NORTH
RICHMOND
SHORELINE
SPECIFIC
PLAN

JUNE 1993

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North Richmond Shoreline Specific Plan
Richmond, California

City of Richmond

Timothy Coppola October 23 1992
RESOLUTION "A"

RESOLUTION OF THE CITY COUNCIL OF THE CITY OF RICHMOND APPROVING THE NORTH RICHMOND SHORELINE SPECIFIC PLAN FOR THE AREA GENERALLY BOUNDED ON THE NORTH BY POINT PINOLE REGIONAL SHORELINE PARK, ON THE EAST BY THE SOUTHERN PACIFIC RAILROAD TRACKS AND PANCHO VILLAGE, ON THE SOUTH BY PARR BOULEVARD, AND ON THE WEST BY SAN PABLO BAY (AREA ALSO KNOWN AS THE NORTH RICHMOND SHORELINE SPECIFIC PLAN AREA).

WHEREAS, the Richmond City Council adopted the Richmond General Plan by Resolution No. 8481 on September 21, 1964 as the official plan to guide the future physical development of the City of Richmond; and

WHEREAS, the Richmond City Council adopted the Richmond Coastline Plan as part of the Richmond General Plan by Resolution No. 44-73 on March 12, 1973 as a Local Area Plan; and

WHEREAS, on December 9, 1992 the Environmental Assessment Panel, acting in accordance with the California Environmental Quality Act (CEQA), the State CEQA Guidelines, and Resolution No. 274-89 of the City of Richmond, certified that the Final Program Environmental Impact Report (FEIR) for the North Richmond Shoreline Specific Plan has been completed in compliance with the CEQA and the State CEQA Guidelines, as amended. This FEIR was prepared for the City of Richmond by Brady and Associates and consists of two separately bound reports bearing the following titles and dates:


WHEREAS, the Planning Director, pursuant to Resolution No. 274-89 of the City of Richmond, determined that the effects on the environment caused by implementation of the Specific Plan, as amended by Exhibit A of this Resolution, are covered by this FEIR; and

WHEREAS, the Richmond Planning Commission recommended to the City Council an amendment to the Richmond General Plan for the North Richmond Shoreline Area by Resolution No. 92-26 on December 17, 1992 to address the changes that are occurring as a result of the Richmond Parkway, the flood control improvements, and near term closure of the West Contra Costa Sanitary Landfill; and

WHEREAS, the Richmond City Council approved an amendment to the Richmond General Plan for the North Richmond Shoreline area by Resolution on March 1, 1993 to address the land use and circulation changes that are expected to occur in the North Richmond Shoreline Area; and

WHEREAS, the Richmond City Council on March 1, 1993 held a public hearing on the draft North Richmond Shoreline Specific Plan; and

WHEREAS, the Richmond City Council finds that the future development of the North Richmond Shoreline Area can be more appropriately guided by the adoption of the Specific Plan, as revised; and

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Richmond, California has reviewed and considered the staff memorandum with the subject heading of NORTH RICHMOND SHORELINE SPECIFIC PLAN and such other related information presented to the Council and accordingly certifies, adopts, states and approves as follows:

1. That said City Council pursuant to Section 15090 of the State CEQA Guidelines hereby certifies that it has reviewed and considered the information contained in the pertinent FEIR described above prior to reaching a decision on this Specific Plan, and that said FEIR has been completed in compliance with the California
Environmental Quality Act and the State CEQA Guidelines, as amended. This certification is made upon the report of the Environmental Assessment Panel and the Planning Director that the environmental impact of this Specific Plan, as amended by Exhibit C, has been adequately addressed in said FEIR prepared for the City of Richmond.

2. That said City Council hereby adopts the environmental findings and statement of overriding considerations as approved and recommended by the Planning Commission in their Resolution No. 92-27 approved January 7, 1993.

3. That said City Council approves the Public Hearing Draft - North Richmond Shoreline Specific Plan, incorporated herein by this reference, as amended by Exhibit A attached hereto and incorporated herein by this reference.

BE IT FURTHER RESOLVED that the City Council of the City of Richmond, California directs the City Clerk to keep on file said document and that the Planning Department maintain a copy of said document for public inspection.

I certify that the foregoing resolution was adopted by the City Council of the City of Richmond at a regular meeting held March 1, 1993.

Ayes: Councilmembers Washington, Niccolls, Corbin, Rogers, Ziesenhenne, McMillan, Powers, Griffin, and Mayor Livingston

Noses: None

Absent: None

EULA M. BARNES
Clerk of the City of Richmond

Approved:

GEORGE L. LIVINGSTON
Mayor

Approved as to form:

MALCOLM HUNTER
City Attorney

Certified as a True Copy

EULA M. BARNES
CLERK OF THE CITY OF RICHMOND, CALIF.
# North Richmond Shoreline Area Specific Plan

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Chapter 1
INTRODUCTION

A. Background and Purpose

The North Richmond Shoreline is unique in the metropolitan Bay Area, a 1,951 acre area located on San Pablo Bay near two major transportation routes, Interstate 580 and 80, in the heart of the East Bay's urban-industrial complex. Access to this area has been limited in the past, and about 60 percent of the area is undeveloped. In the developed areas, industrial uses predominate, with some commercial nurseries and very little residential use. Much of the area is representative of historic San Francisco baylands, with marshlands and uplands along the shore. Portions of the area have been identified as important habitat for endangered species.

A number of changes are now occurring or planned in the North Richmond shoreline area. These include the extension of the Richmond Parkway through the area, flood control improvements to Wildcat and San Pablo creeks, and the near term closure of the West Contra Costa Sanitary Landfill. With these improvements, interest in new development in the area is expected to increase dramatically. In recognition of the impact new development could have on this sensitive bay shore environment and its ecological importance to the region, the area was identified as eligible for funding under the State Coastal Conservancy's urban waterfront restoration and resource enhancement programs. The City of Richmond, in cooperation with Contra Costa County and the State Coastal Conservancy, has sponsored a joint planning effort for the North Richmond shoreline area. The result of this effort has been to develop the North Richmond Shoreline Specific Plan.

The overall goal of the North Richmond Shoreline Specific Plan is to recognize the unique character of the plan area and to guide and regulate development in the area in a manner that improves its image, benefits community residents, and accommodates a reasonable level of development within a framework of conservation and public access to the Bay.
FIGURE 1

Regional Location

NORTH RICHMOND SHORELINE SPECIFIC PLAN

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The plan area is located in both the City and the County and both have jurisdiction over land use decisions. The Specific Plan, once adopted, will be used by both jurisdictions to guide and regulate development and conservation activities in the plan area. The primary funding source for the development of this Specific Plan is the State Coastal Conservancy's Urban Waterfront Restoration and Resource Enhancement Grant Program. The Conservancy has been actively involved throughout the planning process, participating in plan development and providing technical guidance regarding approaches to resource enhancement.

B. Planning Process

In early 1989, the North Richmond Shoreline Citizen Advisory Committee (CAC) was established to advise and participate in the planning process, and a Technical Advisory Committee (TAC), comprised of representatives of agencies with jurisdiction or interest, was formed to review and provide input on technical and regulatory matters. Early in the planning process, the environmental and social conditions present in the plan area were documented in the Existing Conditions Analysis. Opportunities and constraints to development, conservation and public access were identified. With the assistance of the CAC and the TAC, specific goals and objectives for development and natural resource enhancement were identified. (These goals are included in Chapter 3 of this document.) These goals and objectives provided the framework for formulation of three land use alternatives which included land use, circulation, public access and natural resource enhancement recommendations. The CAC reviewed these alternatives and recommended that one be further developed as the Specific Plan.

Following review of the alternative recommended by the CAC, representatives of the State Department of Fish and Game and the U. S. Fish and Wildlife Service requested that they be allowed additional time to conduct field surveys of the plan area to verify the presence and condition of wetlands and wildlife habitats within the baylands, and to more precisely evaluate the potential effects of the recommended alternative on biological resources. A U.S. Fish and Wildlife Service representative and a State Department of Fish and Game representative conducted field visits in June 1991, and identified areas as potentially having wetland characteristics. These areas were larger than those which had been delineated earlier by the U. S. Army Corps of Engineers, and which had formed the basis for decisions made in formulation of the initial three alternatives. Based on this evaluation, U. S. Fish and Wildlife Service representatives recommended modifications that resulted in a new alternative,
called Alternative B. Because the U.S. Fish and Wildlife's Survey was not complete and is subject to further verification, the decision was made to incorporate these preliminary findings into an alternative rather than the proposed plan. Alternative B was reviewed by the CAC, which decided that Alternative B should be evaluated in detail in the EIR as the Mitigated Plan Alternative.

The Draft Specific Plan was reviewed in public hearings by the Planning Commission and City Council of the City of Richmond, and the Planning Commission and Board of Supervisors of Contra Costa County. The North Richmond Shoreline Specific Plan Environmental Impact Report was reviewed and certified by the City's Environmental Assessment Panel and reviewed by the Richmond City Council and Contra Costa County Board of Supervisors. At the direction of the City Council and Board of Supervisors, Alternative B was selected as the preferred plan for the North Richmond planning area, and this final Specific Plan, which includes revisions to the Draft Plan, has been prepared. The Specific Plan was adopted by the City of Richmond on March 1, 1993 and by Contra Costa County on June 22, 1993, and will be used by both jurisdictions to guide development and conservation in the plan area.

Appropriate amendments and revisions to the City and County General Plans and General Plan maps were made before the Specific Plan was adopted. These changes are described in Chapter 7, Section B of this Final Plan.

C. Specific Plan Contents

This Specific Plan details land use and circulation policies, standards, and regulations, capital improvement requirements, and design guidelines to guide development and conservation in the plan area.

This document also includes a description of the plan area in Chapter 2, and in Chapter 3, Plan Goals, which provide a framework for the land use, circulation, natural resources enhancement and public access policies of the plan.

The Specific Plan includes the following elements:

- **Land Use Element**, which sets the land use pattern and standards for uses allowed in the plan area;
- **Circulation Element**, which establishes a circulation system necessary to provide both pedestrian and vehicular access and to accommodate the demands generated by development under the land use scheme;
• **Design Guidelines**, which are recommendations for site planning, building and open space relationships, architecture and landscape design and public access; and

• **Implementation Element**, which describes steps needed to implement the plan, including General Plan and zoning changes, phasing and apportionment of capital improvements, and action programs for conservation.

The required environmental impact documentation (EIR) is contained in a separate document, the *North Richmond Shoreline Specific Plan Environmental Impact Report*. The EIR includes recommended mitigation measures for the Draft Specific Plan, as well as an analysis of plan alternatives, including the environmentally superior alternative, Alternative B. (Alternative B was adopted as the Specific Plan.)

The Specific Plan has a companion technical memorandum which details the existing conditions analyzed in preparation of the Specific Plan. This *Existing Conditions Analysis* details the opportunities and constraints for development and natural resource conservation in the area, and was used during the planning process as baseline information.

### D. How to Use This Plan

As adopted by the City of Richmond and Contra Costa County, the Specific Plan provides a public document that defines the amount, type and location of development that will be permitted in the plan area. The Plan also establishes development standards, and sets forth design guidelines for that development. It identifies locations and standards for conservation of natural resources and public access in the plan area. The Plan recommends specific actions to implement the plan and financing methods and sources to fund improvements.

Development proposals in the plan area will be subject to review by the City and County for consistency with the Specific Plan. The Specific Plan document will be used by City and County staff to review development proposals in the plan area, and to advise applicants of the consistency of their proposals with the plan. The document is also intended to be used by applicants in designing and formulating their development proposals.

Development proposals would also be reviewed by City and County staff for potentially significant environmental effects. If a development proposal is consistent with the Specific Plan, its environmental effects are likely to have
been assessed in the *North Richmond Shoreline Specific Plan Environmental Impact Report*, and further assessment may be limited to site-specific impacts of the project.

Approval of all development permits in the Specific Plan area will be subject to review under Section 15.04.840 et. seq. of the Revised City of Richmond Zoning Code, and Section 84-66, P-1: Planned Unit District, of the Contra Costa County Zoning Code.

**Exemptions.** Where undue hardships, practical difficulties, or consequences inconsistent with the general purposes of this Plan result from the literal interpretation and enforcement of provisions imposed by this Plan, the City or County, upon receipt of a verified application from the owner of the property affected, stating fully the grounds of the application and the facts pertaining thereto, and upon its further investigation, may grant adjustments in accordance with applicable sections of the Richmond Municipal Code or the Contra Costa County Municipal Code under such conditions and safeguards as it may determine, consistent with the general purposes and intent of this Plan. Other basic requirements of this Plan shall not be eliminated, but adjustments thereof may be permitted provided such adjustments are consistent with the general purpose and intent of this Plan.

**E. Statutory Authority**

Under California Law (Government Code Section 65459 et. seq.), cities and counties may use specific plans to develop policies, programs, and regulations to implement the jurisdiction’s adopted General Plan. The specific plan frequently serves as a bridge between the General Plan and individual development master plans.

This Specific Plan has been prepared in a manner consistent with the requirements of State Planning and Zoning Law, Article 8. *Specific Plans*. As prescribed by law, the plan includes text and diagrams which specify the following:

1) *The distribution, location and extent of the land uses, including open space, within the area covered by the plan.*

2) *The proposed distribution, location, extent and intensity of major components of public and private transportation, sewage, water drainage, solid waste disposal, energy and other essential facilities proposed to be*
located within the area covered by the plan and needed to support the land uses described in the plan.

3) Standards and criteria by which development will proceed, and standards for the conservation, development and utilization of natural resources, where applicable.

4) A program of implementation measures including regulations, programs, public works projects and financing measures necessary to carry out the plan.

5) A statement of the relationship of the Specific Plan to the General Plan.

F. Relationship to Other Plans and Regulations

The plan area is within both the City of Richmond and Contra Costa County, as shown in Figure 4. Policy documents and ordinances of both these jurisdictions already exist to guide development in the plan area. State and regional agencies also exercise jurisdictional authority over development activities in the plan area. The following City and County plans and policy documents apply to the plan area:

City of Richmond General Plan
City of Richmond Coastline Plan (a local area plan)
City of Richmond Zoning Ordinance
Contra Costa County General Plan
Contra Costa County Zoning Ordinance
The North Richmond Redevelopment Plan, Contra Costa County
The Shoreline Conservation and Development Strategy, City of Richmond

I. Relationship to the City of Richmond General Plan

The policies and objectives of the Specific Plan are consistent with the broad goals of the Richmond General Plan. It also promotes many of the policies of the Richmond Coastline Plan. The Specific Plan specifically implements Goal M of the General Plan, which is:

Assist in balancing the environmental, social and economic values of the Bay and adjacent areas when formulating plans for future development in Richmond. Use the area's resources to produce a kind of growth that will benefit residents of the community within a
framework of conservation, public access to the Bay, and economic feasibility.¹

Coastline Plan policies which are implemented by the Specific Plan include the following:

1) **Discourage scattered development of industry. Accommodate non-water-related industries in areas that are already committed to industry, but under-utilized, such as:**

   - **The area north of North Richmond which is shown as industrial in the North Richmond San Pablo Bay Plan:**....

2) **Promote circulation facilities in the Coastline Area that will assist inland residents in taking advantage of the shoreline. Stress that the design of these facilities should not block access to the waterfront.**

3) **Encourage development of a system of hike/bike trails throughout the Coastline Area as shown on Plate 13, Regional Recreation.**

4) ** Require that all new major waterfront developments provide a reasonable degree of free permanently guaranteed access to the shoreline, with adequate links to inland areas.**

5) **Discourage new development on the marshes or mudflats of the Coastline Area.**

Although the Specific Plan conforms to the policies and objectives of the Richmond General Plan, the General Plan has been amended prior to adoption of the Specific Plan. These amendments include changes to the General Plan, particularly the Land Use Map and maps of the Richmond Coastline Plan. The specific amendments are outlined in Chapter 7, Section B.1 of this Plan.

Although the Specific Plan does not provide for housing within the plan area by providing jobs for local residents, it is consistent with the City's Housing Element goals to balance jobs and housing within the local community.

¹ Concise Plan, pg. 11.
2. Relationship to the Contra Costa County General Plan

The policies and objectives of the Specific Plan are consistent with the relevant goal of the North Richmond Redevelopment Plan, which implements the Contra Costa County General Plan. The Specific Plan would "revitalize and expand industrial and employment related development in the northern portion of the redevelopment area". The County has processed a General Plan Amendment concurrent with the Specific Plan to ensure consistency.

Please refer to Chapter 7, Section B for actions taken prior to adoption of the Specific Plan.
Chapter 2
DESCRIPTION OF PLAN AREA

A. Regional Setting

As illustrated in Figure 1, the plan area is located in western Contra Costa County, along the shoreline of San Pablo Bay. Part of the plan area is within the City of Richmond and part is in an unincorporated area of Contra Costa County. It is approximately 12 miles north of Oakland and 19 miles northeast of San Francisco. The City of San Pablo is located directly east of the plan area. Regional access to the area is available from Interstate 80 and Interstate 580. Interstate 80, a major north-south limited-access freeway which passes about 2.5 miles east of the plan area, links the area to other East Bay cities and provides connections with major east-west routes such as Interstate 580, the Oakland Bay Bridge, and State Routes 4 and 24. Interstate 580, which is located about 3 miles south of the plan area, provides a connection via the Richmond-San Rafael Bridge to Marin County and Highway 101.

B. Local Setting

The plan area consists of a crescent-shaped area of shoreline between Point San Pablo and Point Pinole in the northwestern portion of the City of Richmond. The plan area of 1,951 acres includes roughly 4 miles of shoreline, and extends inland from the shoreline about 2,500 feet on average. Figures 2 and 3 show the limits of the plan area and its relationship to the surrounding environs. Point Pinole Regional Park is north of the plan area and a portion of it overlaps the northern boundary of the plan area. The Southern Pacific Railroad tracks form much of the area's eastern boundary. The residential community of Parchester Village is located just east of the railroad tracks near the north end of the plan area, and the Hilltop Mall is about 1.5 miles east of the area. As shown in Figure 2, to the south of Parchester Village, the area between the plan area and Giant Highway is occupied by industrial development. San Pablo Creek parallels the southern boundary of the plan area just south of Parr Boulevard until it turns northward at Garden Tract Road, bisecting the site, before emptying into San Pablo Bay. The area
immediately south of the plan area, between San Pablo Creek and Wildcat Creek, is occupied predominantly by commercial nurseries and assorted industrial/warehouse type uses. South of Wildcat Creek is the unincorporated residential community of North Richmond. Wildcat Marsh is located southwest of the plan area and beyond the marsh is the Chevron USA Refinery. The Richmond Civic Center is located about 3.5 miles southeast of the plan area.

Local access to the plan area is currently provided by Parr Boulevard, 3rd Street, and Sections 2 and 3 of the Richmond Parkway. Parr Boulevard, which forms the southern boundary of the plan area, provides access to the area from the City of San Pablo to the east via connections with Road 20, Rumrill Boulevard, and Giant Highway. The 3rd Street/Filbert Street corridor provides access from the south via Castro Street and 7th Street. Sections 2 and 3 of the Richmond Parkway run from Castro Street north, parallel to 3rd/Filbert Streets.

The right-of-way for the planned Richmond Parkway, which will connect Interstates 580 and 80, bisects the plan area.

C. General Site Characteristics

The plan area consists of relatively flat shoreline plain with few significant changes in topography. Site elevations range from sea level along the shoreline to 16 feet near the railroad tracks on the east side of the plan area. The majority of the area has elevations below 10 feet. A continuous band of mudflats and marshland is located along the shoreline of the plan area. The largest marsh area, San Pablo Creek Marsh, is located near the middle of the plan area at the mouth of San Pablo Creek. Parts of two other marsh areas, Wildcat Marsh and Giant Marsh, are located at the south and north ends of the site. In addition to the San Pablo Creek which passes through the south part of the plan area, another smaller stream, Rheem Creek, bisects the northern half of the area on its way to the Bay.

1. Land Use

Current uses in the plan area include light and heavy industrial uses, commercial nurseries, agricultural production, recreation and landfill operations. However, much of the land is not in active use and is vacant and unimproved. Development is concentrated primarily in the southern portion of the plan area, extending along the north side of Parr Boulevard from Radiant
Figure 2  Aerial Photo
back of Figure 2
Figure 3  Plan Area Points of Reference
back of Figure 3
Avenue on the east to San Pablo Creek on the west, and north to Freethy Boulevard/Maas Avenue. At the western end of this developed area is an auto salvage yard. San Pablo Creek Marsh lies north of the developed area and extends south between the developed area and San Pablo Creek. The West Contra Costa Sanitary Landfill, accessed from Parr Boulevard, is located southwest of the creek. Parr Boulevard crosses San Pablo Creek east of the landfill.

The area north of Freethy Boulevard/Maas Avenue is primarily undeveloped open space, although the Richmond Rod and Gun Club and a model airplane landing strip are also located here. The Rod and Gun Club activities currently extend out into the Bay on two jetties of historic fill. Rheem Creek traverses the open space just north of these jetties and south of the model airplane field. Some houses and other miscellaneous structures are located just below a single jetty of historic fill extending into the Bay just north of the Rod and Gun Club. A portion of Giant Marsh, within the Point Pinole Regional Shoreline Park, overlaps the northern boundary of the plan area.

2. Parcelization and Ownership

The crescent-shaped plan area consists of 101 recorded parcels comprising some 1,951 acres. Over half of this land extends into Bay waters and some parcels have little or no dry land associated with them. The remaining 908 acres are marshlands, wetlands and uplands. There are 35 different owners in the plan area, with ten landowners controlling roughly 90 percent of the area.

Owners' names, parcel sizes, and assessor parcel numbers are listed in Appendix A, Table A.

D. Jurisdictions

The plan area falls mainly within the city limits of the City of Richmond, with areas in the south part in unincorporated Contra Costa County. Other government agencies with jurisdiction in the plan area include:

1. State of California Lands Commission, which owns some properties in fee and holds public trust easements over some tidal and submerged lands in the area;
2. The San Francisco Bay Conservation and Development Commission (BCDC), which regulates development in areas of San Francisco Bay subject to tidal action (in the plan area, NVGD datum); within the 100 feet shoreline band inland from the line of highest tidal action; and saltponds, managed wetlands, and certain waterways;

3. State of California Regional Water Quality Control Board, which reviews and regulates activities that affect water quality in California;

4. The State of California Department of Fish and Game, which reviews and approves permits for any streambed alteration, and reviews projects affecting fish and wildlife habitat;

5. The U.S. Fish and Wildlife Service, which reviews and regulates the impacts of projects on fish and wildlife habitat;

6. The U.S. Army Corps of Engineers which regulates activities and development in the navigable waters of the United States, and regulates filling of any water of the United States; and

7. The East Bay Regional Park District, a limited purpose agency charged with developing and operating a park system in the East Bay. The plan area is within district boundaries, and the Point Pinole Regional Shoreline, part of which overlaps the north boundary of the plan area, is owned by the District. The District’s Master Plan shows some of the plan area wetlands as a potential Regional Shoreline site.

Other agencies with jurisdiction or interests within the plan area are:

Association of Bay Area Governments
San Francisco Bay Area Air Quality Management District
Metropolitan Transportation Commission

Jurisdictions as applicable are mapped in Figure 4.
Figure 4 Jurisdictions

11 x 17
back of Figure 4
Chapter 3
PLAN GOALS

The following list of planning goals and objectives for the North Richmond Shoreline Area Specific Plan provides a framework for the development of specific land use, circulation, natural resource protection, capital improvement, and implementation recommendations presented by this Plan. The list is based primarily on the findings of the existing conditions and land use suitability analysis (documented in the companion technical memorandum, Existing Conditions Analysis, November 1989), and upon the issues and concerns expressed by plan area landowners, the Technical Advisory Committee (TAC), North Richmond Shoreline Citizen Advisory Committee (CAC), interested agencies, and City, County and State Coastal Conservancy staff. The plan goals and objectives were approved by the CAC.

A. General Goal and Objectives

Goal: Recognize the unique character of the North Richmond Shoreline Area and guide development of the shoreline area in a manner that improves its overall image, benefits community residents, and allows for a reasonable level of development within a framework of conservation and public access to the Bay.

Objectives:

1. Provide a Specific Plan which facilitates the orderly development and redevelopment of lands within the plan area in a manner which:
   a. Is generally consistent with the land use, circulation, conservation, recreation, public facilities, safety, noise, economic development, form and appearance, housing, and seismic safety policies of the City of Richmond General Plan, and corresponding elements of the Contra Costa County General Plan;
   b. Is consistent with the policies and regulations of other agencies with jurisdiction over the plan area;
c. Reconciles to the extent possible any conflicting interests of landowners, community residents, and responsible agencies and jurisdictions;

d. Increases the value of the property within the plan area while preserving important natural resource areas and protecting the rights of adjacent residents and landowners;

e. Provides open space, parks, and public access to and within shoreline areas;

f. Promotes new business opportunities and provides for expanded employment opportunities for community residents; and

g. Mitigates significant environmental and community impacts.

B. Land Use

Goal: Provide fuller utilization of the plan area for a range of land uses, with emphasis given to employment-generating uses, recreational uses, and preservation of natural resource areas.

Objectives:

1. Encourage the continuation of those existing industrial and commercial land uses in the plan area which contribute to the achievement of city and county land use and economic goals.

2. Upgrade and expand existing industrial uses in the southern portion of the plan area to maximize the near-term attractiveness of these areas for continued industrial uses.

3. Protect existing and new land uses by providing adequate buffer zones that avoid or mitigate conflicts in land use.

4. Develop a set of development standards and design guidelines for the plan area which will permit a compatible blending of a variety of land use types.

5. Accommodate landowner interests in development of the plan area inasmuch as they are consistent with the broader social and natural resource protection goals of the city and county.

6. Provide a plan framework which allows individual landowners to develop their lands efficiently and independently, but in a manner which is harmonious with a comprehensive land use plan for the area.
7. Provide for public access along the shoreline, which includes pedestrian and bicycle facilities and is consistent with East Bay Regional Park District and Association of Bay Area Government's alignments both north and south of the plan area for the Bay Trail, and with plans for a staging area at Wildcat Creek. The plan will also coordinate with pedestrian/bicycle provisions included in the design of the Richmond Parkway and provide convenient links to inland areas.

8. Provide for the future development of the landfill site as recreational open space once closure plans have been implemented.

9. Restrict land uses involving public exposure to soils, surface waters, or groundwater to areas determined to be free of contamination by hazardous or toxic materials.

C. Natural Resources

Goal: Protect and restore natural resources, with an emphasis on wetland and riparian habitat and adjacent upland areas.

Objectives:

1. Protect wetlands from encroachment and disturbance by incompatible uses, including public access, by developing minimum setback standards from shoreline and development design guidelines.

2. Prevent additional filling of wetland areas and reestablish, where feasible, wetland areas which have been destroyed or degraded as a result of filling.

3. Ensure that altered drainage patterns resulting from development of the plan area do not threaten the health of existing marsh and wetland areas.

4. Protect marshes from surface water pollutants in runoff from impervious urban surfaces.

5. Implement measures to protect areas of the shoreline that are currently badly undercut and eroding due to high wave energy.

6. Ensure that the plan does not compromise the habitat value of the mudflats, salt marsh, and seasonal wetlands for migratory and resident birds and for small mammals. The plan will be consistent with Department of Fish and Game and U.S. Fish and Wildlife Service
guidelines for protecting rare and endangered species known to inhabit the plan area vicinity.

7. Remove debris and isolated fill from tidal wetlands.
8. Design restoration to maximize habitat for target species identified in consultation with State and Federal resource agencies.

D. Visual Resources

Goal: Create an aesthetically pleasing visual character for the North Richmond shoreline area, and an image which is consistent with the scenic quality of the shoreline setting.

Objectives:

1. Enhance the visual experience along the proposed Richmond Parkway by creating an attractive entranceway image for the plan area, including view corridors through to the Bay and shoreline.
2. Use open space and effective visual buffers between areas with incompatible or unattractive land use activities.
3. Create a coordinated system of signage, landscaping, lighting, and other design features for reasonable application throughout the plan area in order to identify, visually enhance, and integrate the plan area.
4. Protect views of San Pablo Bay and its shoreline as a unique, high-quality resource.
5. Maintain the shoreline as a varied and valuable visual and recreational resource.
6. Require new development to preserve the unique view opportunities of the shoreline and make these views available to the public to the maximum extent feasible.
7. Encourage local industries to improve the appearance of their facilities and integrate them into an overall plan.
8. Encourage new development to establish a distinctive character through the external design of buildings and open space, and their relationship to the terrain and shoreline.
9. Provide varying levels of development regulation and design control tailored to the range of land uses desired in the plan area.

Development standards for Office/Industrial Flex and Light Industrial
areas should emphasize rigorous design restrictions to enhance market attractiveness. Development standards for General Industrial areas should emphasize special treatments along road frontages and site boundaries contiguous to other, more nuisance-vulnerable uses.

E. Circulation and Public Access

**Goal:** Provide safe and convenient multi-modal access to and within the North Richmond Shoreline area.

**Objectives:**

1. Accommodate industrial and other land uses permitted in the plan area with an integrated transportation system incorporating vehicular, rail, pedestrian, and bicycle facilities.

2. Establish a plan area roadway system of primary and secondary routes to adequately serve traffic demands as they develop. Include sufficient ultimate improvement capacity to accommodate the maximum level of buildout and intensity permitted by the plan.

3. Route interior plan area roadways to maximize access in and out of all designated development areas, avoid fragmentation of lands into inadequately sized or shaped parcels, and minimize disruption of natural values. Avoid lengthy cul-de-sacs in order to disperse traffic impacts as much as possible, and provide alternative access as feasible to offset traffic congestion problems during periods of construction and/or emergency closures.

4. Prioritize and sequence plan area road improvements to respond to the circulation needs of existing and near-term development, and minimize costs assigned to longer term development areas.

5. Bring existing roads which are retained in the circulation plan up to full City or County standards and dedicate to the City or County.

6. Wherever possible, separate heavy truck traffic from normal vehicular traffic in order to:
   a. Reduce obstruction of normal traffic;
   b. Reduce truck/automobile safety conflicts;
   c. Increase road capacities; and
   d. Reduce noise and visual impacts associated with heavy truck movements.
7. Provide special bicycle lanes along major plan area driving routes.

8. Provide for future service by fixed route public transit, van pools, and other communal transportation in the plan area land use and transportation scheme.

9. Provide adequate and safe pedestrian access to future transit stop locations and between principal activity areas, including recreational trails.

10. Provide aesthetic and safety improvements to Parr Boulevard to create a safe and pleasant entry to the plan area from the east.

F. Capital Improvements and Plan Implementation

Goal: Provide an infrastructure system fully capable of accommodating projected land uses and a realistic program for implementation of capital improvements.

Objectives:

1. Condition land use modifications and development approvals in the plan area upon developer provision of roads, sewage collection, water supply, storm drainage, and other capital improvement requirements.

2. Provide a system of road, sewage collection, water supply, and storm drainage facilities in the plan area. The system should be designed for construction in components or sequences to meet the immediate needs of separate, near-term development actions, and ultimately be able to combine with other similar components to form an integrated overall capital improvements network that will be able to meet the service demands of the area at buildout.

3. Wherever practical, locate road, water, sewer, drainage, electrical, and gas utilities in common utility corridors.

4. Require funding of individual building site infrastructure improvements entirely by each benefitting developer.

5. Require each benefitting landowner to contribute a fair share towards the cost of common area improvement requirements established in this plan.

G. Economic Development
Goal: Link the benefits of project development with neighborhood and community needs.

Objectives:

1. Promote new business opportunities that will increase the opportunity for Richmond residents, particularly the unemployed and underemployed, to capture new and retained jobs.

2. Achieve the participation of Richmond residents in entrepreneurial and small business opportunities generated by the Specific Plan area development.

3. Enhance the Richmond area employment base by reducing the out-migration of Richmond's work force through providing professional-level employment opportunities, and creating employment opportunities for blue-collar workers.

4. Serve the short- and long-term economic interests of the City and County by facilitating economic development where appropriate and avoiding adverse fiscal impacts.
This chapter describes four components intended to achieve the goals and objectives set forth in Chapter 3. They are:

1. **Land Use Policies**, which establish the proposed approach to changing and guiding land use in the plan area;

2. **Land Use Strategies**, which provide specific direction for implementing the land use policies;

3. **Land Use Designations**, proposed to implement the land use policies. These are mapped in Figure 6, the Specific Plan Land Use Map, and Figure 7, Public Access and Recreation.

4. **Development Standards**, which establish requirements that would have to be met by all development and conservation activities.

Design guidelines, which are intended to achieve a high level of design and visual quality for all development and conservation in the area, are described in Chapter 6.

### A. Land Use Policies

The North Richmond shoreline is both a natural resource and a cultural asset for the entire Bay region. Almost inaccessible, much of the plan area has remained intact as historic baylands, even though it is adjacent to highly developed urban areas. Views from the North Richmond shoreline to the San Francisco skyline, Golden Gate Bridge, Mount Tamalpais, and the Marin County shoreline remain much as they were 50 years ago. There is a strong sense here of being "on the Bay," in contact with that spectacular body of water which has determined the form of the metropolitan area which surrounds it. With completion of the planned Richmond Parkway, the area will be visible to many and easily accessible for development activity.
There are now two distinct land uses that dominate the plan area: heavy industrial and commercial uses, concentrated in the southern part, and the natural environment of shoreline marsh, transitional uplands, and freshwater marsh. These urban and natural areas are not clearly delineated or separated, and debris and junk often mark the transition from the one area to another. The natural scenic qualities of the area have been compromised by industrial uses which have developed with little regard for aesthetics or building and grounds maintenance. Much of the shoreline is hidden or inaccessible. There are substantial amounts of vacant or underutilized land in the area, which represent development opportunities.

There are more than 30 businesses in the area, and although these businesses are generally not labor intensive, they represent a stable source of employment. Centrally located, with substantial amounts of vacant industrially zoned land, the area is considered to be an important potential source of employment for the North Richmond community.

This Specific Plan responds to these constraints and opportunities in the Plan area with three major land use policies, which will guide change over the twenty-year planning period. These land use policies are based on existing conditions in the area (as described in the Existing Conditions Analysis), as well as direction from the North Richmond Shoreline Citizen Advisory Committee (CAC) and Technical Advisory Committee (TAC), and the goals and objectives contained in Chapter 3.

The planned Richmond Parkway is critical to realization of these policies. It increases visibility and access to the area, and its alignment will physically separate the heavy industrial area from the natural resource and less intensively developed areas. Two distinct opportunities result:

- The Richmond Parkway will make it possible to reinforce the existing industrial base south of the Parkway to maintain the reservoir of jobs available to the local job-force.
- New office-research-industrial land uses consistent with resource protection and an improved image for the plan area can be encouraged north of the Parkway.

The three land use policies are described below.

**Policy 1. Encourage Development Which Will Provide Increased Job Opportunities, Primarily for Residents in the Surrounding Area.**
About 30 percent of the plan area is now occupied by industrial uses which generally require substantial amounts of land and generate low employment per acre. They include such uses as warehouse and distribution facilities, equipment yards, commercial nurseries, and waste collection companies. Existing employment in the plan area is low, estimated at 573 employees. Unemployment in the City of Richmond is a chronic problem, historically higher than in the County as a whole. In January, 1991, City unemployment was estimated at 6.6 percent, compared to County unemployment estimated at 3.8 percent for the same period.

Located in the larger North Richmond community, the plan area could draw from a labor pool that currently has high rates of unemployment. A market has been identified in the metropolitan Bay Area for industrial and office uses that have a wide variety of square footage and spatial configuration needs. The market areas of these users would be: 1) expanding office, research and development, and light industrial firms from Marin County, where leasing costs are increasing; 2) out-migrating users from Berkeley, Oakland and Emeryville as older industrial buildings there are converted to more intensive uses and rents increase; 3) office/industrial users from central and southern Alameda County, San Leandro and Hayward, where little land is available for new development and expansion; and 4) general industrial uses in South Richmond. Examples of potential users from these areas include cabinet manufacturers, distributors, sheet metal fabricators, auto supply, landscaping firms, smaller service industries, and research and development firms.¹

The North Richmond Shoreline area can meet this market demand by providing accessible, relatively inexpensive, developable land in proximity to major transportation networks, labor pools, and affordable housing. The Specific Plan intends to promote a mix of new industrial and office development through flexible land use designations and standards that can accommodate the diverse needs of this market. By stabilizing and upgrading the existing heavy industrial base, encouraging new light industrial uses, and providing for higher end office, research and development uses, the Specific Plan area will increase jobs available to the local unemployed and underemployed. Because many of the new jobs will require retraining of blue-collar workers, the Plan is also intended to provide new opportunities for local residents to train for more specialized jobs with higher skill levels. Overall, the mix of heavy and light industrial uses and office/research and development will

result in higher employment generation than heavy industry alone, which tends not to be labor-intensive in this area. With this mix of industry and office uses, job generation for the plan area could be up to 25 times greater than existing plan area employment levels.

Policy 2. Protect and Enhance the Natural Resources of the Area.

In the Specific Plan area, natural resource areas with existing or potential high value consist of tidal wetlands, seasonal wetlands, mudflats, riparian habitat and grassed uplands. Each of these habitats supports a variety of wildlife species. Of primary concern in the plan area are two endangered species. These are the California clapper rail and the salt marsh harvest mouse, both of which are dependent on tidal salt marsh habitat and associated uplands. (Please see Existing Conditions Analysis for more detailed information on wildlife and vegetation resources.)

Shoreline conditions in the plan area, shown in Figure 5, include areas protected by riprap, areas with steep or undercut banks and areas which appear to be aggrading (expanding). Several rock jetties, built prior to the effective date of San Francisco Bay Conservation and Development Commission (BCDC) regulations, project into the Bay and have allowed new marsh to form where they protect the shoreline from wave energy.

San Pablo Creek and Rheem Creek both traverse the plan area and empty into the Bay. San Pablo Creek, at the southern boundary of the plan area, crosses through the extensive San Pablo Creek Marsh. Rheem Creek, in the northern portion of the plan area, is a flood control channel and has been redirected from its historic channel.

The wetlands contained within the plan area have been disturbed by diking, filling, dumping, sedimentation due to upstream disturbances, and polluted urban storm water runoff. Known wetlands are shown in Figure 5. Areas which have been degraded and have lost habitat value include a remnant of Wildcat Marsh within the sanitary landfill, which has been isolated by levees from tidal action; areas of San Pablo Creek Marsh near the auto salvage yard, which have been filled, or disturbed by extensive sedimentation due to erosion in the watershed of San Pablo Creek; the shoreline north of the Richmond Rod and Gun Club disturbed by erosion and presence of jetties; channelized Rheem Creek; Giant marsh which has been filled, and is subject to erosion; and seasonal wetlands south of Rheem Creek, which have been partially filled.
The outboard edge of some of the tidal marsh is being eroded by wave action. While this is a natural process, it is beneficial to retard the erosion, where feasible, in order to offset the extensive historic destruction of wetland habitat around the Bay.

Natural resource enhancement combines actions and programs designed to reverse the degradation of the natural environment and protect it from the impacts of urbanization. In general, natural resource enhancement objectives of the Specific Plan focus on preserving and protecting existing habitat areas, restoring diked or filled marshlands or other wetlands, improving the water circulation system of the Bay, controlling sedimentation, reducing erosion, improving water quality and minimizing disturbance from human and domestic animal activities.

Protection and enhancement of natural resources will also benefit the human community, including the surrounding residents, area employees, and future visitors to the area. Resource protection is especially important to the neighborhoods adjacent to the plan area, as it will increase opportunities for recreation and shoreline access, and generally upgrade the appearance of the plan area.

In the Bay Area, natural resource enhancement often must be accomplished within the context of an urban environment. The enhancement objectives of this Specific Plan are: 1) to ensure that development is sited and constructed to minimize its impacts on adjacent sensitive shoreline, wetlands and habitat areas, 2) to ensure compatibility of uses, by clearly delineating sensitive areas, identifying appropriate land uses, and by preventing or minimizing impacts to habitat through development standards, and 3) to recommend measures for restoring and improving wildlife habitat. The land use element of this Specific Plan establishes use categories and development standards designed to protect natural resource areas and allow enhancement.

Policy 3. Increase Opportunities for Public Access to the Bay Shoreline.

The right of public access to shorelines has been legally recognized in California as a public benefit that should be available to and serve all residents. The California Constitution guarantees the right of public access to all coastal tidelands. In the Bay Area, public access to the Bay shoreline is protected under the McAteer-Petris Act through the San Francisco Bay Conservation

2 California Coastal Plan, 1975, pg. 152.
and Development Commission (BCDC). Under this act, the maximum feasible public access to and along the shoreline must be provided and guaranteed over time. Exceptions may be made "where public access is clearly inconsistent with the project because of public safety considerations or significant use conflicts."³

The shoreline of San Pablo Bay offers a unique environment for public access and recreation. As part of the larger San Francisco Bay, it provides open space, views of the Bay Area, natural landscapes, and visual relief from urbanized areas. In North Richmond public access to the bay shore is severely restricted by physical barriers such as fences and gates; absence of roads and paths, and unattractive or hazardous land uses (junk yards and heavy industrial uses). The Southern Pacific Railroad tracks and embankment act as a barrier to pedestrian access from Parchester Village and residential areas to the east. Tidal marsh and mudflats predominate along the shoreline, making direct access to the shore difficult in much of the plan area.

There is a recorded trail easement along the western boundary of the Freethy Industrial Subdivision at the end of Freethy Boulevard and along the southern edge of the Richmond Rod and Gun Club, and informal paths cross the raised railroad embankment in the vicinity of Parchester Village; however, the plan area lacks a clear public access system and is not currently linked with regional trail systems or destinations such as Point Pinole Regional Park.

Public access affords opportunities for educating the public about rare and endangered species and their habitat needs, promoting community-based cleanup programs, and encouraging conscientious shoreline development on the part of the business community. However, public access facilities must be integrated with development and natural resource areas to ensure compatibility.

B. Land Use Strategies

Five land use strategies provide specific direction for implementing the land use policies. The strategies, described below, are translated into land use designations shown in Figure 6.

³ San Francisco Bay Plan, January 1969, as amended July 1988, pg. 29.
Strategy 1. Maintain and Upgrade Established Industrial Areas South of the Planned Richmond Parkway

Established industrial uses occupy about 30 percent of the plan area. These uses are located primarily south and west of the planned Richmond Parkway, and include uses such as commercial nurseries, construction yards, warehouse and distribution facilities, and waste collection companies. Incompatible with sensitive land uses, such as natural conservation areas and public access, these uses would remain; separated from the rest of the area by the Richmond Parkway. These areas will be designated as Light and Heavy Industrial districts. When existing uses are changed, or facilities expanded or remodeled, upgrading would be required through the design review and/or use permit process. The area would be screened from the rest of the plan area by Parkway landscaping. The primary intent in these districts would be to reinforce the existing industrial base south of the Parkway to maintain the reservoir of jobs available to the local job-force.

Strategy 2. Encourage New Office/Industrial Uses in the Area North of the Richmond Parkway

In the area north of the planned Parkway alignment, much of the land is now vacant; the Rod and Gun Club and the model airplane field serve as recreational uses. A few less intensive industrial uses, such as warehousing and light fabrication, are now mixed with vacant lands. This area is seen as an opportunity for high quality, planned office, light industrial and research and development, which would upgrade the image of the area and be an important source of new employment for the area. This area would serve an identified market demand for flexible, versatile office and light industrial space with a wide variation in spatial requirements. The area will be designated as Office/Industrial Flex district.

Strategy 3. Phase Out Incompatible Uses in Transitional Areas

There are three uses in the plan area which are incompatible with the overall goals and objectives of the plan and with the land use strategy to protect and enhance the natural resources of the area, and to increase opportunities for public access to the Bay shoreline. These uses, located west and north of the planned Parkway, include the West Contra Costa Sanitary Landfill Site, the auto salvage yard at Parr Boulevard, and the Richmond Rod and Gun Club site on the shoreline.
West Contra Costa Sanitary Landfill Site. Landfill operations are slated to be closed in the early stages of the planning period. The Class I hazardous waste portion of the facility will require monitoring over the next 30 to 50 years prior to any other uses being allowed on that portion of the site. The Class II municipal waste portion of the site is expected to stop receiving refuse for disposal in 1994. The closure plan was approved for filing by the County Local Enforcement Agency (LEA) in July of 1991; however, the closure plan is still being reviewed by the California Integrated Waste Management Board. Closure of the landfill and installation of the barrier cap should be completed in 1995-96. The closure plan includes public access, a revegetated buffer area on the northern shoreline of the site and a recycling center located on the southern portion of the site as an interim use. The recycling center would be operated as part of the Integrated Resource Recovery Center, to be located at Third and Center Streets, currently under review by the County.

In compliance with the Contra Costa County General Plan, and the City of Richmond General Plan which recommends conversion of the landfill to a recreation site and designates this site as an area of regional significance, the Specific Plan would designate the Class II portion of this site Parks and Open Space as the long-term future use of the site. This designation would allow continued use of the site for recycling purposes. The near term recreational activities contemplated for this site include a shoreline roadway/bicycle trail, pedestrian pier and related facilities on the northern shore.

The Richmond Rod and Gun Club would continue as a permitted but incompatible use as it currently exists. Should the Club discontinue operation, use would change to Natural Conservation designation on the westernmost part of the site, and Parks and Open Space designation on the inland part of the site.

The Automobile Salvage Yard would continue as an incompatible use until it ceased to operate. It would then be replaced by light industrial uses, similar to those in the areas north of the planned Parkway. This site is designated as a Special Study site, due to its location adjacent to the Bay and San Pablo Marsh, and the constraint to development posed by hazardous materials found in this area. The Parkway, shoreline marsh and San Pablo Creek to the south isolate this site from adjoining land uses and provide an opportunity to create a unique character over the long term. Its proximity to the marshes provides an extraordinary natural setting with excellent views, and it is highly visible from the
adjoining Parkway. This site should be developed as an integrated unit to take advantage of its special setting.

**Strategy 4. Protect and Enhance Areas with High Natural Resource Value**

The combination of extensive, relatively undeveloped shoreline, low-lying topography and two creeks which cross the plan area provide the opportunity to preserve and enhance the natural hydrologic systems and associated wetland habitats in conjunction with development. While some existing development has impacted the baylands and marshlands, significant portions of the plan area are relatively undisturbed. These areas are generally located where little or no development has occurred, west and north of the planned Parkway and adjacent to the shoreline. They include portions of Giant Marsh adjacent to Point Pinole Regional Park, San Pablo Creek Marsh, and Wildcat Marsh south of the landfill; delineated wetlands; upland habitat; Rheem Creek; and a riparian corridor adjacent to the Southern Pacific Railroad tracks. These areas would be protected from development, and only uses compatible with natural resource protection, such as limited, carefully designed public access, would be allowed within the areas. The areas will be designated as Natural Conservation and Public Access Corridor.

**Strategy 5. Develop a Public Access System in the Plan Area, with the Dual Function of Providing Maximum Feasible Public Access to the Bay, and Providing a Buffer for Natural Resource Areas.**

The Specific Plan public access system would include pedestrian, bicycle, and vehicular access, and occur in a variety of milieus, along the upland buffer, across marshland to viewing areas and at the water's edge. More intensive public access would be provided where there would be minimal impact to sensitive habitat, such as at the landfill where there is an abrupt transition to the water and resultant wave energy prohibits marsh conditions. To protect sensitive habitat for endangered species, public access would be minimized in the marsh, wetlands, and riparian areas.

The public access system would provide public viewing areas into and through the marsh, continuous public access along non-sensitive shoreline areas, access trails to observation points at the bay shore, connection to the Parchester Village residential area to the east, and regional linkage to Point Pinole immediately north of the plan area.
A corridor for public access would be a designated use in specific locations along the shoreline and Rheem Creek in the plan area. The corridor would be located and designed to buffer sensitive habitats and natural resources from more intensive uses, such as urban development and active recreation. In some areas, the corridor would be restricted to pedestrian access and emergency/service vehicle use, and elements related to public access, such as informational signage and seating. This corridor would connect with the Bay Trail, and passive and active recreation areas. It would be located on the inland edge of the shoreline within the BCDC 100 foot shoreline band and along Rheem Creek.

The public access and recreation system described below is shown in Figure 7.

a. **Bay Trail.** Local, regional and state agencies are planning a continuous trail that would link the entire Bay Area and provide access to the bayshore. The Bay Trail will provide regional trail access to the plan area. Currently it is proposed to be included in the Richmond Parkway right-of-way and would be constructed as part of the Parkway. This will provide through-trail access across the Southern Pacific Railroad tracks and connection to adjacent residential areas, to the Wildcat Creek Trail to the south, and to the Point Pinole Regional Shoreline to the north.

The Bay Trail would have two access points into the plan area: one at San Pablo Creek and Parr Boulevard, and the other at the Parkway as it curves northeast near existing Freethy Boulevard. The Bay Trail would be a paved multi-use trail.

b. **City of Richmond Bicycle Path.** A bicycle path along Third Street is included in the City of Richmond Bicycle Plan. This bikeway connects to the Wildcat Creek staging area; in the plan area, it is proposed to connect across San Pablo Creek to Goodrick Avenue and continue north on Goodrick Avenue to the Bay Trail along the Parkway. The Specific Plan would extend this trail north of the Parkway to a proposed staging area at B Street (realigned Freethy Boulevard) and Goodrick Avenue, just south of the Richmond Rod and Gun Club.

c. **Rheem Creek Pedestrian Trail.** The Rheem Creek pedestrian trail would provide local access from Parchester Village and other residential areas to the east, and would connect with the Bay Trail. This trail would pass under or over the railroad tracks along the Rheem Creek channel. This trail would be located on the north side of Rheem Creek within the area designated as Public Access Corridor. It would be constructed as part of a flood.
improvement plan for the creek which would accommodate a pedestrian pathway in conjunction with a low flow channel, floodplain terrace, and riparian habitat zones. The flood control improvements would be required in conjunction with new development on adjacent Office/Industrial Flex designated properties. These properties would be removed from the floodplain as a result of the improvements. The trail combined with the riparian channel would provide local public access to the area, a corridor for wildlife, and a visual and open space amenity for the Office/Industrial Flex District as well as the public.

d. **Shoreline Access.** Shoreline access would occur in three settings within the plan area:

- Immediately adjacent to the water along the northern shore of the West Contra Costa Sanitary Landfill, with a pedestrian pier constructed at this site’s northwest corner.
- From the planned Richmond Parkway to the Richmond Rod and Gun Club, generally following the western edge of the Freethy Industrial Subdivision.
- From the Richmond Rod and Gun Club to the jetty observation point.

C. Land Use Designations

The Specific Plan defines eight land use designations for the plan area. Figure 6, the Specific Plan Land Use Map, delineates the location and extent of the land use designations in the plan area. The purpose of the designations and the uses allowed within each designation are described below. Figure 7, Public Access and Recreation, shows the location of public access and recreation provisions. Development standards, which establish minimum requirements for development activities, are contained in Section D of this chapter. Performance standards common to all land use designations are also contained in Section D of this chapter. Table 6 in Chapter 7 shows applicable zoning districts for both the City and County.

1. **Light Industrial**

a. **Purpose.** The Light Industrial land use designation is intended to accommodate existing industrial land uses while allowing new cleaner industrial uses with limited impact on the surrounding area to locate on vacant lands and to replace older uses as they are abandoned. Upgrading the perimeter areas of
existing uses is encouraged. New development will be controlled through development standards and design guidelines to ensure compatibility between the allowed uses and the adjacent natural conservation areas. The appearance of each site, building or industrial operation within this designation should be attractive, and the district as a whole should have the appearance of a cohesive development.

b. Allowable Uses. Light Industrial uses are characterized by warehouse-like space which may have accessory office space intended to serve the industrial use, including administration, record keeping, drafting and research and development offices. The types of uses allowed in this district include light manufacturing and assembly plants, commercial nurseries, engineering, management and special trade contractor's offices and related services, and distribution centers. These uses could be housed in either single or multi-occupant structures. All uses allowed in the Office/Industrial Flex district (described below) are permitted in the Light Industrial district. Within the County, development permits for these and other uses in the Light Industrial District will be subject to review under Section 84-66, P-1; Planned Unit District, of the Contra Costa County Zoning Code. Within the City, other industrial uses are allowed as a conditional use, as provided for under Section 15.04.320.040, Conditional Uses of the Revised City of Richmond Zoning Code. Any use permitted in the Heavy Industrial District may be permitted with a Conditional Use Permit in the Light Industrial District, provided such use, due to its limited nature, modern devices, building design or other features or method of operation or development will conform to the intent of the Light Industrial District and will be no more objectionable than the uses permitted in such district.

c. Special Study Area Designation. The special study area designation in the Light Industrial development district is intended to ensure that development in this area minimizes its impact on the adjacent San Pablo Creek Marsh while capitalizing on the locational advantage offered both by the marsh and the Parkway. Special attention should be given to how development relates to the adjoining marsh and how the marsh is protected from further degradation caused by runoff associated with urban activities and hazardous materials. This site offers an excellent opportunity to set the visual and physical character for the Specific Plan area as a whole.

2. Heavy Industrial

a. Purpose. The Heavy Industrial designation is intended to accommodate existing heavy industrial uses while upgrading their physical and visual
Figure 6  S.P. Land Use Map  11 x 17
back of Figure 7
appearance. This designation is important for meeting the market demands and employment needs of the community. The designation provides for those operations which require relatively low land costs, good accessibility and less stringent development standards than required in the Light Industrial district. Heavy industrial and limited commercial uses that may not be compatible with other land uses are allowed. The designation concentrates such activities in the area south and east of the Parkway to minimize potential conflicts with adjacent, less intensive land uses. With the Parkway on the west and north, Parr Boulevard on the south and Heavy Industrial zoned land in the County on the east and south, the area designated Heavy Industrial is contained within distinct boundaries which effectively separate it from other less intensive use areas. While the quality of on-site improvements in this area commonly is lower than that anticipated for the Light Industrial district, perimeter screening of sites and open storage areas are required to ensure a visual character in keeping with the overall image of the plan area. Heavy Industrial uses are likely to have the greatest range of environmental impacts, especially on wetland areas; therefore, the Heavy Industrial uses have been located away from the shoreline and riparian corridors.

b. **Allowable Uses.** Heavy Industrial uses include warehouse/industrial and heavy manufacturing, with little or no accessory office space. Industrial activities in this category include but are not limited to manufacturing, printing and publishing, contractors' storage yards, warehouses, machine shops, and commercial nurseries. All permitted uses in the City of Richmond M-3: Heavy Industrial District and in the County’s Heavy Industrial district are allowed, subject to the standards set forth in this Specific Plan. Conditional uses permitted are the same as those permitted in the City’s M-3 district and the County’s Heavy Industrial district.

3. **Office/Industrial Flex**

a. **Purpose.** The intent of this designation is to provide for the exclusive development of modern, non-nuisance industrial space, office, and warehouse facilities. The principal development and employment-generating uses allowed in this development district are characterized by research, product development and related activities (including prototype manufacturing); small business incubator space; office; and support retail intended to serve the immediate area. This use category includes off-price warehouse retail, small professional services, entrepreneurial businesses, high technology firms, sales and service companies, support retail, and general office. It accommodates the creation of campus-like environments for corporate headquarters, research and
development facilities and office or warehouse uses in high quality single or multi-occupant buildings.

b. **Allowable Uses.** Uses allowed under the Office/Industrial Flex designation include but are not limited to non-nuisance light manufacturing, incubator-research facilities, testing, repairing, packaging, publishing and printing, offices, administrative activities, research and development facilities, membership-type retail warehouse sales facilities, distributing facilities utilizing light delivery trucks, and corporate headquarters. In addition, certain complementary uses such as finance, retail and service businesses and offices (including service stations, restaurants and child care facilities) which are intended to directly serve the needs generated by the uses allowed within the district or the needs of residents in the surrounding area are allowed under a conditional use permit.

4. **Natural Conservation**

a. **Purpose.** The primary purpose of this land use designation is to protect and enhance the habitat value of mudflats, marshes, wetlands, riparian corridors and adjacent upland areas which provide critical habitat for sensitive species. The ability of the resource enhancement programs proposed by this Plan to successfully maintain the ecological integrity of the plan area is directly linked to clearly delineating environmentally sensitive areas while providing for complementary development in upland areas. This is achieved by establishing the Natural Conservation land use designation in the plan area. The Natural Conservation designation generally extends bayward from the six-foot elevation, defined as the shoreline for the purposes of this plan, and also includes delineated wetlands and riparian areas. Except in the area of the Rod and Gun Club, it is adjacent to the Public Access Corridor, which extends in most areas 100 feet inland of the six-foot contour.

Wildlife habitat is consolidated within the Natural Conservation area so that large habitat areas are preserved rather than small, isolated pockets which can be easily degraded and lost as a result of development. Within the Natural Conservation designation, existing marsh and other wetlands are protected from development and enlarged. Substantial areas of upland, important as refuge to marsh-dependent wildlife, are also preserved. Marsh and wetland restoration and habitat enhancement within the Natural Conservation area will occur through both natural processes and specific restoration actions outlined in Chapter 7, Implementation.
The following areas are included within the Natural Conservation land use designation indicated on Figure 6.

- A remnant of Wildcat Marsh, part of the landfill site, that has been cut off from tidal action
- San Pablo Creek Marsh
- The shoreline north of San Pablo Marsh connecting to Giant Marsh and Point Pinole at the northern boundary of the plan area
- Seasonal fresh water wetlands and riparian corridors along Rheem Creek and the Southern Pacific Railroad tracks.

b. **Allowable Uses.** Open space which may include authorized restoration and enhancement activities within the area is allowed. In the Rheem Creek natural conservation area, flood control improvements are allowed if they are designed in a manner that is environmentally sensitive and implemented in conjunction with wildlife habitat enhancement and compatible public access improvements.

5. **Public Access Corridor**

a. **Purpose.** As noted earlier, this corridor extends in most areas 100 feet inland of the six foot contour. The corridor is adjacent to wetlands, marshland, riparian areas, and the shoreline. This corridor is intended to maximize public access to the shoreline in a manner and location consistent with natural resource protection. To this end, in areas near sensitive wildlife habitat, public access improvements will occupy only the inland half of the corridor, with the outboard half protected as a buffer between wildlife and human uses.

b. **Allowable Uses.** Uses in this corridor are limited to public access provisions and trails as indicated on the Specific Plan Public Access and Recreation Map (Figure 7). Elements related solely to the use of the corridor for public access and as a buffer for wildlife habitat, such as informational signage, seating areas, observation points, fencing, parking and restrooms are permitted. No other urban uses are permitted within the public access corridor. In two locations, shown in Figure 7, trails are restricted to pedestrian access, except for maintenance and emergency vehicles authorized to perform maintenance or service functions on the trail. New structures and impermeable paving are not permitted in these two areas.
6. Parks and Open Space

a. **Purpose.** The Parks and Open Space designation is intended to increase the opportunities for public recreation in the shoreline environment. This land use category provides usable parks and open space within the plan area and connected to the Public Access Corridor, for passive and active recreational and educational activities. Interpretive centers and picnic areas are appropriate amenities for this land use category.

This designation applies to two sites with existing uses: the West Contra Costa Sanitary Landfill Site and part of the Richmond Rod and Gun Club site. The closure plan for the West Contra Costa Sanitary Landfill site and the Contra Costa County General Plan designate the site as Open Space; however, an interim use may be approved. The proposed interim use, a recycling center, would eventually be terminated, and the site used for parks and open space. However, the projected life of the interim recycling facility is indefinite and could last 30 years or more. Termination of the recycling center could depend upon availability of an alternate site or lack of demand.

The Richmond Rod and Gun Club will continue in its existing use as a permitted use until it ceases operation, at which time the western part of it would change to a Natural Conservation Area. (The western part consists of two rock jetties and connecting shoreline.)

b. **Allowable Uses.** These areas include parks, open space and areas identified as having visual or other natural resource significance that should be protected through the development review process and retained for public use for either passive or active recreation, and for access to the shoreline for public enjoyment. Uses include parks, vista points, pedestrian and bicycle trail corridors, fishing, and undeveloped open space. Uses allowed with a conditional use permit include golf courses, playing fields, recreational buildings, interpretive centers, outdoor amphitheaters, a single-family dwelling, nurseries, grazing of livestock, keeping of domesticated farm animals, riding academy, rod and gun clubs, and similar uses.

7. **Class I Waste Disposal Site**

This 28 acre site, located within the West Contra Costa Sanitary Landfill site, was used for disposing of toxic wastes. This facility has not received wastes since 1986 and is in the process of closing. The closure plan is under review by regulatory agencies and closure is estimated to be completed in 1996 or 1997. The closure plan calls for the area to remain as open space. However,
because of toxicity issues, the area must remain fenced and be monitored for a period of 30 to 50 years prior to public use being allowed. This area is designated by the Specific Plan as a Class I site, since there is no possible near term use of the area. The fencing and closure of this facility shall be designed to complement interim public trail access to the remainder of the landfill site and the future use of the larger landfill site for public recreational activities.

a. **Purpose.** The Class I Waste Disposal Site designation should apply only to the 28 acre Class I facility of the West Contra Costa Sanitary Landfill. It is intended to acknowledge the long-term closure of the site.

b. **Uses.** No public or private use other than use as a closed Class I hazardous waste disposal site shall occur.

**D. Land Use Designations Summary**

The plan area includes both land area and submerged area. Of the total acreage of 1,951 acres, only 908 acres are not submerged. The land use designations apply to these 908 acres. Of the 908 acres, about 32 percent (288 acres) are marshlands or wetlands, within the U.S. Army Corps of Engineers jurisdiction. Acres within each of the eight designations are shown in Table 1. Land designated for employment-generating uses in the Light Industrial, Heavy Industrial and Office/Industrial Flex categories total 319 acres or 35 percent of the 908 acres and 51 percent of the "dry" land. Land designated for natural conservation, parks and open space and public access total about 561 acres or about 62 percent of the 908 acres, including the 288 acres of marshlands and wetlands. The remaining three percent is accounted for by the 28-acre Class I waste disposal site.

**E. Development Standards**

1. **Performance Standards**

a. **Health and Safety.** All uses shall be planned, developed, conducted and operated in such a manner that noise, smoke, dust, odors and waste of any kind are confined and/or purified on-site so as to control pollution of air, soil or water to meet the standards or requirements of the applicable reviewing agency and in a manner to eliminate any detrimental effect on the public health, safety and welfare; conserve the adjacent environment; and be in harmony with the objectives of the Specific Plan.
Table 1
SUMMARY OF LAND USE ALLOCATIONS

<table>
<thead>
<tr>
<th>Land Use Designations</th>
<th>Land Area (acres)</th>
<th>Percent of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Heavy Industrial</td>
<td>147</td>
<td>16%</td>
</tr>
<tr>
<td>Light Industrial</td>
<td>34</td>
<td>4%</td>
</tr>
<tr>
<td>Office/Industrial Flex</td>
<td>138</td>
<td>15%</td>
</tr>
<tr>
<td>Parks, Open Space and Public Access&lt;sup&gt;b&lt;/sup&gt;</td>
<td>152</td>
<td>17%</td>
</tr>
<tr>
<td>Natural Conservation</td>
<td>409</td>
<td>45%</td>
</tr>
<tr>
<td>Class I Waste Disposal</td>
<td>28</td>
<td>3%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>908&lt;sup&gt;a&lt;/sup&gt;</strong></td>
<td><strong>100%&lt;sup&gt;b&lt;/sup&gt;</strong></td>
</tr>
</tbody>
</table>

<sup>a</sup> Of the 908 acres, about 288 or 32 percent are marshlands or wetlands, within the U.S. Army Corps of Engineers' jurisdiction.

<sup>b</sup> Includes landfill site.

b. **Nuisance.** All activities and uses in the plan area shall meet the standards of operation as set forth under Section 15.04.840 of the City of Richmond Draft Zoning Code (or the closest applicable section upon approval). Uses which emit dust, smoke, fumes, noise, brilliant light, or are otherwise offensive to the senses or whose operation interferes with development or enjoyment of other property in the vicinity may be established in the Heavy Industrial district only after determining specific conditions for the use to prevent the creation or maintenance of a nuisance beyond the boundaries of the Heavy Industrial district. It is generally anticipated that the plan area, with the exception of the Heavy Industrial district, will be restricted to non-nuisance uses.

All uses shall comply with the regulations of the Bay Area Air Quality Management District, the Regional Water Quality Control Board, the San Francisco Bay Conservation and Development Commission, the State and County health departments, and any other regulatory agencies which exist or may be established to ensure environmental quality in the San Francisco Bay Region. Any conflicts resulting from these development standards and those of another agency shall be resolved to the mutual satisfaction of the agencies.
2. Development Standards

This section describes standards for development in the plan area. Table 2, Development Standards, sets forth minimum requirements for lot area, coverage, floor area ratios, height, setbacks and parking, except as allowed through the City and County development and design review process, planned area process or as otherwise authorized by the Specific Plan. These standards are intended to create a harmonious, high quality development character within each district, to allow existing uses to continue while elicting appearance upgrades, and to encourage flexibility in building and site design. The design guidelines presented in Chapter 6 of this plan should be used to augment these development standards in guiding new development and expansions or alterations to existing development.

3. Supplemental Development Standards

Review for consistency with the following standards shall occur through the City's Public Development Review Board (PDRB), or through the County’s equivalent design review process.

a. Height of Structures. Height of buildings and structures shall be reviewed for compatibility with the shoreline, paths, parks, dedicated open space, and marshland. Allowed building height may be reduced if it is found that the building or structure would adversely impact the air, light or visual quality of these areas, or may obstruct views from other buildings.

Exceptions to the height limitation in the Heavy Industrial and Light Industrial districts may be granted by the City or County, if it is found that the exception would not interfere with views and that the use to which the exception would be granted is necessary to foster other local or regional goals, such as employment generation.

b. Side Yards. Subject to the approval of the City or County, contiguous parcels under the same ownership may have no side yard setback (zero-lot line), provided that the minimum setback otherwise required for side yards is maintained for the remaining side yards. Contiguous parcels under separate ownership may have zero lot-line development provided a joint agreement between the property owners is submitted in conjunction with a development plan for both parcels.
Table 2
DEVELOPMENT STANDARDS

<table>
<thead>
<tr>
<th>Development Requirement</th>
<th>Light Industrial</th>
<th>Heavy Industrial</th>
<th>Office/Industrial Flex</th>
</tr>
</thead>
<tbody>
<tr>
<td>Minimum Lot Area</td>
<td>1/2 acre</td>
<td>1 acre</td>
<td>1/2 acre</td>
</tr>
<tr>
<td>Minimum Lot Width (feet)</td>
<td>125</td>
<td>100</td>
<td>125</td>
</tr>
<tr>
<td>Maximum Building Height (feet)</td>
<td>35</td>
<td>75</td>
<td>35</td>
</tr>
<tr>
<td>Floor Area Ratio (FAR)</td>
<td>0.40</td>
<td>0.40</td>
<td>0.40</td>
</tr>
<tr>
<td>Building Setback (feet)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Front Yard</td>
<td>15'</td>
<td>15'</td>
<td>0</td>
</tr>
<tr>
<td>Side Yard</td>
<td>10'</td>
<td>0'</td>
<td>0</td>
</tr>
<tr>
<td>Street Side Yard</td>
<td>15'</td>
<td>15'</td>
<td>0</td>
</tr>
<tr>
<td>Rear Yard</td>
<td>0'</td>
<td>0'</td>
<td>0</td>
</tr>
<tr>
<td>Building Setback from Natural Conservation District</td>
<td>20'</td>
<td>N/A</td>
<td>0</td>
</tr>
<tr>
<td>Setback from Parkway</td>
<td>50'</td>
<td>50'</td>
<td>50'</td>
</tr>
<tr>
<td>Parking Area Setbacks (feet)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Front Yard</td>
<td>10</td>
<td>10</td>
<td>15</td>
</tr>
<tr>
<td>Side/Rear Yard</td>
<td>5</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>Minimum Landscaped Area</td>
<td>10%</td>
<td>10%</td>
<td>15%</td>
</tr>
<tr>
<td>Loading</td>
<td>Per code</td>
<td>Per code</td>
<td>Per code</td>
</tr>
<tr>
<td>Parking Type of Land Use</td>
<td>Parking Space Requirements</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Light Industrial Assembly and Manufacturing</td>
<td>As per City and County codes as applicable.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Warehouses</td>
<td>As per City and County codes as applicable.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Office Uses</td>
<td>As per City and County codes as applicable.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

a Lower height may be required to avoid air, light or visual quality impacts; see Chapter 4, Section E.3a of the Specific Plan.

b Height exception up to 45 feet for structures necessary to the operation of the use.

c Parking requirements are the same as those in the City of Richmond Draft Zoning Ordinance, Section 15.04.830.060.

d With additional study and mitigation for cumulative traffic impacts, the floor area ratio (FAR) may be increased to .65 with the approval of the City or County Planning Commission. Mezzanines shall not be included in the calculation of FAR, provided that the following conditions are met: 1) the mezzanine is no larger than 33% of the first floor area; and 2) there is minimal traffic generated from the use of the mezzanine (e.g., few employees are stationed within the area).
c. Outdoor Screening of Mechanical Equipment.

   (1) Ground-mounted Equipment. All ground-mounted equipment, including pad-mounted transformers, telephone switch boxes, and gas meters shall be screened from the view of public rights-of-way and from the view of adjacent properties. Whenever possible, appurtenances for utility services shall be installed at the rear of the structures to which service is provided.

   (2) Wall-mounted Equipment. Wall-mounted equipment, including various meters, shall be screened by landscaping, masonry wall with landscaping, or wall-mounted screening devices such as cabinets or partitions which are architecturally compatible with the structure.

   (3) Roof-mounted Equipment. All roof-mounted equipment including but not limited to fans, vents and cooling towers shall be screened in a manner which is architecturally integrated with the structure so as not to be visible from the immediate ground level, the ground level of adjacent properties, and the proposed Parkway. Overall screening height shall be the height of the highest element of roof-mounted equipment. Roof-mounted equipment and visual screens shall be painted or otherwise treated in such a manner as to match the color of the roof. Roof color should be compatible with the building color. Roof-mounted equipment shall not exceed 20 percent of roof area.

   (4) Storage Tanks and Process Equipment. Storage tanks and process equipment shall not be located in front yards. Such tanks and equipment must be located where they will be the least visible to the public and must be screened from view. No storage tanks or process equipment shall be located between any street and the respective building setback line. All screen walls should be of similar material to the building and painted to match.

d. Parking, Loading, Outdoor Storage, and Refuse Area Requirements. All uses shall provide adequate space for parking, loading, outdoor storage and refuse areas on-site. All such spaces shall be screened or landscaped.

   (1) Location. On-street parking shall not be permitted on any public streets. Off-street parking shall be provided for as set forth in Table 2. No loading space, dumpster storage or refuse area shall be placed so as to face any public street or adjacent to the Natural Conservation district or Public Access Corridor.
(2) **Screening and Landscaping of Parking Areas.** Street level views of all automobile and truck parking areas from public streets shall be screened within the required setback. Such screening shall include, but is not limited to, low hedges, berms, shrub masses, screen walls or fences of an appropriate height to provide visual screening of the lower portion of passenger cars and trucks.

(3) **Screening and Landscaping of Loading and Outdoor Storage Areas.** Freight docks, loading areas, truck berths, and heavy vehicle and equipment storage areas shall be screened from all public rights-of-way and abutting uses, except when the abutting use is determined to be similar in nature. Such screening shall include, but is not limited to, landscaping and architectural features, such as walls compatible with the building.

(4) **Screening of Refuse Areas.** Dumpsters shall be screened from the view of public rights-of-way and from the view of adjacent properties. Such screening shall be compatible with the surrounding buildings and environment.

e. **Landscaping.** All landscaping shall meet the provisions of the City of Richmond's Urban Forest Management Master Plan and Landscape Design and Development Guidelines, or the requirements of Section 82-26, Water Conservation Landscaping in New Developments, of the Contra Costa County Zoning Ordinance as may be applicable. Landscape plans shall be prepared by a licensed landscape architect experienced with landscaping in similar shoreline environments and/or marsh habitats. All plant materials shall be drought tolerant, native or well-adapted to local conditions.

(1) **Office/Industrial Flex District.** In the Office/Industrial Flex district, a landscape master plan shall be developed for each development to ensure a continuity of landscape treatments and to establish a uniform identity for the district. Such master plans shall establish recommended lists of plant materials, placement of street trees, location of walkways, guidelines for grading and drainage, treatments for screening, and fence treatments. Individual master plans should be consistent with the Streetscape Plan shown in Figure 9.

(2) **Front and Side Yards.** Front yards and side yards abutting a street shall be landscaped and maintained. Street trees shall be planted and maintained along street frontage within the City or County right-of-way. The City or County right-of-way, between the curb line and property line abutting the front or side yard, shall be incorporated into the landscape plan, and
treated and maintained as a unit. The owner, lessee or occupant shall be responsible for maintaining this area.

(3) **Special Yard Requirements.** Landscaping in areas adjacent to the Natural Conservation district and Public Access Corridor shall be restricted to native, non-invasive plant materials, selected in consultation with the State Department of Fish and Game, that will provide a transition from the built environment to the natural habitat area. In some areas fencing and/or signage may be required to ensure that public access is restricted. Such areas should be identified during the design development process in conjunction with the Department of Fish and Game.

(4) **Interior Landscaping of Parking Areas.** Except in the Heavy Industrial District, all parking areas shall provide interior landscaping for shade and visual enhancement. Parking lots shall be landscaped at a minimum ratio of one (1) tree per four (4) parking spaces for double-loaded stalls, and one (1) tree per six (6) spaces for single-loaded stalls.

(5) **General Landscape Requirements.**

(a) All unused portions of a parcel shall be maintained for fire control and clear of debris.

(b) All landscaped areas shall have an automatic irrigation system to ensure that plantings are adequately watered, in accordance with water-saving irrigation techniques.

(c) Approved landscaping shall be installed prior to issuance of an occupancy permit.

f. **Signs.** All development shall be subject to Section 15.06 et. seq. of the City of Richmond Municipal Code. Particular attention shall be given to the compatibility of proposed signs with surrounding development and to unobstructed views to the Bay. Roof top signs and billboards shall not be permitted in the plan area.

g. **Utility Lines.** All utility lines shall be placed underground.

h. **Maintenance.** Each person, company or corporation utilizing a lot should at all times maintain such lot in good order. This includes repair and maintenance of all structures, fences, signs, walks, driveways, lawns,
landscaping, painting, etc. as may be necessary to preserve a high quality as established by these development standards.

4. Parks and Open Space Development Standards

All buildings, structures and maintenance yards associated with parks and open space uses shall be reviewed by the City or County review boards prior to construction. All such buildings must comply with the development standards set forth for the Special Facilities district. Exceptions to these standards may be granted by the City or County review boards provided that such exceptions shall not encroach into or degrade adjacent habitat areas or marshlands.

West Contra Costa Sanitary Landfill Site. Prior to the development of the landfill site as a park, all applicable federal, State and local regulations and standards must be met relative to the conversion of the landfill to this use and the best available technology shall be applied to ensure the protection of the public health and safety. Full public use of the landfill site is a long-term objective that can be achieved only when public safety in using the site can be assured. Long-term open space/park uses include recreation facilities open to the public, such as golf courses, playing fields and outdoor amphitheaters. In areas adjacent to the Natural Conservation district, these uses should be compatible with protection of natural resources.

5. Public Access Corridor

a. General Requirements

(1) The Public Access Corridor shall be maintained as an unobstructed corridor to provide public access, to buffer Natural Conservation areas, to facilitate movement of wildlife, and to provide a visual and open space amenity for the public and for employees of the Specific Plan area.

(2) The Public Access Corridor is generally located on the inland edge of the shoreline, which is defined as the six-foot elevation.

(3) Unless otherwise specified, the dimension of the Public Access Corridor is 100 feet wide, conforming with the BCDC 100 foot shoreline band requirement.

(4) The corridor shall be used only for public access, including bicycle and pedestrian trails, facilities associated with public access, such as seating, parking and restroom facilities, and by authorized maintenance/service vehicles.
(5) Public access should be limited in or near sensitive habitat areas, if such access would impact sensitive habitats.

(6) As a condition of approval for development, open space, public access and conservation easements in the Public Access Corridor shall be dedicated to a public agency, and maintained through an improvement and maintenance district, or other provisions sufficient to provide funding for maintenance throughout the life of the proposed development.

b. **Trail Design Standards.** The following requirements must be met:

(1) Trail width shall be a minimum of eight (8) feet for multi-purpose paved trails and five (5) feet for pedestrian access trails.

(2) Where necessary, fencing or barriers designed to be compatible with natural areas and educational signage shall be used to protect habitat areas and public safety.

(3) Trails and other public access facilities shall be sited to avoid identified wetland areas.

(4) All trails shall be accessible to the handicapped and disabled.

c. **Specific Requirements.** Specific minimum dimensions and requirements apply to the following areas:

(1) **West Contra Costa Sanitary Landfill Public Access.** A 100 foot public access easement along the northern perimeter of the landfill site is proposed as part of the landfill closure plan. This is one of the few locations within the plan area where direct access to the water can occur without traversing and disturbing sensitive marsh habitat. Both vehicular and non-vehicular accesses are allowed in this area. Drawing 4 in Figure 8, Circulation Plan, illustrates the roadway and trail configuration envisioned for this corridor. In the future, if feasible (as determined by the regulatory agencies), a public access trail will continue along the western and southern perimeters of the landfill site in conjunction with the site's long-term transition to open space and park use.

Roadway connection to the landfill public access will occur via Parr Boulevard. A multi-use (bicycle and pedestrian) trail from the Bay Trail will travel along the top of the bank of San Pablo Creek, with an at-grade crossing of Parr Boulevard as it enters the landfill. The entrance to the landfill will be
reconfigured to separate public access to the north shore from traffic entering restricted areas of the landfill site.

As the landfill comes to closure, the final topography of the northern shoreline edge and public access area should be sculpted to provide an attractive passive recreational area with undulating slopes, picnic areas, self-guided interpretive facilities, and possible marsh or beach restoration in protected areas.

The following standards shall be applied to the development of any public access trails or open space areas on the site:

- A public access area conforming with the BCDC 100 foot shoreline band requirement shall be provided and maintained along the bay shore. Public access shall include both vehicular and pedestrian access, parking and restroom facilities, a pedestrian pier and related amenities appropriate to public use.

- A buffer area of at least 100 feet shall be provided between public access areas and any operation or activity conducted as part of the interim recycling center or other interim use. Such buffer area shall provide visual and noise screening of activities related to the operations of the landfill or future non-open space activities through the use of berms, and/or landscaping.

- The entrance to public access areas shall be clearly signed and such entrance shall be separate from the main entrance to the facility.

- The public access area shall be maintained by the property owners.

(2) Shoreline Trail from Richmond Parkway to Richmond Rod and Gun Club. Public access in this area designated as Public Access Corridor is intended to enable Bay Trail and local trail users to experience the natural marsh/upland setting of the North Richmond area with minimum impact on sensitive habitat areas. The parcels and roadways in the vicinity of Freethy Boulevard may be reconfigured as a result of the Richmond Parkway alignment, bringing the Public Access Corridor immediately adjacent to the Parkway just below existing Freethy Boulevard. The corridor in this area includes all land between the Parkway and the six foot contour, as shown in Figure 7. The Bay Trail will traverse this section of the corridor, intersecting with a multi-use shoreline trail extending north along the western edge of the Freethy Industrial Park. This multi-use trail will continue along the corridor, following the existing public access easement along the western edge of the Freethy Industrial Subdivision to the Richmond Rod and Gun Club. Here it will turn eastward along the Gun Club's southern boundary and connect to a
staging area and the Goodrick Avenue multi-use trail. The staging area will provide parking for trail users and information about the trail and its use.

The plan designates the Rod and Gun Club as Open Space and Parks and the two jetties associated with this facility as Natural Conservation. These land use designations allow the Rod and Gun Club to continue. Upon the cessation of its operation as a gun club, only the uses described in this chapter as allowed under these land use designations would be permitted on this site. The future open space/park portion of the site could function as a destination for trail users.

(3) Shoreline Trail from the Rod and Gun Club to the Jetty Observation Point. North of the Richmond Rod and Gun Club, a pedestrian path will lead to an observation point on an existing jetty. This jetty, composed of historic fill, is an existing access which bisects new marsh that has been created because of the protection from wave action provided by the jetty. This trail is approximately 3,600 feet in length.

The trail will be limited to pedestrian use, and authorized maintenance/service vehicles. The corridor in these locations shall be surfaced with permeable materials, such as decomposed granite. In order to allow shoreline restoration activities, the Public Access Corridor should extend 200 feet inland from the six foot contour.

(4) Rheem Creek Public Access Corridor. Along Rheem Creek, the corridor should extend 100 feet northward from top of bank on the north side of the creek. The trail will be limited to pedestrian use and authorized maintenance/service vehicles. Rheem Creek is controlled and maintained by the Contra Costa County Flood Control District. (A maintenance road currently exists along the south side of the creek.) The trail should provide a pedestrian link from the plan area to the Bay Trail and the Parchester residential area, east of the railroad tracks. The public access corridor and pedestrian trail within the corridor shall be provided as part of the flood control improvements required for Rheem Creek. The trail should connect with the Bay Trail by passing under or over the railroad tracks. The feasibility of extending the Bay Trail north along the east side of the Southern Pacific railroad tracks within the Southern Pacific right-of-way up to the Point Pinole Regional parking lot should be studied. If a trail along Rheem Creek and over the railroad tracks is deemed infeasible because of limitations for channel improvements, this corridor shall be maintained solely as a riparian habitat.
Construction other than trails or facilities directly related to trails, such as fencing, gates, signage, seating and informational kiosks, designed in conformance with the Design Guidelines presented in Chapter 6 of this document, shall not be permitted within the Public Access Corridor, except as noted below:

- The public access corridor along the landfill site may have picnic shelters, restroom facilities, self-guided interpretive centers, beach areas, pedestrian piers, roadways and bicycle and automobile parking areas designed as part of an overall Master Plan for the site.

- The staging area at Goodrick Avenue and "B" Street (realigned Freethy Boulevard) may have bicycle and automobile parking areas, and restroom facilities.
Chapter 5
CIRCULATION ELEMENT

This element of the Specific Plan identifies the framework for the vehicular circulation system and establishes roadway standards for the plan area. The planned Richmond Parkway (Route 93) will transverse the plan area and require some reconfiguration of the existing roadway system. New local roadways are included in the Specific Plan to provide access to development areas established under the plan. Bicycle provisions are also identified. Illustrative design sketches for roadways are shown in Figure 8. Additional design guidelines for roadways are presented in Chapter 6. Pedestrian access is discussed in Chapter 4, Land Use Element.

A. Circulation Policies

The overall circulation goal of the Specific Plan is to provide safe and convenient multi-modal access to and within the plan area. The planned Richmond Parkway is critical to achieving this goal, as it will facilitate flow of regional traffic through the area and provide improved regional access to planned land uses in the Specific Plan area. The following policies are intended to implement the goal of improved access:

1. Roadway System

Provide a safe network of secondary thoroughfare and collector streets, connected to the planned Richmond Parkway, with enough capacity to accommodate traffic from planned land uses.

2. Rail Service

Establish safe at-grade railroad crossings at roadways to maximize vehicle, pedestrian and bicycle safety. Provide a grade-separated railroad crossing at the planned Richmond Parkway (Route 93).
3. Transit

Provide improved public transit service connecting the North Richmond Shoreline Specific Plan area to the overall regional transit system.

4. Emergency Vehicle Access

Provide adequate emergency vehicle access to development areas.

5. Bicycles

a. Establish a bicycle circulation system to tie into the city's Bikeway Plan.

b. Provide public access to the waterfront via a bicycle pathway system.

(For plan policies and provisions for pedestrian systems, see Chapter 4.)

B. Existing Circulation

With San Pablo Bay immediately to the west, Point Pinole Regional Park to the north, and the Southern Pacific Railroad tracks to the east, regional access into the plan area is limited to its southern boundary via Parr Boulevard and Third Street. Segment 3 of the Richmond Parkway is completed south of Parr Boulevard, providing a direct link to I-580. Currently all access to local roads is from Parr Boulevard. Goodrick Avenue traverses the plan area north to south from Parr Boulevard to north of Rheem Creek. It provides direct access to industrial sites between Parr Boulevard and Freethy Boulevard. Its narrow configuration and poor condition limit its function as the principal route serving existing industrial development. Freethy Boulevard and Elmar Court are new dead-end roadways serving a small undeveloped industrial subdivision. These two roadways can only be accessed from Goodrick Avenue. The plan area currently has substantial local truck traffic, as well as through commuter traffic on Parr Boulevard.

C. Roadway Classifications and Standards

The circulation system proposed by the Specific Plan is shown in Figure 8, and described below. Under the Specific Plan, the planned Richmond Parkway will be the major regional route through the plan area, with Parr Boulevard serving as a secondary regional access corridor for the surrounding area. A network of
new local roads will be constructed around the new Richmond Parkway to improve access to designated development areas. Goodrick Avenue will continue to function as the major north/south roadway feeding the local street system.

1. Richmond Parkway (Route 93)

The planned Richmond Parkway, a project under construction by the City of Richmond, will be the major thoroughfare in the plan area, bringing in most of the regional traffic and providing access to the Specific Plan's local roadway system. Although the Parkway has been completed south of Parr Boulevard, it has not yet been constructed within the North Richmond Shoreline Specific Plan area. Currently, regional traffic is funneled along Parr Boulevard. There is a need to link the Parkway through the Specific Plan area to allow regional/subregional traffic to bypass surrounding residential neighborhoods which now suffer from large volumes of non-residential traffic, and to provide a connection between I-580 and I-80. Completion of this segment (Segment 4) of the Parkway will make the plan area more accessible and increase its development potential.

The Parkway is planned to be a six-lane, 45 mph expressway with a 12-foot landscaped center median and landscaped right-of-way within a 130-foot right-of-way. Access along the Parkway will be limited, with no curb cuts to individual parcels permitted. Four lanes will be built initially, with one additional lane added in each direction when warranted by the traffic volumes.

The Parkway intersections with Parr Boulevard and Goodrick Avenue are to be signalized with turn lanes provided on the approaches to intersections. On the Parkway at Parr Boulevard, the northbound approach will require two turn lanes; one for left turns and one for right turns. The southbound Parkway approach at Parr Boulevard will require one left turn lane. At Goodrick Avenue, the Parkway will require three turn lanes, two for left turns and one for right turns, in both directions.

The Bay Trail is planned to be constructed on the Bay side of the Parkway, within the 130-foot right-of-way.

a. Specific Plan Recommendations. It is recommended that, where the Parkway adjoins the Public Access Corridor, the Bay Trail be separated from the roadway and be constructed within the Public Access Corridor, rather than within the 130-foot Parkway right-of-way. Illustration 2 in Figure 8 shows the recommended landscape design for the Richmond Parkway through the plan.
1. Typical Street

2. Richmond Parkway

3. Gateway Street

4. Bayshore Access Road

5. Cul-de-Sac
   
   Note: Cul-de-Sac may need to be modified for the landfill.

6. Road Near Marsh
back of Figure 8
area. Illustration 2 in Figure 8 also shows the relationship between the Bay trail and the Parkway.

2. Parr Boulevard

a. **Existing Conditions.** This two-lane, east-west road connects I-80 in the east, with the plan area via Road 20 to Garden Tract Road. The road serves residential and industrial uses; pavement is average to poor; curbs, gutters and sidewalks are intermittent. Average roadway width varies from about 20 to 40 feet, being narrowest in the Specific Plan area near Garden Tract Road.

b. **Specific Plan Provisions.** Parr Boulevard would function as the secondary thoroughfare in the plan area. It is the only roadway traversing the plan area, other than the Parkway, which provides access outside the plan area. As the southern boundary of the plan area, it forms a distinct edge to the plan area, and its intersection with the Parkway will be a major entryway.

Parr Boulevard is planned to be 44 feet wide, curb-to-curb, within a 60-foot right-of-way. It would have two 16-foot travel lanes with a 12-foot continuous two-way left turn lane. The proposed extension of Parr Boulevard north and west of the landfill would be 24 feet curb-to-curb within a 48-foot right-of-way (see Table 3). Illustration 1 in Figure 8 shows a typical street cross-section with street tree planting and landscaping.

3. Local Collectors

The Specific Plan includes four local collector roadways, three of which are new roadways. Illustration 1 in Figure 8 depicts the typical design standard for the local collector streets. Goodrick Avenue is the only existing local roadway which will remain intact under the Specific Plan.

a. **Goodrick Avenue.**

   (1) **Existing Conditions.** Goodrick Avenue intersects Parr Boulevard just east of Third Street and extends northerly, serving a mixed industrial area. The 18-foot roadway has pavement in poor condition, with narrow shoulders. Goodrick provides access to Maas Avenue, Freethy Boulevard and Elmar Court north of Parr Boulevard. Goodrick Avenue ends 1500 feet south of the northern boundary of the Specific Plan area.
TABLE 3
ROADWAY DIMENSIONS

<table>
<thead>
<tr>
<th>ROADWAYS</th>
<th>CURB-TO-CURB WIDTH (feet)</th>
<th>RIGHT-OF-WAY WIDTH (feet)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parr Boulevard, &quot;A&quot;, &quot;B&quot; and &quot;C&quot; Streets, Goodrick Avenue from Parr Boulevard to &quot;A&quot; Street</td>
<td>44</td>
<td>60</td>
</tr>
<tr>
<td>Goodrick Avenue (Bypass to &quot;B&quot; Street)</td>
<td>72</td>
<td>96</td>
</tr>
<tr>
<td>Goodrick Avenue (Bypass to &quot;A&quot; Street)</td>
<td>75</td>
<td>91</td>
</tr>
<tr>
<td>Goodrick Avenue (&quot;B&quot; Street to Rheem Creek)</td>
<td>34</td>
<td>60</td>
</tr>
<tr>
<td>Landfill Roadway</td>
<td>24</td>
<td>48</td>
</tr>
<tr>
<td>Cul-de-sac Radius</td>
<td>38</td>
<td>N/A</td>
</tr>
</tbody>
</table>

1 See Section J of this chapter for additional street development standards.

(2) Specific Plan Provisions. Goodrick Avenue will maintain its current alignment south of "B" Street (realigned Freethy Bouévard) and will be upgraded as described in Table 3. North of "B" Street it will continue with a narrower right-of-way as described in Table 3. North of Rheem Creek and to its terminus near the north jetty, the existing Goodrick Avenue will remain, but will be used as a pedestrian trail, as shown in Figure 7.

As the only access into the area north of the Parkway, Goodrick Avenue will function as a gateway into the Office/Industrial Flex designated area. The Specific Plan calls for the Goodrick Avenue approach north of the Parkway to be enhanced with a median and landscaping to reinforce the gateway image of this intersection.

1 These roadway dimensions assume no on-street parking, and 100% buildout of the North Richmond Shoreline Specific Plan area.
The design and characteristics of Goodrick Avenue vary as it traverses a variety of conditions in the plan area, as described below:

- 44 feet wide, curb-to-curb, within a 60-foot right-of-way from Parr Boulevard to "A" Street, as illustrated in Illustration 1 in Figure 8.
- From "A" Street to the Richmond Parkway, a wider curb-to-curb dimension of 75 feet within a 91-foot right-of-way is required to accommodate the turn lanes from Goodrick to the Parkway.
- As the gateway into the Office/Industrial Flex area, Goodrick Avenue north of Parr Boulevard would have a special landscape treatment, shown in Illustration 3 of Figure 8. Here a 72-foot wide curb-to-curb width is required within a 96-foot right-of-way from the Richmond Parkway to "B" Street to create a gateway statement.
- 34 feet wide, curb-to-curb, within a 60-foot right-of-way between its southern and northern intersections with "B" Street;
- 24 feet wide, curb-to-curb, within a 48-foot right-of-way north of the northern intersection with "B" Street, as shown in Illustration 6 in Figure 8.

b. "A" Street. "A" Street is proposed to intersect Goodrick Avenue approximately 600 feet south of the Richmond Parkway. It will provide direct access to parcels which will be adjacent to the Parkway. Since these parcels will not be allowed access off the Parkway, "A" Street will be the only means of ingress and egress. It will end in cul-de-sacs to the east and west of Goodrick Avenue, extending 800 feet to the west and 1,800 feet to the east. "A" Street is proposed to be 44 feet wide, curb-to-curb, within a 60-foot right-of-way.

c. "B" Street. "B" Street (realigned Freethy Boulevard) is proposed to intersect Goodrick Avenue approximately 700 feet north of the Richmond Parkway alignment. Since no direct access to individual parcels will be allowed from the Parkway, the Specific Plan anticipates a consolidation of Freethy Boulevard and Elmar Court into a single local access road parallel to the Parkway. By providing a distinctive edge, this road will buffer the adjacent shoreline from this development area. "B" Street will extend 1,700 feet west of Goodrick and end in a cul-de-sac. East of Goodrick it will be aligned to serve this development area. It will curve easterly and northerly before terminating in a cul-de-sac. This roadway is proposed to be 44 feet wide, curb-to-curb, within a 60-foot right-of-way.
d. "C" Street. "C" Street is proposed to intersect Parr Boulevard approximately 700 feet west of the Richmond Parkway, extending 650 feet north of Parr Boulevard, then looping west and south to again intersect Parr Boulevard 750 feet west of the easterly intersection, where it extends as a public access road along the northern boundary of the landfill. "C" Street is proposed to be 44 feet wide, curb-to-curb, within a 60-foot right-of-way up to its western intersection with Parr Boulevard; from this intersection westward the road would provide access through the Public Access Corridor to the pedestrian pier at the northwestern end of the landfill and would include two ten-foot travel lanes within a right-of-way of 24 feet.

D. Railroad Operations

Existing railroad operations and Specific Plan provisions are described below.

1. Existing Conditions

Railroad service is now considered to be a vital part of the industrial businesses in Richmond, and will continue to be in the future. There are two railroad lines in the Specific Plan area vicinity; the Southern Pacific Railroad borders the Specific Plan area on the east, and the Atchison, Topeka and Santa Fe Railroad lies further to the east, outside the Specific Plan area. There are 16 Amtrak and ten freight trains daily on the Southern Pacific line, and four freight trains daily on the Santa Fe line. The city has conducted a Railroad Operations Feasibility Study for the areas south of the Specific Plan area, in the vicinity of the existing rail yards. None of the alternative rail alignments, consolidating improvements, grade separations or grade crossing projects would affect the Specific Plan area.


Railroad grade separation is planned for the Richmond Parkway (Route 93) as the Parkway crosses the Southern Pacific Railroad tracks on the plan area eastern boundary. The at-grade emergency vehicle access proposed to extend from "B" Street to Morton Avenue should be fenced and gated to restrict use to emergency vehicles only. This is the only at-grade crossing proposed within the Specific Plan area.
E. Transit Service

1. Existing Conditions

Public transit is available in Richmond from AC Transit and Bay Area Rapid Transit (BART). Currently, there is no service within the plan area. The closest existing bus route is AC Transit Route 71 running along Rumrill Boulevard, with a stop at the Richmond BART station. The proposed Comprehensive Service Plan for AC Transit indicates that the Richmond BART station will continue to be a transit center, providing connections to many local lines. Bus transfer stations are located at the Hilltop Mall in Richmond and Contra Costa Community College in San Pablo. These are both interim facilities, with permanent facilities planned to be built within the next five years. The Contra Costa Community College station would be a time-transfer facility, which is managed so that transferring passengers would not have to wait for buses. The Hilltop bus transfer station would not be a time-transfer facility. Route 71 currently runs to both of these bus transfer stations.


Public transit should be expanded to serve the proposed development in the Specific Plan area. Local AC Transit line 71 could provide service throughout the day, extending north up Goodrick Avenue, and continuing through the Office/Industrial Flex District along "B" Street. Transit service could also run along Goodrick Avenue south of the Parkway to Parr Boulevard and west on Parr Boulevard to the Parkway. Bus stops would be located in compliance with AC Transit standards, and generally would occur at major intersections, including Goodrick and the Parkway, Parr Boulevard and Third, Parr Boulevard and the Parkway, and at Goodrick and "B" Street termini. Specific transit service routing, scheduling and stop locations would be coordinated with AC Transit as the Specific Plan area develops. Chapter 7, Implementation, contains recommended actions to improve transit service.

F. Bicycle Circulation

1. Existing Conditions

Throughout most of the Specific Plan area, there is currently no safe access for bicycle riders. Most roadways are narrow with limited shoulders and no sidewalks. There is frequent heavy truck traffic on the local roadways.
associated with nearby industrial land uses and the landfill, and there are high traffic volumes on Parr Boulevard, often moving at relatively high speeds.


A bicycle path would be provided along the west side of Goodrick Avenue between "B" Street and Parr Boulevard. This bikeway would continue south across San Pablo Creek to the Wildcat Creek staging area, connecting to the Third Street bicycle path planned for in the City of Richmond Bicycle Plan. As shown in Figure 8, north of the Richmond Parkway the Goodrick Street bicycle path would terminate at a staging area at "B" Street, just south of the future park (existing Rod and Gun Club). From this staging area the multi-use (pedestrian and bicycle) path would traverse the public access corridor, following "B" Street southwesterly and turning to join the Parkway and the Bay Trail. A multi-use path would also be provided along the south bank of San Pablo Creek between the Bay Trail at the Richmond Parkway and the West Contra Costa County Landfill. The trail would continue along the northern shore of the landfill, parallel and on the bayside of the proposed bayshore roadway. Regional bicycle access into the plan area would be provided as part of the Bay Trail which would be constructed with Segment 4 of the Richmond Parkway through the plan area. This multi-use path would connect across San Pablo Creek, and northeast across the Southern Pacific Railroad tracks on the eastern edge of the plan area. The Bay Trail is intended to provide a direct bicycle connection with the Parchester Village residential area along the eastern edge of the Southern Pacific railroad tracks to Morton Avenue. An alternative means of bicycle connection would be the recommended emergency vehicle access from "B" Street to Morton Avenue via a gated, at-grade crossing over the Southern Pacific railroad tracks.

G. Projected Traffic Volumes

The roadway and circulation system developed for the Specific Plan is based in part on the future traffic needs of the plan area. The local street system established by the Specific Plan is designed to accommodate the traffic projected for 100 percent buildout. Volumes along the Richmond Parkway, Parr Boulevard and Goodrick Avenue will be within the roadway capacities provided by the plan. However, the combination of turning movements and through traffic at the Parkway intersections could lead to capacity problems at these intersections. Level of service projections at Specific Plan buildout in the year 2005 are shown in Table 4 for the planned Richmond Parkway, Parr Boulevard and Goodrick Avenue.
Table 4
YEAR 2005
PROJECT AT 100% BUILDOUT

<table>
<thead>
<tr>
<th>INTERSECTION</th>
<th>AM PEAK HOUR</th>
<th>PM PEAK HOUR</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parkway/Goodrick</td>
<td>D***</td>
<td>F</td>
</tr>
<tr>
<td>Parkway/Parr</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>Parr/Goodrick</td>
<td>AA/A*</td>
<td>CA/A</td>
</tr>
<tr>
<td>Parr/Third</td>
<td>AA/A**</td>
<td>AA/A</td>
</tr>
</tbody>
</table>

* Unsignalized level of service: southbound left, southbound right/eastbound left
** Unsignalized level of service: northbound left, northbound right/westbound left
*** Signalized level of service

The level of service calculations are based on full buildout of the Specific Plan in combination with projected cumulative traffic through volumes on the Richmond Parkway. All intersections would operate within acceptable level of service standards at both the A.M. and P.M. peak hours except the signalized intersection of the Parkway and Goodrick Avenue, which would operate at LOS F during the P.M. peak hour. Traffic at this intersection would experience an average delay beyond one minute during the P.M. peak hours. This is due to the combination of turning movements and through traffic volumes at this intersection. These projections are based on a worst-case scenario, with all development building at the maximum allowable floor area ratio. The Specific Plan would provide on-going monitoring of the traffic volumes in the plan area to determine if actual development would result in P.M peak hour level of service F for the Richmond Parkway/Goodrick Avenue intersection.

H. Transportation Demand Management (TDM) Techniques

As the Specific Plan area develops, traffic volumes both within and through the plan area will increase. Increases in travel demand and the serious constraints to roadway capacities have made it imperative to find solutions for reducing future traffic congestion on the local roadway system. Transportation Demand

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Management (TDM) techniques are measures implemented by private companies to reduce peak hour demands. Transportation System Management (TSM) measures are coordinated efforts by private companies, transportation agencies and local government agencies to reduce congestion on the roadway system by increasing vehicular occupancy and transit usage. As a newly developing area, these measures can be instituted as part of the development process as projects are built within the plan area.

TDM mitigation actions are designed to reduce the number of vehicle trips, shorten trip lengths, and change the timing of trips so that fewer people will travel during the most congested parts of the day. They encourage expanding the use of transit, carpools, vanpools, bicycling, and walking, with a focus on the home-to-work commute. Also included are efforts to promote alternative work hours. To the extent that such programs lower the number of vehicle miles of travel, they also have environmental benefits such as reduced automobile emissions and reduced gasoline consumption.


The Specific Plan incorporates alternative mode transportation systems into its circulation network. Bicycle and pedestrian access are provided throughout the Specific Plan area and connect into a regional trail system serving adjacent residential areas (see Figure 7). The trail system links directly to the Parchester Village residential community immediately adjacent to the east of the plan area. In addition, the Specific Plan calls for transit service to be expanded to the plan area.

New development will be required to develop TDM and TSM measures to reduce trips and contribute to the City's TDM program. The City must report annually to the Contra Costa Transportation Authority that they are complying with the County's program to reduce single-occupancy vehicles and/or increase alternate modes of travel. The City, if in compliance, receives funds under Measure C for transportation-related projects.

I. Emergency Vehicle Access

Proposed locations of emergency vehicle access in the Specific Plan area are described below. As the plan area develops, building placement, parking lot design, and individual lot access must be aligned to accommodate emergency access connections. Emergency vehicle access corridors should be a minimum of 20 feet in width.
1. "B" Street cul-de-sac

An emergency vehicle access connection from the cul-de-sac would be provided to the Richmond Parkway. This would be incorporated as part of the public access path between the Parkway and business parking areas adjacent to the cul-de-sac.

2. "B" Street north of Rheem Creek

An at-grade, gated railroad crossing would be provided to connect B Street with Morton Avenue.

3. "B" Street to "A" Street

Emergency vehicle access would be provided to connect "B" Street with "A" Street under the Parkway, east of Goodrick Avenue.

4. "A" Street cul-de-sac west of Goodrick

Emergency vehicle access would be provided in at least one location to the west of Goodrick Avenue, connecting "A" Street and Parr Boulevard.

5. "A" Street cul-de-sac east of Goodrick

Emergency vehicle access would be provided in at least one location east of Radiant Avenue.

J. Street Development Standards

Table 3 and Figure 8 provide recommended Specific Plan roadway dimensions and illustrate recommended roadway cross-sections. In addition, the following development standards for the circulation system would be incorporated into roadway designs:

1. Transition areas would be provided at each location where curb-to-curb and right-of-way widths change. Roadways would change gradually from widths with turn lanes to standard configurations.

2. Driveways would be spaced at least 150 feet apart. The number of driveway entrances should be limited to the greatest extent possible. Adjacent parcels should be served by a single driveway, if possible.
3. Long curb radii should be provided at intersections and driveways to accommodate truck turn movements.

4. On-street parking should be prohibited on all streets in the Specific Plan area to facilitate the flow of truck traffic and to maximize sight distances for turn movements to and from driveways.

K. Roadway Phasing

1. Richmond Parkway

Development of the Specific Plan is dependent on the construction and completion of the Richmond Parkway. Other roadway improvements in the Specific Plan area should be phased in conjunction with the Parkway. The status and phasing of the Richmond Parkway as of Spring 1991 in the Specific Plan area is as follows:3

- Sections 2 and 3, from Castro Street to Parr Boulevard: two lanes have been constructed with bridges over Wildcat and San Pablo Creeks; an additional two lanes are expected to be completed in January 1994.
- Section 4, from Parr Boulevard to Giant Highway: An alignment has been selected by the Richmond City Council to be open to public use June 1995. No decision has been made yet as to whether the Southern Pacific Railroad tracks will be crossed with an underpass or overpass.
- Section 5, from Giant Highway to San Pablo Avenue: grading has been completed; to be opened August 1994.

2. Other Roadways

Improvements to Parr Boulevard and Goodrick Avenue and the construction of "B" Street west of Goodrick Avenue should be completed in conjunction with Parkway improvements. The timing for construction of "A" and "C" Streets and "B" Street east of Goodrick Avenue will depend in part upon the sequence of development in the Specific Plan area. To encourage development of the entire Specific Plan area in the near future, Parr Boulevard and Goodrick Avenue should be fully constructed, then "A," "B" and "C" Streets should be constructed as development proposals require. A complete discussion of the roadway phasing implementation is contained in Chapter 7, Implementation Element, of this plan.

3Source: Robert Kosche, Engineer, Bechtel Corporation
Chapter 6
DESIGN GUIDELINES

A. Introduction

The design guidelines described and illustrated in this chapter are recommendations for site planning, building and open space relationships, architecture and landscape design. They should be used as criteria for preparing and/or reviewing development proposals, including expansions to existing uses, within the plan area. These guidelines are intended to create an integrated development pattern and theme while allowing design flexibility. Design specifics are left up to individual architects, landscape architects and developers, who are encouraged to design creative projects within these general guidelines.

The plan area, partially developed for industrial use, is dominated by views of San Pablo Bay, marshes along the shoreline, and long-distance views of the San Francisco skyline, Golden Gate Bridge and Mt. Tamalpais. This juxtaposition of natural and industrial landscapes offers an unusual design opportunity, and is the basis for the design concepts promoted in these guidelines. In order to meet the overall visual resource goal of the Specific Plan, new development in the area should observe the following four design principles:

1. Site and building design should recognize and complement the unique shoreline character of the area;
2. Site and building design should maximize visual and physical access to the shoreline and natural areas, while respecting their integrity and sensitivity.
3. Views of the marshlands, wetlands and bay should be ever-present from the developed areas, and the focus of building and site design.
4. All site development should be contained within landscapes consistent in character with the natural shoreline landscape.

Unlike the approach more common in suburban office/industrial parks, where transitional landscapes of varying degrees of formality "screen" or "buffer" development from surrounding areas, the approach in the North Richmond
shoreline area is to strive for architectural and site design that treats buildings as simple, attractive elements within the natural landscape. This approach could be compared with that used in the Sea Ranch development on the north coast of California, where buildings are contained within the natural landscape and designed to have minimum impact on the environment.

Typical landscape design concepts that screen and separate buildings from the natural landscape or extend development areas into the surrounding area should be reversed. Planting design around buildings and developed areas should recreate instead the natural shoreline landscape. Site development such as parking, storage, loading, and outdoor plazas or patios should be designed as an integral part of the building. These activity areas should be either enclosed within the building envelope or designed as "respectful guests" within the natural landscape.

B. General Design Guidelines

The following seven design guidelines describe and illustrate concepts that should be observed throughout the plan area, especially in the newly developing Office/Industrial Flex and Light Industrial districts. They are followed by guidelines for specific areas and design elements.
Guideline 1. Development should be sited and designed to maximize physical and visual access to the Bay shore.

- **Figure A.** Office uses and private open space areas should be oriented to take advantage of Bay views and other natural amenities.

- **Figure B.** Natural open space areas should be continuous through development areas and should connect individual adjacent parcels with the proposed trail network.

- **Figure C.** View corridors to the Bay along the Richmond Parkway should be maintained. Buildings adjacent to the Parkway should have simple facade treatments fronting to the Parkway.
Guideline 2. The environmental setting of the Bay shore and its environs should be respected and where appropriate enhanced.

- **Figure A.** Continuous open space surrounds the building envelope, breached only by a boardwalk to the shoreline access trail. Parking, service and refuse are all located away from the Bay. Parking is configured in small areas, screened from the shoreline, public access and roadway views.

- **Figure B.** Enhanced freshwater marsh adjacent to the Rheem Creek riparian zone.
Guideline 3. Building forms, materials and details should express a unique response to the environment and proposed land uses, as shown in these examples of office and industrial buildings at the shoreline.

- **Figure A.** This building incorporates existing industrial components with brick, corrugated steel siding and vertical wood siding.
- **Figure B.** Large scale office building includes pedestrian details such as sandblasted concrete paving, planters and bollards. Building materials include wood siding, exposed trusses, concrete and glass.
- **Figures C and D.** This complex of buildings uses similar forms and details as unifying elements. The roof forms and flattened arch element combine with architectural steel, industrial hardware, lighting and exposed steel trusses.
- **Figures E and F.** The deck element, pipe railing, bollards, wood siding and glass are common elements in these two different shoreline projects.
Guideline 4. Variety in parcel size and building form should be encouraged in a framework that establishes continuity and a cohesive development pattern.

- **Figure A.** Parcel #1 with Bay frontage shares parking, access and open space. The buildings are big but fenestration breaks up long facades, provides interest and human scale.

Parcels #2, #3, and #4 have smaller, individual buildings which provide variety and interest. Common open space connects these parcels with each other and helps promote the ideal of "buildings in the landscape". All parcels are linked to the public access corridor.
Guideline 5. Building masses are to be simple in form and of strong geometry. Signage and other attachments should be designed as part of the building.

- Figure A. Simple building forms are repeated creating a bold streetscape.

- Figure B. Simple facades utilize different forms and similar materials to create a diverse and interesting streetscape.

- Figures C and D. Massive, undifferentiated facades, poorly designed signage, and dominance of parking areas result in uninteresting and monotonous views from streets.
Guideline 6. Trails and public access corridors should be clearly delineated. Public access should be limited near sensitive habitat areas.

- **Figure A.** Public access provisions, such as signage, observation area and bike racks, should be sited adjacent to shoreline access path.

- **Figure B.** Pedestrian shoreline path within the public access corridor is bordered with concrete headers to provide delineation and protect natural areas within it.

- **Figure C.** Pedestrian signage provides access information.

- **Figure D.** Fence details and signage to limit access to sensitive habitat areas.
Guidelines 7. Design elements, such as landscaping, grading, lighting, monument signage, hardscape and accessing structures should be coordinated and used to create a cohesive image for the plan area compatible with the shoreline setting.

- **Figure A.** This dumpster enclosure and light standard are of the same character and built of the same materials as the adjacent building.
- **Figure B.** Hardscape, landscape, and signage are unified and convey a sense of entry at the "gateway" intersection.
- **Figure C.** Berming and landscaping combine as an effective screen. Berming should be used judiciously, with gradual and naturalistic changes in grade. Abrupt changes in grade and artificially high berms out of character with the low natural topography should be avoided.
- **Figure D.** Rustic bollards, anchor chain and wood bench are compatible in a shoreline setting.
C. Guidelines for Specific Areas and Design Elements

1. Site Planning and Building Design

a. **Lot Coverage.** Building coverage and paved areas should be minimized to the extent possible to reduce the potential for runoff into the adjacent wetland areas. Building and paved areas should be sited in clusters to provide adequate light and space between them.

b. **View Corridors.** Buildings should be sited in clusters to protect and maximize view corridors to the Bay and shoreline.

c. **Building Heights.** Buildings and structures should be reviewed for their compatibility with the shoreline and natural areas, and should not adversely affect the air, light, or visual quality of these features. Buildings over one story in height should be stepped back from the Public Access Corridor and Natural Conservation areas in order to minimize the mass of the building and a sense of encroachment into open space and natural areas.

d. **Relationship to Streets.** Fronts of buildings generally should be oriented to the street. In those areas where a lot also has frontage adjacent to a natural conservation area, the building design should take advantage of this setting, with an equal facade treatment, windows and other design features which create an interaction with the natural setting. In those areas where a lot also has frontage adjacent to the planned Richmond Parkway, the building faces fronting the Parkway should be designed to be attractive from the Parkway. Service areas should be screened from Parkway views, from streets, from the Public Access Corridor, and from Natural Conservation areas.

e. **Internal Open Space.** On-site open space can be used as a unifying element, especially in large parcel development. Open space should be continuous through any one development and should logically connect individual developments or parcels with other parcels and with the proposed trail network. Location of open space areas should consider sun exposure, wind protection and offer seating areas with opportunities to view adjacent natural areas.

f. **Parking Areas.** Parking areas need not be located in one consolidated area of a particular lot, but may be separated by landscaping and building elements. Landscaped areas should be provided in and around parking areas. Trees should be selected and located so that at least 25 percent of the public
parking area is covered by tree canopy within 10 years. (See Chapter 4, Section E, 3.e.4 for minimum tree planting requirements.)

g. **Entry/gateways.** Buildings at the entry points (Parr Boulevard and the Parkway, Goodrick Avenue and the Parkway) should be oriented toward and reinforce the gateway concept. These buildings will be highly visible and will set the tone for future development in the area. Special landscape paving and signage treatments should also be utilized to reinforce the gateway concept.

h. **Construction and Materials.** Building designs should be innovative and reflect the unique shoreline environment. Typical industrial developments utilizing concrete tilt-up buildings should be discouraged. Where tilt-up construction is used, appropriate surface treatment should be required. Facades of high quality, architectural-grade steel, masonry, corrugated iron and concrete, relieved with reveals, moldings, and punched openings are encouraged in the Office/Industrial Flex and Light Industrial district. The use of durable natural materials, such as sandblasted concrete, smooth stucco, corrugated steel and unfinished masonry should be encouraged if designed to fit the natural setting. Prefabricated metal buildings should not be permitted unless an exception is made by the City and County design review boards based on exceptional building detailing and site design.

2. **Lighting**

a. **Site Lighting.** All outdoor lighting should be directed down and screened away from adjacent properties, streets and Natural Conservation areas. Lights should not cause glare or excessive light spillage to adjacent sites. Intensity should be no greater than is required for vehicle and pedestrian safety. The standard heights of lights should be the minimum required to efficiently light parking areas and building entries.

b. **Accent Lighting.** Exterior architectural and site lighting should be used to highlight the facility’s entrances and architectural and landscape features. Up lighting should be concealed or otherwise positioned in such a manner that the light source cannot be seen from any property line of the site on which the light is located. Floodlighting or spot lighting of architecture, graphics, or natural features should not create spillage of light onto adjacent properties.

c. **Walkway Lighting.** Standard, pole, bollard and wall-mounted fixtures should be allowed. Pole and wall-mounted fixtures mounted above six feet (6’) should be of a down-light or cut-off type.
d. Parking Area Lighting. Light standard heights should not exceed the height of the roof line of the building(s) which the parking area serve(s). Standards, poles and fixtures should be uniform in color and should be compatible with the architecture and color of the building. All lighting fixtures should be restricted to down-light or cut-off types. Low-pressure sodium lighting or lighting of a similar color should not be used.

3. Landscape Design

Although landscape for individual site developments may vary in character, materials and design, the natural shoreline landscape should be the unifying design concept for the plan area.

a. Landscape design should respond to the natural conditions found near the shoreline. The use of native grasses and other indigenous salt and drought-tolerant plant materials is encouraged.

b. All landscape design should be designed to minimize impacts on natural conservation areas.

c. A limited palette of major plant species can effectively create a strong, clear image of the Specific Plan area. Plant species should be visually compatible with shoreline conditions. Native species or those adapted to the climate and region are preferred.

d. All landscape design should conform to the City of Richmond’s Urban Forest Management/Master Plan and Landscape Design and Development Guidelines and County Ordinance No. 90-59 (Water Conservation Landscaping in New Developments).
e. Use of natural paving materials, textures and colors can enhance the character of pedestrian areas and relate them to the natural setting. Porous paving materials, such as stabilized decomposed granite, should be used where appropriate to reduce the amount of surface runoff and to reduce concentration of runoff.

f. Maintenance programs should be developed for landscaped areas that recognize the special nature of the area. Use of fertilizers, herbicides and pesticides should be limited.

g. Irrigation. Low water use plant materials and well-controlled irrigation systems should be used to limit freshwater runoff to natural conservation areas, especially marshlands. Automatic irrigation systems should be installed in all landscaped areas. The irrigation systems should be designed to minimize overspray into natural conservation areas.

h. Individual landscape plans should be compatible with and reinforce the Streetscape Plan as shown in Figure 9 and Table 5.

i. Public landscaping improvements should be constructed in coordination with the construction of private landscaping improvements, when public funding for such is identified, programmed and available.
4. Roadways

The Streetscape Plan shown in Figure 9 identifies streetscape concepts associated with roadways in the Specific Plan. The Circulation Plan (Figure 8) identifies the hierarchy of roadways within the plan area.

a. Goodrick Avenue. The streetscape on Goodrick Avenue should reflect that of a contemporary boulevard serving research and development and office uses. Between Parr Boulevard and the Richmond Parkway, a single species of street tree such as sycamore or alder, planted at a consistent 30-foot interval along its length will establish this as the main boulevard serving the area. Trees should be coordinated with street lighting to create a simple repetitive pattern. Tree type should be tall and have a branching pattern to accommodate an eight-foot clear space for pedestrians. North of the Parkway this theme continues in the "gateway" but changes north of "B" Street, where Bay views are most prominent. Trees in this area are planted in groves at
intersections only, and Goodrick is left open for Bay views with shrub and grass plantings in the right-of-way. Species should be compatible with shoreline landscapes, and could include willows and myoporum. Trees should be planted in planting strips between curb and sidewalk. Shrub and groundcover planting in these strips should be drought tolerant.

b. Richmond Parkway. The planned Richmond Parkway will have substantial landscape within its right-of-way. (Suggested plantings are compatible with recommendations of the City’s Richmond Parkway Visual Design Guidelines for Section 4 of the Parkway, with the sycamore and Lombardy poplar as signature trees. Parcels adjacent to the Parkway should develop landscape plans to complement and reinforce Parkway concepts. The planting concept for the Parkway edges includes a double row of tall screen trees (i.e., Lombardy Poplar) along the entire southern and most of the northern sections of the Parkway. One area, designated as a view corridor, will be planted only with low shrubs and groundcovers to provide views of the Bay. The landscaping for the Parkway should be extended to include entire gateways and not just the Parkway right-of-way.
Table 5  
**STREETSCAPE PLAN**  
**LANDSCAPE TREATMENTS**

<table>
<thead>
<tr>
<th>Symbol</th>
<th>Location</th>
<th>Treatment</th>
<th>Plant Type</th>
<th>Suggested Species</th>
</tr>
</thead>
<tbody>
<tr>
<td><img src="image1" alt="Symbol" /></td>
<td>On both sides of Parkway, except at view corridors</td>
<td>Parkway plantings</td>
<td>Upright, vertical screen trees</td>
<td>Double row of Lombardy poplars</td>
</tr>
<tr>
<td><img src="image2" alt="Symbol" /></td>
<td>On both sides of Parr Boulevard, A Street, and Goodrick Parkway</td>
<td>Boulevard street trees</td>
<td>Large, broadleaf evergreen or deciduous canopy trees</td>
<td>Sycamore</td>
</tr>
<tr>
<td><img src="image3" alt="Symbol" /></td>
<td>On north side of intersection of Goodrick Avenue and Richmond Parkway</td>
<td>Entry planting</td>
<td>Same as Boulevard Street tree, supplemented with flowering accent trees and groundcover</td>
<td>Red maple or Chinese flame tree</td>
</tr>
<tr>
<td><img src="image4" alt="Symbol" /></td>
<td>On inland side of street intersections north of Parkway</td>
<td>Intersection plantings</td>
<td>Broadleaf deciduous grove trees</td>
<td>Alders</td>
</tr>
<tr>
<td><img src="image5" alt="Symbol" /></td>
<td>On both sides of streets north of Parkway</td>
<td>Street plantings</td>
<td>Shrubs and groundcovers, compatible with natural shoreline vegetation</td>
<td>Willows, myoporum, rhus, sydney golden wattle, rockrose</td>
</tr>
<tr>
<td><img src="image6" alt="Symbol" /></td>
<td>On both sides of Rheem Creek</td>
<td>Riparian plantings</td>
<td>Native or adapted riparian area trees and shrubs</td>
<td>Willow, buckeye, hazelnut, coffeeberry, plus understory</td>
</tr>
<tr>
<td><img src="image7" alt="Symbol" /></td>
<td>On landfill site</td>
<td>Shoreline plantings</td>
<td>Compact groves of tall windbreak trees</td>
<td>Lombardy poplars, Monterey cypress and pines</td>
</tr>
</tbody>
</table>
Figure 9  Streetscape  11 x 17
c. **Secondary Streets ("A", "B", and "C").** The proposed second-tier streets should have an informal streetscape. The objective is to retain open views from these streets and create a streetscape compatible with the natural shoreline.

d. **Gateway Planting.** The introduction of the Richmond Parkway will create two distinct opportunities for "gateway" treatments. Where the Parkway crosses the San Pablo Creek Bridge, northbound views to the Bay should be framed and maintained. This is also the first impression of the Specific Plan area for motorists from the south. The gateway should be emphasized with planting, signage and special paving treatments. Another gateway opportunity in the area is the intersection of Goodrick Avenue and the Richmond Parkway. A signalized intersection will provide increased visibility of the area from this location. The planting should be consistent with that along the Parkway, but further strengthened to incorporate the Goodrick "boulevard" planting theme. The gateway to the north should be emphasized with monument signage and special paving.
5. Public Access

Public access to the shoreline occurs within the Public Access Corridor, and in Parks and Open Space areas connected to the Public Access Corridor. The Bay Trail also provides public access to the shoreline and to other parts of the plan area. It is proposed as a 12-foot wide hard surface trail separated from the Richmond Parkway roadway with a planting strip. Figure 7, Public Access and Trails, shows the proposed trail locations and public access opportunities recommended by the Specific Plan.

In addition to the required development standards for public access trails in Chapter 4 of this plan, the following design guidelines are recommended:

a. Stabilized decomposed granite surfaces, or other porous paving material, should be used wherever appropriate to minimize surface water runoff. The trails and paths can be separated from natural vegetation with a continuous
concrete header which will also decrease maintenance of the path, and provide
guidance for wheelchair users and the blind.

b. **Sidewalks.** On roadways adjacent to the Public Access Corridor,
sidewalks should be located only on the side of the roadway where
development will occur. The side of the roadway adjacent to the Public Access
Corridor should be separated from the public access path or trail by a
landscaped area and curb.

c. **Public Access Design Elements.** Design elements in public access areas
such as benches, information kiosks and bicycle racks should be minimal and
simply designed, consistent with the natural shoreline and historic bay land
environment. Natural materials should be used wherever possible, and the
range of design elements should be limited.

d. **Handicapped Access.** All public access facilities, including but not
limited to telephones, paths, trails, restrooms, drinking fountains, parking,
gates, signing and seating, should be designed to be accessible to people with
mobility handicaps and safe for use by people with visual handicaps. All
features of every plan containing public access facilities should be reviewed to
ensure that the intended accessibility and safety have in fact been provided for.
Chapter 7
IMPLEMENTATION ELEMENT

A. Introduction

The Specific Plan will be implemented through a combination of public and private actions and investments. This element identifies the regulatory, financial, development and conservation measures necessary to achieve the Specific Plan. There are seven parts to this Implementation Element.

- Actions required for adoption of the North Richmond Shoreline Specific Plan
- Development review and approval process
- Employment Development Programs
- Richmond Enterprise Zone
- Infrastructure improvements
- Hazardous waste remediation
- Natural conservation implementation actions

B. Actions Required for Adoption of the North Richmond Shoreline Specific Plan

The City of Richmond and Contra Costa County have taken the following actions prior to adoption of the North Richmond Shoreline Specific Plan:

- Certify the North Richmond Shoreline Specific Plan EIR.
- Amend City of Richmond General Plan and adopt rezoning as necessary.
- Amend Contra Costa County General Plan and adopt rezoning as necessary
1. **Required Changes to the City of Richmond General Plan**

The Specific Plan amends and implements the City of Richmond General Plan and the Richmond Coastline Plan for the designated Specific Plan area within the Richmond city limits.

a. For the Specific Plan to be consistent with the City of Richmond General Plan, amendments to the General Plan and Coastline Plan maps were made as follows:

- Change the circulation pattern to reflect the circulation pattern of the Specific Plan, including the Richmond Parkway alignment;
- Identify on the General Plan Map the Rod and Gun Club parcel as Parks and Open Space and Natural Conservation;
- Adopt the Natural Conservation and Public Access Corridor designations shown on the Specific Plan Land Use Map;
- Change the lands southeast of the Richmond Parkway alignment from Special Industry to General Industrial designation consistent with the Specific Plan's Heavy Industrial category;
- Change the lands west of the Parkway and north of Parr Boulevard from General Industrial to Special Industrial designation consistent with the Specific Plan's Light Industrial category;
- Change the lands north of the planned Parkway designated for Agriculture to Special Industry designation consistent with the Specific Plan's Office/Industrial Flex category;
- Change the Coastline Plan map to reflect the changes outlined above for the General Plan Land Use map;
- Change Plate 5 of the Coastline Plan to identify the Rod and Gun parcel as Parks and Open Space and Natural Conservation; and
- Change the Plate 13 of the Coastline Plan to reflect the new trail alignments and public access corridors.

b. The General Plan Open Space & Conservation Element has been amended to reflect the Natural Conservation and Public Access Corridor designations on the Specific Plan Land Use Map.

c. Map 5 of the Safety Element has not been updated to reflect flood control improvements in the area. The areas of flood hazard would be further revised when Plan-recommended improvements are made to the Rheem Creek
flood channel. Map 5 of the Safety Element has been changed to reflect current and future flood hazard conditions.

2. **Relationship to the City of Richmond's Draft Zoning Ordinance**

The City of Richmond is anticipating adopting the Draft Zoning Ordinance prior to adoption of the Specific Plan. Most of the land use designations and development standards proposed by the Specific Plan are consistent with the zoning categories and requirements of the City's proposed Draft Zoning Ordinance. There are some land use designations, however, which are not now included in the Draft Zoning Ordinance. These include the Class I waste disposal site, Natural Conservation, and Public Access Corridor land use designations. Regulations and provisions of the most applicable zoning district apply to areas designated for these land uses, subject to determination by the Planning Director. Table 6 shows the relationship between Specific Plan land use designations and the most applicable City and County zoning districts.

The North Richmond Specific Plan is intended to supersede the existing zoning code within the designated areas of the plan. The Specific Plan, however, does not cover the entire range of issues addressed by the City's zoning and subdivision ordinances and the building code. For uses, standards, regulations, or procedures not expressly addressed by the Specific Plan, the provisions of all other City regulatory ordinances remain in effect.

Lands within the plan area have been rezoned to be consistent with the land use designations shown on the Specific Plan Land Use Map. The most applicable zoning districts are shown in Table 6.

3. **Required Changes to the Contra Costa County General Plan**

Contra Costa County adopted a new General Plan in January 1991. The land use map designates the unincorporated area of the Specific Plan for Open Space and Light Industrial uses. A small area is also designated for Heavy Industrial uses at the northwest corner of Radiant Avenue and Parr Boulevard. The County has processed a General Plan Amendment concurrent with the Specific Plan to ensure consistency. The County's General Plan has been amended in the following ways for the Specific Plan for consistency with the County plan:
<table>
<thead>
<tr>
<th>Specific Plan Land Use Designation</th>
<th>Draft City Zoning Ordinance</th>
<th>County Zoning Ordinance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Heavy Industrial</td>
<td>Section 15.04.330 M-3: Heavy Industrial</td>
<td>Chapter 84-66 Planned Unit District</td>
</tr>
<tr>
<td>Light Industrial</td>
<td>Section 15.04.320 M-2: Light Industrial</td>
<td>Chapter 84-66 Planned Unit District</td>
</tr>
<tr>
<td>Office/Industrial Flex</td>
<td>Section 15.04.310 M-1: Research and Development District</td>
<td>Chapter 84-66 Planned Unit District</td>
</tr>
<tr>
<td>Parks and Open Space</td>
<td>Section 15.04.420 CRR: Community and Regional Recreational District</td>
<td>Chapter 84-66 Planned Unit District</td>
</tr>
<tr>
<td>Natural Conservation</td>
<td>Section 15.04.420 CRR: Community and Regional Recreational District and SFD: Special Feature District (Overlay)</td>
<td>Chapter 84-66 Planned Unit District</td>
</tr>
<tr>
<td>Class I Waste Disposal Site</td>
<td>Section 15.04.330 M-3: Heavy Industrial District and Section 15.04.820.020 Hazardous Materials</td>
<td>Section 84-66 Planned Unit District and Section 84-63 Land Use Permits for Development Projects Involving Hazardous Waste or Hazardous Material</td>
</tr>
<tr>
<td>Public Access Corridor</td>
<td>Section 15.04.420 CRR: Community and Regional District and SFO: Special Feature District (Overlay)</td>
<td>Chapter 84-66 Planned Unit District</td>
</tr>
</tbody>
</table>
• Change the circulation pattern to reflect the street and trail alignments of the Specific Plan circulation system;
• Change the land use designation southeast of the Richmond Parkway alignment from Light Industrial to Heavy Industrial;
• Change the Open Space designations where appropriate to Light Industrial; and
• Extend the urban limit line shown in the General Plan to include Specific Plan areas designated for Heavy Industrial, Light Industrial, and Office/Industrial Flex.

4. Relationship to the Contra Costa County Zoning Ordinance

As shown in Table 6, the Planned Unit District (Chapter 84-66 of the Contra Costa County Zoning Ordinance) applies to all Specific Plan areas within the County. The Planned Unit District requires development review of all applications within the district.

5. Relationship of the Specific Plan to the California Environmental Quality Act

A program Environmental Impact Report was prepared for the North Richmond Shoreline Area Specific Plan which assesses the impacts of the Plan. The program EIR was certified by the City's Environmental Assessment Panel prior to adoption of the Specific Plan. Individual future projects within the prescribed intensity and/or location of development as assessed in the program EIR need to address only the site-specific impacts of the project identified in the initial environmental review. If issues raised in the environmental review of a project were not considered as part of the program EIR, a project EIR may be required. All general impacts already addressed in the program EIR need not be included in the project EIR.

For projects located entirely within the City's jurisdiction of the Specific Plan area, the City of Richmond shall be the lead agency for CEQA review. For projects located entirely in the unincorporated portion of the Specific Plan area, Contra Costa County shall be the lead agency. The East Bay Regional Park District may also take the lead agency role on District projects within either jurisdiction.
6. Procedures for Amending the North Richmond Shoreline Specific Plan

Requests to amend the Plan may be made at any time to the City or County for lands within their respective jurisdictions. All amendments shall be mutually referred between the City and County for review and comment, and shall be considered for approval by the Richmond City Council and the County Board of Supervisors.

C. Development Review and Approval Process

1. Standards

The development standards set forth in Chapter 4, Land Use shall be adopted by resolution and shall apply to all new development, substantial rehabilitation, construction or additions to existing buildings within the Specific Plan area. For the purposes of this plan, “development” includes the physical placement or erection of any building or structure. “Substantial rehabilitation” includes exterior changes to a building or its site, such as modernization, remodeling, alteration, landscaping, or other physical change to existing structures or the site.

2. Design Review Process

All development proposals and substantial rehabilitation projects within the Specific Plan area shall be subject to Design Review. Design Review ensures that development proposals are visually and physically integrated with one another and with the natural surroundings of the Specific Plan area.

Prior to submitting a development application, project applicants shall meet with a representative of the City’s Planning Department or the County’s Community Development Department, and the County Redevelopment Agency to discuss project concept plans and the permit application process. At this time, City or County representatives shall inform the applicant as to what information must be included, as well as whether supplemental information will be required on the development application. Critical environmental and/or development issues, if any, will be identified at this time.

The compatibility between the proposed project and the overall concepts and spirit of the Specific Plan shall be considered by the Development Review Committee hearing body as the primary basis of approval when evaluating each development proposal. The project will be reviewed for consistency with
Specific Plan provisions, including the Design Guidelines in Chapter 6, and compliance with stated Specific Plan provisions shall become the basis for approval.

As part of the Design Review process, the seam between two adjacent projects should be carefully considered. This is especially important because the landscape and streetscape improvements will be implemented by private developers. In order to ensure a consistent landscape and streetscape throughout the Specific Plan area, each developer's designs should adhere to the standards and guidelines set forth in Chapters 4 and 6 of the Plan.

3. Conditions of Approval

Conditions of approval may be used for the following purposes in the North Richmond Shoreline Specific Plan area to:

- Secure public access to the shoreline and dedication of conservation easements or other property interest for the purpose of protecting sensitive wildlife in Natural Conservation areas of the Specific Plan;
- Implement the design guidelines established in this plan for landscaping, streetscaping and trail development;
- Require hazardous waste remediation where applicable;
- Secure infrastructure financing and construction arrangements (such as agreement to enter into an assessment district or some other financing mechanism or provision of development fees);
- Install utilities, streets, and streetscape improvements located between the curb and the property line;
- Require improvements necessary to mitigate a proposed project's share of significant and/or cumulative environmental impacts that may occur both on- and off-site (e.g., for traffic, drainage, water or sewer).

In cases where the streetscape improvements extend beyond the existing property line, dedication of right-of-way may be required. In these cases, following installation of the streetscape improvements, the developer is required to dedicate the property between the existing property line and the new property line to the City of Richmond for properties in the City's limits; or to Contra Costa County for properties in the unincorporated area of the Specific Plan.

As conditions of approval involving properties adjacent to the Natural Conservation designation, the City and County shall:
• Require public access easements in the Public Access Corridor, as identified in the Specific Plan.

• Obtain dedication of conservation or public access easements or irrevocable offers to dedicate such easements, to public agencies or non-profit organizations for private land which is within the Natural Conservation district or Public Access Corridor.

D. Employment Development Programs

One of the three main policies of the Specific Plan is to encourage development which will provide increased job opportunities, primarily for residents in the surrounding area. Programs are identified below which can make employment opportunities accessible and maximize the public benefits accruing to local residents. These employment assistance programs would be undertaken by the City of Richmond or Contra Costa County.

1. Hire Richmond Program

The Hire Richmond Program would encourage employers located in the area to seek out and identify Richmond residents, particularly minorities and women, for employment opportunities. The program would give Richmond residents preferential access to jobs at all skill levels. The City should encourage employers locating in the Specific Plan area to outline recruitment policies, and to utilize the services of organizations such as the Richmond Private Industry Council (PIC).

2. First Source Program

Under the First Source Program, the City would encourage employers in the project area to provide entry-level jobs to high unemployment groups in Richmond. Under the program, employers would use local training and recruitment agencies, as the first source to fill entry-level openings. The City would agree to provide job-ready candidates through existing agencies.

3. Initial Resource Policy

The County Initial Resource Policy would encourage employers in the unincorporated part of the project area to seek out and identify prospective employees as well as provide jobs for North Richmond residents. The County would work through existing agencies to provide job-ready candidates.
4. Apprentice Program

The City of Richmond and Contra Costa County should work with the trade unions, contractors, and other parties to develop and implement an effective apprenticeship program. Especially during the construction period, apprenticeship programs shall be utilized to give Richmond residents job experience and training. Working with the labor unions and contractor associations, the City and County should try to achieve a ratio of one (1) apprentice to every three (3) journey workers.

5. Salary Stipend Program

Employers may be unable to train and employ marginally-skilled workers. To provide an incentive to employ and train workers, a salary stipend program might be utilized. Under the program, a portion of the first year's salary of eligible workers hired and trained by firms locating in the project area, would be paid for by the City or County. Resources for the program might come from tax increment, revenues or other redevelopment project area funding sources.

6. Referral Service

Resources should be dedicated to establishing an unemployment assistance and referral service. Existing providers, such as the Richmond Private Industry Council, might be utilized to provide this service. Referral services would include assessment and testing, employee database and referral, employment counseling, vocational training, pre-apprenticeship education and preparation, job training, skill upgrading, and related activities.

7. Summer Intern Program

The City should work with employers locating in the Specific Plan area to establish a Richmond summer intern program whereby Richmond residents satisfying predetermined academic requirements (e.g. 2.00 grade point average) would receive preference for summer employment positions.

8. Commercial and Small Business Participation
The proposed development will create significant commercial and business opportunities. Entrepreneurism and small business should be developed and marketed as an alternative to employment. Small business can provide meaningful employment and income for Richmond residents. The following potential programs could be utilized to provide business opportunities to Richmond residents, particularly to minorities and women:

a. **Minority Business Enterprises (MBE).** To the maximum degree possible, MBEs should be utilized for work to be performed in connection with the planning and design for each land use during the pre-construction phase. Priority should be given to qualified local minority business enterprises.

b. **Construction/Subcontracting Program.** The City and County could establish a construction/subcontracting program for MBEs, particularly those owned by Richmond residents. As part of this program, the City and County should explore providing bonding assistance to qualified MBEs.

c. **Business Resource Center.** Many small and minority-owned businesses lack sufficient business management experience. Management and technical assistance should be provided to maximize the potential for Richmond residents to take advantage of small business opportunities generated by the project. Management assistance could include:

- Marketing and outreach
- "How to" courses and instructional materials
- Franchise database
- Financial, tax, and technical assistance
- Capital assistance (loan guarantees, below market rate interest, etc.)

The Richmond Private Industry Council is broadening its programs to facilitate the purchase of goods and services from local business development, and could be utilized in this effort.

d. **Local Business Vendor Program.** The City should establish its programs to facilitate the purchase of goods and services from local business, particularly those owned by Richmond residents and minorities. As example, the landscape, maintenance, janitorial or security services might be provided by a local small
minority-owned business that would agree to hire and train local workers.

e. MBE Tenants Program. The City should establish a program whereby MBEs (particularly those owned by Richmond residents) would be given assistance to secure tenancies in the development. The assistance should include, but not be limited to lease write-downs of commercial space.

E. Richmond Enterprise Zone

The City of Richmond has established an Enterprise Zone in the central, south and north parts of the City. The zone lies south of the North Richmond Shoreline Plan area. The Enterprise Zone is an area within which the State of California offers special tax incentives to businesses that purchase machinery or hire new employees from targeted groups. The goal of an Enterprise Zone is to create an environment that fosters business growth and expansion, the product of which is new job opportunities. The State of California offers five tax incentives to businesses within the zone. They are:

1. Hire credit for part of the wages paid to eligible new hires. Over a five-year period, this could mean up to $20,000 per employee.

2. Sales and use tax credit for the full amount of sales and use tax paid on specific machinery bought for use in the Enterprise Zone.

3. Business expense deduction for depreciable, tangible property. Businesses in the Enterprise Zone can deduct up to $10,000 per item.

4. Net operating loss carryover to future years to reduce the amount of taxable zone income.

5. Net interest deduction for lenders who make loans in the zone. Lenders can deduct net interest income made on certain loans to businesses within the Enterprise Zone.

In order to promote business growth and, in turn, create new jobs, the City and County should apply as a priority to the State to extend the Enterprise Zone boundaries to include the North Richmond Shoreline Plan area.
F. Infrastructure Improvements

This section outlines the actions the city and the county will need to take to provide the circulation and other infrastructure improvements for the North Richmond Shoreline Area.

1. Infrastructure Master Plan

Successful implementation of the North Richmond Shoreline Infrastructure Master Plan Specific Plan will require specific infrastructure improvements to attract new private development and investment in the Specific Plan area. An Infrastructure Master Plan should be prepared to provide detailed estimates of the capital costs of the facilities improvements as well as estimates of ongoing operation and maintenance costs to the jurisdictions affected, including the East Bay Municipal Utilities District, the West Contra Costa Sanitary District, the City of Richmond, Contra Costa County, and the West Contra Costa County Flood Control District.

2. Required Capital Improvements

The infrastructure systems (roads, water delivery, sewer collection and storm drainage) in the North Richmond Shoreline Area are generally not adequate to support the type and amount of development allowed under this Specific Plan. Sewer and water systems are near capacity for the development that presently exists in the area. The circulation system and parcel configuration in some areas of the Specific Plan will require realignment of sewer, water and drainage systems. Table 7 indicates the capital improvement needs in the planning area and associated benefits that will affect either all property owners or some individual property owners in the Specific Plan area.

a. Circulation. The planned Richmond Parkway is a key component to the implementation of the Specific Plan. Construction of the Parkway is partly funded through Measure C funds from the Contra Costa County Transportation Authority. Additional funding is from Regional Measure 1, the State Transportation Improvement Program (STIP), City redevelopment funds, developer fees, and contributions from assessment districts and the private sector.
## Table 7
CAPITAL IMPROVEMENT NEEDS IN THE PLAN AREA
AND ASSOCIATED PROPERTY OWNER BENEFITS

<table>
<thead>
<tr>
<th>Type of Improvement</th>
<th>Improvements That Benefit All Property Owners</th>
<th>Improvements That Benefit Individual Property Owners</th>
</tr>
</thead>
</table>
| Streets and Parking                  | • Widening of all existing roads throughout the Specific Plan area where unaffected by the Richmond Parkway alignment | • Extension of new collectors into new and existing parcels.  
• Creation of driveways and curb cuts.  
• On-street parking where allowed. |
| Water Distribution System            | • Off-site water main expansion at Brookside, Giant Road and Parr Blvd. | • All water main realignments in the Freethy/Elmar/Goodrick area.  
• All water main extensions from existing mains following proposed local collector alignments. |
| Sewer Collection System              | • Expansion of sewer main along Parr Blvd. | • All sewer main relocations in the Freethy/Elmar/Goodrick area.  
• All water main extensions from existing mains that follow proposed local collector extension alignments. |
| Storm Drainage Collection System     | • Installation of storm drain system to drain area into city system or into detention ponds for use in wetlands | • All public storm drainage improvements that connect private property to the storm drain system |
| Shoreline/Wetland Restoration        | • Restore shoreline/natural areas for regional ecological benefit | • All shoreline marsh restoration benefiting properties adjacent to natural conservation and wetland areas with natural amenities. |

Source: Brady and Associates.
The Parkway's alignment will preempt a portion of Freethy Boulevard at Goodrick Avenue and the intersection of Elmar Court at Freethy Boulevard. This alignment will result in the reconfiguration of access to the Freethy Industrial Park subdivision. Design and construction of "B" Street west of Goodrick Avenue should be completed as part of the Parkway project.

The Parkway alignment will also create a triangular remnant parcel on the Rhone-Poulenc property immediately north of the FMC property in the southeastern corner of the Specific Plan area. Access to this parcel will be provided from Goodrick Avenue. Design and construction of "A" Street should be completed as part of the Richmond Parkway project.

The following actions are to be implemented as the plan area develops:

**Action 1.** Reservation of the appropriate rights-of-way shall be required as parcels along each proposed new roadway are developed. The City and County's subdivision review processes should assure that the rights-of-way of "A", "B", and "C" streets are reserved during review of tentative maps.

**Action 2.** The City should monitor increases in traffic volumes as development of the Specific Plan area occurs and, when warranted, require that developers install a signal at the Goodrick Avenue/"B" Street intersection.

**Action 3.** A comprehensive program of Transportation Demand Management (TDM) and Transportation Systems Management (TSM) measures should be jointly developed and adopted by the City of Richmond, Contra Costa County, the West Contra Costa Transportation Advisory Committee, the Contra Costa County Transportation Authority, AC Transit and the Metropolitan Transportation Commission in conjunction with local employers. Such a program should be composed of the following components:

1. **Capacity-Building Measures.** Low-cost capital improvements to increase the capacity of the system such as:
   - Synchronization of traffic signals
   - Restrictions on driveway spacing
   - Provision of off-street bus stops and turn-outs
   - Selective truck routing
   - Restriction of turning movements
   - Signing and roadway marking revisions
2. **Trip Reduction Measures.** Steps which decrease the quantity of traffic generated by a given project, accomplished by reducing single and double occupant vehicle use, such as:

- Enactment of ridesharing/carpooling/vanpooling incentive programs by new development;
- Promotion of staggered work hours/flextime/compressed work week
- Requirement that parking lots be designed with drop-off areas and preferential parking stalls for carpools and vanpools;
- Construction of sidewalks, bike lanes and pedestrian walkways;
- Mandatory construction of showers and bicycle storage facilities; and
- Promotion of employer-paid transit subsidies.

Under the Measure C program, all projects in Contra Costa County large enough to generate more than 100 vehicle trips in the peak hour are subject to traffic impact analysis. If the proposed project would be inconsistent with adopted level of service standards, the proposed project must implement alternative commute programs, which can include the measures described above.

3. **Public Transit Provisions.** Transit service and transit facilities, including provision of passenger shelters within the Specific Plan, should be improved to increase transit usage and reduce traffic. Transit operating or pass subsidies should be considered to encourage transit ridership. Actions to improve public transit include:

- Work with AC Transit to develop a plan to provide adequate transit service to the plan area;
- Provide for bus pull-outs and shelters at bus stops to serve the area; and
- Coordinate the location of bus stops with public access provisions.

b. **Water Supply.** EBMUD has sufficient capacity to serve the area.\(^1\) There are no pumping stations in the Specific Plan area and none will be required as a result of development allowed under the Plan. However, off-site and on-site improvements to water mains to provide adequate source and realignment of the distribution system, for maintenance, and to conform with the revised street configuration of the Specific Plan will be required. Table 8

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\(^1\)Bill McGowan, Associate Civil Engineer, EBMUD, personal communication, June 14, 1991.
describes existing water mains in the area. Recommended off-site and on-site improvements are the following:

Off-Site Improvements:
- Water will be provided by the Sobrante Center facility in El Sobrante through a gravity system that leads to a 48-inch main at Brookside Drive and Rumrill Road in San Pablo. The water main at Brookside Drive will need to be expanded along Giant Road to Parr Boulevard where 12-inch mains currently exist.
- An 8-inch water main under Morton Avenue could be enlarged and extended to serve the office/industrial flex space north of Rheem Creek if service could not be extended from Goodrick Avenue.

On-Site Improvements:
- Upgrade 12-inch mains along Parr Boulevard and Goodrick Avenue.
- Upgrade and relocated 8-inch mains along Freethy Boulevard, Maas Avenue, Elmar Court.
- Extend main past the Rod and Gun Club on Goodrick Avenue.
- Acquire water district easements along proposed new roadways, as shown in the Circulation Element, and extend mains in conjunction with roadway construction and property development.

c. Sewer Collection. Sewer collection and treatment for the planning area is provided by West Contra Costa County Sanitary District. Table 8 describes existing sewer mains in the area. The District indicates that no off-site improvements would be required. As with water distribution/delivery mains, sewer mains would need to be relocated in the area of Freethy Boulevard and Elmar Court near Goodrick Avenue to follow the proposed alignment of the local collector street in the Specific Plan area. The 33-inch and 48-inch mains under Parr Boulevard between Garden Tract and Goodrick Avenue and the Santa Fe and Pacific Railroad tracks are capable of accommodating future growth, depending upon the actual uses that develop.²

²Mike Allendorfer, Senior Civil Engineer, West Contra Costa Sanitary District, June 19, 1991.
### Table 8
EXISTING WATER AND SEWER MAINS

<table>
<thead>
<tr>
<th>Location</th>
<th>Water Main</th>
<th>Date Installed</th>
<th>Sewer Main</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>ON-SITE</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Parr Blvd. between Garden Tract &amp; 3rd</td>
<td>8&quot;</td>
<td>1961</td>
<td>33&quot;</td>
</tr>
<tr>
<td>Parr Blvd. between 3rd &amp; Goodrick</td>
<td>12&quot;</td>
<td>1955</td>
<td>33&quot;</td>
</tr>
<tr>
<td>Parr Blvd. between Goodrick &amp; SPRR</td>
<td>8&quot;</td>
<td>1937 &amp; 1952</td>
<td>24&quot;</td>
</tr>
<tr>
<td>Goodrick Ave. between Parr Blvd &amp; Maas</td>
<td>12&quot;</td>
<td>1957</td>
<td>15&quot;</td>
</tr>
<tr>
<td>Goodrick Ave. north of Maas/Freethy</td>
<td>No main</td>
<td>N/A</td>
<td>No main</td>
</tr>
<tr>
<td>Freethy Blvd.</td>
<td>8&quot;</td>
<td>1966</td>
<td>8&quot; w/force main to Goodrick main</td>
</tr>
<tr>
<td>Maas Avenue</td>
<td>8&quot;</td>
<td>1957</td>
<td>8&quot;</td>
</tr>
<tr>
<td>Elmar Court</td>
<td>8&quot;</td>
<td>1982</td>
<td>8&quot;</td>
</tr>
<tr>
<td><strong>OFF-SITE</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Service to N. Richmond Shoreline Area would likely come from a 48&quot; main at Brookside Dr. &amp; Rumrill Blvd.</td>
<td>48&quot;</td>
<td>1961</td>
<td>N/A</td>
</tr>
<tr>
<td>Giant Road between Brookside Dr. &amp; Parr Blvd.</td>
<td>12&quot;</td>
<td>1951</td>
<td>N/A</td>
</tr>
<tr>
<td>Morton Avenue (Parchester)</td>
<td>8&quot;</td>
<td>1966</td>
<td>N/A</td>
</tr>
<tr>
<td>Collins Road</td>
<td>12&quot;</td>
<td>1946</td>
<td>N/A</td>
</tr>
</tbody>
</table>

Source: EBMUD; WCCSD; Brady and Associates
N/A = Not applicable.

New sewer mains required for development in the planning area will likely include:

- Upgrade the 15-inch main along Goodrick Avenue between Parr Boulevard and B Street (realigned Freethy Boulevard) and the extension north of B Street through the Rhone-Poulenc and Breuner properties.
- Relocation of the pump station and forced main north to the area of the road intersection near the Rod and Gun Club, and relocation of gravity
lines feeding the forced main to follow the Freethy Boulevard/Elmar Court area along the routes described for the proposed new streets.

• Extension of sewer main north from Parr Boulevard along Radiant Avenue to the Rhone-Poulenc General Industrial area southeast of the Richmond Parkway.

• Extension of a main west from Goodrick Avenue to the General Industrial Area south of the Richmond Parkway.

• Extension of a main north from Parr Boulevard to the Light Industrial area adjacent to the San Pablo Marsh.

d. Storm Drain Facilities. The City of Richmond is responsible for maintenance of storm drainage in the majority of the study area. Contra Costa County is responsible for maintenance of storm drainage in the unincorporated land immediately north of Parr Boulevard and west of the SPRR tracks. Developers are responsible for any new facilities required as part of their development.

Storm drainage lines are largely absent from the plan area. Lines are located in the Parchester Village neighborhood, the largest of which is 36 inches. In the majority of the study area, storm water runoff is currently collected in a system of drainage ditches and creeks and discharged into the Bay. To maintain water quality and avoid conflicts with the habitat value of the Specific Plan area, the Specific Plan requires storm runoff to be centrally collected and directed either to a wastewater treatment facility or detained on-site in detention ponds that shall be drained to wetlands in the plan area. Future storm drainage needs shall be assessed on a site-by-site basis and reviewed by the Public Works Department with jurisdiction, with the goal to control and adequately treat storm drainage.

The following storm drainage improvements are required in the Specific Plan Area:

• Design the surface drainage system, including the drainage from streets and parking lots, to capture all runoff less than that resulting from a storm with a 10-year return period and to prevent it from flowing to the tidal salt marsh or other wetlands in the North Richmond Shoreline Area.

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3Jay Ghandi, Assistant Engineer, City of Richmond, Department of Public Works, personal communication, June 19, 1991.
- Coordinate review of each new development with the City of Richmond or County Department of Public Works to assure that businesses within the Specific Plan area comply with the ongoing National Pollutant Discharge Elimination System (NPDES) permitting process.

- Require best management practices for new and existing development, including covering storage areas which hold potentially polluting materials, berms to protect areas of potential contaminant spills, grease and oil separators on storm drains, regular street sweeping programs, and education of employees on water quality issues, as described in Amendment to Section 12.18.050 of the Municipal Code.

Shoreline and wetland restoration implementation actions are described in Section 7 of this chapter.

3. Infrastructure Financing Plan

The City and the County should develop an Infrastructure Financing Plan for financing the facilities improvements identified in the Infrastructure Master Plan. The following section recommends financing approaches and arrangements appropriate for the Specific Plan. Responsibilities for financing shall reflect the share of benefit a property receives from each type of capital improvement.

Table 9 summarizes the recommended approaches for financing infrastructure needed to implement the North Richmond Shoreline Specific Plan. The summary characterizes the financing approaches and type of improvements by construction phase (one to five years) and operations and maintenance period (six plus years).

a. **Local Roads.** Construction of local roads could be financed through development fees and, to some extent, through Richmond Parkway funding, within the incorporated portion of the Specific Plan area. In the unincorporated portion redevelopment property tax increments and assessment districts also could be used to finance local road improvements. The County also intends to create or expand the existing west county "area of benefit" fee area to address needed road alignments.
Table 9
FINANCING MECHANISMS FOR CAPITAL IMPROVEMENTS, OPERATIONS AND MAINTENANCE

<table>
<thead>
<tr>
<th>Type of Improvements</th>
<th>Construction Phase Financing</th>
<th>Operations and Maintenance Financing</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local Roads</td>
<td>Richmond Parkway funding; Development Fees; Tax Increments; Assessment Districts</td>
<td>County and City general fund; Assessment Districts</td>
</tr>
<tr>
<td>Water mains</td>
<td>Public Facilities Development Fees; Tax Increments; Assessment Districts</td>
<td>Assessment Districts; EBMUD</td>
</tr>
<tr>
<td>Off-site</td>
<td></td>
<td></td>
</tr>
<tr>
<td>On-Site</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sewer Mains</td>
<td>Public Facilities Development Fees; Tax Increments; Assessment Districts</td>
<td>Assessment Districts; WCCSD</td>
</tr>
<tr>
<td>Storm Drains</td>
<td>Public Facilities Development Fees; Tax Increments; Assessment Districts</td>
<td>Assessment Districts; CCFCD</td>
</tr>
<tr>
<td>Public Trails</td>
<td>Public Facilities Development Fees; Landscaping and Lighting District/SCC; Assessment Districts</td>
<td>Landscaping and Lighting District Assessment Districts (City and County)</td>
</tr>
<tr>
<td>Landfill Open Space and Recreation Facilities</td>
<td>Public Facilities Development Fees</td>
<td>Landscaping and Lighting District Assessment Districts (County)</td>
</tr>
</tbody>
</table>

Source: Brady and Associates

Legend:
City = City of Richmond
County = Contra Costa County
SCC = State Coastal Conservancy
EBMUD = East Bay Municipal Utilities District
WCCSD = West Contra Costa Sanitary District
CCFCD = Contra Costa County Flood Control District

b. Water Supply. Off-site water mains and other water supply facilities should be financed by developers, either with development fees or through assessment districts. The Infrastructure Financing Plan should examine
whether these fees should be applied to all development across the board (an approach that would require demonstration of a "nexus" under AB 1600) or whether fee revenues should be collected through the negotiation of property development agreements. In unincorporated areas, property tax increments could also be used to fund water supply facilities.

Once construction of off-site water facilities is completed, EBMUD would take over operations and maintenance responsibilities and water service charges would be collected from individual users.

c. **Sewer.** West Contra Costa Sanitary District requires that new sewer systems be financed and built by developers of projects. Sewer facilities could be financed through development fees or through assessment districts. After construction of sewer facilities is completed, WCCSD would take over operation and maintenance of the sewer facilities, funded by service charges assessed sewer customers.

In the unincorporated portion of the Specific Plan area, in addition to development fees, redevelopment tax increments could also be used to finance sewer improvements in that portion of the area.

d. **Storm Drains.** Storm drain facilities would be financed and built by developers of projects, either through development fees or assessment districts. The County Flood Control District maintains off-site storm drainage facilities that connect to the area storm drainage system. In the unincorporated portion of the Specific Plan area, in addition to development fees, redevelopment tax increments and assessment districts could also be used to finance capital improvements in that portion of the area.

e. **Public Trails.** A combination of developer-funded improvements, development fees, property tax increments in the unincorporated area, and a Landscaping and Lighting District or appropriate entity should be used for financing trail improvements identified in this Specific Plan. Public trails would be dedicated to the appropriate public agency. The Landscaping and Lighting District would assume the role of operating and maintaining these trail improvements in both the city and the county.

f. **Landfill Open Space and Recreation Facilities.** Once the landfill is converted to open space and recreation uses, open space and recreation facilities would be financed by the landfill operators. When completed, the operation and maintenance of these facilities would be financed through
extension of the Landscaping and Lighting District or appropriate entity used to operate and maintain public trails facilities.

G. Hazardous Waste Remediation

The North Richmond Shoreline Area has been historically a location of heavy industrial manufacturing. There is evidence of varying degrees of soil, groundwater and surface water contamination in the planning area.\(^4\) As of late 1989 there are 12 identified contamination sites in the North Richmond Shoreline planning area needing hazardous waste remediation. These sites require remediation efforts, and in four cases remediation efforts are already under way.

The process of hazardous waste remediation is overseen by two state agencies, the State Department of Toxic Substances Control (DTSC) and the Regional Water Quality Control Board (RWQCB). DTSC administers the federal Environmental Protection Agency's standards concerning the public health effects of soil contamination, while RWQCB administers state water quality standards for surface and groundwater. The lead responsibility for remediation efforts is determined on a case-by-case basis and depends on at least three factors:

- The proposed use of the land;
- The type(s) of hazardous waste contaminants involved on the site; and
- The relative need for continuous, ongoing monitoring of the site.

Remediation efforts and the rates at which they proceed affect the implementation of the North Richmond Shoreline Specific Plan since land cannot be developed unless clean up of contaminated sites is successful. Typically, clean up occurs as a requirement of new development or expansion of an existing facility. Sometimes clean up can be required based on complaints. Industries which are permitted for hazardous materials are regularly inspected by regulatory agencies and required to meet the appropriate standards.

The costs of successful remediation for contaminated parcels cannot be estimated because of the complexity of factors involved in determining the

contaminants that actually exist, the methods of exhuming and disposing of them, or the method of sealing away the contamination (if feasible).

It is anticipated that remediation of existing hazardous materials and toxic contamination in the plan area will occur gradually, as development and redevelopment occurs. Costs of remediation will be borne primarily by the responsible parties in the private sector. City and County responsibilities for remediation will be primarily review of remediation actions.

H. Natural Conservation, Shoreline Restoration and Flood Protection Implementation Actions

There are a number of actions required to protect and restore natural conservation areas with sensitive and highly valued habitats, to protect and restore eroding shoreline areas, and to protect areas from coastal flooding. General actions are described below in three categories, as follows:

1. Protection of Natural Conservation Areas
2. Shoreline restoration
3. Flood Protection

Within each general category, specific actions are also recommended for certain areas. Prior to carrying out these actions, management plans that provide detailed specifications should be prepared. Additional environmental review may be required. Responsibilities for management plans will rest with developers with property in affected areas; public agencies with interest or jurisdiction and any trust or organization which undertakes conservation or restoration activities in the area. Responsibilities for specific actions are listed below.

Implementation Mechanisms. Many of the actions described below would be implemented through conditions of approval placed on development. Other actions are area-wide in nature and impact, and would be implemented through an assessment district (a Shoreline Restoration Assessment District), formed jointly by the City and the County, to fund the necessary capital improvements for shoreline restoration and flood protection. The assessment district would levy an assessment on Specific Plan landowners and developers to defray the continuing operations and maintenance costs associated with these improvements, as well as the initial construction of capital improvements. Other financing approaches for restoration and enhancement projects are discussed in Appendix B.
1. **Actions Recommended for Protection of Natural Conservation Areas**

a. **Habitat Clean-up and Monitoring**

**Goal:** Remove debris and junk from Natural Conservation areas and monitor regularly to discourage dumping of illegal fill and other activities which could degrade habitat value.

This goal can be accomplished through the following specific actions:

**Action:** Enforcement of the City's Nuisance and Weed Abatement ordinance and appropriate County ordinances.

**Action:** Annual cleanup campaigns conducted in conjunction with property owners, environmental interest groups or other service organizations.

**Action:** Removal of garbage dumped at the end of Freethy Boulevard as part of the Richmond Parkway project.

**Action:** Coordinate with property owners and special interest groups, such as the Sierra Club, to organize monitoring activities.

**Action:** Provide educational signs and activities within the Public Access Corridor to increase public awareness of the impact of hazardous materials on habitats.

**Responsibility:** City and County.

b. **Predator Control**

**Goal:** Limit predation which can disturb sensitive species and severely limit their ability to successfully reproduce.

**Action:** Institute a predator control program in conjunction with the State Department of Fish and Game. Because there are endangered species which utilize the type of habitat found in the plan area, predator control can augment other enhancement measures in maintaining the area as a viable habitat for endangered species.

**Responsibility:** City and County.
c. **Water Quality.**

**Goal:** Improve habitat value by controlling contamination to water caused by urban runoff and toxic waste spoils found in the plan area.

**Action:** Control degradation caused by non-point source pollution by requiring the following measures in all development:

- Covered storage areas which hold polluting materials.
- Berms to contain areas of potential contaminant spills.
- Grease and oil separators on storm drains.
- Regular street sweeping programs.
- Education of employees on water quality issues.
- Limit use of pesticides, herbicides and fertilizers in landscaped areas.

**Responsibility:** City and County should require as conditions of approval on all development.

**Action:** Establish a water quality monitoring program to determine the existing water quality in habitat areas and to monitor water quality on an annual basis. Monitoring should be required by new development during the environmental assessment process or as part of mitigation requirements.

**Responsibility:** City and County should require as conditions of approval on all development.

d. **Control Stormwater Runoff to Habitat Areas.**

**Goal:** Control the discharge of fresh storm water runoff to salt marsh and other wetland habitat areas.

**Action:** Require landscaping, building layout and infrastructure design to mitigate the impact of increased impervious surface on local hydrology. Require low water use landscaping with drip irrigation or well-controlled sprinkler systems to limit freshwater runoff.

**Action:** Where sufficient space is available between the development and the salt marsh, require a buffer zone of appropriate native vegetation to protect the marsh from freshwater runoff. Where there is insufficient buffer space, or where the tributary area would produce large runoff volumes, detention of runoff from storms up to the 10-year post-development storm should be
required. This requirement should be coordinated with the Public Works Department's storage requirements for discharge to the sanitary sewer system.

**Action:** Investigate oversized culverts with large catch basins and underground storage, shallow surface ponds, pipes with tree plantings to evaporate transpire the water, and storage and treatment of runoff for use in irrigation, industrial processes, or other water reuse facilities for feasibility of use within the plan area. Such measures can protect the marsh and aid new business with the constraints of water shortage experienced during the past years of drought, which could continue in the future.

**Responsibility:** City and County should require as conditions of approval for all new development.

e. **Restore Wildcat Marsh.**

**Goal:** Restore the remnant of Wildcat Marsh that has been cut off from tidal action (included within the Natural Conservation designation) to tidal influence and recreate a natural marsh habitat.

**Issues:** The remnant marsh has subsided to elevations of approximately 2.1 to 2.5 feet NGVD, approximately one foot lower than corresponding elevations on adjacent Wildcat Marsh, due to periodic drying of the marsh soils. If sedimentation rates in this protected area are sufficient, the marsh plain will return to more natural elevations. If sedimentation rates are not adequate, and the vegetation cannot adjust to full tidal inundation, control measures in the levee will be necessary to dampen the tidal range.

Water quality concerns and possible toxic contamination of the site by runoff and leachate from the landfill will require careful monitoring to determine possible effects on this enhancement effort. Restoration of the marsh will require coordination with West Contra Costa Sanitary Landfill, Inc., the landfill operator, to ensure that interim uses of the landfill site do not conflict with the future restoration of the marsh. Use of this area for a sedimentation basin to control silt in runoff from the landfill area or as a drying site for dredge spoils should be analyzed in terms of the impacts on existing and future habitat value.

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5NGVD refers to the National Geodetic vertical datum, the standard fixed elevation datum used in the United States. It was established in 1929, and corresponds approximately with mean sea level. Locally, NGVD is equivalent to +2.8 feet above mean lower low water (MLLW), the datum used for regional tide tables and most sea floor mapping.
for the area. Interim uses of the landfill site should be designed with the ultimate goal of marsh restoration.

**Action:** Three options are available to restore the Wildcat Marsh remnant.

Option 1. The Wildcat Marsh remnant could be restored to tidal flooding relatively inexpensively. If this area were to be returned to tidal flooding it would initially be at an elevation near the lowest distribution of cord grass, but would probably function primarily as mudflat. Natural sedimentation would eventually restore historic marsh plain elevations, but the time frame for this type of restoration is likely to be in terms of decades rather than years.

Option 2. Marsh restoration can be achieved more rapidly through the use of dredge spoils to restore elevations. With this option a channel system which maintains proper circulation in the newly created tidal marsh may be required.

Option 3. Retain existing elevations and control tidal ranges. This option would require a long-term maintenance and operating program and is subject to periodic malfunctions.

**Action:** Prepare a detailed management plan for marsh and carry out environmental review as needed.

**Action:** County should require the closure plan for the landfill to investigate the use of dredge spoils and the need for a channel system, and require the restoration of the Wildcat Marsh remnant as part of the closure plan.

**Responsibility:** City and County.

f. **Restore Filled Portion of San Pablo Creek Marsh.**

**Goal:** Remove fill from the inland edge of San Pablo Creek Marsh. San Pablo Creek Marsh has been subject to incremental fill. Fill should be removed and these areas allowed to revegetate naturally. However, prior to removal of fill, an analysis should be done to the extent to which isolated fill areas are used as refuges during periods of marsh inundation, as part of environmental review. Mitigation for habitat removal should be required at a minimum replacement ratio of three to one. Compliance actions should be taken to require removal of illegal fill in this area.
Action: Where compliance actions are not sufficient to accomplish fill removal, seek public agency assistance with marsh restoration.

Action: Prepare a detailed management plan for marsh and carry out environmental review as needed.

Responsibility: BCDC, U.S. Army Corps of Engineers, City and County.

g. Enhance Seasonal Wetlands.

Goal: Enhance seasonal wetlands south of Rheem Creek as a viable wetland resource when development occurs on the surrounding Office/Industrial Flex area.

Issue: Seasonal wetlands have a high habitat value for a variety of waterfowl and shore birds. The primary opportunity for enhancement of seasonal wetland habitat value is by preserving the wetland area south of Rheem Creek identified by the preliminary wetland delineation prepared for the Richmond Parkway. This area is shown as Natural Conservation on the Specific Plan.

Action: Require development plans for adjacent property to include preparation of a management plan for enhancement of this seasonal marsh. The plan should be developed in consultation with the State Department of Fish and Game, the U.S. Fish and Wildlife Service and appropriate regulatory agencies. Enhancement may be achieved by diverting storm water runoff from Rheem Creek to the wetland area, by excavating to reach groundwater sources or by collecting surface runoff from the surrounding development in ponding areas where sediments and pollutants are deposited before this runoff drains to the wetland. The use of urban runoff as a water source will require monitoring to minimize possible pollutant effects on wildlife.

Responsibility: Contra Costa Flood Control District, BCDC, and the City.

h. Remove Fill and Restore Marsh. San Pablo Creek Marsh and North of Rheem Creek.

Goal: Restore wetlands which have been filled.

Action: Prepare detailed management plans for marsh and carry out environmental review as needed.
(1) In Natural Conservation areas where wetlands have been filled without permits, parties known to be responsible for such filling of wetlands will be required to remove fill or otherwise carry out wetland compensation projects, subject to the requirements of the U.S. Army Corps of Engineers and BCDC regulations.

Responsibility: U. S. Army Corps of Engineers and BCDC

(2) In Natural Conservation areas where wetlands have been filled or disturbed in other ways, and there are no known responsible parties or the filling or other disturbance predated wetland protection laws, wetlands restoration management plans should be developed to restore wetland values. The plans should be prepared in consultation with U.S. Army Corps of Engineers, BCDC, State Department of Fish and Game and the U.S. Fish and Wildlife Service.

Responsibility: The City and County, through the Shoreline Restoration Assessment District, would be responsible for the program and should coordinate program with interested organizations and agencies for wetland restoration.

2. Actions Recommended for Shoreline Protection


Action: Permits will be issued for projects that would cause adverse impacts on wetlands only where project design is consistent with explicit guidance from the State Department of Fish and Game, the U.S. Fish and Wildlife Service, U.S. Army Corps of Engineers, and B.C.D.C. As a condition of project approval, any compensatory habitat restoration must be carried out in advance of project construction.

Responsibility: City and County.

b. Investigate Armoring Shoreline.

Goal: Protect development from sea level rise and reduce erosion of the shoreline.

Issue: The North Richmond shoreline is variable and dynamic; some areas are expanding while others are eroding. An analysis of historic maps shows that the eroding segments of shoreline have retreated approximately 100 to 300 feet
since the late 19th century, or an average rate of 1 to 3 feet per year. Two factors could tend to push future shoreline erosion toward the upper end of this range: an accelerated rate of sea level rise and a reduction of sediment input to the Bay. Both result in increased wave energy at the shoreline. An acceleration in the rate of sea level rise due to global warming is anticipated, although its exact magnitude is not known. A reduction in the rate of sediment inflow to San Francisco Bay began with the end of hydraulic mining in 1884, and continued as a result of the construction of dams on most of the rivers feeding sediment to the Bay. If the shoreline erosion process continues at an average rate of 3 feet per year, in 50 years the shoreline will be 150 feet inland of its current position. For more explanation of the relationship between sea level rise, sedimentation and marsh formation, see the Existing Conditions Hydrology Report.

Shoreline protection policies must recognize the sensitive nature of shoreline habitat. Rip-rap destroys mudflat habitat and should be discouraged as a shoreline protection measure where it does not currently exist, unless no alternative is feasible to prevent unacceptable wetland loss. On the other hand, areas currently protected by riprap are contributing to the protection of adjacent shoreline where marsh is aggrading.

c. Allow for Eastward Movement of Shoreline.

Action: As shown in Figures 6 and 8, relocate Goodrick Avenue north of Rheem Creek inland to allow a wider marsh fringe which slopes more gradually through a transition zone to an upland buffer, as shown on the Specific Plan Land Use Map. The slope should ideally be 30 horizontal to 1 vertical, with a minimum slope of 10 horizontal to 1 vertical. Such enhancement would allow the shoreline to adjust more naturally to rising sea level, changes in sedimentation rates and wave energy.

Responsibility: City and County should require this improvement as a condition of approval of development in this area.

d. Retain Existing Shoreline Protection.

Action: Retain existing jetties to protect newly developing marshland.

Responsibility: Property owners should maintain the jetties.
3. **Actions Recommended to Protect Area from Flooding**

   a. **Provide Flood Control Improvements Along Rheem Creek.**

   **Goal:** Protect development areas from flooding and enhance Rheem Creek as a riparian corridor.

   **Issue:** Portions of the Specific Plan area are within the 100-year floodplain of Rheem Creek. Based on preliminary revised flood zone mapping, approximately 24 acres south of Rheem Creek are subject to shallow sheet flow (less than one foot deep) as is also most of the area north of Rheem Creek designated Office/Industrial Flex (see Existing Conditions report). There is also an approximately 4.5-acre area north of Freethy Boulevard and east of Goodrick Avenue which is subject to flooding from Rheem Creek. Portions of adjacent properties will be subject to flooding, and will need to address flooding in order to develop. Flood control improvements in this area can provide an opportunity to enhance the riparian value of the creek corridor.

   **Action:** Develop a flood control improvement plan for Rheem Creek in cooperation with the County Flood Control District, the Corps and the California Department of Fish and Game. Require a riparian habitat restoration plan to be completed in conjunction with flood control measures. This plan should require reshaping Rheem Creek to provide a low flow channel, floodplain terrace and riparian habitat zones, as shown in Figure 10. The dimensions of the channel and associated right-of-way will be in some measure determined by the peak flow the creek must carry, with higher peak flows requiring a wider cross-section and more land for the creek right-of-way. The Specific Plan has reserved a 100-foot Public Access Corridor on the north side of the creek to accommodate these improvements, and a Natural Conservation designation within the riparian corridor and seasonal wetlands.

   **Responsibility:** Contra Costa County Flood Control District, BCDC and the City should require developers in Rheem Creek area to provide flood control improvement plans.

   b. **Prevent Coastal Flooding.**

   **Goal:** Protect development from coastal flooding while preserving shoreline habitat.
FIGURE 10
Rheem Creek Channel
Typical Cross-Section

NORTH
RICHMOND
SHORELINE
SPECIFIC
PLAN

BRADY AND ASSOCIATES, INC. PLANNERS AND LANDSCAPE ARCHITECTS
Issue: Coastal flooding occurs due to high tides. The Federal Emergency Management Agency (FEMA) currently establishes the elevation of coastal flooding at six feet NGVD. This is a "stillwater" elevation and does not account for wave run-up, storm surge, or potential sea level rise. Coastal flooding protection measures usually include the construction of seawalls and breakwaters as well as filling low-lying areas to elevations above anticipated highest tides. These types of actions are detrimental to habitat goals, and fill in the Bay is restricted under the regulations of BCDC and the federal Clean Water Act.

Action: Prohibit the use of seawalls, breakwaters and fill as flood protection measures for Natural Conservation areas of the Plan.

Issue: A portion of the Office/Industrial Flex area north of Rheem Creek is subject to coastal flooding. This area is also subject to shallow sheet flow flooding from Rheem Creek. Although elevations in this area are generally above six feet NGVD, some areas are below seven feet NGVD.

Action: Require building-pad elevations to provide one foot of freeboard above seven feet NGVD (minimum finished flood elevation of eight feet for permanent buildings) to allow for waves and some sea-level rise during the design life of the project (50 to 100 years).

Responsibility: City should require the above as condition of approval for all development in Office/Industrial Flex area north of Rheem Creek.
Chapter 8
ACKNOWLEDGEMENTS

A. North Richmond Shoreline Specific Plan
Citizen Advisory Committee

Members

Eric Zell, Chairman, Property Owner Interests
M.M. Snodgrass, Vice Chairman, North Richmond Industrial and Agricultural Association
Nelson Bennett, North Richmond Neighborhood and Concerned Citizens
Tom Butt, West Contra Costa Bayshore Council
Henry Clark, North Richmond Project Area Committee
Lucretia Edwards, Contra Costa Shoreline Parks Committee
Oscar Erickson, North Richmond Industrial and Agricultural Association
Robert Hicks, Property Owner Interests
Bob Jobe, West Contra Costa Council of Industries
J.L. Johnson, Ministerial Alliance
Joe Kinard, Richmond Chamber of Commerce
Helen Klebanoff, Save San Francisco Bay Association
Maxine Kyle, Parchester Village Homeowners Association
Allan LaPointe, Urban Creeks Council
Mark Mason, Sierra Club
Barbara Rivenes, Golden Gate Audubon Society
Harold Saksa, Richmond Rod and Gun Club
John Sheridan, Economic Development Commission
Jessie Slocum, Jr., North Richmond Neighborhood House
Barbara Vincent, League of Women Voters
Jay Vincent, Greenbelt Alliance
Willie Williams, Contra Costa Black Chamber of Commerce
Alternates

Tom Bradner, West Contra Costa Bayshore Council
Derwin Cox, Ministerial Alliance
Steve Crook, Economic Development Commission
Aniece Jackson, Greenbelt Alliance
Lillie Mae Jones, League of Women Voters
Henry Kelman, Richmond Chamber of Commerce
Robert Lizor, Richmond Rod and Gun Club
Ed Menosee, North Richmond Industrial and Agricultural Association
David Ninomiya, North Richmond Industrial and Agricultural Association
Richard Oba, Golden Gate Audubon Society
Sue Raby, Sierra Club
Alice Simms, Parchester Village Homeowners Association
Martha Watson, Contra Costa Shoreline Parks Committee
Hermann Welm, West Contra Costa Council of Industries
Sy Zell, Property Owner Interests

B. North Richmond Shoreline Specific Plan
Technical Advisory Committee

Members

Gary Binger, Association of Bay Area Governments
Jeff Blanchfield, San Francisco Bay Conservation and Development Commission
Bill Braga, West Contra Costa Sanitary District
Mike Carlin, Regional Water Quality Control Board
James Cutler, Contra Costa County Community Development Department
Melanie Denninger, State Coastal Conservancy
Marilynn Friley, U.S. Fish and Wildlife Service, Ecological Services
Nancy Kaufman, Richmond Planning Department
Jim Kennedy, Contra Costa County Redevelopment Agency
Theresa Larson, Contra Costa County Public Works Department
Tom Mikkelson, East Bay Regional Park District
Sharon Moreland, U.S. Army Corps of Engineers
Jane Sekelsky, State Lands Commission
Pete Sorensen, U.S. Fish and Wildlife Service, Endangered Species
Carl Wilcox, State Department of Fish and Game
Alternates

Bob Batha, San Francisco Bay Conservation and Development Commission
Brian Cooke, Richmond Planning Department
Mary Howe, State Lands Commission
Mark Kartovich, Regional Water Quality Control Board
Jill Keimach, Association of Bay Area Governments
Beth Lee, Contra Costa County Redevelopment Agency
Terry Palmisano, State Department of Fish and Game
Beth Stone, East Bay Regional Park District

C. Contributing Staff

City of Richmond

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Nancy Kaufman, Principal Planner
Brian Cooke, Associate Planner
Marilyn Williams, Richmond Parkway Project Coordinator
Kirt Hunter, Assistant City Engineer

Contra Costa County

James Cutler, Assistant Director of Community Development
Jerry Raycraft, Redevelopment Agency
Beth Lee, Redevelopment Agency

State Coastal Conservancy

Melanie Denninger, Project Analyst

D. List of Preparers

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Brad Wiblin, Associate
Tim Stroshane, Associate
Lyn Hogan, Graphics Manager
Christina Bishop, Graphic Artist
Sarah Westphal, Graphic Artist
Shelli Maximova, Word Processor

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Mark Crane, Principal
Carolyn Cole, Senior Engineer

**Philip Williams and Associates**

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Larry Fishbain, Hydrologist

**Wetlands Research Associates**

Jim Buckholtz, Senior Associate
William Carmen, Associate

**Ward & Associates**

Bill Ward, Principal

**Orion Environmental Associates**

Joyce Hsiao, Principal
### Table A

**OWNERSHIP AND PARCELIZATION**

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**TOTAL ACRES** 1,951.289

Appendix B

Financing Approaches

Funding for Specific Plan improvements can be provided by both public and private sources. Financing approaches available to implement the Specific Plan are identified in this section.

Capital improvements in the Specific Plan area will include improved infrastructure, such as water and sewer mains, storm drains, and local roads, as well as public access and resource protection and enhancement facilities. Capital improvements in the Specific Plan area can be financed through:

- Development fees;
- Redevelopment tax increment financing in the unincorporated portion of the Specific Plan area;
- Assessment or improvement districts; and
- Wetland mitigation banks.

Financing mechanisms are already in place for the completion of the Richmond Parkway, including Contra Costa County Measure C, Regional Measure 1 (bridge toll revenue allocations), development fees, and public facilities fees for the Pinole Point/Hilltop Developing Area. This latter mechanism relies upon new development paying fees at the time of the building permit application into a capital improvements fund for various off-site road and public facility improvements in the Pinole Point/Hilltop area, including the Richmond Parkway.\(^2\) Within the Specific Plan area, Section 4 of the Richmond Parkway is to be financed primarily with Measure C, Regional Measure 1 funds and developer fees.

\(^2\) City of Richmond, City Manager's Office and Planning Department, Development Program Report for the Pinole Point/Hilltop Developing Area Providing for Public Facilities Pursuant to the Public Facilities Fee Ordinance, Chapter 12.64 of the Municipal Code of the City of Richmond, January 1990. Fee schedule for new development in the area was established by City Council Resolution No. 91-90, adopted April 23, 1990.
a. Development Fees.

Development fees are typically collected at the time building permit or other development approvals are sought for new projects. They represent a "pay as you go" method of financing public capital improvements through the application of available funds of the public agency constructing the improvements on a current basis.

New development in the Richmond portion of the Specific Plan area would be part of the Pinole Point/Hilltop Developing Area Public Facilities Fee Area and would be subject to fees to pay for its fair share of off-site road improvements and other facilities and services necessary for development in the Specific Plan area.

New development in the County portion of the Specific Plan area would also be subject to development fees. The County intends to create or expand the existing west County "area of benefit" fee area to provide needed road alignments.

Cities and counties must make determinations concerning the purpose and use of development fees and establish a "nexus" or casual connection between a development project (or type of project) and the public improvement being financed with the fee. State law requires that the fee revenue must be segregated from the jurisdiction's general fund and that, if fees are held for five years or more without being either committed to or expended on a capital project, then the city or county must make findings annually for continuing to hold the fee revenue. If these findings are not supportable, the fee revenue must be refunded. Fees charged as part of the terms of a development agreement are, however, exempted from these requirements.

b. Redevelopment Tax Increments.

Contra Costa County established the North Richmond Redevelopment Project Area in 1987, which includes all unincorporated areas of the Specific Plan area. The County Redevelopment Agency is able to issue tax allocation bonds to finance capital improvements identified by this Specific Plan in the unincorporated area of the Plan area, in coordination with the City of Richmond. The bonds would be secured by tax increments from property tax revenues attributed to redevelopment activity within the County’s jurisdiction in the Specific Plan area.
The Redevelopment Plan identifies roads and streets, water and sewer mains, storm drain improvements, utilities, landscaping and streetscaping, development of trails, open space and park sites, and parcel acquisition as necessary to support planned development in the area, and as eligible for financing under its authority.

c. **Assessment Districts.**

Assessment districts (as allowed by the Improvement Act of 1911, Municipal Improvement Act of 1913, the Improvement Bond Act of 1915, and the Landscaping and Lighting Act of 1972) provide mechanisms for local governments to construct, acquire and maintain public improvements, apportion the costs through liens against properties in a designated area that directly benefit from the improvements, and finance construction through the issuance of tax-exempt bonds.

These types of districts, when combined together, can finance Specific Plan capital improvements including: transportation facilities, roads and streets, parks, recreation areas (including necessary structures), sewers, drainage systems, lighting, fire protection systems, flood protection, water supply systems, utilities, landscaping and structural reinforcement (e.g., retaining walls), and land stabilization.

d. **Wetland Mitigation Banks**

One of the mechanisms used by public agencies to protect and enhance wetlands is the mitigation bank, described below:

The State Department of Fish and Game in January 1987 adopted the Wetlands Resource Policy for protection, preservation, restoration, enhancement and expansion of wetland habitats. The policy provides guidelines for mitigation of impacts on wetlands, and states that mitigation measures must result in no net loss of either wetland acreage or wetland habitat value. Although these guidelines are not regulations, the State Department of Fish and Game comments on adequacy of measures through the CEQA process and permitting process. The Department consistently recommends avoidance of impacts to wetlands. Where this is not feasible, the Department recommends on-site mitigation, and, in select cases, mitigation at relatively large wetland complexes established away from the project site. The
concept of mitigation banking responds to this need for large areas of wetlands that can mitigate piece-meal losses of small wetland areas.³

A mitigation bank is created when a public agency, such as the State Coastal Conservancy, acquires degraded wetland areas, or areas that can be restored to provide wetland habitat, enhances their habitat value, and then makes habitat mitigation credits available for purchase by developers who need to compensate for fish and wildlife habitat losses that result from their development projects.

The bank differs from a mitigation project in that it is designed to provide compensation for habitat losses that will result from several development projects, not just one. Though each such project may affect only a few square feet of habitat, their cumulative impact may affect many more acres. In contrast, a mitigation project is tailor-made to meet the mitigation needs of one specific development project. A mitigation bank is established in advance of the impacts that will result from development projects. The increase in habitat value, quantified by applying a methodology such as the U.S. Fish and Wildlife Service’s Habitat Evaluation Procedure (HEP), is tallied as mitigation "credits." Following enhancement of the site, these credits are available for purchase by developers to satisfy off-site mitigation requirements which have been determined by the appropriate permitting agency. A mitigation bank is markedly different from an "in-lieu fee" program. An in-lieu fee program is a process whereby several developers pay fees into an account that, when enough money has accumulated, is used to purchase and enhance a degraded area. Thus, many months or even years may lapse before the mitigation project is initiated and the habitat losses are compensated.

Advantages of Mitigation Banks. Mitigation banks can be used to provide habitat compensation in a manner which is sometimes superior to more traditional methods that require the completion of individual mitigation projects or the payment of in-lieu fees.

Requiring applicants whose projects will impact only tiny fragments of wetlands to identify, acquire and enhance an area in order to replace wetland values lost as a result of a development project is a cumbersome, inefficient and often ineffective process. When this process is undertaken by a developer with no experience in designing wetland enhancement projects and whose overriding

³ "Draft Department of Fish and Game Guidelines for the Establishment and Use of Wetland Mitigation Banks." State of California, The Resources Agency, California Department of Fish and Game, September 1990.
goal is to satisfy the mitigation requirement as quickly as possible for the least possible cost, the mitigation project that results often has little habitat value. Because permitting agencies typically do not have adequate staff to monitor compliance with the mitigation requirements they impose, permit applicants often fail entirely to comply with their mitigation requirements.

A mitigation bank, sponsored by a resource agency that is motivated to complete the project and has experience designing wetland restoration projects, may have greater potential for successfully meeting restoration objectives than isolated mitigation projects designed and implemented by permit applicants. An agency-sponsored mitigation bank provides a streamlined mechanism for permit applicants to satisfy their mitigation requirements while eliminating the need for permitting agencies to track permit applicants to be certain that they have complied with mitigation requirements. A sponsoring agency that is closely allied with the permitting agency can be easily held accountable for completion and management of a mitigation bank. And a mitigation bank, established to satisfy the mitigation needs of a number of development projects that will impact very small wetland areas, can provide a larger area of more diverse and perhaps more valuable wetland habitat.

Disadvantages of Wetland Mitigation Banks. Issues such as selection of the appropriate site, designing feasible restoration plans, determining the cost and number of available habitat credits, setting guidelines for use of the mitigation banks, and managing the mitigation banks over the long-term must be resolved by the responsible agency in order to ensure successful habitat compensation. As a result, there is a relatively high level of uncertainty associated with mitigation banks. In addition, the availability of a mitigation bank may be perceived as potentially facilitating inappropriate development.

Funding Implications of Mitigation Banking. Creation of a mitigation bank would require substantial start-up funding. Such funding typically would be provided by a public agency. Mitigation banking may generate revenue to pay off the loan or reimbursable grant used to develop the mitigation bank.

4 Riddle, Elizabeth P., California State Coastal Conservancy. "Mitigation Banks: Unmitigated Disaster or Sound Investment?"
e. Funding Sources for Public Access, and Resource Protection and Enhancement.

There are a limited number of sources of funds available specifically for financing public access and resource protection and enhancement in the Specific Plan area. These sources are identified below.

1. State Coastal Conservancy Funding. The State Coastal Conservancy has three programs that could be used to finance the shoreline and public access improvements called for in the Specific Plan. These programs include financing for:
   - Public access
   - Urban waterfront restoration
   - Resource enhancement

Restoration and enhancement projects funded by the State Coastal Conservancy usually are carried out on property held by non-profit organizations or public agencies. Funds may be used to develop and implement resource and urban waterfront restoration plans, build public access, and purchase property for these purposes.

2. Wildlife Conservation Board. This board, a division of State Department of Fish and Game, supplies grants for wildlife habitat restoration and acquisition of natural resource areas. Projects are selected for funding on the recommendation of the Department of Fish and Game.

3. State Lands Commission. The Commission banks funds paid by landowners to clear title of any claims by the State. These funds are then used to buy wetlands next to the San Francisco Bay.

4. Shell Oil Fund. Shell Oil Company paid approximately $10 million into the Natural Resources Fund as a settlement for claims arising from a 1988 oil spill near the Shell refinery in Martinez. The fund will be used to acquire, create, restore or enhance wetlands in the area of the spill. Suggestions for use of the fund were due by March 1, 1991 and ten projects have been identified which would use all of the money. The trust is willing to consider other ideas and projects in case one of the ten identified projects does not work out.
5. The Resources Agency of California - California Transportation Commission Environmental Enhancement and Mitigation Program. Established in 1989 under AB 471, the program is administered by the Resources Agency which reviews projects for funding and recommends projects to the California Transportation Commission (CTC) for funding. Grants are awarded annually by the CTC. The program provides funds for acquisition and restoration for environmental enhancement to local, state, and federal agencies and nonprofit organizations for projects associated with environmental impacts of transportation facilities. Funds available for 1991-2001 are $10 million/year, with maximum grant of $500,000.

6. East Bay Regional Park District. The East Bay Regional Park District (EBRPD), as a limited purpose governmental agency charged with developing and operating a park system in the East Bay, may acquire land and plan, develop and operate a system of public parks and recreation facilities within its District. The District’s 1989 Master Plan provides for acquisition of Regional Shoreline and Regional Trail lands within the Specific Plan area.
FIGURE 3

Plan Area
Points of Reference

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NORTH RICHMOND SHORELINE SPECIFIC PLAN
Jurisdictions

- Plan Area Boundary
- Unincorporated County Lands
- City of Richmond
- State Lands Commission -- Public Trust Interest
- Elevation (Limit of BCDC Bay Jurisdiction)
- B.C.D.C 100' Shoreline Band
- Areas currently determined to be within the Corps of Engineers' Jurisdiction, (1989)
- Planned Richmond Parkway

NOTES
1 Approximate area of preliminary determination of public trust area shown.
2 The visible shoreline edge is not always the true low elevation.
3 Areas under jurisdiction of Corps may be expanded.

BRADY AND ASSOCIATES, INC. PLANNERS AND LANDSCAPE ARCHITECTS
FIGURE 5

Shoreline Conditions

- Plan Area Boundary
- Approaching Shoreline
- Exceeding Shoreline
- Jetty
- Piling
- ~6'-0' Contour
- Planned Richmond Parkway
- Jurisdictional Wetlands
- Preliminary Wetlands
- Defination
- Marshland and Wetlands below the 6' Contour

NORTH RICHMOND SHORELINE SPECIFIC PLAN

Source:
1. Phil Williams and Associates, Hydrology Section, "North Richmond Shoreline Area Specific Plan, Existing Conditions Analysis.
4. Wetland and Estuaries Atlas project, 1999

HRAFT AND ASSOCIATES, INC. PLANNER AND LANDSCAPE ARCHITECTS
FIGURE 6
 Specific Plan
 Land Use Map

Legend:
- Plouz Area Boundary
- Heavy Industrial
- Light Industrial
- Office/Industrial Flex
- Parks and Open Space
- Natural Conservation Area
- Public Access Corridor
- Class I Waste Disposal
- Special Study Area
- Planned Richmond Parkway
- Proposed Roadways
- Proposed Recreational Facility
- Proposed Public Access Trails
- Bay Trail

Note: Trail alignments and boundary lines of the natural conservancy areas and the public access corridors are not precise determinations but conceptually represent areas which are subject to the policies of this Plan and are to be verified by the regulatory agencies.

Brady & Associates, Inc. Planners and Landscape Architects
Public Access and Recreation

- Plan Area Boundary
- Public Access Corridor
- Multi-Use Trail
- Pedestrian Trail
- Bay Trail
- Planned Richmond Parkway

NORTH RICHMOND SHORELINE SPECIFIC PLAN

Note:trail alignments and boundary lines of the overall conservation areas and the public access corridors are not precise determinations but conceptually represent areas which are subject to the polices of the Plan and are to be verified by the regulatory agencies.

BRADY AND ASSOCIATES, INC. PLANNERS AND LANDSCAPE ARCHITECTS
FIGURE 9

Streetscape Plan

- Parkway Planting
- Entry Planting and Treatment
- Boulevard Street Tree Planting
- Street Plantings
- Intersection Plantings
- Riparian Plantings
- Shoreline Plantings

Legend: For plan symbols refer to table in specific plan.

NORTH RICHMOND SHORELINE SPECIFIC PLAN

BRADY AND ASSOCIATES, INC. PLANNERS AND LANDSCAPE ARCHITECTS