..title

Public Hearing to consider **Use Permit Application No. U-21-03** for the **SF Gun Club** for a private duck club including reconstruction of a club house/lodge, covered parking, placement of storage units and reconstruction of a dock destroyed by fire, located at 2866 Grizzly Island Road. The property is designated "MP" Marsh Preserve in the primary management area of the Suisun Marsh (APN: 046-180-130). The Project is exempt from the California Environmental Quality Act (CEQA) per Section 15302, Replacement or Reconstruction of a like facility as recommended by the Solano County Department of Resource Management.

body				
Published Notice Required?	Yes _	Χ	_ No _	
Public Hearing Required?	Yes	_X_	_ No	

DEPARTMENTAL RECOMMENDATION:

The Department of Resource Management recommends that the Planning Commission:

 Conduct a noticed public hearing to consider Use Permit Application No. U-21-03 for the SF Gun Club Project to allow the continued use of the property for a private duck club, including reconstruction of a private clubhouse/lodge structure, covered parking, placement of storage units and reconstruction of a dock destroyed by fire, located at 2866 Grizzly Island Road.

SUMMARY:

I. INTRODUCTION

The Planning Commission is being asked to consider the approval of a Use Permit (U-21-03) for the SF Gun Club (previously operated as the West Wind Duck Club for duck hunting and fishing) to allow the continued use of the site as a private duck club, reconstruction of a private lodge/club house for up to 12 members, covered parking, placement of storage units and reconstruction of a dock. All preexisting structures were destroyed by fire.

According to Solano County regulations, any development within the Suisun Marsh, as defined by Section 29114 of the Public Resources Code, shall be subject to obtaining a Marsh Development Permit pursuant to the Suisun Marsh Preservation Act of 1977 and as provided for in Section 28.104 of this Code. When a land use subject to a marsh development permit, such as this project, is proposed in both the Primary Management Area and Secondary Management Area, as defined in the Suisun Marsh Preservation Act of 1977, the land use shall be subject to a use permit covering the whole of the project. Therefore, this Use Permit would cover the whole of the action.

The Planning Commission, after conducting a public hearing on this matter, may choose one of the following options:

- 1. Approve, or conditionally approve, the use permit for the project, or
- 2. Deny the use permit, or
- 3. Continue the hearing in order to obtain additional information.

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II. PROJECT DESCRIPTION

Project Site

The project consists of a 351-acre parcel located at 2886 Grizzly Island Road within the Suisun Marsh, located five miles south of the Suisun City. The Project is bordered by Montezuma Slough to the east and north and the Frost Slough to the west.

The parcel is generally flat and is bounded by marsh on all sides.

Previous onsite uses

Prior to the fire, the site was known as the West Wind Duck Club. The Duck Club was a private hunting and fishing lodge which included a 4,000 square foot structure with 7 bedrooms, 2.5 bathrooms and a 3,000 square foot deck, and a detached 1,800 square foot second lodge structure with a 400 square foot wood deck (lodging equaled 5,800 square feet total), a four-boat slip dock and decoy shed. Mature landscaping included large eucalyptus trees which surrounded the lodge, though they appear to have been destroyed by the fire.

The property operated in the past as a private duck hunting and fishing club until it was destroyed by fire.

Staff conducted a review and could not find any previous permits for the duck club use. While no permits were located for the original West Wind Duck Club, an application for the Establishment of Agricultural Preserve (Williamson Act Contract) for the property, received in September of 1972, mentions the property as being a "Duck Club." There is no indication that this use was ever changed or removed prior to the fire that destroyed the structures. Therefore, the use may have been grandfathered in and existed before a use permit was required.

Following the fire, the owners sold the property to new owners who are proposing to reconstruct the private lodging/club house and build associated support structures including a new dock.

Project Details

The Project would replace and consolidate the two lodging structures lost to fire and would construct one new 3,855 square foot club dwelling/lodge with eight bedrooms and seven bathrooms and a 2,817 square foot deck. The new lodging structure would be 1,985 square feet less than the combined total of the original lodge structures.

The site is known to flood so the occupied lodging area would be built to a base elevation above 12.75 feet to ensure it is out of the Federal Emergency Management Agency (FEMA) flood plain elevation. The area below the main level will provide garage and storage space.

In addition to the space below the lodge that would accommodate parking, two detached shade structures (totaling 2,640 square feet) would also provide cover for vehicles and maintenance equipment. Additionally, four 40-foot shipping containers would be placed on the site for storage.

A four-slip boat dock would be rebuilt with a duck decoy shed. According to the plans, no below water work would be required to reconstruct the boat dock. The boat slips will be prefabricated on land and placed into the slough on the remaining existing slip piles still in place.

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During duck hunting season October 1 through January 30th, approximately 4-5 club members may be present onsite during the week, with all 12 members potentially present on weekends.

Access and Circulation

Access to the site will be provided off of Grizzly Island Road via a private dirt driveway. There is sufficient turn off space into the property to provide adequate access.

Parking

Lodges require one parking space per four persons (Section 28.94 of the Zoning Code). Therefore, three spaces would be required. The Project proposes covered parking sufficient for all 12 club members and therefore, exceeds the standard.

Project Site Designation

The site has a General Plan Designation of Marsh/Resource Preservation Overlay with a zoning designation of MP: Marsh Preservation District.

Williamson Act

The site is within a Williamson Act contract (Contract No. 953). Proposed recreational uses are consistent with the Williamson Act contract.

Wastewater

A new septic holding tank would be installed and wastewater would be hauled off from the site.

Water Supply

The Project includes a domestic water well to supply potable water.

III. ENVIRONMENTAL ANALYSIS

The Project qualifies for a Categorical Exemption from CEQA, under CEQA Guidelines Section 15302 – Replacement or Reconstruction. This Class 2 exemption consists of the replacement or reconstruction of existing structures and facilities where the new structure will be located on the same site as the structure replaced and will have substantially the same purpose and capacity as the structures replaced. The new structures are proposed within the developed footprint of the facility and they will replace structures destroyed by fire and will be used for the same purpose as a duck hunting club. The overall lodge/club house use will be 1,985 square feet less than the original lodging on the site.

IV. DISCUSSION

General Plan

The property is designated as Marsh/Resource Preservation Overlay by the Solano County General Plan. The General Plan identifies duck hunting as the major recreational activity occurring in the marsh from late October through January. The General Plan specifically states that within the Suisun Marsh, provision should be made for public and private recreational development to allow for public recreation and access to the Marsh for such uses as fishing, hunting, boating, picnicking, hiking and nature study.

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The Project is consistent with the General Plan and would continue private recreation uses on the property.

Suisun Marsh Local Protection Program

Under the Suisun Marsh Preservation Act, all public and private development activities within the Primary and Secondary Management Areas of the Suisun Marsh shall be consistent with the policies and provisions of the certified Suisun Marsh Local Protection Program. Solano County's Local Protection Program (LPP) was amended in 2018. Its main purpose is to ensure protection and management of tidal and seasonal marshes, managed wetlands, sloughs, bays, and waterways within or tributary to the Suisun Marsh. It also includes procedures and standards to review the design and location of any new development or structures in and adjacent to the Suisun Marsh to protect the visual characteristics of the Marsh and, where possible, enhance views of the Marsh.

The LPP states that the MP zone provides for protection of marsh and wetland areas. It permits aquatic and wildlife habitat, marsh-oriented recreational uses, agricultural activities compatible with the marsh environment and marsh habitat, educational and scientific research, educational facilities supportive of and compatible with marsh functions, and restoration of historic tidal wetlands.

Marsh oriented recreation is an allowed use with a use permit; therefore, the Project is consistent with the zoning district and LPP. A condition is included to ensure that any required permits are secured from the Bay Conservation and Development Commission (Condition No. 6).

Zoning

The property is designated MP (Marsh Preservation District). The purpose of the district states that marshes, wetlands, and certain adjacent grasslands within the County represent an area of significant aquatic and wildlife habitat and are an irreplaceable and unique resource to the people of the County, State, and the Nation. The use is consistent with the zoning district.

According to the Zoning Code (Section 28.114) the approval of a use permit shall supersede any grandfathered, non-conforming use. The Use Permit will cover the property going forward.

Travis Airport Land Use Plan

The Project site is within the Travis Airforce Airport Influence Area. The use is consistent with the General Plan and therefore, is consistent with the Travis Airport Land Use Plan. The Project is a rebuild and would not exceed the height limit or cause any impacts to the Air Base.

Design Review

The Proposed lodge/club house facility is rustic in nature, consisting of a concrete block base and wood siding exterior. It was reviewed against the Marsh Development standards and is consistent with height (less than 35 feet tall) and meets minimum setbacks. No adjacent property views would be obstructed by the proposed lodge/club house.

Development Review Committee

The project was referred to the Development Review Committee for Solano County. Comments were received from the Environmental Health Division. Their requirements have

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been incorporated into the conditions of approval including ensuring that wastewater will be hauled offsite (Condition No 3).

Outside Agency Review

The project was also referred to several outside agencies, including:

- a. Suisun Fire Protection District
- b. Suisun Resource Conservation District
- c. SF Regional Water Quality Control Board
- d. U.S. Army Corps of Engineers
- e. U.S. Fish and Wildlife Service
- f. California Fish and Wildlife Department
- g. Bay Conservation and Development Commission

Comments were received from the Suisun Fire Protection District and have been incorporated into the conditions of approval.

Conclusion

It is the conclusion of staff that the project as proposed is consistent with all applicable plans and policies of Solano County.

V. RECOMMENDATION

The Department of Resource Management recommends that the Planning Commission:

- 1. Conduct a noticed public hearing to consider Use Permit Application No. U-21-03 for the SF Gun Club, to operate a private hunting club and reconstruct associated club house/lodging and support structures located at 2866 Grizzly Island Road; and
- 2. **Approve** Use Permit U-21-03 (Attachment A).

VI. FINDINGS

Staff is recommending that the Planning Commission make the following findings in support of approving Use Permit U-21-03:

1. The establishment, maintenance or operation of the proposed use is in conformity with the County General Plan with regard to traffic circulation, population densities and distribution, and other aspects of the General Plan.

The marsh-oriented recreation land use is consistent with the goals, objectives, and policies of the General Plan, including, but not limited to the Land Use and Resources chapters. It is also consistent with allowed uses in the Suisun Marsh Local Protection Program. Adequate access is provided off of Grizzly Island Road to the site.

2. Adequate utilities, access roads, drainage and other necessary facilities have been or are being provided.

Access to the site will be from Grizzly Island Road. All necessary utilities will be provided on-site. PG&E supplies power to the site. Wastewater will be pumped to a

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holding septic tank above the base flood elevation and will be hauled offsite for disposal. Water is supplied by an onsite well.

3. The subject use will not, under the circumstances of the particular case, constitute a nuisance or be detrimental to the health, safety, peace, morals, comfort or general welfare of persons residing or working in or passing through the neighborhood of such proposed use, or be detrimental or injurious to property and improvements in the neighborhood or to the general welfare of the County.

The seasonal duck hunting club is located in the Suisun Marsh. Open marsh surrounds the project site, with seasonal hunting and fishing clubs being the predominant land use in the area. The club has operated in the past as the West Wind Duck Club with no history of nuisance or detriment to the health, safety, peace, morals, comfort or general welfare of persons residing or working in or passing through the neighborhood, or detriment or injury to property and improvements in the neighborhood.

4. The proposed project qualifies for a Class 2 Categorical Exemption from CEQA.

The project qualifies for a Categorical Exemption from CEQA, under CEQA Guidelines Section 15302 – Replacement or Reconstruction. Class 2 consists of the replacement or reconstruction of existing structures and facilities where the new structure will be located on the same site as the structure replaced and will have substantially the same purpose and capacity as the structure replaced. The structure is proposed within the developed footprint of the facility and replaces structures destroyed by fire and will be used for the same purpose as a duck hunting club.

5. That the proposed development shall be consistent with the certified Suisun Marsh Local Protection Program. Where the proposed development is located in both the Secondary and Primary Management Areas, all portions of the proposed development shall be consistent with the certified Suisun Marsh Local Protection Program.

The Project is consistent with the Suisun Marsh Local Protection Program. It involves reconstruction of a duck hunting club, consistent with previous uses on the site, and is consistent with the allowed use within the Suisun Marsh Primary Management Area. Conditions of approval will be incorporated into the Project which will ensure that impacts to the marsh are minimized.

VII. CONDITIONS OF APPROVAL

Staff is recommending that the Planning Commission adopt a resolution approving Use Permit U-21-03, including the Conditions of Approval in Attachment A.

ATTACHMENTS

A. Draft Resolution/Conditions of Approval

B. Location Map

C. Aerial View

D. Plan Set

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SOLANO COUNTY PLANNING COMMISSION RESOLUTION NO. xxxx

WHEREAS, the Solano County Planning Commission has duly considered, in public hearing, to approve a Use Permit Application U-21-03 by the SF Gun Club for the reconstruction of a private duck club including construction of a primary residence, covered parking, placement of storage units and reconstruction of a dock destroyed by fire; property is designated "MP" Marsh Preserve in the primary management area of the Suisun Marsh; APN: 046-180-130; and

WHEREAS, said Planning Commission has reviewed the report of the Department of Resource Management and heard testimony relative to the subject application at the duly noticed public hearing held on February 17, 2022; and

WHEREAS, after due consideration, the Planning Commission has made the following findings in regard to said application:

1. The establishment, maintenance or operation of the proposed use is in conformity with the County General Plan with regard to traffic circulation, population densities and distribution, and other aspects of the General Plan.

The marsh-oriented recreation land use is consistent with the goals, objectives, and policies of the General Plan, including, but not limited to the Land Use and Resources chapters.

2. Adequate utilities, access roads, drainage and other necessary facilities have been or are being provided.

Access to the site will be from Grizzly Island Road. All necessary utilities will be provided on-site. PG&E supplies power to the site. Wastewater will be pumped to a holding septic tank above the base flood elevation and will be hauled offsite for disposal. Water is supplied by an onsite well.

3. The subject use will not, under the circumstances of the particular case, constitute a nuisance or be detrimental to the health, safety, peace, morals, comfort or general welfare of persons residing or working in or passing through the neighborhood of such proposed use, or be detrimental or injurious to property and improvements in the neighborhood or to the general welfare of the County.

The seasonal duck hunting club is located in the Suisun Marsh. Open marsh surrounds the project site, with seasonal hunting and fishing clubs being the predominant land use in the area. The club has operated in the past as the West Wind Duck Club with no history of nuisance or detriment to the health, safety, peace, morals, comfort or general welfare of persons residing or working in or passing through the neighborhood, or detriment or injury to property and improvements in the neighborhood.

4. The proposed project qualifies for a Class 2 Categorical Exemption from CEQA.

The project qualifies for a Categorical Exemption from CEQA, under CEQA Guidelines Section 15302 – Replacement or Reconstruction. Class 2 consists of the replacement or reconstruction of existing structures and facilities where the new structure will be located on the same site as the structure replaced and will have substantially the same purpose and capacity as the structure replaced. The structure is proposed within the developed

footprint of the facility and replaces structures destroyed by fire and will be used for the same purpose as a duck hunting club.

5. That the proposed development shall be consistent with the certified Suisun Marsh Local Protection Program. Where the proposed development is located in both the Secondary and Primary Management Areas, all portions of the proposed development shall be consistent with the certified Suisun Marsh Local Protection Program.

The Project is consistent with the Suisun Marsh Local Protection Program. It involves reconstruction of a duck hunting club, consistent with previous uses on the site, and is consistent with the allowed use within the Suisun Marsh Primary Management Area. The following conditions will ensure that impacts to the marsh are minimized.

6. The use will not significantly compromise the long-term productive agricultural capability of the subject Williamson Act contracted parcel or parcels or on other contracted lands in agricultural preserves.

The Project is an allowed use with a Use Permit within the Marsh Preserve MP zoning designation, and the use is compatible with the intent of the Williamson Act, which allows marsh compatible recreational uses. The reconstruction of the duck club is consistent with uses dating back to 1972 when the Williamson Act Contract was originally entered into on the subject property.

BE IT, THEREFORE, RESOLVED, that the Planning Commission of the County of Solano does hereby approve Use Permit Application No. U-21-03 subject to the following conditions of approval:

ADMINISTRATIVE

- 1. The marsh-oriented recreation facility shall be established and operated in accord with the application materials for Use Permit U-21-03, submitted August 30, 2021, by the applicant, Peter Hao Zheng, and as approved by the Solano County Planning Commission.
- 2. All uses shall comply with the provisions of Section 28.52 of the Solano County Zoning code, Marsh Preservation District for Site Development and Other Standards which includes standards for parking, signs and other project elements.

OPERATIONAL CONTROLS

3. The permittee shall take such measures as may be necessary or as may be required by the County to prevent offensive noise, lighting, dust or other impacts, which constitute a hazard or nuisance to surrounding properties.

ENVIRONMENTAL HEALTH DIVISION

4. Prior to any construction or improvements taking place, a Septic permit application shall be submitted to Environmental Health for review and approval which provides the details of a "hold and haul" sewage and wastewater disposal system. Once installed, a septic Operation and Maintenance permit shall be obtained and maintained for the hold and haul septic system for the duration of the facility. The facility shall provide up to five years of receipts showing maintenance and pumping out of the holding tank by a Solano County licensed septage pumper upon request.

BUILDING AND SAFETY DIVISION

- 5. Prior to any issuance of building permits or construction or improvements taking place, a Building Permit Application shall first be submitted as per the latest version of the California Building Code, or the latest edition enforced at the time of building permit application. "Any owner or authorized agent who intends to construct, enlarge, alter, repair, move, demolish, or change the occupancy of a building or structure, or to erect, install, enlarge, alter, repair, remove, convert or replace any electrical, gas, mechanical or plumbing system, the installation of which is regulated by this code, or to cause any such work to be done, shall first make application to the building official and obtain the required permit."
- 6. Prior to Building Permit issuance by the Department of Resource Management, the permittee shall submit documentation from the San Francisco Bay Conservation and Development Commission that it has obtained a Marsh Development Permit pursuant to the Suisun Marsh Preservation Act of 1977 and as provided for in Section 28.104 of the Solano County Code.
- 7. An erosion, sediment, and runoff control plan shall be prepared an submitted to the Building and Safety Division in accordance with Section 31.26(b) of the Solano County Grading, Drainage, Land Leveling and Erosion Control Ordinance.
- 8. No junk, abandoned machinery or equipment, salvage materials or parts shall be stored outside of enclosed buildings. All cargo containers not utilized for storage during seasonal recreation shall be removed from the property.
- 9. Dwellings shall be equipped with an automatic residential fire sprinkler shall have that system designed and installed in accordance with Section R313.3 of the 2013 California Residential Code or NFPA13D and local requirements. Plans must be submitted to the Suisun Fire Protection District for review and approval prior to issuance of any permits and performance of any inspections or tests.
- 10. Fees for automatic fire sprinkler systems shall include plan checking, field inspection of materials and workmanship and water flow alarm test. One additional review of submittals will be performed at no additional fee. Subsequent review required as a result of inadequate submittals will be performed at an hourly rate of \$70.00/hour.
- 11. Inspections fees include two compliance inspections. If additional inspections are required to ensure compliance (beyond those two included in the standard fee), a minimum fee of \$35.00 shall be charged for each subsequent inspection.
- 12. Code Amendment to C.F.C, Section 903.2.8.5 an approved flashing light shall be installed in all new sprinkler systems in such a position as to be plainly visible from the road fronting the property. The signal light shall be installed in such a manner that it will automatically activate in conjunction with the required sprinkler system. The light may also be installed in so that it may be manually activated to assist in locating buildings during other emergencies. The signal light shall be a flashing blue or white light capable of a minimum of 80 flashes per minute and a minimum of 25000-candle power. The interconnected smoke alarms in the dwelling shall be connected to the fire sprinkler flow switch.

- 13. Suisun Fire Protection District Requires a 20-minute flow on most demanded sprinkler Head.
- 14. Residential Driveways shall be built as required by the Solano County Road Improvement Standards and Land Development Requirements Sec. 1-3.1 – Roadway Standards. Maintain previous standards for road width, surface and fire department turnouts.
- 15. End of Driveway must meet requirements of the California Fire Code Appendix D for Dead-End Fire Apparatus Access Road Turnaround.
- 16. Any Gates installed on fire access roads shall have a minimum width of 20 feet and have a permit issued by the Solano County Building and Safety Division. Locking gates must be provided with a Fire Department Knox Box or Key Switch. Ordering forms must be obtained from the Fire District.
- 17. Buildings shall have approved address numbers placed in a position that is plainly legible and visible from the street or road fronting the property.

LOCAL, REGIONAL, STATE AND FEDERAL AGENCIES

Terry Schmidtbauer, Secretary

- 18. The Applicant shall obtain all Required Permits from other Agencies. The use of lands and buildings may be subject to additional permits from the County of Solano or other public agencies. Prior to conducting any land use authorized under this Permit, the Applicant shall obtain any other federal, state, or local permits required for construction or operation of the SF Gun Club.
- 19. The permit shall be in effect for a five (5) year period with the provision that a renewal may be granted if said request is received prior to the expiration date of February 17, 2027 and the use remains in compliance with the permit's conditions of approval. The permittee shall submit a one-time "Report of Compliance" to the Department of Resource Management on the six (6) month anniversary of the issuance of this permit.

County Planning Commission on February 17, 2022 by the following vote:

AYES: Commissioners

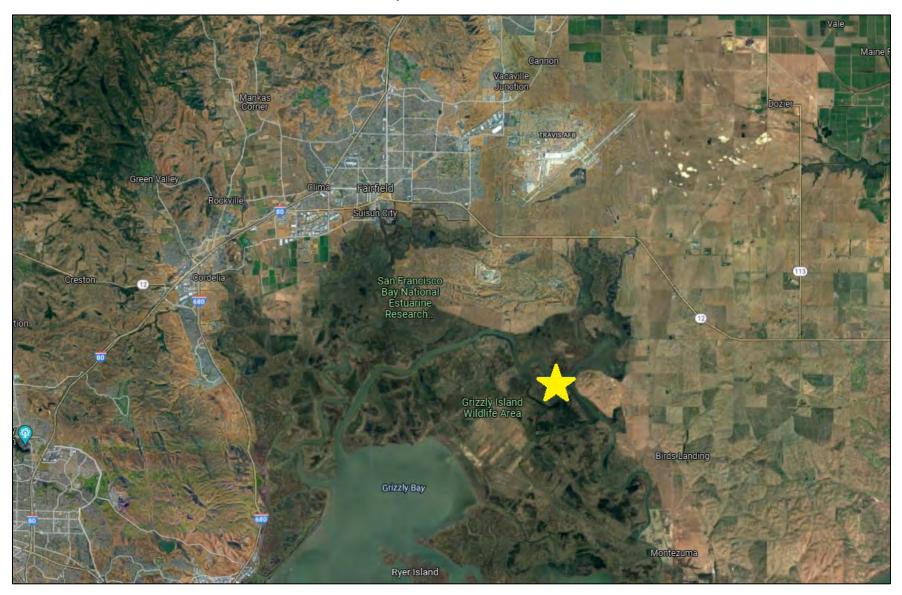
NOES: Commissioners

ABSTAIN: Commissioners

ABSENT: Commissioners

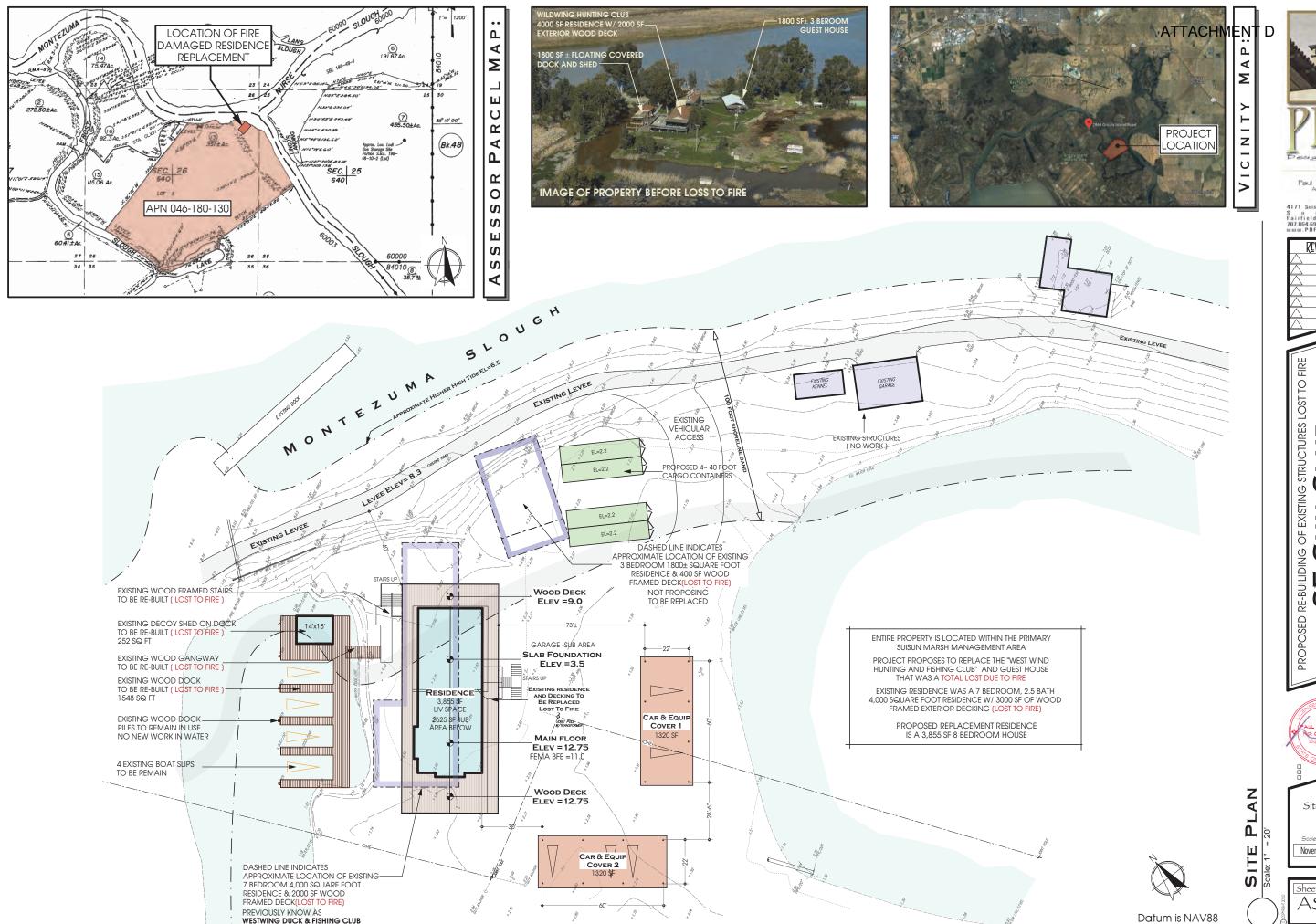
Kelly Rhoads-Poston, Chairperson

Location Map of the SF Gun Club



Aerial View of the SF Gun Club Property





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REVISIONS

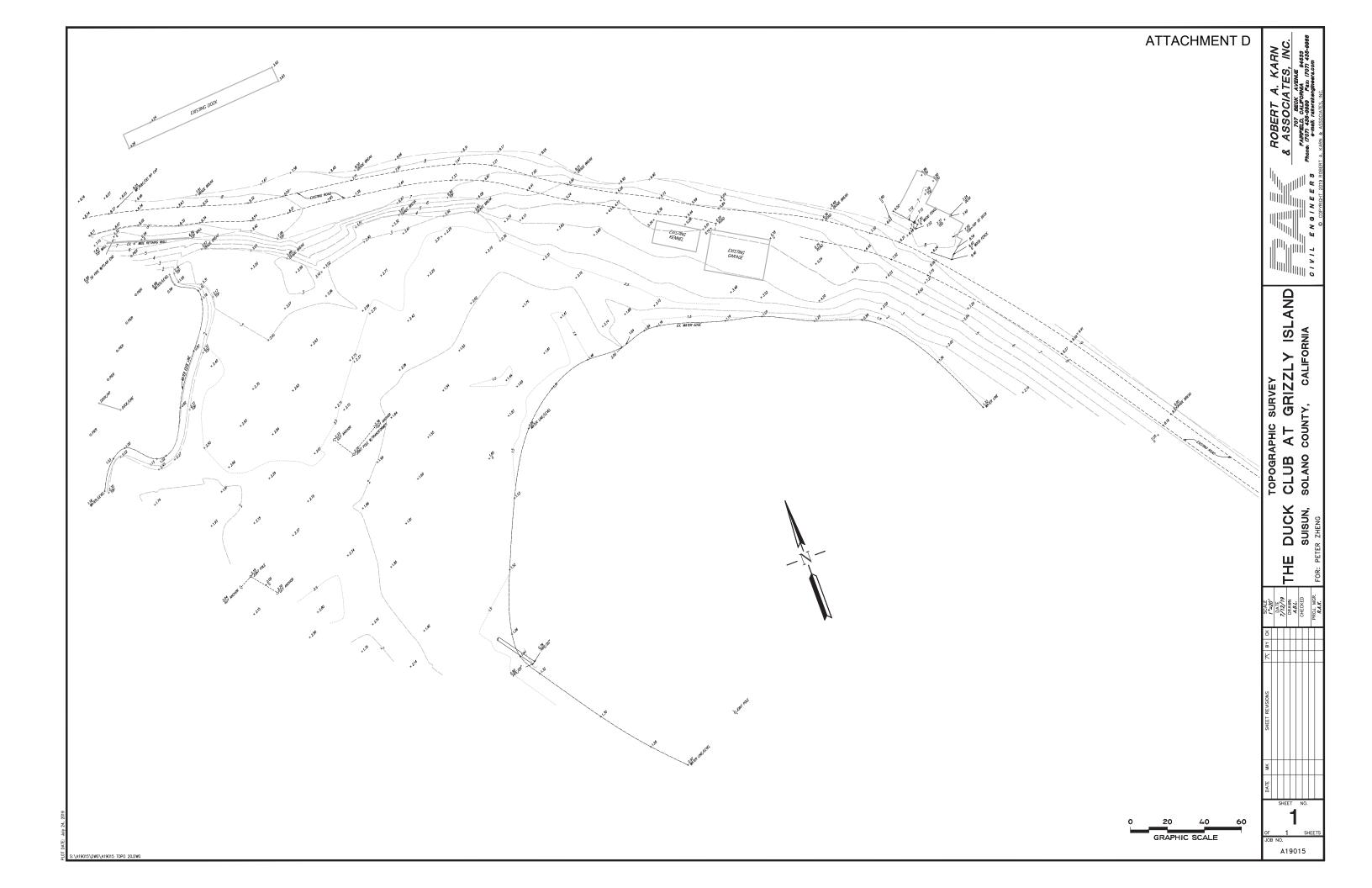
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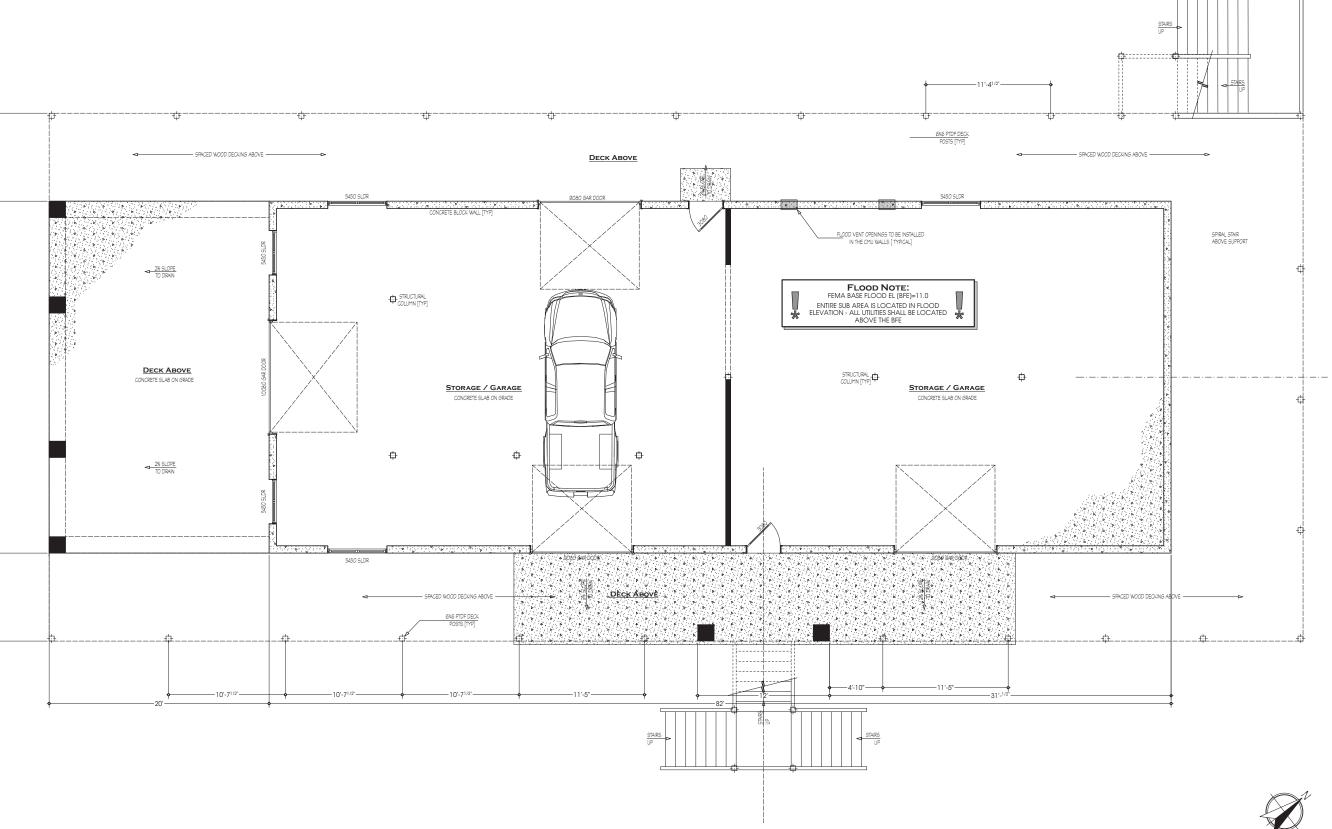
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Site Plan

November 2020

Sheet Number AS-1.1





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REVISIONS

PROPOSED RE-BUILDING OF EXISTING STRUCTURES LOST TO FIRE **SF GUN CLUB**2866 GRIZZLY ISLAND ROAD APN: 046-180-130

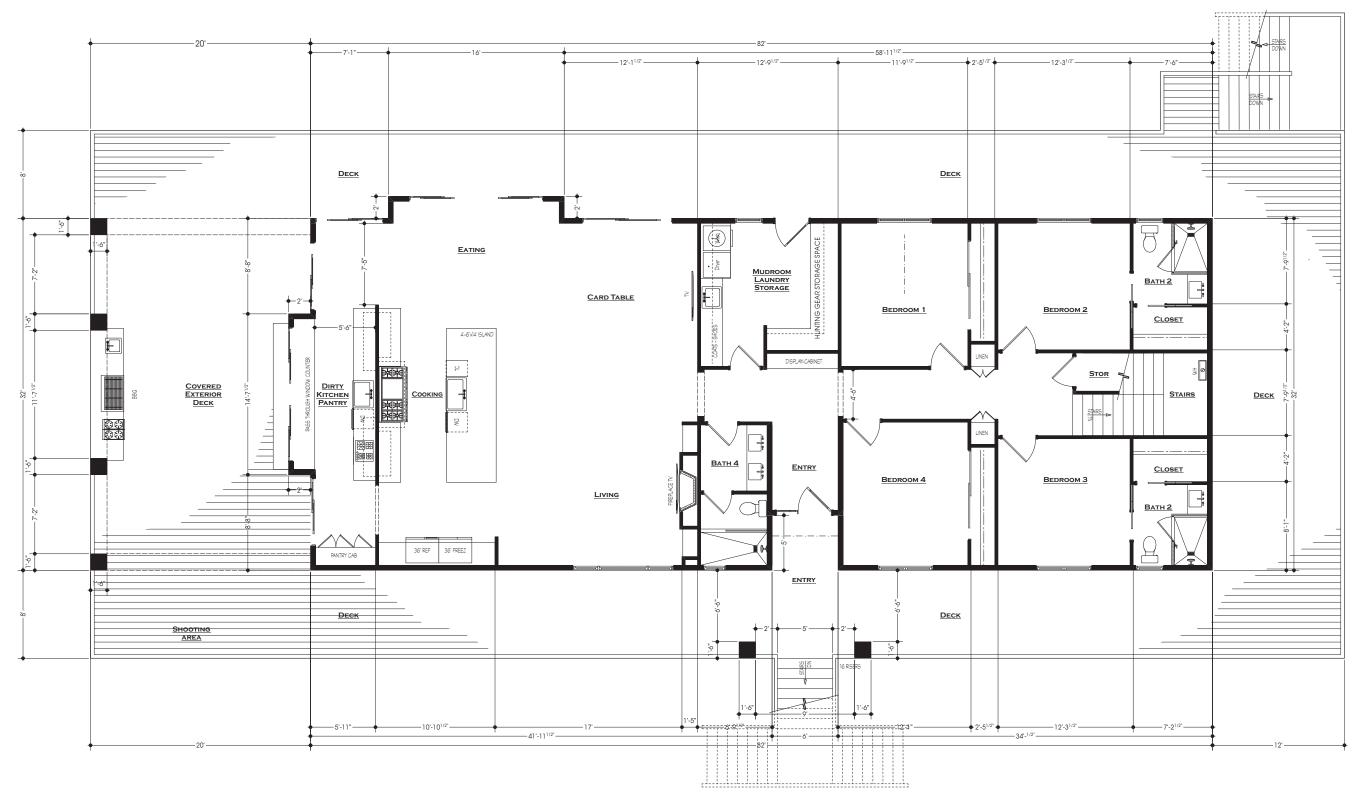
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Sub Area Floor Plan Scale: As Noted November 2020

Sheet Number

A-1.1

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Main Level Floor Plan

November 2020

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REVISIONS

PROPOSED RE-BUILIDING OF EXISTING STRUCTURES LOST TO FIRE

SF GUN CLUB

2866 GRIZZLY ISLAND ROAD APN: 046-180-130

MAIN LEVEL FLOOR PLAN Scale: 1/4" = 1'-0"



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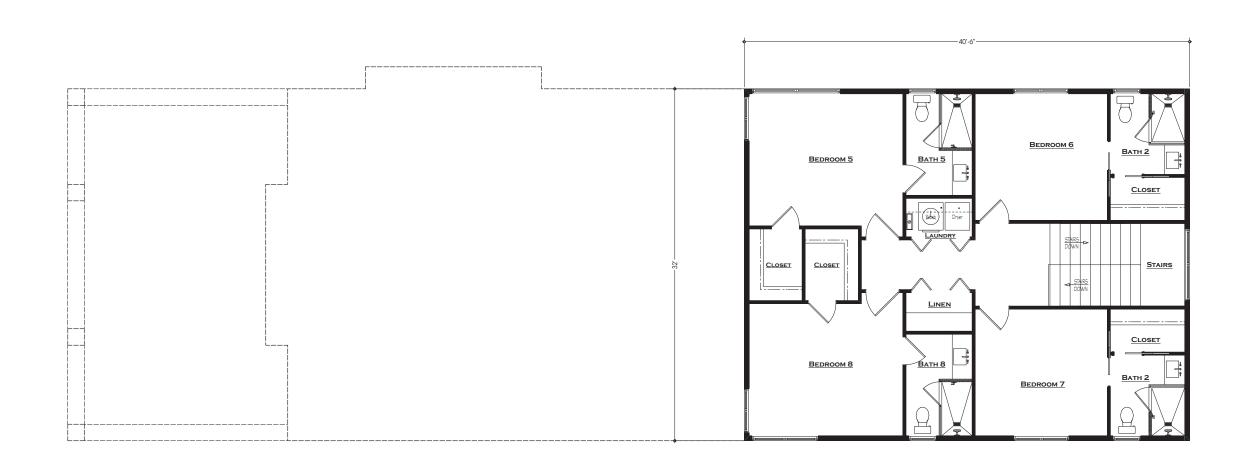
PROPOSED RE-BUILIDING OF EXISTING STRUCTURES LOST TO FIRE

SF GUN CLUB

2866 GRIZZLY ISLAND ROAD APN: 046-180-130

Upper Level Floor Plan November 2020

Sheet Number



1,200 Square Feet





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<u>REVISIONS</u>

PROPOSED RE-BUILIDING OF EXISTING STRUCTURES LOST TO FIRE

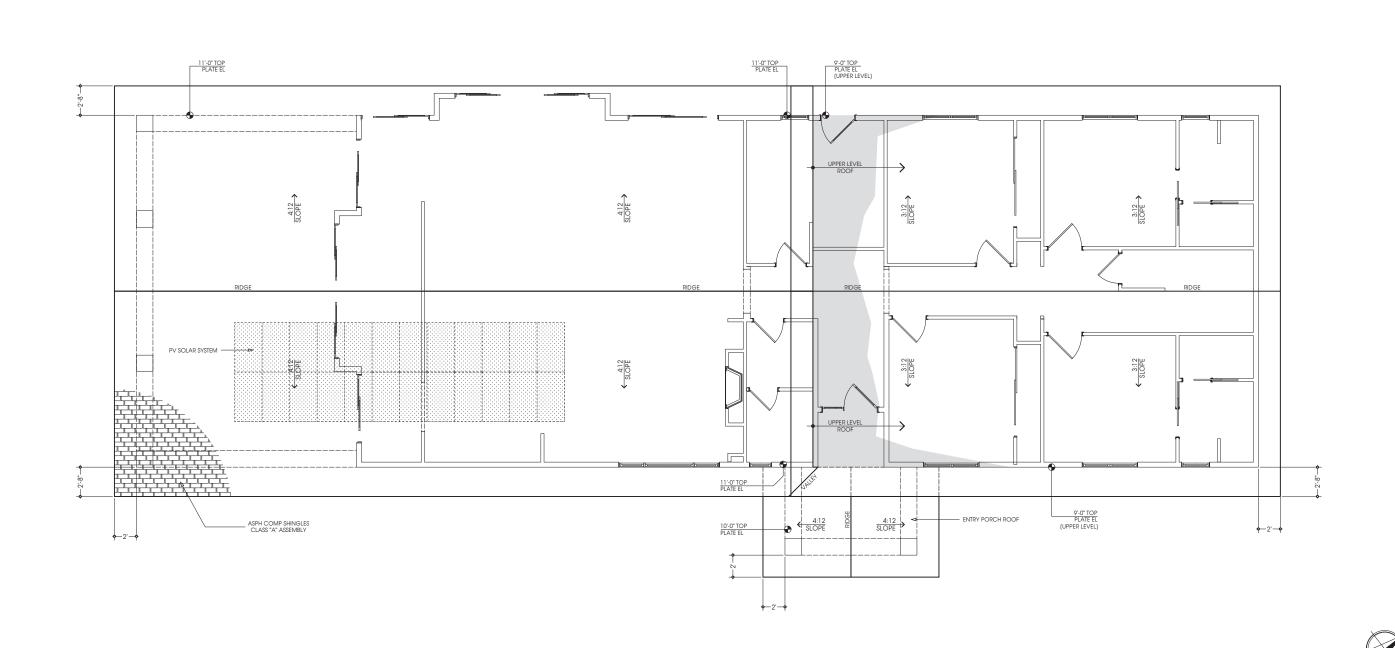
SF GUN CLUB

2866 GRIZZLY ISLAND ROAD APN: 046-180-130

Roof Plan

Sheet Number

November 2020



ROOF PLANScale: 1/4" = 1'-0"

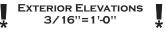
EAST

EAST EXTERIOR ELEVATION

Scale: 3/16" × 1'-0"









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REVISIONS

NG OF EXISTING STRUCTURES LOST TO FIRE GUN CLUB
ISLAND ROAD APN: 046-180-130

FAUL D. FRIEND

(C. 24403)

Exp. 6/3/2

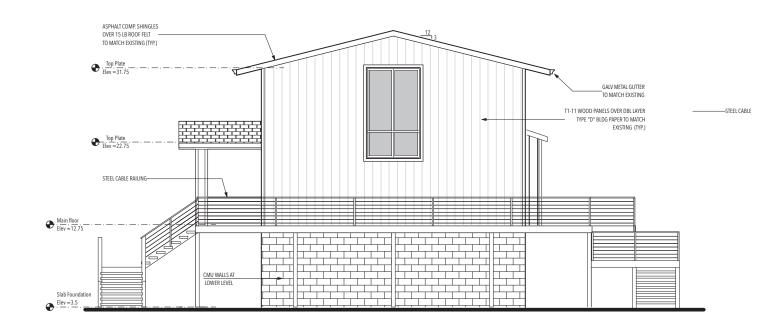
SF GRIZZLY

2866

Exterior Elevations Scale: As Noted November 2020

Sheet Number A-2.1 14 of 22

WEST EXTERIOR ELEVATION





NORTH EXTERIOR ELEVATION

EXTERIOR ELEVATIONS 3/16"=1'-0"



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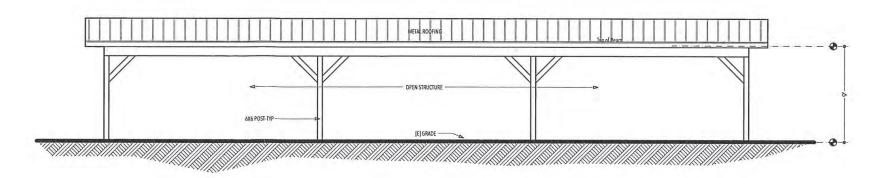
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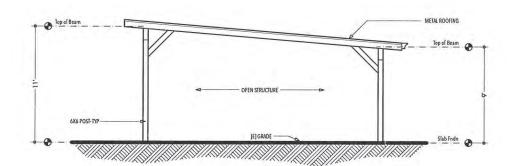
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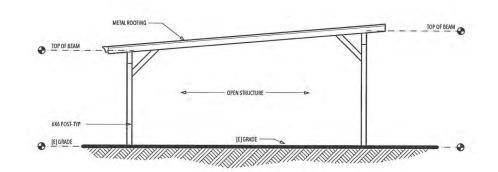
Exterior Elevations November 2020

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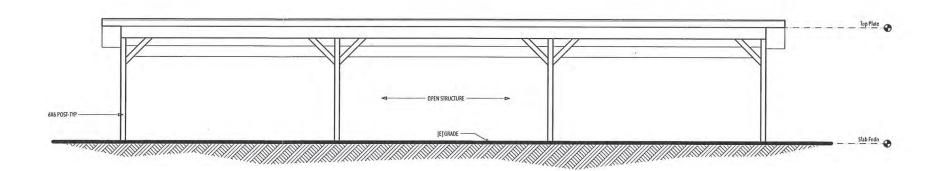
FRONT EXTERIOR ELEVATION





LEFT EXTERIOR ELEVATION











Paul D. Mend Archiect

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PROPOSED RE-BUILIDING OF EXISTING STRUCTURES LOST TO FIRE **SF GUN CLUB**2866 GRIZZLY ISLAND ROAD APN: 046-180-130

Carport Exterior Elevations Scale : As Noted November 2020

