

SPECIAL AREA PLAN

SOUTH RICHMOND SHORELINE

SOUTH RICHMOND SHORELINE SPECIAL AREA PLAN

AN AMENDMENT TO THE
CITY OF RICHMOND GENERAL PLAN
AND THE
SAN FRANCISCO BAY CONSERVATION AND DEVELOPMENT COMMISSION BAY PLAN

May 1977
as amended through
August 1987

Prepared by the
South Richmond Shoreline Special Area Plan
Citizen's Advisory Committee

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I.

INTRODUCTION AND SUMMARY

This proposed Special Area Plan is an outgrowth of a unique kind of cooperation between local government, the City of Richmond, and a regional agency, the Bay Conservation and Development Commission. This cooperation has involved many meetings of a Citizens' Advisory Committee and many hours of City and BCDC staff work. The aim was to achieve compatibility between the BCDC San Francisco Bay Plan and the Richmond General Plan. In this process, a number of supplementary waterfront issues have been raised and solutions offered.

The background of this Special Area Plan begins with previous planning efforts of the City and BCDC. During 1972 and 1973 Richmond prepared a plan for its entire 32 mile coastline, the Richmond Coastline Plan. The Coastline Plan, while in many respects strongly supportive of Bay Plan policies, included a major departure from the Bay Plan as well as from previous City policy. It proposed that the Inner Harbor Basin, heretofore considered by both BCDC and the City as a future port area, be developed as a mixed use water-oriented complex with a major marina, park and public access uses and residential and commercial areas. The City's Urban Renewal Plan for Redevelopment Project 11-A, which includes the area adjacent to the Inner Harbor Basin as well as the area adjacent to the Harbor Channel, subsequently refined the basic proposals of the Coastline Plan. In order to carry out the development of the marina, the City applied for and received a marina planning grant from the Department of Navigation and Ocean Development.

With this background of planning, the City approached BCDC about changes to the Bay Plan. As long as the area adjacent to the Inner Harbor Basin is designated for port use, no major marina or commercial use in the Inner Harbor Basin could be approved by BCDC.

On November 10, 1975, the Richmond City Council passed a resolution requesting BCDC to undertake with Richmond a cooperative effort aimed at a detailed plan for the Inner Harbor Basin and surrounding areas. The BCDC subsequently passed a resolution directing its staff to enter into such planning. A citizen committee was then appointed with 11 Richmond representatives and 4 BCDC representatives.

The Planning Process. The charge of the Citizens' Advisory Committee was to advise the Richmond City Council and BCDC on appropriate policies to guide conservation and development within the study area, and to create conformity between the Richmond General Plan and the Bay Plan.

To clearly focus committee efforts, a number of specific planning issues were identified and analyzed by the City and BCDC staffs. The staff drafted findings and policies dealing with each issue for Committee debate, consideration, and tentative adoption. A preliminary plan, including all of the issues, was then reviewed and approved by the committee.

Subcommittees were formed to advise the full committee on several particularly complex issues: the proposed alignment of Harbour Drive; appearance and design concerns for the Inner Harbor Basin Sub-Area; and implementation measures to carry out the plan. The subcommittees produced supplemental reports which formed the basis for many of the policies of the Special Area Plan.

The decisions of the Committee were arrived at through consensus. Votes were taken in only a few cases. All committee meetings were open to members of the public, whose opinions and suggestions were welcomed.

The goals of the planning process were the meshing of City and regional interests and the balancing of conservation and development concerns. The Plan involves many compromises, some of which were agreed to only after extended discussion and debate. However, in the Committee's view, the end product is a cohesive plan that permits new development along the South Richmond Shoreline Area, while protecting and enhancing the valuable environmental resources of the Bay and shoreline. The Plan is, in other words, intended as a soundly based and reasonable approach to a series of critical and sometimes controversial planning issues.

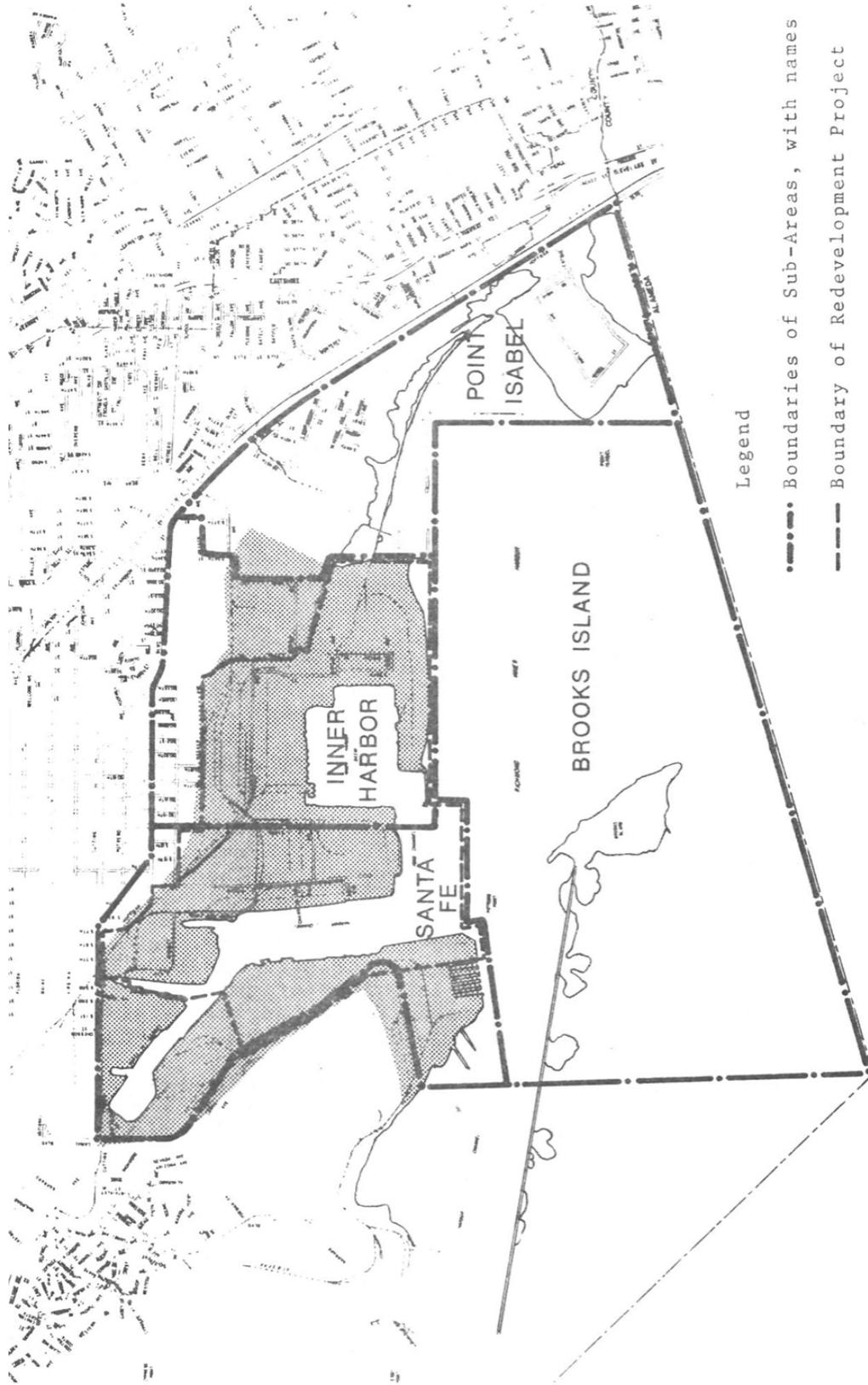
After final adoption of the Special Area Plan by the Richmond City Council and BCDC, the Plan will amend both the Richmond General Plan and the San Francisco Bay Plan. As such, it will guide planning and regulatory actions of both jurisdictions.

Description of Study Area. The Special Area Plan includes all of the shoreline between the Contra Costa/Alameda County line and Shipyard No. 3, the land between the shore and Hoffman Boulevard, the water areas bounded by the Richmond/Contra Costa County boundary on the south and a line extending southward from the western boundary of Shipyard No. 3 on the west, and the two islands within those waters. The study area, which was divided into four geographical Sub-Areas for planning purposes, includes not only Redevelopment Project 11-A, but other adjacent land and water areas. Some of the areas, while outside of BCDC permit jurisdiction, are an integral part of the shoreline. Map 1 shows the location of the South Richmond Shoreline Area and the boundaries of the four Sub-Areas as well as Redevelopment Project 11-A and BCDC's Port Priority Use Area.

Summary of Plan

Some of the major policy provisions of the Special Area Plan are described below.

1. **Point Isabel Sub-Area**
 - a. Protect marshes, mudflats, tidelands and open water to the maximum extent feasible.
 - b. Encourage public access around the entire perimeter of Point Isabel.
 - c. Align Harbour Drive to the north of the Bay and marshes if feasible.
2. **Inner Harbor Basin Sub-Area**
 - a. Permit a large marina (up to 2,000 berths) in the Inner Harbor Basin as well as residential, commercial, recreational, and open space uses. Such uses must conform to the design criteria of the Special Area Plan.
 - b. Delete the Bay Plan port priority designation from the Inner Harbor Basin Area; retain this designation for the Santa Fe and Harbor Channels and at Shipyard No. 3.
 - c. Provide continuous public access around the Inner Harbor Basin. Permit non-public uses in the 100-foot BCDC shoreline permit zone only after alternative locations for such uses are found infeasible and various design conditions are met.
 - d. Provide a major green space and park on the north end of the Inner Harbor Basin, a view park at the end of the peninsula, and a public beach and park along the outer shoreline of the peninsula.
 - e. Permit fill for marina and related uses and only under certain conditions for water-oriented commercial recreation.



Legend

- Boundaries of Sub-Areas, with names
- - - Boundary of Redevelopment Project
- ▨ Port Priority Use Area

MAP 1,
 SOUTH RICHMOND SHORELINE AREA
 SOUTH RICHMOND SHORELINE-SPECIAL AREA PLAN



3. **Santa Fe Sub-Area**

- a. Retain the Harbor and Santa Fe Channels as a port priority area.
- b. Encourage public access where feasible.

4. **Brooks Island Sub-Area**

- a. Protect open water, marshes, tidelands and mudflats to the maximum extent feasible.
- b. Cooperate with East Bay Regional Park District in planning for public use of Brooks Island Regional Preserve.
- c. Allow public access to Brooks Island compatible with environmental preservation.

Implementation

- a. City and BCDC: adopt the Special Area Plan as an amendment to the Richmond General Plan and the Bay Plan, respectively.
- b. City: adopt a proposed shoreline overlay zone which will help protect the environmental and aesthetic values of open water, tidelands, mudflats, marshes and the immediate shoreline in the plan area.
- c. BCDC: delete the Inner Harbor Basin from port priority designation. This Special Area Plan should be read in conjunction with both the Bay Plan and Richmond General Plan in order to gain a complete picture of public land use policy forth planning area.

The major features of the Special Area Plan are illustrated on the folded sheet inserted in the pocket inside the rear cover of this report. This sheet does not indicate all policies, since many of the policies contained in the Plan are of a managerial or administrative nature and cannot be shown graphically.

Explanation of Terms. The policies of the Special Area Plan are defined in three different time frames: continuing, interim, and future. Continuing policies can be applied immediately to extend over an indeterminate time period. Interim policies will terminate at some definite time. Future policies are to be applied at some unknown point in time. Use of these time frames not only roots the policies in reality, but also is consonant with California legislative goals which stress the importance of "phasing" in new planning proposals of all kinds.

II.

EXISTING PLAN PROVISIONS APPLICABLE TO THE SOUTH RICHMOND SHORELINE AREA

Both the City of Richmond and the San Francisco Bay Conservation and Development Commission have existing policies and plan provisions pertaining to the South Richmond Shoreline Area. These policies and plan provisions, contained in the San Francisco Bay Plan, the Richmond General Plan and the Urban Renewal Plan for Redevelopment Project Area 11-A, provide the basis for making decisions relative to growth and development in this area. In addition, BCDC is governed by the McAteer-Petris Act which contains provisions outlining the conditions under which BCDC may permit filling and dredging. Any proposed development in the South Richmond Shoreline Area must be consistent with the McAteer-Petris Act, the Bay Plan, the Richmond General Plan, and the Urban Renewal Plan. In addition, if a Special Area Plan is adopted, any proposed development would also need to be consistent with its policies. The most important provisions of these documents are outlined below.

McATEER-PETRIS ACT

The McAteer-Petris Act established the San Francisco Bay Conservation and Development Commission and defines the duties and responsibilities of the Commission, as well as the basic policy guidelines under which it operates.

Under the provisions of the Act, BCDC can permit Bay fill only for certain “water-oriented” uses specified in the law or “minor fill” for improving shoreline appearance or public access to the Bay. The water-oriented uses the law permits include water-related industry, port, bridges, wildlife refuges, and water-oriented recreation and public assembly. Housing and offices, two uses for which large areas of the Bay were filled in the past, have been determined by the Commission not to be water-oriented uses.¹

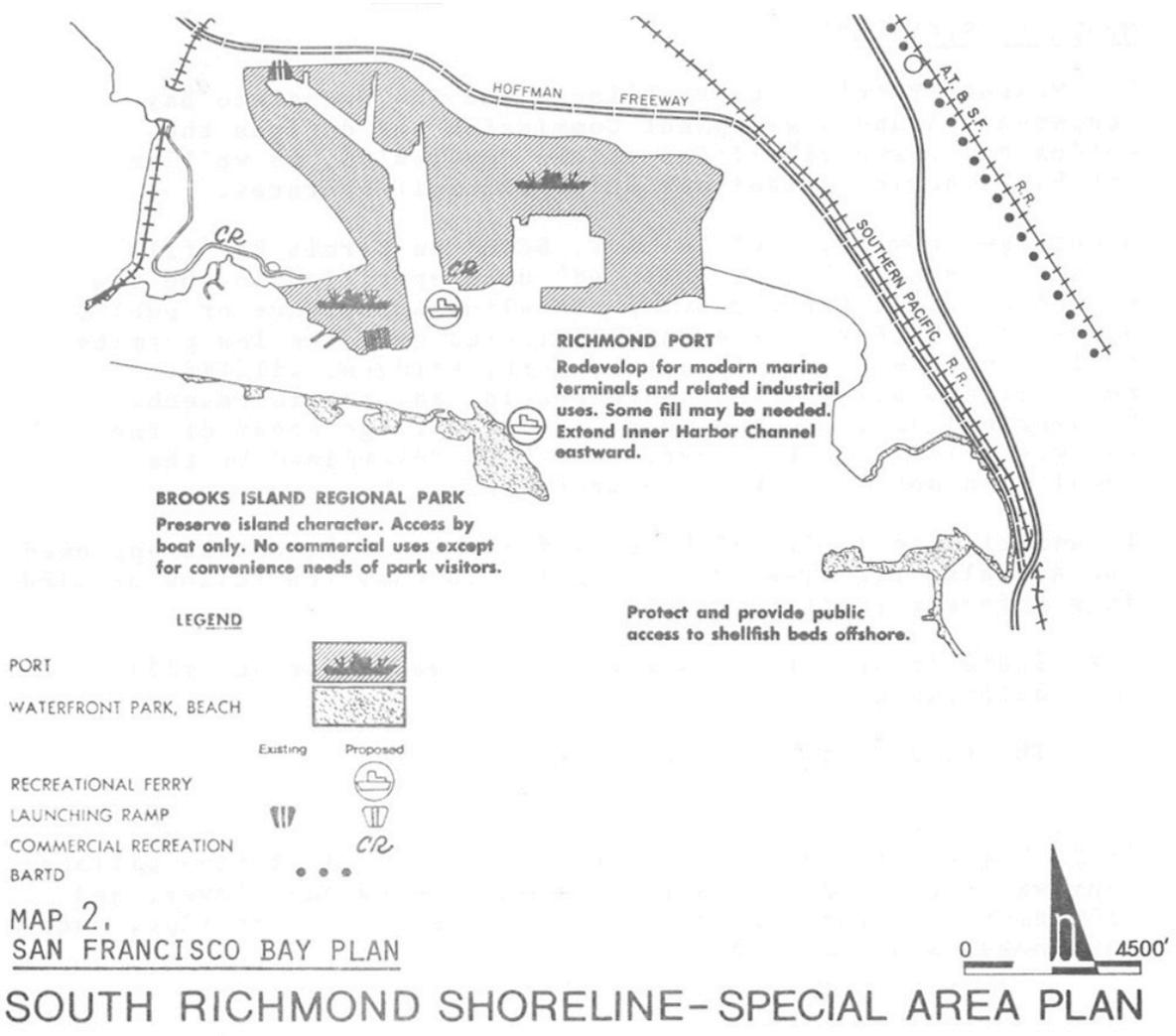
In addition to limiting the uses for which fill can be approved the Act also requires the Commission to make the following findings before permitting fill:

- There is no alternative upland location for any fill authorized;
- The fill is the minimum necessary;
- The nature, location, and extent of any fill will minimize harmful effects to the Bay;
- The fill is constructed in accordance with sound safety standards;
- The fill will, to the maximum extent feasible, establish a permanent shoreline; and
- The person proposing to fill has sufficient title to the properties in question to be able to fill it in the manner and for the uses to be approved.

¹ “Fill” includes earth or any other material including pilings; any water coverage whether on pilings or by cantilever; and floating structures moored for extended periods of time, such as houseboats and floating docks.

SAN FRANCISCO BAY PLAN

The San Francisco Bay Plan establishes in greater detail than the McAteer-Petris Act the policies of the San Francisco Bay Conservation and Development Commission regarding the appropriate use of the Bay and its shoreline. (Refer to Map 2 below.) The Bay Plan provides a comprehensive and enforceable basis for achieving the Commission's two major objectives: to protect the Bay as a great natural resource for the benefit of present and future generations; and to develop the Bay and its shoreline to their highest potential with minimum of Bay filling. The major policies of the Bay Plan are summarized below:



Uses For Which Fill Is Permitted. Within the constraints of the McAteer-Petris Act, the Bay Plan specifies the uses and purposes for which fill may be permitted in various parts of the Bay. In the South Richmond Shoreline Area, the most important uses discussed in the plan are ports, water-related recreation, minor fill to improve shoreline appearance or public access, and other uses of the Bay shoreline as identified in the Bay Plan.

1. **Ports.** The policies related to ports call for major expansion of port facilities at Richmond and propose that shoreline areas adjacent to Inner Harbor, Inner Harbor Basin, and the Santa Fe and Harbor Channels be reserved for that purpose. The Bay Plan Port policies permit filling and dredging required for necessary port expansion, but any permitted fill or dredging must be consistent with an overall regional port development plan in order to avoid unnecessary filling and dredging for port purposes.

Port Priority Use Areas are generally limited to uses directly related to operation of a marine terminal, but other uses, especially public access and public and commercial recreational development, may also be permitted if they do not significantly impair efficient utilization of the port areas.

2. **Water-Related Recreation.** The Bay Plan policies on Water-Related Recreation encourage the construction of marinas at sites designated on the Bay Plan maps. Additional marinas are allowed elsewhere on the Bay provided that they do not pre-empt land or water areas needed for other priority uses and are feasible from an engineering viewpoint. Sites that tend to fill up unusually rapidly with silt or mud, or that are subject to unusual amounts of dense fog should be avoided. If necessary, some fill can be permitted for marina support facilities (parking, service buildings, launching lanes, etc.), but any fill must be the minimum necessary.

The Bay Plan policies on Water-Related Recreation further suggest that key shoreline areas be reserved for water-related recreation. In addition, limited commercial recreation facilities, such as small restaurants, can also be permitted in shoreline park areas, provided they are clearly incidental to the park use, are in keeping with the basic character of the park, and do not obstruct public access to and enjoyment of the Bay.

3. **Minor Fill To Improve Shoreline Appearance Or To Improve Public Access.** In addition to fill for the uses just described, under the Bay Plan policies on Public Access and Appearance and Design, the Commission can also approve minor fill to improve shoreline appearance and public access. However, the Commission's regulations limit such filling to cases where it is physically impossible or economically infeasible to improve shoreline appearance or public access without filling.
4. **Other Uses Of The Bay Shoreline.** The Bay Plan provides that shore areas not reserved for a priority use can be used for any purpose acceptable to the local government having jurisdiction, provided that the Bay is used as an asset and is not adversely affected by the use. Uses are encouraged which enhance enjoyment of the Bay and its shoreline by residents, employees and visitors within the site area itself or within adjacent areas of the Bay or shoreline.

Public Access. The Bay Plan policies on Public Access, as well as the provisions of the McAteer-Petris Act, require that any project built either on fill or on the shoreline must provide public access to the maximum extent feasible. In general, this means that, at a minimum, public access be provided both to and along the shoreline of project sites. The extent, design, and location of areas proposed for public access in projects are reviewed by the Commission's Design Review Board, which is composed of Bay Area architects, designers, and engineers.

Safety Of Fills. The Bay Plan policies on Safety of Fills requires that every project on fill be reviewed by the Commission's Engineering Criteria Review Board, which is composed of seismic experts, and each project must be constructed according to standards prescribed by the Board. In most cases these standards, which are based on the latest technological and scientific knowledge, exceed those established by local building codes.

Environmental Resources. The Commission also evaluates all projects on the basis of the Bay Plan policies on Fish and Wildlife, Water Pollution, Water Surface Area and Volume, and Marshes and Mudflats. These policies highlight the importance of the Bay as a resource and are directed toward protecting this remaining resource to the greatest extent possible. The Bay Plan cites the value of water surface area and volume in supporting marine life and in breaking down pollutants in the Bay, and provides that any filling or diking that reduces surface area or water volume be allowed only for purposes providing substantial public benefits and only if there is no reasonable alternative. Marshes and mudflats, identified in the Bay Plan as an integral part of the Bay tidal system, are to be protected in the same manner as open water areas in order to conserve fish and wildlife and to aid in abating air and water pollution. Both Brooks Island and the marsh area of the South Richmond Shoreline are identified in the Bay Plan as valued waterbird habitats which should be preserved.

RICHMOND GENERAL PLAN

The policies of the Richmond General Plan which are applicable to the South Richmond Shoreline Area are contained primarily in the Richmond Coastline Plan. This document, which was adopted on March 12, 1973 as part of the General Plan, was undertaken to provide direction for the conservation and development of Richmond's shoreline and related land and water areas and to resolve the conflicting desires for environmental protection and urban growth in this area of the City. Other policies applicable to this area are contained in the *Open Space and Conservation Element*, another element of the General Plan.

The major policies of the General Plan applicable to the South Richmond Shoreline Area are briefly summarized below. Also refer to Map 3.

Land Use. The General Plan policies related to Land Use encourage the development of the shoreline for a variety of uses, including residential, commercial recreation, water-oriented commercial, open space, industrial and port. The General Plan proposes that Redevelopment Project II-A be developed as a multi-use waterfront community and further proposes that new residential, commercial and industrial development be designed to establish a distinctive character, as expressed in the external design of buildings and open space and their relationship to the terrain and water.

Open Space and Conservation. The General Plan policies related to Open Space and Conservation encourage the expansion of public open space, and the preservation of important wildlife habitats, including the open water south of Brooks Island and east of Brooks Island to Point Isabel, and marshes and mudflats. General Plan policies also urge that shoreline sites or piers for public fishing be established at specified locations.

Transportation and Circulation. The General Plan policies related to Transportation and Circulation encourage more effective movement of people to and within the shoreline area by increased public transit service linked to BART; development of convenient bicycle and foot trails; and provision of new types of transportation carriers, such as ferries and antique trains, where feasible. General Plan policies also encourage provision of public access to the shoreline, both in areas of existing development and in undeveloped areas in which new development is being established.

REDEVELOPMENT PROJECT 11-A URBAN RENEWAL PLAN

On June 9, 1975, the Richmond Redevelopment Agency and the City Council adopted the Urban Renewal Plan for Project Area 11-A. This renewal area, which consists of 964 acres along the southern Richmond waterfront, is bounded by Canal Boulevard on the west, the Safeway and United Grocers distribution complex and the U.C. Field Station on the east, and the Santa Fe properties and the San Francisco Bay on the south. The whole project is located south of Hoffman Boulevard and is totally within the boundaries of the South Richmond Shoreline Special Area Plan.

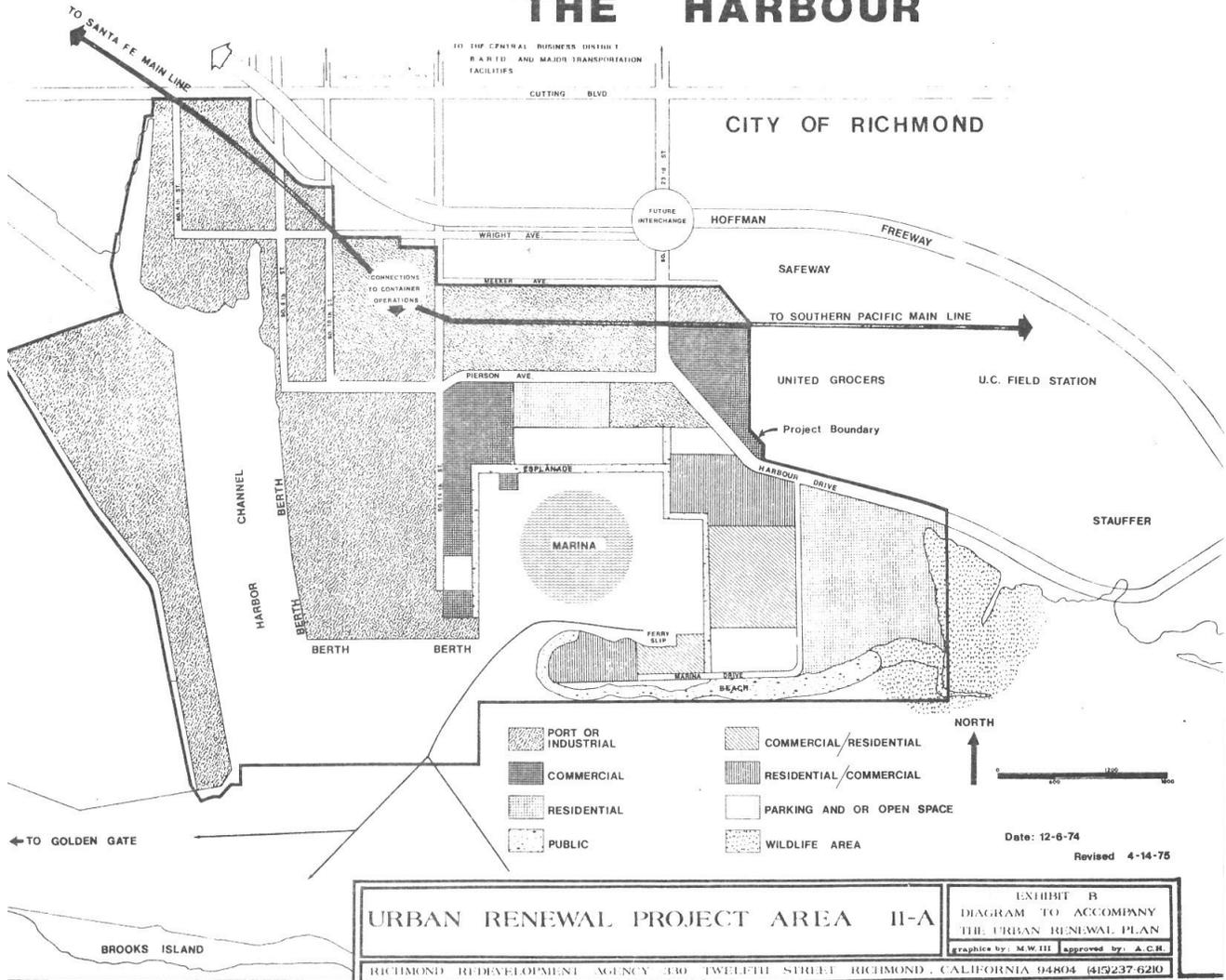
The Urban Renewal Plan, which conforms to the Richmond General Plan, designates the following uses for the area: port, industrial, commercial, residential, and public use and open space. See Map 4.

The objectives to be achieved through renewal of the project area are:

- to remove structurally substandard buildings, eliminate blighted influences, provide land needed for public facilities, remove impediments to land development, and achieve appropriate changes in land use,
- to provide the framework within which restoration to the economic and social health of the project and its environs will be accomplished by public and private actions,
- to guide development toward a satisfying and total urban environment which reflects concern for high level architectural and urban design principles and which will enrich the social, educational and cultural life of the community,
- to provide sound and attractive housing of proper economic base and proportion,
- to provide a catalyst for an extreme economic revitalization of commercial and industrial uses in and around Redevelopment Project Area 11-A, The Harbor, thereby creating substantial job opportunities for the unemployed and underemployed, and to effect the removal of impediments to land disposition and development through acquisition and assembly of land into reasonably sized and shaped parcels served by an improved street system and improved public utilities,
- to promote expeditious reimbursement of local contributions to the project through tax returns,
- and to conform to the California Environmental Quality Act of 1970, as amended.

The Urban Renewal Plan will be carried out pursuant to the Community Redevelopment Law of the State of California (Part I of Division 24 of the Health and Safety Code). It is not anticipated that any federal assistance will be used.

'THE HARBOUR'



MAP 4,
DIAGRAM ACCOMPANYING URBAN RENEWAL PLAN
SOUTH RICHMOND SHORELINE-SPECIAL AREA PLAN

III.

SPECIAL AREA PLAN FINDINGS AND POLICIES

The Special Area Plan consists of findings and policies which address specific issues within each of the four Sub-Areas of the South Richmond Shoreline Area. The issues in each Sub-Area vary since they are based on upon particular concerns within each of the areas, but in each Sub-Area the issues have been organized under the same categories: Land Use; Circulation; and Public Recreation, Other Open Space and Public Access. The inner Harbor Basin Sub-Area has an additional section dealing with an issue related to Appearance and Design.

POINT ISABEL

DESCRIPTION

The Point Isabel Sub-Area, shown on Map 5, is the southeastern most section of the South Richmond Shoreline Area. It is bounded by the Contra Costa / Alameda County line on the southeast; the eastern boundary of Redevelopment Project 11-A on the west; Hoffman Boulevard on the north; and on the south by a line extending along and beyond the right-angled breakwater in the Richmond Inner Harbor.

The most significant natural features in this Sub-Area are marshes and mudflats. This Sub-Area also has a large amount of grassland and brush in its undeveloped areas.

The primary existing land uses in the area are industrial. The newly constructed U.S. Postal Service Bulk Mailing Facility, Stege Sewage Treatment Plant, Associated Co-op Warehouse and a twenty acre-park leased by the East Bay Regional Park District occupies the Point Isabel Peninsula. Other major land occupants in the Sub-Area include the U.C. Field Station, Stauffer Chemical Company, and the Topsoil King Company. The Santa Fe Land Improvement Company owns much of the tidelands in the Sub-Area.

APPLICABLE EXISTING PLAN PROPOSALS

San Francisco Bay Plan. The Bay Plan indicates a waterfront park/beach along the eastern boundary of the Point Isabel peninsula.

Richmond General Plan. Most of the Sub-Area is designated for industrial uses. The exceptions are: the marshes and mudflats which are designated as wildlife habitats; an area at Point Isabel which is designated for park use; another area at Point Isabel designated for a sewage treatment plant; the area which the Santa Fe Land Improvement Company is presently filling north of Point Isabel which is designated a preservation area as an interim use and residential use in the future; and a portion of the Stauffer Chemical Company property which is designated industrial as an interim use and residential use in the future. Other proposals include a hike/bike trail along the shoreline and a fishing site at the northwest side of Point Isabel.

Other Plan Proposals. Redevelopment Project II-A is located west of the Point Isabel Sub-Area. A road which will pass through the Point Isabel Sub-Area is proposed to connect the Redevelopment area with the future Hoffman freeway in the vicinity of South 52nd street. The alignment of the road may have serious consequences to the preservation of the marshes in the point Isabel Sub-Area.

LAND USE

ISSUE I: WHAT USES ARE APPROPRIATE WITHIN AND ADJACENT TO THE MARSH AND MUDFLAT WILDLIFE HABITATS?

Findings

1. The point Isabel Sub-Area contains an extensive area of marshes and mudflats. These areas are important in maintaining wildlife, including fish, shellfish, shorebirds, the waterfowl of the Pacific Flyway and other upland species. These areas are also important because they offset air and water pollution by adding to the oxygen supply in the surrounding air and water and absorbing carbon dioxide from the air.
2. The wildlife value of marshes and mudflats can be degraded through adjacent human activity.
3. The uses which can be compatible with marshes and mudflats and which have the least disturbing effect upon the wildlife include: minimally contaminated storm drainage overflow, fishing and nature study. Other uses can have a disturbing effect on wildlife depending on their intensity and conflicting characteristics. These effects can often be mitigated by creating a buffer between the uses and the marsh and mudflat areas. Buffering can be achieved through the provision of open areas, landscaping, placement of other non-intensive uses near the environmentally sensitive areas, and other similar means.
4. The present uses of land adjacent to the marshes and mudflats in this Sub-Area includes the following activities and facilities:

Activities – fishing and hunting, train and motor vehicle movement, chemical manufacturing, university research and instruction.

Facilities – rail and road rights-of-way, contractor's storage yard, gardening and landscaping supply yard, warehouses, chemical stockpiles, chemical ponds, oxidation ponds, pier and solar stills.

5. A specific industrial project for a tideland area north of Point Isabel owned by the Santa Fe Land Improvement Company has been determined to be exempt from BCDC permit requirements. Unless the specific plan for this project are followed by Santa Fe, the jurisdictional exemption will cease. The U.S. Army Corps of Engineers still maintains jurisdiction over this area and any fill proposal would require a permit from the Corps.

Policies

1. Protect open water, mudflats and all tidelands to the maximum extent feasible. Discourage filling, dredging and all development that would have a significant adverse impact on the biological productivity or aesthetic character of the physical features of these areas. Any development which does adversely impact the biological productivity or aesthetic character of open water, marsh, mudflat or tideland should provide mitigation measures to offset the detrimental impact. (Continuing Policy)

Comment: Neither Richmond nor BCDC has fill permit jurisdiction over the tideland area north of Point Isabel, as noted in finding 5 above. Therefore, the above policy can only be implemented for this area at such time as BCDC reacquires permit jurisdiction.

2. Require all new waterfront development and encourage existing waterfront development to provide a reasonable degree of buffering between such development and adjacent marsh and mudflat areas. (Continuing Policy)

LAND USE

ISSUE II: WHAT OTHER USES ARE APPROPRIATE?

Findings

1. Most of the Point Isabel Sub-Area is devoted to industrial uses and it is expected that the area will remain primarily industrial in the future. Both Santa Fe and Stauffer Chemical, large Landowners in the Sub-Area, expect to continue the industrial uses of their land.
2. A large amount of upland area is available for industrial expansion.
3. The policy to “encourage the establishment of new residential areas” on land owned by Stauffer Chemical Company and the Santa Fe Land Improvement Company, which was adopted in 1973 as an amendment to the Richmond General Plan, is no longer appropriate.

Comment: At the time the *Coastline Plan* was being developed there was interest in finding new sites for water-related housing. It appeared that both Stauffer Chemical Company and the Santa Fe Land Improvement Company were interested in developing their land for residential use. Now it is clear that neither company has an interest in developing housing on its property in this Sub-Area.

4. A recreational park is a new use in the Point Isabel Sub-Area; this use is expected to expand (see findings and policies under Issue I for Public Recreation, Other Open Space and Public Access).

Policies

1. Continue to accommodate special industrial, educational, and some commercial and recreational uses, but prohibit any residential development in the point Isabel Sub-Area. Prevent any use from adversely affecting reasonable public access to the shoreline. (Continuing Policy)

Comment: The purpose of the Special Industry designation is to identify industrial areas where the City is particularly concerned with the appearance of the site and the compatibility of the industrial operation with other land uses in the area. Typically, areas designated for Special Industry are highly visible locations near major thoroughfares where the industrial plant is easily visible to the traveling public.

2. Retain the existing Santa Fe landfill of approximately 18 acres immediately north of Point Isabel as a preservation area with limited access for open space recreation until necessary permits are issued for development and an adequate roadway connection is provided. (Interim Policy)
3. Require new development to preserve the unique view opportunities of this portion of the shoreline and make these views available to the public to the maximum extent feasible. (Continuing Policy)
4. Encourage clustered development of industry in upland areas where the values of the land are not affected by the views or access to the water. (Continuing Policy)

Comment: Policy 4 applies to upland areas only and is established to help achieve the following objectives: (a) minimize the visual impact of development, (b) reduce the requirements for multiple vehicular access, (c) eliminate the need for filling the Bay or any marsh or mudflat, and (d) minimize the impact of development on native vegetation and wildlife habitats.

LAND USE

ISSUE III: SHOULD FURTHER BAY FILL BE LIMITED?

Findings

1. All Bay filling can have one or more of a number of harmful effects, including the following:
 - a. **Destroy fish and wildlife habitats.** Filling can disrupt the ecological balance in the Bay, which has already been damaged by past fills, and can endanger the very existence of some species of birds and fish.
 - b. **Increase the danger of water pollution.** Filling reduces both the surface area of the Bay and the volume of water in the Bay, thus reducing the ability of the Bay to maintain adequate levels of oxygen in its waters.
 - c. **Reduce the air-conditioning effects of the Bay and increase the danger of air pollution.** Reducing the open water surface over which cool air moves in from the ocean will reduce the amount of this air reaching the Santa Clara Valley and the Carquinez Strait in the summer. This will increase the frequency and intensity of temperature inversions which trap air pollutants and thus cause an increase in smog in the Bay Area.
2. A specific industrial project for a tideland area north of Point Isabel owned by the Santa Fe Land Improvement Company has been determined to be exempt from BCDC permit requirements. Unless the specific plans for this project are followed by Santa Fe, the jurisdictional exemption will cease. The U.S. Army Corps of Engineers still maintains jurisdiction over this area and any fill proposal would require a permit from the Corps.

Policies

1. Protect open water, mudflats and all tidelands to the maximum extent feasible. Discourage filling, dredging and all development that would have a significant adverse impact on the biological productivity or aesthetic character of the physical features of these areas. Any development which does adversely impact the biological productivity or aesthetic character of open water, marsh, mudflat or tideland should provide mitigation measures to offset the detrimental impact. (Continuing Policy)

Comment: Neither Richmond nor BCDC have fill permit jurisdiction over the tideland area north of Point Isabel, as noted in Finding 2 above. Therefore, the above policy can only be implemented for this area at such time as BCDC reacquires permit jurisdiction.

CIRCULATION

ISSUE I: IS THERE A NEED FOR THE PROPOSED HARBOUR DRIVE ROADWAY TO CONNECT THE INNER HARBOR BASIN SUB-AREA WITH HOFFMAN BOULEVARD/FREEWAY?

Findings

1. The Richmond Redevelopment Agency proposes the construction of a roadway called Harbour Drive to provide a new easterly entrance/exit for the Inner Harbor Basin Sub-Area (a portion of Redevelopment Project 11-A). This roadway would connect the Inner Harbor Basin Sub-Area with Hoffman Boulevard north of the Hoffman marsh.
2. Although the Richmond Redevelopment Agency proposes roadway improvements along 14th and 23rd Streets to serve Inner Harbor Basin Sub-Area traffic, these street improvements will not alleviate the need for a new easterly connection with Hoffman Boulevard/Freeway assuming implementation of Redevelopment Project 11-A.
3. The new Harbour Drive roadway is necessary as a part of the redevelopment project for a variety of reasons. These reasons include: need to satisfy the desire of motorists who will be making daily eastwest vehicle trips to and from the Inner Harbor Basin Sub-Area (these eastwest trips are projected to account for 20,000 out of a possible 59,000 project-related trips); need to disperse project traffic over as many streets as possible to minimize congestion; and the likelihood that improvements to the existing 23rd Street/Hoffman connection would be inadequate to handle all easterly traffic.

Comment: The 2 lanes of 14th Street would be filled to near capacity at Hoffman Boulevard with an increase in traffic of 25% from the current level of 5,400 average daily trips.

The anticipated 20,000 – 23,000 vehicle trips that would occur on 23rd Street could conceivably increase by 60 – 70% if there were no easterly connections to the project other than the existing 23rd Street/Hoffman intersection.

Overloading 23rd Street would be further aggravated by: truck traffic (prohibited from using the new Harbour Drive) which will be using the 23rd Street/Hoffman intersection as the easternmost entrance/exit to the port area; and (b) potential conflicts between motor vehicles and the Seaver Avenue SPRR line where it crosses 23rd Street.

Policies

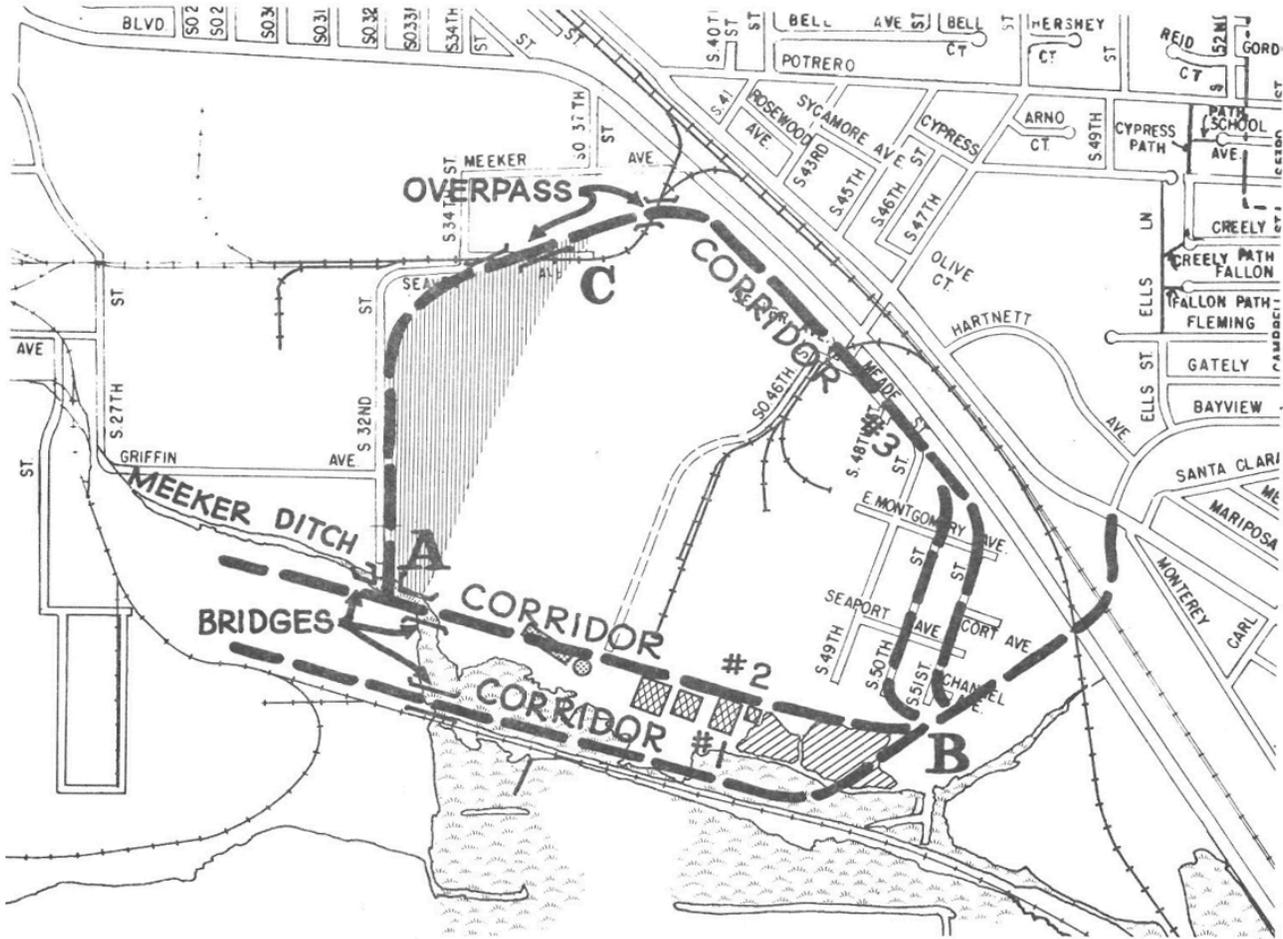
1. Develop Harbour Drive as an easterly access route to serve motorists destined to arrive and depart from the Inner Harbor Basin Sub-Area only after Policies 1 and 2 of Circulation Issue II (“How Can The Public Be Assured That All Critical Factors For Route Selection And Development Of Harbour Drive Will Be Considered?”) have been complied with. (Future Policy)

CIRCULATION

ISSUE II: HOW CAN THE PUBLIC BE ASSURED THAT ALL CRITICAL FACTORS FOR ROUTE SELECTION AND DEVELOPMENT OF HARBOUR DRIVE WILL BE CONSIDERED?

Findings

1. In order to establish, evaluate and select the least environmentally damaging route for Harbour Drive, it is necessary to establish a rational basis for choosing among various alternative route alignments (including a "No Project" alternative). This can be achieved by developing a set of route selection criteria. (Refer to Map 6.)
2. On June 16, 1975, the Richmond Redevelopment Agency adopted Resolution 75-25 which established as official policy six mitigating measures in carrying out Redevelopment Project 11-A. The following abstract from this resolution outlines those mitigating measures which pertain to Harbour Drive: (measures 3 and 4 are not pertinent to this discussion)
 - "1. The Richmond Redevelopment Agency shall see that the alignment and roadbed of Harbour Drive (23rd Street Extension) as it relates to the lower reaches of Meeker Ditch (south of United Grocers) and the marshes shall be designed and constructed so as to preserve the ditch, marshes, and tidal action to the greatest extent possible consonant with the circulation requirements of the project. Access to the marshes by University of California research personnel shall be accommodated and trucks shall be prohibited on Harbour Drive."
 - "2. The Richmond Redevelopment Agency shall see that available administrative procedures (permits, contract specifications, etc.) are used by appropriate City agencies to assure that grading and dredging are performed only during the dry season of the year. Dredging plans and specifications shall be formulated to minimize shoaling. Extraordinary measures shall be employed to minimize dust blown into or over the marshes."
 - "5. The Richmond Redevelopment Agency will consult with BCDC staff at each step of specific plan development to help assure that the following are accomplished: (a) adequate mitigation of adverse impacts on the Bay, (b) determination of where and when new Bay water surface will be created to replace surface water areas which may be lost, (c) determination of who shall be responsible for financing and carrying out any mitigation measures found necessary under (a) and (b) above."
 - "6. The Richmond Redevelopment Agency shall be guided by all mitigating measures stated in the EIR (pages 90-96 and E-44) in further development of land use, site and architectural plans, with particular attention to: (a) human and domestic animal-marsh interface, (b) marsh odor impacts and (c) preservation of Meeker Ditch and Marsh No. 2 (see Exhibit E of EIR)."
3. Regardless of the route taken, Harbour Drive will be a low speed (35 miles per hour), limited access roadway.
4. Minimum roadway design standards will be used for Harbour Drive to keep environmental impacts to a minimum — four 14-foot moving lanes and a 14-foot raised and landscaped median which would require overall lateral dimensions of approximately 70 feet (within an 80-foot right-of-way).



Corridor 1 is a highly scenic route along the shoreline. It could either be built on a filled embankment or on a viaduct which connects point A and B.

Corridor 2 is a scenic route approximately 500 feet back from the shoreline and the marshes. It is the most direct connection between the Inner Harbor Basin Sub-Area and Hoffman Boulevard.

Corridor 3 is a circuitous route away from the shoreline and the marshes. As indicated by the hatched area, there are a number of possible routes between points A and C.

A study of these three corridors by the Advisory Committee concluded that corridor 1 would not be acceptable due to financial and environmental considerations. In reviewing the other two alternative corridors, the Committee concluded that it could not make a firm route recommendation, but the selection of the route alignment and design should be subject to Policies 1 and 2, Circulation Issue II.

Legend

-  Corridor
-  Marsh
-  Stauffer Ponds
-  U.C. Ponds
-  Area of Possible Alternative Routes

MAP 6.
HARBOUR DRIVE ALTERNATIVES



SOUTH RICHMOND SHORELINE-SPECIAL AREA PLAN

5. A preliminary route evaluation study was undertaken during the development of this Special Area Plan in which several corridors were analyzed for their ecological and economic impacts (Refer to Map 6). On the basis of that study, the following determinations have been made:
 - a. An alignment which would involve filling portions of the Bay and marshes would have the greatest adverse environmental impact and would be substantially more costly.
 - b. Any alignment of the proposed Harbour Drive which is located no closer to the Bay than the alignment of Corridor 2 on Map 6 and which is consistent with the policies set forth in the Special Area Plan would be appropriate.
6. Section 66605 of the State Government Code states that "... fill in the Bay for any purpose shall be authorized only when no alternative upland location is available for such purpose...."

Policies

1. Determine the alignment and design of the proposed Harbour Drive on the basis of a detailed study which considers the following factors:
 - a. An alignment which would involve filling portions of the Bay and marshes would have the greatest adverse environmental impact and would be substantially more costly.
 - b. Any alignment of the proposed Harbor Drive which is located no closer to the Bay than the alignment of Corridor 2 on Map 6 and which is consistent with the policies set forth in the Special Area Plan would be appropriate.
 - c. Safe and convenient handling of traffic generated by land uses allowed under the South Richmond Special Area Plan.
 - d. Consideration of public transportation and incentives to reduce auto use.
 - e. Impact on the natural and cultural environment including but not limited to protecting;
 - (1) San Francisco Bay;
 - (2) Marshes and mudflats;
 - (3) Existing land uses;
 - f. Impact on the economic and social environmental including but not limited to:
 - (1) Establishing a scenic gateway to the Inner Harbor Basin development
 - (2) Improving existing land uses;
 - (3) Providing new recreation and employment opportunities.
 - g. An in-depth investigation of the advantages and disadvantages of each alternative, with respect to the factors and objectives identified under sub-paragraph c. through f. above.
 - h. Adequate means for public participation. (Interim Policy)
2. Approve a route alignment within San Francisco Bay (including marshes) only if no alternative upland location is available for such purposes. (Continuing Policy)

CIRCULATION

ISSUE III: HOW CAN THE POTENTIAL CONFLICTS BETWEEN IMPROVEMENTS TO THE HOFFMAN BOULEVARD/FREEWAY AND THE HOFFMAN MARSH BE RESOLVED?

Findings

1. The existing State Route 17 is a 4-lane semi-expressway. The impact of full development of Redevelopment Project 11-A when combined with projected 20-year Highway 17 traffic volumes is estimated to result in a need for either a 6-lane freeway or an 8-lane expressway (from the San Rafael Bridge to Bayview).
2. Caltrans' current plans for the Hoffman Boulevard/Freeway corridor entail upgrading Hoffman Boulevard to freeway standards from Bayview to the San Rafael Bridge. From Bayview south to Point Isabel the Hoffman right-of-way would remain essentially as it is and thus would not be aligned through the Hoffman Marsh.

Policies

1. Support Caltrans' current plans for Hoffman Boulevard wherein the right-of-way will remain essentially as it is from Bayview Avenue south to Point Isabel, and thus avoid disruption or destruction of the Hoffman Marsh. Support only future improvements of Hoffman Boulevard and connecting interchanges which are designed to avoid significant negative impacts on the Hoffman Marsh. (Continuing Policy)

Comment: One obvious future concern will be how to design an improved interchange at Central Avenue. The State has acquired ownership of portions of the Hoffman Marsh to develop diamond-shaped on-off ramps. As further development takes place at Point Isabel (and possibly the area immediately to the north) traffic volumes will necessitate development of an improved interchange at this location.

CIRCULATION

ISSUE IV: WHAT ROAD ACCESS IS NEEDED TO THE SANTA FE AREA BEING FILLED NORTH OF POINT ISABEL?

Findings

1. Current access to the fill area north of Point Isabel is limited to the Santa Fe railroad right-of-way. Present access for vehicles is Rydin Road, which runs parallel to the Santa Fe tracks, and across the railroad bridge over the lagoon.
2. Vehicular access can best be provided to this site from the north end of Rydin Road by bridging over the eastern end of the lagoon which separates the site from the Point Isabel Regional Shoreline Park.

Policies

1. Determine the necessity of a roadway connection to this site prior to considering its development by the property owner. If such a determination is made, require that the roadway be established as an extension of Rydin Road with a bridge of minimum size (no earth fill) over the lagoon and that the roadway and bridge meet City of Richmond standards. (Future Policy)

PUBLIC RECREATION, OTHER OPEN SPACE AND PUBLIC ACCESS

ISSUE I: WHERE SHOULD ADDITIONAL PUBLIC RECREATION AND FISHING SITES BE RESERVED AND DEVELOPED FOR PUBLIC USE?

Findings

1. Both Richmond area residents and residents of the region need more shoreline-related and regional recreation facilities. Many area residents who live in the flatlands closest to the coastline lack both the income and mobility to utilize more distant recreation. A projected 1980 population of 800,000 residents of Alameda and Contra Costa Counties will live within 30 minutes driving time of the Richmond Coastline.
2. The East Bay Regional Park District was established to provide public park and recreation facilities in Alameda and Contra Costa Counties. The District is responsible under State law for planning, acquiring, developing and maintaining... "a system of public parks, play-grounds, golf courses, beaches, trails, natural areas, ecological and open space preserves, parkways, scenic drives, boulevards and other public recreation facilities for the use and enjoyment of the inhabitants of the District."
3. The East Bay Regional Park District has noted in a statement of its 1970 priorities that the shoreline is the area of most concern for future generations. The District recognizes that historically its mission has been to acquire interior hill lands. While this will continue to be important, shoreline development and acquisition will hereafter be of prime importance. Based on the above policy, the District has taken steps to develop shoreline-related parks and trails.
4. The year-old Point Isabel Regional Shoreline, operated and maintained by the East Bay Regional Park District, is the only public recreation site currently existing within the Point Isabel Sub-Area. The park, 20 acres in area and including close to one-half mile of shoreline, is located along the north and northwest shoreline of Point Isabel. Expansion of the regional park around Point Isabel and south to the county line would be highly desirable.
5. Fishing is an important recreational activity along this portion of the shoreline. There are several good fishing sites which are currently used by the public which could be made accessible. The 90 degree breakwater north of Point Isabel is one potential fishing site that is now accessible only at low tide and, even then, only with difficulty.
6. There are rail rights-of-way in this Sub-Area which presently serve viable industrial uses but are used on an infrequent basis. The long, relatively uninterrupted links of rail rights-of-way make them highly desirable for hiking and biking trails.
7. The Bay Plan designates the south shoreline of Point Isabel as a park-priority use area.
8. A portion of the property owned by Stege Sanitary District is unused and undeveloped. Stege is negotiating with the East Bay Municipal Utility District to use this site as a sewage transfer station. If so developed, there would be underground holding tanks to store sewage during peak runoff periods. The site offers potential for multiple use, including public recreation or open space.

Policies

1. Support efforts of the East Bay Regional Park District to acquire and develop the south and west shoreline of Point Isabel for expansion of the Point Isabel Regional Shoreline. (Continuing Policy)

Comment: The only known possibilities of shoreline development for non-park use are: (1) the undeveloped area south of Central Avenue on the southside of Point Isabel; (2) the vacant fenced-off area owned by the Stege Sanitary District; (3) the vacant Santa Fe-owned land between the Stege property and the Point Isabel Regional Shoreline.

2. Consider multiple use of the vacant portion of the Stege Sanitary District property, including provisions for public recreation. (Continuing Policy)
3. Require that designs for new development provide, to the maximum extent feasible, for the preservation and enhancement of the unique view opportunities for the public. (Continuing Policy)

PUBLIC RECREATION, OTHER OPEN SPACE AND PUBLIC ACCESS
ISSUE II: WHERE SHOULD PUBLIC ACCESS TO THE SHORELINE BE MADE AVAILABLE?

Findings

1. In addition to being a vital link in the life cycle of the Bay, the marshes along the shoreline in the Point Isabel Sub-Area provide a recreational opportunity for those who enjoy viewing birds and other wildlife which depend on the marsh as a source of food.
2. Access to the marshes is currently very difficult. Improved pedestrian access to the marshes would be desirable, but uncontrolled access could disrupt the productivity and wildlife value of the marshes. The marshes along this portion of the shoreline are relatively small and can be easily viewed from their edges.
3. The entire shoreline of the Point Isabel Sub-Area offers unique and interesting views of Brooks Island, the San Francisco Skyline, the Berkeley Hills, the Marin County Hills and Mount Tamalpais.
4. The Point Isabel Regional Shoreline has been designed by the East Bay Regional Park District to function in the future as a staging area for a shoreline trail extending north and south from this point. By establishing trail head parking at this access point, and perhaps another point near the Inner Harbor Basin, an opportunity to experience the peace and quiet of the Bay and the marshes can be reserved for pedestrians and bicycle riders.
5. Most of the shoreline in the Point Isabel Sub-Area is not readily accessible to the public, yet it has great potential as a recreational corridor for pedestrians and bicycle riders.
6. The Santa Fe Land Improvement Company owns the entire shoreline of Point Isabel south of the East Bay Regional Park site except for the City-owned tide lot where the Stege Pumping Station is located.
7. The Bay Plan designates the southside of Point Isabel as a park-priority use area.
8. The following locations have potential for providing public access to the shoreline:
 - a. **The southern shoreline of Point Isabel south of Central Avenue to the County line.** This area appears to have limited economic use but it does have a great recreation potential as a vital link in the proposed recreation path between Oakland and Richmond along the eastern edge of the Bay.
 - b. **The peripheral shoreline areas beyond the Stege Sanitary District's sewage treatment plant at the southwestern corner of Point Isabel, and from the KNEW Radio transmission site to the East Bay Regional Park property on the west side of the Point Isabel shoreline.** These areas already provide unofficial access for fishermen. A continuous shoreline circuit between the existing Point Isabel Regional Shoreline Park and the Point's southern shoreline is now cut off only by the cyclone fence around the KNEW Radio transmission site.

- c. **The existing Santa Fe landfill of approximately 18 acres immediately north of Point Isabel.**
This area is of limited economic use due to its configuration and poor access. If the Santa Fe Land Improvement Company is successful in being able to fill the remaining area which is subject to a specific BCDC exemption, its potential for economic use will be enhanced. Although shoreline access could still be provided if this area were developed, its visual value for public access to the shoreline would be curtailed.
 - d. **The Santa Fe railroad rail line between Point Isabel and the Inner Harbor Basin Sub-Area.**
This right-of-way is presently utilized approximately once per day. The possibility of abandonment of the rail line or its joint use for recreation purposes should be investigated. Safety and liability risks are concerns in combining recreational use with railroad operations.
 - e. **Other lands immediately adjacent to and surrounding the Hoffman Marsh.** Access to the Hoffman Marshes along the Hoffman Boulevard is limited to the roadway shoulder. Direct access to the marsh is limited by a barbed wire fence.
9. Properly buffered public access can be compatible with adjacent industrial, commercial or wildlife uses (see, findings and policies under Land Use Issue I).

Policies

- 1. Support efforts of the East Bay Regional Park District to establish an uninterrupted stretch of shoreline access within the Point Isabel Sub-Area. (Continuing Policy)
- 2. Require property owners, as part of any project approval process, to provide maximum feasible public access to the shoreline in the following locations:
 - a. The southern shoreline of Point Isabel south of Central Avenue to the County line.
 - b. The peripheral shoreline areas beyond the Stege Sanitary District's sewage treatment plant at the southwestern corner of Point Isabel.
 - c. Through or around the KNEW Radio transmission site and along the shoreline of the Santa Fe-owned vacant land between KNEW and the East Bay Regional Park property.
 - d. The existing Santa Fe landfill of approximately 18 acres immediately north of Point Isabel.
 - e. The Santa Fe railroad right-of-way between Point Isabel and the Inner Harbor Basin Sub-Area.
 - f. Other lands immediately adjacent to and surrounding the Hoffman Marsh. (Continuing Policy)
- 3. Require, as a condition of development, provision of a pedestrian and bicycle link along the shoreline should any of the Point Isabel Sub-Area shoreline be developed for other than park use. Devise public incentives and controls wherever possible for maintenance of private open space. Permit public access only to the edges of adjacent marshes along this trail. (Continuing Policy)
- 4. Protect the hike/bike path from physical and visual intrusion by all forms of motorized vehicles to the greatest extent possible. Encourage provision of motor vehicle access at Point Isabel and the Inner Harbor Basin, with use of the trail itself restricted to pedestrians and bicycles. (Continuing Policy)
- 5. Establish specific open corridors as links between Richmond's most urbanized areas and the waterfront. (Continuing Policy)

INNER HARBOR BASIN

DESCRIPTION

The Inner Harbor Sub-Area (see Map 7) consists of the Inner Harbor Basin and the land areas which surround it. It is approximately a mile square and is bounded by Hoffman Boulevard on the north, the U.C. Field Station (South 32nd Street and South 34th Street) on the east, South 14th Street on the west and the San Francisco Bay on the south. It contains 540 acres of land (83% of the total area) and 110 acres of water (17% of the total area.)

The most important feature of the Sub-Area is the Inner Harbor Basin. The Basin averages 18 feet in depth, has immediate access to deep water and is surrounded by flat, vacant land.

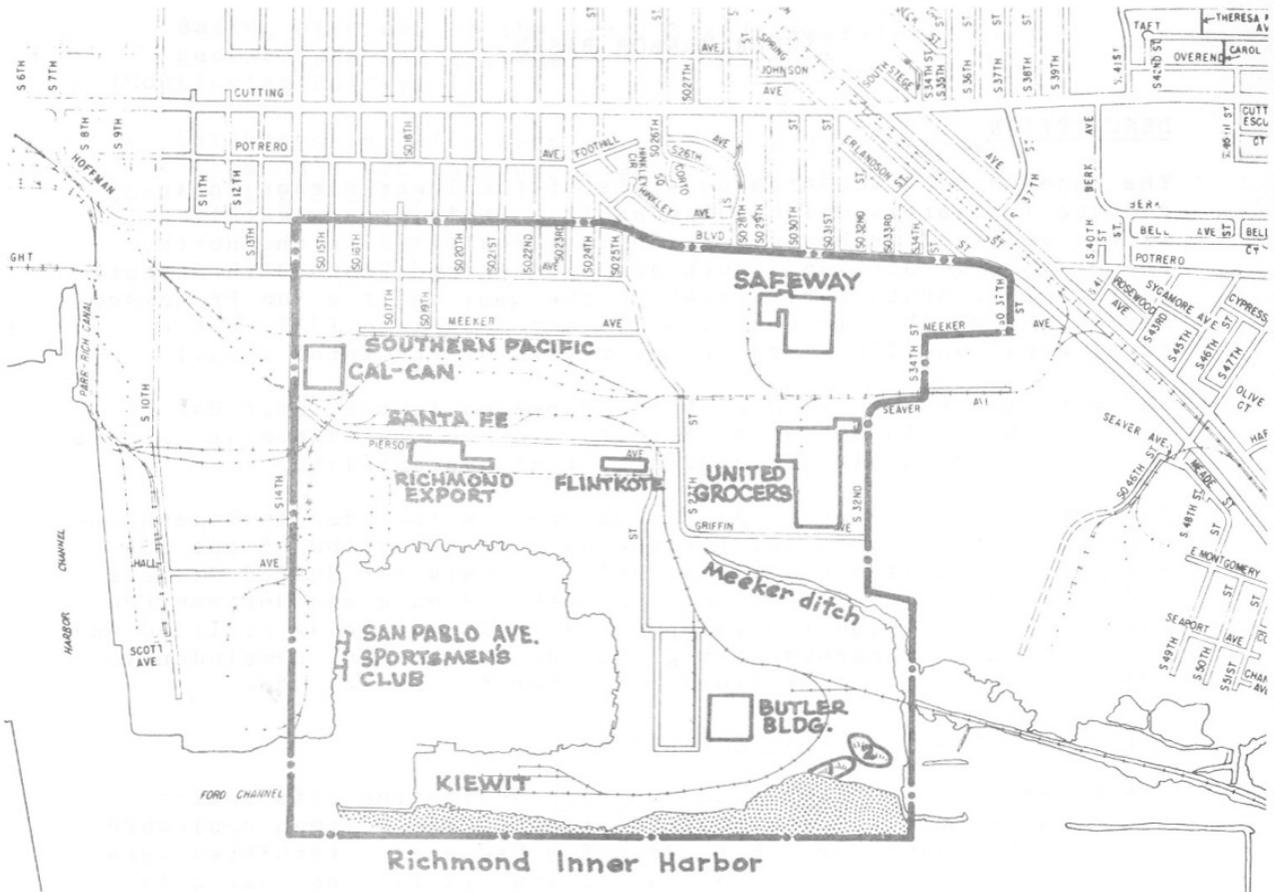
Most of the Inner Harbor Basin Sub-Area is included in Redevelopment Project 11-A, except for the northeast section of the Sub-Area which contains the distribution centers for United Grocers and Safeway, and the area between Meeker Avenue and Hoffman Boulevard. Most of the redevelopment area is not being utilized and is vacant and overgrown with grass and brush. The remainder is used for rail yard operations and other industrial uses.

APPLICABLE EXISTING PLAN PROPOSALS

San Francisco Bay Plan. The Bay Plan designates this entire Sub-Area, except for a northern strip between Hoffman Boulevard and Meeker Avenue, as a Port Priority Use Area. Permitted uses for such an area include marine terminal facilities, directly related ancillary activities, and public access. Commercial recreation uses are also permissible provided they do not interfere with the utilization of the port area.

Richmond General Plan. The continuing policies designate a number of uses in this Sub-Area, including a marina in the Inner Harbor Basin, and commercial, residential and industrial uses in the surrounding land areas. A large area to the north and east of the Basin is designated a land bank as an interim use, and container port/residential development is the designated future use. The concept of "land banking" is to allow interim development which is compatible with the adjoining areas designated for port, marina, industrial, commercial and residential development until all or portions of the area are ready for some form of permanent development. The area designated for marina development also includes a designation allowing secondary residential as a future use in conjunction with the marina.

Other Plan Proposals. The portion of this Sub-Area that is within Redevelopment Project 11-A has a variety of land use designations set forth in the Urban Renewal Plan. For the most part, these use designations are similar to those proposed in the General Plan. There are differences, however in that the Urban Renewal Plan specifies a wider range of possible uses for the Sub-Area. Uses proposed for the northern portion of the Sub-Area include open space, residential, commercial and industrial. On the eastern portion, residential and commercial uses are proposed. The peninsula in the southern portion of the Sub-Area is designated for commercial/residential use as well as open space in the form of a public beach. On the western side of the Inner Harbor Basin, a small area at the foot of the Ford Peninsula is designated for port or industrial use. This area is directly linked to the container port facility proposed for the Santa Fe Sub-Area. The Urban Renewal Plan uses an either/or category for some land use designations to maintain flexibility in the development of the area (refer to Map 4).



Legend

-  Mudflat
-  Marsh

MAP 7.
INNER HARBOR BASIN SUB-AREA DESCRIPTION MAP



SOUTH RICHMOND SHORELINE-SPECIAL AREA PLAN

LAND USE

ISSUE I: IS A REDUCTION OF THE BAY PLAN PORT PRIORITY USE AREA JUSTIFIED AT THE INNER HARBOR BASIN?

Findings

1. The purpose of the BCDC Port Priority Use designation is to reserve enough waterfront and adjacent land to satisfy long-term, regional port requirements with minimum dredging and filling.
2. The waterfront and land designated by BCDC as a Port Priority Use Area in Richmond is based upon assumptions and projections of the late 1960's. These assumptions and projections are no longer valid due to the following factors:
 - a. The amount of waterfront and adjacent land designated for Richmond port needs was based upon optimistic cargo-volume projections in the absence of competing land and water uses;
 - b. Subsequent, detailed studies have shown that fewer berths are economically viable or environmentally appropriate;
 - c. Since 1969 Hunters Point Naval Shipyard has been declared surplus and is being considered for port development. Similarly, the Oakland Army Terminal may be redeveloped.
3. The Port of Richmond is requesting the Corps of Engineers to deepen Point Potrero Reach from 35 to 40 feet, and to create a new turning basin east of Point Potrero to improve Richmond port capability.
4. Two new berths for third generation ships could be established at Ford Channel and another two at Shipyard No. 3 along Point Potrero Reach. No additional dredging would be required for either of these locations.
5. Eight new berths for third generation ships could be established in the Harbor Channel with only a minor amount of dredging. It would be necessary to dredge approximately 740,000 cubic yards in order to deepen the channel from 35 to 40 feet so that it could accommodate the larger ships.
6. Creation of new container berths at the Inner Harbor and within the Inner Harbor Basin would require a substantial amount of dredging. Four berths for third generation ships could be established at the Inner Harbor, requiring that 5.6 million cubic yards of material be dredged. The Inner Harbor Basin could accommodate five berths, requiring the dredging of 3.7 million cubic yards. Alternatively, the Inner Harbor Basin, which consists of 110 acres of water, could be filled and used as a back-up support area for port operations located along the Harbor Channel or Inner Harbor.
7. Maintaining a deep-water channel in the Inner Harbor would require intensive and costly maintenance dredging due to a high-siltation rate.
8. The twelve berths which could be developed at Shipyard No. 3, along the Harbor Channel and at the Ford Channel are more than adequate to fulfill port requirements at Richmond for the foreseeable future.
9. While the Inner Harbor Basin is not suitable for deep draft navigation and port use, it is well-suited for recreational boating and marina use. The Basin is protected from damaging surge and wave actions, and would require a minimum of maintenance dredging.

Policies

1. Develop only that portion of the waterfront for cargo handling use which will require minimal dredging and filling. (Continuing Policy)

Comment: This policy applies only to the Harbor Channel, the Ford Channel and Point Potrero Reach in the Santa Fe Sub-Area since the Inner Harbor Basin Sub-Area would require significant dredging and filling. Appropriate uses for the Inner Harbor Basin Sub-Area are discussed in the Findings and Policies for Land Use Issue II.

LAND USE

ISSUE II: WHAT USES ARE APPROPRIATE?

Findings

1. Much of the redevelopment area portion of the Sub-Area is vacant, in disrepair and used as a dump for rubbish and debris. The urban renewal process provides an opportunity to develop new uses for this site which will take greater advantage of its unique physical characteristics and at the same time provide new facilities that will increase the attractiveness of Richmond and add to its employment base.
2. A primary objective of Redevelopment Project 11-A was to create a diversified area interrelating port and multipurpose land uses. The uses which the City has identified as being appropriate for the portion of the Sub-Area within the Redevelopment Project include:
 - a. Marina;
 - b. Commercial;
 - c. Residential;
 - d. Industrial; and
 - e. Open Space.

The following Findings provide evidence supporting the appropriateness of the Inner Harbor Basin Sub-Area for the above mentioned land uses.

3. **Marina**
 - a. The Inner Harbor Basin provides an excellent location for a recreational small craft harbor. It has sufficient depth to eliminate most of the dredging problems common to many marinas, access is good to the most favorable portion of the Bay for sailing and power boating, and the Delta is within a short distance.
 - b. Market studies done for the City of Richmond indicate that the demand for boat slips in the Bay Area is projected to exceed supply by almost 3,000 slips by 1980. The Basin could accommodate approximately 2,000 boat slips.
 - c. A water traffic study recently completed for Richmond by the engineering firm of Koebig, Inc., (Impact of Increased Boat Traffic in Point Potrero Reach, May, 1976) concludes that small craft traffic will not have a significant adverse effect on shipping activity at Richmond port facilities located along the Santa Fe and Harbor Channels.
 - d. Facilities which are normally part of marina developments may include, but are not limited to the following:
 - (1) Marine fuel docks with land access and storage;
 - (2) New and used boat sales;
 - (3) Dry storage area for boats and trailers;
 - (4) Boat and engine repair yard with hoist or marine railway;
 - (5) Yacht clubs;
 - (6) Ship chandlery for marine hardware and supplies;
 - (7) Bait and tackle shops;
 - (8) Restaurants;
 - (9) Ice-dispensing facilities;

- (10) Public launching ramp;
- (11) Commercial/party boat fishing facilities;
- (12) Areas for strolling;
- (13) Sail-making and repair; and
- (14) Parking for cars and trailers.

4. **Commercial Use**

- a. Some commercial sales and service facilities benefit from close proximity to water and boating activity and are often associated with marina developments. These facilities help to create a favorable atmosphere, frequently serve as an impetus in attracting people to the marina, and often contribute to the financial success of the marina. Such facilities may include, but are not limited to the following:
 - (1) Restaurants and coffee shops;
 - (2) Lodging (hotel, motel and boatel);
 - (3) Specialty shops; and
 - (4) Professional offices.
- b. In particular, restaurants and specialty shops have often been a notable success at waterfront developments. Examples include: the Fisherman's Wharf-Ghirardelli Square-Cannery complex in San Francisco, Jack London Square in Oakland and Fisherman's Village at Marina del Rey in Los Angeles.

5. **Residential Use**

- a. The unique features of the redevelopment areas, which include panoramic views of the activities at the proposed marina, across the Bay and toward the Berkeley hills; proximity to the Bay shoreline; and access to the regional freeway network, create an attractive location for high quality, high density residential development. In the Bay Area there are few areas along the shoreline available and appropriate for new housing.
- b. Waterfront housing, to be a commercial success in today's market, must be built at high densities. The Urban Renewal Plan anticipates that middle and upper income families with few or no children would be the likely occupants of the apartments, condominiums and townhouses which would constitute the housing types in this area.

6. **Industrial Use**

- a. Due to the proximity of the proposed container port terminal adjacent to the western boundary of the Inner Harbor Basin Sub-Area, portions of the redevelopment area are appropriate for industrial uses supporting the port operations. Potential conflicts between industrial and adjacent residential uses, such as noise, traffic and adverse visual impacts, can be prevented or alleviated through sensitive design, establishment of performance standards and the generous use of landscaped screens and buffers.
- b. The shoreline and water area of the Inner Harbor Basin Sub-Area are not appropriate for industrial use due to the large amount of fill such use would require and the poor foundation this fill would provide.
- c. The City of Richmond has found that there is sufficient undeveloped existing land in and adjacent to the Inner Harbor Basin Sub-Area to satisfy the long-term needs of industry in this area.

7. Port Use

- a. Richmond is developing a container port facility to consist of one or two proposed berths along the east side of the Harbor Channel and one to two proposed berths along the Ford Channel, at the end of the Ford peninsula. Development of the proposed container berths along the Ford Channel will require that the southwest corner of the Inner Harbor Basin Sub-Area be utilized for port uses.

8. Open Space Areas

- a. The natural features of the redevelopment area create an attractive locale for open space and recreational uses. The open space and recreational areas proposed for this Sub-Area have regional significance because of their proximity to the Bay. (Refer to Public Recreation, Other Open Space and Public Access, Issue I.)
 - b. The proposed open space areas will provide visual and physical amenities to the residents and users of the Inner Harbor Basin Sub-Area, increasing the attractiveness and, therefore, the use of adjacent commercial and residential areas.
9. The land uses outlined in the above findings pertain to the entire portion of the Inner Harbor Basin Sub-Area that is included in Redevelopment Project 11-A. Specific uses which are appropriate for the 100-foot BCDC shoreline permit zone and within the water area of the Inner Harbour Basin are further elaborated in Land Use Issues III and IV respectively. Land uses for these two areas are discussed in greater detail because of particular concerns about what uses are appropriate within the Bay waters and along the shoreline.

Policies

1. Promote/permit² the development of a variety of land uses as specified below in the portion of the Inner Harbor Basin Sub-Area that is included in Redevelopment Project 11-A:
 - a. A marina complex with a potential for berthing up to 2,000 small boats and supporting facilities and commercial uses serving boat owners and the general public as identified in Finding 3.
 - b. Urban high density residential development (defined as 20.0 or more units/acre in the Richmond General Plan³)
 - c. Commercial areas accommodating such activities as retail sales, professional offices, restaurants, and similar services.
 - d. Public parks and open space (refer to Public Recreation Issue I for the Inner Harbor Basin Sub-Area).
 - e. An area for the development of a container berth along the Ford Channel.
 - f. An industrial support area for port operations.
 - g. Those uses noted as being appropriate in Land Use Issues III and IV for the Inner Harbor Basin Sub-Area. (Continuing Policy)
2. Continue to accommodate industrial uses for the balance of the Inner Harbor Basin Sub-Area not included in Redevelopment Project Area 11-A.

² Promote will appear in Richmond's version of the Special Area Plan; Permit will appear in BCDC's version.

³ Definition of urban high density will only appear in the City of Richmond version of the Special Area Plan.

LAND USE

ISSUE III: WHAT USES ARE APPROPRIATE WITHIN THE 100-FOOT BCDC SHORELINE PERMIT ZONE?

Findings

1. Development proposed for the area within the first 100 feet inland from the highest high tide line falls under the jurisdictional controls of BCDC as well as the City of Richmond. This area is subject to the restrictions of the McAteer-Petris Act and the policies contained in BCDC's Bay Plan, as well as the policies and standards of the City.
2. BCDC has the following standards with regard to development within the shoreline band:
 - a. The Bay Plan states that in areas not reserved for a priority use any use may be located in the BCDC shoreline permit zone provided the development uses the Bay as an asset and does not adversely affect the Bay.
 - b. The McAteer-Petris Act states that any development within the BCDC shoreline permit zone must provide the maximum feasible public access to the Bay and its shoreline consistent with the development.
3. Much of the area within the BCDC shoreline permit zone is proposed for public access and open space uses. However, other uses may also be appropriate for this area because they may require or be enhanced by a location adjacent to the water area of the Inner Harbor Basin. Such uses, which are subject to approval of permit requests as noted in Policy 2 under the Appearance and Design Issue I for the Inner Harbor Basin Sub-Area, may include the following:
 - a. Uses ancillary to the marina development, such as harbormaster building, fuel docks, yacht clubs, boat and engine repair yards, ship chandlery, bait and tackle shops, sanitary facilities, launching ramps, ferry slip, boat sales, water safety and fire equipment services and marina office;
 - b. Commercial uses such as restaurants, professional offices and specialty shops;
 - c. Parking;
 - d. Dwellings;
 - e. Transient lodging, such as hotel, motel, and/or boatel

Policies

1. Permit, consistent with the adopted design guidelines and criteria for the Inner Harbor Basin Sub-Area, development of appropriate uses as outlined in Finding number 3 above within the BCDC 100-foot shoreline permit zone. (Continuing Policy)

LAND USE

ISSUE IV: WHAT USES ARE APPROPRIATE WITHIN THE WATER AREA OF THE INNER HARBOR BASIN?

Findings

1. The most significant physical feature of the Inner Harbor Basin Sub-Area is the water area. The Sub-Area includes a body of water, the Inner Harbor Basin, and almost a mile of shoreline on the Bay.
2. In order to develop a marina in this Sub-Area, it will be necessary to locate certain structures in and over the water area of the Inner Harbor Basin. These structures are considered fill by BCDC and require a permit prior to construction. In addition, some minor fill, which will also require a permit from BCDC, may be necessary in both the Basin and the Bay waters to improve shoreline appearance and provide increased public access.

The necessary structures for a marina may include the following:

- a. Slips for the berthing of boats;
 - b. Structures which house facilities necessary for the operation and maintenance of small craft vessels, such as fuel docks, sewage pumpout docks, and boat hauling facilities;
 - c. Breakwaters or other improvements necessary to control tidal action into the Basin; and
 - d. Rip-rap or other necessary improvements to improve shoreline appearance and provide public access along the shoreline of the Basin and the Bay.
3. A commuter ferry docking facility is permissible under the Bay Plan and may be desirable in the Inner Harbor Basin at some future date.
 4. Water-oriented commercial uses (such as restaurants and public assembly uses) may also be enhanced by a location over the waters of the Bay.
 5. Under Amendment No. 1-71 to the Bay Plan, fill for recreation and public assembly uses is permissible on publicly-owned lands only if an area of pile-supported structures (piers) greater than the proposed fill is removed. However, no deteriorated piers exist in the Inner Harbor Basin which could be removed to gain fill credit under Amendment No. 1-71.
 6. During World War II Richmond played an important part in the war effort by producing the "Liberty Ship". If such a vessel were moored in the Inner Harbor Basin and used for commercial recreation uses, it would be subject to the same BCDC policies as outlined in Finding 5 above. If it were used for public recreation use, such as a museum, and BCDC found that it had historical significance, the vessel would be considered fill but BCDC would not require that new water area of the Bay be opened up for public access or open space.

Policies

1. Permit, consistent with the adopted design guidelines and criteria of the Special Area Plan and the fill policies of the Bay Plan and McAteer-Petris Act, fill in the Inner Harbor Basin Sub-Area for appropriate uses such as outlined in Finding numbers 2, 3, 4, 5, and 6 above.
(Continuing Policy)
2. Permit fill for water-oriented commercial recreation and public assembly uses only when:
 - a. the fill is on pile-supported structures or is cantilevered over the water;
 - b. the fill is the minimum necessary;
 - c. the fill provides substantial public access and new bay surface area, at least equal to the fill area used for water-oriented commercial recreation and public assembly;

- d. the structures for which fill is to be used are located substantially on land; and
- e. an area of solid Bay fill, pile-supported structures or piers equal to or greater than the area of new fill is removed within the area covered by the Special Area Plan. (Continuing Policy)

Comment: This policy would change Amendment No. 1-71 to the Bay Plan as it pertains to the Richmond Special Area Plan by allowing commercial recreation fill credit for removing solid fill, in addition to removing pier area as contemplated under Amendment No. 1-71.

LAND USE

ISSUE V: WHAT USES ARE APPROPRIATE WITHIN THE MARSH AREAS?

Findings

1. The Inner Harbor Basin Sub-Area includes two small marshes which lie near the southeastern boundary of the Sub-Area. (Refer to Map 7.)
2. The marsh identified as number 1 on Map 7 is less than one-half acre. It receives only infrequent tidal water and winter runoff and is filled with debris. In spite of these adverse conditions, however, the marsh does contain some vegetation. The current quality of this marsh is poor, but it could be substantially improved by cleaning out the debris and junk in the area. Because of its location adjacent to the Bayside shoreline, this marsh could be incorporated into the beach proposed along the shore, provided that the marsh, which even in its present poor state is a habitat for fish, shellfish, shorebirds and other waterfowl, is protected from unrestricted public use. Uses which would have the least disturbing effect upon the wildlife include nature study and observation.
3. The marsh identified as number 2 on Map 7 is about one and a half acres and is landlocked. It is not under the jurisdiction of BCDC. There is no apparent tidal or other water access, but the presence of vegetation indicates the obvious presence of soil and ditch water. The marsh does not serve as an important habitat for any wildlife, and could only be improved if it were opened up to tidal action. Because of its upland location, small size, and poor wildlife value, it would be appropriate to incorporate this marsh into the residential land uses proposed for the areas immediately surrounding it.

Policies

1. Designate the small marsh adjacent to the Bayside shoreline near the southeastern boundary of the Sub-Area as a wildlife habitat and incorporate it into the beach proposed along the shoreline. Establish measures in the design of the shoreline that will protect the marsh area from unrestricted public use. (Continuing Policy)
2. Incorporate the landlocked marsh near the southeastern boundary of the Sub-Area into the residential land uses proposed for the areas immediately surrounding the marsh. (Continuing Policy)

LAND USE

ISSUE VI: HOW CAN THE MARINA BE DEVELOPED WITHOUT SERIOUSLY DAMAGING THE WATER QUALITY OF THE BAY?

Findings

1. Marina developments can adversely affect water quality because of the following factors:
 - a. Waste Disposal. Waste disposal is of three types: (i) sewage; (ii) waste water from sinks and showers; and (iii) people discarding waste over the sides of boats or from the shore. Improper waste disposal can have the most serious adverse effect on water quality.
 - b. Slower Water Current. Marinas are usually located in areas where the current is either naturally slower compared to other parts of the Bay or has been slowed down through the construction of jetties, dikes, breakwaters, etc. In either case, natural flushing of the area is lessened because of the slower current and there is the possible risk of creating stagnated waters.
 - c. Use of Paints that are toxic to Marine Life. The hulls of boats are frequently painted with copper-based paint to prevent marine growth. These are toxic to marine life.
 - d. Spills of Petroleum Products.
 - e. Handling of Maintenance Dredging.
2. Most of the potential adverse effects noted above can be minimized or eliminated through good marina design and operation. The most serious problem, waste disposal, is probably the easiest to control. Possible mitigation measures include the provision of pump-out stations, on-shore toilet and refuse facilities, hook-ups to the City's sewage service (for live-aboard boats and houseboats), and the creation and enforcement of "good housekeeping" regulations.
3. Before the marina can be built, it will be necessary to meet water quality standards set by the Regional Water Quality Control Board and incorporated into BCDC's permit procedures. These standards have been established to assure that necessary measures are instituted into marina design and operation so that the marina will have the least possible adverse effect on water quality. BCDC also sets specific conditions for allowing houseboats to be moored. The Bay Plan policies allow houseboats provided they:
 - a. Will not adversely affect the ecology of the Bay;
 - b. Will not cause a harmful amount of sedimentation;
 - c. Will either be connected to a shoreline sewage treatment system or have on-board treatment facilities acceptable to public health and water quality control agencies;
 - d. Will require no fill except for a pedestrian walk on pilings; and
 - e. Will be acceptable to local governments having jurisdiction over the areas in which the houseboats are located.
4. The City of Richmond permits houseboats, upon granting of a conditional use permit, only in areas zoned Coastline Commercial. The conditional use permit is a privilege granted at the discretion of the Planning Commission. In exchange for this privilege the Commission may impose conditions to mitigate the impact of the use. Thus, the City has a considerable amount of discretion over how and where houseboats are legally permitted and can assure that, to the greatest degree possible, potential adverse effects are mitigated or eliminated.

Policies

1. Ensure that appropriate measures, such as the provision of pump-out stations, on-shore toilet and refuse facilities, hook-ups to the City's sewage system for houseboats, and the creation of good housekeeping regulations, are incorporated into the design and operation of the marina so that the marina will have the least possible adverse impact on water quality. (Continuing Policy)

APPEARANCE AND DESIGN

ISSUE I: WHAT GUIDELINES ARE APPROPRIATE FOR EVALUATING THE DESIGN OF FUTURE DEVELOPMENT PROPOSALS IN THE INNER HARBOR BASIN SUB-AREA TO ENSURE CONFORMITY TO THE OBJECTIVES OF THE URBAN RENEWAL PLAN?

Findings

1. The Inner Harbor Basin Sub-Area, which includes an existing improved harbor and land area that is mostly vacant and under-utilized, has a dramatic waterfront setting that offers a significant potential for new water-oriented development.
2. There is a need to establish design guidelines in order to evaluate the consistency of proposed development within all portions of the Inner Harbor Basin Sub-Area with the development objectives for Redevelopment Project 11-A adopted by the City of Richmond. However, design guidelines should not be so detailed and restrictive that their use adversely affects the feasibility of projects or discourages creativity in formulating design proposals.

Comment: The adopted objectives referred to above cover physical as well as social and economic aspects of development for the Redevelopment Project 11-A. These objectives are outlined in the Urban Renewal Plan.

3. Development in the Inner Harbor Basin Sub-Area should take maximum advantage of the attractive waterfront setting it provides. Development here should also: permit maximum feasible public access to enhance the pleasure of the user and viewer; preserve major view corridors; remove and mitigate the adverse aesthetic effects of existing conditions which have blighting influence; and ensure proper visual relationships between the shoreline and adjacent development.
4. Because of the ample amount of water area and waterfront land in the Inner Harbor Basin and Santa Fe Sub-Areas and the configuration of water and land areas, both maritime and non-maritime waterfront development are considered appropriate uses.
5. The existing physical characteristics, potentials, and large size of the Inner Harbor Basin Sub-Area indicate the necessity for a unifying theme for new developments. A coordinated concept should include all neighborhood uses (residential, commercial, open space, etc.), carefully planned to take maximum advantage of the area's unique relationships to the water while at the same time affording maximum public enjoyment and use of public areas near the water's edge.
6. Because of its location (between the Basin and the Bay) and configuration, the peninsula is a major focal point and a critical element in design for the entire Sub-Area.

Comment: Views of and from public areas in the Inner Harbor Basin Sub-Area and particularly from the peninsula to the Bay and Basin will be of major importance. Park, open space, and parking facilities on the peninsula could serve several needs: the need for a view corridor(s) through the peninsula; the need for parking access for adjacent activities; the need for convenient pedestrian and bicycle access across the peninsula; and the need to create a feeling of open space in parking areas.

Auto and bus access to the peninsula will be necessarily heavy at times to allow for extensive viewing by large numbers of people. Pedestrians and cyclists and nearby residents will want safe and convenient access around and possibly through developed areas of the peninsula for viewing, strolling, riding, etc.

Policies

1. Utilize the following appearance and design guidelines to evaluate proposed development in the Inner Harbor Basin Sub-Area. (Refer to Map 8.)

- a. **Overall Development Concept.** The development concept of the Inner Harbor Basin Sub-Area should take maximum advantage of the area's unique characteristics and potentials and should create a visually exciting multiple use waterfront community. All development should be planned according to principles of good site design. (See Policy 2, page 49 for description of the contents of a site plan.)

Due to marketing and financial considerations it will be impossible to undertake development of the entire 540 acres within the Inner Harbor Basin Sub-Area at one time. Development plans should be staged and well-integrated in order to provide close development coordination. An inflexible plan which cannot be subdivided might result in serious development problems. The phasing strategy should consist of several self-sufficient development "packages" (i.e., increments of commercial, residential, circulation, and open space and recreation uses), which at any time represent the use and design characteristics of the development plan as a whole. Each development "package" should be able to stand alone should the next development phase not occur for several years.

- b. **Relationship To Surrounding Area.** In any development "package" there should be consideration of and respect for the surrounding development, scale, views, and access corridors.

Architectural designs should be visually integrated with each other and with important natural features like the Inner Harbor Basin water edge and U.C. Field Station marshes. Development must consider circulation and parking systems in the area.

Public areas and amenities should be a part of each development "package" and there will need to be some overall cleanup of areas not proposed for immediate development.

Buildings should be oriented to achieve a balance between exposure to or protection from Bay breezes, sun exposure, view protection, and proper relationships between adjacent buildings, circulation and parking areas and open space.

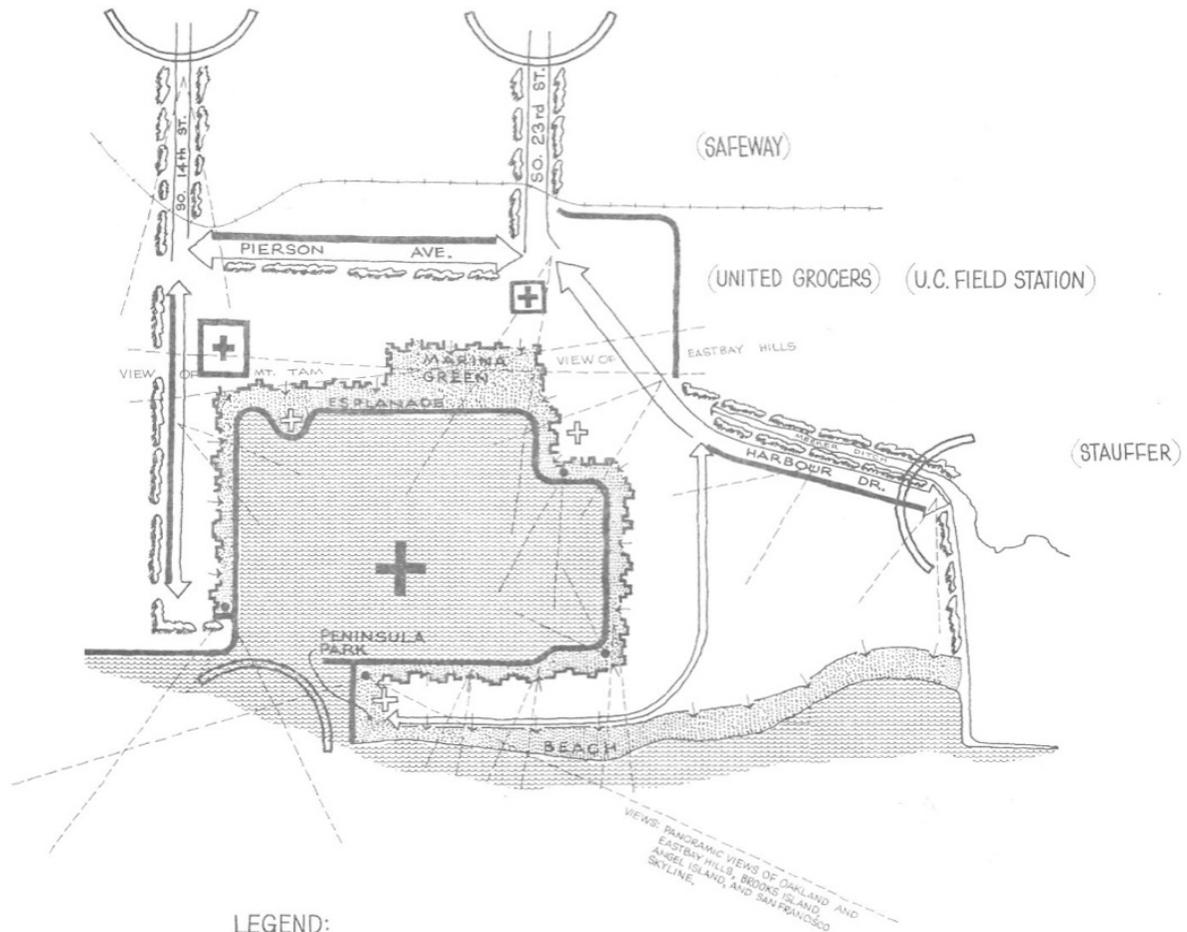
- c. **Public Park/Open Space.** All open spaces should be designed to encourage their use for a variety of outdoor activities of a recreational, cultural and entertainment nature. Open space facilities would include plazas, large grassy areas and paved areas. The open spaces should be connected.

All open space designs should be consistent with the Inner Harbor Basin Sub-Area policies on Land Use, Circulation, and Public Recreation, Other Open Space, and Public Access. In addition all developed open space features should incorporate design standards for the handicapped.

The siting of facilities within the major open space areas (Marina Green, the beach, peninsula park and the esplanade) and the design of the esplanade itself should promote social interaction. (See Section on Public Recreation, Other Open Space, and Public Access for a description of the major open space areas.)

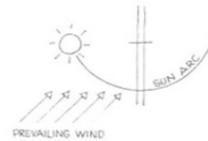
- d. **Access Corridors.** There should be a network of roadways, bike trails and large and small public pedestrian access corridors, including "mall" type areas, to connect activities in upland locations (i.e., landward of the 100-foot BCDC shoreline permit zone) with the esplanade which borders the Inner Harbor Basin.

These public access corridors will be the principal means of travel for pedestrians between major public areas and they should be clearly identifiable to pedestrians, well-lighted, and provided with ample public amenities (i.e., rest rooms, drinking fountains, etc.) and diversions to amplify pedestrian experiences along them. Pedestrian access corridors should connect private residential development in upland locations with the esplanade.



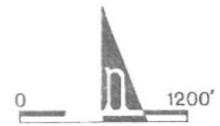
LEGEND:

- PUBLIC PARK/OPEN SPACE
- ACCESS CORRIDOR (Pedestrian)
- ACCESS CORRIDOR (Vehicular)
- VIEW CORRIDORS
- VIEW POINTS
- LANDMARK (Existing)
- LANDMARK (Proposed)
- LANDSCAPE or other appropriate BUFFER
- FIRM EDGE
- IRREGULAR EDGE
- GATEWAY
- RAILROAD (to remain)



VIEWS: PANORAMIC VIEWS OF OAKLAND AND EASTBAY HILLS, BROOKS ISLAND AND ANGER ISLAND, AND SAN FRANCISCO SKYLINE.

MAP 8.
APPEARANCE AND DESIGN GUIDELINES



SOUTH RICHMOND SHORELINE- SPECIAL AREA PLAN

An initial section of roads should be constructed in the early development phase of the project to connect marina activities and marina parking areas with 14th and 23rd Streets. In later phases of development the collection and distribution system of roadways should also connect with Harbour Drive. These roads should be designed to standards required for ultimate use and right-of-way to reduce the need to rebuild facilities at a later date. All streets should emphasize convenient access to parking areas and internal freedom for the pedestrian.

Because of economic constraints, in all likelihood only surface parking areas will be developed during the early project phases. Such facilities should be properly located. (See Subsection f., which follows.) A reasonable walking distance should be adhered to between parking areas and destinations. Parking entrances should be easy to enter and clearly visible from major approaches to the Inner Harbor Basin (i.e., 14th and 23rd Streets and Harbour Drive).

- e. **View Corridors, View Points, Landmarks.** Principal view corridors should be developed for the pedestrian and drivers in the Inner Harbor Basin to provide view amenities and orientation.

View corridors should be established to visually connect the entire Inner Harbor Basin development with major features and landmarks in and around the development (i.e., Brooks Island, San Francisco skyline, marina activity, port shipping activity, etc.).

The esplanade and paths emanating from the esplanade should be punctuated with various view points for the enjoyment of strollers, fishermen, etc. View corridors may traverse private residential, or commercial development and thus influence height, bulk and placement of such development. While building forms close to the shoreline should be at a scale to which pedestrians can relate, one or more building forms may be created to serve as landmarks punctuating the Inner Harbor Basin Skyline.

- f. **Landscape And Other Types Of Buffers.** Dense tree planting or other appropriate buffering devices should be used to: diminish the adverse visual impact of major roadways, existing and new industry, and outdoor storage and parking areas; help define major entry points to the Inner Harbor Basin; screen private (residential) areas from public areas; frame views; and provide wind protection. Landscaping and fencing between public areas and the shoreline should not obscure views of the shoreline, and open parking areas should be effectively designed to enhance views. Utilities should be placed underground.
- g. **Edges.** There are two types of edges that merit special attention: firm edges and irregular edges. Firm edges, where there is a readily distinguishable and abrupt change from open space to building mass (such as along motorways), require a strong visual form (generally linear) to provide: a terminus of views; visual distinctions between areas; channeling or controlling views in certain directions; a sense of entry or arrival. Examples of locations appropriate for firm edges include the Inner Harbor Basin shoreline, the 14th Street edge between Port and Inner Harbor Basin developments, and the Harbour Drive edge between existing industry like United Grocers and new residential and commercial development to the south.

Irregular edges, where open spaces and buildings are interwoven at a small scale, are needed when it is visually desirable to soften or de-emphasize the distinctions between open space areas and adjoining development (as in pedestrian areas), thus preventing harsh contrasts between areas, and allowing variation in the spatial experiences in these areas. An appropriate location for an irregular edge is that which will be formed by development alongside the esplanade.

Development in and near edges should be: (1) sited to protect marsh habitat areas; (2) sited to enhance prominent views of the shoreline; (3) sited with regard to the importance of allowing the passage of sunlight to the water below; and (4) designed and sited so as to improve the use of and accessibility to adjoining development and public open space.

- h. **Gateways.** Gateways are points of access, both from water and land that will become major entrances to the Inner Harbor Basin Sub-Area. Visual impressions are influenced by the physical conditions of the following gateways: 14th Street, 23rd Street, and Harbor Drive (at the eastern entrance to the Inner Harbor from the Richmond Inner Harbor.)

Special attention should be given to the following elements in or near gateways: roadway and harbor entrance design; signing; lighting; landscaping; and siting and design (including scale and color) of adjoining structures. It will be particularly important for the public to know how and where to enter the esplanade and the outer edge of the peninsula.

- i. **Security Considerations.** Design and development in the residential, commercial, open space, recreation, and marina areas (including their related parking areas) should promote the feeling of security and avoid creating unseen and inactive areas and access points.

Common exterior spaces and circulation routes should be established to provide constant opportunity for surveillance by residents and visitors. In addition, there should be pedestrian circulation without dangerous or confusing discontinuities in level or direction and there should be separation (to the maximum extent feasible) of pedestrians and bicyclists from moving vehicles. (Interim Policy)

- 2. Approve permit requests, to the City of Richmond and BCDC, for proposed development within the water area and the 100-foot BCDC permit zone only if they conform to the Appearance and Design Guidelines for the Inner Harbor Basin Sub-Area (Policy 1), all relevant policies of the South Richmond Special Area Plan, and the McAteer-Petris Act as well as: a detailed investigation of design constraints and potentials found within the water area and the 100-foot BCDC shoreline permit zone; and a more general investigation of design constraints and potentials found in those areas outside the 100-foot BCDC shoreline permit zone, that, because of the uses or physical features proposed, are relevant subjects for study.

In addition to the more specific detailed data necessary for any permit, the project proposal shall be completed to a level of detail synonymous with illustrative site planning. This could include the arrangement of spaces for appropriate land use, the location and scale of structures to provide harmonious relationships, the provision of access and circulation, the design of services, and the consideration of natural features. In addition, the following specific criteria should be included in the project proposal:

Project Proposal Criteria

- a. The public access system should include generous continuous pedestrian access around the entire shoreline edge of the Inner Harbor Basin and along the Bay shore, except for minor deviations for safety or ecological reasons.
- b. The public access system should include generous eventual linkage with access trails on the east and north of the non-industrial portion of the redevelopment project.
- c. Access along the shoreline should be an integral part of the recreation and park system for the non-industrial portion of the redevelopment project, and should facilitate public use of this system.
- d. Public access should be designed, landscaped and maintained in such a way as to clearly establish its public character. Adjacent parking, and commercial and residential uses should be clearly differentiated from the public access system.
- e. All public access should, through signing and design, encourage public use. Perimeter access, as provided by the esplanade around the Inner Harbor Basin should:
 - (1) Be wide enough to permit pedestrian and bike trails.
 - (2) Have variations in width to account for the space needs of different activities (strolling, sitting, assembly, etc.).
 - (3) Have high quality improvements and facilities and be well-maintained.
 - (4) Be suited to the specific activities and users (residents and non-residents).
 - (5) Achieve a proper transition between the water's edge and uses landward of the esplanade.
- f. Parking in the 100-foot BCDC shoreline permit zone should be the minimum necessary to adequately serve the adjacent uses and shall be provided within said permit zone only if it is:
 - (1) Essential to the economic viability of an adjacent permitted use, and
 - (2) Consistent with and necessary to attain a desirable overall project design, and
 - (3) Designed and landscaped to provide a feeling of open space, and
 - (4) Designed so as not to infringe on public access uses within the 100-foot BCDC shoreline permit zone as described in criteria a through e above.
- g. Structures within the 100-foot BCDC shoreline permit zone (and areas pertinent to Policy 1, Guideline b) should:
 - (1) Be cognizant of human scale and provide variety and contrast in building height, setback and physical appearance.
 - (2) Be sited so as not to block major view corridors or inhibit public access.
 - (3) Be harmonious with the character of the surrounding public uses.
 - (4) Be appropriately screened by vegetation or other appropriate means where necessary.

- (5) Be appropriately served by circulation and parking systems.
- (6) Examples of structures which may be allowed if they meet conditions outlined above include:
 - i. harbormaster facility;
 - ii. marine fuel dock(s)
 - iii. boat hoist and railway
 - iv. ship chandlery
 - v. fishing supply shops
 - vi. restaurants
 - vii. commercial boat fishing activities
 - viii. water-oriented commercial recreation establishments
 - ix. water safety and fire equipment services
- h. Residential uses should be designed so as not to infringe on public access uses within the 100-foot BCDC shoreline permit zone.
- i. Water areas should be improved to:
 - (1) Accommodate marina development. (See Land Use Section.)
 - (2) Permit safe and convenient boat access and egress.
 - (3) Be consistent with the overall development theme.
- j. The entire peninsula bordered by the Bay and Inner Harbor Basin should:
 - (1) Have a significant amount of area devoted to open space, to include a beach along the Bayside, an esplanade along the Basin side, and a view point and park area at the end of the peninsula.
 - (2) Recognize the need for protection of view corridors of the Bay and principal view points from the entire Inner Harbor Basin shoreline.
 - (3) Not be dominated by massive structures. (Continuing Policy)
- 3. Develop, by the City of Richmond, a preliminary sketch plan for public access around the shoreline of the Inner Harbor Basin Sub-Area. Such plan shall:
 - a. Be in accord with the design guidelines and criteria. (Policies 1 and 2 above.)
 - b. Determine the appropriate scale and location of public access within the Inner Harbor Basin Sub-Area, and specifically, within the BCDC shoreline permit zone.
 - c. Be included with the first application for a BCDC permit to develop facilities with a significant effect on public access within the Inner Harbor Basin Sub-Area. (Interim Policy)

CIRCULATION

ISSUE I: HOW CAN ROADWAYS BE DEVELOPED TO SERVE LOCAL AND THROUGH TRAFFIC NEEDS WITH THE LEAST DISTURBING EFFECT ON ADJACENT LAND USE?

Findings

1. Development of the portion of the Inner Harbor Sub-Area included in Redevelopment Project 11-A will require the creation of a number of streets. These streets will be necessary primarily to serve local circulation needs within the project and also to connect the area with the rest of the City and with the regional highway system. Presently there are few existing roadways in the area and most of these have been allowed to fall into disrepair.
2. The land use pattern and circulation pattern will be developed simultaneously. Roadways will be designed and built to have the least possible effect on the adjacent land uses. In addition, it will be possible to insure that the circulation system is integrated with the land use pattern to provide the most efficient movement of vehicles, pedestrians and bicycle traffic.
3. The most significant new roadway that will be constructed will be Harbour Drive. It will connect the Inner Harbor Sub-Area with Hoffman Boulevard/Freeway. This road will be a low speed limited access roadway serving only automobile traffic. Specific policies for this road are included in Circulation Issue I in the Point Isabel Sub-Area Section of this Plan.
4. The greatest potential adverse impacts of streets on adjacent land uses are noise, air pollution, unsightliness, and adverse ecological impacts. These impacts can be mitigated or completely alleviated through good design and the inclusion of buffering elements, such as landscaping, sound walls, earth berms, et. Well-designed roads can, in fact, have beneficial impacts, including the separation of vehicular and train traffic and the separation of vehicular, pedestrian and bicycle traffic.

Policies

1. Ensure that appropriate design features and buffering elements are incorporated in new roadways serving Redevelopment Project 11-A so that the roads will have the least possible detrimental impacts on adjacent land uses and environmental values. (Continuing Policy)

CIRCULATION

ISSUE II: SHOULD PUBLIC TRANSIT SERVICES BE ESTABLISHED IN THIS AREA?

Findings

1. At the present time there is no public transit serving the Inner Harbor Basin Sub-Area. The closest bus transportation is available along Cutting Boulevard (lines 72C and 78), which is located north of the Sub-Area, and along Canal Boulevard (lines 72C and L), located west of the site. The bus lines operating on these streets provide connections to the Richmond and El Cerrito BART stations and local destinations, but would not be adequate to provide service for the anticipated development of the Inner Harbor Basin Sub-Area.
2. The redevelopment of the Inner Harbor Sub-Area will create a high demand for public transportation. Bus service, with connections to the BART system would assure that this area becomes a regional resource, in terms of recreation, employment, housing and entertainment, even for those without cars.
3. It is also probable that there will be a demand for some kind of "jitney" service, because of the size of the project and the variety of proposed uses. In particular, there may be a strong desire for such a service between the residential area and the marina, commercial and open space areas. The use of a "jitney" service could significantly lessen the number of private vehicular trips within the site.

Policies

1. Encourage A.C. Transit to plan for public transportation to the Inner Harbor Basin Sub-Area which will connect this area with inland areas and with BART. Promote the inclusion of facilities for buses in the development plan for the Redevelopment Project 11-A. (Future Policy)
2. Investigate the feasibility of establishing a "jitney" or similar service within the portion of the Sub-Area included in Redevelopment Project 11-A to connect the main activity centers proposed around the perimeter of the Inner Harbor Basin. (Future Policy)

CIRCULATION

ISSUE III: WHAT ARE THE APPROPRIATE USES OF THE EXISTING RAILROAD TRACKS IN THIS SUB-AREA?

Findings

1. There are an extensive number of railroad tracks located in the portion of the Sub-Area included in Redevelopment Project 11-A. Many of these tracks, which were originally used to service Kaiser Shipyard and other war-time industries located in the Sub-Area, are now rarely if ever used. Some of the trackage, however, is still used to service existing industries in the area and will continue to be needed after redevelopment to serve these industries.
2. The existence of extensive railroad tracks interferes with the re-use of Redevelopment Project 11-A for non-industrial uses. The City is presently engaged in discussions with the Santa Fe and Southern Pacific Railroad Companies to determine rail needs in this area. Where possible, tracks will be removed or re-aligned so that tracks do not inhibit the orderly redevelopment of the area.

Policies

1. Continue discussions with the Santa Fe and Southern Pacific Railroad Companies to determine railroad needs in this Sub-Area. (Interim Policy)
2. Institute appropriate measures to have unneeded tracks removed and other tracks realigned so that railroad tracks will not inhibit orderly redevelopment in this Sub-Area. (Continuing Policy)

PUBLIC RECREATION, OTHER OPEN SPACE AND PUBLIC ACCESS

ISSUE I: WHAT KINDS OF MAJOR PUBLIC OPEN SPACES ARE APPROPRIATE?

Findings

1. Because of the nature of its proposed mixed land uses and unique physical characteristics, the Inner Harbor Basin Sub-Area will attract not only Richmond residents, but also residents and visitors of the Bay Area at large. The public open spaces proposed in the Urban Renewal Plan focus on satisfying city-wide and regional needs for open space areas along the shoreline, and at the same time complementing the other uses proposed for the Sub-Area, promoting a variety of leisure-time activities, providing the maximum feasible access to the water area, and enhancing the natural features of the open space sites.

Comment: Recreation facilities and other open space areas for the proposed residential areas will be included as part of the amenities of those residential developments. These areas will be developed according to City of Richmond standards, and will provide open space areas in addition to the public open space proposed around the shoreline of the Sub-Area.

2. The most significant physical features of the Sub-Area are the Inner Harbor Basin itself, the Bayside shoreline, and the peninsula separating the Inner Harbor Basin and the Bay.
3. Other unique features of this Sub-Area include: panoramic views of the Bay, Mount Tamalpais, San Francisco, Brooks Island, and the Berkeley hills; proximity to the Bay shoreline; and access to the regional freeway network. These features together with those listed in Finding 2 create a dramatic waterfront setting that offers a significant potential for new water-oriented development. The inclusion of public open space areas that promote a variety of leisure-time activities of a recreational, cultural, and entertainment nature will complement and enhance the other new uses proposed for this Sub-Area.
4. The Bayside shoreline is a natural rocky beach area that is littered by a heavy amount of debris including large chunks of concrete rubble, abandoned heavy equipment, trucks, tires, and wood. Use of this shoreline will necessitate an extensive cleanup effort. Preliminary studies done for the Urban Renewal Plan indicate that a dry beach, protected from tidal action by riprap along the shoreline, is necessary because otherwise heavy tidal action in this area would quickly wash away the beach area.
5. In addition to the beach, the Urban Renewal Plan proposes two open space areas that will complement the marina and commercial recreation facilities to be developed. The first is a public esplanade that will encircle the perimeter of the marina. It will provide a pedestrian link between the land uses fronting the basin as well as direct access to the boats in the marina, and will provide a pleasant setting for walking, bike riding, sitting, and viewing of marina activities. At the northern shore of the Basin the esplanade will lead directly to the Marina Green, a large expanse of landscaped open space that will accommodate a variety of public uses including observation of marina activities and the East Bay hills.
6. Because of its location, the peninsula will be a natural focus for visitors to the Inner Harbor Area. A fourth public open space area on the end of the peninsula would offer one of the most interesting points of observation in the development. This area would offer an interesting park facility which would provide a transition between the esplanade on the north side of the peninsula and the beach along the southern shoreline.

Policies

1. Develop, in accordance with Policy 2, Appearance and Design Issue I, the following public open space areas in the Inner Harbor Basin Sub-Area:
 - a. An esplanade which will encircle the perimeter of the Basin. In addition to providing access to the marina, the esplanade will provide a pedestrian link between the land uses fronting the Basin and be a pleasant environment for sitting, walking, bike riding, and viewing of marina activities.
 - b. A Marina Green located along the northern shoreline of the Basin. This area will essentially be a large lawn area which will accommodate a variety of leisure-time activities.
 - c. A beach extending along the Bayside shoreline. It will provide an area for walking, sitting, picnicking, wildlife observation, and access to the Bay waters.
 - d. A park area located at the western end of the peninsula. This park will accommodate viewing and other water-oriented park uses. The park area may include parking facilities to accommodate public use, and limited water-oriented commercial and commercial recreation facilities compatible with park use. (Continuing Policy)

PUBLIC RECREATION, OTHER OPEN SPACE AND PUBLIC ACCESS

ISSUE II: WHAT IS AN APPROPRIATE TRAIL SYSTEM?

Findings

1. The shoreline, and the views it affords, is a natural and tranquil recreational resource. Walking or bicycling along the shore is a leisurely, mobile and more total experience than either experiencing the shore at a single location or observing it from a moving car.
2. The esplanade and beach proposed for the Inner Harbor Basin Sub-Area will provide generous areas for walking and bicycling around the Inner Harbor Basin and along the Bay shoreline. The Marina Green, which will be located north of the esplanade along the northern shore of the Basin, will provide visual access to the Basin and the activities in the marina.
3. This Sub-Area will be an important focal point in Richmond after it is redeveloped. Thus, it would be appropriate to connect the esplanade and beach with other paths throughout the Inner Harbor Basin development and with the regional and city-wide system of trails as identified in the Richmond Coastline Plan. These linkages will increase the accessibility of the Sub-Area for those without access to automobiles.

Policies

1. Provide access for pedestrians and bicyclists around the shore of the Inner Harbor Basin and the Bay. (Continuing Policy)
2. Develop a system of pathways for bicyclists and pedestrians which will connect all non-industrial development in the Inner Harbor Basin Sub-Area and will connect to regional and city-wide hike/bike trails. (Continuing Policy)

Comment: Because plans for Redevelopment Project 11-A are still preliminary at this time, it is not possible to indicate the best locations for trails other than those around the perimeter of the Basin and the Bay.

3. Protect the hike/bike path from physical and visual intrusion by all forms of motorized vehicles to the greatest extent possible.

SANTA FE SUB-AREA

DESCRIPTION

The Santa Fe Sub-Area consists of the areas which border the Harbor-, Lauritzen- and Santa Fe Channels, including the portion of Redevelopment Project 11-A located west of South 14th Street (see Map 9).

The primary land uses in the Santa Fe Sub-Area are industrial and marine. Most of the industries are petroleum and chemical operations. Other large industrial operations include the National Gypsum Company and General Transportation, Inc. Many of these industries utilize water transportation as a primary method of moving their goods.

In addition to a number of private and municipal docks and wharves located along the Harbor and Santa Fe Channels, several private marinas as well as a public boat launching ramp are located at the head of the Santa Fe Channel.

Formerly much of this Sub-Area was marsh and tidelands. However, by the end of World War II most of the area had been reclaimed for industry and shipping.

The most significant natural features of the Santa Fe Sub-Area are the channel areas. The Harbor-, Ford- and the southern portion of Santa Fe Channels are deep water areas which can accommodate deep draft oceangoing vessels. The head of the Santa Fe Channel and the Lauritzen Channel are more shallow, though they still can accommodate rather large vessels. The Parr-Richmond Channel is extremely shallow and narrow.

APPLICABLE EXISTING PLAN PROPOSALS

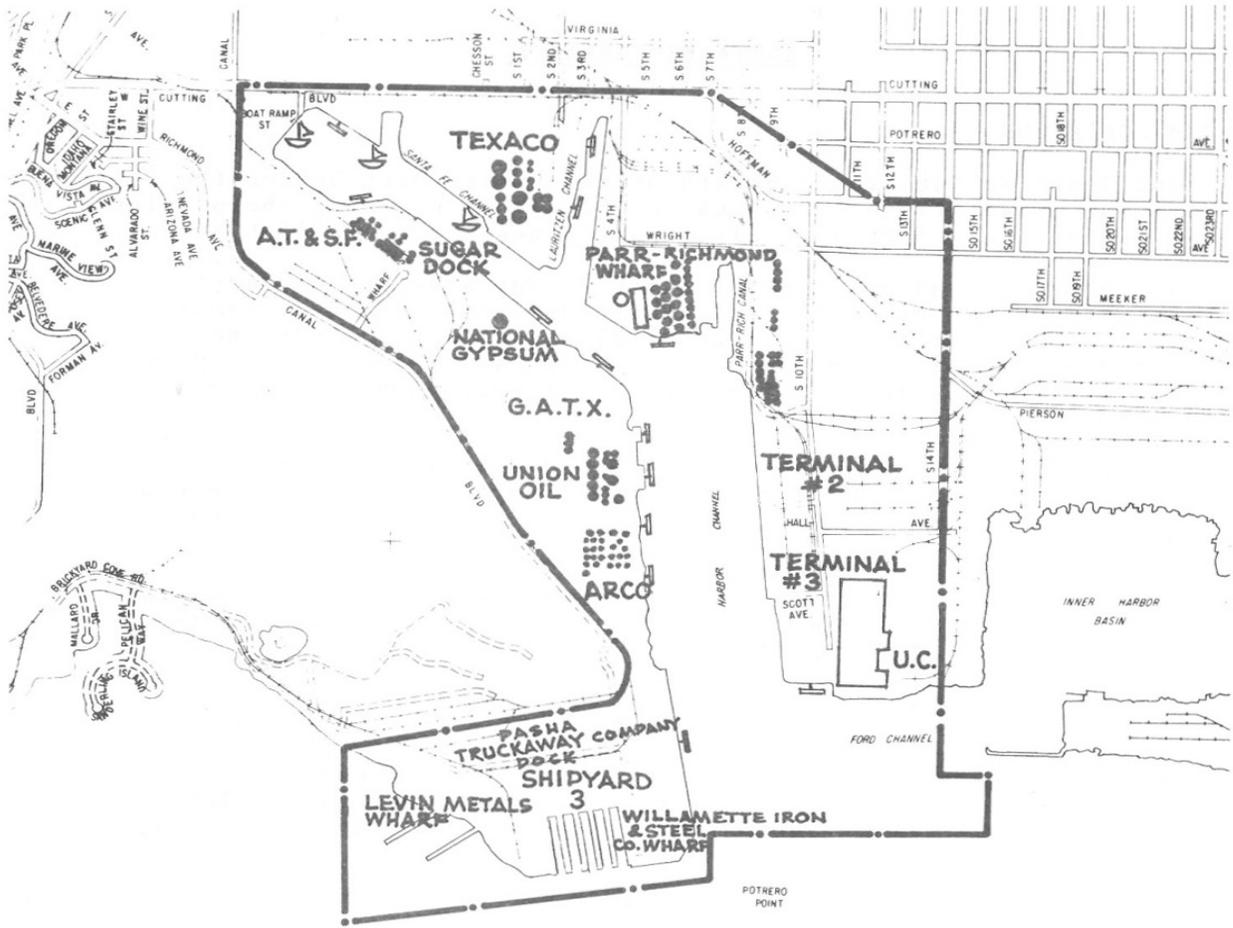
San Francisco Bay Plan. Except for the northeast corner, the entire Santa Fe Sub-Area is designated as a port priority use area in the Bay Plan. (BCDC's permit jurisdiction is actually limited to the first 100 feet inland from the line of highest tidal action). Permitted uses include marine terminals and directly related ancillary activities such as warehousing and other temporary storage, ship repairing, support transportation uses, government offices related to the Port activity, chandlers and marine services. Other uses, especially public access and public and commercial recreational development, are also permissible provided they do not significantly impair the efficient utilization of the port area.

Richmond General Plan. The continuing policies designate this area primarily for marine and industrial use, including a container port facility along the Ford and Harbor Channels.

An area at the head of the Santa Fe Channel is designated for marina and commercial recreation use. Shipyard No. 3 is designated a marine terminal as an interim use.

As a future use, the area at the head of the Santa Fe Channel is designated for possible residential development in conjunction with the proposed marina and commercial recreation complex. Shipyard No. 3 is designated for use as a container port facility and/or marina and commercial recreation complex when its present uses are abandoned.

Other Applicable Plan Proposals. Most of the Sub-Area, with the exception of the areas adjacent to the Santa Fe Channel west of the Lauritzen Channel, is within the boundaries of Redevelopment Project Area 11-A. The Urban Renewal Plan proposes the development of a container port facility consisting of 1-4 berths at the end of 10th Street and an industrial support area to serve the terminals. The existing adjoining industrial area to the north of the container port facility, mostly serving petroleum storage and other bulk liquid storage facilities under short-term leases, is proposed to remain. The west side of the Channel (Shipyard No. 3) is proposed to serve as a reserve for up to two more container berths. (Refer to Map 4).



Legend

-  Marina or yacht club
-  Private dock

MAP 9,
SANTA FE SUB-AREA DESCRIPTION MAP



SOUTH RICHMOND SHORELINE-SPECIAL AREA PLAN

LAND USE

ISSUE I: WHAT FUTURE LAND USE IS APPROPRIATE FOR SHIPYARD NO. 3 IF AND WHEN ITS PRESENT USE IS ABANDONED?

Findings

1. Shipyard No. 3, which occupies about 115 acres on Point Potrero, is owned by the Richmond Surplus Property Authority and leased on a long-term basis to 3 companies: Willamette Steel, Pasha Truckaway and Levin Metals. Operations at this facility include ship repair and modification, foreign car imports and scrap metal export.
2. One of the conditions of the government sale of this facility to the City was that a reserve shipyard be maintained through May 23, 1977. The City's lease with Willamette, which operates the ship repair facility, will expire on August 31, 1976, with an option to renew for 10 years. Willamette and the City are presently negotiating the terms of a new lease arrangement. The leases with Pasha and Levin will expire in 1979 with options to renew.
3. The financial return to the City from these operations is substantial enough to preclude any serious consideration of alternate uses for Shipyard No. 3 at this time. However, in the event that revenue from present operations diminishes or the leases are not renewed, other alternative uses may become feasible for the site.
4. Because of this location, Shipyard No. 3 has excellent direct access to deep water in the Bay and to the Pacific Ocean. A portion of the shipyard is included in Redevelopment Project 11-A and is designated for port or industrial use. The most appropriate uses for the remainder of the site outside the redevelopment area would be those that are compatible with the surrounding areas and would be consistent with the BCDC port priority use designation.

Policies

1. Continue to accommodate the existing water-related industrial uses at Shipyard No. 3 as long as they remain economically attractive. (Continuing Policy)
2. Promote the development of port operations or other uses permitted in the BCDC port priority use designation in Shipyard No. 3 in the event that the existing uses are terminated. (Future Policy)

CIRCULATION

ISSUE I: WHAT RAIL AND ROADWAY IMPROVEMENTS ARE NEEDED?

Findings

1. The only rail and roadway improvements anticipated for the Santa Fe Sub-Area are those necessary to improve access to the port area and promote effective goods movement within the area.
2. No new roadways are needed in connection with the port operations, although certain improvements to the existing roadway system will be necessary. Hoffman Boulevard, which is located just north of the Sub-Area, is the major arterial serving this area. When the road is improved to freeway standards, the major access to Hoffman serving the port complex will be the Canal Boulevard Interchange (which is outside the Sub-Area boundaries) supported by an on/off ramp for southern movement at 10th Street. 10th Street will be designated as a two-lane exclusive truck right-of-way. 14th Street will serve as the principal local street to the port area, and will not be connected with Route 17. Pierson Street between 10th and 14th Streets will be designed to City standards, but will not be dedicated. This will permit unlicensed truck and trailer traffic and movements of containers from the port terminal complex to the port industrial area.
3. There is a substantial amount of railroad trackage in the Santa Fe Sub-Area, much of which is used only occasionally or not at all. The development of the port complex and related industrial back-up area will probably result in the need to lay new trackage and/or realign some of the existing tracks. A detailed study of rail needs for this area is underway to determine the requirements for new rail access or relocation of existing tracks.
4. There is no roadway connection at the present time between Canal Boulevard and Garrard Boulevard, which are west of the Santa Fe Sub-Area. Each Boulevard forms an extremely long cul-de-sac which creates a potentially dangerous situation. If either Boulevard were blocked off at the northern end, there would be no other means of getting to or from the southern end. The establishment of a connection between these two Boulevards should be done soon since the entire Point Richmond southern peninsula is beginning to develop with industry, housing, and a regional park.

Policies

1. Undertake necessary roadway improvements in the Santa Fe Sub-Area that will facilitate or promote safe and effective movement of goods and people, especially as related to the port terminal complex. (Continuing Policy)
2. Explore the possibility of combining rail lines and spurs into an efficient system of essential rail lines which will efficiently serve the industrial needs of this area and result in the least disruption of vehicular and pedestrian traffic. (Future Policy)
3. Undertake an analysis, in cooperation with the Santa Fe and Southern Pacific Railroads, of rail needs for a port terminal complex, including the need for new trackage or the realignment or relocation of existing tracks. (Future Policy)
4. Encourage early completion of the Garrard-Canal Boulevard loop which will relieve the existing potential hazard created by the lack of such a connection. This roadway should be designed according to the standards and criteria established in the Scenic Routes Element for a scenic route. (Continuing Policy)

PUBLIC RECREATION, OTHER OPEN SPACE AND PUBLIC ACCESS
ISSUE I: WHAT FORMS OF PUBLIC RECREATION AND OTHER FORMS OF OPEN SPACE
ARE APPROPRIATE AROUND THE SANTA FE AND HARBOR CHANNELS?

Findings

1. Opportunities for public access or public recreation and other forms of open space in the Santa Fe Sub-Area are limited. Most of this area is inaccessible to the public and in many areas unrestricted public access would create a safety hazard.
2. The only existing public recreational facility in the Santa Fe Sub-Area is the city-owned boat ramp located at the head of the Santa Fe Channel.
3. A trail system, including a hike/bike trail and recreational railroad line, is proposed in the Richmond General Plan for areas immediately outside of the boundaries for the Santa Fe Sub-Area. These trails are linked to a system of trails that will connect the Richmond shoreline from Point Isabel to Point Molate. The Richmond General Plan also proposes that part of this trail system be developed within the narrow band of land between Cutting Boulevard and the head of the Santa Fe Channel. However, land development within this area may make development of such a trail difficult.
4. Because of the nature of land development in this Sub-Area, the opportunities for provision of public recreation or other forms of open space, including public access and a trail system, are limited.
5. The area included in Redevelopment Project 11-A and the area at the head of the Santa Fe Channel have potential for providing public recreation and other forms of open space as new uses are developed on these sites.

Policies

1. Require waterfront developments, as part of any project approval process, to provide the maximum feasible public access to the shoreline consistent with the project, with adequate links to inland areas. (Continuing Policy)
2. Encourage development of special public recreation facilities in the industrial areas along the Santa Fe and Harbor Channels, including observation towers or other facilities physically separated from other activities, to provide public access where otherwise unrestricted public access would create a safety hazard. (Continuing Policy)
3. Provide a corridor within the Hoffman Freeway right-of-way for a regional hike/bike trail which provides access to the area at the head of the Santa Fe Channel and connects with the Inner Harbor Basin Sub-Area and the Point Richmond southern peninsula. (Continuing Policy)

BROOKS ISLAND

DESCRIPTION

The Brooks Island Sub-Area consists of the tidelands and water area generally bounded on the north and east by the U.S. Bulkhead Line, on the south by the Richmond City/Contra Costa County boundary, and on the west by a line extending southward from the western boundary of Shipyard No. 3. It includes Brooks Island, which is located approximately one-half mile south of the Richmond shore; a portion of the breakwater which extends westward for about two miles from the Island; and Bird Island, a tiny one-half acre island located off the southwest shore of Brooks Island. Currents acting on the breakwater have created beaches and land areas up to ten feet above mean sea level on its southside. (See Map 10.)

Ownership within this Sub-Area is fragmented among several large landowners. (Refer to Map 11). Most of Brooks Island is owned by the East Bay Regional Park District, except for two parcels along the eastern and southern shores. One of these parcels is owned by Ralph Sullivan, the other is held in trust by the City of Richmond. Most of the breakwater is owned by Santa Fe and Helen House. The tidelands between the Richmond shore and Brooks Island are owned by Santa Fe, Richmond, the State of California, the Federal Government, Charles and Francis O'Neile, and Ralph Sullivan. The water area, Bird Island, and a portion of the breakwater are held in trust by the City of Richmond under the provisions of a 1959 State Grant (AB 2354).

The primary concerns in this Sub-Area relate to determining the appropriate use for Brooks Island. Its main natural and cultural features include: large expanses of native grasses; approximately one and one-half miles of shoreline with stretches of sand, rock and shingle beach; two Indian shellmound sites; a magnificent 360 degree view from the top of the Island; and its island character and integrity.

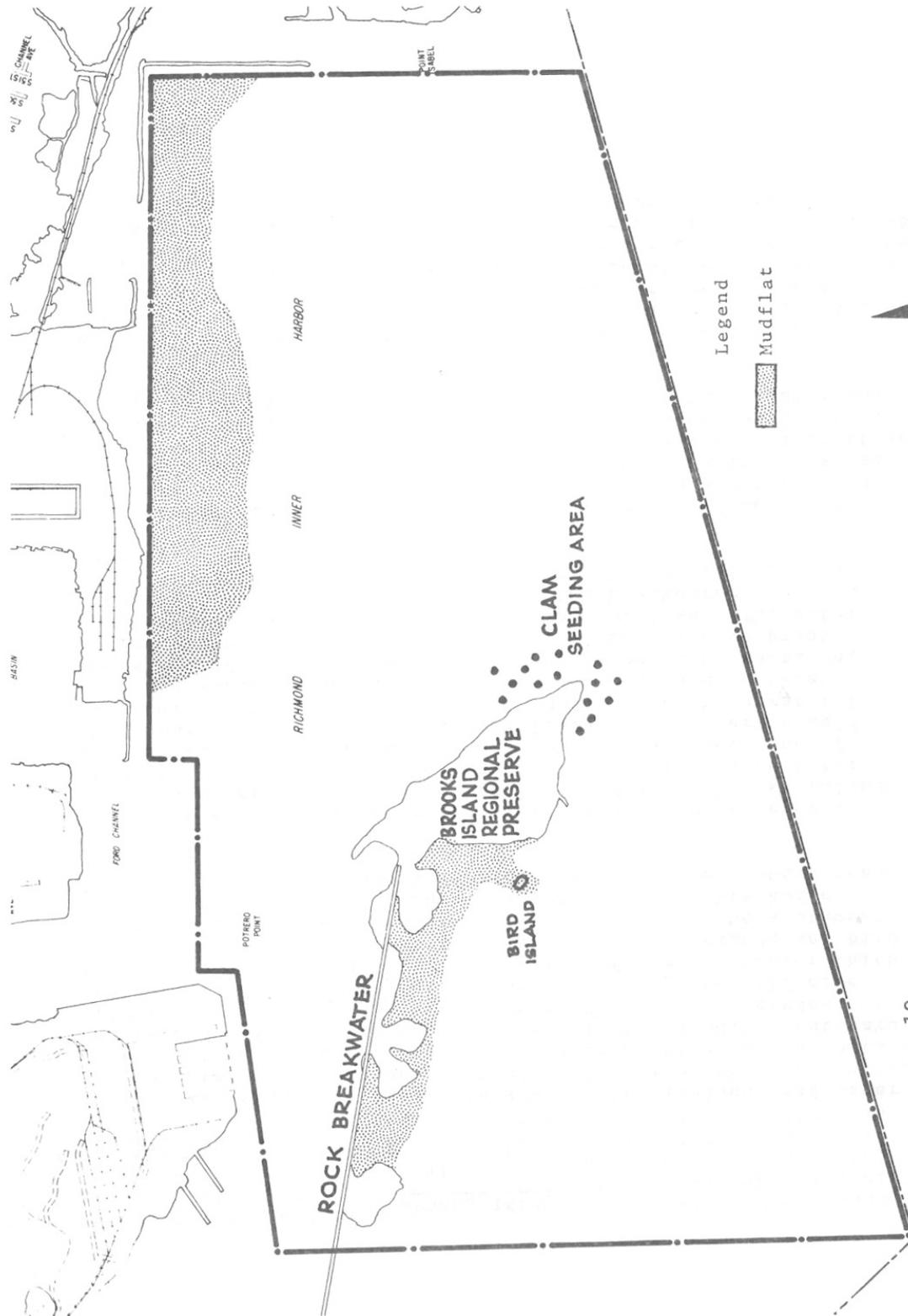
Brooks Island is known to have been inhabited by native Americans for at least 2,000 years and possibly as many as 3,000. The major impact upon the Island in modern times has been quarrying, which has created flat areas totaling approximately 10 acres. Through the years, many plans for development of the Island have been presented, but none ever materialized. In 1968, the Island was acquired by the East Bay Regional Park District.

APPLICABLE PLAN PROPOSALS

San Francisco Bay Plan. Brooks Island is designated in the Bay Plan as a regional park. Bay Plan policies specify that the Island character be preserved; access be by boat only; and no commercial uses be permitted except for convenience needs of park visitors.

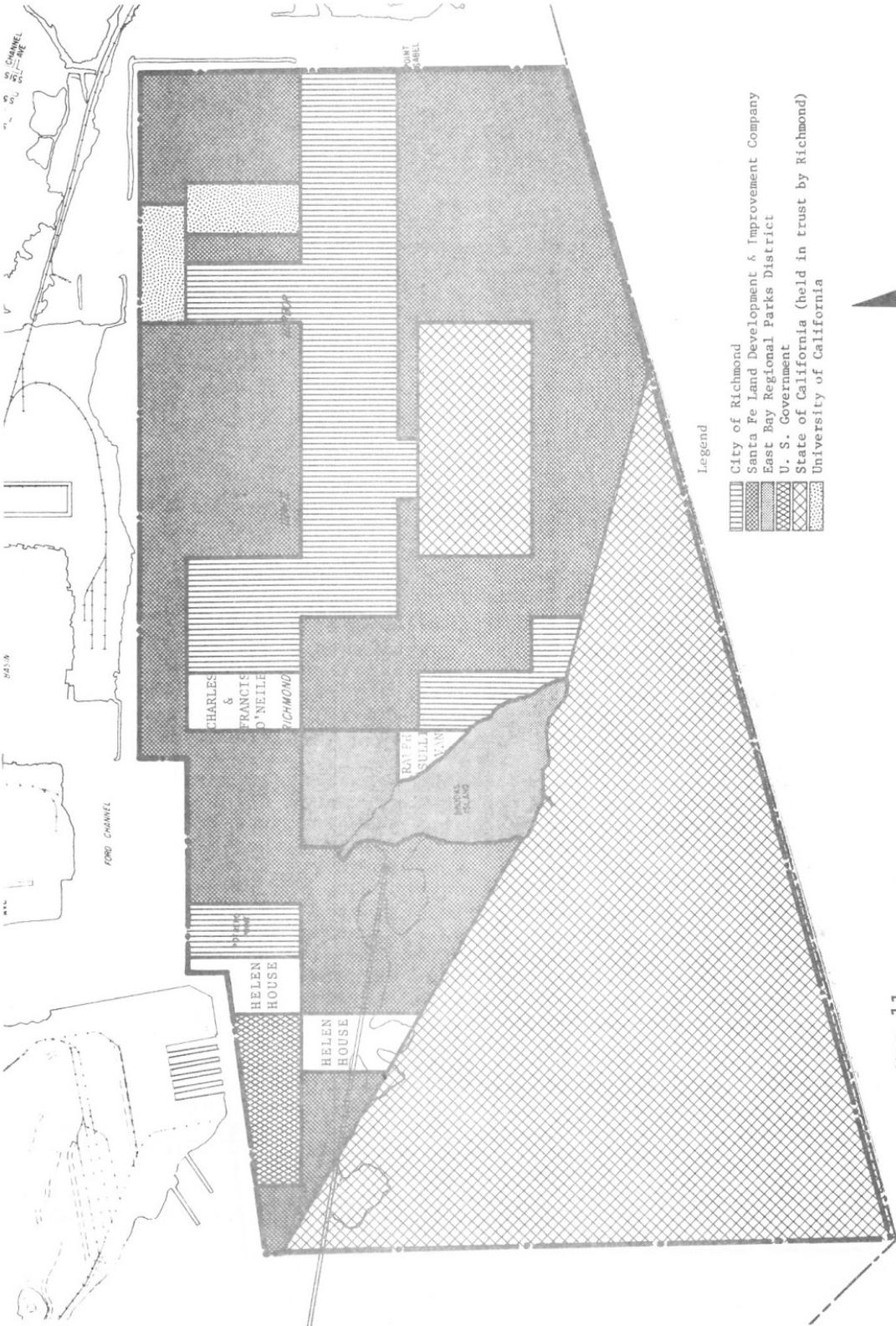
Richmond General Plan. Brooks Island and the area created alongside the breakwater by silt deposits are designated for park use. The mudflats adjacent to Brooks Island and the breakwater as well as open water south of Brooks Island and between Brooks Island and Point Isabel are designated wildlife habitats. A fishing site is designated in the deep waters near the Inner Harbor Basin. Other policies concerning Brooks Island propose that the portions of the Island not in public ownership be acquired; archaeological sites, native grassland and wildlife habitat areas be preserved; public access be provided by a ferry service; and the Island character be preserved.

East Bay Regional Park District. No definite plans have as yet been formulated for public use of Brooks Island. A Resource Analysis, which identifies significant resource features and provides guidelines for park development, has been prepared for Brooks Island and was adopted in February 1976. EBRPD is now in the process of preparing a development plan for the Island.



MAP 10.
 BROOKS ISLAND SUB-AREA DESCRIPTION MAP

SOUTH RICHMOND SHORELINE - SPECIAL AREA PLAN



MAP 11,
 BROOKS ISLAND SUB-AREA OWNERSHIP
SOUTH RICHMOND SHORELINE - SPECIAL AREA PLAN
 Revised May, 1977

LAND USE

ISSUE I: WHAT USES ARE APPROPRIATE?

Findings

1. The Brooks Island Sub-Area consists of land areas and water areas. Most of the water areas are shallow, largely ranging from one to five feet at mean lower low water. The waters off the shore from Point Potrero, including Point Potrero Reach, are deep waters that provide access for deep draft ships using the port facilities in the Harbor and Santa Fe Channels. Periodic maintenance dredging of Point Potrero Reach is necessary so that it remains deep enough for deep draft vessels.
2. Extensive mudflats lie off the Richmond Shoreline and the breakwater. These areas are very fertile and are important in maintaining wildlife, including fish, shellfish, shorebirds, and other water fowl. In addition, mudflats are important because they offset air and water pollution by adding to the oxygen supply in air and water and by absorbing carbon dioxide from the air. BCDC has identified the mudflats and much of the adjacent water areas in this Sub-Area as having a significant wildlife habitat value.
3. A clam seeding area is located adjacent to the east side of Brooks Island. If the quality of the Bay were substantially improved so that clam digging could again become viable, this seeding area could be important to the revitalization of that activity for sport purposes.
4. Most of Brooks Island is owned by the East Bay Regional Park District. It has been classified as a Regional Preserve which means that the primary planning and management objectives are the preservation and enhancement of the preserve element. The District is now in the process of developing a plan for the use of the Island. Since its acquisition in 1968, Brooks Island has been leased to the Sheep Island Gun Club, a licensed pheasant hunting group, in return for an annual rental and caretaker service. The Island is closed to general use and is available only on a permit basis, with the permittee providing his own transportation. Portions of the shoreline and adjacent land areas on the eastern and southern sides of the Island are owned by Ralph Sullivan and the City of Richmond, and parts of the trails located on the Island are owned by Santa Fe and Helen House.

The separate ownerships of these parcels, as well as the breakwater extending from the western shore of the Island, may create problems in terms of planning and / or operation of a park facility, and limit circulation and recreation potential.

Policies

1. Protect open water, mudflats and all tidelands to the maximum extent feasible. Discourage filling, dredging and all development that would have a significant adverse impact on the biological productivity or aesthetic character of the physical features of these areas. Any development which does adversely impact the biological productivity or aesthetic character of open water, marsh, mudflat or tideland should provide mitigation measures to offset the detrimental impact. (Continuing Policy)
2. Cooperate with East Bay Regional Park District in planning for public use of Brooks Island Regional Reserve. (Continuing Policy)
3. Encourage the East Bay Regional Park District to gain control, through acquisition or other means, of the remaining portions of Brooks Island, Bird Island, the breakwater and surrounding water areas. (Continuing Policy)
4. Establish the natural shorelines of Brooks Island, the breakwater extending westward from the Island and Bird Island as permanent island shorelines beyond which filling shall be discouraged. (Continuing Policy)
5. Ensure that the spoils from maintenance dredging of Point Potrero Reach are disposed of properly, and are not added to Brooks Island or the breakwater. (Continuing Policy)

LAND USE

ISSUE II: WHAT LEVEL OF PUBLIC USE IS CONSISTENT WITH THE PROTECTION OF THE ARCHAEOLOGIC, VEGETATION AND WILDLIFE VALUE OF BROOKS ISLAND?

Findings

1. As the result of the Resource Analysis which was recently completed for Brooks Island, the Island has been reclassified by the Park District from a Regional Shoreline to a Regional Preserve. The purpose of a Regional Preserve is to feature "an outstanding element of nature or man's past... for the purpose of protecting the element and making it available for the enjoyment and education of the public."
2. Development of Brooks Island for intensive public use would require disproportionately high development and operation expense. There are no recreation facilities currently located on the Island. Only minimal water and sanitary facilities exist. The existing dock located on the northern shore of the Island is considered unsuitable for heavy use. Waters around the Island are generally shallow and boats with drafts greater than twelve inches cannot reach the Island at low tides. Level land suitable for recreation development totals eight acres.
3. Brooks Island has a number of elements which are important cultural or natural features and could be adversely affected by heavy, unrestricted public use. These elements include the following:
 - a. **Indian Shell Mounds.** Two mounds, which are deposits of old or broken tools, food remains, human burials, etc., are the only reminders of the Indians who occupied the Island during pre-historic times. The mounds are cemeteries and regarded as holy places by Native Americans.
 - b. **Salt Marshes and Coastal Strand.** There is a small area of salt marsh around the northern end of the Island and more substantial areas westward along the breakwater. A small amount of coastal strand, another plant community, occurs behind the beaches.
 - c. **Grassland.** The Island contains an extensive area of grassland which is dominated by native species. This grassland, which also includes many wildflowers, is an important ecological, educational and historical resource which is slowly being lost to invasions of brush and weeds.
 - d. **Wildlife Refuge.** Brooks Island, the adjacent Bird Island and breakwater serve as a resting area for birds from many surrounding areas. Approximately one hundred species of birds are known to occur (or to have occurred) on the Island and at least eighteen nest there.
 - e. **Wildlife Habitat.** The diverse inter-tidal community around Brooks Island has created a favorable habitat for a number of fish species and invertebrates, including smelt, anchovy, perch, starry flounder, crabs, clams and oysters.

Policies

1. Encourage the East Bay Regional Park District to make Brooks Island available only for limited and controlled public use to assure that the unique cultural and natural resources of the Island are preserved to the greatest possible degree. (Continuing Policy)

IV. IMPLEMENTATION

Findings

1. The major policies of the South Richmond Shoreline Special Area Plan:
 - a. Define appropriate uses and intensity of uses for the shoreline and upland;
 - b. Recommend that a marina for small boats be constructed in the Inner Harbor Basin and commercial, residential, and public facilities be constructed adjacent to the Inner Harbor Basin;
 - c. Recommend that both sides of the Harbor and the Santa Fe Channels be used for port facilities;
 - d. Recognize the value and importance of preserving marshlands and tidelands; and
 - e. Recommend that proposed development be sited to preserve natural resources, protect public safety, and provide public access to and along the Bay.
2. The South Richmond Shoreline Special Area Plan will be effective only if it is adopted by the City of Richmond and the San Francisco Bay Conservation and Development Commission and if proposed development and uses are required to be consistent with the Plan.
3. The use of the police power is one appropriate means for carrying out various policies of the South Richmond Shoreline Special Area Plan. Police power includes the power to regulate land uses in the interest of public health, safety, morals or the general welfare. It may be used to control the types and intensity of uses, and provide assurance that proposed development and uses do not detrimentally affect public resources, are sited to minimize harmful environmental effects and provide reasonable public access to the Bay.
4. Existing zoning and land use regulations administered by the City do not now conform to many of the proposed policies of the South Richmond Shoreline Special Area Plan. For example, the tidelands and marshlands are zoned industrial, a category which usually does not provide for discretionary review of proposed projects nor establish standards assuring that fill is minimized or valuable resources are protected.
5. Zoning, the most commonly used police power for land use control, can:
 - a. Effectively restrict areas to certain desirable uses and intensity of uses;
 - b. Assure that proposed development will be suitably sited; and
 - c. Provide reasonable public access to the Bay and shoreline.

An additive district that applies to tideland and shoreline areas is an appropriate type of zoning control that the City could utilize.

Administrative control over proposed private uses and development within the additive district could appropriately involve a review by the City and subsequent issuance of a discretionary permit only upon a finding of consistency between zoning ordinance standards and the policies of the Richmond General Plan (which would include the South Richmond Shoreline Special Area Plan).

6. The City of Richmond, the Richmond Redevelopment Agency, the Surplus Property Authority, and the Port Commission of the City of Richmond are exempt from provisions of the Zoning Ordinance of the Richmond Municipal Code. Thus, public projects would not be required to comply with the provisions of the type of additive district zoning control described in Finding No. 5 above. They should, however, comply with similar policies as described in the Policies of this Chapter.
7. Use of the Inner Harbor Basin for a small boat marina and associated commercial and residential development does not conform to the existing port priority designation of the area in the San Francisco Bay Plan. The policies of the South Richmond Shoreline Special Area Plan recommend deletion of the port priority designation from the Inner Harbor Basin because sufficient port area exists at other areas in Richmond.

Policies

1. The City of Richmond should approve only those projects that are consistent with the policies of the Special Area Plan.
2. The City of Richmond should approve only those private projects within the area covered by the proposed regulations of the Shoreline/Tideland Physical Constraint Area within the Hazard-Resource Additive District (see Appendix A) that are consistent with zoning ordinance provisions governing such projects.
3. The City of Richmond, the Richmond Redevelopment Agency, the Surplus Property Authority, and the Port Commission of the City of Richmond should undertake only those public projects within the 100-foot BCDC shoreline permit zone which comply with the following standards⁴:
 - a. **Siting.** All projects (including any construction, grading, excavation, or alteration of existing structures or land forms) should be sited to the maximum extent feasible so that:
 - (1) Views of the Bay from public and upland areas would be provided, enhanced and protected;
 - (2) The impact, both physical and visual, of vehicles within the shoreline areas would be minimized;
 - (3) Fill in the Bay, mudflats, tidelands or marshes would be avoided, except for small amounts of fill for commercial recreation and recreation uses specifically designed to attract large numbers of people to enjoy the Bay and its shoreline. Any fill should consist of pile-supported cantilevered structures or structures floating at all stages of the tide and should be placed in accord with plans prepared by a professional engineer who states that the fill and structures on the fill would present no greater risk to persons or property than would be presented at inland, stable sites;
 - (4) Maximum feasible public access to and along the shoreline and the Bay would be provided;
 - (5) Uniform or terraced building sites which are substantially different from the existing land forms or the natural shape of the shoreline would not be created;
 - (6) Existing watercourses, native vegetation, established and mature trees and other woody vegetation, marshes and primary wildlife habitats would be protected and enhanced; and

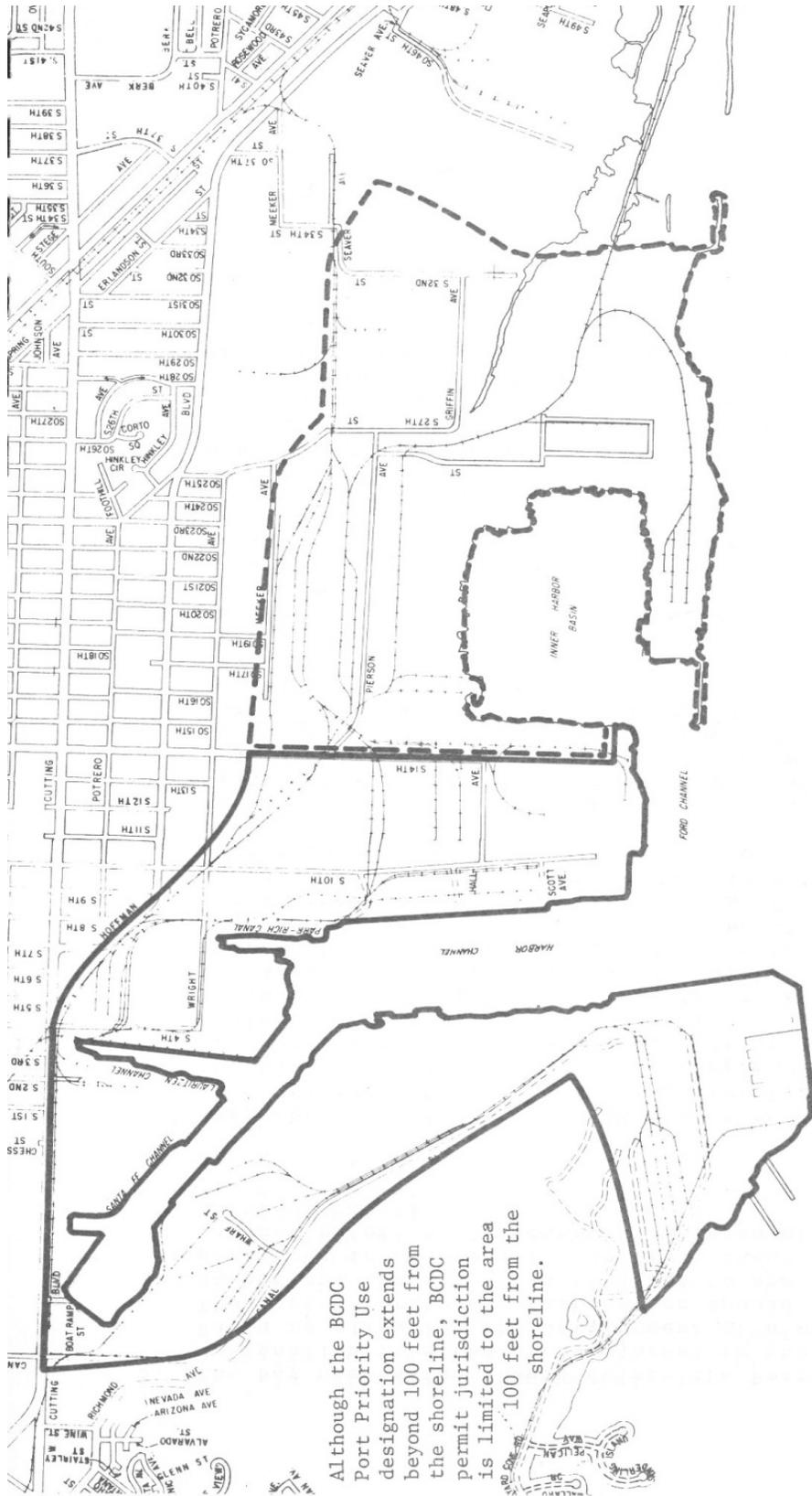
⁴ These standards are not applicable to port uses in areas designated by BCDC for Port Priority Use and the immediately adjacent water areas. Nor shall these standards supercede any specific policies of the Special Area Plan, the Bay Plan or the McAteer-Petris Act.

- (7) Small amounts of solid fill may be allowed in order to improve shoreline appearance and provide public access.
- b. **Design.** All projects involving construction of structures shall be designed to the maximum extent feasible so that:
 - (1) The pleasure and comfort of the user or viewer of the Bay and shoreline would be enhanced. To this end, design of waterfront development should include participation by professionals such as landscape architects, urban designers, and architects; and
 - (2) The height, building material, color, roof characteristics, and setback of buildings and the landscaping around buildings would enhance the visual quality of the Bay and blend harmoniously with the natural setting and existing development.
- c. **Dredging.** All projects involving new dredging of the Bay bottom or excavation of shoreline (including mudflats, tidelands, marshes, and all other areas subject to tidal action) should meet the following criteria:
 - (1) The dredging would be for (a) creating a new area that is the minimum necessary size to safely provide water access to an approved use; (b) removing Bay fill to create new water surface or marsh; (c) maintaining an existing navigation channel, basin or area; or (d) providing drainage for an outfall pipe or similar structure;
 - (2) The location and depth of dredging would minimize shading and the need for maintenance dredging; and
 - (3) A plan which complies with the requirements of the Regional Water Quality Control Board has been prepared for disposing of the initial dredging spoils and all subsequent maintenance dredging spoils for the life of the project.
- 4. Prior to approving any project within BCDC's permit jurisdiction, BCDC should specifically find and determine that the proposed project would comply with the policies of the Special Area Plan, the Bay Plan and the McAteer-Petris Act except in cases of fill projects on publicly owned lands for water-oriented commercial recreation and public assembly uses where removal of solid earth fill should be allowed to offset fill placement pursuant to Policy 2 on page 39 (Inner Harbor Basin Sub-Area) and to Section 5, page 36 as amended, of the Bay Plan. All other provisions of Section 5 shall remain in full force and effect.
- 5. The Bay Commission should delete the Port Priority Use designation from the area adjacent to the Inner Harbor Basin to allow for the development of a marina complex. The Port Priority Use designation should remain at the Harbor and Santa Fe Channel areas to assure that sufficient port area is reserved for possible future port needs. The new priority use boundary and area should be as shown on Map 12.

Recommendations

- 1. Both the City of Richmond and BCDC should adopt the South Richmond Shoreline Special Area Plan. In addition, the City of Richmond should adopt appropriate land use regulations over private development including an ordinance substantially similar to the draft ordinance included as Appendix A. The ordinance should apply to all areas subject to tidal action within the area covered by this Special Area Plan and to the 100-foot wide shoreline band excluding the shoreline band at the Inner Harbor Basin and on both sides of the Harbor and Santa Fe Channels as shown on Maps 13 A, B, C, and D. Appropriate timing for such actions would be for the City of Richmond to first adopt this Special Area Plan as part of and as an amendment to the Richmond General Plan. This action should be followed by the BCDC adopting this Special Area Plan as part of and an amendment to the Bay Plan. Then the City of Richmond should adopt the land use regulations noted above as an addition to the Richmond Municipal Code.

2. When portions of Redevelopment Project Area 11-A are rezoned, the Controlled Development Additive District (an existing zoning district within the Richmond Zoning Ordinance), should be applied by the City to the 100-foot wide shoreline band inland from and surrounding the Inner Harbor Basin to provide discretionary project review over this area.
3. BCDC should recommend to the U.S. Army Corps of Engineers and any other agency having permit jurisdiction over the unfilled tideland areas north of Point Isabel that existing open water, marsh, mudflat and tideland areas be protected to the maximum extent feasible.



Although the BCDC Port Priority Use designation extends beyond 100 feet from the shoreline, BCDC permit jurisdiction is limited to the area 100 feet from the shoreline.

POTRENO POINT

RICHMOND

INNER HARBOR

HARBOR

0 1500'

MAP 12
PROPOSED BCDC PORT PRIORITY USE AREA
SOUTH RICHMOND SHORELINE - SPECIAL AREA PLAN

- BCDC Port Priority Use Area
- - - Area to be deleted from existing Port Priority Use Area

APPENDIX A

15.04.058 HR HAZARD - RESOURCE ADDITIVE DISTRICT

A. TITLE AND PURPOSE

This Section shall be known as the Hazard-Resource Additive District Regulations. The provisions of this Section are intended to be applied to specific areas of the City as additional controls to supplement or modify existing applicable zoning district regulations. The purposes of this Section are:

- (1) To invoke discretionary review procedures, through the Conditional Use Permit procedure contained in Subsection C of Section 15.04.190 of the Richmond Municipal Code on all parcels or portions of parcels which are within a Hazard-Resource Additive District.
- (2) To implement the policies of the Richmond General Plan.
- (3) To guide development in order to make wise and prudent use of the City's natural resources.
- (4) To assure that development takes place in such a manner as to not constitute an undue hazard to the public health and safety due to the existence of natural hazards.
- (5) To regulate the manner in which certain lands are urbanized in order to assure a proper relationship between resource utilization and other uses.
- (6) To achieve a harmonious relationship between the man-made and the natural environment; and
- (7) To promote the health, safety and welfare of all the residents of the City by improving the quality of their lives.

B. PHYSICAL CONSTRAINT AREAS

1. The Hazard-Resource Additive District shall consist of those lands included within an adopted physical constraint area.
2. A physical constraint area is a specific area which contains a resource-hazard or resource-value for which additional controls are necessary to achieve the purposes of this Section.
3. The following are designated as physical constraint areas:
 - a. Shoreline/Tideland;
 - b. Hillside;
 - c. Landslide;
 - d. Liquefaction/Foundation;
 - e. Fire; and
 - f. Flooding/Tsunamis.
4. The Planning Department shall prepare maps for each physical constraint area and Council adoption shall be per Section 15.04.250 of the Richmond Municipal Code. (Refer to Maps 13A-13D below.)

5. Except for private port uses, public marina and public port-related uses in the water areas immediately adjacent to the BCDC designated Port priority Use Area, the area of any parcel or portion of a parcel which is within a physical constraint area as shown on an adopted map shall be subject to the provisions of this Section which apply to that physical constraint area.
6. That area of any parcel or portion of a parcel which is within two or more physical constraint areas shall be subject to the provisions of each area. In the case of any land for which contradictory standards or regulations exist, the more restrictive standard or regulations shall apply.
7. In the case of any land for which contradictory standards or regulations exist within the Zoning Ordinance, the provisions of the more restrictive standard or regulations shall apply.
8. The Planning Department shall maintain, in a place accessible to the public, copies of the maps showing the physical constraint areas.
9. It shall be the responsibility of the owner or developer of land contained within the Hazard-Resource Additive District to ensure that all of the physical constraint maps are consulted prior to any of the following: commencement of any use not being carried out as of the effective date of this Section; any development; or any alteration of land.

C. SHORELINE/TIDELAND PHYSICAL CONSTRAINT AREA REGULATIONS

These regulations shall apply to those physical constraint areas designated as a shoreline/tideland area. The purpose of the Shoreline/Tideland Physical Constraint Area Regulations is to provide for orderly and harmonious development of the shoreline and tideland areas in order to protect water quality, wildlife habitats, and natural vegetation; to provide maximum public access to and along the shoreline; to achieve a visually pleasing and healthful relationship between the man-made and the natural environment; and to otherwise aid in implementing the policies of the Richmond General Plan.

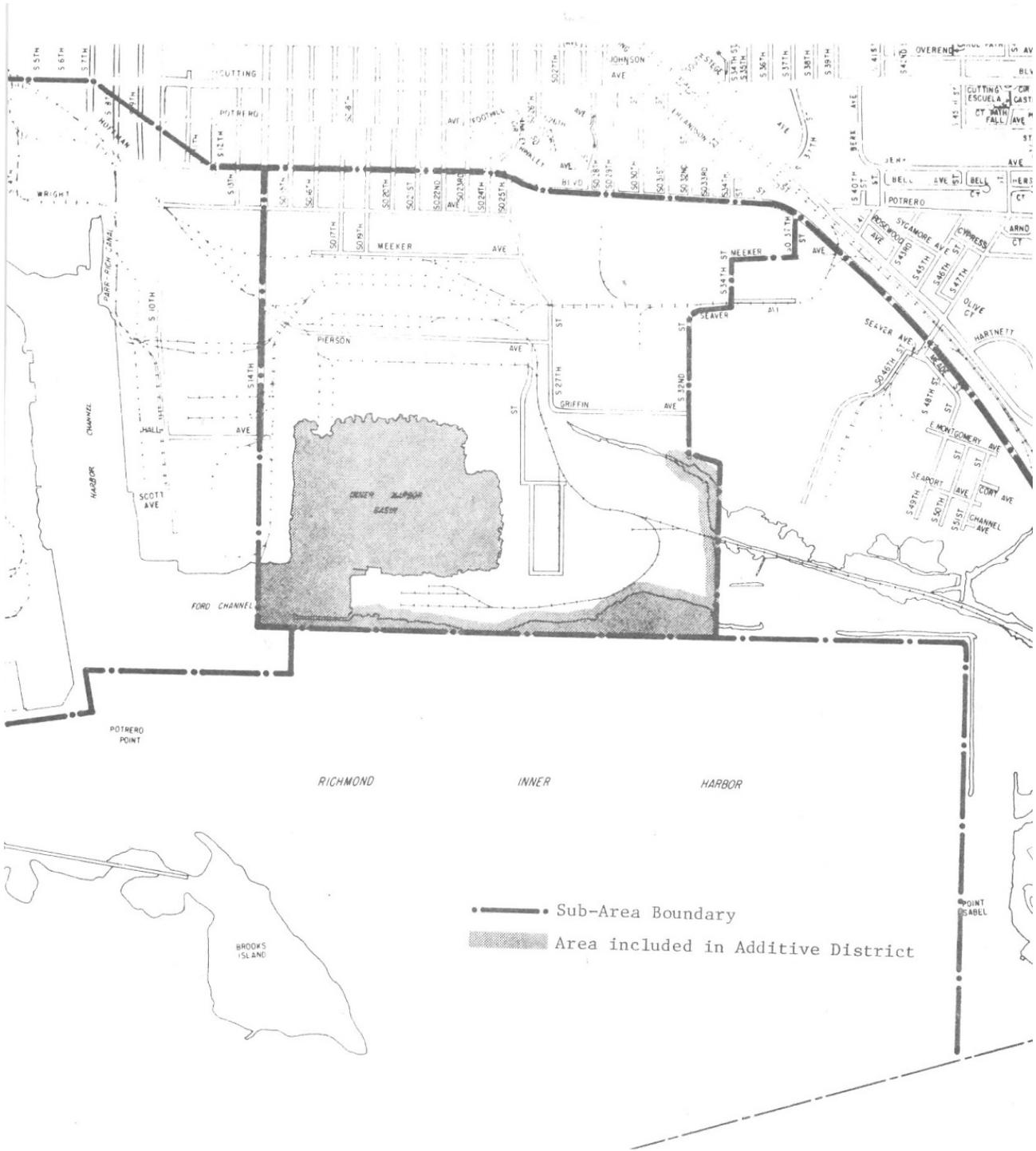
1. Notwithstanding the provisions of any other applicable zoning district regulations, all uses and development shall require a Conditional Use Permit as per the procedure specified in Subsection C of Section 15.04.190 of the Richmond Municipal Code.

Comment: Prior to the issuance of any Conditional Use Permit, the Richmond City Planning Commission must find that the proposed use or development is consistent with the Richmond General Plan and all applicable portions of the Zoning Ordinance. Such findings must be in writing, are a public record and are available for review by any person.

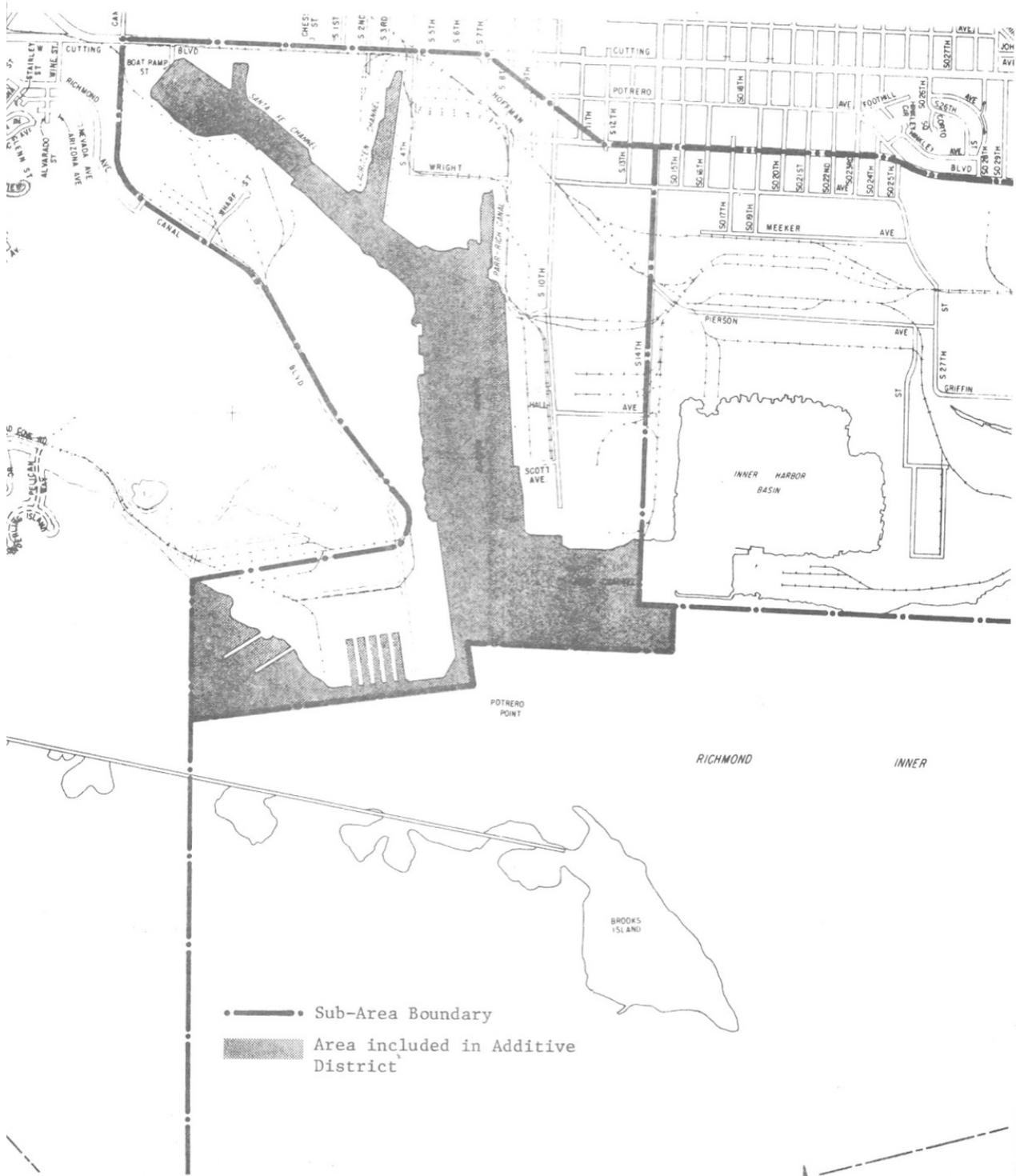
2. In addition to the requirements for a grading permit pursuant to Chapter 12.44, the Grading and Excavation Ordinance of the Richmond Municipal Code, a grading permit also shall be required for grading work on all industrially zoned lands.
3. All uses and development shall be consistent with the Richmond General Plan which includes the Special Area Plan for the South Richmond Shoreline and no use, development or alteration shall:
 - a. Create uniform and/or terraced building sites which are contrary to the existing land forms including the shape of the shoreline;
 - b. Substantially change the existing characteristics of existing watercourses, established and mature trees or other woody vegetation, marshes or primary wildlife habitats.

4. All development shall be sited so that it:
 - a. Is harmonious with the character of the site and a its surrounding environmental setting to the maximum extent feasible;
 - b. Contains underground utility lines unless such underground installation would have a substantial adverse impact on the environment;
 - c. Provides landscaping of a type and a design that is harmonious with the site, the surrounding area, and the shoreline;
 - d. Has an aggregate yard area, as required by the Planning Commission, at least equal to the aggregate yard area required by all other applicable zoning district regulations;
 - e. Minimizes the impact of development on native vegetation and wildlife habitats;
 - f. Does not require the removal of live trees with a trunk circumference of fifteen or more inches as measured four and one-half feet above ground level unless specifically approved by the Planning Commission;
 - g. Minimizes the need for multiple vehicular access to the development except where truck access to loading areas can be separated from automobile parking areas ;
 - h. Minimizes or eliminates the need for filling the Bay or any marshes or mudflats;
 - i. With the exception of parking associated with a small boat harbor, minimizes or eliminates the need for open parking lots;
 - j. Provides maximum feasible public access to and along the shoreline and the Bay; and
 - k. Is located as far upland from the shoreline as practicable, except for those uses specifically designed to attract the public to the shoreline and Bay.
5. All structures shall be designed to the maximum feasible extent so that:
 - a. The appearance is harmonious with the site, the surrounding area, and the shoreline with respect to height, building materials, color, roof characteristics and setback;
 - b. The longest dimensions are perpendicular to the shoreline;
 - c. The visual impact of the Bay is maximized;
 - d. The height of any building does not exceed thirty-five feet except that the Commission may increase or decrease the height limit in order to protect views or ensure adequate public access. The Commission may permit taller buildings that:
 - (1) Are located on, or immediately adjacent to a hillside, provided that the height does not exceed the height of the hill or seventy-five feet, whichever is less; or
 - (2) Are surrounded on all sides by permanently preserved open space of substantial proportions in comparison to the dimensions of the building; or
 - (3) Are architectural features such as a tower, lighthouse or monument, which would enhance the visual attraction from all points where the shoreline can be seen.
6. Filling of the Bay (including mudflats, tidelands, marshes and all other water areas subject to tidal action), shall be allowed only if:
 - a. The fill is the minimum necessary to achieve the purpose of the project and no alternative upland location is available for such purpose;
 - b. The fill consists of pile-supported, cantilevered structures or structures floating at all stages of the tide, or consists of small amounts of earth fill used solely to improve shoreline appearance or provide new public access to the Bay, or consists of earth fill for port use adjacent to a Port Priority Use Area as designated by BCDC;

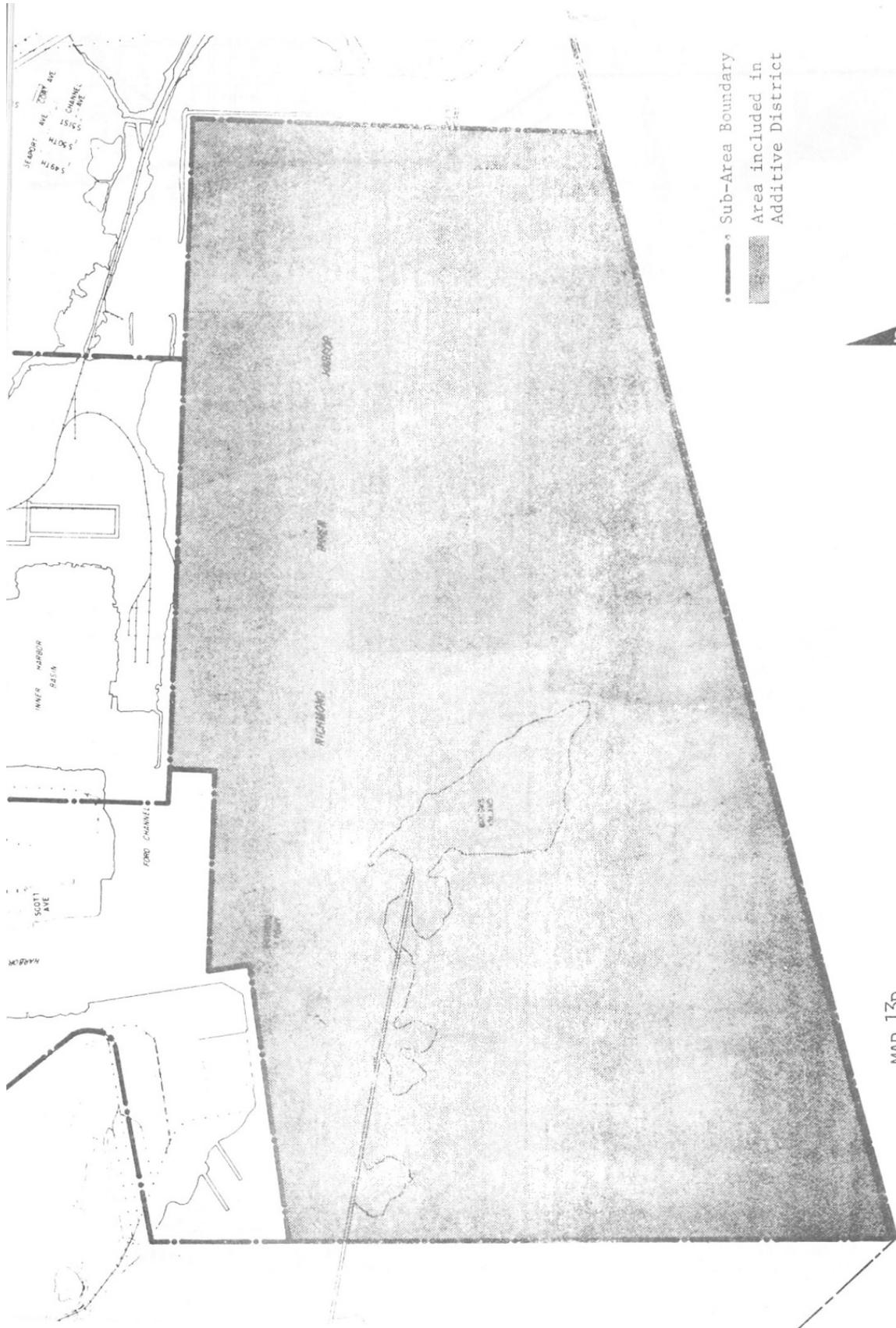
- c. The fill would be placed in accord with a soils report and the development would be constructed in accord with designs certified by a professional engineer to the effect that no greater risk to persons or property will occur than on inland, stable sites.
7. New dredging of the Bay bottom (including mudflats, tidelands, marshes, and all other water areas subject to tidal action), shall be allowed only if:
- a. The dredging is for:
 - (1) Creating a new area that is the minimum necessary size to safely provide water access to an approved use;
 - (2) Removing Bay fill to create new water surface or marsh;
 - (3) Maintaining an existing navigation channel, basin or area; or
 - (4) Providing drainage for an outfall pipe or similar structure.
 - b. The location and depth of dredging is located to minimize shoaling and the need for maintenance dredging; and
 - c. The applicant has submitted a plan for disposal of dredge spoils from initial dredging and all subsequent maintenance dredging for the life of the project which has been approved by or on behalf of the Regional Water Quality Control Board or its designated representative.
8. All land not subject to land alteration shall be maintained and developed in a manner which protects and conserves the natural resources and the natural resource potential of the parcel.
9. Signs shall be of a type and size and at a location as approved by the Sign Review Committee pursuant to Chapter 15.06 of the Richmond Municipal Code. Projecting or wall signs extending above a roof or parapet wall and advertising signs shall be prohibited.
10. All roads, buildings, and other structural improvements or land coverage shall be located and sited to fit the natural topography and shall minimize grading and modification of existing land forms and natural characteristics when feasible.



MAP 13B
 HAZARD RESOURCES ADDITIVE DISTRICT-
 INNER HARBOR BASIN SUB-AREA
 SOUTH RICHMOND SHORELINE-SPECIAL AREA PLAN



MAP 13c
 HAZARD RESOURCES ADDITIVE DISTRICT-
 SANTA FE SUB-AREA
 SOUTH RICHMOND SHORELINE-SPECIAL AREA PLAN



MAP 13D
 HAZARD RESOURCES ADDITIVE DISTRICT-
 BROOKS ISLAND SUB-AREA
 SOUTH RICHMOND SHORELINE-SPECIAL AREA PLAN

APPENDIX B

GLOSSARY

BCDC Shoreline Permit Zone. The area located within the first 100 feet inland from the highest high tide line.

Preservation Area. A land use designation in the Richmond General Plan which is given to undeveloped parcels having ecological or scenic importance to indicate the City's desire that these areas be preserved in their natural state to the greatest extent feasible.

Upland. Those areas which are located landward of the 100-foot BCDC shoreline permit zone.

Water-oriented Commercial Recreation. Commercial activities that would attract large numbers of people to the water, such as restaurants, specialty shops, theaters and amusements.

Water-related Recreation. Recreation activities that require a waterfront location or are enhanced by close proximity to the water, such as marinas, launching ramps, beaches, fishing piers, and marsh and mudflat habitats.