

CITY OF REDWOOD CITY
INNER HARBOR SPECIFIC PLAN

LAND USE TECHNICAL MEMORANDUM

Final
February 10, 2014



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REDWOOD CITY INNER HARBOR – LAND USE TECHNICAL MEMORANDUM

I. INTRODUCTION

The City of Redwood City's 2010 General Plan outlines how it will balance new growth and development with conservation and environmental sustainability. The Plan includes growth projections for housing, population and employment. As a next step in implementing the General Plan, the City is preparing a Specific Plan for its Inner Harbor, which lies within the Inner Bayfront Area of Redwood City. The Specific Plan will provide more detailed recommendations for the Inner Harbor planning area. This area is bounded by Redwood Creek on the west-northwest, the Bayshore Freeway (Highway 101) on the south-southwest, Graniterock Peninsula Road Materials to the east and Seaport Centre, a high tech business park, to the north. Steinberger Creek bisects a portion of the area, separating the main land mass from open space in the northern part of the planning area.

This document is focused on existing conditions related to land use in the Inner Harbor. This Land Use Technical Memorandum summarizes existing conditions in the Inner Harbor planning area for the following topic areas:

- Current Land Uses and Viewsheds
- Current General Plan Land Use and Zoning
- Jurisdictional Oversight

II. CURRENT LAND USES AND VIEWSHEDS

The Plan area's existing land uses comprise a mix of civic/institutional (police station and jail), recreational, industrial, waterfront residential, marina, and open space/marsh land uses (Exhibit 1; see referenced exhibits at the end of this document). The residential area, known as Docktown, comprises 101 watercraft located on Redwood Creek, along the eastern border of the planning area.

Selected views around the Inner Harbor are presented in Exhibit 2.

III. ~~□□~~CURRENT GENERAL PLAN LAND USE AND ZONING

The existing land uses vary slightly from the Redwood City 2010 General Plan land use designations (Exhibit 3), which call for the following uses as the area redevelops in the future:

- **Mixed-use Waterfront Neighborhood** (up to 40 du/acre; 0.4 FAR): This designation corresponds to the existing Docktown property, jail, and storage yard areas in the west-northwest portion of the Plan area, plus the western one-third (approximately) of the Ferrari property. According to the General Plan, this designation allows a mix of uses that “includes housing and supporting commercial businesses, hospitality and restaurant uses that attract visitors, and businesses that support marina functions. Housing options can also include floating homes,

houseboats, and live-aboard boats, in addition to residential buildings. Public access and open space amenities are required along the waterfront, and internal pedestrian circulation of the neighborhoods should link to waterfront amenities. The emphasis is on residential development, with commercial uses providing a clear supporting use.”¹ In terms of development intensity, this part of the Plan area likely shows the greatest potential in change between existing conditions and allowable buildout.

- **Public Facility** (up to 1.0 FAR): This designation corresponds to the existing police department location, and allows “government, civic, cultural, health, and infrastructure uses and activities which contribute to and support community needs.”²
- **Light Industrial** (up to 0.75 FAR): This designation corresponds to the Plan area located east-southeast of Maple Street, which currently includes recreational and light industrial uses. The General Plan uses this designation to “provide areas for relatively low-intensity industrial uses. Light industrial activities do not involve substantial truck traffic or outdoor fabrication or assembly, do not produce odors, generally operate only during typical weekday hours, and do not involve any operations normally considered hazardous within an urban environment. Prohibited uses within this designation include commercial warehousing, trucking and transportation-related businesses, and heavy manufacturing.”³
- **Open Space – Preservation:** This designation corresponds to the eastern two-thirds (approximately) of the Ferrari property. The Preservation category applies to natural and other areas set aside to allow for protection, preservation, and enhancement of unique resources in Redwood City, including “wildlife habitat, creeks, tidal marsh lands, protected hillsides, and geological formations.” Any allowed uses “must be complementary to resource preservation, enhancement, and management, including low-intensity recreational facilities, such as hiking and biking trails and related improvements.”⁴
- **Open Space – San Francisco Bay:** This designation corresponds to Redwood Creek. The San Francisco Bay category “includes all natural water features subject to tidal influences, and is established to provide for the use, management, and protection of the tidelands and submerged lands of San Francisco Bay. Permitted uses include fishing, boating, and similar marine-related activities, as regulated by other government agencies.”⁵

In addition to the uses summarized above, the planning area also contains several acres with the “Industrial – Port-Related” designation; this area is on the water. There also is land area

¹ Redwood City 2010 General Plan, page BE-48

² Redwood City 2010 General Plan, page BE-51

³ Ibid., page BE-49

⁴ Ibid., page BE-52

⁵ Ibid., page BE-53

that is public right-of-way (streets). Acreage and buildout potential for the Inner Harbor, under the current General Plan designations, is summarized in the table below:

General Plan		Sum of Acres (Net)	Maximum		Maximum General Plan Capacity	
Code	Designation Name		Density	FAR	Residential Units	Non-Residential Square Footage
MU-WF	Mixed Use - Waterfront Neighborhood	22.3	40.0	0.40	892	388,500
LI	Industrial - Light	28.4	-	0.60	-	741,400
IP	Industrial - Port Related *	6.3	-	0.50	-	-
PF	Public Facility	4.9	-	1.00	-	211,200
OS	Open Space - Preservation	13.5	-	-	-	-
OS-SFB	Open Space - San Francisco Bay	11.4	-	-	-	-
ROW	Right of way (streets)	8.2	-	-	-	-
Grand Total		94.9	-	-	892	1,341,100

* Properties located on the water

Existing zoning designations (Exhibit 4) vary in their consistency with the 2010 General Plan. The following zones exist in the Inner Harbor: Tidal Plain (TP), General Industrial (GI), and Industrial Restricted (IR).

Tidal Plain (TP)

The existing Docktown, marina, and jail areas in the west portion of the Plan area, plus the Ferrari property, have Tidal Plain (TP) zoning. The TP District permits the following uses:

- Agriculture
- Extraction of chemicals from sea water by natural evaporation and extraction of oyster shells or other deposits from San Francisco Bay
- Public parks and public recreation areas or facilities

The following conditional-use structures and uses are permitted in the TP District after obtaining a permit:

- Commercial recreation areas, uses, or facilities, including shooting clubs or facilities and marinas, but not including facilities in which the principal use is enclosed in a permanent building such as bowling alleys
- Outdoor theaters, golf driving ranges, swimming pools, beaches, carnivals, and circuses
- Airports, race tracks, and rodeo or exposition grounds
- Dirt, gravel, rock, or fill businesses, not including concrete or asphalt batch plants
- Public or private sewage disposal plants or the production of fertilizer therefrom
- Equipment or materials storage or salvage yards, petroleum or inflammable liquids storage, and explosives storage or testing
- Sanitary land fill operations
- Radio, radar, or television transmission or receiving facilities
- Public or quasi-public uses
- Refuse or garbage disposal
- Warehouses and storage buildings

General Industrial (GI)

The parcel at the northeast corner of Maple Street and Blomquist Street is zoned General Industrial (GI). This zone allows the following uses and structures:

- Manufacturing, processing, fabricating, or assembly operations not otherwise listed as conditional uses in this article
- Wholesale business, storage and warehousing
- Laboratory type research and development
- Railroad yards, freight stations, and trucking or motor terminals
- Public utility buildings, substations and service yards
- Automobile, truck, trailer, boat, or heavy equipment repair or service establishments
- Brick or pottery factories, and stone or monument works
- Parking lots and garages
- Family child care homes, within residential structures, in accordance with the provisions of Section 39.3

The following conditional-use structures and uses are permitted in the GI District after obtaining a permit:

- Automobile or metal appliance manufacturing or assembly plants, structural steel fabricating shops, machine shops, forges, and foundries
- Automobile wrecking yards, and salvage or war surplus yards
- Asphalt or concrete batching plants, and sand, dirt, gravel, rock, or fill businesses
- Manufacturing uses involving the primary production of the following products from raw materials: Acids, ammonia, carbide, aniline dyes, animal glue and size, carbon black, bond black, caustic soda, charcoal, cellulose, chlorine, coal, coke or tar products, creosote, explosives, fertilizers, gelatin, gypsum, hydrogen, oxygen, industrial alcohol, lime, matches, nitrates of an explosive nature, nitric, phosphoric, picric, or sulphuric acids, paint, plaster of paris, plastic materials, synthetic resins, potash, pyroxylin, rayon, yarn, rubber, soaps, and turpentine
- The following processes: Nitrating of cotton or other materials; magnesium foundry storage or handling; reduction of refining of petroleum products such as gasoline, kerosene, naphtha, and oil; distillation or reduction of wood or bones; storage, curing, or tanning of raw, green, or salted hides and skins
- Poultry dressing, fish or meat packing houses, stock yards, slaughter houses, and hog raising
- Storage, testing, or handling of explosives, explosives products, liquefied or inflammable gases
- Breweries and distilleries of liquors; perfume or vinegar manufacturing; sugar refineries; large scale bleaching, cleaning, or dyeing establishments
- Public or quasi-public uses
- Restaurants and drive-in eating establishments, provided no alcoholic beverages are served
- Any other use not otherwise listed in this article which is determined by the Zoning Administrator, after a public hearing, to be of the same general character of the uses permitted by this article and is not inconsistent with the purpose of this article

- Child care centers if the facilities are not in conjunction with adjoining businesses or do not primarily serve the employees of such businesses
- Electronic equipment facilities

Industrial Restricted (IR)

The remaining parcels in the plan area have the Industrial Restricted (IR) zoning designation. This zone allows the following uses and structures:

- Machine shops, laboratories, and other establishments used for research, manufacturing, assembly, or repair operations. All such uses shall be conducted within a completely enclosed building
- Warehouses, wholesale businesses, and storage or distribution operations. A use permit may be issued to conduct these uses outside a building; otherwise, all such uses shall be conducted within a building
- Cabinet shops, electrical, plumbing, or heating shops, sheet metal shops, upholstery shops, bakeries, canneries, creameries, bottling plants, laundries, and cleaning or dyeing establishments so long as any activities or operations connected therewith which are normally capable of creating noise, odor, glare, or dust are located wholly within a completely enclosed room having no exterior entrance within fifty (50) feet of any street or adjacent property unless such entrance is completely shielded by part of the building from such street or adjacent property. A use permit may be issued to conduct these uses outside a building; otherwise, all such uses shall be conducted within a building
- Automobile, truck, trailer, boat, plane, or heavy equipment establishments, including major repair facilities, rental, and sales. A use permit may be issued to conduct these uses outside a building; otherwise, all such uses shall be conducted within a building
- Public utility buildings, substations, and service yards. A use permit may be issued to conduct these uses outside a building; otherwise, all such uses shall be conducted within a building
- Public or quasi-public uses. A use permit may be issued to conduct these uses outside a building; otherwise, all such uses shall be conducted within a building
- Family child care homes, within residential structures, in accordance with the provisions of Section 39.3
- Laboratory type research and development

The following conditional-use structures and uses are permitted in the IR District after obtaining a permit:

- Outdoor commercial recreation facilities
- Restaurants, delicatessens and drive-in eating establishments
- Building material, building equipment, feed, or fuels sales yards. Unless otherwise provided in the use permit, all such uses shall be conducted within a building. Concrete or asphalt batch or mixing plants are not permitted in the IR District
- Animal hospitals, veterinary clinics, mortuaries, columbariums, and crematories
- Retail service establishments, including automobile service stations

- Retail stores not otherwise permitted pursuant to the provisions of Sections 17.2 or 17.3 and which occupy at least thirty thousand (30,000) square feet of floor area in any single building
- Operation of amusement games at a place of business that operates five (5) or more of such games, the operation of which is the primary source of revenue for such business
- Any other use not otherwise listed in this article which is determined by the Zoning Administrator, after a public hearing, to be of the same general character as the uses permitted by this article and is not inconsistent with the purpose of this article
- Child care centers if the facilities are not in conjunction with adjoining businesses or do not primarily serve the employees of such businesses
- Commercial parking lots and garages
- Electronic equipment facilities

IV. JURISDICTIONAL OVERSIGHT

The following agencies have jurisdictional oversight of portions of the Inner Harbor planning area: U.S. Army Corps of Engineers, California State Lands Commission, and San Francisco Bay Regional Water Quality Control Board. These are described in more detail in the ESA Technical Memorandum.

- **U.S. Army Corps of Engineers:** This federal agency has jurisdiction through its administration of the Rivers and Harbors Act, which calls for waterways remain open and navigable. The agency also has regulatory authority through the Clean Water Act, which regulates fill activity in wetlands and waters.
- **California State Lands Commission:** This state agency oversees open water areas in the planning area, including Redwood Creek. The Commission is charged with protecting its lands for public use, and it has the authority to issue permits for activities in its jurisdiction.

Redwood Creek and the tidally inundated areas at the Inner Harbor area fall within the jurisdiction of the State Lands Commission. Pursuant to the Public Trust Doctrine, this agency is mandated to protect sovereign lands of the State of California defined as tidal and submerged lands and navigable waterways. This includes the marine environment - essentially wherever tidal influence occurs in the San Francisco Bay and along the California Coast up to three miles offshore. Approved uses of Public Trust lands are water-related public needs, such as conducting water-related commerce, fishing, and use of waters for navigation. Private uses including residential uses are not consistent with Public Trust Doctrine as historically and currently interpreted. Marinas are a consistent use because they promote water-related commerce and facilitate public access to water ways and shoreline. The terms for uses of Public Trust lands in the Inner Harbor area were established as part of a grant agreement between the City and the State Lands Commission. The original lease agreement initiated in 1945 and subsequent updates are part of the public record and are available at the following website: http://www.slc.ca.gov/Granted_Lands/San_Mateo.html. As part

of the planning process for the Inner Harbor Area, the State Lands Commission may implement a consistency determination process to verify that proposed future land uses are consistent with the Public Trust Doctrine.

- **San Francisco Bay Regional Water Quality Control Board:** This agency has jurisdiction over Redwood Creek in the planning area. Work here would require permits from this agency.

- **The San Francisco Bay Conservation and Development Commission (BCDC):** This Commission oversees waterfront development in much of the San Francisco Bay area, however, its jurisdiction does not include the water bodies within the Inner Harbor planning area (Exhibit 5). Locally, oversight by the City of Redwood City occurs through its General Plan and zoning regulations, as summarized previously in this memorandum.



**Exhibit 1:
Existing Land Use**

Inner Harbor Specific Plan
Land Use Technical Memorandum

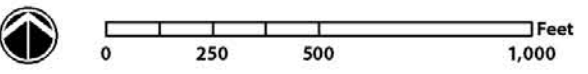
Existing Land Use (2013)

- AC: Aquatic Center
- D: Docktown Marina and Redwood Creek
- G: Government
- O: Outdoor Storage
- OR: Outdoor Storage - Retail
- CR: Commercial Recreation
- B: Bay, Marsh Lands, and Wetlands
- V: Vacant

Base Map

Project Boundary

Source: City of Redwood City
November 7, 2013







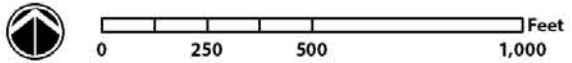
**Exhibit 3:
General Plan Land Use**

Inner Harbor Specific Plan
Land Use Technical Memorandum

- General Plan Land Use (2013)**
-  MU-WF: Mixed Use - Waterfront Neighborhood (40 DU/AC Max.)
 -  LI: Industrial - Light (0.60 FAR Max.)
 -  IP: Industrial - Port Related (0.50 FAR Max.)
 -  PF: Public Facility
 -  OS: Open Space - Preservation
 -  OS-SFB: Open Space - San Francisco Bay

- Base Map**
-  Project Boundary

Source: City of Redwood City
November 7, 2013





**Exhibit 4:
Zoning**

Inner Harbor Specific Plan
Land Use Technical Memorandum

- Zoning (2013)**
- GI: General Industrial
 - IR: Industrial Restricted
 - TP: Tidal Plain
- Base Map**
- Project Boundary

Source: City of Redwood City
November 7, 2013

M I G

0 250 500 1,000 Feet

BCDC Certain Waterway Jurisdiction




BCDC Bay Jurisdiction


No BCDC Jurisdiction


Project Site

BCDC Bay Jurisdiction

Exhibit 5: BCDC Jurisdictional Boundaries

-  BCDC Certain Waterway Jurisdiction
-  BCDC Bay Jurisdiction (Includes 100' Wide Shoreline Band)
-  Project Boundary

 NORTH

 M I G

