Land Use Diagram

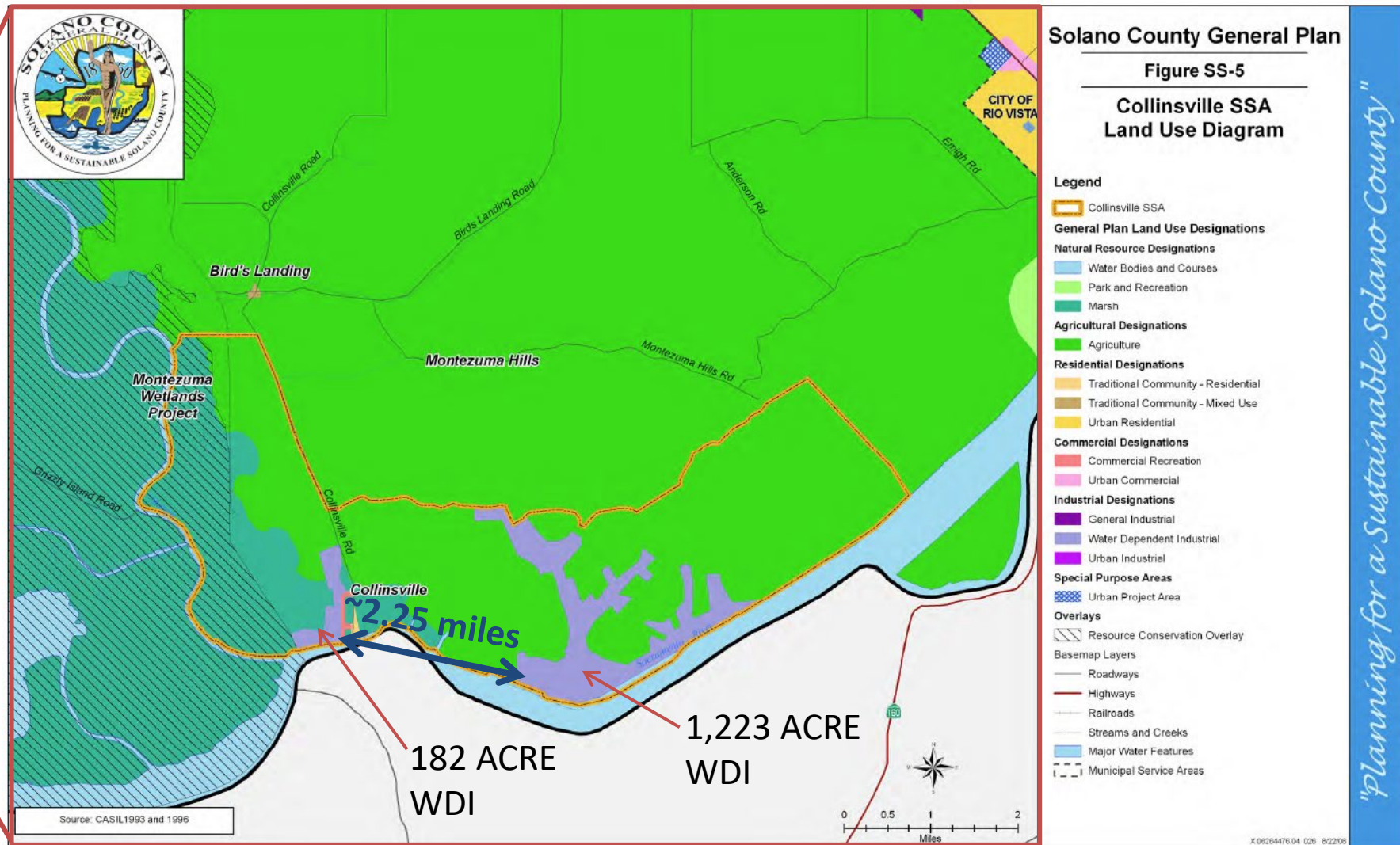
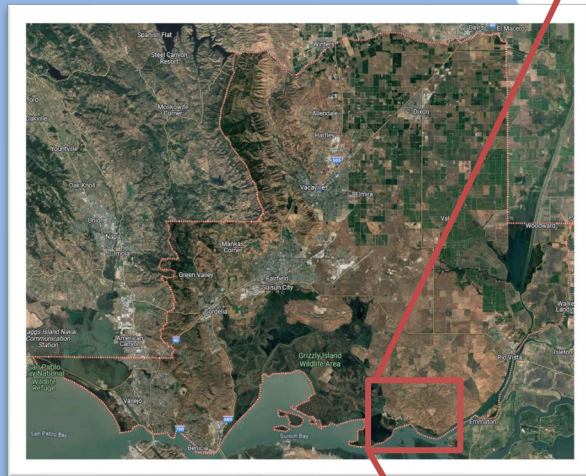


Figure SS-5 Collinsville SSA Land Use Diagram



# Collinsville SSA: Goals & Policies (2008 GP)

## Goal SS.G-3

Preserve historic communities of Birds Landing and Collinsville while allowing compatible industrial development.

## Policies

- **SS.P-19:** Continue commercial use of existing parcels in Birds Landing.
- **SS.P-20:** Explore historic preservation of buildings within the area.
- **SS.P-21:** Preserve Collinsville's residential character; ensure future nonresidential uses are compatible and buffered.
- **SS.P-22:** Preserve and enhance residential and commercial uses in Birds Landing.
- **SS.P-23:** Promote renewable energy (other than wind) in Water Dependent Industrial areas.
- **SS.P-24:** Ensure adequate circulation for new industrial development and protect access for agriculture and local traffic.
- **SS.P-25:** Support Commercial Recreation in designated areas of Collinsville.
- **SS.P-26:** Expand neighborhood-serving commercial uses in Birds Landing.
- **SS.P-27:** Protect historic communities from flooding by maintaining levees and flood controls.

*Note: The existing Collinsville residential area is approximately ~2.25 miles from the possible Shipbuilding site*



# Collinsville SSA: Implementation Programs (2008 GP)

## Funding, Physical Improvements, and Capital Projects

**SS.I-8:** Upgrade road circulation in the Water Dependent Industrial area to support new development while protecting agricultural and local traffic. Future development must mitigate traffic impacts. A new industrial road may be considered to avoid going through Rio Vista.

**SS.I-9:** Explore funding for levee maintenance to protect Collinsville from flooding.

## Ongoing Planning Efforts, Public Outreach, and Education

**SS.I-10:** Evaluate and protect historic buildings of local/state/national importance.

**SS.I-11:** Collaborate with property owners to establish appropriate commercial/recreational businesses in Collinsville, ensuring buffering from residential areas.

**SS.I-12:** Provide support (e.g., low-interest loans) to promote and maintain neighborhood-serving businesses in Birds Landing; protect Birds Landing Hunt Club.

**SS.I-13:** Promote grid-level solar energy and battery storage in Collinsville; maintain agricultural/marsh buffers to reduce visual and environmental impacts near homes.





# Allowable Uses under 2008 General Plan

## Water Dependent Industrial (WDI) Designation

- Waterfront manufacturing and processing facilities.
- Waterfront storage, maritime support facilities.
- Area currently zoned A-160 (Exclusive Agricultural, 160-acre min).
- Rezoning required for WDI-related projects.

## Compatibility & Limitations

- Predominantly grazing lands and wetlands; environmentally sensitive areas.
- Existing uses include agricultural operations and wind energy installations.
- Infrastructure significantly limited, with no current public road access.
- Extensive infrastructure improvements required, such as roads, utilities, and environmental mitigation measures.
- Environmental reviews necessary to assess impacts on ecosystems, wildlife habitats, and wetlands.



# Current Development Concept

## California Forever Shipbuilding Port Concept

- Shipbuilding facility aimed at commercial and defense sectors.
- Proponents stated potential to create high-quality jobs, boost local economy, attract defense and energy sector investments.

## Alignment with Federal Initiatives

- Bipartisan Shipbuilding and Harbor Infrastructure for Prosperity and Security (SHIPS) for America Act aimed at revitalizing the U.S. maritime industry.
- April 9, 2025, Presidential Executive Order on Restoring America's Maritime Dominance.
- Collinsville area uniquely suited due to deep-water access and lack of residential expansion and significant development.



# Recent Local Activities and Board Concerns

## Public Engagement and Media Attention

- Numerous recent newspaper articles and virtual town halls discussing shipbuilding proposals in Collinsville and regionally.
- Active discussions by local city councils supporting shipbuilding and stating interest in potential annexations beyond their Municipal Service Areas (MSAs).

## Concerns Expressed by Board Members

- Potential threats to County's exclusive land use authority.
- Risk of fragmented regional planning and conflicting jurisdictional interests.
- Importance of maintaining a coordinated and strategic County-led process.





# Regulatory & Environmental Review

## Key Regulatory Bodies

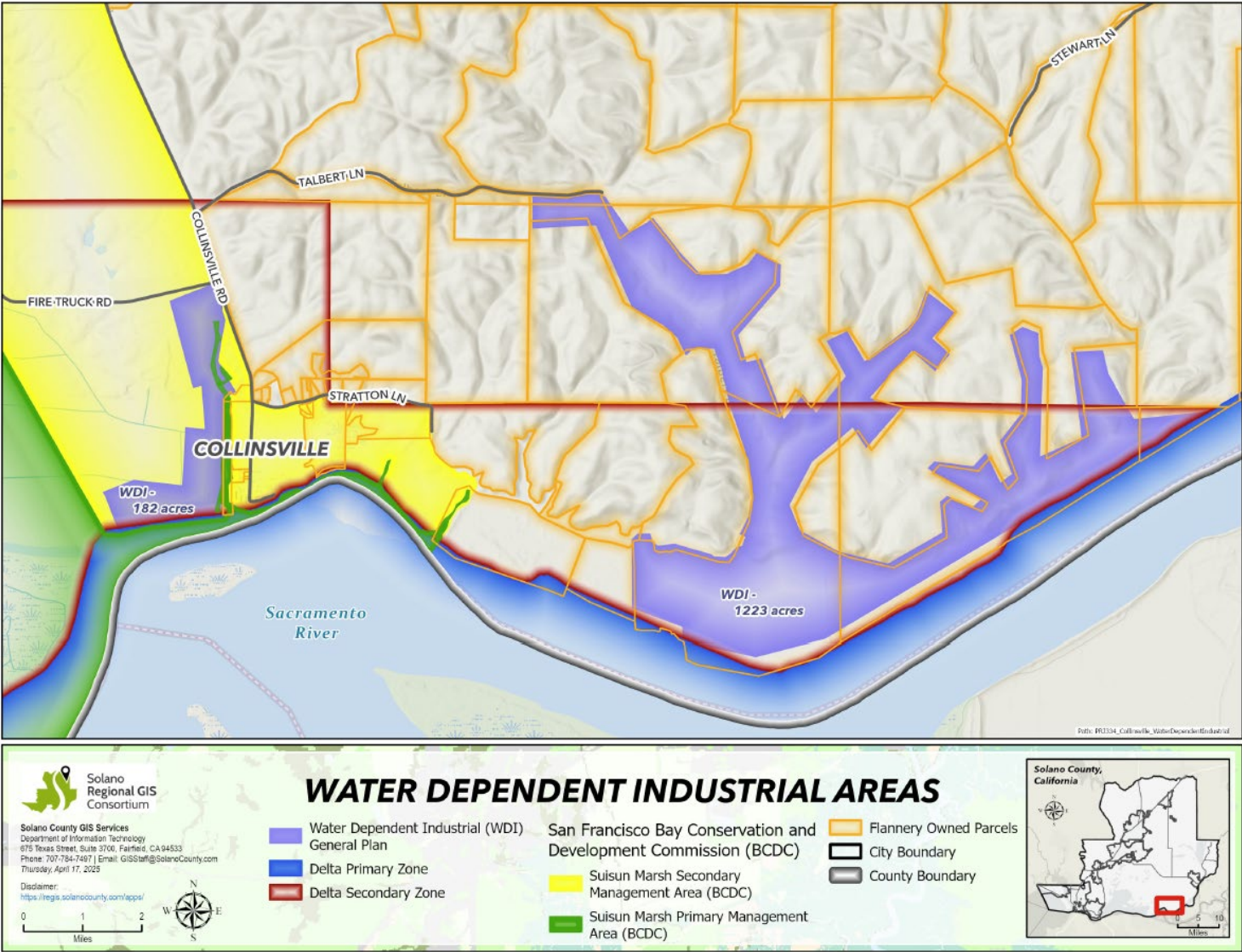
- Federal: US Army Corps of Engineers, MARAD, EPA, US Fish & Wildlife.
- State: CEQA, California Department of Fish & Wildlife, State Water Resources Control Board.
- Regional: Delta Stewardship Council.

## Environmental Considerations

- Mandatory thorough review, public input, and coordination with regulatory bodies.
- Project must comply with regional ecosystem protection policies.
- Unclear how Executive Order will impact environmental review



# Collinsville Special Study Area Land Use Diagram





## County Authority, Project Dependencies & Applicability of Measure T

- Measure T prohibits land use changes from Agriculture or Open Space without voter approval.
- The focused 1,223 acres designated as Water Dependent Industrial (WDI) in the General Plan is not subject to a Measure T vote.
- Any proposed expansion of shipbuilding or related uses outside the WDI boundary would require voter approval.
- Exclusive land use authority resides with Solano County, outside city MSAs.
- Project proponents have been unclear of the possible link to the former East Solano Plan (ESP) community development to implement a shipbuilding facility.





## County Authority, Project Dependencies & Applicability of Measure T (continued)

- Cities have taken public actions expressing interest in annexing portions of the former ESP community and potentially the proposed shipbuilding property. Any annexations would be subject to extensive LAFCO review.
- Importance of maintaining jurisdictional integrity and long-term planning consistency.
- Want to avoid a land use auction between entities where lowest review standards win.
- Both the Collinsville WDI boundaries and the boundaries of the former ESP community site are far outside the city's MSAs.
- Annexation to cities of these areas would be inconsistent with the County General Plan, both the policies and land use map.



# **Additional Considerations for the Board**

## **Infrastructure and Funding Requirements**

- Substantial investment needed in transportation, utilities, and public services to support port development.
- Uncertainty regarding funding sources and responsibilities.
- Significant Federal funding is necessary to facilitate any shipbuilding project.
- Possible regional economic benefits.
- A new shipbuilding facility at this location would likely have a synergistic effect on maritime industrial activities throughout the County.

## **Interagency Coordination Complexity**

- Navigating overlapping roles of federal, state, and regional agencies.
- Risk of delay or conflicting decisions if roles are not clearly defined.



# Recommendations & Next Steps

## Immediate Actions

- Encourage direct engagement with project proponents for detailed proposal clarification/submittal and compliance discussions.
- Begin process for potential rezoning and environmental reviews.

## Strategic Communication

- Issue clear statements to cities affirming County's jurisdictional authority and intent.
- Facilitate cooperative but County-led planning efforts.

## Federal & State Alignment

- Early and active engagement with federal and state stakeholders to leverage infrastructure support aligned with Presidential Executive Order and SHIPS Act.

## Long-term Planning

- Include proposed developments and planning considerations within the forthcoming General Plan update.





## Recommendation

- Receive a background report on the Collinsville Water Dependent Industrial (WDI) area including brief history, allowable uses under the General Plan, and applicable policies and zoning;
- Encourage the property owners/project proponents of the shipbuilding concept in the Collinsville area to directly engage with the County on details of the proposal and necessary steps to achieve General Plan and Zoning compliance; and
- Provide direction to staff on next steps including directly addressing cities regarding the County's jurisdictional responsibilities in the Collinsville and Eastern Solano area.