

**SAN PABLO PENINSULA
OPEN SPACE STUDY**

**VOLUME I
RECOMMENDATIONS AND ALTERNATIVES
RICHMOND, CALIFORNIA**

Submitted to:

San Pablo Peninsula Open Space Committee

Funded by:

California State Coastal Conservancy
East Bay Regional Park District
Coastal Impact Assistance Program of the National Oceanic Atmospheric Agency

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May 2005

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EXECUTIVE SUMMARY

The San Pablo Peninsula Open Space Study (Study) culminates a two-year effort to assess the potential for regional open space on the San Pablo Peninsula and to reach consensus on specific open space recommendations. The Study resulted from the collaboration of government and regulatory agencies, property owners, and citizens with an interest in open space. Participants agreed on a broad vision, identified specific land use, recreation, and open space recommendations and outlined next steps for the planning process.

At the request of the Trails for Richmond Action Committee (TRAC), the City of Richmond joined five entities to investigate the possibility of securing and developing an open space area on the San Pablo Peninsula (City of Richmond Resolution 99-01, July 17, 2001). The study area is roughly bound by the San Francisco Bay shoreline on the west, Potrero Ridge on the east, the Richmond-San Rafael Bridge on the south, and Point San Pablo on the north. The San Pablo Peninsula Open Space Committee (Committee) includes a representative from each of those six entities: City of Richmond (City), California State Coastal Conservancy (Coastal Conservancy), East Bay Regional Park District (EBRPD), Muir Heritage Land Trust, Chevron Richmond Refinery (Chevron), and TRAC.

In 2003, the Muir Heritage Land Trust, with funds from the Coastal Conservancy, EBRPD and the National Oceanic and Atmospheric Agency's Coastal Impact Program, contracted with LSA Associates, Inc. (LSA) and its Consultant Team to conduct a comprehensive open space feasibility study under the direction of the Committee.

Over the course of the study, outside parties with an interest in working with the Committee on plans for the Peninsula joined the Committee discussions. All Peninsula property owners were invited to participate and several property owners, the owners of the San Pablo Yacht Harbor and Upstream Point Molate LLC (Upstream), actively participated. As of May 2005, Upstream Point Molate LLC is under contract with the City of Richmond to purchase and develop the Point Molate Naval Fuel Depot into a hotel/gaming/retail resort complex.

The Study consists of two volumes. The first volume, Recommendations and Alternatives, represents the core of the study effort. It presents the recommendations for future uses of the Peninsula, a conceptual Preferred Alternative and analysis of five specific alternatives. The second volume, Existing Conditions, provides the background information upon which subsequent analysis was based. It describes the existing conditions on the Peninsula within the context of historic uses.

Successful collaboration between entities sharing mutual interest in preserving open space resulted in a broad vision and recommendations for future uses of the Peninsula: **A permanently protected open space and park facility on the San Pablo Peninsula is appropriate and desirable.**

The Committee translated recommendations into a conceptual Preferred Alternative (Figure 4). The Preferred Alternative incorporates: developing Point San Pablo (Terminal 4) for public recreation use, establishing a park along the Point Molate shoreline, preserving the western slopes of the Peninsula as protected open space, providing interpretive facilities to highlight the Peninsula's unique amenities,

protected open space, providing interpretive facilities to highlight the Peninsula's unique amenities, and establishing the Bay Trail along the shoreline. The Committee created the Preferred Alternative from five specific alternatives based on an opportunities and constraints analysis:

- Alternative A: Passive open space with minimal developed infrastructure;
- Alternative B: Park-related public amenities with minimal developed infrastructure;
- Alternative C: Park-related commercial recreation and development;
- Alternative D: Park-related uses compatible with commercial and industrial development as identified in the City of Richmond General Plan (1994) and the Point Molate Reuse Plan (1997); and
- Alternative E: Park-related uses compatible with the current Upstream development proposal for Point Molate.

The Committee intended to include an economic analysis of the various alternatives, but decided that a sound economic analysis was not possible at this time due to uncertainties surrounding the redevelopment of the Point Molate Naval Fuel Depot and Terminal 4 and public access to land owned by Chevron.

OVERVIEW

At present, the San Pablo Peninsula (Figure 1) is a mosaic of diverse land uses and ownerships (Figure 2). Although located on the eastern side of the Peninsula outside the study area, the Chevron Richmond Refinery is the dominant land use. On the western side the most prominent developments are at the point of the Peninsula (Terminal 4) and at the closed Point Molate Naval Fuel Depot. Other developed landmarks of interest on the western side of the Peninsula are the terminus of the Richmond-San Rafael Bridge, the Point Molate Beach Park (currently closed to the public), and the San Pablo Yacht Harbor. Undeveloped areas provide important aquatic and upland habitat and many sites from which spectacular views of San Francisco and San Pablo Bays, the Marin County shorelines, and beyond may be enjoyed.

BACKGROUND

Interest in pursuing the development of public open space on the San Pablo Peninsula grew out of the planning process to reuse the Point Molate Naval Fuel Depot, closed by the federal government in 1995. Investigations into the area uncovered several opportunities to expand the open space beyond Point Molate to include most of the western half of the San Pablo Peninsula. The City of Richmond passed resolution 99-01 (adopted July 17, 2001) supporting a cooperative study to investigate the possibility of securing and developing an open space area roughly bound by the San Francisco Bay shoreline on the west, Potrero Ridge on the east, the Richmond-San Rafael Bridge on the south and Point San Pablo on the north (see Appendix A).

This resolution resulted in the joining of six entities that saw value in the project and the potential to meet both individual and complementary goals. These entities include the City of Richmond, the California Coastal Conservancy, the East Bay Regional Park District, the Muir Heritage Land Trust, Chevron-Texaco (Chevron), and the Trails for Richmond Action Committee (TRAC). The San Pablo Open Space Committee (Committee), with a representative from each of these six entities, was established to investigate the possibility of creating public open space in the area.

In December 2003, the Muir Heritage Land Trust, relying on a Coastal Conservancy grant, contracted with LSA Associates, Inc. (LSA) and its Consultant Team to conduct a comprehensive feasibility study for the creation of a regional-scale public open space on the western half of the San Pablo Peninsula under the direction of the Committee. This report culminates that effort.

STUDY AREA

One of the first actions of the Committee was to define the Study Area. Figure 3 represents the boundaries as defined by the Committee and later amended during the planning process. The definitions of the categories shown on the map are as follows:

Figure 1: Regional Location

Figure 2: Property Ownership

Figure 3: Study Area

Primary Study Area

The Primary Study Area is the focus of analysis for park and open space facilities on the San Pablo Peninsula. The study assessed the feasibility of developing a public park with open space and examined the potential layout of facilities. The Primary Study Area includes the length of the western shoreline from I-580 to the San Pablo Yacht Harbor, the Port of Richmond's Terminal 4, Point Molate Beach Park, Red Rock Marina, and the western-facing slopes of the Peninsula.

Secondary Areas

Point Molate Development Areas

The City of Richmond (City) has identified these areas within the former Point Molate Naval Fuel Depot for redevelopment (Point Molate Reuse Plan 1997). Specifically, the City envisions recreating the vitality, commerce, and activity reminiscent of its era as a winery and village. The future redevelopment of these areas will impact the Primary Study Area. The study addressed the interface of these lands with the Primary Study Area.

Chevron Refinery Interface Areas

The Refinery lies on the eastern side of the ridge. Chevron has a vital interest in protecting the safety and security of its operations. Development of park or open space facilities within the Primary Study Area would affect areas owned by Chevron. The study considered these areas while recognizing and respecting potential safety and security concerns as they relate to public access.

Water and Submerged Parcel Areas

Water areas and submerged parcel areas adjacent to the study area are essential to developing a regional park on the Peninsula. These adjacent water areas create unique opportunities to enhance the recreation experience for visitors (*i.e.*, water access, views, interpretive opportunities).

STUDY PRODUCTS

Two separate, but related, documents constitute the final product of this effort. Each document is described below:

Recommendations and Alternatives (Volume I)

The Recommendations and Alternatives report describes the key recommendations and conclusions. It outlines the areas of general agreement on how open space development should unfold and provides specific land use, recreation, open space, and related recommendations that should be implemented. The report includes specific action items related to the land and its resources, and outlines the next steps needed to proceed.

Analysis of several land use alternatives led to the recommendations and conclusions. Based upon the Existing Conditions Report (Volume II), the Consultant Team identified the site opportunities and constraints considering biological sensitivity, accessibility, visual resources, safety and security. The opportunities and constraints are included as Appendix A of this report. The opportunities and constraints informed the development of different open space, recreation, and land use alternatives for the San Pablo Peninsula Open Space Committee. The five concepts considered by the Committee are briefly described in the Alternatives Analysis chapter and detailed in Appendix B of this report.

Existing Conditions (Volume II)

The Existing Conditions report was developed as a resource document to guide and inform the Recommendations and Alternatives Analysis and is provided under separate cover. It is a compendium of information from existing sources on the resources and circumstances of the San Pablo Peninsula. The report covers land use, visual resources, recreational resources, infrastructure, traffic and circulation, safety and security, biological resources, hydrology, cultural resources, soils and geology, and noise.

Relevant Richmond General Plan policies and programs are included (in part) within this document; these policies form an important starting point for the development of the Preferred Alternative for the Peninsula (Figure 4).

SUMMARY OF ALTERNATIVES

INTRODUCTION

Based on the information provided in the Existing Conditions report (Volume II), the Consultant Team developed an opportunities and constraints analysis for the site and used that analysis to formulate several alternative development scenarios for open space and recreation facilities on the San Pablo Peninsula. The opportunities, constraints, and alternatives were designed to facilitate an analysis of key issues, challenges and trade-offs associated with development and implementation of park and open space facilities. In particular, the alternatives analysis reflects the complexity of issues related to the needs and desires of the various landowners on the Peninsula and the uncertainty regarding the future of Point Molate and Point San Pablo/Terminal 4. The opportunities, constraints, and alternatives are described briefly below and provided in detail in Appendix B.

The Consultant Team presented four alternatives to the Committee at a meeting on September 14, 2004. A lively discussion resulted in consensus that the discussion of alternatives required a second meeting, October 20, 2004. Committee members made comments on the alternatives at each of these two meetings and also submitted comments in writing. The alternatives were then refined to reflect the Committee's feedback and an additional alternative was added to address the current development proposal for Point Molate.

OPPORTUNITIES AND CONSTRAINTS ANALYSIS

The Opportunities and Constraints analysis considered biological sensitivity, accessibility, visual resources, safety and security. It acknowledges project goals and objectives and is consistent with the Consensus document prepared by the Committee in 2002 (Appendix C). The analysis considers potential uses and facilities as well as compatibility with adjacent land uses.

Opportunities

- Historic Interpretation
- Outstanding Views
- Future Use of Terminal 4
- Access to East Brother Light Station
- Natural Resource Recreation and Interpretation
- Public Access to Piers
- Redevelopment of Point Molate
- Improvement of Point Molate Beach Park
- Inactive Railroad Lines
- Western Drive Alignment
- Accessibility
- Bay Conservation and Development Commission (BCDC) Jurisdiction

Constraints

- Private Ownership
- Accessibility
- BCDC Jurisdiction
- Pier Conditions
- Protection of Aquatic Resources
- Railroad Right-of-Way
- Ridgeline Security Buffer
- Hazardous Materials
- Protection of Sensitive Natural Communities/Wetlands

DESCRIPTION OF ALTERNATIVES

The Consultant Team developed and refined five distinct project alternatives for the study area. Alternatives include passive open space with minimal developed infrastructure, park-related public facilities, park-related commercial recreation, and park-related uses compatible with other commercial and industrial development.

Alternative A: Passive Open Space with Minimal Developed Infrastructure

Alternative A emphasizes minimal infrastructure improvements with no new construction, development, or reuse of existing buildings or infrastructure. Passive open space on the hillsides would allow for visual access only; physical access would be prohibited. The existing roadways would form the spine of a Class II trail system. Class I trail alignments along the shoreline zone of Point Molate would use the existing railway alignment and access key shoreline vista points. Terminal 4 would remain in industrial use; therefore, public access to Point San Pablo would be prohibited.

Alternative B: Park-Related Public Amenities with Minimal Developed Infrastructure

Alternative B centers on reclaiming and redeveloping Terminal 4 as a park-related asset with a shoreline trail system. Point Molate Beach Park would be improved and reopened for public use with sufficient funds for appropriate maintenance and supervision. The Point Molate and Point Orient Piers would be improved and opened for general public use, with fishing and other water-related activities available at Point Molate Pier. A controlled access trail system would be developed along the western-facing slopes of the Peninsula. Limiting public access to these areas would protect natural resources, ensure public safety and protect the security of the neighboring refinery.

Alternative C: Park-Related Uses with Commercial Development

Alternative C focuses on the maximum development of park-related facilities to include commercial and recreation-related development with interpretive amenities. Point Molate Navy Fuel Depot buildings would be renovated for public recreation and interpretation, providing for a Discovery Center, overnight cabins, a meeting or conference facility, a restaurant, and small shops. A commercial venture, such as a bait shop at the base of the Point Molate Pier and a kayak and sailboat concessionaire at Point Molate Beach Park would supplement public use of these facilities. Industrial use at Terminal 4 would be discontinued; park-related facilities would include Class I trails to access the ridge and an interpretive display at the historic whaling station.

Alternative D: Park-Related Uses Compatible with Commercial/Industrial Development

Alternative D relies on the City of Richmond General Plan (1994) and the Point Molate Reuse Plan (1997). Terminal 4 would revert to industrial use, prohibiting public access to Point San Pablo. The City of Richmond would retain ownership of Point Molate and develop it for mixed use according to the Point Molate Reuse Plan (1997). Alternative D would include Class I and Class II trails along the shoreline, hiking trails on the hillsides, and a spur trail from the San Pablo Yacht Harbor to an interpretive vista point overlooking the historic whaling station. Point Molate and Point Orient Piers would be improved for public access. A shoreline park would follow the entire length of the Point Molate waterfront, including the Point Molate Pier and the existing Point Molate Beach Park.

Alternative E: Park-Related Uses Compatible with Proposed Casino Development of Point Molate

Alternative E provides programming elements that would be compatible with the proposed Upstream Point Molate LLC (Upstream) casino development for Point Molate. The Upstream development would feature first class destination resort and gaming facilities, including entertainment and conference, hotel, and retail space, together with public-serving uses, park and open space (Land Disposition and Development Agreement, 2004). This alternative assumes a similar commercial development for Terminal 4. Alternative E would include a Class I trail system along the shoreline within the existing railroad right-of-way, redevelopment of Point Molate Beach Park (open for public use), public access to Point Orient Pier, and public access to key vista points along the shoreline and in the hillside open space areas.

RECOMMENDATIONS

The Committee discussed Existing Conditions (Volume II) in the context of providing public open space and recreational facilities. This analysis resulted in a series of recommendations that form the basis for open space planning. The Committee determined that a range of open space futures were feasible and developed a Preferred Alternative (Figure 4) incorporating elements of Alternatives B, C, and D. The Preferred Alternative, as depicted in Figure 4, conceptually corresponds to the recommendations below. Decisions regarding the specific location and type of recreation facilities should be resolved with a Park Master Plan process to be initiated after the land rights to the area are secured. Site-specific decisions need to be made with public participation and cost estimates for proposed improvements. Consequently, only the most important facility recommendations are described below.

The recommendations are summarized in general categories and are not intended to be mutually exclusive. These recommendations focus on the Primary Study Area but refer to the adjacent Secondary Areas where appropriate.

VISION

A permanently protected open space and park facility on the San Pablo Peninsula is appropriate and desirable. The majority of the Primary Study area should be dedicated to open space and recreational uses, including portions of the Point Molate Development area, Point San Pablo (Terminal 4), and Chevron properties as shown on Figure 4 and described below.

LAND USE RECOMMENDATIONS

- No new development on the western side of the Peninsula should occur except as provided on portions of Point Molate as described below.
- The 53 acres of scenic, but derelict, City of Richmond property commonly known as Terminal 4 is key to the success of an open space plan for the Peninsula. The area of Terminal 4 offers a unique Bay experience with panoramic views of the San Francisco Bay. If Terminal 4 has a similar use to that described in the approved Development Agreement on Point Molate, the amount of open space remaining on the Peninsula would be disproportionately small. Hikers, bikers, and small craft boaters would have the large-scale features of hotels and casino in the foreground to the entire open space experience. If Terminal 4 were to revert to industrial use then the public would not have access to it for safety and security reasons. The BCDC Bay Plan (as amended 2002) notes that as this area is not needed for a marine terminal use, it should be developed for recreational use.

Figure 4: Preferred Alternative

- Commercial recreation uses can be consistent with a major park or open space facility on the Peninsula. Specifically, the San Pablo Yacht Harbor is an important recreational component in the area. Efforts to support facility improvements are desirable.
- The upper hillsides of the Peninsula need to be protected as permanent open space.
- The land uses that are ultimately approved by the City for development areas at Point Molate should be designed to support and complement park and open space development within the Primary Study Area and should be integrated into that development.
- All remaining lands on the Bay side of Western Drive should be protected as park lands.
- The core ridgeline along the Peninsula should emphasize passive open space uses (*i.e.* provide visual amenities but not necessarily be available for public access).

TRAILS

- Development of the San Francisco Bay Trail spur from the Richmond-San Rafael Bridge to the San Pablo Yacht Harbor should be expedited to resolve right-of-way issues, complete the final design, and initiate construction. The section within Point Molate should be completed when that area redevelops.
- Interior trails throughout the Primary Study Area need to be jointly designed by the implementing agency(ies), Chevron, and other affected organizations or private entities, to ensure that refinery safety concerns are addressed.
- Access to some hiking trails on the western-facing slopes may be controlled for resource protection and the safety and security of the refinery. Further studies need to be initiated to determine what restrictions would be appropriate, including addition or deletion of trails in these areas.

RECREATIONAL FACILITIES

- Small-scale picnic areas, benches, restrooms and related facilities should be located along the Spur Bay Trail and at Point San Pablo (Terminal 4).
- The shoreline park should be developed as part of the Point Molate project. The existing Point Molate Beach Park should be redeveloped and reopened for public access as part of developing the shoreline park. Operation and maintenance costs should be a responsibility of the Point Molate project.
- The Point Molate Pier with its tremendous views and unique access to the Bay should remain a public resource, not just to benefit private uses. The potential for ferry service to this pier should continue to be evaluated and encouraged if feasible over time. Reservation of space for future parking facilities associated with ferry service should be explored as part of the Point Molate planning and environmental review process.
- While not currently a public resource, Point Orient Pier could also provide tremendous views and unique access to the Bay. Public access to Point Orient Pier should be considered, depending on pier condition and structural integrity.

CULTURAL AND HISTORICAL OPPORTUNITIES

- The San Pablo Peninsula presents a tremendous opportunity to interpret a continuum of history for the East Bay. Remnants of some of these periods still exist and should be protected. The Bay Trail should include interpretive panels describing these interesting historical periods and the geologic history of the Bay's formation.
- Point Molate historical facilities are well documented in City of Richmond and Federal documents. Support for the preservation of these historic facilities, where feasible, should be a cornerstone to redeveloping Point Molate.

SAFETY AND SECURITY

- All facilities and proposals should be reviewed for public safety and security concerns, whether from terrorism, normal law enforcement issues, fire safety or industrial emissions. Facilities needing special consideration include the Refinery and the Richmond-San Rafael Bridge.
- A public safety and security policing program should be developed for the San Pablo Peninsula. With limited points of public access, a coordinated program by the City of Richmond, Chevron, the East Bay Regional Park District (assuming they will operate the Bay Trail), California Highway Patrol, Coast Guard, and the developers of Point Molate is essential and desirable.
- Environmental review for new project proposals should emphasize public safety and security issues to ensure that these issues are considered in the development of new facilities.

LAND PRESERVATION AND OWNERSHIP ISSUES

- Research should be encouraged into ownership of railroad rights-of-way throughout the study area to facilitate anticipated construction of the Bay Trail alignment along the shoreline. If railroad right-of-way does not become available, adjacent land should be acquired to provide for the shoreline trail.
- Chevron should be encouraged to work with potential park operators (*e.g.* East Bay Regional Park District) to transfer lands on the shore side of Western Drive to a public entity for park and recreation purposes.
- Property owners should be encouraged to work with public agencies or land trusts to protect rare habitats (*e.g.*, coastal terrace prairie) on their lands using conservation easements to ensure long term open space protection.
- The entire range of land holding options (*e.g.*, transfer and sale restrictions, easements, long term leases) should be considered for allowing limited recreation facilities and open space preservation.
- Conservation easements should be secured by the City of Richmond on all hillside open space and shoreline areas of Point Molate. A recreational use easement should extend over the Point Molate Beach Park.
- Continued physical and visual access to East Brother Light Station should be supported.

NATURAL RESOURCES

- Extensive clean-up remains to be done. Underground tanks should be remediated to prevent impacts to natural resources.
- Significant natural resource areas (grasslands, eel grass beds, coastal brackish marsh) should be managed for habitat protection. Specific protocols and plans should be developed to address the management of these sensitive areas and to provide guidance on potential habitat restoration and/or enhancement efforts (*i.e.*, invasive species eradication).
- Interpretive panels should be placed near or adjacent to natural communities to provide educational opportunities and foster stewardship of the land and its resources.
- Overall visual quality and hillside views should be preserved for public use and interpretation, to the extent feasible.

TRANSPORTATION AND INFRASTRUCTURE

- Large-scale reuse of the San Pablo Peninsula will require major reconstruction of traffic facilities consistent with modern traffic standards for safety, level of service and lane requirements.
- Industrial reuse of Terminal 4, especially truck traffic, would be inconsistent with efforts to upgrade the character of the area for uses being considered by the City for the Point Molate redevelopment.
- Point Molate's utility infrastructure is inconsistent with modern standards and should be upgraded.
- Obsolete and unused aboveground industrial tanks scattered throughout the Peninsula should be removed. New structures should be screened to preserve the visual quality of the area.
- Electrical lines should be put underground, where feasible.
- Extension of Western Drive as a shoreline scenic route beyond Terminal 4 to the San Pablo Yacht Harbor should be explored.
- The obsolete railroad line running from the Chevron Richmond Refinery toward Terminal 4 should be abandoned and considered for use as a Class I trail.

BAY CONSERVATION AND DEVELOPMENT COMMISSION

The San Francisco Bay Conservation and Development Commission (BCDC) Bay Plan provides guidance related to land planning issues along the shoreline.

The Bay Plan was adopted by BCDC in 1968, enacted by the California legislature in 1969, and revised in 1998. Since 1998 BCDC has adopted a series of maps for specific areas called the Bay Plan Maps. These Bay Plan Maps are based on the Bay Plan and show how to apply Bay Plan policies for specific areas. The Bay Plan Policies listed with each Bay Plan Map are enforceable policies.

Plan Map 4 Central Bay North (as amended 2002) is the relevant Bay Plan Map for this study area (Figure 5). This map designates the area north from Castro Point, including Pt. Molate, as “Waterfront Park, Beach.” A strip along the shoreline around Point San Pablo to the whaling station is also designated as “Waterfront Park, Beach.” The map designates the upland areas of the Peninsula as “Water-Related Industry.” Terminal 4 has not been given a priority use designation.

The accompanying Bay Plan Policies (as amended 2002), relevant to the San Pablo Peninsula are summarized below:

- As not needed for marine terminals, redevelop Point San Pablo for recreational uses (Bay Plan Policy #3)
- Preserve the Brothers Islands and Lighthouse. Access by boat only (Bay Plan Policy #4)
- From Point Molate to Point Richmond, develop the Bay Trail as a multi-use trail (Bay Plan Policy #5)
- Develop Naval Fuel Depot Point Molate for park use. Landward of Western Drive should be developed for recreation use. Provide a trail system linking shoreline park areas and vista points in 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 recreation boats, excursion craft and small watercraft. Protect existing eelgrass beds. (Bay Plan Policy #6)

In 2003, BCDC amended the Seaport Plan to remove the Port of Richmond’s Terminal No. 4, from the Port Priority Use areas of the Seaport Plan. Even though BCDC omitted Terminal 4 from Port designation in the Seaport Plan, the relevant Plan Map 4 Central Bay North (described above) has not yet been amended to redesignate Terminal 4 with a different use. **The removal of Terminal 4 from the Port Priority Use designation allows for consideration of alternative uses, such as recreation use in this area.**

Figure 5: Bay Plan Map 4

NEXT STEPS

The recommendations provide guidance to implementing agencies regarding options for open space, parks, and recreation programs and facilities on the San Pablo Peninsula. A series of actions are needed to move the San Pablo Peninsula open space program forward over the next few years. Many can proceed concurrently and are described below:

ECONOMIC ANALYSIS

The extent and nature of recreation development will, in part, be determined by the future of Point Molate and Terminal 4. This study has concluded without the benefit of economic analysis of the alternatives because of the uncertainties surrounding the development of Point Molate and Terminal 4, and the unknowns related to public use of lands owned by Chevron. A critical first step toward implementation of the open space program will be an accurate assessment of program costs, including land acquisition and improvement costs as well as ongoing operations and maintenance costs.

TERMINAL 4

Terminal 4 is a derelict, underutilized facility. In reference to Terminal 4, the City's General Plan is inconsistent with the City's recent approach toward redevelopment of the San Pablo Peninsula reflected in its 2004 actions relating to Point Molate. With limited financial resources available to the City for rectifying the site, the City should consider a partnership with the State Lands Commission, the Muir Heritage Land Trust, and other agencies. Jointly, these groups could sponsor grants to clean up the site, acquire it for recreation use and fund capital facilities to make it the focal point of the San Pablo Peninsula Open Space System.

LAND PROGRAM

The East Bay Regional Park District and the Muir Heritage Land Trust should initiate discussions with all Peninsula property owners on land use arrangements that balance the needs and concerns of property owners with the open space recommendations contained in this document. All land ownership options should be considered.

BAY TRAIL IMPLEMENTATION

The City of Richmond, East Bay Regional Park District and Point Molate developers should initiate a cooperative program toward advancing the construction of the Spur Bay Trail on the Peninsula. This process could occur once current legal issues are resolved.

RICHMOND GENERAL PLAN REVISIONS

The Richmond General Plan, dated 1994 (updated 1998) appears for the most part to support the San Pablo Peninsula Open Space program. The General Plan designates the vast majority of the Peninsula for recreation and open space use. Other lands on the Peninsula are designated for Heavy Industry, Light Industry, and Port/Marine Terminal. However, these land use designations do not accurately reflect existing and historic uses or the realities of land ownership. In some instances, lands are designated as recreation but are not necessarily available for public access. Neither the Point Molate Reuse Plan (1997) nor the recent Upstream Point Molate LLC development proposal (2005) are reflected in the City's current General Plan (1994).

The existing General Plan shows water areas designated for industrial or other uses. These designations may have been implemented prior to the formation of BCDC or are merely the result of limitations in graphic technology at the time. Consequently, in reference to the Peninsula, the Richmond General Plan should be revised. A revision consistent with these open space recommendations is strongly desired, including changes to show Terminal 4 with a Recreation land use designation.

ZONING DISTRICT BOUNDARIES

The zoning district maps do not conform to the general plan category boundaries. A program to bring zoning into conformance with the revised General Plan (discussed above) for the Peninsula should be concurrent with the General Plan review.

POINT MOLATE

Point Molate development applications should be reviewed to ensure that these future projects incorporate the San Pablo Peninsula Open Space Recommendations. Specifically they need to:

- Improve the Point Molate Beach Park and make it available for public use; provide a recreation easement on the site to the City; and provide for operation and maintenance funds.
- Provide conservation easements over the hillside lands adjacent to the Refinery to ensure their permanent preservation. Agreements on limiting access to this area need to be included within the easements. (Joint policing could be encouraged.)
- Construct the Bay Trail Spur across Point Molate consistent with Association of Bay Area Government (ABAG) Bay Trail design standards.
- Protect historically significant buildings to the extent feasible.
- Allow for public use of the Point Molate pier including potential future ferry service.
- Underground electrical lines across the site.
- Ensure funding to maintain the Bay Trail and public use areas and to manage resources.