

Alameda Reuse and Redevelopment Authority

Interoffice Memorandum

May 28, 1997

The following amendments to the Community Reuse Plan were adopted by the ARRA Board on May 28, 1997:

Section 2.0 Land Use Element and Land Use Plan Map (pages 2-1 through 2-28)*Change in Land Use Map:*

Extend the parks and recreation land use classification color code west to cover the additional lands requested by the City of Alameda for redevelopment as a regional sports recreation facility (page 2-9).

*Changes in Plan Text (page 2-¹⁴13)***Civic Core**

~~The northern portion of the Civic Core is currently intended for new university uses. Pan-Pacific University, an institution focussed on international trade and commerce in the Pacific Rim, intends to reuse existing structures as the center of their new campus. Existing recreational buildings and facilities along the north edge of the campus area will be used jointly between the Alameda Parks and Recreation Department and Pan-Pacific University. Approximately 740,000 square feet of existing structures have been requested by Pan-Pacific University for reuse with an additional 100,000 square feet being proposed for joint use with the Parks and Recreation Department.~~

The northern portion of the Civic Core is intended for reuse as a mixed-use office and institutional center allowing for a wide range of employment, educational, and commercial uses. Existing recreational buildings and facilities along the northern edge of the Civic Core, including the existing gym, pool, and Officers' Club are intended to be redeveloped for parks and recreational uses by the City of Alameda Recreation and Park Department.

Section 5.0 Open Space and Conservation Element (pages 5-1 through 5-16)*Changes to Plan Map (page 5-2)*

Extend the parks and recreation land use designation west of Taxiway Echo to include 17 additional acres in the Northwest Territories for parks and recreational purposes.

Section 6.0 Parks and Recreation, Shoreline Access, Schools and Cultural Facilities*Changes to Plan Map (page 6-4)*

Add the Parks and Recreation land use designation to the northern site of the Civic Core area extending west to include 17 additional acres of land in the Northwest Territories.

*Changes to Plan Text (page 6-5)***Campus-Related Civic Core Recreation Area**

The existing Navy recreation area framing the northern edge of the parade ground will be conveyed to the Alameda Recreation and Park Department for reuse. The proximity to the campus area Central Administrative Core makes these facilities ideally situated for joint use between the university and public recreation department public recreational use. The City's Recreation and Parks Department will study the feasibility of reusing existing recreation buildings including the Officers' Club, gymnasium, and swimming pool to create a community-wide Sports Complex. Existing outdoor facilities—including soccer fields, a tennis court, and ballfields—will be used and additional sports fields and active recreational facilities will be developed.

Parks and Recreation Policies (page 6-6)

6-7 Explore the potential to develop a community Sports Complex in and around the existing Main Gate, gymnasium, and swimming pool for a variety of active recreational needs for the City and region, including a major swimming complex, baseball fields, soccer fields, tennis courts, and other sports activities.

Section 8.0 Property Disposal Strategy (pages 8-1 through 8-18)*Community Reuse Plan (page 8-9)*

2) City of Alameda Parks and Recreation Department

Through the Department of the Interior, the City will receive title to a number of recreation facilities, including the gym, pool, and Officers' Club to manage for general public use. As part of this recommended conveyance, the City would also receive property it can develop for additional sports fields.

Changes to Table: (page 8-8)

Table 8-5
Recommended Public Benefit Conveyances (a)

Agency/Organization	Proposed Use	Navy Building Number	Navy Parcel Number	Property to be Transferred
City of Alameda Recreation and Park Department	Pool, gym, recreation areas, open space	76, 134, 60	92,93,94, 95,96,97, 101,37,38, 60, <u>portions of parcel 23 and 61</u>	land/buildings

Change to Plan Map: (page 8-18)

Extend the size of the Public Benefit Conveyance designated areas to encompass areas west of the swimming pool and gymnasium, including 17 acres in the Northwest Territories on runway 7-25.

Proposed Change #2 – Pan Pacific University (PBC) Request.

The ARRA has taken action to no longer consider Pan Pacific University as viable Public Benefit Conveyance use.

Pan Pacific University's request for a public benefit conveyance is covered in Section 8.0, Property Disposal Strategy (pages 8-12 to 8-15).

"...the ARRA will maintain long-term control over all buildings occupied by public or quasi-public users. Should these uses prove to be non-viable over some period of time, the ARRA can move quickly to replace the user, without the property having to go back through the federal property disposal process. (*EDC's Public and Quasi-Public Users: page 8-13*)"

"...ARRA proposes to include the PPU property as part of its EDC application. These facilities will be leased to PPU at a nominal cost as required. This will allow the ARRA to lease buildings to other job generating users until they are required by PPU, or to immediately find other job generating tenants should PPU not succeed (8-14 Pan Pacific University)."

Specific Modifications:

Section 8.0 Property Disposal Strategy (pages 8-14 to 8-15)

Changes to Plan Text:

EDC's Public and Quasi-Public Users:

3) Pan Pacific University

After review of the PBC proposal and detailed plans for Pan Pacific University (PPU) the ARRA finds that PPU has failed to provide a sufficient and adequate business plan or proof of financial ability to carry out the intended project (performance bond, financial letter of credit, cash) in the time agreed upon between the ARRA and PPU.

The ARRA has determined that Pan Pacific University not be granted lands through the base closure process (either a no-cost leaseback or a Public Benefit Conveyance) and that all requests for such property through the base closure process be denied. In the event that Pan Pacific University provides sufficient proof of financial viability and an acceptable business plan, the ARRA retains the right to lease properties to PPU through the normal ARRA leasing process.

Change to Plan Map (page 8-18)

The map will be modified to eliminate portions of the administrative campus area in Civic Core as an EDC for Public or Quasi-Public Uses (Attachment 3).

NAS Community Reuse Plan (page 8-12, Port Conveyance)

The Community Reuse Plan addresses the mechanism of a Port Development Conveyance (PDC) in Section 8.0, Property Disposal Strategy, where it states:

"An early determination of the appropriateness of the Port Conveyance mechanism will be necessary for the ARRA to proceed with its business plan required a part of the EDC application."

Specific Modifications:

Section 8.0 Property Disposal Strategy

Changes to Plan Text (page 8-12)

After further analysis it has been determined that the Port Conveyance mechanism is not as appropriate or financially feasible, and that this area should be developed as a mixed-use Marina development and all properties included in the ARRA's EDC request.

Corrections to Property Disposal Map (page 8-18).

The Property Disposal Map will be modified to eliminate the Port Development Conveyance from the Marina area (Attachment 4).

Proposed Change #4 – Include Northwest Territories Golf Course Site in EDC Request

A portion of the Northwest Territories can only be developed as open space and recreation uses because of the restrictions placed on the site by the Department of the Interior, U.S. Fish and Wildlife Service. The ARRA has discussed the potential of requesting this property from the Navy through the Public Benefit Conveyance process (a no-cost transfer).

Specific Modifications:

Section 2.0 Land Use Element

Changes to Plan Text:

Northwest Territories (see page 2-25)

A portion of the northern edge of the existing airfield is designated mixed-use for a future development site as an international trade and commerce zone, including light industrial uses, R&D development, warehousing, trade showrooms, and other similar uses. This area may include a site for the Alameda Science & Technology Center, an institution dedicated to marrying scientific research and commerce.

The easternmost portion of the Northwest Territories adjacent to the NAS pool and gymnasium is intended to be developed as part of the City of Alameda Recreation and Park Department Sports Complex at Alameda Point. This 17-acre portion will be incorporated into the City of Alameda PBC Public Benefit Conveyance application.

The remainder of the Northwest Territories will be devoted to recreation and open space uses. Recreational uses will include a Bay Trail and shoreline park, with Point Alameda Regional Park at the far northwestern end of the island. The Bay Trail will be the main feature of a 100-200 foot-wide linear shoreline park that will run the length of the Oakland-Alameda Estuary and the perimeter of the Northwest Territories, allowing for full public access to the shoreline. Point Alameda, the tip of the island with panoramic views of San Francisco, the San Francisco Bay, and the Golden Gate and Bay Bridges will be preserved as regional park, allowing fishing and other recreational uses.

The open space areas could include developed recreation uses such as ballfields, soccer fields, or a Scottish "links" style or "roughs" golf course. A public facility with multiple uses could be developed to jointly serve as a golf clubhouse, environmental education center, parks and recreation multi-use center, or retreat and conference center. This area provides recreation opportunities and acts a transitional zone between more intensive human uses and wildlife habitat preserved to the south. In addition, the site provides the opportunity for use as an upland dredge soils disposal site that can be configured with open spaces, recreation and golf course uses on top of fill.

Northwest Territories Policies:

2-57

The Northwest Territories will be included in the ARRA's Economic Development Conveyance request to allow the flexibility for a range of potential economic development uses on the site both in the near term and potential long term.

Alameda Reuse and Redevelopment Authority

Interoffice Memorandum

The following amendments to the Community Reuse Plan were adopted by the ARRA Board on September 3, 1997.

Specific Modifications:

Section 2.0 Land Use Element, Land Use Plan Map, and Illustrative Plan

Change in Land Use Map, Figure 2-2:

Draw in new Refuge boundary, approximately along the northern potential boundary shown and extend yellow shading to boundary; add boundary lines to show extent of water area included as shown on the map in attachment #2; Retain wording: "Exact Boundary of Wildlife Refuge To be Determined".



Changes in Plan Text

Table 2-1 (page 2-10): Planning Areas:

Wildlife Preserve

Refuge & Wetlands

TBD 525

Page 2-27:

~~This area will be no less than 390 acres (land area) and no more than 526 acres, with the exact size to be determined by further scientific studies and the development of an acceptable predator management program in order to preserve the Least Tern. The area of the Wildlife Refuge is to be 525 land acres and 375 acres of water.~~

Section 5.0 Open Space and Conservation Element

Figure 5-1, Biological Resources; same as Figure 2-2, above.

Page 5-5, Policy 5-8;

The U.S. Fish & Wildlife Service will prepare with ARRA and public input a Wildlife Refuge Management plan to determine the final ~~size, ownership~~, management practices and land use allowances associated with the wildlife refuge.

Section 8.0 Property Disposal Strategy

Page 8-2, 4th paragraph, add as shown:

...Through this screening process two federal agencies requested facilities at the Base: the U.S. Department of Fish and Wildlife requested approximately 595 acres of land and 375 acres of Bay waters for a wildlife refuge on the western portion of the base including the runway area and deed restrictions placed on another 118 acres. Their request was subsequently revised to 525 acres of land and 375 acres of Bay waters.

Page 8-7, Direct Transfers to Other Federal Agencies

Rather than convey the requested family housing and Building 545 directly to the Coast Guard ~~and the Wildlife refuge directly to the Fish and Wildlife Service~~, the ARRA proposes to apply for the ~~properties property~~ through the EDC at no cost and to exercise the lease back ...should the federal ~~agencies agency~~ no longer require the property for the intended public purpose.

The ARRA would then enter into a long-term lease and/or management agreement with the federal ~~agencies agency~~ for the use of ~~these properties this property~~. ~~Both the The Coast Guard and the Fish and Wildlife Service have~~ has expressed a willingness to operate under the lease/leaseback provision in the 1995 DAA, ~~which at this writing appears likely to pass congress.~~ Should this option not materialize, the ARRA would revisit the alternative of direct conveyance to the federal agencies.



The U.S. Fish and Wildlife Service will obtain a federal transfer for conveyance of 523 acres of land and 325 acres of Bay waters for the Wildlife Refuge.

Page 8-12, 2nd paragraph:

EDCs and Public and Quasi-public Users: There are two types of public or quasi-public users whom the ARRA will accommodate through the EDC process. ~~One are groups like is~~ East Bay Regional Parks ~~and the Fish and Wildlife Service who are is~~ requesting property for a public purpose ...

Page 8-13:

~~1) United States Fish and Wildlife Service
The Fish and Wildlife Service is requesting extensive property to create a wildlife refuge to protect endangered species including the Least Tern. The ARRA supports conveying this property to the City of Alameda through an EDC request and leasing it to the Fish and Wildlife Service to be managed as a wildlife refuge. This will allow for protection of endangered species, while allowing the City and ARRA to retain control of the property for future reuse in the event that this public purpose is no longer viable. All wildlife refuge properties would be leased by the City to the Fish and Wildlife Service at a nominal cost.~~

Renumber remaining paragraphs appropriately, beginning with

1) East Bay Regional Parks

Table 8-8:

Delete United States Fish and Wildlife Service and descriptors entirely from first row.

Page 8-15, Table 8-9, first line:

U.S: Fish and Wildlife Service	Federal Transfer	EDC Federal Transfer
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Page 8-16, Table 8-10, first line:

Federal Transfers	<u>0525</u>	0.0% <u>29%</u>
...		
EDC for Public/Quasi Public Uses	<u>765240</u>	42.1% <u>13%</u>

Figure 8-1

Alter to indicate federal transfer conveyance method for the Wildlife Refuge.

Amendment to the NAS Alameda Community Reuse Plan Main Street Neighborhoods Subarea

INTRODUCTION

The Naval Air Station (NAS) Alameda, renamed Alameda Point, was commissioned in 1940 for use by the U.S. Navy. As part of the Base Realignment and Closure Commission (BRAC) process, the majority of NAS Alameda was declared surplus in 1993.

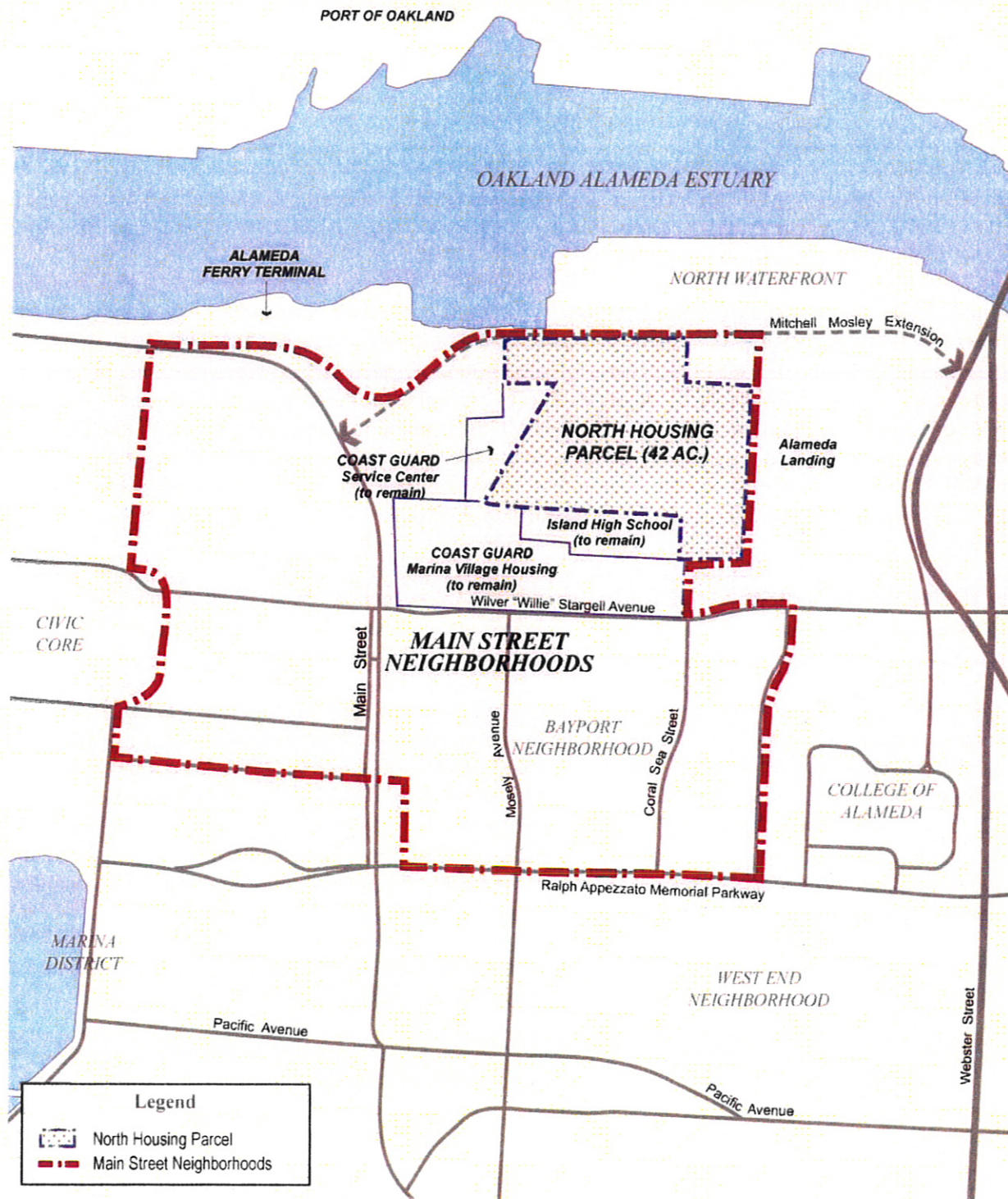
Alameda Reuse and Redevelopment Authority (ARRA) completed an initial screening process for NAS Alameda in 1996, and then implemented an accommodation for the homeless that consisted of 200 housing units, several warehouses, and land for a community garden and commercial plant nursery. The accommodation was negotiated with Alameda Point Collaborative, a consortium of several homeless service providers. In addition, the City of Alameda (City) applied for, and received, a public benefit conveyance for 44 acres at Alameda Point for a future sports complex. Also, in 1996, ARRA adopted the NAS Alameda Community Reuse Plan, written to address the closure of NAS Alameda and Fleet Industrial Supply Center (FISC) and the transfer of those properties from the Navy to ARRA.

The Community Reuse Plan separated NAS Alameda and FISC into planning subareas. These subareas were the Northwest Territories, Wildlife Preserve, Civic Core, Inner Harbor, Marina, North Waterfront, and Main Street Neighborhoods subarea. While some portions of the property, including FISC and East Housing, have been transferred, the Navy continues to own a majority of the property.

In November 2007, the U.S. Department of the Navy declared an additional 42 acres of NAS Alameda as surplus property. These 42 acres are commonly referred to as the North Housing Parcel, located in the Main Street Neighborhoods subarea. The formal surplus declaration for the North Housing Parcel triggered ARRA's obligation, as the local redevelopment authority (LRA), to again manage a legislatively proscribed screening process. The North Housing Parcel was previously occupied by the Coast Guard. However, the Coast Guard terminated its license agreement with the Navy and vacated the premises in 2005. The Coast Guard and Navy did conclude a federal-to-federal transfer that conveyed Marina Village Housing to the Coast Guard in September 2008.

This amendment addresses the need to plan for the reuse of the 42 surplus acres and includes an update of redevelopment efforts in the Main Street Neighborhoods subarea of NAS Alameda.

Most changes to the 1996 Community Reuse Plan are noted in strike-through/underline. Some minor changes to street names and minor grammatical edits are not noted.



NAS ALAMEDA COMMUNITY REUSE PLAN

North Housing Parcel Site



November 2008

CHAPTER 2.0 LAND USE ELEMENT

Changes in Text

Page 2-16—Modify text and add new figure

The Main Street Neighborhoods ~~sub~~area is located in the northeastern section of Alameda Point, the former Naval Air Station Alameda (NAS site. The majority of Alameda). Historically, this area ~~represents the existing~~ was occupied by Navy housing ~~areas~~, along with portions of the Fleet Industrial Supply Center (FISC) Alameda Annex warehousing and the East Gate area maintenance yards. The area is abutted by the ~~Inner Harbor area to the southwest, the Alameda~~ West End Neighborhoods ~~area to the south, the Central Core of NAS-Alameda Point to the west, and the FISC Alameda Facility (North Waterfront) to the east and northeast.~~

~~The Main Street Neighborhoods will continue the existing land use residential uses of the area. The predominant use will be housing and related uses. It is anticipated that long-term reuse will include a large amount of~~ district to the north; (currently planned for redevelopment of existing housing as Alameda Landing), and Alameda College to the east.

The ~~Navy Main Street Neighborhoods subarea includes a residential area housing~~ known as Marina Village, which was built in 1991 is anticipated, and conveyed by the Navy to remain for the long term. It is possible that interim tenants including homeless care providers, the Coast Guard or other military services will invest via a federal-to-federal transfer, in the upkeep and upgrade of the existing housing stock September 2008. The area also includes the George Miller School and adjoining day care center which will be conveyed to the Alameda Unified School District (AUSD) pursuant to a public benefit conveyance (PBC) for continuing educational uses. The day care facility continues to be operated by AUSD as the Woodstock child care center and the school site houses Island High School.

~~The remainder of the existing residential areas would likely be redeveloped as primarily residential neighborhoods. These areas would integrate many housing types for a variety of income levels and include small centers of supporting civic, service and retail uses, as well as community focused open spaces such as plazas and parks. New development should be developed on a grid street pattern that can be integrated into the roadway system of the City. At build out, the Main Street Neighborhoods could be composed of 300 town home units in the existing Navy Marina Village and approximately 1,570 new dwelling units. These new units would be developed as a mix of housing types and densities consistent with the Alameda General Plan and the Alameda City Charter.~~

~~The Main Street neighborhoods should focus development around two mixed-use centers. These should provide nodes of pedestrian activity by clustering schools, parks, local serving retail, higher intensity housing uses, and community serving and civic institutions. The neighborhood centers will provide focal points to the residential neighborhoods and encourage walking communities and small town feeling characteristic to Alameda. Each center will include a small (1-3 acre) neighborhood park. Uses clustered in the mixed-use center should serve a wide variety of user needs including children, teens, and seniors.~~

~~Given the residential character of this area, schools to serve the local population will be an important component. As identified in the Property Disposal Strategy (Chapter 8 of this document) the Alameda Unified School District will be deeded property through a public benefit conveyance to operate a continuation school, central corporation yard, and consolidated kitchen in this area. The AUSD will also~~

~~will be conveyed the land on which they currently operate George Miller School and the adjoining childcare center.~~

~~Additional school site(s) will be identified for the school district to accommodate potential future demand from projected elementary or junior high school populations. Tentatively, the Commissary site (building 152 & approximately 5 acres) has been designated for investigation for its suitability as a school site. Additionally, two parks consisting of 1-3 acres will be located in this area to serve the residents of this residential neighborhood. These parks will be critical given the neighborhoods' proximity to schools and school-age children.~~

~~will be by AUSD Woodstock site houses Sixty-four Fifty-nine existing Navy residential units, west of Main Street, adjacent to the Central Core, are being rented as market-rate housing. The Main Street Neighborhoods subarea also contains 200 permanent and transitional housing units which have been renovated to serve homeless people. Over 500 people live in these units. This former Navy housing was made available as a homeless accommodation with a consortium of homeless providers. As required by the accommodation, ARRA entered into 59-year, legally binding agreements (LBAs) with the providers for property and improvements to carry out homeless services.~~

~~A majority of the Main Street Neighborhoods subarea has already undergone significant change since the NAS Alameda Community Reuse Plan was approved in 1996. Bayport Alameda is a new master-planned community built on the site of former Navy supply warehouses and base housing. The new 87-acre community includes 586 residential units, a 4-acre neighborhood park, a 7-acre school, and 4 one-half-acre mini-parks. Bayport housing includes 48 affordable duet homes and ten townhomes that are affordable to moderate-income people, and 52 rental units that are affordable to very low- and low-income households. The 39-unit Shinsei Gardens is under construction and will be affordable to very low- and low-income households.~~

VISION

~~The Main Street Neighborhoods subarea is envisioned as a residential neighborhood. It is anticipated that the predominant long-term reuse will include demolishing older Navy housing to build new residential neighborhoods with schools, parks and open spaces, and civic uses to serve the residents. Within the residential neighborhoods, at least 25 percent of the housing must be affordable to moderate- and lower-income households. The Main Street Neighborhoods may include small centers of supporting civic, services and retail uses and community-focused parks and open spaces, plazas, and bicycle and pedestrian trails that connect to adjoining districts and the waterfront.~~

~~The Main Street Neighborhoods district will be focused around two mixed-use centers. These centers provide nodes of pedestrian activity, clustering of schools and parks, community services and local-serving retail, higher-density residential development (duplex townhouses and affordable apartments consistent with City housing policy), and community serving and civic institutions. The clusters of activities provide a focal point to the residential neighborhood, encourage walking throughout the community, and enhance Alameda's unique small town identity and sense of place. Neighborhood parks (one to five acres or more) provide for a wide range of activities for people of all ages.~~

~~The two mixed-use centers are the adjacent Alameda Landing and the area now covered under the Alameda Point Development Concept (Concept Plan). Alameda Landing is envisioned as a new~~

neighborhood with a mix of commercial, office, and residential uses. The area covered by the Concept Plan includes a portion of the Main Street Neighborhoods and is directly adjacent to the west.

The Main Street Neighborhoods will be served by a number of important access routes that define its boundaries or transect the area. These routes include many of the important linkages between the City and the NAS of Alameda site. These include existing roadways and Alameda Point, such as the Ralph Appezato Memorial Parkway (formerly Atlantic Avenue and), Main Street, and the proposed extensions of Wilver "Willie" Stargell Avenue (formerly Tinker Avenue) and Mitchell-Mosely. Two main avenues—Atlantic Avenue, which is the border between Main Street Neighborhoods and West End Neighborhoods, and Main Street which cuts through the area north to south have existing adjacent railroad right-of-ways. Mosley. Two main avenues—Appezato Parkway on the southern border of the neighborhoods extending east-west through the area, and Main Street, which cuts north-south through the area—incorporate transit routes and trails along the old rail lines. These right-of-ways old rail corridors are providing opportunities to develop these corridors with for landscaping, separated pedestrian and bicycle paths, and, potentially, exclusively transit-exclusive corridors. As discussed in the transportation element, Atlantic General Pplan, Appezato Parkway has the potential is a prime candidate to develop as an exclusive transit-only right-of-way that would connect the existing center to NAS Alameda neighborhoods. Alameda Point with the rest of the city of Alameda.

The extension of Tinker Willie Stargell Avenue from Webster Street to Fifth Street Marina Village across the Webster Posey Tube entrance will create provides a direct connection between NAS Alameda Point neighborhoods and Marina Village and Alameda's Northern Waterfront. Alameda Landing the rest of the west end of Alameda. The configuration of major roadways through the Main Street Neighborhoods should balance the need to provide good roadway access to facilitate redevelopment at NAS Alameda and minimize and minimizeing the effects of vehicle vehicular traffic and noise on the residential neighborhood-s.

The City recently acquired the right-of-way needed for the Stargell Avenue extension. Money has been allocated for the improvements from the State Transportation Improvement Program (STIP) funds and construction is scheduled to begin in spring 2009.

PLANNING AND DESIGN PRINCIPLES

Provide a connected grid of streets and pathways.

Organize neighborhood streets consistent with the historic Alameda grid with direct connections to adjoining streets and neighborhoods. Promote access to the range of uses in the Main Street Neighborhoods through integrated pedestrian, bicycle, and transit connections to and through the neighborhood.

Maximize accessibility to local and regional parks.

Use the park and trail system to connect residents with the waterfront and other local and regional parks. Homes should front onto neighborhood parks where possible. Encourage the creation of recreational facilities accessible to the disabled. Provide connections to perimeter shoreline trails, boardwalks, open spaces, parks, and public promenades along the San Francisco Bay and Oakland Estuary.

Create shared recreational and park spaces

Promote joint-use recreational facilities by placing new park facilities near existing recreational spaces, such as near Island High School or adjacent to the Coast Guard Service Center. Encourage co-located recreational uses to share parking and recreational activity spaces.

Seamlessly integrate Alameda Point with the City of Alameda.

Encourage development that is community-oriented in keeping with Alameda's traditional character and scale. Residential neighborhoods should not be gated or walled. The homes and building entries should face onto streets. Streets and the public realm should be well landscaped consistent with the character and quality of Alameda.

De-emphasize the automobile and create transit-oriented development.

Promote the use of alternative modes of transportation such as bicycles, shuttles, transit, buses, and water taxis to prevent future traffic congestion. Locate higher-density residential uses along or near major transit lines and connect housing to services with open space, sidewalks, and trails.

Ensure economic development.

Ensure that the long-term reuse of Alameda Point will result in the replacement of jobs lost after Navy operations ceased and will foster economic growth and development that benefits the community at-large.

Promote a compact, mixed-use environment.

Encourage development of a variety of land uses that promote a transit- and pedestrian-friendly environment. Use a mixed-use approach to develop a transit-friendly neighborhood with a strong pedestrian character that extends Alameda's small town character and sense of place. Promote access to shopping and services by creating a grid of pedestrian pathways and neighborhood streets.

Employ sustainable community design.

Provide for a more sustainable community land use pattern that reduces energy consumption and reduces the overall carbon footprint of users. ~~Explore~~Employ green building techniques such as integrated storm drainage systems, use of energy-efficient building systems, and photovoltaic collectors.

Allowable Uses

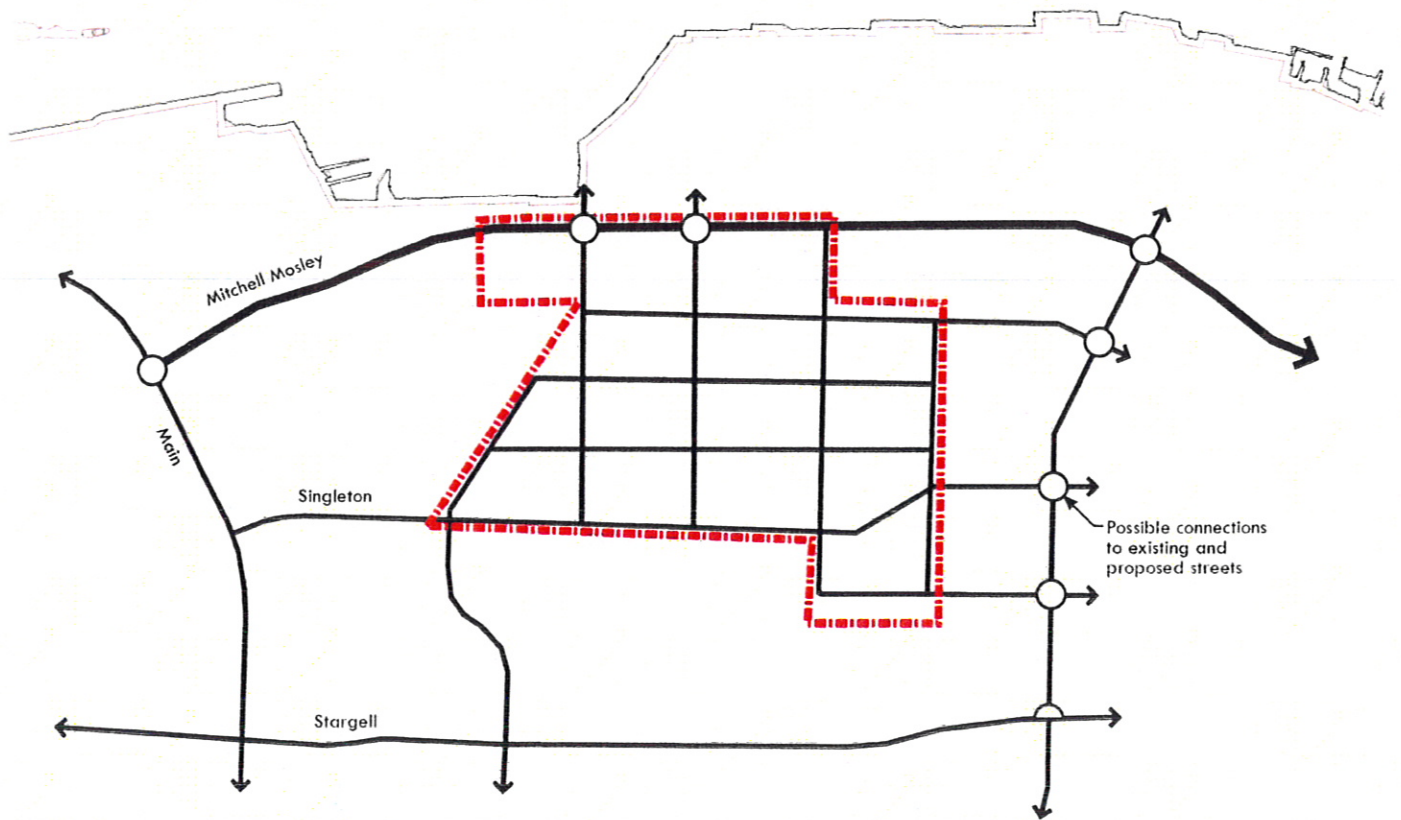
The Main Street Neighborhoods is a mixed-use area with a major emphasis on residential uses. Residential, parks, and recreation, open space, schools, and local serving office, civic, and retail uses are allowed within the district. ~~Supporting uses should be focused in or around mixed-use neighborhood centers or activity nodes along Willie Stargell Avenue.~~ Community-oriented institutions such as places of worship and nonprofit organizations are also allowable and desirable uses.

PLANNING GUIDELINES

The planning guideline diagrams on the following pages are based on the planning and design principles for the Main Street Neighborhoods subarea. Used in concert with other policies and principles presented in this document, the diagrams provide guidance on the physical layout of the North Housing Parcel. These guidelines avoid site-specific development requirements or standards. Instead, they illustrate general design strategies that allow for broad interpretation and flexibility.

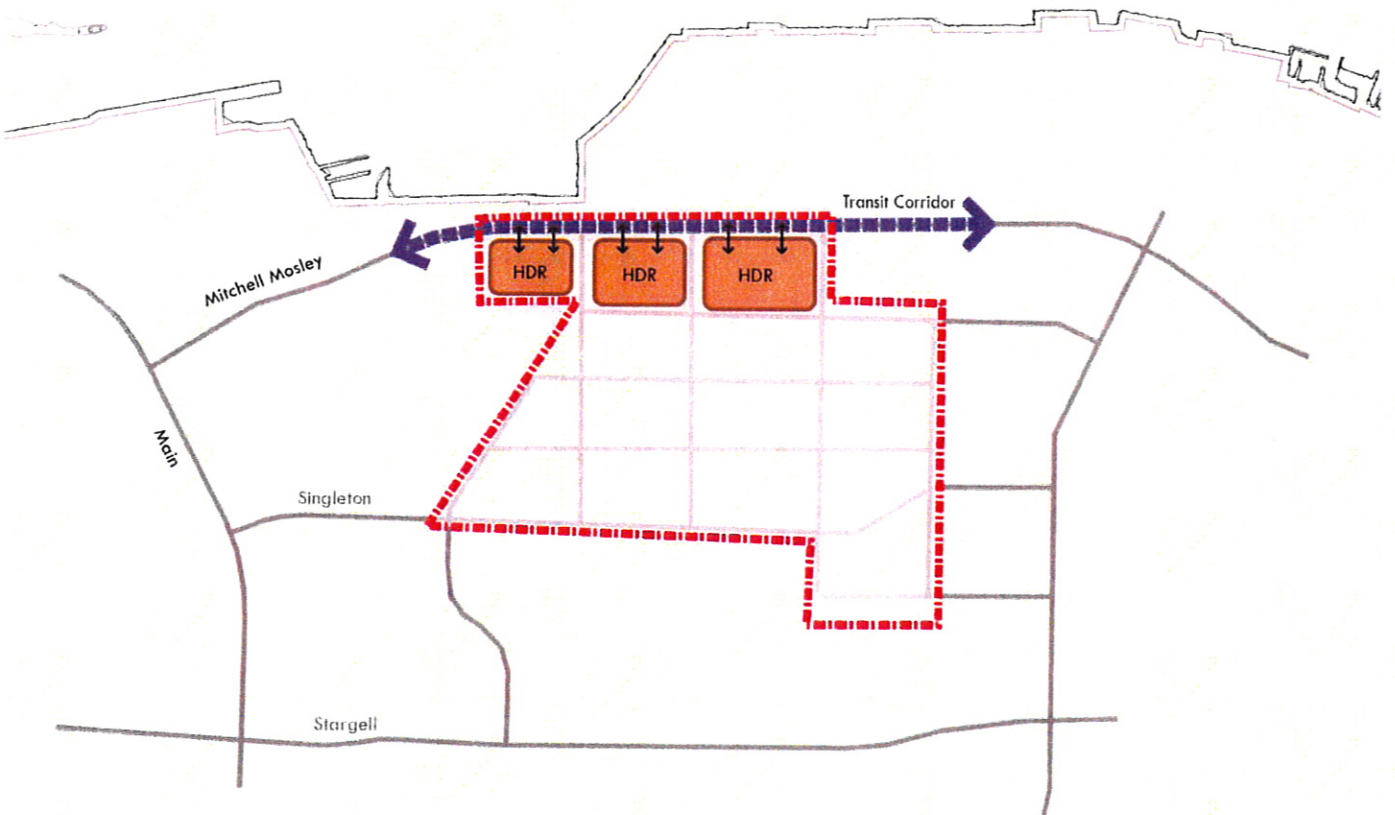
PLANNING GUIDELINE ONE

Create a system of streets that reflects the Alameda grid and connects to both existing and planned streets



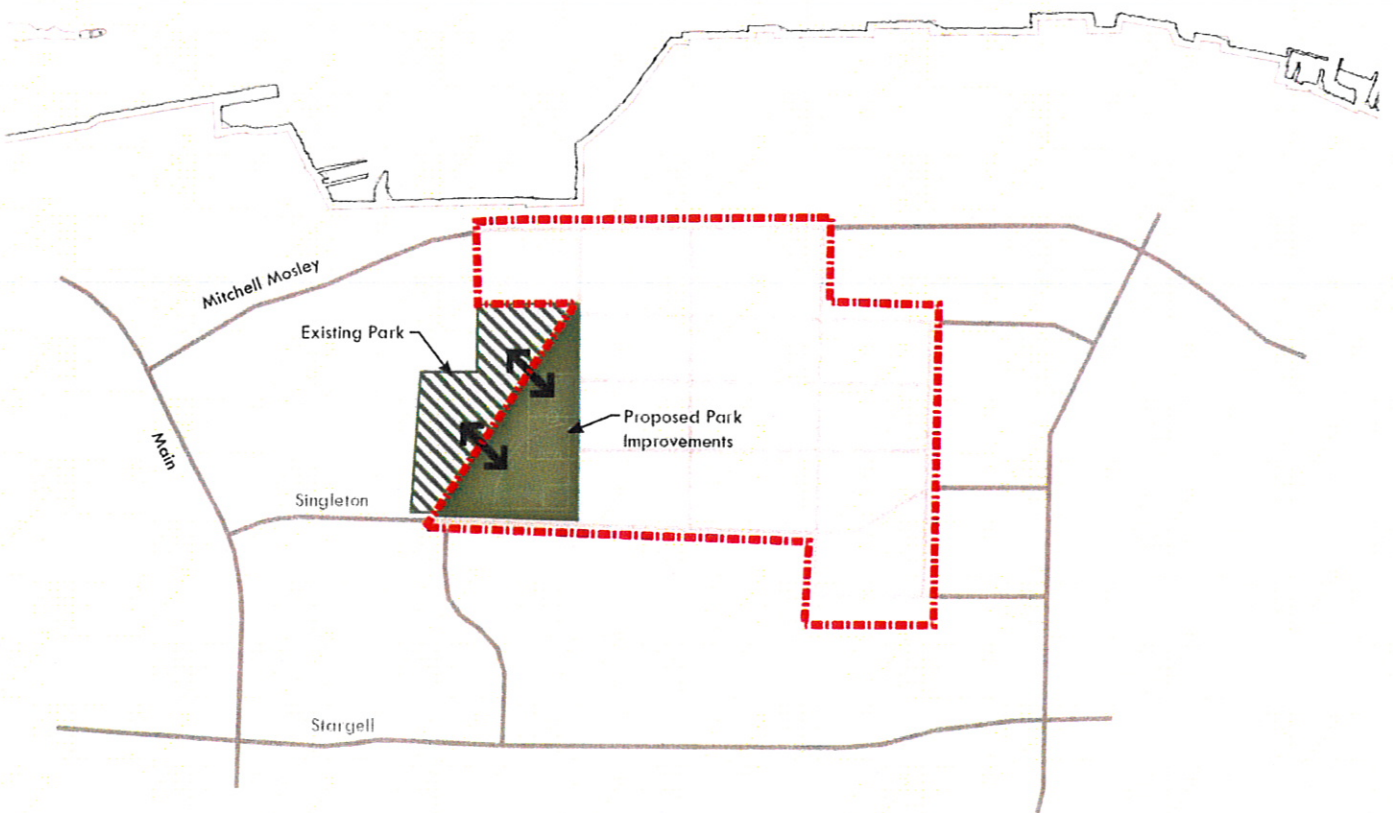
PLANNING GUIDELINE TWO

Focus higher density development along a transit corridor



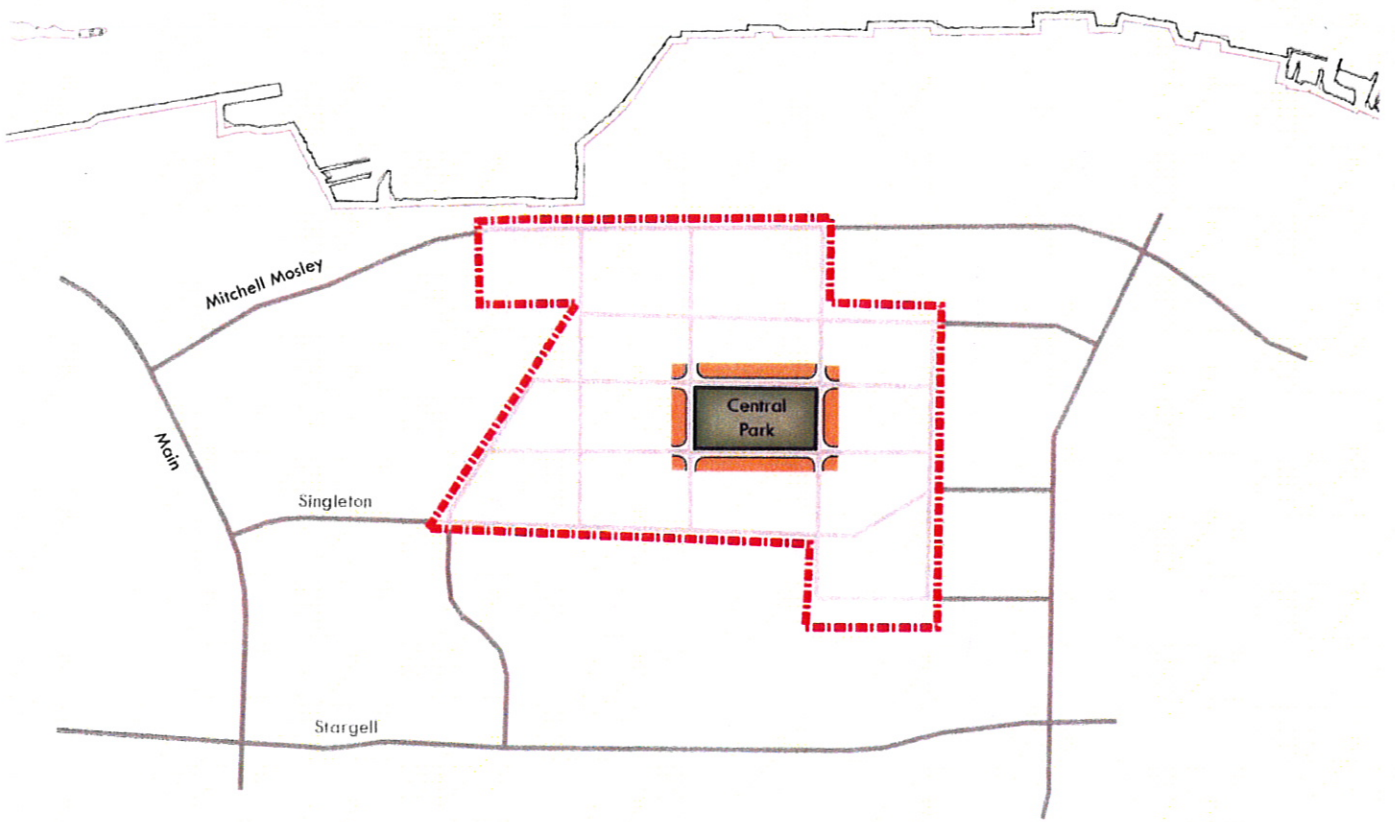
PLANNING GUIDELINE THREE

Share uses between parks and schools,
provide joint use recreation facilities to maxi-
mize usage and reduce parking requirements



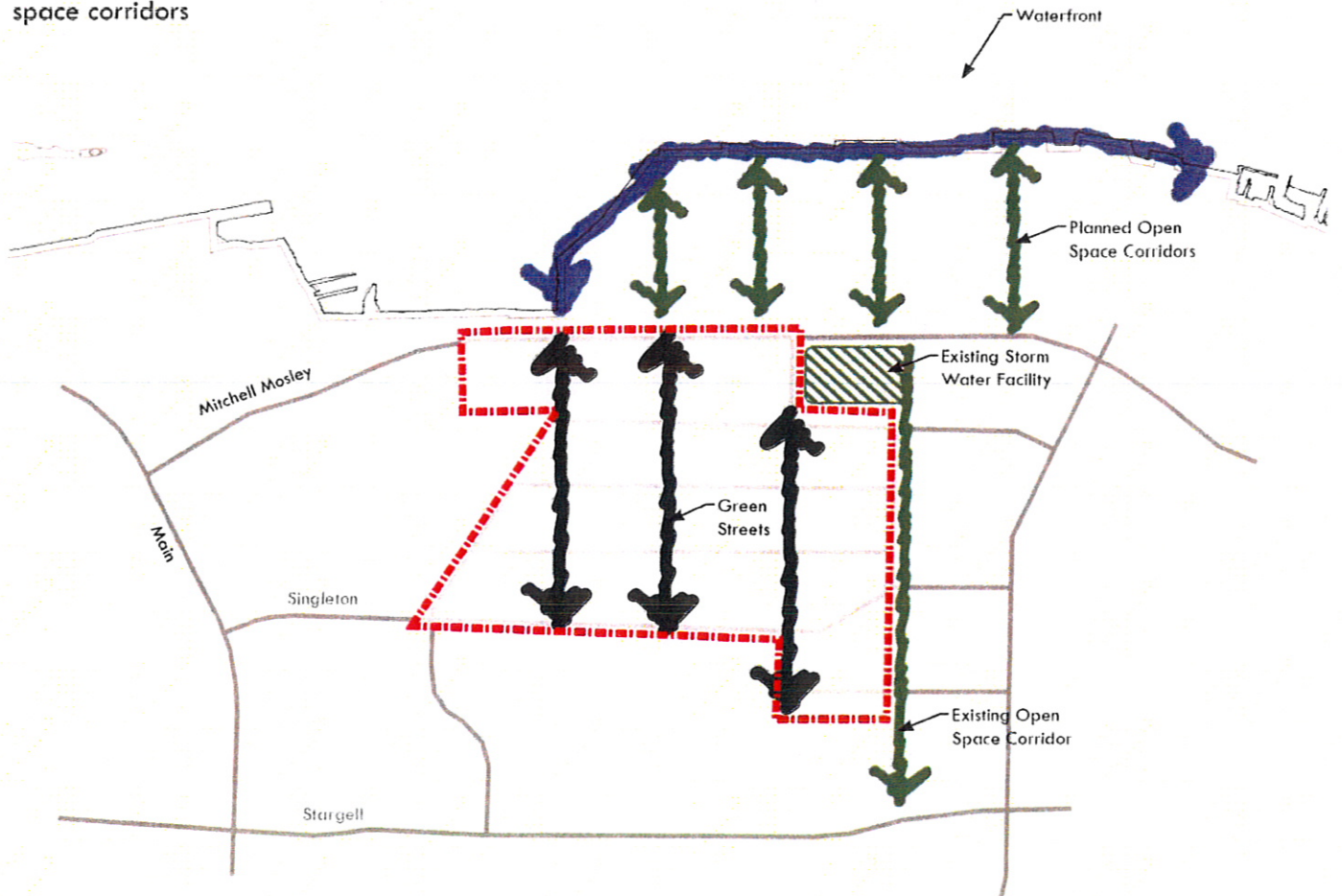
PLANNING GUIDELINE FOUR

Create a central neighborhood park that is fronted by residential uses



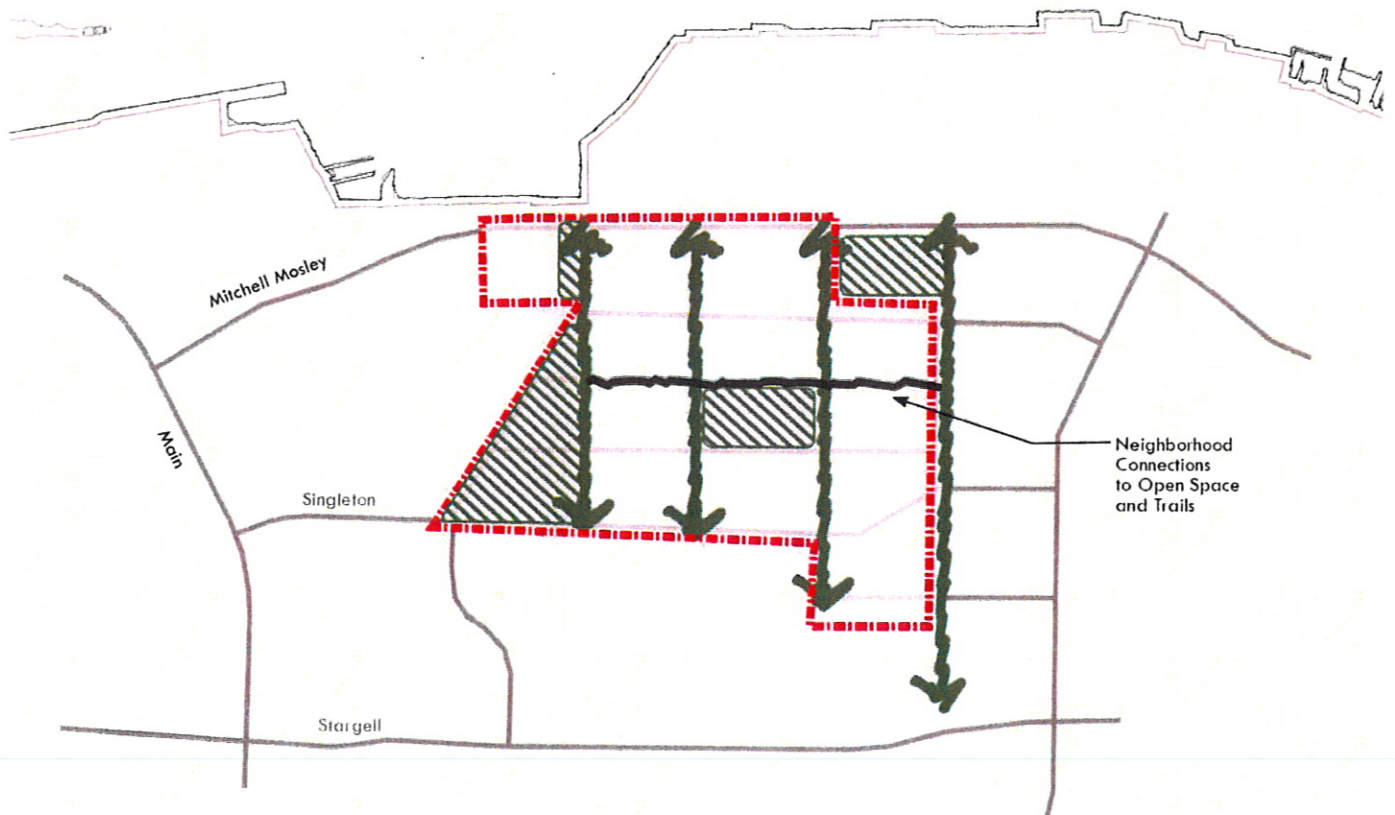
PLANNING GUIDELINE FIVE

Connect the North Housing Parcel to the waterfront with green streets and open space corridors



PLANNING GUIDELINE SIX

Connect residential uses to open space, trails, and parks



Development Summary Table
Main Street Neighborhoods Subarea

Location	Existing Land Use			Proposed Amendment	
	Units	Acres	Units	Density Gross DU/AC	% of Total Units
West of Main Street					
Big Whites	19		19		1.0%
Residential Rentals	40		40		2.1%
Subtotal	59		59		3.1%
Alameda Point Collaborative (APC)	119		119		
Operation Dignity	28		28		
Building Futures with Women & Children	53		53		
Subtotal	200		200		10.6%
SunCal Area	300		300		16.0%
Subtotal West of Main Street	559		559		29.7%
Bayport					
Single Family Units	437		437		
The Landing/The Breakers at Bayport Townhomes					
Duet Units – Affordable	58		58		
Breakers at Bayport Apartments	52		52		
Shinsei Gardens Apartments	39		39		
Subtotal Bayport	586		586		31.2%
North Housing Area					
Coast Guard Housing – Marina Village	300	26	300		
Vacant Navy Housing	282	34			
Subtotal Navy Housing	582	60	300		16.0%
Proposed North Housing Parcel					
Park		8	N/A		
Market Rate Housing		21	315	15	
Alameda Housing Authority		9	90	10	
Habitat for Humanity Housing		2	30	15	
Open Space		2	N/A		
Subtotal North Housing Parcel		42	435	10.4	23.1%
TOTAL UNITS	1,727		1,880		100%
Total Allowed in Reuse Plan (1996)	2,017		2,017		

Main Street Neighborhoods Subarea Policies*Land Use Development Policies*

- 2-11 Encourage clustered development and other forms of pedestrian-friendly development patterns. (Originally Policy 2-13)
- 2-12 Cluster supporting uses such as retail and local-serving office and civic uses in mixed-use neighborhood centers with connections to transit and pedestrian and bicycle trails. (Originally Policy 2-14)
- 2-13 Integrate interim users into planning for redevelopment of existing housing areas. (Originally Policy 2-15)
- 2-14 Where a suitable residential environment can be created, give priority to housing in order to meet the objectives of the Housing Element. (Originally Policy 2-17)
- 2-15 Limit residential development to one-family and two-family dwellings in accordance with the provision of Measure A. Up to 325 low-income units may be built in Alameda by the Alameda Housing Authority as multi-family housing as replacement units for the low-income units lost when the Buena Vista Apartments were converted to market-rate housing in 1988. Some or all of these replacement units may be located at one or more of the mixed-use sites, or in any area of the City where residential units are permitted. (Originally Policy 2-18)
- 2-16 Expand housing opportunities to include home ownership for households in all income groups. Develop housing to serve workplaces and civic uses anticipated in the Civic Core, North Waterfront, and the College of Alameda. (Originally Policy 2-19)
- 2-17 Provide at least two parks within the Main Street Neighborhoods subarea to serve the needs of residents of Alameda. (Originally Policy 2-25)
- 2-18 Improve accessibility via alternative modes of transit by encouraging higher-density residential development (duplex townhouses and affordable apartments consistent with City housing policy) in the vicinity of multi-modal transit centers and major arterial transit corridors, along with parks and community-serving businesses, civic uses, and institutions such as child care. (New Policy)

Transportation and Circulation Policies

- 2-19 Develop Stargell Avenue, Appezato Parkway, the Mitchell-Mosley Extension and Main Street with pedestrian- and bicycle-oriented paths and landscaping as means to maximize alternative modes of transportation and minimize impacts of vehicle traffic and noise on the residential neighborhoods. (Originally Policy 2-11)
- 2-20 ~~Create~~**Discourage** patterns of development that ~~minimize~~ **create** driveways and other access turning conflicts ~~with-on~~ major arterial roadways. (Originally Policy 2-12)
- 2-21 Minimize through-traffic on minor residential streets. (Originally Policy 2-21)
- 2-22 Allow neighborhood centers for small stores that attract mainly pedestrian traffic and can be acceptable neighbors for nearby residents. (Originally Policy 2-22)

- 2-23 Limit the size of stores within the small neighborhood centers in order to avoid traffic congestion and parking demands inconsistent with the residential character of the Main Street Neighborhoods subarea. (Originally Policy 2-23)

Housing Policies

- 2-24 Require the developer to provide 25 percent of its residential units as housing affordable to very low, low, and moderate income households (less than 120 percent of area median income) at the North Housing Parcel consistent with City policies in redevelopment areas. (New Policy)
- 2-25 At the North Housing Parcel, 25 percent of the housing must be affordable to those of very low, low, and moderate-and-lower incomes. The developer may include those units provided through the homeless accommodation and the public benefit conveyance for self-help housing toward its inclusionary obligation, but will be responsible for providing adequate infrastructure to serve the units on the developer's own property and the PBC and homeless accommodation sites. (New Policy)

Community Design Policies

- 2-~~25~~26 Maintain and extend Alameda's outstanding-street tree system using the adopted Street Tree Management Plan as a guide in the selection of street trees and streetscape landscaping. (Originally Policy 2-24)
- 2-~~26~~27 Maintain and enhance the residential environment of Alameda's neighborhoods. (Originally Policy 2-16)
- 2-~~27~~28 Assure-Ensure that the adjoining uses in the Main Street Neighborhoods subarea are compatible with the predominant residential land use pattern of the area to minimize nuisances and conflicts. (Originally Policy 2-20)

Sustainable Design Policy

- 2-~~28~~29 Enforce the City's Green Building Ordinance, as found in Chapter XIII of the Municipal Code, and maximize opportunities for sustainable planning and building design practices such as the use of low energy appliances, solar oriented buildings, green roofs, on-site storm drainage swales, PVC collectors on roofs, compact and transit-oriented design patterns, and integration of alternative modes of transit. (New Policy)

Fiscal Neutrality Policy

- 2-30 Require the purchaser of the North Housing Parcel to establish mechanisms to ensure fiscal neutrality. The purchaser of the site must conduct a fiscal impact analysis of any proposed project and consent to a municipal service district (MSD) if necessary to ensure that the project will not adversely impact the City's general fund. The property owners of property conveyed via a public benefit conveyance or homeless accommodation will be exempt from the MSD. (New Policy)

SECTION 6.0 PARKS AND RECREATION, SHORELINE ACCESS, SCHOOLS AND CULTURAL FACILITIES ELEMENT

Changes in text

Page 6-3 – Modify text.

Main Street Neighborhoods Subarea Parks

Several small neighborhood parks are identified as part of the residential redevelopment in the Main Street Neighborhoods subarea. These ~~one-half~~- to 3-acre parks will serve the residents of the Main Street Neighborhoods subarea. Their proximity to schools (Island High, Ruby Bridges, Chipman) and school-age children in the neighborhood make them a critical addition to the region. They will provide a "green" place for residents, especially children, to engage in passive and active recreation and to play and grow. Larger parks and active playfields may also be developed in the North Housing Parcel. If active playfields are developed, they can be placed contiguous to other recreational facilities. One such facility is the Coast Guard Service Center to the west of the North Housing Parcel. Active ball fields and parking could be shared, but non-recreational facilities, such as the Coast Guard's housing office, would not be shared.

Some parks were already built as part of development within the Main Street Neighborhoods subarea since the Community Reuse Plan was adopted. The Bayport neighborhood includes a 4-acre neighborhood park and four one-half-acre mini-parks.

Page 6-6—Modify policy 6-6 to be consistent with current conditions and future proposals.

- 6-6 Develop at least two ~~one-half~~- to 3-acre parks in the Main Street Neighborhoods subarea to serve the residents and school children of this primarily residential area.

SECTION 8.0 PROPERTY DISPOSAL STRATEGY

Changes in text

Page 8-5 – Add text to section:

Public Benefit Conveyances: State and local government agencies ~~as well as~~ and non-profit institutions that serve a specific public purpose can receive property at no cost or at a discounted price through the public benefit conveyance (PBC) process. All entities who want to be considered for a PBC must submit a statement of interest to the LRA within the same time frame as the homeless providers. However, groups requesting a PBC must also obtain a sponsoring federal agency. The LRA can recommend denial of a PBC if it is inconsistent with the Community Reuse Plan's objectives.

Those groups interested in obtaining a PBC were asked to submit a letter of intent during the same screening period as the homeless providers. Each applicant was then asked to provide a business plan for its program to ARRA by September 15, 1995. During this same time period ARRA staff and BRAG members developed specific criteria for evaluating each request that is shown in the technical appendices to the Community Reuse Plan.

During the 1995 request period, six groups submitted expressions of interest (NOIs) for PBCs. These groups and the facilities they requested are shown on Table 8-4.

In November 2007, the Navy declared an additional 42-acre area within the Main Street Neighborhoods subarea as surplus. This area is known as the North Housing Parcel. ARRA sought NOIs from qualified non-profit and government entities for uses that would either meet unmet homeless needs or qualify as a PBC.

In March 2008, five groups submitted NOIs for PBCs and homeless accommodations. These groups and the facilities they requested are discussed in the following section.

Page 8-7 – Add text to section:

Public Benefit Conveyances

In 1995, ARRA received six requests for ~~public benefit conveyances~~ PBCs that included a broad range of buildings and land to serve a variety of public purposes. In addition to reviewing the concepts for programs to be provided by each applicant, ARRA also considered the economic viability of the proposal, its compatibility with the Community Reuse Land Use Plan, and the applicant's ability to contribute to base wide infrastructure and public service costs necessary to help make the entire redevelopment plan economically viable and fiscally sound. Based on that review, ARRA recommended the PBCs summarized in Table 8-5.

On March 7, 2008, ARRA received five NOIs—two public benefit conveyances and three homeless accommodations—from groups interested in providing self-help housing, building permanent supportive housing for homeless people, relocating a homeless shelter, and developing a public park on the 42-acre North Housing Parcel. On October 1, 2008, ARRA reviewed the concepts presented by each applicant in its NOI, considered the economic viability of the proposal, and assessed its compatibility with the

Community Reuse Land Use Plan. Based on that review, ARRA recommended the following PBCs and homeless accommodation:

City of Alameda/Alameda Recreation and Park Department (ARPD):

- ▶ ARPD submitted an NOI for a PBC for an existing community park and open space area. This area had been used in the past by ARPD through a use agreement with the U.S. Coast Guard. This PBC requested eight acres of open space currently called Estuary Park. This park includes a baseball/softball field and two large soccer fields. This park can be used as a venue for a variety of youth sports activities.

Alameda Housing Authority:

- ▶ The Alameda Housing Authority is a local agency that owns 559 units, manages 13 units and administers 1,675 Section 8 vouchers for very-low and low-income residents. The Housing Authority submitted a request for a homeless accommodation in partnership with the Alameda Point Collaborative, and Building Futures with Women and Children. Their NOI proposed to develop 120 units of permanent supportive housing for individuals and families who are currently homeless. ARRA negotiated with the Alameda Housing Authority to provide nine acres and 90 units for this use.

Habitat for Humanity:

- ▶ Habitat for Humanity submitted an NOI to the City of Alameda for a self-help housing PBC. Habitat for Humanity proposed renovating 32 homes in the northeast section of the North Housing Parcel. These homes would be renovated using Habitat's self-help model and sold to buyers with incomes that are 80 percent or less of the median income. After economic review and further discussion with this organization, ARRA suggested that Habitat for Humanity pursue two acres of land for up to 30 dwelling units. These units may be new construction or renovation of existing units.

SECTION 9.0 IMPLEMENTATION STRATEGY

Changes in text

Page 9-4—Add text to section:

Infrastructure

This section discusses the infrastructure and related costs necessary to implement the Community Reuse Plan. The critical infrastructure systems have been analyzed and preliminary programs to repair and reuse existing systems and provide new systems where necessary have been outlined. The analysis is based on the complete systems and their total costs to serve the NAS site. Not all of the costs documented below will be borne by ARRA. The Navy, service providers, developers, and potential other public agencies will be responsible for portions of the systems cost. It is the intent of this section to outline the total cost of plan implementation and identify which of these costs represent near-term and long-term costs. Three categories have been tracked: (1) improvements and related costs representing near-term expenditures that are necessary to repair the existing systems or allow for civilian reuse/operation of the system;(2) improvements that can be made through cyclic replacement programs with costs and actions occurring over a 10- to 15-year period; and (3) improvements related to redevelopment of specific subareas of the base that would require new infrastructure and incur costs to enable the development to occur. Discussion of the water, stormwater, wastewater, natural gas, electrical, and roadway systems and related costs are discussed below.

Infrastructure in the North Housing Parcel will be provided in conjunction with the development of the site. Many infrastructure improvements are needed to serve new housing. These will include new streets and paths, and sewer and water pipelines to service new development.

Environmental Status

Soil

Contaminated soil and groundwater have been identified at the North Housing Parcel. The primary soil contaminant at the North Housing Parcel is a group of petroleum-related chemicals called PAHs (polycyclic aromatic hydrocarbons). These PAHs appear to have originated from coal gasification plants that were near what is now Jack London Square in the late 1800s and early 1900s. Two types of PAH contamination occur in soil at the North Housing Parcel: Marsh Crust and PAHs in fill soil. "Marsh Crust" coincides with the original surface of the marshy tidelands in the area. Wastes discharged from local industries were deposited on plants and mudflats in the tidelands and became embedded when the area was filled, as a contaminated layer several inches thick. Today, Marsh Crust is 15 to 20 feet below the ground surface at the North Housing Parcel. PAHs from these industrial sources were present in the sediments dredged from Oakland Inner Harbor for use as fill at what is now the North Housing Parcel. Low levels of PAHs remain in soil at the North Housing Parcel, except where the Navy has already excavated near-surface soil.

Between 2000 and 2002, the Navy excavated PAH-contaminated soil to a depth of at least two feet beneath all of Estuary Park and about half of the North Housing Parcel's residential area. Elsewhere, the Parcel's PAH concentrations were lower and did not require excavation. Soil was not excavated beneath pavement, buildings, and large trees. Post-removal evaluations show no risk to children or adults at the

North Housing Parcel. The Navy's ROD (Record of Decision) for cleanup of soil at the North Housing Parcel was finalized on October 3, 2007. The ROD includes land use restrictions that prohibit, unless certain permission is granted ahead of time, both excavation of soil from depths greater than four feet and major site work consisting of removal of buildings and hardscape, due to PAHs in the fill material.

Alameda's Marsh Crust Ordinance (No. 2824) establishes a permitting process to help ensure that any excavation deep enough potentially to encounter marsh crust is conducted so as to protect public health and the environment. The Marsh Crust Ordinance was enacted in coordination with the Navy's ROD for marsh crust, dated February 2, 2001.

Water

Shallow groundwater beneath the North Housing Parcel is contaminated with benzene and naphthalene, two petroleum-related chemicals. The sources of this contamination are believed to be contaminated fill used to create Alameda Point and previous releases. Although no spills or other releases in this area have been documented, the pattern of groundwater contamination suggests that one or more releases may have occurred. Contamination entrapped in the Marsh Crust may be contributing to the groundwater contamination. Groundwater is not currently used for drinking water, and water service is provided by the East Bay Municipal Utility District from a separate source.

The Navy's ROD for cleanup of groundwater beneath southern portions of the North Housing Parcel was finalized on August 30, 2007. In October 2008, the Navy began an approximately two-year groundwater treatment program in two areas of the plume that have higher contaminant levels. One of these areas is partially within the North Housing Parcel—in the southeast, beneath Kollman Circle. Lower-level contamination in the rest of the plume will be monitored, and is expected to biodegrade naturally within about ten years. Until then, land use restrictions forbid both use of groundwater and interference with clean-up operations. Vapor intrusion into indoor air has been shown not to be a problem at the North Housing Parcel. The Navy's groundwater clean-up efforts are compatible with residential use of the property and should be minimally disruptive to future redevelopment.

Next Steps

The Navy has full responsibility for cleanup of groundwater in the vicinity of the North Housing Parcel. However, the ROD for soil at the North Housing Parcel imposes clean-up responsibilities on others, especially developers.

For major site work, a developer must enter into an enforceable agreement with environmental regulatory agencies. Presumably, the enforceable agreement will require the developer to remediate PAHs beneath any buildings and hardscape that are removed. This cleanup likely will be similar to the cleanup the Navy completed in the North Housing Parcel's landscaped areas. Probable developer tasks are:

1. Enter into an enforceable agreement with environmental regulatory agencies.
2. Prepare and obtain regulatory approval of a Soil Management Plan.
3. Prepare and obtain regulatory approval of a clean-up work plan to (1) investigate PAH levels in soil beneath removed buildings and hardscape, and (2) excavate any soil exceeding target clean-up levels, dispose of it off site, and backfill using clean soil.
4. Collect soil samples beneath removed buildings and hardscape and analyze the soil for PAHs.

5. Excavate any soil with a PAH level greater than 1 mg/kg (milligram per kilogram of soil) and dispose of it off site. Additional soil removal may be needed to lower the average soil PAH concentration to 0.62 mg/kg or less.
6. Prepare and obtain regulatory approval of a Clean-up Completion Report.

As an alternative, it may be possible for the developer to obtain regulatory approval to remove the top two feet of soil only beneath demolished buildings and hardscape that are in areas where the Navy's previous soil removal occurred in accordance with the Soils Cleanup ROD.

Page 9-23 through page 24 – Modify text

Building Demolition

The Navy and their Interim Reuse Strategy designate a number of buildings for demolition. Those designated as such in the Interim Reuse Strategy are considered to be without reuse potential given their condition and market potential. Costs incurred in the demolition of structures, including full environmental mitigation, should be borne by the Navy. The Navy should bear the cost and responsibility for structures currently on its demolition list, and all structures proposed for demolition by ARRA. The demolition of these structures should be scheduled and integrated into the Navy's overall demolition plan for the entire base. The buildings proposed for demolition in the Interim Reuse Strategy represent buildings with: 1) serious structural flaws that would present ARRA with large capital upgrade costs to use in the interim period or beyond; 2) little market potential as judged by commercial brokers and knowledge of the Bay Area real estate market; and 3) no known interest either from potential private tenants or PBC requests. These buildings, if not demolished by the Navy, will use up scarce resources in the interim and long-term reuse of the base through increased care and custody costs (borne by the Navy or ARRA) or demolition at a later date by ARRA and decrease the reuse potential for the entire Base.

Regardless of who bears responsibility, demolition will be one of the highest costs in reusing NAS Alameda. Because of the expense, it is critical that an agreement is reached between the Navy and ARRA regarding the schedule and responsibility related to demolitions. In addition to the financial implications, the scheduling of building demolition activities could affect the interim reuse of structures such as Building 13 where only a portion of the building is recommended for demolition. ARRA and the Navy should include discussions regarding building demolition in negotiations of care and custody procedures and responsibilities and as part of the Economic Development Conveyance process of determining the value of Base. It is also possible that demolition of structures could be included as part of the environmental cleanup process. Buildings that are determined not to be reusable should be processed or dismantled for maximum salvage and recycling prior to or in conjunction with demolition and prior to disposal in landfill sites.

Buildings in the North Housing Parcel may be demolished in order to facilitate the area's redevelopment for housing uses. The developer of the site will be responsible for demolishing or rehabilitating these buildings. The units were vacated by the Coast Guard in spring 2005 and are currently boarded up. The Navy has caretaker obligations for these properties until their disposal. These obligations include securing the buildings, checking for plumbing functionality, addressing damage, mowing the grass, removing debris, and patrolling the area.