3.9 LAND USE AND PLANNING

This section describes the existing land uses occurring on the project site and vicinity, as well as the various relevant land use plans and policies that regulate development in the area. The general and site-specific discussion of land use contained herein provides the environmental baseline by which environmental impacts are identified and measured. Environmental impacts are discussed in Section 4.0.

3.9.1 REGULATORY SETTING

FEDERAL

Coastal Zone Management Act

The nation’s coastal resources are protected by the federal Coastal Zone Management Act (CZMA), which is administered by the National Oceanic and Atmospheric Administration (NOAA) and in California by the California Coastal Commission (Coastal Commission). The Coastal Commission carries out its “federal consistency” responsibilities by reviewing federal projects much like it does permit applications (California Coastal Commission, 2007). However, the commission cannot require federal agencies to submit permit applications nor impose conditions in its federal consistency decision. The terrestrial coastal zone “varies in width from several hundred feet in highly urbanized areas up to five miles in certain rural areas, and offshore the coastal zone includes a three-mile-wide band of ocean (California Coastal Commission, 2007).” Furthermore, the coastal zone “does not include San Francisco Bay, where development is regulated by the Bay Conservation and Development Commission” (California Coastal Commission, 2007). The role of the San Francisco Bay Conservation and Development Commission (BCDC) is discussed below.

STATE

San Francisco Bay Conservation and Development Commission

As discussed in Section 3.5, the BCDC is charged with the maintenance and implementation of the McAteer-Petris Act. Pursuant to the McAteer-Petris Act, the BCDC drafted the San Francisco Bay Plan (Bay Plan) to guide development in the San Francisco Bay Area (Bay Area) to protect the San Francisco Bay (Bay) and its natural resources. The BCDC San Francisco Bay Plan is included as Appendix F.

San Francisco Bay Plan

The Bay Plan contains information that describes the values associated with the Bay, policies regarding future uses of the Bay and shoreline, and maps that direct the protection and development of the Bay and its tributary waterways, marshes, managed wetlands, salt ponds, and shoreline in accordance with these policies. Figure 3.9-1 shows the Bay Plan Map No. 4 designation priority use designation for the project site as Waterfront Park, Beach, and Scenic Drive (Western Drive). It is noted in the Bay Plan, that all of the policies listed
in conjunction with the Bay Plan Maps are “enforceable policies and have the same authority as the policies in the text of the Bay Plan (BCDC, 2007: 83).” The Bay Plan policies presented within Plan Map No. 4 which are relevant to development on the project site are provided below (BCDC, 2007: 105).

**Policy No. 7 - Former Naval Fuel Depot Point Molate** – Develop for park use. Landward of Western Drive should be developed consistent with recreation policy 4-b (presented below). Provide trail system linking shoreline park areas and vista points in the hillside open space areas. Provide public access to historical district with interpretation of this resource. The Point Molate Pier should be re-used for water-oriented recreation and incidental commercial recreation. Encourage water-oriented recreation, including mooring facilities for transient recreational boats, excursion craft and small watercraft. Protect existing eelgrass beds.

**Policy No. 4-b - In waterfront parks and wildlife refuges with historic buildings.** Historic Buildings in waterfront parks and wildlife refuges should be developed and managed for recreation uses to the maximum practicable extent consistent with the Bay Plan Map policies and all of the following:

1. Physical and visual access corridors between and in land public areas, vista points, and the shoreline should be created, preserved or enhanced. Corridors for Bay-related wildlife should also be created, preserved and enhanced where needed and feasible.
2. Historic structures and districts listed on the National Register of Historic Places or California Registered Historic Landmarks should be preserved consistent with applicable state and federal historic preservation law and should be used consistent with the Bay Plan recreation policies. Public access to the exterior of these structures should be provided. Public access to the interiors of these structures should be provided where appropriate.

To assist in generating the revenue needed to preserve historic structures and develop, operate and maintain park improvements and to achieve other important public objectives, uses other than water-oriented recreation, commercial recreation and public assembly facilities may be authorized only if they would:

a. Not diminish recreational opportunities or the park-like character of the site;

b. Preserve historic buildings where present for compatible new uses; and

c. Not significantly adversely affect the site’s fish, or other aquatic life and wildlife and their habitats.
State Lands Commission

The California State Lands Commission (SLC) retains jurisdiction over all tidelands and submerged lands owned by the State. These lands are required to be used for purposes consistent with public trust (e.g., maritime commerce, navigation, fishing, environmental, and recreational purposes). Within the project site, all tidelands and submerged lands including those beneath the pier are subject to SLC public trust jurisdiction (Appendix U NAVY EIS/EIR). The re-use of the pier is contingent upon obtaining a lease from the SLC.

LOCAL

Most of the project site is currently under the jurisdiction of the City of Richmond (City), while the Navy retains ownership of approximately 15 percent (approximately 62 acres) of the site. Since the issuance of the Draft EIS/EIR, the City of Richmond (City) and Navy have completed the transfer of this remaining land, and the entire site is now owned by the City. As such, land use planning for the project site is guided by the City’s General Plan and Zoning Ordinance. The City’s General Plan provides policies related to land use and land use designations as broad guidelines to establish a baseline for development in the City and includes Specific Plan Areas. “Its goals and policies represent the City’s overall philosophy on public and private development and provide a foundation for public and private decision making on related issues (City of Richmond, 1994: I-1).”

The City’s Zoning Ordinance implements the General Plan. It contains the following three types of zoning regulations that control the use and development of properties within the City (City of Richmond, 1997a: 4):

- **Land Use Regulations** specify land uses permitted or conditionally permitted in each zoning district, and include special requirements, if any, applicable to specific uses.
- **Development Regulations** control the height, bulk, location, and appearance of structures on development sites. These regulations also include special requirements for second dwelling units, inclusionary housing requirements, landscape and fencing standards, parking and loading requirements, and provisions for the storage of hazardous materials.
- **Administrative Regulations** contain detailed procedures for the administration of zoning regulations, including requirements for use permits and variances; design review; public hearings on ordinance and map amendment; appeals of zoning decisions; nonconforming uses and structures; official plan lines; lot line adjustments; certificates of occupancy; miscellaneous provisions; and enforcement.

The project site is within the West Shoreline Planning Area. The City also provides Area Specific Guidelines, which act as guiding land use documents for specific areas within the City. The Area Specific Guidelines for the West Shoreline Planning Area are presented below.
3.9 Land Use and Planning

City of Richmond General Plan

The project site and all adjacent parcels within the project site are covered by the City’s General Plan dated August 1994, which sets standards and regulations to enforce the goals and policies of the general plan.

General Plan Update

The City is currently updating its General Plan and anticipates releasing the Draft General Plan to the public in December of 2008 (Velasco, 2007). The City has proposed three Land Use Options for adopting the General Plan Update -in the summer of 2011 (Velasco, 2010). Land Use Option 1 designates the project site as Parks and Recreation, Land Use Options 2 and 3 identify the project site for reuse similar to the Preferred Alternative and Alternative E proposed in the Open Space Study (Figure 3.9-2) (City of Richmond, 2007b) The City has proposed the following land use designations to be included in the General Plan Update for the project site: Parks and Recreation, Open Space, Business/Light Industrial, and Medium- and Low-Density Residential. These land use designations are defined within the draft General Plan Update released for public review on December 2, 2009, which is available online at http://www.cityofrichmondgeneralplan.org/.

Parks and Recreation

“[The] Parks and Recreation [designation] includes publicly owned local and regional parks as well as privately owned recreational facilities such as golf courses; small-scale recreation-supporting uses such as rental shops, bike repair facilities, small restaurants, interpretation centers and museums are permitted. Density, intensity, and maximum heights are subject to a Conditional Use Permit.”

Open Space

“[The] Open Space [designation] includes wetlands, mudflats, creek corridors and other natural preservation areas, as well as private lands deeded to public or private agencies for open space preservation; public access should be allowed where appropriate.”

Business/Light Industrial

“[The] Business/Light Industrial [designation] includes commercial uses such as research and development, light industrial, industrially-related storage and distribution, and office uses. Uses that serve populations under 18 and over 65 years of age may be conditionally permitted.” Areas designated for business/light industrial would have a 0.25 to 3.0 floor area ratio and a maximum building height of 55 feet.
Medium-Density Residential

“[The] Medium-Density Residential [designation] includes single and multifamily housing types such as one to three-story garden apartments, townhouses and stacked flats; neighborhood mixed-use development allowed at neighborhood nodes.” Areas designated as medium-density residential would have a density of 10 to 40 dwelling units per acre. Dwellings would have a maximum height of 35 feet.

Low-Density Residential

“[The] Low –Density Residential [designation] includes attached and detached single family residential development in flat areas; neighborhood mixed-use development allowed at neighborhood nodes. Existing multi-family residential structures may remain and may be improved without increasing densities, or may revert to single-family residential uses.” Areas designated as low-density residential would have a density of 5 to 15 dwelling units per acre. Dwellings would have a maximum height of 35 feet.

General Plan (1994) Land Use Designations

Land Use Element

The General Plan, Land Use Element describes the following designations for the project site:
Port/Marine Terminal/Ship Repair (PM), Heavy Industry (HI), Recreation Lands/Subcategory Community Open Space (RL), and Other Types of Open Space (OT). These land use designations are defined below and shown in Figure 3.9-3.

Port / Marine Terminal / Ship Repair (906)
The areas designated as Port/Marine Terminal/Ship Repair (PM) are defined as:

“The Port of Richmond is a valuable component of the City’s economic base whose long-term viability needs to be sustained. Use of lands within this district should therefore be reserved for a wide range of municipal or private maritime marine terminals, cargo handling, ancillary manufacturing or related establishments that are dependant on direct port access for the import or export of raw materials or finished products. There is a large concentration of these uses along Santa Fe Channel. Included in this designation are areas designed for Port Priority Use under the BCDC/MTC Seaport Plan, and land uses included within port priority use areas. In addition to marine terminals, cargo handling, ancillary manufacturing and office uses, the following types of uses may be found within this category: ship/boat repair, sales, storage, marinas, moorage, scrap yard, support services for the fishing industry, trucking and railroad yards, manufacturing uses which extensively use rail or transport facilities, and other ancillary uses allowed within port priority use areas. Uses not requiring a proximity to the port should be located elsewhere in the City, in an otherwise appropriate district.”
Figure 3.9-2 General Plan Update - Land Use Options 1, 2 and 3

Figure 3.9-2 has been deleted from the Final EIR because the Land Use Options depicted within the figure are no longer under consideration by the City.
Figure 3.9-3
General Plan Land Use Designations
Heavy Industry (901)
The Heavy Industry (HI) land use designation is defined as:

“This category accommodates a wide variety of industrial uses including, but not limited to, oil refining, contractors’ storage yards, warehouses, machine shops, co-generation plants, and other ‘heavy’ industrial type uses. The industrial activities are traditionally larger scale and include very little to no office space. Most patently obnoxious uses are in this category and require conditional use permits. Commercial nurseries relating to non-edible agricultural products and support retail/service uses are allowed within this category.”

Recreation Lands - Subcategory Community Open Space (908)
The lands designated as Recreation Lands – Subcategory Community Open Space (RL) are defined as:

“Open space for outdoor recreation includes scenic, historic and cultural value; it also includes areas particularly suited for park and recreation purposes, including access to shoreline, creeks, and areas which serve as links between major recreation and open-space reservations, including utility easements, banks of creeks, trails, and scenic highway corridors.”

Community Open Space
The community open space category generally includes “easements, steep hillsides, land use buffers, storage tank farms to serve adjacent industrial uses, and common residential open space areas. It can also include other open space areas, which provide outstanding scenic, historic, or cultural value. These areas are not inconsistent with other recreation lands.”

Other Types of Open Space (936)
The waters bordering the project site to the west are designated as Other Types of Open Space (OT), which applies to “waters of San Francisco and San Pablo Bay and associated channels and harbors.” The uses generally found within these areas include transport facilities associated with ferry terminals and adjacent heavy industrial plants such as ports and wharves; and water-oriented recreation uses such as boating and fishing.

General Plan (1994) Land Use Element Policies
The City’s General Plan provides specific planning policies that are applicable to the project site. Policies regarding residential, commercial, and industrial areas are provided below:

General
LU-A.4 Require new development adjacent to historical sites to incorporate design elements so as to compliment the character of the surrounding historical structures.

LU-A.7 Include art and cultural components in areas of new development and redevelopment.
3.9 Land Use and Planning

LU-B.1 Encourage commercial and industrial facilities to enhance and compliment the surrounding areas.

LU-B.5 Require sufficient visual open space and/or landscaped screening between industrial operations and adjacent residential or recreational activities in order to create adequate buffers.

LU-C.1 Require that new development establish a distinctive character, as expressed in the external design of buildings, works of art, and open space areas and in their relationship to the terrain, water, and the surrounding environment.

LU-C.2 Urge inclusion of a broad variety of dwelling types within all new and existing residential communities.

LU-E.1 Give high priority to preserving and enhancing the potential amenities of the shoreline’s variety of edges and the landmark character of regional landscape.

LU-E.2 Require new development to preserve the unique view opportunities of the shoreline and ridgelines in order to maximize their availability to the public.

LU-F.1 Provide adequate neighborhood commercial areas to serve the future needs of each neighborhood at buildout.

LU-G.1 Establish design standards that allow for functional and compatible mixed-use development.

Residential Areas
LU-H.1 Form community boundaries by: (1) open space, (2) the edge between residential and non-residential uses, (3) topographic features, and/or (4) linear elements such as freeways, major thoroughfares, or rail lines.

LU-J.1 Encourage mixed-use developments, where allowed, to create both day and night activities.

LU-J.2 Encourage the conversion of long-term vacant commercial and light industrial space into live/work spaces.

LU-K.1 Encourage the infill of housing on parcels within the multi-family residential neighborhoods at a density appropriate to an urban area and which can be efficiently served by public transit, utilities, and services.

Commercial Areas
LU-L.5 Reserve waterfront sites for those commercial and commercial recreation uses that clearly benefit from the location on the shoreline and proximity to public recreation facilities and public access areas.

LU-L.6 Encourage the planning and development of commercial recreation, recreation and water-oriented facilities since they are important in creating jobs, increasing the tax base, providing needed recreation facilities, and generally improving the image of the City.
LU-N.1 Promote commercial development, which creates maximum job opportunities for area residents.

**Industrial Areas**

LU-O.7 Avoid land uses that place residential dwellings with “heavy” industrial and maritime uses.

LU-P.1 Promote industrial development, which creates maximum job opportunities for area residents.

**General Plan (2005) Housing Element Policies**

Policy 2 Require all residential developments of ten or more units to include an affordable housing component, or pay in-lieu fees to support future affordable housing development, per City of Richmond Inclusionary Housing Ordinance 28-01.

Policy 4 Promote development of affordable housing on surplus, underused or vacant public lands where appropriate and where compatible with existing uses.

**General Plan (1994) Area Specific Guidelines**

The project site is located within the West Shoreline Planning Area and is subject to the West Shoreline Area Specific Guidelines identified in the City’s General Plan (Figure 3.9-4). The following applicable Area Specific Guidelines are presented below.

**General**

No.1 Allow for an appropriate level of development in shoreline areas while establishing a pleasing setting and protecting natural resources that are irreplaceable.

No.2 Preserve views of the Bay and the regional landscape from the trails and open spaces along the shoreline area’s ridgelines by controls on siting and height of adjacent structures.

No.3 Develop Richmond’s shoreline potential for residential, commercial, and recreational uses as well as for port/maritime and industrial uses.

No.4 Capitalize on the extensive shoreline resource by making it a source of pride for residents in the Richmond area and an attraction for tourists by virtue of its function, distinctiveness and beauty.

No.5 Provide specialty commercial uses as development occurs at Marina Bay, Brickyard Cove, Point Molate, Castro Point, Point San Pablo, and Point Isabel.

**West Shoreline**

No.4 Reserve shoreline sites for those commercial and commercial recreation uses that clearly benefit from location on the shoreline and proximity to public recreation facilities and public access areas.
Figure 3.9-4
West Shoreline Zoning Designations

LEGEND
- CC - Coastline Commercial
- CRR - Community and Regional Recreation
- EA - Exclusive Agricultural
- M-3 - Heavy Industrial
- M-4 - Marine Industrial
- Existing National Register Historic District Boundary

SCALE
0 600'± 1200'±

SOURCE: USGS 7.5 Minute Topographic Quadrangle;
City of Richmond; AES, 2008
No.6 Encourage the acquisition of the historic buildings at Winehaven by the East Bay Regional Park District or the City when the Naval Fuel Depot becomes surplus federal land.

No.7 Promote commerce and commercial recreation at Winehaven when the site is available, but after public recreation and scenic roads along the shoreline north of the toll plaza are developed.

No.8 Designate a site for a marina at the Point Molate Naval Fuel Depot when its present use is phased out and land there is available.

No.9 Give priority to preserving and enhancing the potential amenities of the shoreline’s variety of edges and of the landmark character of its adjacent hills.

**City of Richmond Zoning Ordinance**

The lands within the project site have the following zoning designations: Community and Regional Recreation (CRR), Heavy Industrial (M-3), and Marine Industrial (M-4) ([Figure 3.9-4](#)) (City of Richmond, 1997a). The City’s Zoning Ordinance describes the intent and purpose of these zoning designations; they are summarized and included below. **Table 3.9-1** provides a list of the zoning districts within the West Shoreline Planning Area and indicates those designations for the lands within and surrounding the project site.

**Coastline Commercial**

The Coastline Commercial (CC) zone is intended to “create, preserve, and enhance areas with a selective range of retail establishments serving both the short- and long-term needs of water oriented uses, most often marinas and the needs of shoreline residents and visitors (City of Richmond, 1997a:76).”

**Community and Regional Recreation District**

The Community and Regional Recreation District (CRR) is intended to “create, preserve and enhance local, neighborhood, community and regional areas of outstanding scenic, historic and cultural values including parks and related facilities such as swimming pools, playing fields, recreational buildings, trails, and associated parking (City of Richmond, 1997a: 105).” The CRR district consists of predominantly open space land uses and should retain this character for the interests of the public.

**Heavy Industrial**

The Heavy Industrial (M-3), zoning designation intends “to create, preserve and enhance areas containing a wide variety of industrial uses including but not limited to manufacturing and related establishments which are potentially incompatible with most other establishments (City of Richmond, 1997a: 90).” This designation can be found away from residential areas, and tends to provide a variety of sites with good rail and highway access.
## TABLE 3.9-1

CITY OF RICHMOND ZONING DISTRICTS WITHIN THE WEST SHORLINE PLANNING AREA

<table>
<thead>
<tr>
<th>Zoning District</th>
<th>Permitted Uses</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Residential Districts</strong></td>
<td></td>
</tr>
<tr>
<td>SFR-1: Single-Family Rural</td>
<td>One dwelling unit per 11,000 square feet or more.</td>
</tr>
<tr>
<td>SFR-2: Single-Family Very Low Density</td>
<td>One dwelling unit per 6,000 square feet or more.</td>
</tr>
<tr>
<td>SFR-3: Single-Family Low Density</td>
<td>One to two dwellings per 7,500 square feet or more.</td>
</tr>
<tr>
<td>MFR-1: Multifamily Residential</td>
<td>Apartments, townhouses, duplexes at medium density.</td>
</tr>
<tr>
<td>MFR-2: Multifamily Medium Density</td>
<td>Apartment living areas with access to transportation, shopping and community centers.</td>
</tr>
<tr>
<td>MFR-3: Multifamily High Density</td>
<td>High rise apartment living with access to transportation, shopping and community centers.</td>
</tr>
<tr>
<td><strong>Commercial Districts</strong></td>
<td></td>
</tr>
<tr>
<td>C-1: Neighborhood Commercial</td>
<td>Small-scale retail serving immediate neighborhood.</td>
</tr>
<tr>
<td>C-2: General Commercial</td>
<td>Variety of office, consumer and business services.</td>
</tr>
<tr>
<td>C-3: Regional Commercial</td>
<td>Wide range of retail and wholesale establishments serving both long- and short-term needs.</td>
</tr>
<tr>
<td>C-B: Central Business</td>
<td>High intensity multiple uses with an urban character.</td>
</tr>
<tr>
<td>CC: Coastline Commercial</td>
<td>Selective range of retail establishments serving water-oriented uses.</td>
</tr>
<tr>
<td><strong>Industrial Districts</strong></td>
<td></td>
</tr>
<tr>
<td>M-1: Industrial/Office Flex</td>
<td>Establishments primarily engaged in research, product development, testing and administration, production of high technology, testing and administration, production of high technology electronics, industrial or scientific products, or commodities.</td>
</tr>
<tr>
<td>M-2: Light Industrial</td>
<td>Manufacturing, warehousing, trucking, and distribution oriented uses with limited external impact on the surrounding area.</td>
</tr>
<tr>
<td>M-3: Heavy Industrial</td>
<td>Manufacturing and related establishments that are potentially incompatible with most other establishments.</td>
</tr>
<tr>
<td>M-4: Marine Industrial</td>
<td>Municipal or private maritime uses (terminals, cargo handling, ancillary manufacturing) in areas having extensive rail or transport facilities.</td>
</tr>
<tr>
<td><strong>Open Space/Recreation Districts</strong></td>
<td></td>
</tr>
<tr>
<td>EA: Exclusive Agricultural</td>
<td>Areas capable of and generally used for livestock and/or the production of food.</td>
</tr>
<tr>
<td>CRR: Community and Regional Recreation</td>
<td>Neighborhood, community and regional areas of outstanding scenic, historic, and cultural values, including parks and related facilities.</td>
</tr>
<tr>
<td>PC: Public and Civic Uses</td>
<td>Public and semi-public and educational uses such as private offices, libraries, schools, colleges, hospitals, clubs, and halls.</td>
</tr>
<tr>
<td><strong>Overlay Districts</strong></td>
<td></td>
</tr>
<tr>
<td>RMO: Resource Management</td>
<td>Physical restraint areas where additional controls to supplement or to modify those of the base district are required.</td>
</tr>
<tr>
<td>SFO: Special Features</td>
<td>Specific areas where additional controls to supplement or modify those contained in the base district are required.</td>
</tr>
<tr>
<td><strong>Planned Area District</strong></td>
<td></td>
</tr>
<tr>
<td>PA: Planned Area</td>
<td>The purpose of this district is to promote development of large areas in substantial compliance with the principles and standards of the Richmond General Plan. This includes permitting appropriate variety and diversity in the composition and relationship of land uses, building types, structures, lot sizes and open spaces.</td>
</tr>
</tbody>
</table>


Note: **Bold** text denotes zoning designations within the project site.
3.9 Land Use and Planning

Marine Industrial

The Marine Industrial (M-4) zoning designation is intended to “create, preserve, and enhance areas containing a wide range of municipal or private maritime uses such as marine terminals, cargo handling, and ancillary manufacturing uses that are dependent on direct port access for import, and export of raw materials and finished products (City of Richmond, 1997a: 97).” Adjacent zoning districts should provide buffering between residential districts and the M-4 district.

National Historic Register District

As discussed in Section 3.6, the City has designated buildings on the Point Molate as being historic structures (Municipal Code, Chapter 6.06, Ordinance Number 28-82). The Winehaven structures were also nominated as a National Register Historic District (NRHD) under the National Historic Preservation Act (NHPA) under the Navy’s ownership. The area in which the “historical structures” are located is identified in Figure 3.9-5. Please see Section 3.6 for further discussion on the existing boundary of the Historic District.

Surrounding Zoning Designations

The lands surrounding the Project site include: M-3, M-4, and CRR Community and Regional Recreation (City of Richmond, 1997a). These designations are described in detail in Table 3.9-2 and presented in Table 3.9-2

<p>| TABLE 3.9-2 |</p>
<table>
<thead>
<tr>
<th>POINT MOLATE REUSE CONSIDERATIONS BY DEVELOPMENT AREA</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Proposed Reuse Potential</strong></td>
</tr>
</tbody>
</table>
| **Core Historic District** | • On-site cottages as retreat overnight facilities, a bed and breakfast, or similar use. Building No. 1 most suitable as a winery.  
• Building No. 10 used for support functions.  
• Fire Department would be operational. | • No new development in the core portion of the Historic District. Non-historical site features should be removed and above ground utilities should be buried. |
| **Northern Development Area** | • Educational training and facilities.  
• Retreat facilities including conference centers, a small hotel or bed and breakfast. A small-scale amphitheater.  
• Area between Building No. 6 (considered for demolition) and shoreline developed for light industrial or educational uses.  
• If no light industrial development, residential development should occur. | • Development should take into account visual appearance of existing structures. No new buildings taller than three stories along Western Drive. |
| **Central Development Area** | • High-end residential use. | • For new buildings, no more than three stories tall. New structure design would not have to match historical buildings. |
| **Southern Development Area** | • Single-and multi-family residential use.  
• If Building No. 6 were demolished and residential development were to occur on-site, than this area should be used for light industrial uses. | • The design of residential units should be consistent with the existing historic architecture. Maximum height should be two stories. Visual consistency with historic structures is required. |
| **Shoreline Park and Hillside Open Space Areas** | • Bay Trail along shoreline.  
• Secondary trail on top of existing elevated berm through the Point Molate Beach Park.  
• Potential for outdoor amphitheater.  
• On-site park with interpretive component.  
• Building No 132 - supportive uses for the park or commercial recreation purposes.  
• Ferry and private boat access is encouraged. The development of a waterfront hotel is considered appropriate. | • Similar to those above, aesthetic rehabilitation of existing structures is highly recommended. |

Source: City of Richmond, 1997b
Figure 3.9-5
Base Reuse Plan Development Areas

Special Features Overlay District

The Special Features Overlay District, Additive District #3 (SFO-3), covers most of the San Pablo Peninsula north of the project site, including Point Richmond (Table 3.9-1). “This overlay zoning district preserves ridgelines, hillsides, ridge slopes, and visual resources by placing additional controls on the base zoning districts (Appendix U).” This district is regulated within the West Shoreline Area Specific Guidelines covering approximately the same area; therefore, relevant requirements within the SFO-3 district are identified above under the West Shoreline Specific Guidelines discussion.

Association of Bay Area Governments (ABAG)

The ABAG is a local planning authority for nine Bay Area counties including Contra Costa County. Moreover, ABAG is the lead agency for the Bay Trail Project, adopted in July 1989, through the enactment of Senate Bill (SB) 100 (ABAG, 1999). SB 100 requires ABAG to “develop and adopt a plan and implementation program, including a financing plan, for a continuous recreational corridor, which will extend around the perimeter of San Francisco and San Pablo Bays (ABAG, 1999).” The bill also requires that the plan include specific routes for a biking and hiking trail that specifies the proximity of the trail to recreational facilities and to provide links between existing and proposed public transportation routes. The Bay Trail Plan proposes the trail follow the western shoreline along the San Pablo Peninsula and around the northern tip to the San Pablo Yacht Harbor (Figure 3.8-2) (Appendix U). Due to the location of the Chevron-Richmond Refinery just south of the Point San Pablo Yacht Harbor, the Bay Trail would not be extended to meet the Wildcat Creek Trail. As part of the Chevron Hydrogen Renewal Project, an easement will be provided to connect the Bay Trail from Marine Street at Tewksbury to the north side of Interstate 580 (I-580) (City of Richmond 2008b).

East Bay Regional Park District (EBRPD)

The EBRPD is responsible for the development and operation of a regional park system in the East Bay. The EBRPD supports the Bay Trail Plan and also has a desired alignment at the project site along the western shoreline following an existing railroad right-of-way that would continue north to the San Pablo Yacht Harbor (EBRPD, 1997).

City of Richmond Point Molate Reuse Plan

Following the closure of the Point Molate Naval Fuel Depot (NFD) in 1995, the City drafted the Point Molate Reuse Plan (Reuse Plan) to act as a guiding document for future reuse and development of Point Molate. The Reuse Plan presents development goals and objectives that focus on balancing economic development with community needs (Table 3.9-2) (City of Richmond, 1997b). The Reuse Plan identifies five distinct land use areas: the Core Historic District; the Northern Development Area; the Central Development Area; the Southern Development Area; and, the Shoreline Park and Hillside Open Space Areas (Figure 3.9-5).
San Pablo Peninsula Open Space Study

The San Pablo Peninsula Open Space Study (Open Space Study), drafted May 2005, is an analysis of the potential alternatives for areas within the San Pablo Peninsula to be conserved as open space (LSA Associates Inc, et. al., 2005). The Open Space Study, divided into two volumes (Volumes I and II), provides five alternatives for consideration. In Volume I, as stated above, the City has used two alternatives as land use options for the project site in the General Plan Update process. Land Use Option 2 identifies the Preferred Alternative, which incorporates elements from Alternatives B – Park-Related Public Amenities with Minimal Developed Infrastructure, Alternative C – Park-Related Uses with Commercial Development, and Alternative D – Park-Related Uses Compatible with Commercial/Industrial Development as the potential allowable use on the project site. Land Use Option 3 identifies Alternative E – Park-Related Uses Compatible with Proposed Casino Development of Point Molate as a potential land use on the project site. Volume I of the Open Space Study has been included as Appendix V. Volume II provides information on the existing conditions of the San Pablo Peninsula.

3.9.2 ENVIRONMENTAL SETTING

The project site is located on the west side of the San Pablo Peninsula within the northwest portion of the City. Land uses on the San Pablo Peninsula are dominated by the facilities of the Chevron - Richmond Refinery which is located approximately 1.5 miles east of the project site. Figure 3.9-6 identifies the location of the project site relative to existing land uses near the site, which are described below. The San Pablo Peninsula is isolated from the residential and commercial areas of the City by topography and land uses. The Peninsula extends northwest from the City and is separated from North Richmond by the San Pablo Bay and the San Pablo Canal; and is divided from the residential area of Point Richmond by I-580 and the remainder of the City by the Richmond Parkway.

Connectivity between the San Pablo Peninsula and the remainder of Richmond is further isolated due to the extensive industrial development of the Chevron – Richmond Refinery, which lies between the peninsula and the City and between the San Pablo Bay and Point Richmond. Land uses on the project site and in the project area are described in detail below.

PROJECT SITE

The project site is approximately 413 acres, and includes approximately 273 acres of dry land and 140 acres of submerged lands. The site is located approximately 1.5 miles north of I-580. Western Drive provides access to the project site, and is directly accessible to westbound I-580 traffic, and indirectly accessible to eastbound traffic on I-580 (City of Richmond, 1997b). The project site lies on the western side of the Potrero Hills and has a topography ranging from a high of approximately 400 feet (ft.) in elevation along the Potrero Ridge down to sea level (City of Richmond, 1997b). The location of the project site allows for panoramic views of the San Francisco Bay. The project site is comprised of 2 parcels that share the following assessor parcel number (APN): 561-110-008 (Figure 1-5).
Figure 3.9-6
Existing Land Uses

SOURCE: ESRI Date; USGS Aerial Photograph; AES, 2008
Following the closure of the Naval Fuel Depot in 1995, the Navy retained approximately 15 percent of the site for environmental remediation, while the remaining 85 percent was transferred to the City (Figure 1-4). The project site has a long history of uses, including use by Native Americans over thousands of years, a Chinese shrimp village (1870 to 1912-1915), the Winehaven winery (1907 to 1919), a quarry (sometime between 1924 and 1939), the NFD operated by the U.S. Navy from the early 1940’s until its closure in 1995, and Point Molate Beach Park, operated by the City. For a discussion of archaeological resources, historical uses, and the designation of buildings as historic resources, please refer to Section 3.6.

Vestiges of early land uses consist primarily of archaeological remains associated with Native American occupation and the Chinese shrimp village, in addition to landform alterations at Point Molate from quarry activities. A significant number of buildings and structures remain from the operation of Winehaven and the NFD. The project site is now in caretaker status, with maintenance of the remaining facilities undertaken by both the Navy and the City. No public use has been allowed at the project site since the closure of the Point Molate Beach Park in 2006. The facilities associated with Winehaven and the NFD are discussed below.

**Winehaven-Era Facilities**

Prior to its closure in 1919, Winehaven was California’s largest winery and occupied the northern portion of the project site. The operation included a winery, bottling facility, warehouse, rail line, wharf, hotel, school, post office, steam generation plant, firehouse, and 29 residences. The Winehaven facilities are located within the Winehaven Historic District that was placed on the National Register of Historic Places (NRHP) in 1978, which totals approximately 71-acres of the project site. The Winehaven facilities encompass about 25-acres of the Historic District. See Table 3.6-1 in Section 3.6 for further discussion. Between 1960 and 1978, some of the winery structures were demolished or converted and modified for use by the Navy (Appendix U). The Navy used most of the Winehaven buildings for warehousing, offices, storage, maintenance structures, and a fire station. The remaining Winehaven buildings include:

- **Building No. 1, Main Winehaven building** – the castle-like building with turrets and parapets is the largest and most distinctive building on the project site. Used by the Navy as a warehouse.
- **Building No. 6, Wine cellar** – the second largest building on the site, located south of the main Winehaven building. Used by the Navy as administrative offices and a warehouse.
- **Building No. 10, Loading dock/refrigeration building** – adjacent to and east of the main Winehaven building.
- **Building No. 13, Powerhouse** – located on the east side of Western Drive.
- **Building No. 17, Warehouse** – located east of the powerhouse.
- **Building No. 60, Winemaster’s house** – located on the hill above the main Winehaven building to the northeast. The Navy used this house for military housing.
- **Cottages** – 28 cottages constructed for winery employees – located on the hill above the main Winehaven building to the northeast along Western Drive. This area encompasses approximately
five acres of the project site. The Navy subsequently converted the cottages into military housing.

**Navy Facilities**

In addition to utilizing the existing Winehaven buildings, the Navy constructed extensive facilities for the storage and distribution of fuel and oil. The Navy converted approximately 90-acres of the project site for the following uses:

- 43 underground storage tanks;
- 32-above ground storage tanks;
- 24-miles of fuel and oil pipelines;
- Access roads;
- Fuel and oil pump houses;
- Maintenance/storage buildings;
- Pier – located in the west central portion of the site, the T-shaped pier extends approximately 1,450 feet from the shoreline into the Bay, and was used to pump fuel to vessels docked at the pier. The pier is constructed of concrete and timber piles and supports pipelines and a transfer operation facility; and
- Laydown area, Drum Lot No. 2 – which has a paved area in the southern portion of the project site that was used for staging and temporary storage.

**Section 3.12, Hazards and Hazardous Materials, contains additional information on the facilities listed above.**

**Point Molate Beach Park**

Prior to the Point Molate Beach Park’s closure in 2006, the City used approximately 18 acres of the southwest portion of the project site as a park. The park included a paved parking area, landscaped play area with equipment, picnic tables, portable toilets, and shoreline access.

**Surrounding Land Uses**

The majority of the surrounding area is owned by Chevron and used for refining petroleum products. South of the project site is the Caltrans maintenance facility and storage yard, which abuts the I-580 toll plaza for the Richmond/San Rafael bridge (Figure 3.9-6) (Appendix U). Other uses in the area include Port of Richmond Terminal No. 4, the Point San Pablo Yacht Harbor, and residential uses at Point Richmond (Figure 3.9-6). Figure 3.9-7 shows the current land ownership status surrounding the project site. These surrounding land uses are described in detail below.
Chevron

Chevron owns the majority of the land in the vicinity of the project site. Chevron property borders the project site on three sides and occupies approximately 2,900 acres. The main refinery is located approximately one mile southeast of the project site. The refinery produces gasoline, jet fuel, diesel, lube oil, wax and other chemical products from crude oil brought in from foreign and domestic sources (Appendix U). Facilities include the main refinery area, pipelines, and numerous storage tanks, which stretch from the refinery across the hills of the San Pablo Peninsula to within approximately 300-feet of the project site (Figure 3.9-7). The property owned by Chevron is used for a variety of other industrial purposes. Sections 3.12 and 4.12 contain information concerning potential impacts associated with Chevron operations east of the project site. To the south is a small aggregate quarry owned by Chevron and operated by Dutra Materials, and several large aboveground storage tanks are located east of Western Drive (Appendix U). To the north of the project site is the Chevron employees’ rod and gun club with a pistol range, marina and other recreational facilities. The Chevron Boating Club currently owns a 50-berth marina located at the Chevron Richmond Refinery, which is restricted to use by members of the Chevron Employees Recreation Association (Chevron, 2007). Access to the rod and gun club facilities is limited to employees and public access is restricted on all of Chevron’s property.

Port of Richmond Terminal No. 4

The Port of Richmond Terminal No. 4 is located at the tip of San Pablo Peninsula and consists of approximately 37-acres of cargo terminal that includes a 12,000 square foot (sq. ft.) warehouse (City of Richmond, 2007a). The property is currently owned and managed by the City. Terminal No. 4 has the potential for handling bulk liquids, dry bulk materials, metals, vehicles and break-bulk cargoes; however, its use as a cargo terminal is currently pending (City of Richmond, 2007a).

Point San Pablo Yacht Harbor

The Point San Pablo Yacht Harbor is located approximately one-mile north of the project site and is privately owned. Land uses at the Yacht Harbor consist of 200 berths and a small restaurant (Point San Pablo Yacht Harbor, 2007). The harbor is used by fishing boats and houseboats, along with a few sport and sailboats.

Point Richmond

Point Richmond is a small isolated residential neighborhood of Richmond located approximately one and a half miles southeast of the project on the south side of I-580. Point Richmond is located on a rolling hillside facing the San Francisco Bay and is listed on the National Register of Historic Places and notable for its architecture. Some of the homes at the top of the hillside have views or face north overlooking the Chevron-Richmond Refinery and I-580.
Figure 3.9-7
Land Ownership

SOURCE: GlobeXplorer Aerial Photograph, 2/27/2004; City of Richmond, 2007; AES, 2008
**Potrero Ridge**

Potrero Ridge forms a spine along the axis of the San Pablo Peninsula from a 494-foot peak located just southeast of the project site along the eastern border to a 328-foot peak north of the project site (Appendix U). From the southern peak, a ridge extends southwest near the Chevron quarry and aboveground storage tanks. These ridges separate the project site from development to the east including the Chevron-Richmond Refinery and Richmond; therefore, isolating the site from industrial activities to the east.