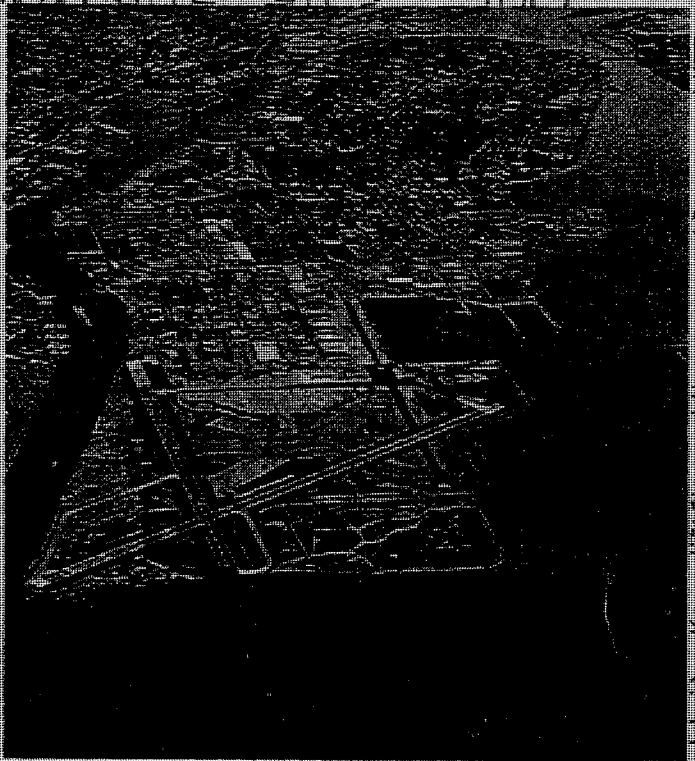


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# NAS Alameda Community Reuse Plan



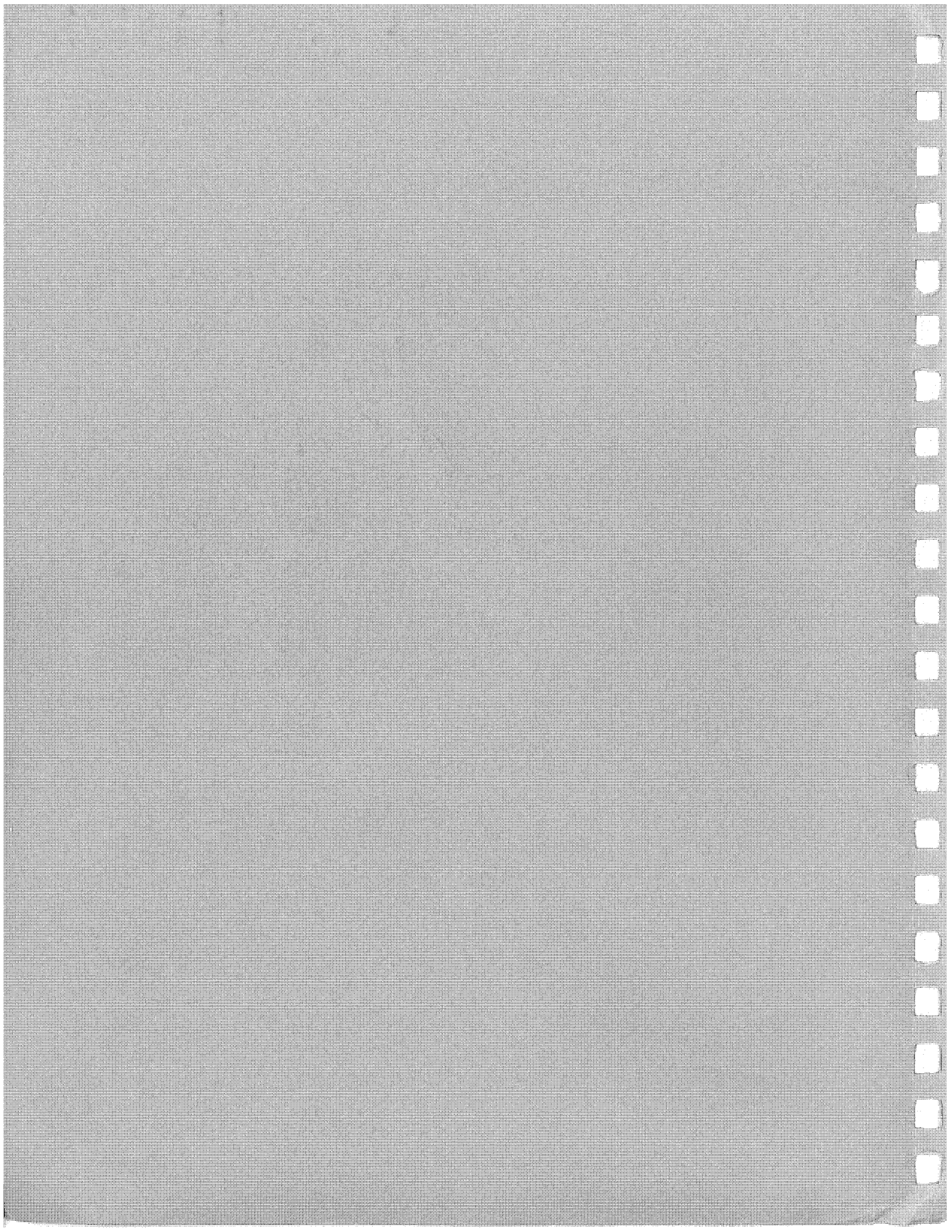
## Community Reuse Plan

As Adopted January 1996

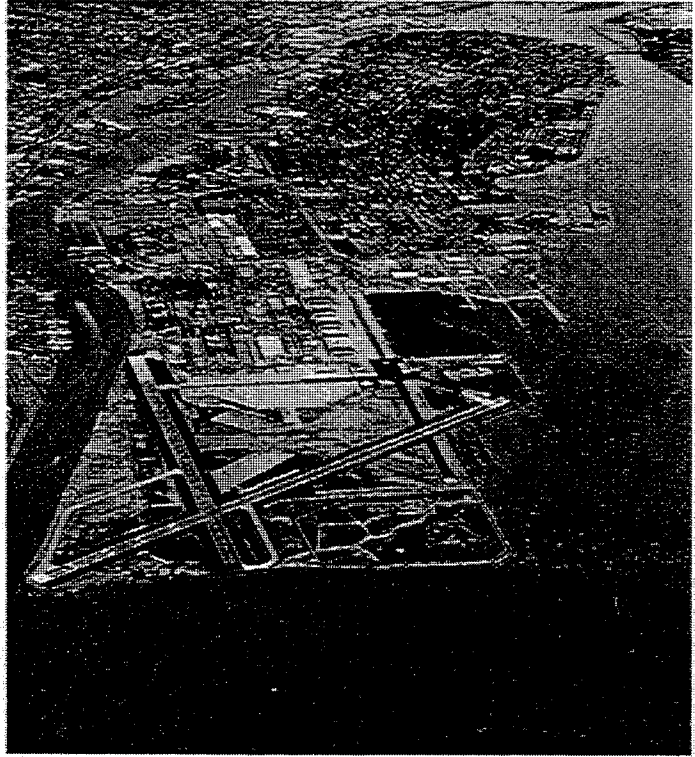
Prepared For  
Alameda Reuse & Redevelopment Authority

Prepared By  
EDAW, Inc.

In association with Bay Area Economics,  
Fehr & Peers, Wittler-Brochier & Associates, Zander and Associates, Baseline  
Environmental, Moffatt & Nichol Engineers, YEI Engineers Inc., Harris & Associates,  
and McLaren Hart



# NAS Alameda Community Reuse Plan



## **Community Reuse Plan**

As Adopted January 31, 1996

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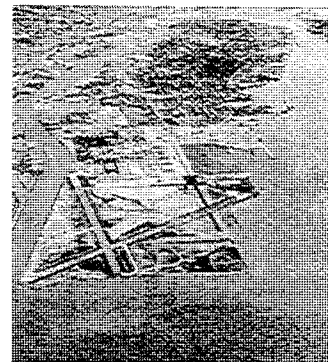
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## 1.0 INTRODUCTION

*The Community Reuse Plan is a "roadmap" for the conversion of NAS Alameda to civilian use over the next 20-30 years. It reflects the varied interests of local communities, the region, and other interested parties, based on the principle that economic development and environmental protection are common interests.*

### Background

This document presents analysis of and recommendations for the community reuse of Naval Air Station (NAS) Alameda. It has been prepared under contract to and on behalf of the Alameda Reuse and Redevelopment Authority (ARRA). The planning process has included substantial direction from the ARRA governing body, staff, the Alameda Base Reuse Advisory Group (BRAG), the East Bay Conversion and Reinvestment Commission (EBCRC), and public participation.

The ARRA is a joint powers authority that was formed between County and City of Alameda to direct the reuse process for NAS Alameda. The ARRA is the recognized Local Reuse Authority (LRA) for all BRAC related planning, property conveyance, and implementation of reuse. The ARRA governing body was constituted to represent the broad spectrum of community and regional interests. The ARRA governing body is chaired by the Mayor of Alameda and is composed of the five Councilmembers from the City of Alameda, the Mayor of San Leandro, the Mayor of Oakland, the County of Alameda Supervisor from the 3rd District, and Ronald V. Dellums, U.S. Congressional Representative from California's 9th District.

The Alameda Base Reuse Advisory Group (BRAG) was originally formed to advise the Alameda City Council. The BRAG is composed of 11 subcommittees to study individual issues surrounding base closure. The BRAG is a forum for citizen input and public participation. In mid-1995 the status of the BRAG was changed to an advisory and review group for the ARRA and its governing body.

The East Bay Conversion and Reinvestment Commission (EBCRC) is a regional, representative body established to improve delivery of federal assistance and augment local capacity to manage conversion efforts. Members include east bay, state, and federal elected officials as well as representatives of public agencies, community groups, business organizations, and the U.S. Navy.

### Setting

NAS Alameda lies at the Western tip of the island of Alameda, and is bordered by the Oakland Inner Harbor to the north, San Francisco Bay to the south and west, and the City of Alameda to the east. The island of Alameda is along the bayshore of Alameda County separated from the east bay by the Oakland

Estuary. The City of Oakland is to the north and east and the Metropolitan Oakland International Airport and the City of San Leandro are to the south. The base occupies 1,734 acres of land and 1,108 acres of water area within Alameda County and the City of Alameda. NAS Alameda encompasses a total of 2,842 acres of dry and submerged lands which makes it the fourth largest Navy landholding in the Bay Area. The base represents a prominent feature in the East Bay both from its size and visibility, and the economic activity it generates. Figure 1-1 depicts the regional setting of the site.

Naval Air Station Alameda has been an active military facility since before the Second World War. The base provides berthing for Pacific Fleet ships and is a major center of naval aviation. The facility includes an airfield, seaplane lagoon, hangars, repair facilities, and residential areas for military personnel. The most dominant feature of the base is the intersecting runways in the airfield area. The runways are visible from the Bay Bridge and other vantage points around San Francisco Bay.

### **Purpose**

The Community Reuse Plan is a "roadmap" for the conversion of NAS Alameda to civilian use over the next 20 — 30 years. It is a plan that reflects the varied interests of local communities, the region, and other interested parties based on the principle that economic development and environmental protection are common interests. The Community Reuse Plan provides a bold vision for the future founded on the unique attributes of the Naval Air Station and confidence in the talents, work ethics, and willingness to work together of the people of the community and region. While there are significant opportunities, the constraints that challenge successful development must also be considered. These include: the realities of the 1990s economy, both locally and globally; the need for extensive investment in infrastructure; significant environmental cleanup; a variety of institutional, regulatory, and fiscal demands; and other market, site, and operational constraints.

### **Reuse Process**

The Defense Base Realignment and Closure Commission (BRAC) recommended the closure of NAS Alameda in its June 1993 report to President Clinton. The President accepted the BRAC recommendations in July 1993, and Congress confirmed the closure in October 1993.

Title XXIX of the National Defense Authorization Act for Fiscal Year 1994 (commonly known as the Pryor Amendment) and President Clinton's Five Point Plan to revitalize base closure communities evolved a process that places greater emphasis in the role of the LRA. The ARRA has been designated the LRA, the entity designated by a community to prepare a local reuse plan for the closing installation. The ARRA is charged with assessing the opportunities and constraints the site offers including a realistic inventory of the property available. This includes tracking parallel processes, such as the state and federal screening process and environmental review. The Community Reuse Plan is product of this process.

*"The ARRA's reuse planning efforts are occurring in a federal policy environment guided by President Clinton's Five Point Plan for achieving successful conversion." and reuse*



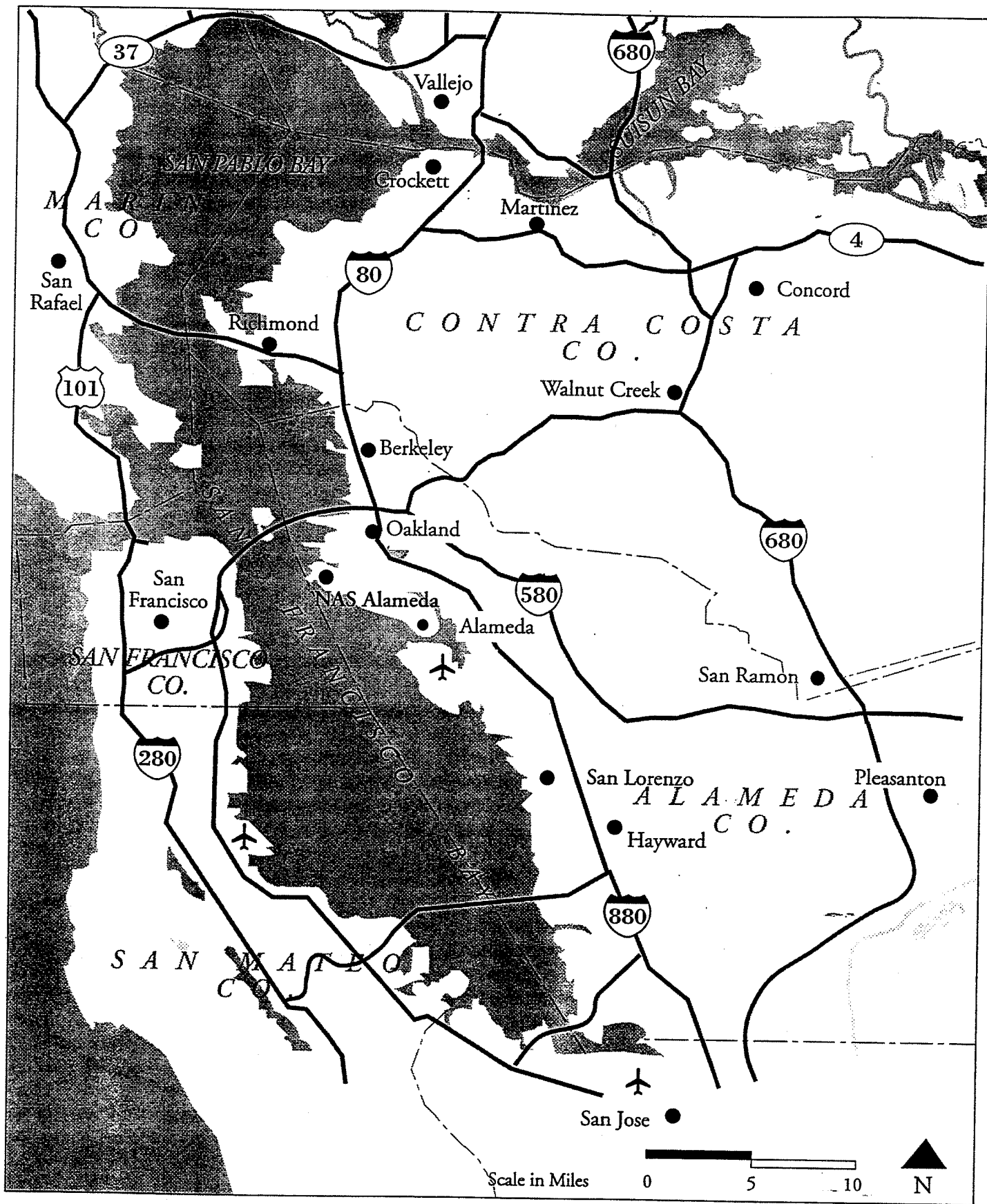


Figure 1-1  
Regional Setting

NAS Alameda  
Community  
Reuse Plan

The Community Reuse Plan provides a mechanism for the orderly transition from military to civilian use. It will advance the goals of new employment and environmental protection. The Community Reuse Plan provides a means for the future use of NAS Alameda to achieve the community and regional goals and objectives described below. Adoption of the Community Reuse Plan is crucial to move along the process of base closure and reuse. The extensive public planning process, which involved a broad spectrum of citizens, state and local officials, and special interest groups, has resulted in a plan that has benefits for everyone: economic development; provisions for environmental protection and open space; and preclusion of undesirable uses. The Community Reuse Plan also affords an opportunity to guide federal decisions on land use and disposal, and to maximize the positive effects on the community. In addition, the Plan is based on the principle that there will be a broad range of opportunities for all people, including persons of low income, people of color, those who are physically and mentally challenged, and women.

The Navy will use the Community Reuse Plan as the basis for its consideration of disposal options in its Record of Decision (ROD). The ROD will consider the alternative uses on federal surplus land as a result of disposal and reuse. An EIR/EIS will be written to comply with State and Federal environmental regulations and will guide the ROD's final property disposal decisions.

### **Planning Process**

This document culminates a five-phase planning process to determine the most desirable and successful approach to civilian reuse of the Naval Air Station (NAS) Alameda. The Naval Air Station will be vacated by the Navy in 1997, and preparations for the Navy's departure are well underway. In order to plan for the future reuse of the NAS and incorporate it into the adjacent community, the Alameda Reuse and Redevelopment Authority initiated and has conducted the process to envision new land uses for the military station. The preferred land use plan chosen for NAS Alameda is described in this document, Phase 5 Final Community Reuse Plan.

The ARRA's reuse planning efforts are occurring in a federal policy environment guided by President Clinton's Five Point Plan for achieving successful conversion and reuse of closing military bases. The President's plan includes: 1) Job centered property disposal that puts local economic development first; 2) Easy access to transition and redevelopment help for workers and communities; 3) Fast-track cleanup that removes needless delays while protecting human health and the environment; 4) Transition coordinators at bases slated for closure; and 5) Larger economic development planning grants to base closure communities. This program emphasizes economic development and job creation as the primary goal in local reuse planning. It also provides for federal assistance in these planning efforts. In the latter regard, the ARRA has the full cooperation of the Navy in obtaining necessary information and is coordinating with the Navy to plan for successful transition; in addition, the planning effort of which this report is a part is being funded by the federal Office of Economic Adjustment.

---

*The Community Reuse Plan is the first step in integrating NAS Alameda into the general framework of the City of Alameda.*

---

The first two phases of this overall program focused on understanding the physical, environmental, and socioeconomic conditions and trends which characterize the installation and the affected communities and which will influence decisions on reuse. The third phase developed a strategy for immediate reuse of existing facilities. The fourth phase focused on the development of a long-range land use plan. The five phases of the ARRA planning process and their target completion milestones are:

- Phase 1: Reconnaissance (completed in October, 1994; report on file with the ARRA)
- Phase 2: Conditions and Trends (completed in January 1995; report on file with the ARRA)
- Phase 3: Interim Reuse Strategy (completed in March 1995; report on file with the ARRA)
- Phase 4: Community Reuse Plan Alternatives (report completed in August 1995; preliminary preferred plan adopted in October 1995)
- Phase 5: Community Reuse Plan (the subject of this report; refinement, detailed definition, and adoption of the preferred Community Reuse Plan; completion targeted for January 1996)

This process is the first step in integrating NAS Alameda into the general framework of the City of Alameda. The Community Reuse Plan is not a City General Plan, nor a zoning map for NAS Alameda and the FISC sites. Land use regulatory authority rests with the City of Alameda and changes or amendments will be required to the City of Alameda General Plan, Zoning Ordinance and other plans and regulations to enact the plans and policies documented in this plan. Additional planning and regulatory steps must be taken to completely integrate NAS Alameda into the City. The Community Reuse Plan is a legal document necessary to meet the federal requirements for base reuse and transfer of property to the ARRA, federal agencies and Public Benefit recipients. The Community Reuse Plan outlines the community's intentions for reuse and redevelopment of NAS Alameda and serves as the basis for the Navy's EIR/EIS, its Record of Decision for Base Transfer, the City of Alameda's General Plan changes, formation of a Redevelopment Project Area, and as a guide for interim reuse of existing buildings.

While the Community Reuse Plan is not a General Plan, it does serve as a guide for changes to the City's General Plan and land use regulations. These regulations will have to be adopted through a City of Alameda planning process after completion of the EIR/EIS and the Navy's Record of Decision (scheduled for April 1997). The City General Plan and Zoning Ordinance are the legal documents that establish land entitlements (allowable uses and development intensities) and provide assurances to property owners on the legally permitted uses for the redevelopment and reuse of individual parcels.

#### **Public Review And Input**

An extensive public involvement program is being conducted as part of the reuse planning program. This program is meant to ensure that the affected public has meaningful input to ARRA decisions regarding the future of NAS Alameda. The

program is being spearheaded by the ARRA and the Alameda Base Reuse Advisory Group (BRAG). Significant forums for public participation also include the East Bay Conversion and Redevelopment Commission (EBCRC).

Past public involvement activities conducted by the ARRA/BRAG have included four public workshops, an ongoing newsletter and public preferences survey, a long-range vision charette, and regular meetings of the BRAG and the topical BRAG subcommittees. Under separate cover is a summary of public input received to date; this report is titled *NAS Alameda Community Reuse Plan: Public Input Summary Report* (January 1995) and is available through the ARRA office.

A series of public presentations and workshops will be held to review and answer questions regarding the results of the Community Reuse Plan. Similar sets of public presentations, workshops, and hearings have been conducted at each major milestone in the planning process. The public will be kept informed, with meetings announced through regular newsletters, local newspapers, and other media.

#### Report Outline

The Phase 5 Community Reuse Plan integrates both interim and long-range reuse programs, as well as develops the preferred reuse alternative that will serve as the blueprint for successful civilian use of the installation. The preferred land use plan was designed to, in aggregate, best respond to the goals and objectives, urban design framework, and analysis criteria identified in previous phases. This document is intended both as a stand-alone policy document to guide reuse at NAS Alameda and a vehicle to help integrate the reuse policies into the larger context of City and County planning policies and guidelines.

This report begins with the preliminary goals and objectives developed to guide community reuse. The goals and objectives are intended to reflect the intentions and desires of the community and the ARRA related to reuse of the Naval Air Station Alameda and evolution of the NAS into a new neighborhood of the City. The goals and objectives are organized according to the following themes or elements:

- A. Land Use
- B. Employment and Economic Development
- C. Housing
- D. Urban Design and Neighborhood Character
- E. Institutional and Educational Uses
- F. Parks, Recreation, and Open Space
- G. Environmental Resources
- H. Cultural/Historic Resources
- I. Transportation and Circulation
- J. Infrastructure
- K. Interim Reuse
- L. Community Participation

The goals and objectives will serve as a central evaluation tool for developing a preferred plan and guiding the evolution from vision to actual reuse over time.

---

*"By following the format and guidelines of the General Plan the policies presented in this document will easily integrate into existing policies and procedures."*

---

They constitute the primary framework for social, economic, and community concepts to guide reuse and they articulate a vision to be achieved through all actions regarding interim reuse and long-term development.

The Community Reuse Plan presented in this document is intended to relate to the existing City of Alameda General Plan. By following the format and guidelines of the General Plan the policies presented in this document will easily integrate into existing policies and procedures. The major sections of this document follow the General Plan format. This includes nine major planning elements:

Land Use

City Design/Urban Design Framework

Transportation

Open Space And Conservation

Parks and Recreation, Shoreline Access, Schools and Cultural Facilities

Health and Safety

Property Disposition

Implementation Strategy

Implementation Action Plan

The property disposition and implementation chapters are specific to the reuse planning effort. There are no equivalent topics in the existing General Plan. The Community Reuse Plan attempts to integrate the local planning process and base reuse process by addressing these issues in a single document.



## GOALS AND OBJECTIVES

*"The goals and objectives are intended to be a flexible document reflecting the community's priorities."*

The goals and objectives presented herein have been instrumental in guiding the decision making throughout the five phases of the planning process and in shaping the final reuse plan. The purpose of the plan is to create a neighborhood that embraces a diverse community of all cultural and ethnic groups. These goals and objectives and the resulting design principles were developed through intensive work with the ARRA governing body, the Alameda Base Reuse Advisory Group (BRAG) and the public. They reflect the social and economic values of the affected Alameda community, as well as the community's intention to create a new neighborhood for the City of Alameda. The goals and objectives have been informed by the Vision Statement adopted by the Alameda Base Reuse Advisory Group in September of 1994:

### Vision Statement

*Between now and the year 2020, the City of Alameda will integrate the Naval Air Station property with the City and will realize a substantial part of the Base's potential. Revenues will have increased and a healthy local economy will have resulted from the implementation of a coordinated, environmentally sound plan of conversion and mixed-use development. While building upon the qualities which make Alameda a desirable place to live, efforts for improving recreational, cultural, educational, housing, and employment opportunities for the entire region will have been successful.*

These goals and objectives are intended to be a flexible document reflecting the community's priorities. However, they should not be changed without consultation with the community. The Alameda citizens advisory group (the BRAG) or its successors, the Alameda Reuse and Redevelopment Authority, and the City of Alameda should assume rigorous oversight, enforcement, and compliance with these goals and objectives in implementing and integrating the use of the land into the City of Alameda.

### A. Land Use

**Goal A1: Achieve a balanced mix of land uses, creating a vibrant and diverse new neighborhood in Alameda.**

#### Objectives:

- Emphasize mixed-use development as the overall reuse vision.
- Ensure that the Community Reuse Plan is economically viable.
- Fully integrate the existing NAS Alameda into the City of Alameda, creating a new neighborhood; full integration includes land use compatibility within and surrounding the installation, matches with the urban fabric of Alameda, and realization of a seamless transition between the existing NAS site and the entire island of Alameda.
- Embrace and celebrate the culturally and economically diverse community that is Alameda.
- Provide a balance among public benefit, private sector, and environmental uses and concerns; include provisions for open space, recreational resources, environmental protection, and viable economic development.

- Seek creative solutions to provide energetic land uses while reducing the impact of the automobile and energy consumption.
- Give first priority to public trust uses on lands which are subject to the public trust, which uses can achieve other important economic, social, cultural, and environmental goals and objectives.
- Seek a variety of means for providing jobs, training, retraining, housing and educational opportunities for all people including those of low income, people of color, those who are physically and mentally challenged and women. (See also D: Urban Design and Neighborhood Character)

## **B. Employment and Economic Development**

### **Goal B1: Achieve job creation and economic development to provide the employment and economic benefits historically associated with NAS Alameda.**

#### **Objectives:**

- Enhance the economic opportunities for the NAS Alameda site by providing necessary infrastructure. (See J: Infrastructure)
- Actively seek and promote businesses and light industries that provide significant sustainable employment and are forward-looking. This may include a mix of light industries emphasizing opportunities for technology research and development and technology transfer.
- Emphasize employment and a mix of economic development opportunities that complement economic development strategies in other parts of Alameda; coordinate economic development decisions for the NAS site with plans for other areas of the City.
- Prioritize ARRA and/or City revenue generation in major land use decisions, consistent with the intent to balance economic development needs with public benefit conveyance and public/community service uses.
- Develop funding mechanisms (e.g., redevelopment authority) to enable and support conversion.
- Provide organizational, planning and streamlined permitting support for new businesses considering locating in the former NAS site (also applies to K: Interim Reuse).

### **Goal B2: Enhance reemployment opportunities.**

#### **Objectives:**

- Encourage uses that provide employment for displaced workers.
- Work with and provide incentives for businesses locating in the former NAS site to establish retraining programs.
- Seek a variety of means for providing jobs, training, retraining, housing and educational opportunities for all people including those of low income, people of color, those who are physically and mentally challenged and women.
- Provide organizational and planning support, as well as incentives to the extent practicable, for business ventures proposed by displaced workers.
- Encourage and provide incentives to businesses which provide employ-

ment and training for members of the homeless community consistent with the Homeless Strategy developed in conjunction with the Homeless Collaborative of Alameda County.

### **C. Housing**

**Goal C1: Ensure that both existing and new housing resources at the former NAS Alameda meet current and future housing needs of the community.**

**Objectives:**

- Provide diversity in housing opportunities to meet the needs of all people including those of low income, persons of all ethnic origins, those who are physically and mentally challenged and women in the community.
- Reflect the existing density and single-family residential character of Alameda in new housing developments as much as possible considering the need to provide a mix of housing types.
- Accommodate the needs of the homeless according to the Homeless Strategy developed in conjunction with the Homeless Collaborative of Alameda County.
- Promote a jobs-housing balance to the extent practicable.
- Develop housing in the former NAS site to be consistent with existing City of Alameda policies and standards and consistent with the City of Alameda Charter.

### **D. Urban Design and Neighborhood Character**

**Goal D1: Achieve complete integration of the former NAS site with the rest of the island of Alameda; this is to be a seamless integration of the many neighborhoods, open space, and the best qualities of the existing City.**

**Objectives:**

- Create the same "small town" character in the former NAS site as highly valued by the existing community.
- Create a series of neighborhoods, each with a central focus of mixed-use development, including local-serving commercial and recreational uses and a mixture of housing densities.
- Encourage development of distinctive and individualized neighborhood character.
- Continue the "low-rise" character of all development, including commercial, industrial, institutional, residential, and visitor-serving uses.
- Reflect the architectural heritage of Alameda in redevelopment and new development.

**Goal D2: Achieve human-scale, transit-oriented development.**

**Objectives:**

- Emphasize walkable streets, restricting most traffic circulation to specific major access routes.
- Achieve the same human-scale, tree-lined character of neighborhood streets found throughout the existing City.

- Enhance the viability and use of transit and other alternative modes of transportation in all development, through deliberate design of neighborhoods, commercial, industrial, and recreation/open space areas.
- Reflect the grid street pattern that is characteristic of existing Alameda and that provides a framework for emphasizing transit modes.

**Goal D3: Protect and enhance the water-oriented (island) character of the former NAS site through preservation, enhancement, and creative celebration of the expansive bay views.**

**Objectives:**

- Optimize access to the waterfront in all development and open space planning.
- Expand visual and physical access to the water by incorporating water features in new development and redevelopment and by emphasizing the grid pattern of streets.
- Create new venues with sight lines to water views by emphasizing the grid pattern of the street network.
- Provide, frame, and accent views of the surrounding Bay environment as part of development planning and implementation; emphasize public views throughout development in the former NAS site and discourage blockage of Bay views along circulation routes (roads, trails, paths).
- Minimize privatization of the waterfront.

**E. Educational and Public Service Uses**

**Goal E1: Provide appropriate educational facilities and opportunities in the former NAS site.**

**Objectives:**

- Assign priority to the needs of local schools in the use of existing educational facilities and in identifying potential future schools.
- Coordinate all educational plans and development with existing educational organizations including the College of Alameda and the Alameda Adult School.
- Provide for a variety of educational opportunities including a university/college/educational campus to meet local and regional needs for higher education and to complement the College of Alameda.
- Explore opportunities to provide vocational and specialized training and adult education, particularly in support of worker training/retraining, through a variety of public and private means.
- Provide educational opportunities based on the natural resources and environmental conditions at the former NAS site, emphasizing biological, marine, and environmental sciences.

**Goal E2: Provide appropriate and high quality public and social services.**

**Objectives:**

- Work with the City of Alameda to ensure high quality law enforcement and fire protection services to the former NAS site.
- Ensure that adequate health care, emergency medical, and social services are available.

- Explore opportunities for development of a youth center to serve as a focus for youth activities.
- Explore opportunities for child care services/facilities to serve the needs of residents and workers in the former NAS site; prioritize the needs of AUSD related to the existing child development center.

**F. Parks, Recreation, and Open Space**

**Goal F1: Protect and provide natural/natural-appearing open space as a key amenity throughout the installation.**

**Objectives:**

- Provide a system of natural, landscaped, and/or recreational open space linking all areas within the former NAS site and linking the area with other parts of the City. Promote use of greenways as linkages, structuring elements, and separators among development areas.
- Protect appropriate portions of the Bay shoreline as natural/landscaped open space.
- Incorporate wetland and wildlife habitats protected through Environmental Resources goals and objectives into the open space system.
- Provide a system of bikeways, parks, and trails to facilitate access to open space and recreational areas from all parts of western Alameda.

**Goal F2: Provide needed recreational opportunities for workers and residents of the NAS area, the City of Alameda, and surrounding communities.**

**Objectives:**

- Provide a balanced mix of recreational opportunities, both active and passive, outdoor and indoor.
- Use land and facilities at former NAS to provide recreational opportunities which are in short supply elsewhere in the community; fill gaps in existing resources.
- Assign priority to youth recreation in facility and program planning.
- Explore the feasibility of developing a golf course at the former NAS Alameda.
- Explore the feasibility of developing a new public and/or private marina in the Seaplane Lagoon and/or at the site of the existing Navy marina.
- Provide a pedestrian and bicycle trail system linking the former NAS site with the rest of the City.
- Explore the feasibility of providing regional recreational facilities to create revenues that enhance park operation and maintenance funds for community facilities.



**G. Environmental Resources****Goal G1: Achieve appropriate cleanup of environmental contamination.****Objectives:**

- Work with the Navy to ensure that Environmental Baseline Surveys and the Base Cleanup Plan are completed in a timely manner and correspond with the ARRA's adopted Interim Reuse Strategy and Community Reuse Plan.
- Provide direct guidance to the Navy regarding the priority sequence for cleanup of land parcels and facilities.
- Assist in ensuring appropriate agency coordination (local, state, and federal) during the cleanup planning and implementation process.
- Support a human and/or wildlife health risk-based approach as one of the primary criteria for establishing and planning for cleanup levels.
- Maintain vigilance in monitoring and ensuring Navy/federal adherence to the adopted cleanup schedule, including reliable appropriation of funds to accomplish that cleanup schedule.
- Work with the Navy to ensure minimal disruption to interim reuse tenants' activities associated with cleanup efforts.
- Provide interpretative and educational opportunities for the significant role protected flora and fauna play in the ecosystem.

**Goal G2: Conserve and protect vegetation, wildlife, and water quality resources.****Objectives:**

- Provide for conservation and protection of rare, threatened, and endangered species and species of special concern, in accordance with the Endangered Species Act and the relevant federal and state regulations.
- Protect wetland resources; restore such resources where practical.
- Incorporate natural open space as a prominent feature in reuse planning, both for conservation of vegetation and wildlife resources and for the enjoyment of the community, visitors, and special interest groups.
- Create/designate a wildlife refuge/park within the western portion of the installation, consistent with other goals regarding economic development and balanced land use planning.
- Preserve and enhance existing mature landscape resources in the developed areas of the installation to the extent feasible.
- Ensure appropriate control of surface drainage and other sources of water quality impact, including implementation of needed drainage system improvements and response to all water quality permitting requirements.

**Goal G3: Encourage sustainability and resource efficiency in all development.****Objectives:**

- Promote energy efficiency in facility development.
- Promote use of locally generated and/or recycled materials.
- Apply low water demand techniques in all new development, including all landscape development.

- Establish measurable indicators for a sustainable community.
- Minimize waste and prevent pollution in all new commercial, industrial, and housing development plans.
- Protect air quality of the region by minimizing energy and automobile use through appropriate comprehensive planning, siting of facilities and use of energy conserving construction. (See also I: Transportation)

**Goal G4: Reduce potential personal injury and property damage related to adverse geologic and seismic conditions.**

**Objectives:**

- Minimize exposure of people and structures to expected strong seismic shaking and related ground failure.
- Avoid potential damage to structures and other improvements related to ground surface settlement and minimize cost of development.
- Avoid development of critical facilities in areas of unstable geologic/seismic conditions.

**H. Cultural/Historic Resources**

**Goal H1: Reflect and celebrate the rich history of both Alameda and the NAS in the reuse planning and design.**

**Objectives:**

- Reflect the architectural and urban design heritage of Alameda in the design of new neighborhoods and commercial areas.
- Achieve a Programmatic Agreement with the Navy, the City, and the State Historic Preservation Officer (SHPO) for implementation of the National Historic Preservation Act (NHPA) and treatment and protection of the NAS Historic District; seek City/ARRA authority to administer implementation of this Agreement.
- Retain a representative collection of historic artifacts from NAS Alameda and seek opportunities for public display and enjoyment of this collection.
- Seek opportunities to obtain retired Naval vessels and aircraft, representative of the Bay Area's Naval history, for public display and enjoyment as part of recreational and visitor-serving development on the installation.

**Goal H2: Provide cultural and arts facilities for the benefit of Alameda and the surrounding communities.**

**Objectives:**

- Seek opportunities for establishing a cultural/arts center at the former NAS site.
- Work with the Navy and the Alameda Historical Society to pursue opportunities for museum facilities on the installation to display historical resources from both the City and the NAS.
- Explore the feasibility of creating an outdoor site for cultural celebrations, ceremonies, and exhibitions.

**I. Transportation and Circulation**

**Goal 11: Provide adequate vehicular access to and within the former NAS site without significant adverse effects on access to existing areas of the City.**

**Objectives:**

- Integrate the NAS street system with the existing roadway system of Alameda, including reflection of the grid street pattern.
- Establish Atlantic Avenue as the main route into the former NAS site.
- Focus traffic, including truck traffic, into/from the former NAS site onto a limited number of designated arterial routes to minimize impact on existing and future neighborhoods.
- Consider traffic generation and destination during peak hours in making land use decisions.
- Work with CalTrans to improve Highway 880 connections.
- Explore the feasibility of establishing a new bridge or tunnel linking western Alameda with Oakland, across the Alameda/Oakland estuary. Establish the point in time when such a connection will be necessary due to reuse and development at the former NAS site; if a new connection is found not to be feasible and all transit options are at capacity, restrict development at NAS to levels serviceable by the existing cross-estuary linkages.
- Work with the City of Alameda to provide necessary roadway improvements and maintenance on the street system needed to support the Interim Reuse Strategy.
- Study the feasibility of closing/abandoning some streets at the installation to reduce maintenance costs and to increase land use and circulation efficiency.
- Ensure that the Navy provides caretaker maintenance on the street system not needed for the interim period (i.e., pending full property transfer from the Navy to the ARRA).
- Develop and implement a phased program for bringing the street system on the installation up to current standards as needed in accordance with the interim and long-range plans (i.e., width, striping, signage, lighting, sidewalks, etc.).

**Goal 12: Optimize use of transit and other alternative modes of transportation to reduce vehicular traffic and dependence on the automobile.**

**Objectives:**

- Work with existing transit agencies to extend service routes and facilities into the former NAS site both from Oakland and the broader region and from other areas of Alameda.
- Promote continued and expanded ferry service as an alternative to the automobile.
- If a new bridge or tunnel is feasible and is pursued, incorporate appropriate transit linkages with BART and other local/regional transit systems.
- Establish a viable pedestrian and bicycle circulation system within the installation and linking the former NAS site with the rest of the City.

- Explore the feasibility of long-term development of other forms of transit such as light rail in the context of planning for the entire City of Alameda and its linkages with the rest of the region.
- Organize the former NAS site to facilitate cost-effective local and regional transit service to reduce the need for automobile use.

## **J. Infrastructure**

**Goal J1: Achieve efficient and cost-effective transition of infrastructure systems operation, maintenance, and capital improvement responsibility from the Navy to appropriate local service providers.**

### **Objectives:**

- Achieve optimal integration of NAS infrastructure systems with surrounding/related systems, in conjunction with local service providers.
- Document and implement appropriate guidelines for acceptance by local service providers of NAS infrastructure systems.
- Obtain all available reference material and documentation related to infrastructure systems from the Navy.
- Ensure that all necessary infrastructure/utility services are provided to support the Interim Reuse Strategy; contract with the Navy or an agreed-upon third entity to provide services during the interim period (i.e., at least the first five years).
- Work with the Navy to ensure that infrastructure systems or portions of systems not needed by the ARRA in the interim period (and prior to full property transfer) are properly maintained under Navy caretaker status (and are not a fiscal burden on the ARRA or the local service providers).
- Use the interim period to carefully plan for and begin implementing transfer of systems to local providers.
- Establish a phased capital improvement program to bring infrastructure systems up to current standards and to support planned long-range development; distinguish between improvements that are required immediately due to public health and safety concerns and those that can be made over the longer term.
- Explore the feasibility of achieving appropriate infrastructure system upgrades as part of tenant improvements carried out by facility lessees.

**Goal J2: Obtain necessary funding to support infrastructure improvements, operations, and maintenance.**

### **Objectives:**

- Seek opportunities for the Navy to provide infrastructure improvements as part of their transition and transfer responsibilities.
- Explore local, regional, state, and federal mechanisms/sources to finance needed capital improvements.
- Plan for a combination of lease revenues, public entity service fees, and other appropriate revenue sources adequate to fund necessary operations and maintenance; service provision should not be a fiscal burden on the ARRA or the City of Alameda.

**K. Interim Reuse**

**Goal K1: Ensure a coordinated transition between the Interim Reuse Strategy and the long-range Community Reuse Plan.**

**Objectives:**

- Achieve immediate and near-term reuse of existing facilities; implement the Interim Reuse Strategy.
- Prioritize uses of existing and new facilities that respond to trends in the local, national, and global marketplace and provide maximum employment opportunities.
- Ensure that interim period tenants who seek to remain at NAS Alameda in the longer term are accommodated in detailed reuse and redevelopment planning and in lease contracts.
- Continue to assess building suitability and ensure maximum reuse/salvage and recycling of building materials prior to or in conjunction with demolition of buildings that are not economically viable for interim reuse.

**L. Community Participation**

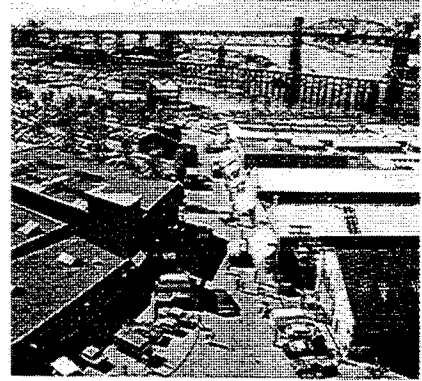
**Goal L1: Create a public involvement process that fosters informed, inclusive, and publicly accountable decision-making.**

**Objectives:**

- Develop and support a continuous process of public outreach and participation in the ongoing conversion, reuse and redevelopment process.
- Develop and support a proactive public outreach effort that allows stakeholders to be identified early, brought to the table, and informed of issues relevant to their interests.
- Inform all sectors of the community about important reuse and redevelopment issues.
- Create channels that link different sectors of the public, and bring information and opinions to the ongoing reuse and redevelopment decision-makers.
- Insure representation of diverse interests in all ongoing formal decision-making processes.



## 2.0 LAND USE ELEMENT



*The Land Use Element provides guidance for future land use at NAS Alameda to create a mixed use neighborhood that will seamlessly extend the existing city character.*

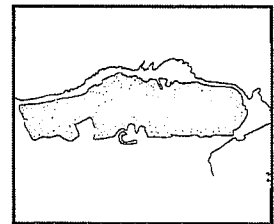
The Land Use Element is the core of the Community Reuse Plan. It is composed of textual descriptions, policies, and diagrams which guide the patterns of future land use at NAS Alameda. This document is intended to provide a broad framework for future development and long-term reuse. As part of the planning process the base has been divided into seven sub-areas. The proposed mix of future land use in each of these areas is described and policies to guide the reuse of each subarea are outlined.

This document is intended to provide a policy framework that is easily integrated into the City of Alameda's General Plan. In order to accomplish that goal, the land use classifications of the General Plan have been referenced to provide guidelines for intensity of development that match the City's existing planning framework. Additionally, where applicable, the language of existing General Plan policies have been used. Policy statements in this document that have been derived from the City General Plan or are related to specific General Plan policies reference the policy number (e.g., 2.4a).

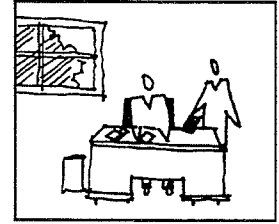
### THEMES

Through the course of the planning process several overriding themes emerge. These themes have been incorporated into all aspects of the planning process. They are represented in the goals & objectives for overall reuse (presented in Chapter 1 of this document) and the land use descriptions and policies below. These themes include:

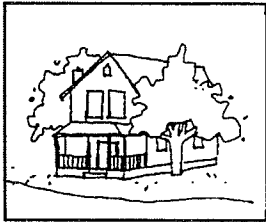
**One Island Character:** Entering Alameda is an event — a journey across or through water that clearly establishes the City's boundaries and identity. The Community Reuse Plan focuses on ways to unite the entire island of Alameda into a single entity. The plan stresses the integration of the base into the existing city fabric, and access and visibility of the shoreline to enhance the island character. The end result of buildout of the land use plan at NAS Alameda should be one community seamlessly integrated into its island environment.



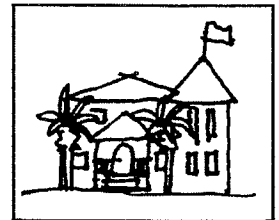
**Job Creation and Economic Development:** The closure of NAS Alameda represents the loss of a major portion of the jobs available on the island of Alameda and jobs held by Alameda residents. All land use decisions and policy direction determined in the Community Reuse Plan must respond to this economic reality. The long-term reuse of NAS Alameda must move beyond the idea of replacement of jobs lost at the base and focus on creating economic growth and development for the benefit of the whole community.



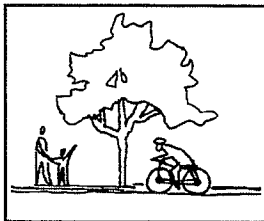
**Small Town Feeling:** Alameda has always been a quiet, friendly, predominantly residential community, an ideal urban/suburban community created in an era when commutes were by rail or ferry. The City does not have or want tall buildings, freeways, highway commercial strips or vast tracts of look-alike housing. The Community Reuse Plan strives to match the small town feel of Alameda by segmenting development of the base into sub-areas that can each be developed as a series of neighborhoods. Development in each area is focused on neighborhood centers that cluster development to create the scale and accessibility familiar and desirable in Alameda.



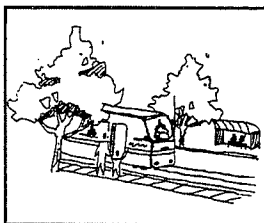
**Respect for History:** The City's rich and diverse urban environment has gained recognition as a truly unique asset. The Community Reuse Plan emphasizes preserving the character of NAS Alameda wherever possible and appropriate, while integrating the base into the culture and tradition of the City.



**De-emphasis of the Automobile:** In a City where everyone is affected by traffic either because access on and off the island is limited or almost every street is a residential street, it is not surprising that increased traffic is seen as a major threat to the quality of life. The reuse of NAS Alameda could potentially effect the circulation for the entire western half of the island. The Community Reuse Plan is intended to support transit improvements, ferry service, transit-oriented design and enjoyable pedestrian environment.

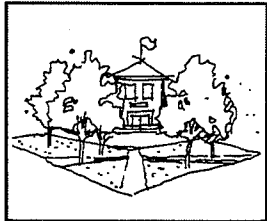
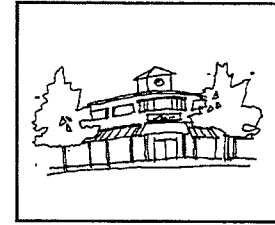


**Transit Orientation:** The historic land use patterns of the City of Alameda were established clustered around the trolley car and transit stops that served the residential community for the majority of their work-related, commercial, and recreational travel. By emphasizing existing land patterns, providing better opportunities to perform day to day activities within walking distance of home, and creating transit links that can easily convey employees to their workplace, redevelopment at NAS Alameda can help re-establish the transit-oriented character that is Alameda's heritage.



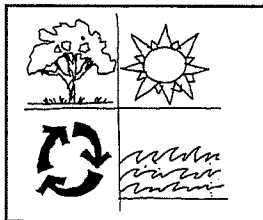


**Mixed-Use Development:** The themes outlined above all point towards the development of a diverse mixed-use community that allows a great deal of flexibility for the reuse of the base. A mixed-use approach will allow for the development of transit-friendly neighborhoods with a strong pedestrian character that will foster the development of the desired small town feeling.



**Neighborhood Centers:** One of the major tools used to forge a sense of community, effective mixed-use, transit oriented design and de-emphasize the automobile is to encourage development clustered around neighborhood centers. These mixed-use nodes can be established in neighborhoods with either a residential or business/workplace focus and act to establish a destination that users can go to accomplish multiple purposes. By encouraging many short trips to conveniently located centers, community mixing and pedestrian traffic establish a healthy urban fabric.

**Open Space Network:** Alameda has a strong connection to its island nature and the varied waterfront that circles the community. The reuse of NAS Alameda is an opportunity to reclaim one-third of the island perimeter for public open space and recreational use. The open space resources presented by the base are ample to provide recreational areas for the local community and regional open space of such unique character as to attract users from throughout the bay area and the wider community.



**Sustainable Development & Design:** In the course of redevelopment and reuse of NAS Alameda there will be many decisions regarding how to accomplish the themes and objectives of the plan. By framing those decisions from the earliest phases in the context of environmentally sound development, energy conservation, and sustainable design these principles of using resources wisely can be seamlessly integrated into the process easily and inexpensively. Sustainability is a series of principles from transit-oriented design to preservation of open space that render concern for the human and natural environment fixtures in the urban fabric. Any undertaking of the scale of reuse of NAS Alameda can achieve great gain in these aspects by early and comprehensive attention to these principles.

**LAND USE ISSUES**

The redevelopment of NAS Alameda does not take place in a vacuum. The base conversion process has dozens of federal, state and local agencies with various advisory and regulatory roles. It is also affected by the role of the City of Alameda as the trustee of former and present tide and submerged lands within the area of the base. Also, a regional agency, the Bay Conservation and Development Commission (BCDC), has certain land use jurisdiction that must be taken into consideration in the planning process. BCDC is charged to pursue certain objectives that have been deemed to be for the common good of the larger community. Through this responsibility, BCDC has advanced land use proposals and use restrictions that must be addressed in the ongoing planning process. The land title and regulatory frameworks are outlined below.

"The redevelopment of NAS Alameda does not take place in a vacuum, there are dozens of federal, state and local agencies with various advisory and regulatory roles. . ."

### *The Public Trust Doctrine*

At statehood in 1850, California received ownership of the tide and submerged lands and navigable waters within its boundaries. The State of California (and the many local agencies to which the State Legislature has granted such lands) are charged by case and statutory law to protect existing and former tide and submerged lands for particular uses of statewide public benefit. These lands are commonly referred to as public trust lands. A majority of NAS Alameda is on lands which are subject to the public trust. Uses consistent with the trust on these lands include ports, related industry, warehouses and water-oriented commerce, fisheries, maritime educational facilities, habitat and open space preservation, and water-related recreation. Public trust law allows these properties to be leased for these uses to create vibrant mixed-use waterfronts, recreational opportunities, and natural habitat areas. The Ports of San Diego, Los Angeles, and Oakland are on public trust lands and have been developed with marinas, hotels, industry, and many visitor serving amenities.

The City of Alameda was granted management and control of public trust lands at NAS Alameda by acts of the State Legislature in 1913 and 1917. The acts granting tide and submerged lands to the City of Alameda allow for leasing of the lands for up to a 25-year period (and lease extension provisions for an additional 25 years) but do not allow the City to transfer ownership of the land to private owners or other agencies. One exception is the United States, to which much of the lands at the Station were transferred pursuant to authority conferred by the Legislature in 1917. In a case entitled *City of Alameda v. Todd Shipyards Corporation* (1986) 632 F. Supp. 333 and 635 F. Supp. 1447, the U.S. District Court held that the public trust remained in these lands even though they had been transferred to the United States. The Court also held that certain land which was condemned by the United States and filled prior to condemnation is free of public trust interests. This condemned land is a strip of property along the present estuary on the north side of NAS Alameda.

Legal cases and California statutes permit the public trust to be terminated in land where finite requirements are met, the chief of which are that the land in which the trust is to be terminated must be filled, removed from today's waters, and no longer useful for public trust purposes. In such cases, the trust may be terminated if land of equal value and useful for the defined purposes is brought into the public trust. These lands into which the trust is transferred are called exchange lands. Land exchanges are accomplished through written agreements, in this case, among the City of Alameda, the State of California, and the United States. As a part of terminating the trust in specified lands, the City of Alameda and the State of California would need to make findings that those lands are not necessary for public trust purposes.

The State Lands Commission is charged with assuring that cities such as Alameda meet the terms of their legislative grants and of public trust law generally. The City of Alameda and the ARRA are actively pursuing the public trust issues with the State Lands Commission, an agency of the State of California. The intent of the City's and the ARRA's effort is to maximize the public trust values at the

NAS site by (1) having the trust remain on lands which are useful for public trust purposes and (2) shifting the public trust from much of the inland core developed with structures to waterfront areas that are not now trust lands. This will allow the best preservation of public trust values.

*Bay Conservation and Development Commission (BCDC)*

BCDC is charged with preventing unneeded filling of San Francisco Bay pursuant to the state McAteer-Petris Act. BCDC has permit authority over those areas contacting tidal water, including wetlands, and an adjacent 100-foot shoreline band. Under the provisions of the Federal Coastal Zone Management Act, BCDC must ensure that any federal agency action that would affect a priority use area is consistent with its policies. NAS Alameda is currently designated as water-oriented priority land uses in the San Francisco Bay Area Seaport Plan, developed by BCDC and the Metropolitan Transportation Commission (MTC). The implication of this designation is that these lands are restricted to port uses.

In August 1994, the Seaport Advisory Committee reviewed the recommendations to remove the Port Priority Designation from the FISC Annex and all portions of NAS Alameda except for 220 acres in the northwest corner of the airfield adjacent to the Oakland Alameda Estuary. The ARRA subsequently requested that the Seaport Advisory Committee not make any recommendations for NAS Alameda until after the Community Reuse Plan is completed.

The Land Use Plan presented below does not include seaport designations on any part of NAS Alameda. There were numerous factors that lead to these conclusions including: 1) Access Limitations - a new bridge crossing would need to be constructed to handle the forecasted truck traffic; 2) Dredging Costs - new container berths will require dredging which means disposal of potential toxic contaminated wastes; 3) Conflicts with US Fish and Wildlife Service (USFWS) Habitat Refuge Needs - uses designated by the port plan are not compatible with the restriction posed by the wildlife refuge; 4) Impact on Adjacent Land Uses - due to the nature of port uses, surrounding land uses that are either in place or desired by the community would be affected such as residential, office, and parks; 5) Impact on Adjacent Historic District - adjacent port uses and heavy rail and truck traffic created by a port could have negative impacts on the character of the historic core of NAS Alameda; 6) Management of Port - management by experienced operators would be critical to the success of a new, small port and the logical candidates have shown no interest.

*Environmental Clean Up Processes*

Reuse of NAS Alameda cannot take place without the Navy fulfilling their environmental clean-up responsibilities. The results of two primary documents addressing environmental clean-up, the Environmental Baseline Study (EBS), and the BRAC Cleanup Plan (BCP), will be instrumental in clean-up efforts required to meet the objectives of this Community Reuse Plan. Each parcel on the base will be cleaned up to the level required for its intended use. The duration and nature of clean-up activities will affect interim and long-term reuse implementation. The ARRA and the Reuse Advisory Board (RAB) will have to monitor the clean-up process to assure that the Navy's efforts meet the priorities of the Community Reuse Plan.

## LAND USE CLASSIFICATION/DEFINITIONS

The following descriptions apply to uses noted in the land use plan. The classifications are intentionally broad. These uses are all intended to be components in mixed-use areas and the intended mixed uses are detailed in the narrative description of each sub-area and allowable uses are noted for each area.

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*"Encouraging a mix of uses specifically at neighborhood centers will help develop the transit accessible, pedestrian friendly urban fabric common in Alameda. . ."*

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### **Mixed-use**

The mixed-use areas allow the development of two or more uses on a single site or within one structure. Specific models of uses encouraged include residential and offices above or adjacent to retail and other commercial and retail and service commercial uses intermingled with research & development or light industry uses. Encouraging a mix of uses specifically at residential and business-oriented neighborhood centers will help develop the transit accessible, pedestrian friendly urban fabric common in Alameda.

### **Residential**

Residential uses include single-family homes and two-family attached dwelling units. Residential uses must conform with City General Plan medium-density residential guidelines and residential guideline established into the City Charter by Measure A. Medium-density residential development will provide at least 2,000 square feet of site area per unit. Density for new construction is allowed to 21.8 units per net acre. As stated in the City General Plan, projects of five or more units with 20 percent of the units affordable to low-income households earn a state-mandated density bonus permitting up to 26.1 units per net acre. Congregate housing and single-room occupancy facilities are permitted and their densities regulated by the bulk standards (setbacks, height, lot coverage) of the zoning classifications.

### **Office**

This use includes professional and administrative offices not located in business districts or business parks. This includes local serving offices such as doctors, lawyers, other professional services and small businesses.

### **Business Park/Light Industry**

These uses consist of offices, research and development space, manufacturing, and distribution. Maximum Floor Area Ratio (FAR) for any given site would be .5, with increases up to a maximum of 2 permitted, proportional to the amount of required parking enclosed in structures.

### **Research & Development/Industrial Flex**

This use classification is similar to business park uses described above with offices, research and development space, manufacturing, warehouse and distribution supporting primary activities all allowed. Emphasis is placed on office and research uses with related manufacturing, warehousing, and distribution supporting the primary activities.

### **Civic/Institutional**

Schools, higher educational uses, and City facilities that have a unique public

character are in this category. Places of worship, private educational institutions, museums and other cultural institutions are allowed.

### **Commercial**

This classification includes neighborhood commercial areas that allow convenience shopping needs, restaurants, cafes and community commercial areas that include retail stores, department stores, hotels, motels, conference/convention facilities, and offices. Second floor uses of residential and office are encouraged.

### **Parks**

This designation includes neighborhood parks, community parks, community open space, greenways, trails, regional serving parks and other recreational facilities as further defined in Section Six, the Parks and Recreation, Shoreline Access, Schools and Cultural Facilities Element of the Community Reuse Plan.

### **Open Space/Habitat**

Wetlands, wildlife habitat, and water-related habitat are included in this category. Also included are those portions of the NAS Alameda airfield area designated for a wildlife refuge.

### **Commercial Recreation/Marina**

This designation includes marinas, water-related recreational uses, the southern lagoon and breakwater areas, the shoreline and docks on the Oakland Alameda Estuary, and other maritime uses as designated in the Seaplane Lagoon and Marina District.

## **Land Use Plan**

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*"... development is encouraged to reflect a mix of uses that fit the human scale and character of the Island of Alameda ..."*

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The intent of the land use plan for the NAS Alameda Community Reuse Plan is to expand the City of Alameda by providing a mixed-use neighborhood - an environment where people would desire to live, work and play, thereby enhancing the character of Alameda. This plan would look to the Naval Air Station as a major source of new jobs and industry for Alameda and the region, as well as preservation of significant regional open space resources. Wherever possible development is encouraged to reflect a mix of uses that fits the human scale and character of the island of Alameda. The Community Reuse Plan identifies seven distinct land use subareas at NAS Alameda. Each subarea will provides centers of activity that focus development and provide opportunities for walking, transit-oriented neighborhoods with a diversity of uses. Figure 2-1 shows the subareas and subarea names that will be used throughout this report. The sections below describe each land use subarea and discuss important physical

characteristics, themes and guidelines for reuse. Each area has specific policies related to its reuse. The Final Reuse Plan is shown on Figure 2-2; land use quantities projected within the plan areas are shown on Table 2-1. The land use projections on Table 2-1 represent the expected buildout of the land use program over the course of reuse and redevelopment. It is based on a combination of

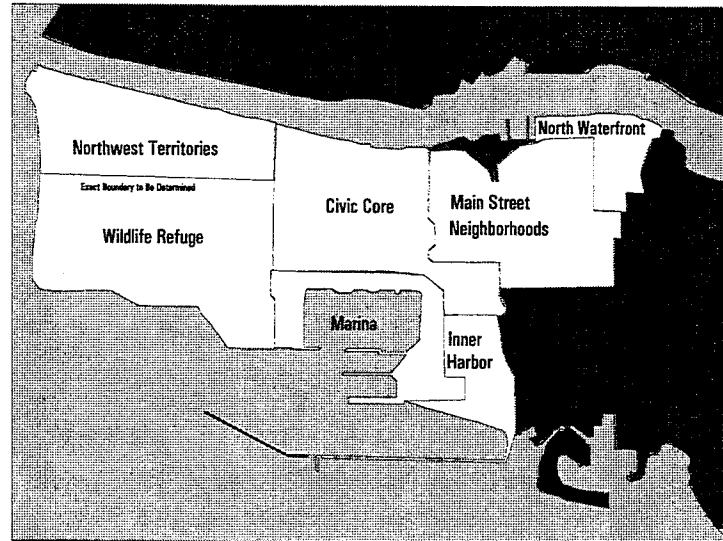


Figure 2-1 Subarea Key Map

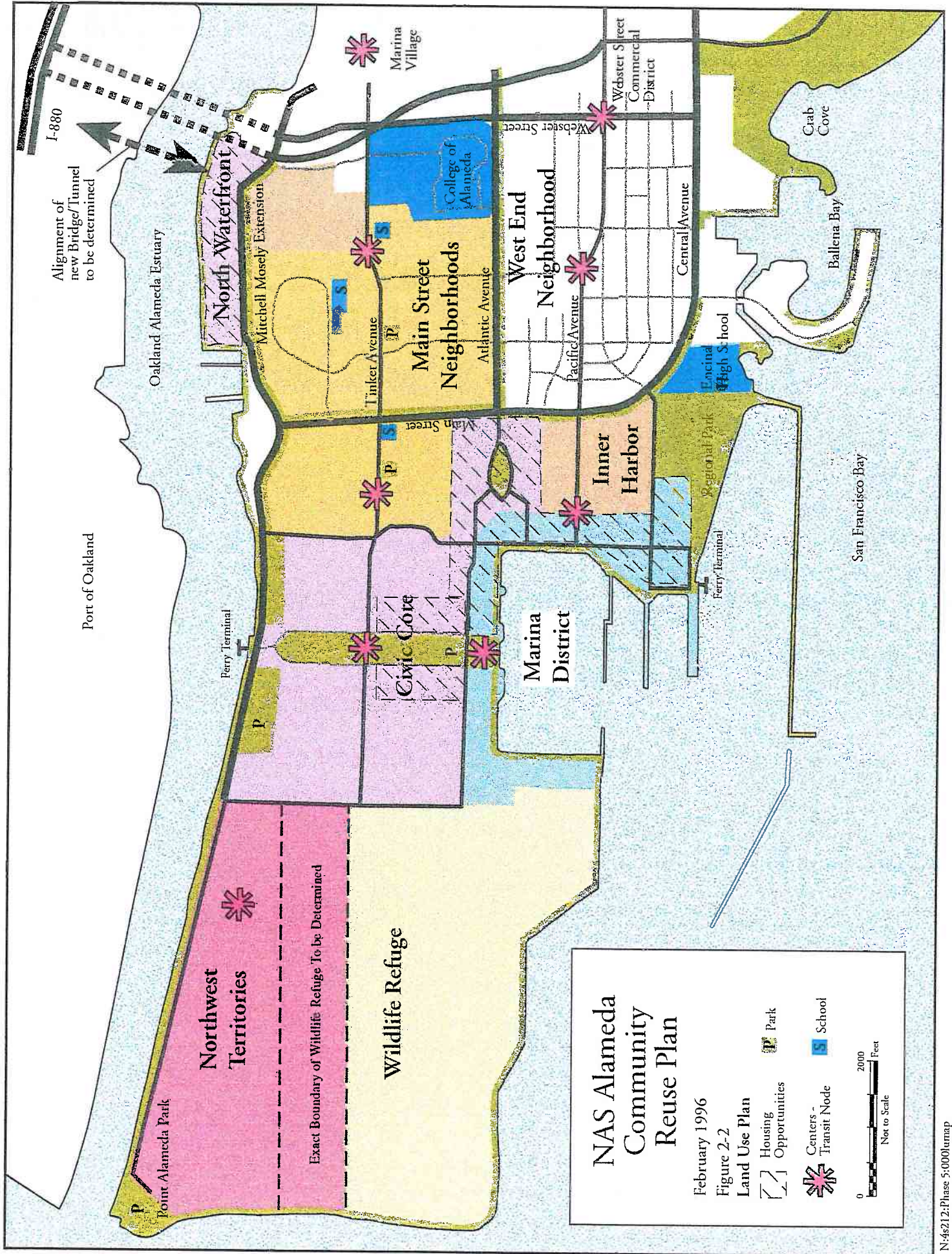
assumptions as to what facilities will be reused and the aggregate future densities and intensities of redevelopment of the base. Because of the uncertainty of what facilities will be reused and the exact uses present in the envisioned mixed-use neighborhoods, broad assumptions have been used to arrive at these land use projections. Existing and future projected residential development is shown in Table 2-2.

Table 2-2  
Residential Development Summary

Planning Areas	General Land Use	Residential Acres	Existing Dwelling Units	Future Dwelling Units
Civic Core	Mixed-use	20	0	192
Inner Harbor	Mixed-use	20	0	50
Main Street Neighborhood	Single Family	297	1,513	2,017
Marina	Mixed-use	32-40	0	334
North Waterfront	Mixed-use	12-20	0	144
Northwest Territories	Mixed-use	0	0	0
Wildlife Preserve	Open Space	0	0	0
	<b>Total</b>		<b>1,513</b>	<b>2,737</b>

Source: EDAW, Inc.





**NAS Alameda Community Reuse Plan**

February 1996  
 Figure 2-2  
 Land Use Plan

- Housing Opportunities
- Centers - Transit Node
- Park
- School

0 2000 Feet  
 Not to Scale

**Table 2-1  
Land Use Account**

Planning Areas	General Land Use	Acres	Generation Factor	Build Out	Units	Jobs	Dwelling Units	Population	Employed Residents	
Civic Core	campus	65		916,000 Sq. Ft. - Educational/Institutional		827				
	campus OS	57								
	civic OS	37		100,000 Sq. Ft. - Civic/Institutional		364				
	Commercial	4	0.3	50,000 Sq. Ft. - Commercial		125				
	Civic Core Housing	16	12	192 d.u. - attached			192	401	228	
	mixed core	114	0.35	1,731,000 Sq. Ft. - R&D/ Ind flex		4,946				
	mixed use	42	0.3	548,000 Sq. Ft. - R&D/ Ind flex		1,566				
	<b>Sub-Total</b>	<b>334</b>								
Inner Harbor	Lt. Industry	70	0.3	910,000 Sq. Ft. - Business Park/Lt. Ind.		2,275				
	Regional Park	50	0.3	Acres						
	<b>Sub-Total</b>	<b>119</b>								
Main Street Neighborhood	Single Family	257	6	1,543 d.u. - Single Family			1,543	4,026	1928	
	Navy Lodge	3		70 d.u. - rooms				84	0	
	Attached Housing	15	12	174 d.u. - attached			174	363	207	
	Marina Village	26	12	300 d.u. - attached			300	627	357	
	Schools	21								
	Parks									
	<b>Sub-Total</b>	<b>321</b>								
Marina	marina	17								
	marina housing	32	12	384 d.u. - attached			384	802	456	
	marina ind	19	0.2	166,000 Sq. Ft. - Marina-Related Industry		415				
	recreation/commercial	10	0.3	130,000 Sq. Ft. - Recreation/Commercial		325				
	Marina Waterfront OS	47								
	<b>Sub-Total</b>	<b>126</b>								
North Waterfront	Lt. Industry	61	0.3	800,000 Sq. Ft. - Business Park/Lt. Ind.		2,000				
	office/workplace	47	0.3	611,000 Sq. Ft. - R&D/ Ind flex		1,746				
	waterfront housing	12	12	144 d.u. - attached			144	300	171	
	<b>Sub-Total</b>	<b>120</b>								
Northwest Territories	Lt. Industry	75	0.3	981,000 Sq. Ft. - Business Park/Lt. Ind.		2,453				
	Golf Club House/Rec. Facilities	2	0.3	26,000 Sq. Ft. - Recreation/Commercial		65				
	Shoreline Open Space	29								
	Golf Course	105	12	18 Holes						
	<b>Sub-Total</b>	<b>TBD</b>								
Wildlife Preserve	Refuge & Wetlands									
	<b>Sub-Total</b>	<b>TBD</b>								
	<b>Total</b>	<b>1,817</b>						<b>17,105</b>	<b>2,737</b>	<b>6,603</b>

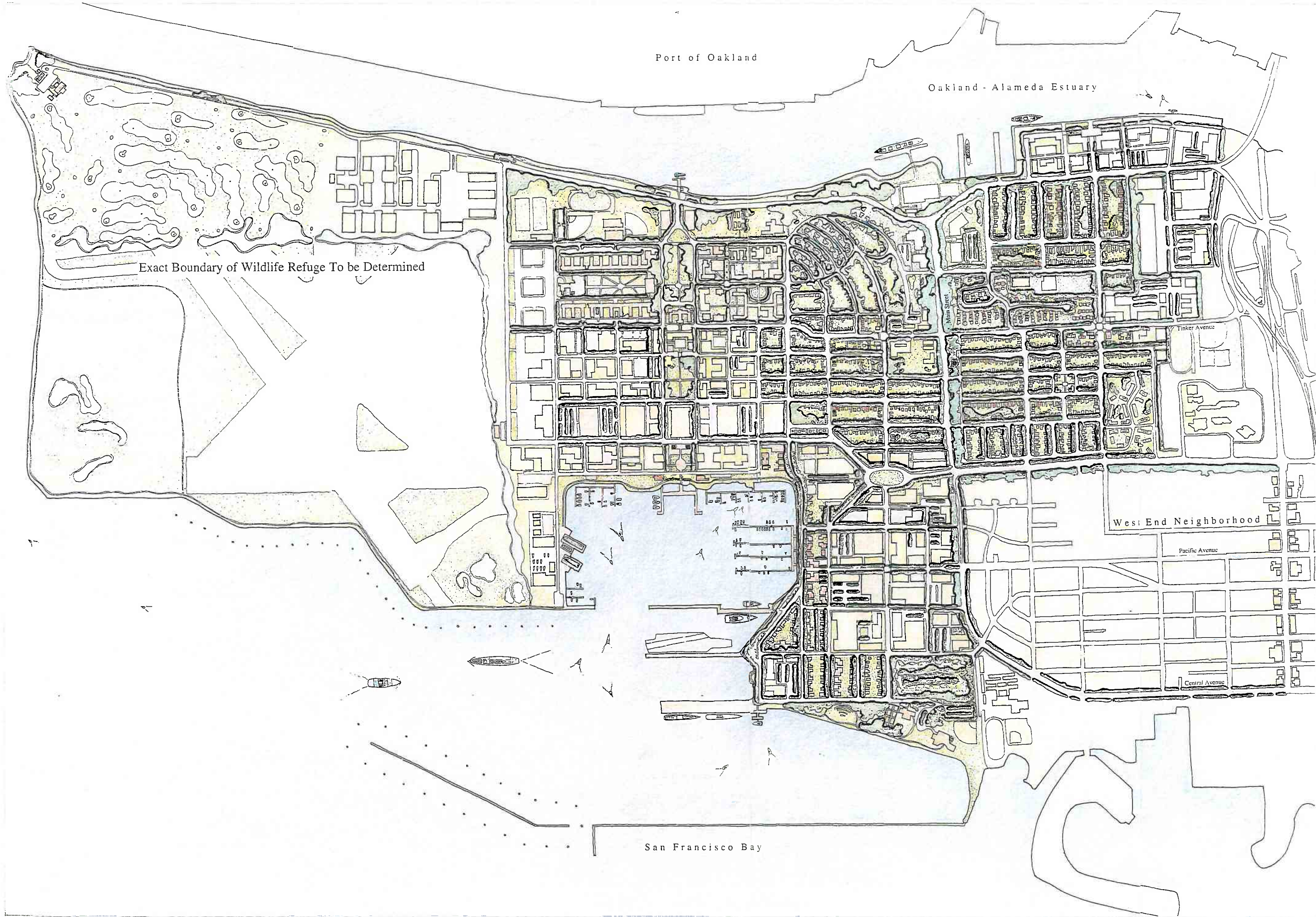
Source: EDAW, Inc.

TBD = To Be Determined



# NAS Alameda Community Reuse Plan

Figure 2-3  
**Illustrative Plan**



N

SCALE IN FEET  
0 500 1000 1500 2000

EDAW



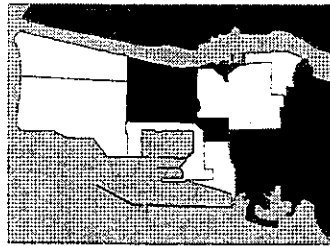
The Land Use Plan is intended to provide the framework for proposed reuse, it does not discuss the specifics regarding individual proposals and users. Chapter 8, Property Disposal Strategy outlines the organizations and mechanisms involved in the long-term transfer or leasing of base property.

### Summary

The central core of the base will be retained as a mixed-use Civic Core and will provide a center for this new neighborhood. The Community Reuse Plan maintains the existing housing areas as the Main Street residential Neighborhoods. The southeast portion of the base, the Inner Harbor area, is reserved for primarily light industry/R&D uses. The area that encompasses what is now the Fleet Industrial Supply Center, the Northern Waterfront, will be developed as a mixed-use region blending office, light industrial and residential uses. The Seaplane Lagoon at the south of the Civic Core will be developed as a marina with the surrounding area developed as a mixed-use marina-related district. The northern edge of the existing airfield would provide a center for international trade and commerce including light industry/R&D and developed recreational uses and natural open space. The point at the far north-western edge will be reserved for regional park uses and the waters' edge reserved for trails. A portion of the southern airfield will remain open to provide for the preservation of wetlands, refuge for sensitive species (especially the California least tern, Caspian tern, and the brown pelican), for regional open space, and trails.

*The land use plan, at build out, is projected to create: 17,105 jobs; 2,737 dwelling units; and support a population of 6,600.*

*The emphasis of land use in the Civic Core is to provide public serving and civic uses while providing ample opportunity for job creation.*

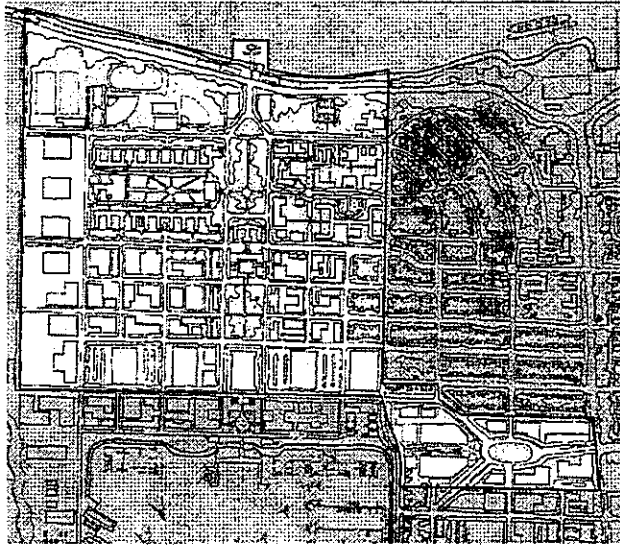


### CIVIC CORE

The Civic Core area represents the area that served as the central administrative and industrial core of the Alameda Naval Air Station and the Naval Aviation Depot (NADEP). The area borders the Oakland Alameda Estuary on the northern edge and lies adjacent to the Seaplane Lagoon/Marina District at its southern border. It is flanked by the runway area on the west and the existing Navy Housing areas (Main Street Neighborhoods) on the East. This area, representing the existing core of the base, will continue to constitute the main focal point of activity for the new neighborhoods created on the former NAS site.

The Civic Core (334 acres) is envisioned as a mixed-use "flex-zone" to accommodate a wide range of uses based on the interim (near-term) reuse of existing facilities with redevelopment and in-fill changes, additions, and demolition occurring over time. Reuse of the Civic Core would encompass reuse of existing structures including a self-contained campus area in the northern portion of the site, R&D and industrial focused workplace in the southern portion of the area and a central north-south open space/civic mall connecting the area. The emphasis in the area is to provide public serving and civic uses while providing ample opportunity for job creation. Potential civic uses include a new University geared towards international affairs and commerce, public recreation facilities, a museum, a library, a teen activity center, a civic auditorium, civic office space, a place of worship, and meeting spaces.

The northern portion of the Civic Core is currently intended for new university uses. Pan-Pacific University, an institution focused 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.



Civic Core Concept Plan

The development of the southern portion of the Civic Core emphasizes international business and commerce, research and development facilities and supporting commercial and residential uses. The land and structures conveyed or leased to other users for public uses would be part of the mix of this central neighborhood. The central core could potentially house some portion of the 325 high-

density, low-income housing units discussed in the Guyton vs. City of Alameda ruling.

At build out the site could accommodate approximately 2,187,000 square feet of office park/industrial flex uses, 240 housing units, and 50,000 square feet of supporting commercial uses. The build out job creation is estimated to result in 827 jobs from the University and approximately 6,700 jobs from other reuse activities.

A central north-south open space promenade or mall would create an extension of the existing Navy parade ground from the Oakland Alameda Estuary to the Seaplane Lagoon, opening into a public plaza at the marina. This mall would provide a central public space including green space or a recreation plaza for public/civic activities and events. It will be enhanced by view corridors that connect to San Francisco's skyline to the west. Housing could be placed at either side of the mall, flanking the open space, and creating a balance in the central core between civic, industrial, and residential purposes. The marina at the southern end of the promenade would serve as a focus for public uses on the waterfront including water-related commercial industry, hotels, visitor attractions, private boating, boating clubs, ferry service, deep draft yacht facilities, boat repair, and sailing training facilities.

The mixed-use core would utilize existing NAS roadways wherever possible with changes in the circulation system to accommodate new, infill development. Transit-exclusive or transit-friendly corridors would be established to provide pedestrian and public transit routes within the Civic Core and connecting neighborhood centers and other neighborhoods in the City of Alameda.

*Allowable Uses*

The Civic Core is a mixed-use area with a major emphasis on Research & Development/Industrial "flex" uses. Light industry, office, civic, residential, educational, recreational, commercial, and other supporting uses are allowed within the district. Community-oriented institutions such as places of worship and nonprofit organizations are also considered allowable and desirable uses.

*Civic Core Policies:*

- 2-1 Residential development of one-family and two-family dwellings are encouraged and must be built in accord with the provisions of Measure A. Up to 325 low-cost rental units may be built in Alameda by the Alameda Housing Authority as multi-family housing as replacement units for the low-cost 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, especially at the mixed-use neighborhood centers/transit nodes of the Civic Core, or in any area of the City where residential units are permitted. (2.4d)
- 2-2 Expand housing opportunities for households in all income groups. (2.4e)  
Develop housing to serve the central workplace, university, and civic uses anticipated in the Civic Core.
- 2-3 Focus housing development adjacent to the Civic/Open Space promenade to create opportunities for pedestrian centers and transit orientation.
- 2-4 Improve public transit service to serve the campus, civic and workplace uses present in the Civic Core including connections to ferry service.
- 2-5 Relocate the existing ferry terminal to the northern axis of the central mall of the Civic Core.
- 2-6 Encourage construction of offices on second and third floors over retail space. (2.7a)
- 2-7 Maximize views of water and access to shorelines (3.2a)
- 2-8 Maintain views and access to the water along streets and other public rights-of-way that extend to the waters' edge. Construct benches, ramps, rails, and seating appropriate for viewing and access, and provide walls or other screening where needed to protect adjoining property.
- 2-9 Encourage landmark structures at prominent locations including framing the north end of the existing parade ground and in the Civic Core adjacent to Building 1.
- 2-10 Work with BCDC and EBRPD to prepare a schematic plan for development of the 100-foot wide linear park above mean high tide along the Oakland Alameda Estuary on the northern waterfront. (3.2g)

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*"Policy statements in this document that have been derived from the City General Plan or are related to specific General Plan policies reference the policy number (e.g., 2.4a)."*

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*The Main Street Neighborhoods will continue the existing residential uses of the area and reflect the residential character of the City of Alameda.*



### Main Street Neighborhoods

The Main Street Neighborhoods area is located in the northeastern section of the former NAS site. The majority of this area represents the existing Navy housing areas along with portions of the Fleet Industrial Supply Center (FISC) Alameda Annex and the East Gate area. The area is abutted by the Inner Harbor area to the southwest, the West End Neighborhoods area to

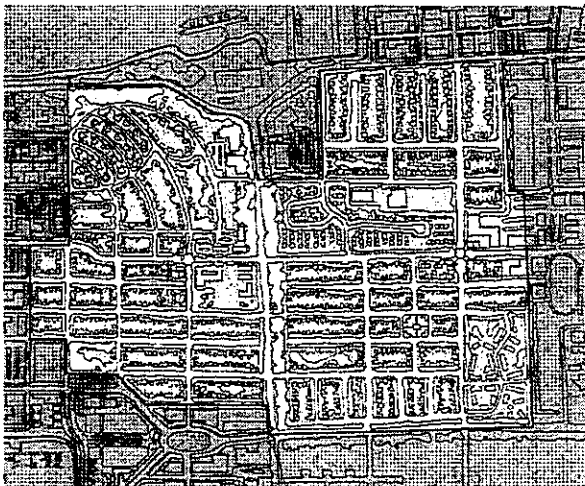
the south, the Central Core of NAS Alameda to the west, and the FISC Alameda Facility (North Waterfront) to the east and northeast.

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 redevelopment of existing housing. The Navy housing known as Marina Village, built in 1991 is anticipated 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 in the upkeep and upgrade of the existing housing stock.

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



Main Street Neighborhoods Concept Plan

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.

The Main Street Neighborhoods have a number of important access routes that define its boundaries or transect the area. These include many of the important linkages between the City and the NAS Alameda site. These include existing roadways such as Atlantic Avenue and Main Street and proposed extensions of 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. These right-of-ways are opportunities to develop these corridors with landscaping, separated pedestrian and bicycle paths and, potentially, transit exclusive corridors. As discussed in the transportation element, Atlantic is a prime candidate to develop as an exclusive right-of-way that would connect the existing center to NAS Alameda neighborhoods. The extension of Tinker Avenue from Marina Village across the Webster-Posey Tube entrance will create a direct connection between NAS Alameda neighborhoods and Marina Village and Alameda's Northern Waterfront. 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 the effects of vehicle traffic and noise on the residential neighborhood.

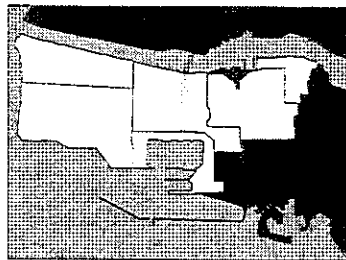
#### *Allowable Uses*

The Main Street Neighborhoods is a mixed-use area with a major emphasis on residential use. Residential, parks & recreation, school, and local serving office, civic, and retail uses are allowed within the district. Supporting uses should be focused in or around two mixed-use neighborhood centers or activity nodes at the center of each residential area along Tinker Street. Community-oriented institutions such as places of worship and nonprofit organizations are also considered allowable and desirable uses.

#### *Main Street Neighborhoods Policies*

- 2-11 Develop Tinker Avenue, Atlantic Avenue, 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 to the residential neighborhood.
- 2-12 Discourage patterns of development that create driveways and other access turning conflicts with major arterial roadways.
- 2-13 Encourage clustered development and other forms of pedestrian-friendly

- development.
- 2-14 Cluster supporting uses such as retail and local serving office and civic uses in mixed-use neighborhood centers.
- 2-15 Integrate interim users into planning for redevelopment of existing housing areas.
- Commitments made to the homeless, Coast Guard, or other potential interim users should be honored. Given the condition of the existing housing, transition plans should be developed to provide for more adequate/cost-effective, long-term redevelopment solutions.*
- 2-16 Maintain and enhance the residential environment of Alameda's neighborhoods.(2.4a)
- 2-17 Where a suitable residential environment can be created, give priority to housing in order to meet the quantified objectives of the Housing Element.(2.4c)
- 2-18 Limit residential development to one-family and two-family dwellings in accord with the provisions 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. (2.4d)
- 2-19 Expand housing opportunities to include home ownership for households in all income groups. (2.4e) Develop housing to serve workplaces, the university, and civic uses anticipated in the Civic Core, North Waterfront, and the College of Alameda.
- 2-20 Assure that adjoining uses and non-residential uses in the Main Street Neighborhoods are compatible with the predominant residential land use pattern of the area to minimize nuisances. (2.4h)
- 2-21 Minimize through-traffic on minor residential streets. (2.4g)
- 2-22 Create neighborhood centers for small stores that attract mainly pedestrian traffic and can be acceptable neighbors for nearby residents. (2.5f)
- 2-23 Limit the size of stores in the Business Districts in order to avoid traffic and parking demands inconsistent with residential character.( 2.5k)
- 2-24 Maintain and extend Alameda's outstanding street tree system using the adopted Street Tree Management Plan as a guide in the decision making process. (3.2c)
- 2-25 Provide at least two parks consisting of 1-3 acres each within this district to service the needs of the residents of this primarily residential district.
- 2-26 Designate a site(s) to be conveyed to the AUSD for use as a school to accommodate growing enrollment demands, in addition to the portion already designated for use by the AUSD as administrative and training offices.



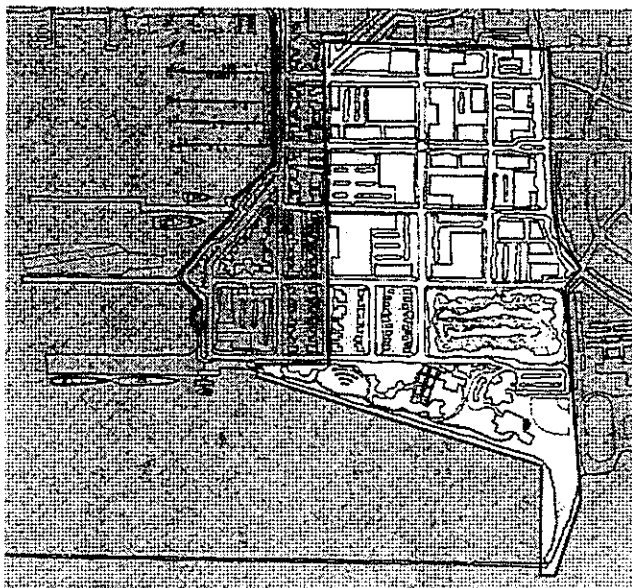
**Inner Harbor**

The southeast portion of the Naval Air Station, the Inner Harbor area, is bound on the east by Main Street and the West End neighborhoods of Alameda, to the west by the Marina District and Seaplane Lagoon, to the north by an extension of the mixed-use East Gate area, and to the south by the inner harbor and San Francisco Bay.

*The Inner Harbor area will focus on light industry and research & development and will encourage supporting uses that enrich the neighborhood and connect it to the surrounding open space and water amenities.*

Future development of this area reflects the existing industrial character of the site. The Inner Harbor area has extensive constraints to early residential reuse due to surface and groundwater contamination. By designating this area for light industry/R&D uses the horizon of the environmental clean-up would be less critical in redeveloping the area. As a light industrial/R&D area, the Inner Harbor has potential for early redevelopment. It represents an approximately 70 acre site that could potentially be used to attract a larger user generating a substantial number of jobs. This area may include a site for the Alameda Science & Technology Center, an institution dedicated to marrying scientific research and commerce. At build out, the Inner Harbor area will be host to 2,275 jobs primarily in the light industry sector. Supporting uses such as local serving office spaces, restaurants, and cafes as well as other service industries catering to offices and businesses in this area should be encouraged to form a mixed-use neighborhood cluster.

Where appropriate, roadway connections would be established extending the street grid across Main Street connecting the West End Neighborhoods to the Seaplane Lagoon, and creating a connecting urban fabric between the Base and adjoining neighborhoods. A small-scale street and building pattern will be encouraged along Main Street to establish connections with existing West End neighborhoods and establishing Main Street as an "address" street. The grain of development could gradually transition into larger street blocks and more industrial uses in the interior of the area. Pacific and Central Avenues will serve as the major roadways connecting this area to eastern portions of Alameda.



Inner Harbor Concept Plan

The southern shoreline in the Inner Harbor area will be developed as a regional park. East Bay Regional Park District will develop a self-supporting public recreation amenity for the community as well as regional recreational opportunities. The existing marina, RV park, rec center, breakwater, boathouse and cafe will be considered for rehabilitation for public use. The park will be a regional facility that will potentially include opportunities for shoreline access and recreation, beach uses, tent camping sites, and other forms of developed recreation. The park will also host an RV park with opportunities for short-term RV camping. The



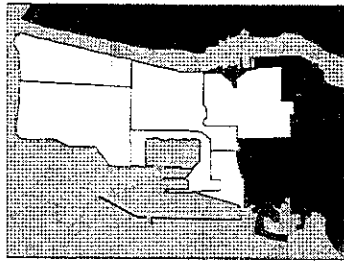
intent is to develop a program of public service facilities that will be attractive to international tourists, visitors, and residents.

*Allowable Uses*

The Inner Harbor is a mixed-use area with a major emphasis on Research & Development/Light Industrial uses. Light industry, office, and supporting retail, commercial, and residential uses are allowed within the district. Supporting uses should be focused in or around a mixed-use neighborhood center along the extension of Pacific and Lincoln Avenue, associated with patterns of use in the adjoining Marina District. Community-oriented institutions such as places of worship and nonprofit organizations are also considered allowable and desirable uses.

*Inner Harbor Policies*

- 2-27 EBRPD plans for a regional park in the Inner Harbor area shall be reviewed by the ARRA prior to approval and implementation.
- 2-28 The land leased to the EBRPD for an RV park may be redeveloped as a mixed-use area potentially with housing in the long-term.
- 2-29 Encourage development along Main Street that connects the existing residential neighborhoods of the West End to development in the Inner Harbor area.
- 2-30 Establish major and minor street connections to the adjoining West End roadway system.
- 2-31 Cluster mixed-use residential, retail commercial, and other supporting uses in a neighborhood center along the extension of Pacific and Lincoln Avenue.
- 2-32 Maximize views of water and access to shorelines. (3.2a)
- 2-33 Maintain and extend Alameda's outstanding street tree system using the adopted Street Tree Management Plan as a guide in the decision making process. Specific attention should be paid to Pacific Avenue and Main Street as landscaped boulevards with separated bike trails and pedestrian routes.



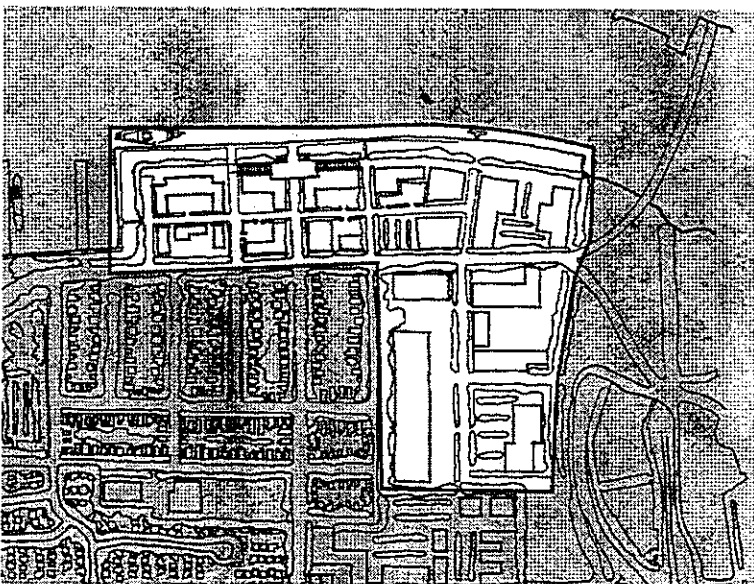
### North Waterfront

The North Waterfront area largely corresponds with the boundary of the Fleet Industrial Supply Center (FISC) and Annex. A portion of the Alameda Annex located within the Navy housing area has been included in the Main Street Neighborhood area. This region is bordered by existing Navy housing (Main Street Neighborhoods) to the southwest and adjoins the Oak-

land Alameda Estuary. Mariner Square and the Webster Posey Tubes are situated immediately to the east. The future extension of Mitchell/Mosely will bisect the site.

*The North Waterfront will focus on a mixed-use office and housing area on the estuary and industry and R & D uses in the interior.*

The major physical characteristic for long-term reuse of the northern portion of the site is its shoreline access, proximity to the estuary, and its placement opposite Oakland's historic Jack London Square. The northern portion of the site adjacent to the Oakland Alameda Estuary waterfront is planned as a mixed-use neighborhood with Office Park/R&D and housing emphasis. The area is opposite Jack London Square and abuts the Mariner Square/Marina Village waterfront area to the east. Shoreline activity may include water-oriented commercial uses such as a retail, restaurants, and other supporting uses, including an Oakland-Alameda water taxi/ferry service, would be part of this waterfront district. Housing uses would be encouraged to create a vibrant, active neighborhood. Development in this area would continue the character of the adjoining mixed-use districts. A pedestrian promenade should be developed as the "front entrance" to buildings along the waterfront facing north to provide a continuous facade for the waterfront promenade. Existing pier space may be leased for larger vessels and recreational uses.



North Waterfront Concept Plan

The southern portion of the site between the College of Alameda and the Mitchell Mosely Street extension will be developed with a Light Industry/R&D emphasis as an extension of the existing Marina Village industrial park to the east. It is envisioned that this area would be a site for early redevelopment. This portion of the FISC area represents an approximately 60 acre site that could potentially be used to attract a single larger user. Tinker Avenue would be extended west from Marina Village to Main Street as a major arterial connection for new development throughout the Base.

Mitchell/Mosely is also a potential

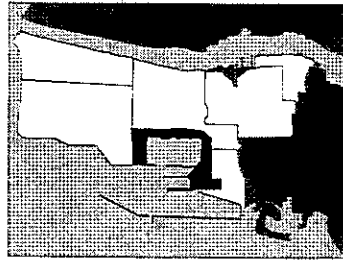
additional connection point between Alameda and Oakland. This bridge or tunnel would be constructed to create better access for the NAS Alameda site and all of Alameda.

The portion of the FISC Annex site between the Navy's Marina Village and East Housing areas would become part of the larger housing area described in the Main Street Neighborhoods above.

The North Waterfront is split into two portions, each with a slightly different emphasis for reuse. The southern portion is a mixed-use area with a major emphasis on Research & Development/Light Industrial uses. Light industry, office, and supporting retail, commercial, and residential uses are allowed within the district. Supporting uses are developed in or around a neighborhood center on the Tinker Street extension. The northern portion is a mixed-use area with a major emphasis on Research & Development/office, residential uses, and waterfront-oriented commercial. Light industry, office, residential and supporting retail, commercial, and recreation uses are allowed within the district. Community-oriented institutions such as places of worship and nonprofit organizations are also considered allowable and desirable uses.

*North Waterfront Policies:*

- 2-34 Maintain visual connections and character with Jack London Square across the estuary.
- 2-35 Maintain maritime character where the Northern Waterfront is to remain in industrial use. (2.8e)
- 2-36 Maximize views of water and access to shorelines. (3.2a)
- 2-37 Encourage landmark structures at prominent locations. (3.2e)
- 2-38 Maintain views and access to the water along streets and other public rights-of-way that extend to the bulkhead line. Construct benches, ramps, rails, and seating appropriate for viewing and access, and provide walls or other screening where needed to protect adjoining property. (3.2d)
- 2-39 Work with BCDC staff to prepare a schematic plan for development of the 100-foot wide strip above mean high tide on properties likely to require BCDC development approval. (3.2g)
- 2-40 Develop a plan for siting, financing and phasing of a new Alameda-Oakland bridge or tunnel access.



### Marina

The Marina District consists of 126 acres on the southern portion of the NAS site surrounding the Seaplane Lagoon. It has approximately 1.5 miles of water frontage around the Seaplane Lagoon. It is bordered on the east by the Inner Harbor Area, on the west by the runway wetlands area and on the north by the Central Core. The land site is predominantly part of the paved taxiway system to the north and contains

three piers used to moor aircraft carriers and other Naval vessels.

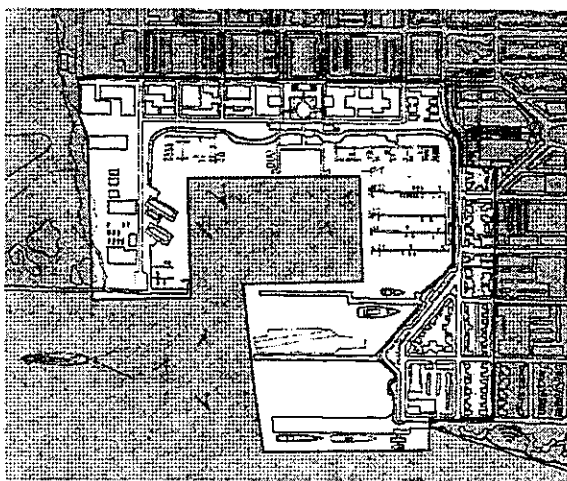
*"The intent is to create a mixed-use neighborhood that uses the waterfront amenity brought out by the marina to attract a rich diversity of uses and create an active area people would want to live, work, and attract visitors to."*

The Seaplane Lagoon has unique environmental clean-up considerations. Pending studies regarding the nature of needed clean-up and marina market studies, the Seaplane Lagoon will be redeveloped as a commercial marina. The marina would serve as a focus for public waterfront uses including water-related commercial, visitor attractions, residential uses, civic recreation, and public marina-related uses. The intent is to create a mixed-use neighborhood that uses the waterfront amenity brought out by the marina to attract a rich diversity of uses and create an active area where people would want to live, work, and attract visitors to. Residential, recreational, commercial, and light industrial uses would all be permitted in the district.

An open space promenade that unifies the Civic Core would open into a civic plaza as it meets the water's edge, providing complete public access. The plaza will be bordered by a promenade that traverses the shoreline of the Marina. Civic uses such as office space, a cultural arts center/theater and recreation uses could front the plaza. Marina related uses including private and public boating, boating clubs, ferry service, deep draft yacht facilities, boat repair, waterfront dry storage for boats, and sailing training facilities would be incorporated into a mixed-use marina design. Other associated marine-related services that would be encouraged

include retail and commercial services, restaurants, educational and research facilities, cultural facilities, repair services and potential reuse of existing facilities for a water sports center or a yacht club. The piers located at the southeasternmost edge of the seaplane lagoon may be reused for docking of large scale ships such as cruise ships or historical landmark vessels and will foster tourist commercial uses such as restaurants and retail stores and shops.

Housing in the Marina area will be limited to the eastern portion and will provide opportunities for a mix of housing types and income levels. Housing could include artist lofts, houseboats, apartments for low to moderate income families, town homes and other housing types, all of which must be consistent with Measure A and the City Charter. Residential uses will



Marina Concept Plan

be encouraged in the southeastern portion of the Marina eastern shore adjacent to the regional park.

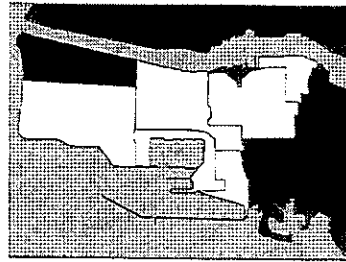
The large parking lot currently located on the eastern shore of the Marina District will be reduced in size to provide adequate parking for ferry service and create a ferry promenade/plaza. Parking lots adjoining the Marina will be small in size and distributed behind buildings throughout the area to facilitate walking and leisure.

*Allowable Uses*

The Marina District is a mixed-use area with a major emphasis on marina, civic, residential, and recreation uses. Marina, marina-related industry, office, civic, commercial, residential, recreation, and supporting retail are allowable uses within the district. Community-oriented institutions such as places of worship and nonprofit organizations are also considered allowable and desirable uses.

*Marina Policies:*

- 2-41 Maximize views of water and public access to all of the shoreline.( 3.2a)
- 2-42 Maintain views and access to the water along streets and other public rights-of-way that extend to the bulkhead line. Construct benches, ramps, rails, and seating appropriate for viewing and access, and provide walls or other screening where needed to protect adjoining property. (3.2d)
- 2-43 Encourage landmark structures at prominent locations. (3.2e)
- 2-44 Work with BCDC staff to prepare a schematic plan for development of the 100-foot-wide strip above mean high tide on properties likely to require BCDC development approval. (3.2g)
- 2-45 Regulate development in business districts to maintain a street-wall, with most structures built to the property lines, entrances directly facing the sidewalk, and parking at the rear. (3.3f)
- 2-46 Limit housing development in the Marina district to the eastern and northeastern portions of the marina to avoid proximity to the Least Tern Wildlife Refuge.
- 2-47 Encourage industrial and marine-related industrial uses on the western shore of the marina.
- 2-48 Establish a ferry terminal at the southern edge of the existing piers with potential destinations including San Francisco, Angel Island, Treasure Island, and Alcatraz.



### Northwest Territories

The Northwest Territories is located at the northwestern tip of the installation. It is bordered by the Oakland Alameda Estuary on the north, the San Francisco Bay on the west, the NAS runway system on the south, and the Central Core of the base on the east.

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

The remainder of the Northwest Territories will be devoted to recreation and open space uses. Recreational uses will include the Bay Trail and shoreline park, and the 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 a regional park, allowing fishing and other recreational uses.

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*"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, and a Point Alameda regional park . . ."*

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The open space areas could include developed recreation uses such as ballfields, soccer fields, or a Scottish style "links" or "roughs" golf course. A public facility with multiple uses could be developed to jointly serve as a golf club house, environmental education center, or parks and recreation multiuse center. This area provides recreational opportunities and acts as a transitional zone between more intensive human uses and wildlife habitat preserved to the south.

A system of flood retention ponds and lagoons should be developed as a "moat" and environmental filtration system to create a buffer between human uses and the wildlife refuge to the south.

Currently the majority of the Northwest Territories is under public trust jurisdiction. The northwest point, a 200-foot strip along the northern waterfront, and the wetlands area are the only portions of this area that are not in the public trust.

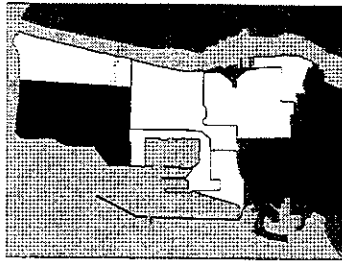
### Allowable Uses

The Northwest Territories is intended as a mixed-use area with a major emphasis on International trade and commerce and light industrial uses. Recreational uses such as meeting and conference facilities, club houses, educational centers, and recreational buildings such as pools, recreation halls, gyms, and incidental storage and maintenance facilities are allowed within the district in addition to secondary warehousing, light industry, office, and supporting commercial uses. Housing may be permitted under certain conditions. Supporting uses should be developed focused in or around a neighborhood center. Community-oriented

institutions such as places of worship and nonprofit organizations are also considered allowable and desirable uses. Finally, the deposit of dredge spoils is an allowable use in the Northwest Territories.

*Northwest Territories Policies:*

- 2-49 Explore possibilities to free the Northwest Territories from the public trust through trades or payments in lieu of land if no suitable public trust compliant uses are found.
- 2-50 If at some future date the lands subject to the public trust are found not to be useful or susceptible of use for public trust purposes, they may be exchanged for lands of equal or greater value which are useful for public trust purposes, or for a deposit in the Kapiloff Land Bank Fund (Public Resource Code Section 8600 et seq.), and thereby freed of the public trust, so that they may be available for non-trust purposes, including , but not limited to, residential use.
- 2-51 Maintain maritime character where the Northern Waterfront is to remain in industrial use.
- 2-52 Maximize views of water and access to shorelines. ( 3.2a)
- 2-53 Maintain views and access to the water along streets and other public rights-of-way that extend to the bulkhead line. Construct benches, ramps, rails, and seating appropriate for viewing and access, and provide walls or other screening where needed to protect adjoining property. (3.2d)
- 2-54 Encourage landmark structures at prominent locations. (3.2e)
- 2-55 Work with BCDC staff to prepare a schematic plan for development of the 100 foot wide strip above mean high tide on properties likely to require BCDC development approval. (3.2g)
- 2-56 Landscaping for this district should be consistent with the Wildlife Refuge Management Plan.



*"A major portion of the historic airfield area would remain as open space to provide for the preservation of wetlands, sensitive species, and regional open space uses . . ."*

### **Runway Area Open Space/Wildlife Habitat**

NAS Alameda's runway and wetlands areas are a haven for a variety of waterfowl including sensitive species and habitats such as the California Least Tern nesting site, the Caspian Tern, and the Brown Pelican roosting area on the NAS breakwater. A major portion of the historic airfield area would remain as open space to provide for the preservation of wetlands, sensi-

tive species, and regional open space uses. This area would be devoted as a wildlife refuge under the management of the U.S. Fish and Wildlife Service (USFWS). This area will be no less than 390 acres (land area) and no more than 526 acres, with the exact size and boundary of the Refuge to be determined by further scientific studies and the development of an acceptable predator management program in order to preserve the Least Tern. Minor variations along the northern boundary may be permitted by USFWS for open space uses such as a golf course. Public access to the shoreline will be preserved potentially with some seasonal restriction during the Least Tern nesting season.

As noted in the Northwest Territories, a system of ponds and lagoons could potentially be developed as a "moat" system to create a buffer between human uses in the Northwest Territories and the wildlife refuge. This water barrier system would serve multiple purposes as 1) an element of the predator control program, limiting land-based predators access to the wildlife refuge; 2) environmentally sensitive system for filtering stormwater runoff and drainage; and 3) providing foraging areas for wildlife. This system would consist of a series of water bodies for the purpose of filtration and drainage of storm and water runoff that would serve as physical barriers to keep land-based predators out of the wildlife refuge. Fish and other foraging food stuffs stocked in the later stages of the filtration ponding system would provide additional foraging areas for waterfowl attracted to the wildlife preserve.

The U.S. Fish and Wildlife Service and the Alameda Reuse and Redevelopment Authority will be responsible for developing a management plan and philosophy for the wildlife refuge. Development of the plan will be subject to public input and participation processes. This plan should include measures for habitat conservation and management, predator control, refuge design, public access and use guidelines and development of adjacent land use guidelines. The USFWS plan should remain dynamic and its strategies should be based upon changes and improvements in the state of the art of the technology and science in this field. Management agreements with USFWS should include an exit strategy in the event Least Terns no longer nest at the airfield and/or USFWS no longer manages the wildlife refuge.

#### ***Allowable Uses***

The Wildlife Refuge major emphasis is on wildlife preservation and open space. Recreational activities including bird watching, hiking and other trail uses are encouraged. Reuse of the airfield as a restricted use airport or for other limited aviation activities would be allowed subject to compliance with the Wildlife

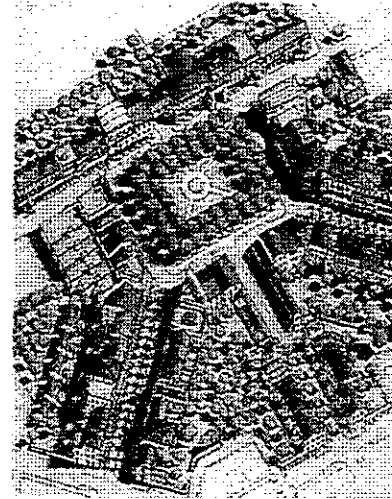


Refuge Management Plan and USFWS approval.

*Runway Area Open Space/Wildlife Habitat Policies:*

- 2-57 The U.S. Fish and Wildlife Service and Alameda Reuse and Redevelopment Authority will be jointly responsible for developing a Wildlife Refuge Management Plan. The final management plan is subject to ARRA review and approval.
- 2-58 Require the USFWS to study the possibility of providing year-round public access to all portions of the shoreline perimeter Bay Trail in the course of developing a management plan.
- 2-59 Develop community standards and guidelines regarding parameters that should guide the management plan, criteria for design, and predator control.
- 2-60 Develop policies for wetlands, maintenance of paths, moat installation for runoff purposes and Least Tern protection.
- 2-61 Control access in vicinity of Brown Pelican roosting and Harbor Seal haul-out area on breakwater. No access should be allowed.
- 2-62 Allow access for boats into the inner harbor to maintain access to the marina while respecting wildlife concerns.
- 2-63 Control access to the shallow water Least Tern feeding and foraging areas adjacent to the runway as identified in the management plan.
- 2-64 Establish guidelines that permit boat access in the deepwater channel and to the Marina.

### 3.0 City Design Element/ Urban Design Framework



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*"The City Design Element is intended to provide a framework of design and development principles that will guide the integration of the Base into the fabric and character of the City of Alameda."*

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The City of Alameda has a distinct identity. Its Island character and long history as a residential community place it among the half-dozen Bay Area cities with the strongest visual character. Urban environments with unique atmospheres conducive to a superior quality of life are increasingly desirable places to live, an amenity people are again appreciating and incorporating into their decisions about where to work, live, and play. In the course of incorporating NAS Alameda into the city of Alameda it is critical to retain and extend the City's strong visual character. The richness of Alameda's historic urban fabric is one of its greatest assets and the reuse of NAS Alameda should be seen as an opportunity to extend that fabric to include the entire island. Successful integration of the Base will enhance the overall character of the City by emphasizing its island character and creating a single visually unified community.

The City Design Element/Urban Design Framework addresses visual and design issues within NAS Alameda. The quality of architectural and landscape design for individual sites and within specific sub-areas of NAS is also of great importance, however, the intent of this element is to provide the framework that will inform all future development. This broad approach is intended to create a community that is internally consistent but allows generous room for diversity of style and approach to the urban landscape.

The City Design Element is intended to provide a framework of design and development principles that will guide the integration of the Base into the fabric and character of the City of Alameda. The urban design framework translates into physical and spatial urban design principles derived from the goals and objectives outlined in Chapter 2.0. The design framework was developed from many sources including: (1) the goals and objectives of the Community Reuse Plan; (2) input from the public and the Alameda Base Reuse Advisory Group (BRAG); (3) East Bay Conversion and Reinvestment Commission (EBCRC) principles for sustainable community design; (4) BRAG land use and design charette/workshop held in April 1995.

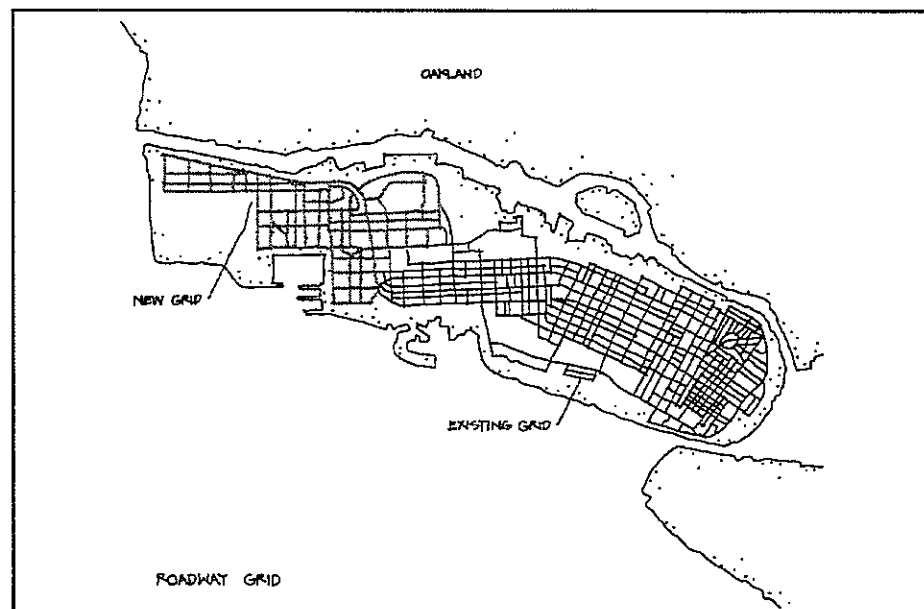
The framework is not a rigid plan or a final picture; rather, it is a flexible, conceptual sketch that can help develop broad principles to guide design and planning decisions that must be made as economic and community opportunities emerge. This framework provides flexibility to communicate guidelines, in the midst of changing conditions and opportunities.

This framework is a set of guiding principles for three major urban systems: the design of street systems, open space, and centers of activity. The principles will guide the redevelopment and reuse of the Base far into the future.

### STREET SYSTEM

*"A roadway system based on a grid pattern creates a safe and comfortable pedestrian, bicycling, transit and automobile environment."*

The street system of NAS Alameda will mirror the existing historic Alameda street layout, a primary grid pattern of streets with variation allowing for smooth traffic flow, specialized land-use patterns, and landscaping opportunities. A roadway system based on a grid pattern creates a safe and comfortable pedestrian, bicycling, transit and automobile environment. The street system of NAS Alameda will be patterned after and seamlessly integrated with Alameda's street grid. This grid will offer adequate vehicular access to and within NAS Alameda without affecting access to existing areas of the City. The grid consists of high and low traffic volume streets as well as boulevards with open space options.

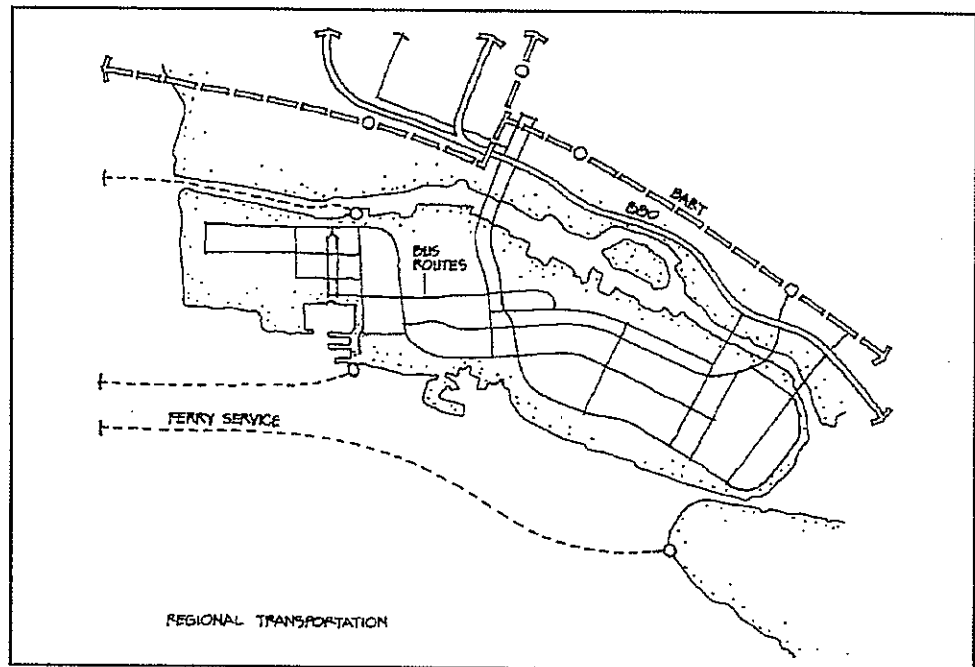


#### Street System Policies:

- 3-1 Reflect the existing primary grid of the City of Alameda in all new development.
- 3-2 Integrate development at NAS Alameda into the adjacent roadway system of the City.  
*City roadways should be continued onto the NAS site wherever possible.*
- 3-3 Maintain and extend Alameda's outstanding street tree system using the adopted Street Tree Management Plan as a guide in the decision making process. (3.2c)

### Regional Transportation

Reuse of NAS Alameda shall optimize use of transit and other alternative transportation types to reduce vehicular traffic and dependence on the automobile. The land use and access network will be integrated within a larger transportation network built around transit rather than auto access. Cost-effective links to regional transit will be made. Continued and expanded ferry service will be promoted. Opportunities to integrate future transit links, such as light rail, will be preserved in the design of street system and land use pattern.



#### Regional Transportation Policies:

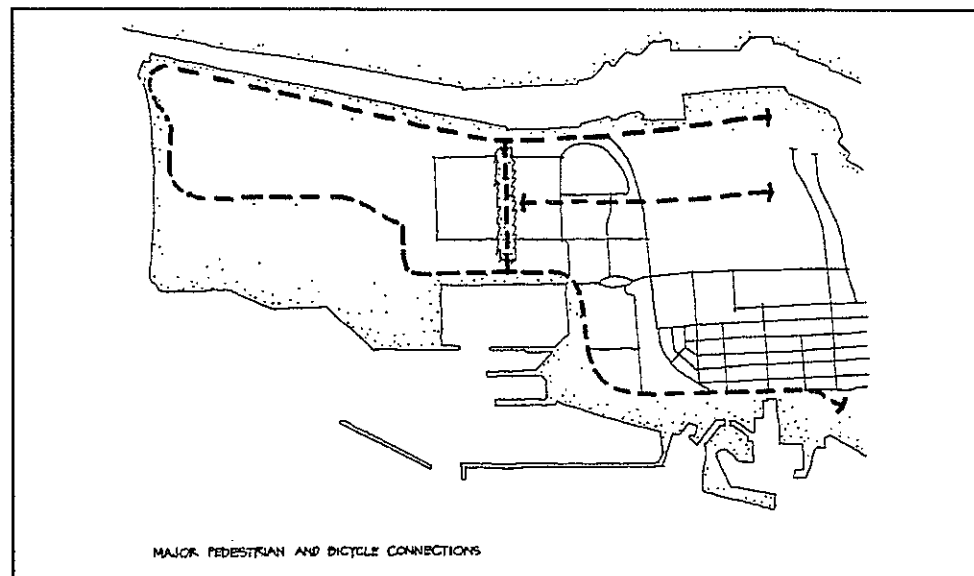
- 3-4 Optimize the use of transit in all development at NAS Alameda.
- 3-5 Expand ferry service to NAS Alameda.
- 3-6 The existing ferry terminal should be moved to the northern end of the Civic Core. Ferry service should be established to the Marina.
- 3-7 Preserve opportunities to develop future transit links including transit exclusive corridors.
- 3-8 Redesign Atlantic Avenue to include a landscaped transit corridor for buses, jitneys, or future light rail development.

### Pedestrian and Bicycle Access

NAS Alameda will integrate a human-scale transportation network geared towards pedestrian and bicycle use. A fully connected viable pedestrian and bicycle circulation system will be established. Important destinations, such as core commercial areas, transit stops, employment centers, parks, open spaces, schools, and other community facilities, will be linked with bicycle routes.

### Pedestrian and Bicycle Access Policies:

- 3-9 Integrate pedestrian and bicycle uses into the design of the roadway system.
- 3-10 Establish bicycle routes that connect all primary destinations including core commercial areas, transit stops, employment centers, open space, and civic facilities.



### Gateways to NAS Alameda

To achieve integration of the Naval Air Station into the City of Alameda it is critical to create entries to the NAS site from the City of Alameda that break down the physical and psychological barriers that have separated the two adjacent entities for over fifty years. The primary "gateways" to the Base site will be the major roadways that currently are closed off at the fence line. To effectively achieve integration with the City, the redesign of these roads to extend into the NAS site should include consideration of the bridging or entry character they carry. Roadway design, landscaping, and control of traffic will be major factors to consider in designing these major roadways that will tie together the Alameda of tomorrow.

### Gateways Policies:

- 3-11 NAS Alameda's gateways to the community should create a sense of integration and connection. (3.1a)

3-12 Maintain and extend Alameda's outstanding street tree system using the adopted Street Tree Management Plan as a guide in the decision making process. (3.2c)

3-13 *Atlantic Avenue:*  
Incorporate the adjacent unused rail right-of-way into the design of Atlantic Avenue to include pedestrian and bicycle greenways and potentially a transit corridor.

*Atlantic Avenue will provide one of the major gateways between existing City activity, the region, and redevelopment on the Base. The existing rail right-of-way immediately to the south is an opportunity to create a unique boulevard to serve as an attractive gateway into the NAS Alameda site. Developing a greenway emphasizing bicycle, pedestrian, and potentially transit routes will enhance integration of activities between NAS and the City.*

3-14 *Tinker Avenue:*  
Design the extension of Tinker to be sensitive to the transitions between the diverse use areas it passes through.

*The extension of Tinker Avenue will traverse from Marina Village through the FISC site (North Waterfront) and the Main Street residential neighborhood. The design and landscaping of Tinker Avenue can be a strong unifying factor for connecting these diverse uses to the rest of the City.*

3-15 *Pacific Avenue:*  
Design the entry of Pacific Avenue to create views and connections to the Marina.

*Pacific Avenue will terminate at the Seaplane Lagoon and the Marina and related residential uses. The landscaping and design of Pacific Avenue west of Main Street should create connection between these two residential areas.*

3-16 *Mitchell Mosely Extension:*  
Design Mitchell Mosely extension to make effective use of its proximity to the waterfront.

*The design of the extension should balance its demands as a major truck route and the connection the roadway will create—linking Marina Village and Mariner Square to the new North Waterfront, shoreline park, and Point Alameda.*

3-17 *Central Avenue/Main Street:*  
Utilize the adjacent rail right-of-way to landscape Main Street and create a roadway that will seamlessly integrate NAS Alameda into the surrounding neighborhoods.

*Main Street and Central Avenue are currently the boundary or fence line between NAS Alameda and the City. Landscaping and roadway connections should be established to open up the Base site to Main Street and Central Avenue. The design of the northern portions of Main Street should be sensitive to the fact that it bisects a residential neighborhood.*

3-18

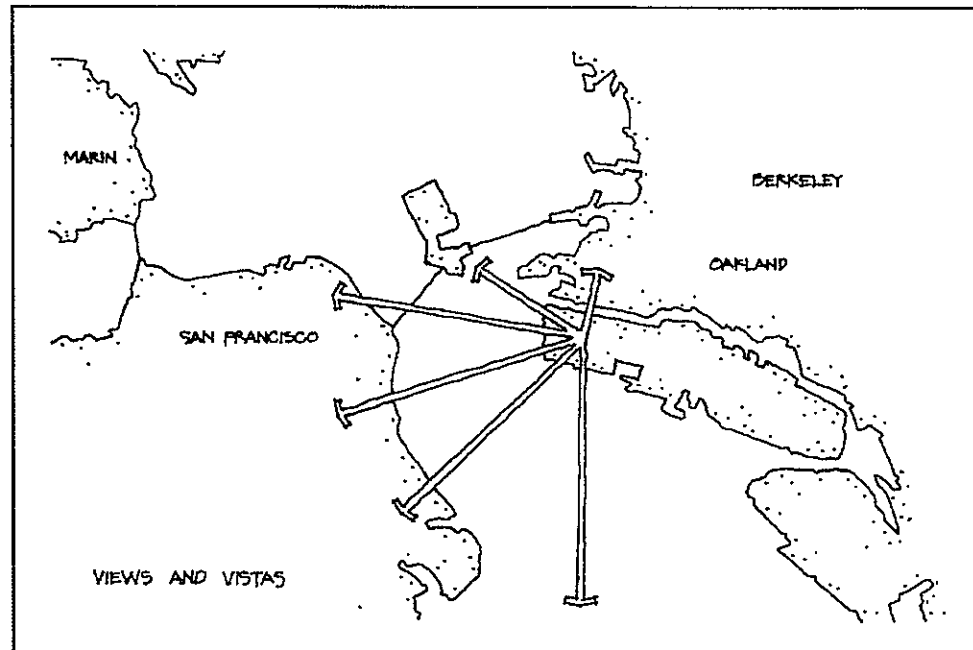
**Ferry Entrances:**

Design of ferry terminals and entrances should emphasize the island and pedestrian friendly environment of Alameda.

*Placement of ferry terminals at both the north and south waterfronts of the Base should emphasize water views and establish connections to destinations at NAS Alameda that can be reached by walking or transit.*

**Roadway Vistas**

Roadways should be laid out so that views, both on and off the site, are preserved and framed. Streets should be laid out to capture and terminate with the best views of the Bay, core areas, public buildings and parks. Visible landmarks should be used to orient users and help make routes interesting and memorable. Visible destinations entice a person to walk rather than drive to them.

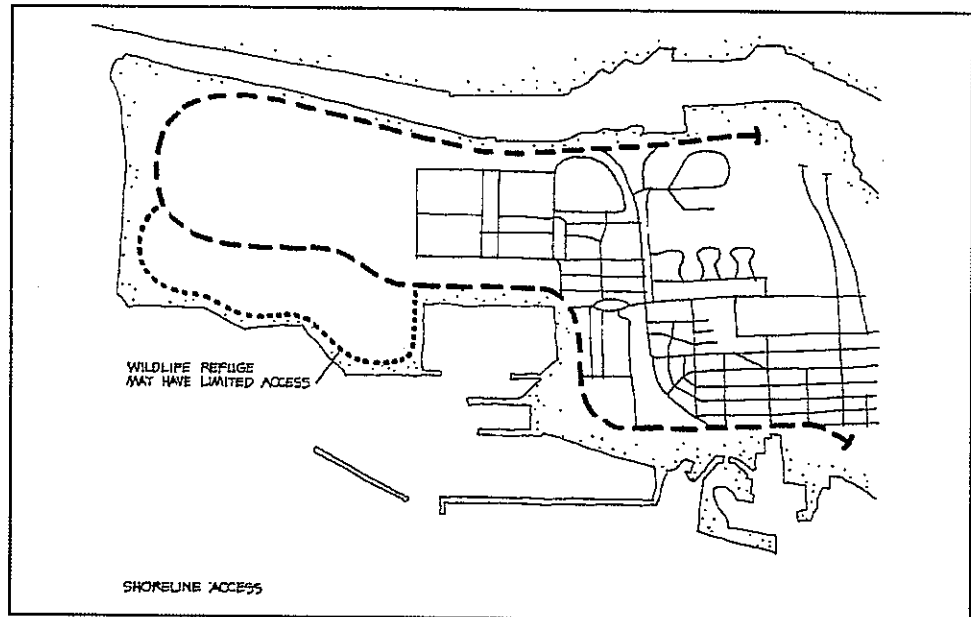
**Roadway Vista Policies:**

- 3-19 Preserve view corridors in the layout of the roadway system.
- 3-20 Where possible, align roadways to frame important views.
- 3-21 Maximize views of water and access to shorelines. (3.2a)

## OPEN SPACE SYSTEM

*Open space is a key component to creating a family-friendly environment serving all members of the community.*

Specialized natural and urban open space will be preserved throughout NAS Alameda and will include a full array of active and passive recreational opportunities. Water facilities, including a continuous shoreline trail and marina, will be included. A wildlife refuge will be provided in the western area of the island. Public parks and plazas will be dispersed throughout the island. The goal is to provide a family-friendly environment serving all members of the community of all age groups, including individuals with special needs, children, teens, and seniors.



### Open Space System Policies:

- 3-22 Integrate parks and plazas into new development.
- 3-23 Provide for continuous public access to the shoreline.
- 3-24 Establish a Bay Trail around the perimeter of the island of Alameda.
- 3-25 Provide for community recreation opportunities throughout NAS Alameda.

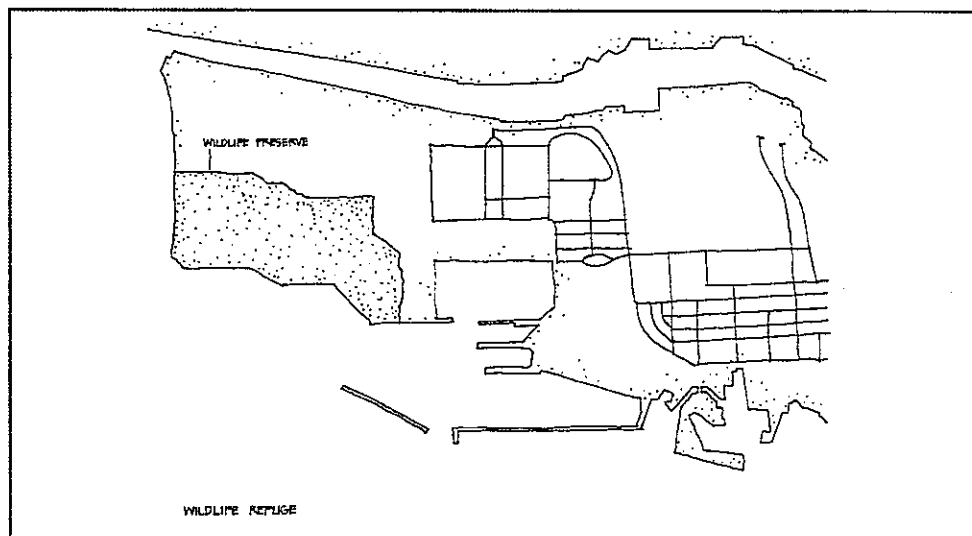


### Water Facilities

NAS Alameda will provide continuous public access to the shoreline and water with a trail that runs the circumference of the site, adjacent to the water's edge where possible. Areas will be provided for a range of passive and active recreation uses such as sitting, reading, and picnicking, that take advantage of the breathtaking views. In addition, a waterfront trail should facilitate active recreation such as walking, fishing, bicycling, and running. Opportunities will be explored to provide canals and other water amenities in new development. Canals could act as a buffer for wildlife areas and serve as drainage basins for flood control needs. The seaplane lagoon will be developed as a public marina for small private craft, ferries, and deep-hull competition sail boats. Reuse of existing maritime facilities such as the existing marina and the FISC berthings should be pursued.

### Regional Wildlife Refuge

A wildlife refuge area will be created encompassing a portion of the southwestern end of the NAS runway system and on the island breakwater. This area provides important natural habitat for avian species, including some that are endangered and of regional and national significance. The refuge will allow educational opportunities and offer spectacular views of the Bay. Where feasible, bicycle and pedestrian trails will be threaded through the area to provide access to the edge of the Bay. This refuge would help preserve wildlife in an urban setting as well as spectacular views of the San Francisco skyline.



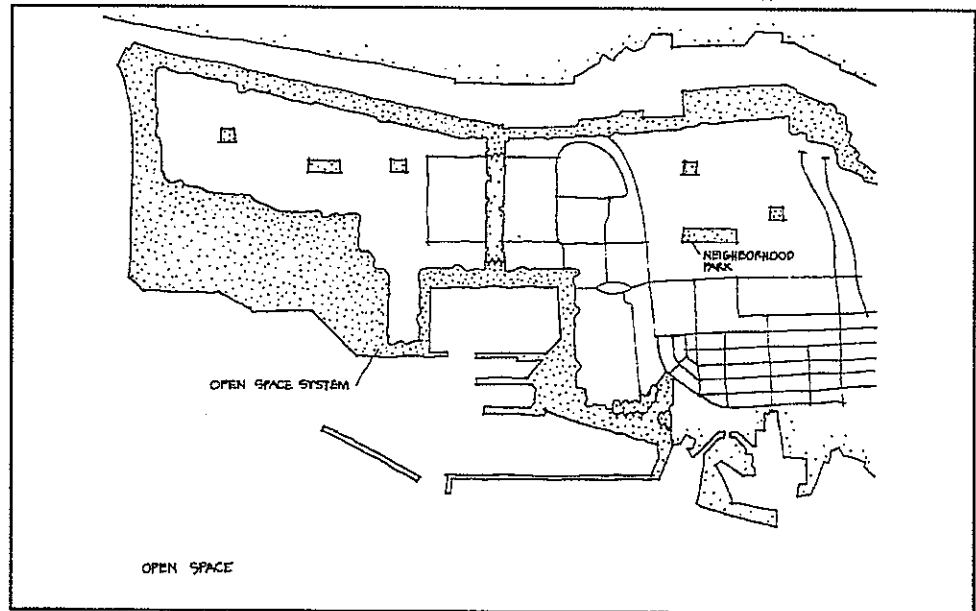
### Regional Wildlife Refuge Policies:

- 3-26 Preserve and maximize public access to the shoreline and views to the water.
- 3-27 Explore the possibilities of including water features in future development including a water barrier between the wildlife refuge and the Northwest Territories.
- 3-28 Design landscaping in the areas adjacent to the wildlife refuge with appropriate vegetation. Encourage the use of native and drought resistant plant materials.

### Public Parks and Plazas

Public parks, including civic parks and plazas as well as recreational, pocket, and neighborhood parks, will be included in the design of all neighborhoods. The parade grounds, a central feature of the historic core, will be extended to provide a linear open mall connection between the northern waterfront and the seaplane lagoon marina. This mall may be developed as series of civic parks that terminate with a public plaza oriented towards the Marina area. This central open space spine will preserve the historic open spaces of NAS Alameda and open up views and vistas to the waters edge and offer a public focal point in the heart of this central district.

Small and frequent pocket parks, plazas, and neighborhood parks dispersed throughout sub-areas will provide recreational facilities and auto-free destinations for children and adults. Civic and retail neighborhood centers should be enhanced by providing public plazas suitable for informal gatherings or public events.



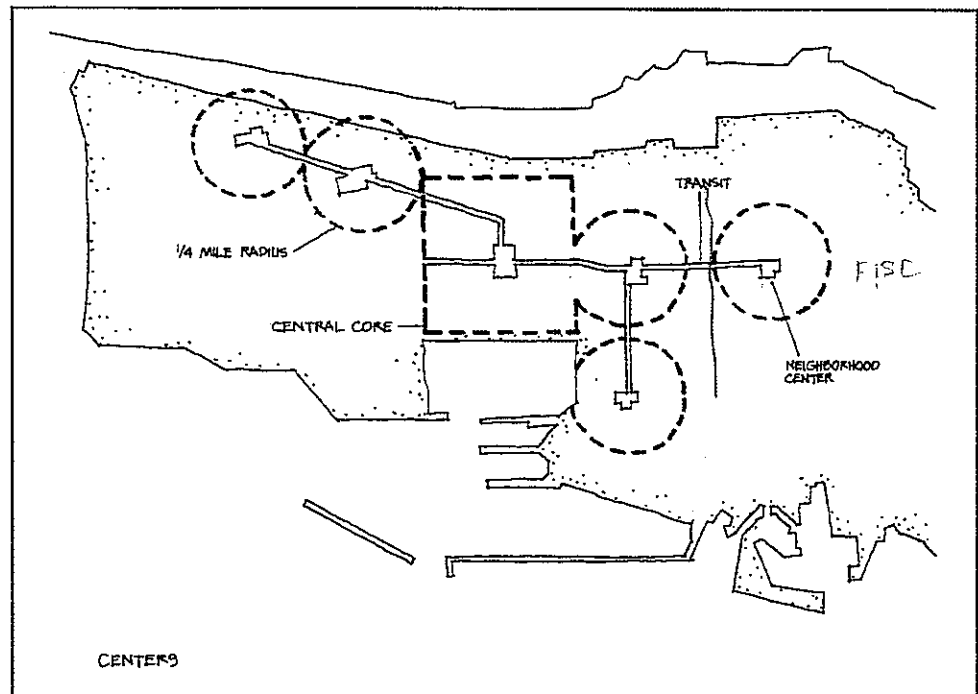
### Public Parks and Plazas Policies:

- 3-29 Extend the Navy parade grounds to provide a central open space/civic spine.
- 3-30 Incorporate small and frequent parks into residential development.
- 3-31 Incorporate plazas and public open space into neighborhood centers.

## CENTERS

*"Each neighborhood in NAS Alameda should have a small center as a focal point that allows for a mix of uses to be integrated into the community."*

A major center for activities will be focused in one central, mixed-use core in the historic administrative core of the Base. A series of smaller mixed-use neighborhood centers will be distributed and linked to this Central Core. The new neighborhood centers developed at NAS Alameda should be within easy walking distance of all surrounding uses; within approximately a quarter-mile radius or 5 to 10 minute walking distance (approximately 1,500 feet). The mixed-use neighborhood centers will be compatible with activities in existing areas such as Marina Village, Webster Street, and the West End.



### Central Core

The primary Central Core consists of an open space promenade or mall that will preserve the Historic District and the old Navy Parade Grounds. The historic center provides a visitor destination as well as a community resource for civic events. Sufficient retail and commercial space must be provided in this core to generate pedestrian traffic and create opportunities for residents and employees to run errands. Shopping opportunities within convenient walking distance encourage residents and workers to walk. The Central Core will be connected to the surrounding region with physical connections such as ferry service and mass transit, as well as provide dramatic view connections to San Francisco Bay, Oakland Hills, and the surrounding region.

**Central Core Policies:**

- 3-32 Develop the Civic Core as a major new center to the community of Alameda.
- 3-33 Provide opportunities in the Central Core for cultural and civic places, buildings, public art or other major landmarks to provide a sense of center and unique character for NAS Alameda.

**Mixed-use Neighborhood Centers**

Each smaller neighborhood in NAS Alameda should have a small center as a focal point that allows for commercial, civic, cultural, and recreational uses to be integrated in residential neighborhoods. Each center should be unique and reflect the character of the area it serves. This system of small centers allows for a collection of subdistricts with distinct qualities. Centers should promote a family-friendly environment and allow for human interaction and public events. Centers should be distributed so all residents are within walking distance to a center and have an access point to local transit that provides linkages to the Central Core, the City, and the region. The community centers should provide critical local services only and should not compete with services provided in the Central Core. The small centers may consist of "four-corner centers," where the four corners at an intersection have buildings with opportunities for a variety of retail, civic, housing, and community support services to meet the need for social services and housing diversity.

**Mixed-use Neighborhood Centers Policies:**

- 3-34 Focus uses that create pedestrian traffic in mixed-use neighborhood centers.
- 3-35 Guide development of each subarea to create a unique neighborhood center.

**Connections and Compatibility**

Physical and visual connections should be enhanced to link NAS Alameda to Marina Village, the West End, Webster Street, Oakland, and San Francisco. Community-based centers will link NAS Alameda by providing pedestrian and other connections along main thoroughfares such as Pacific Street, Tinker Street, Atlantic Avenue, and Mosely Street. These thoroughfares will provide linkages to the existing Alameda. New centers in NAS Alameda should attract uses that will enhance rather than compete with activities at existing adjacent areas.

Regional connections to the Port of Oakland, Bay Bridge, and San Francisco Bay should be encouraged at NAS Alameda. Thematic connections drawing from the area's water-based and port uses can be established through the marina and other water-based areas. Ferry and water taxi links across the estuary to Oakland should be established. Visual linkages should be established by preserving views and vistas to regional features.

**Connections and Compatibility Policies:**

- 3-36 Integrate NAS Alameda into the community by creating connections to adjacent community centers such as Marina Village and Webster Street.

- 3-37 Encourage a mix of uses that are compatible, rather than competitive, with existing uses in adjacent centers.
- 3-38 Create visual corridors, views, and vistas that connect centers to regional landmarks.

#### **Architectural Resources**

The design of buildings for the centers in the redevelopment of NAS Alameda will be a crucial element that determines the visual quality and functionality of the urban fabric. Buildings rehabilitated or built at NAS Alameda should be built using sound energy conservation and sustainable principles of design. New buildings should be sited to maximize view corridors for building users and neighbors and should be built to an appropriate human scale for the subarea or center they are part of. Diverse and creative architecture should be encouraged. No restrictions to a single architectural style or theme should be established, yet new developments should be consistent with Alameda's existing architectural scale and patterns.

#### **Architectural Resources Policies:**

- 3-39 Encourage diverse and creative architectural styles.
- 3-40 Encourage the use of sustainable design principles and energy conserving techniques in the reuse of existing buildings and design of new structures.
- 3-41 Maximize views and access to shorelines by careful siting and massing of new structures.

#### **Entryways**

Arrival in Alameda is a distinct event, whether by tube, bridge, or along San Leandro Bay. The City design objective is to immediately establish the desired character of Alameda for a person entering the first or 10,000th time. A handsome building, a cluster of trees, or other prominent entry features can give form to the journey. Entries to Alameda and NAS Alameda include the Webster-Posey Tubes, Ferry Terminals on the north and south waterfronts, and a new bridge or tunnel connection proposed for the Mitchell-Mosely extension in the vicinity of the Webster-Posey tubes.

#### **Entryways Policies:**

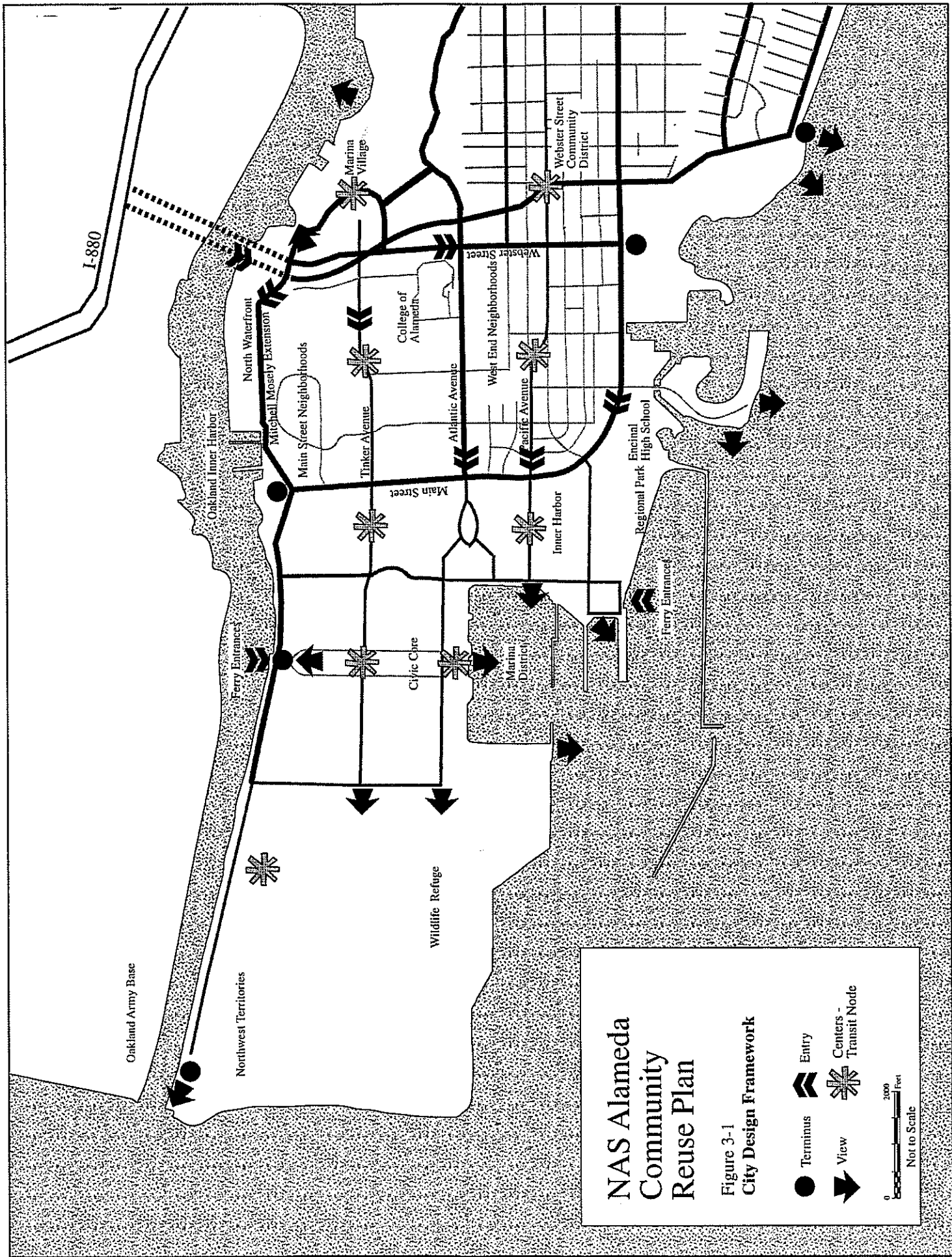
- 3-42 Alameda's entrances should create a sense of civic pride.
- 3-43 Create entry features to all entryways of NAS Alameda through use of signage, landscaping, or landmarks that announces Alameda's unique Island character.
- 3-44 *Webster-Posey Tubes:*  
Implement the measures of the 1990 General Plan.

**Focal Points**

One of the most important aspects of seamlessly integrating NAS Alameda is to preserve the connection to the water and views of the Bay Area that are a hallmark of the City of Alameda. Focal points are the critical areas in establishing the character of the new community at NAS Alameda. They mark key centers of activities and entry and destination points. Focal points at NAS Alameda include waterfront edges, ferry terminals, mixed-use centers, civic plazas, the terminus of Atlantic Avenue at the wildlife refuge, Atlantic Avenue east gate roundabout, main gate campus entry, Point Alameda Park, and the North Waterfront opposite Jack London Square. Figure 3-1 identifies the key entryways, views and connections to the waterfront that are most important to NAS Alameda.

**Focal Points Policies:**

- 3-45 Maximize views of water and access to shorelines. (3.2a)
- 3-46 Encourage landmark structures at prominent locations. (3.2e)
- 3-47 Encourage the development of key civic structures, libraries, churches, plazas, and public art at focal points.



# NAS Alameda Community Reuse Plan

Figure 3-1  
City Design Framework

- Terminus
- ⇐ Entry
- ➔ View
- ✳ Centers - Transit Node

0 2000 Feet  
Not to Scale



## 4.0 TRANSPORTATION ELEMENT

*The goal of the Transportation Element is to provide a safe framework to facilitate the movement of people and goods within the City of Alameda and to the regional transportation network.*

The purpose of the Transportation Element is to address various transportation impacts associated with the reuse and redevelopment of NAS Alameda and to state specific policies and plans to improve the operation of the Citywide transportation facilities and services. The goal of the Transportation Element is to provide a safe, efficient and serviceable framework to facilitate the movement of people and goods within the City of Alameda and to enable residents of the island to access the regional transportation network and adjacent communities.

The Transportation Element addresses existing, interim, and final reuse conditions and focuses on the morning and afternoon commute periods when most congestion occurs on the transportation system. The following impacts pertaining to NAS Alameda and the rest of the City of Alameda are discussed: traffic congestion at the Webster / Posey Street Tubes, level of service operations at key intersections, parking deficiencies, transit service, and bicycle and pedestrian travel.

As Naval Air Station (NAS) Alameda converts from military to civilian use, additional trips will be generated both on and off the island by the planned new land uses. The proposed redevelopment would provide about five new jobs for every employed worker living on NAS Alameda. By providing more jobs on the island, the planned mix of employment and residential development has a tremendous potential to reduce the number of vehicle trips made by residents of Alameda that must leave the island to go to work.

### TRANSPORTATION SYSTEM

New trips generated by the reuse and redevelopment of NAS Alameda will affect the island's street system as well as the major access route (Webster/Posey Street Tubes) on and off of the island. Under the buildout of the land use projected in the Community Reuse Plan, morning and afternoon peak hour traffic will continue to strain the capacity of the existing roadway system. And because virtually every street on the island is a residential street, traffic will continue to be a major issue. In addition, the new land uses will also create an increased demand for transit services, parking facilities, and non-motorized transportation systems. The following sections summarize the future transportation system.



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*"The planned mix of employment and residential development has a tremendous potential to reduce the number of vehicle trips made by residents of Alameda that must leave the island to go to work."*

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### Street System

The NAS Alameda street system includes major and minor arterials, as well as minor collector and residential streets. As part of the Community Reuse Plan it is envisioned that a new vehicle access to Oakland (bridge, tunnel or other vehicle connection) will be established. The NAS Alameda primary street system is shown in Figure 4-1. A new access point between Alameda and the region is a major part of the new street system. However, to best respond to the unknown factors presented by the design, exact alignment, funding, and construction of a new access, the analysis and modelling of the street system was performed assuming no new access. This creates an analysis of the "worst case" that would only improve with additional access.

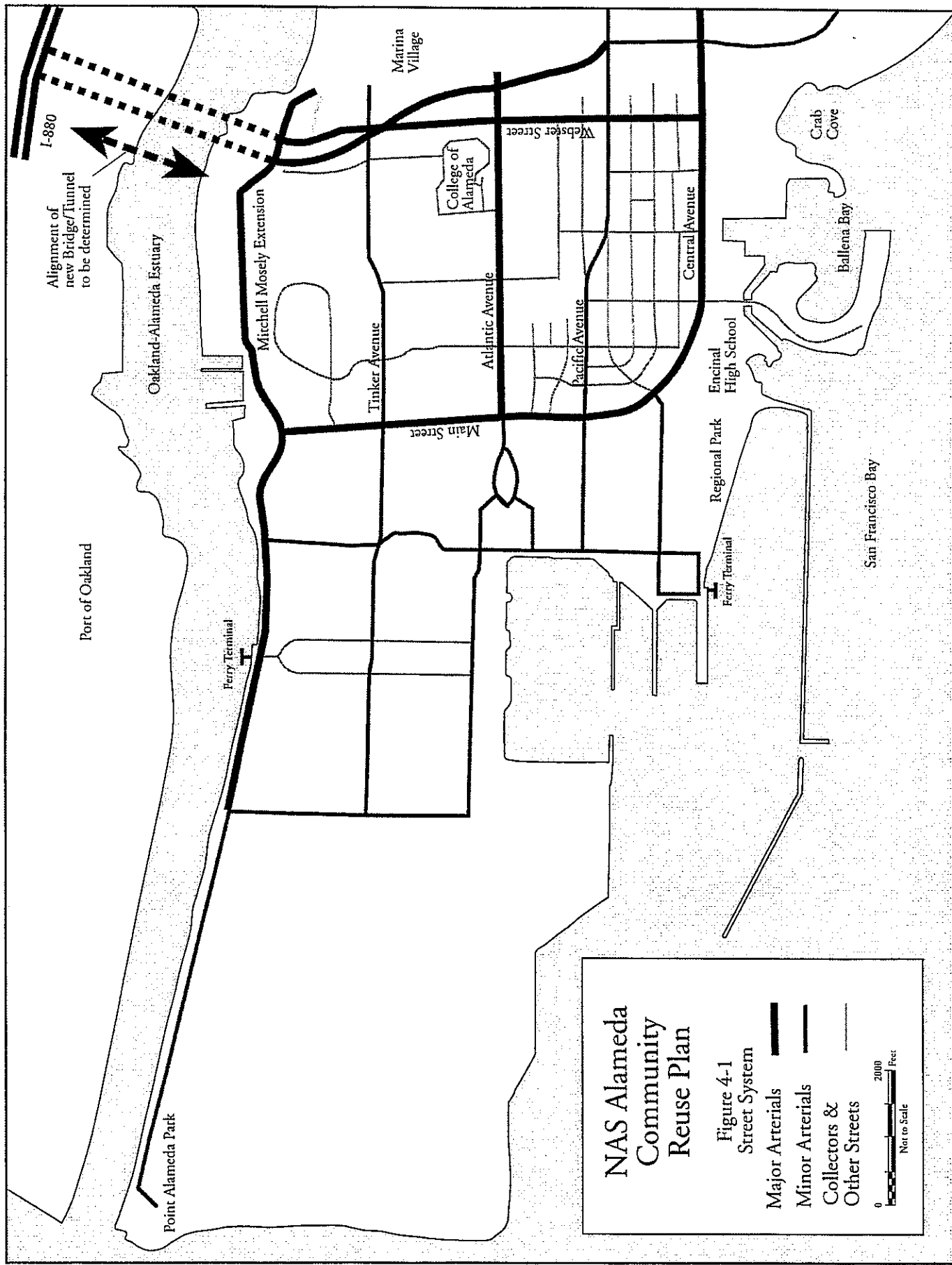
The majority of the streets on NAS Alameda are in good condition and currently operate at an acceptable level of service conditions. There are no signalized intersections on NAS Alameda and the existing roadway system can accommodate future traffic levels. However, facility upgrades and new roadways will be required as development occurs in each of the planning areas.

The street system on NAS Alameda will be constructed on a grid system, providing efficient and equitable distribution of traffic on the roadway system. The principle arterials of Atlantic Avenue, Tinker Avenue and Mitchell-Mosely Avenue will serve to integrate NAS Alameda with the existing roadway system. Internally, a system of minor arterials, collectors and local streets will be constructed to interconnect each of the planning areas.

Table 4-1 and 4-2 provides trip generation information for NAS Alameda under each phase of the reuse and redevelopment plan. Table 4-1 shows that during the A.M. peak hour, the Community Reuse Plan would generate about 900 more trips (+37%) than NAS Alameda was generating in 1990. The substantial increase is largely due to the unique peaking characteristics of the military installation, including earlier starting times and shift changes. Most of the traffic growth (770 vehicle trips) would occur in the inbound direction, as workers who live both on and off the island commute to NAS Alameda.

Table 4-2 shows that during the P.M. peak hour, the Community Reuse Plan would generate about 200 more trips (+7%) than in 1990. All of the traffic growth would occur in the outbound direction, as workers leave NAS Alameda and commute to their places of residence both on and off the island.

The proposed Community Reuse Plan land uses would follow traditional trip generation peaks during the morning and afternoon peak hour. This would result in more vehicle trips generated when traffic congestion at key intersections and the Webster/Posey Tubes are the worst. An important element of the entire planning process will be the development of Transportation Systems Management (TSM) programs and policies designed to improve transportation system performance by reducing traffic demand (vehicle trips) during the congested peak travel periods. They would include programs designed to shift trips from single-occupant automobiles to other travel modes (transit) or to less congested periods (staggered work hours).



# NAS Alameda Community Reuse Plan

Figure 4-1  
Street System

- Major Arterials
- Minor Arterials
- Collectors & Other Streets



Table 4-1						
NAS Alameda Total Trip Generation Comparison - A.M. Peak Hour						
Phase	Inbound	Percent of 1990 Total	Outbound	Percent of 1990 Total	Total	Percent of 1990 Total
1990	1,620	100%	860	100%	2,480	100%
Interim Reuse	880	55%	780	92%	1,660	67%
Final Reuse	2,390	148%	1,000	118%	3,390	137%

Table 4-2						
NAS Alameda Total Trip Generation Comparison - P.M. Peak Hour						
Phase	Inbound	Percent of 1990 Total	Outbound	Percent of 1990 Total	Total	Percent of 1990 Total
1990	1,200	100%	1,660	100%	2,860	100%
Interim Reuse	910	76%	980	59%	1,890	66%
Final Reuse	1,150	96%	1,910	115%	3,060	107%

**Major Access Routes**

The Webster/Posey Tubes serves as the major access route that links the City of Alameda and NAS Alameda with the mainland and the regional roadway network. The Webster/Posey Tubes operate as a one-way couplet, with each tube constructed with two lanes for vehicular traffic and a grade-separated pedestrian/bicycle walkway.

As shown in Table 4-3 and 4-4, under existing conditions, the Webster Street Tube and Posey Tube are both operating above their originally designed capacity of 2,200 vehicles per hour. This has resulted in moderate delays and vehicle queues, as people travel to and from the regional highway network. The combination of the planned redevelopment of NAS Alameda and moderate growth on the island will result in the Webster/Posey Tubes to operate at marginal levels, resulting in increased delays and congestion as people commute on and off the island.

Table 4-3						
NAS Alameda Major Access Route						
Volume to Capacity Comparison - A.M. Peak Hour						
Phase	Volume		Reserve Capacity		Percent of 1990 Total	
	Webster Tube	Posey Tube	Webster Tube	Posey Tube	Webster Tube	Posey Tube
1990	2,410	2,650	- 210	- 450	100%	100%
Interim Reuse	2,050	2,890	+ 150	- 690	85%	109%
Final Reuse	2,860	2,840	- 660	- 640	119%	107%

Note: Based on a Capacity of 1,100 vphpl or 2,200 veh / hr for the Webster Street and Posey Street Tubes

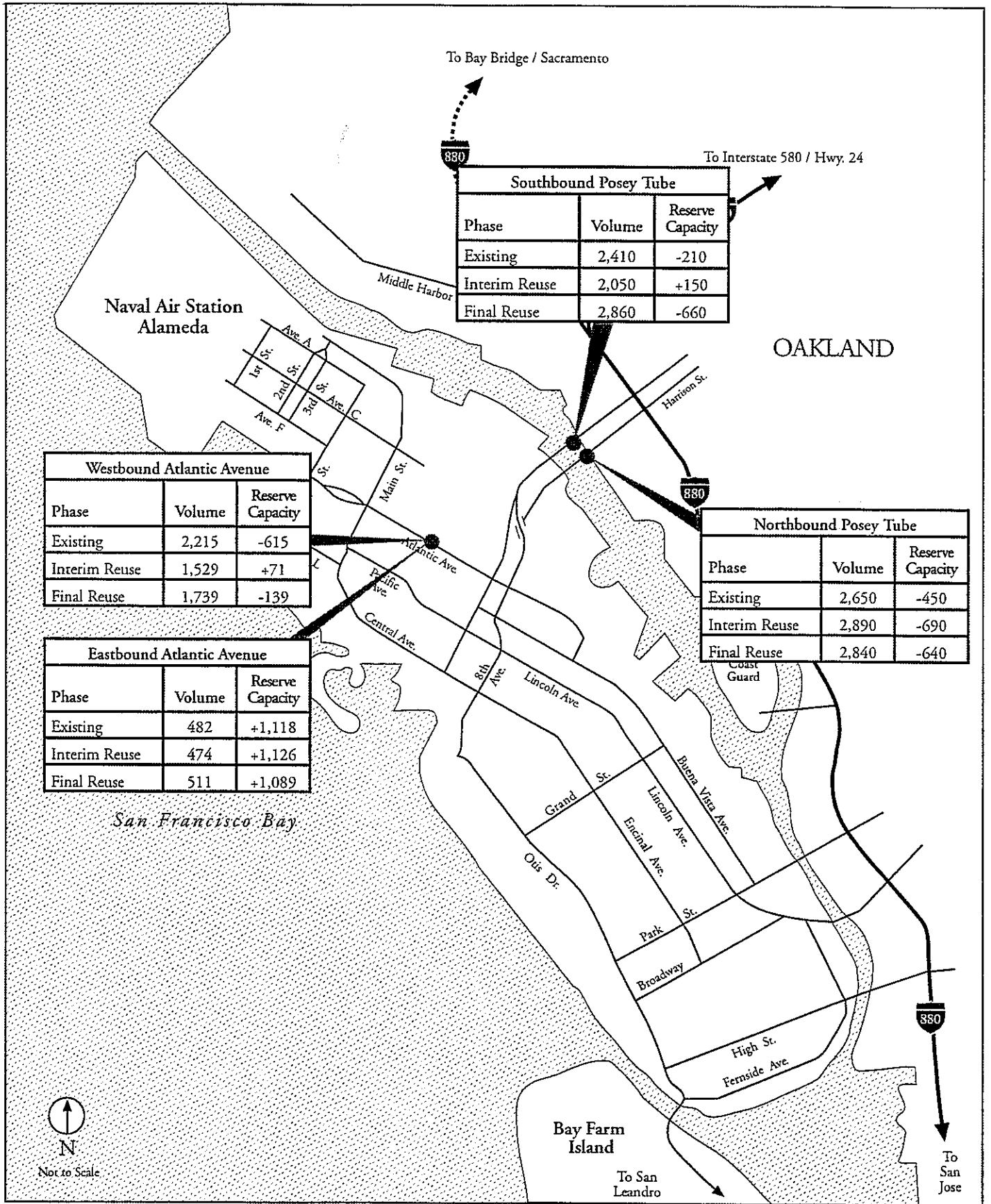


Figure 4-2  
AM Peak Hour Volume to Capacity Comparison

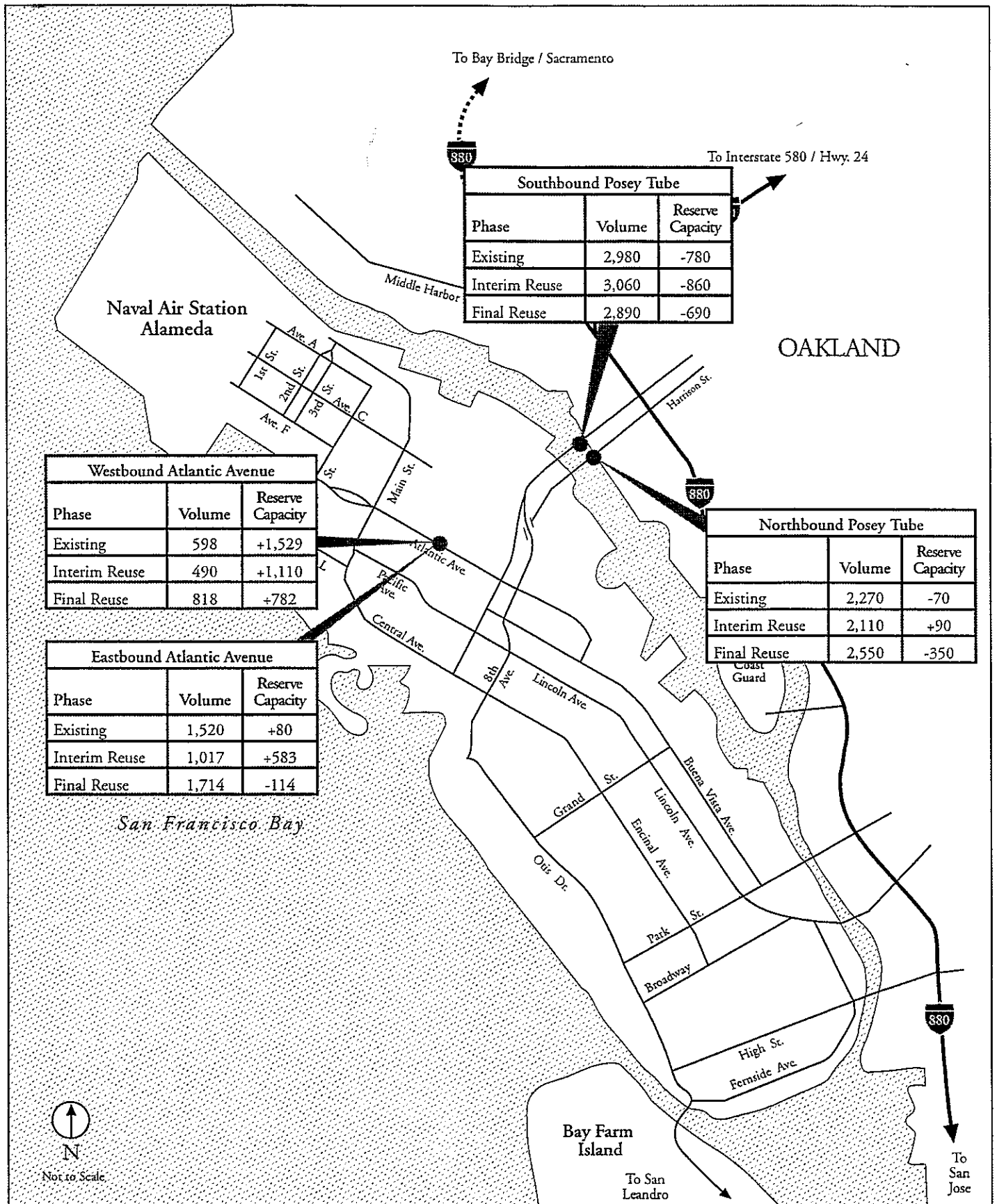


Figure 4-3  
PM Peak Hour Volume to Capacity Comparison

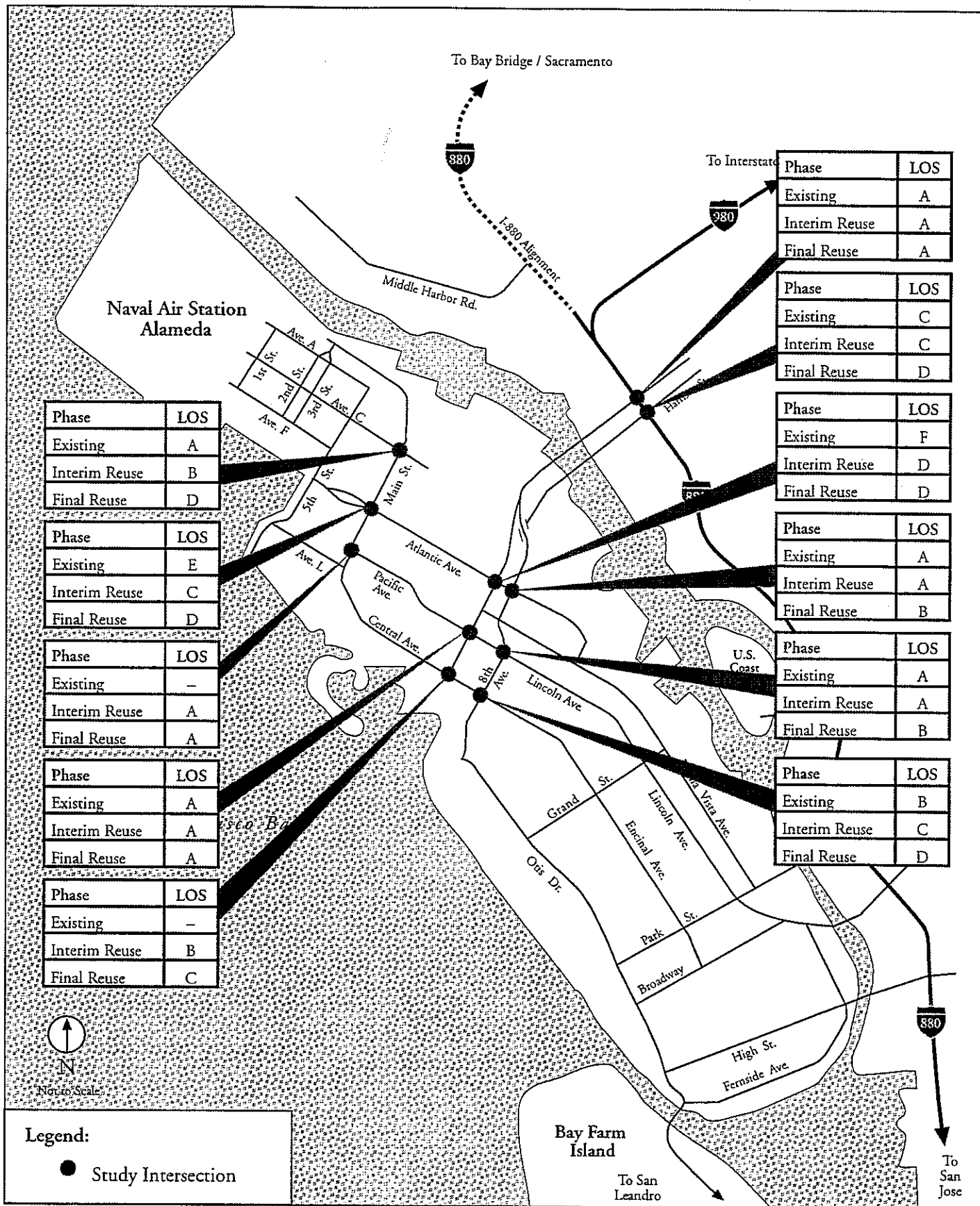


Figure 4-4  
AM Peak Hour Levels of Service

Fehr & Peers Associates, Inc.

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# NAS Alameda Community Reuse Plan

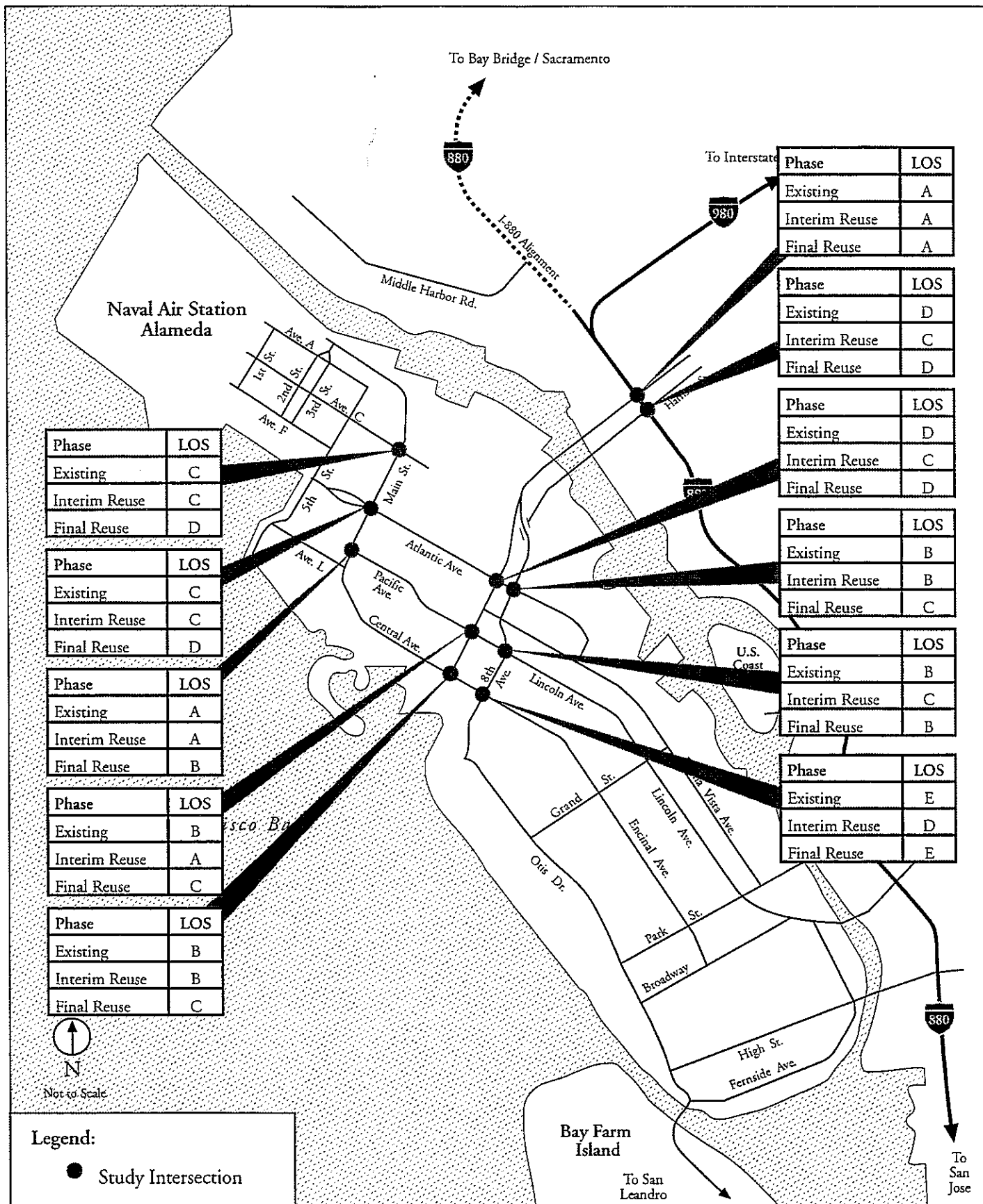


Figure 4-5  
PM Peak Hour Levels of Service

NAS Alameda Major Access Route						
Volume to Capacity Comparison - P.M. Peak Hour						
Phase	Volume		Reserve Capacity		Percent of 1990 Total	
	Webster Tube	Posey Tube	Webster Tube	Posey Tube	Webster Tube	Posey Tube
1990	2,980	2,270	- 780	- 70	100%	100%
Interim Reuse	3,060	2,110	- 860	+ 90	103%	93%
Final Reuse	2,890	2,550	- 690	-350	97%	112%

Note: Based on a Capacity of 1,100 vphpl or 2,200 veh / hr for the Webster Street and Posey Street Tubes

Improvements can be made in the City of Alameda and Oakland to improve access to and vehicle capacity of the Webster/Posey Tubes. The construction of Tinker Avenue and Mosely Avenue will alleviate congestion at the intersection of Atlantic Avenue/Webster Street and improve access and circulation through the western end of the island. They will also distribute the demand on the tubes equitably by providing alternative travel routes to and from the primary access route linking NAS Alameda to the regional roadway network.

In Oakland, improvements can be made to reduce overall congestion and vehicle queues from extending into the Posey Tube. Intersection modifications at the 7th Street/Harrison Street intersection have been proposed to provide sufficient capacity for the heavy northbound right-turn movement. In addition, the elimination of the weaving section on I-880 would alleviate congestion in the Posey Tube. By prohibiting vehicles entering I-880 from the Jackson Street on-ramp from weaving across three lanes of traffic, the backup of traffic onto Jackson Street and the Posey Tube would be significantly reduced.

There are many options for improving existing major access and creating a new vehicle access to Oakland (bridge, tunnel or other vehicle connection). These options have been studied in reports prepared for the ARRA. These studies examine existing configuration of Oakland-Alameda access and the constraints, design criteria, alternative alignments, and preliminary cost estimates of a new access. The ARRA should work with the City of Alameda, Alameda County, Caltrans and other regional organizations to develop plans for design, funding and construction of a new access.

#### **Transportation Systems Management**

Transportation Systems Management (TSM) programs and policies are designed to improve transportation system performance by reducing traffic demand (vehicle trips) during the congested peak travel periods. They include programs designed to shift trips from single-occupant automobiles to other travel modes or to less congested periods. Examples of TSM Actions include:

- Employer-Based Rideshare Programs
- Public Transit Expansion
- Variable Work Hours
- Paratransit-Jitneys, Subscription Express Bus Service, and Shared Ride Taxi
- Telecommuting
- Signal Coordination and Intersection Modifications to Improve Traffic



Flow

- Bicycle and Pedestrian Facilities
- Park-and-Ride Facilities
- Municipal Parking Pricing Policies
- Transportation Management Associations

**Intersection Operations**

Intersection operations are analyzed in terms of Level of Service (LOS). Intersection LOS is a qualitative measure of the ability of the intersection to accommodate traffic and is based on the ratio of vehicle demand to intersection capacity through a signalized intersection. Level of Service Designations range from "A", indicating free flow, to "F", indicating forced flow or over-saturated conditions. The volume to capacity (V/C) ratio and resulting LOS is dependent upon the peak-hour traffic, intersection geometries, signal phasing and traffic mix. Table 4-5 presents LOS descriptions for signalized intersections.

Eleven key intersections were identified in the planning area. Tables 4-6 and 4-7 present the A.M. and P.M. peak hour levels of service for the nine key intersections in the City of Alameda and the two intersections in the City of Oakland for existing, interim and cumulative conditions, respectively. The

Level of Service	Signalized Intersection	Range of Volume-to-Capacity Ratio
A	Conditions are such that no approach phase is fully utilized by traffic and no vehicle waits through more than one red indication. (Very slight or no delay)	0.00 - 0.60
B	An occasional approach phase is fully utilized; vehicle platoons are formed; this is suitable operation for rural design purposes. (Slight delay)	0.61 - 0.70
C	Stable operation; occasionally, drivers may have to wait through more than one indication; this is suitable operation for urban design purposes. (Acceptable delay)	0.71 - 0.80
D	Approaching unstable operation; queues develop, but are quickly cleared. (Tolerable delay)	0.81 - 0.90
E	Unstable operation; the intersection has reached ultimate capacity; this condition is not uncommon in peak hours. (Congestion and intolerable delay)	0.91 - 1.00
F	Forced flow; intersection operates below capacity. (Jammed)	over 1.00

Highway Capacity Manual (HCM) Planning Methodology was used to determine the potential impacts of the proposed land uses at NAS Alameda. Under Interim Reuse Conditions, the reduced trip generation of NAS Alameda would result in lower levels of congestion and delay on the Alameda street system and improved levels of service at the intersection of Atlantic Avenue/Webster Street and Atlantic Avenue/Main Street. Under Final Reuse Conditions, all of the signalized intersections would continue to operate at acceptable LOS D conditions or better. Due to overall traffic growth on the island, the intersection of Central Avenue/8th Street would operate at LOS E conditions under P.M. peak hour conditions.

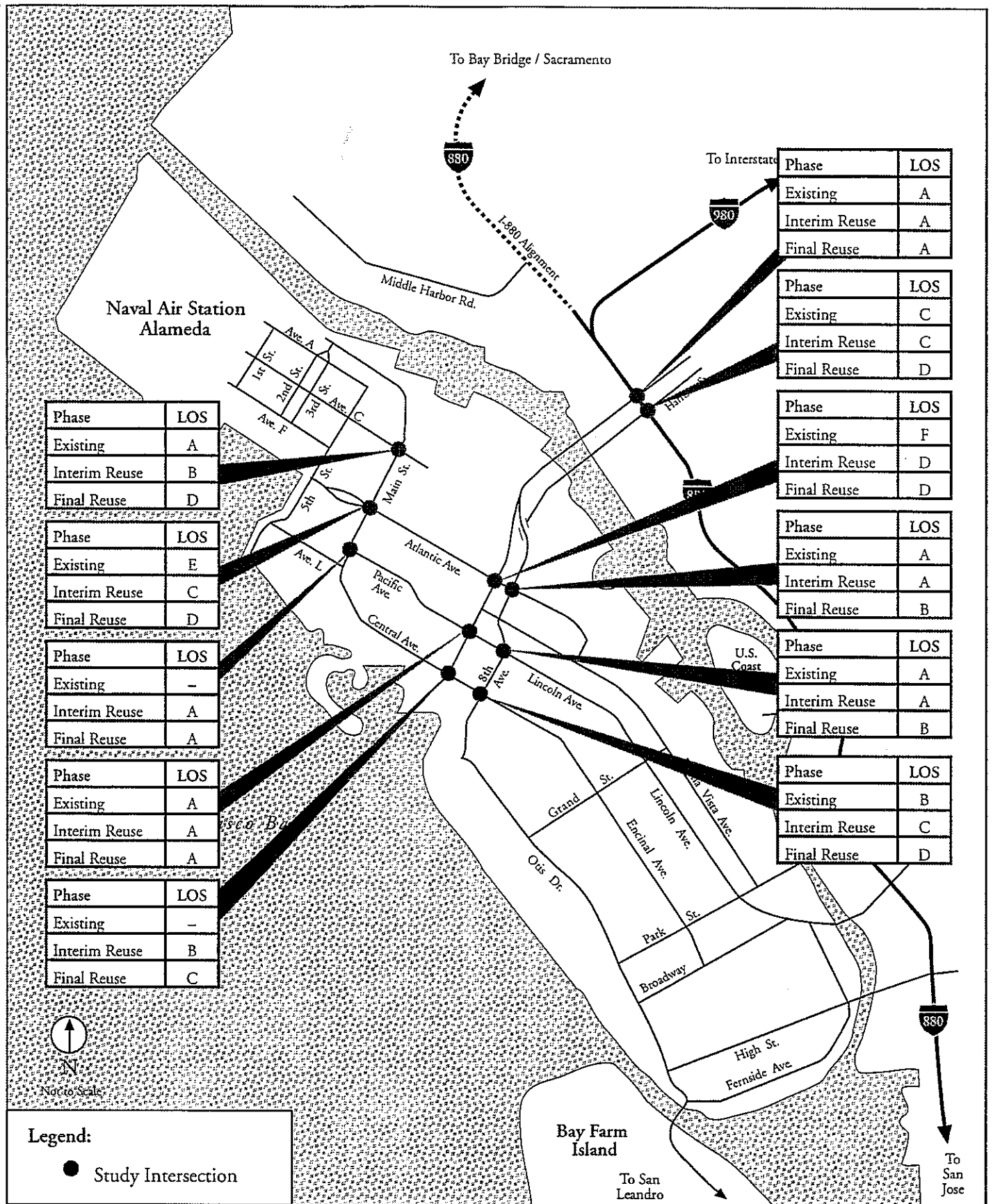


Figure 4-4  
AM Peak Hour Levels of Service

# NAS Alameda Community Reuse Plan

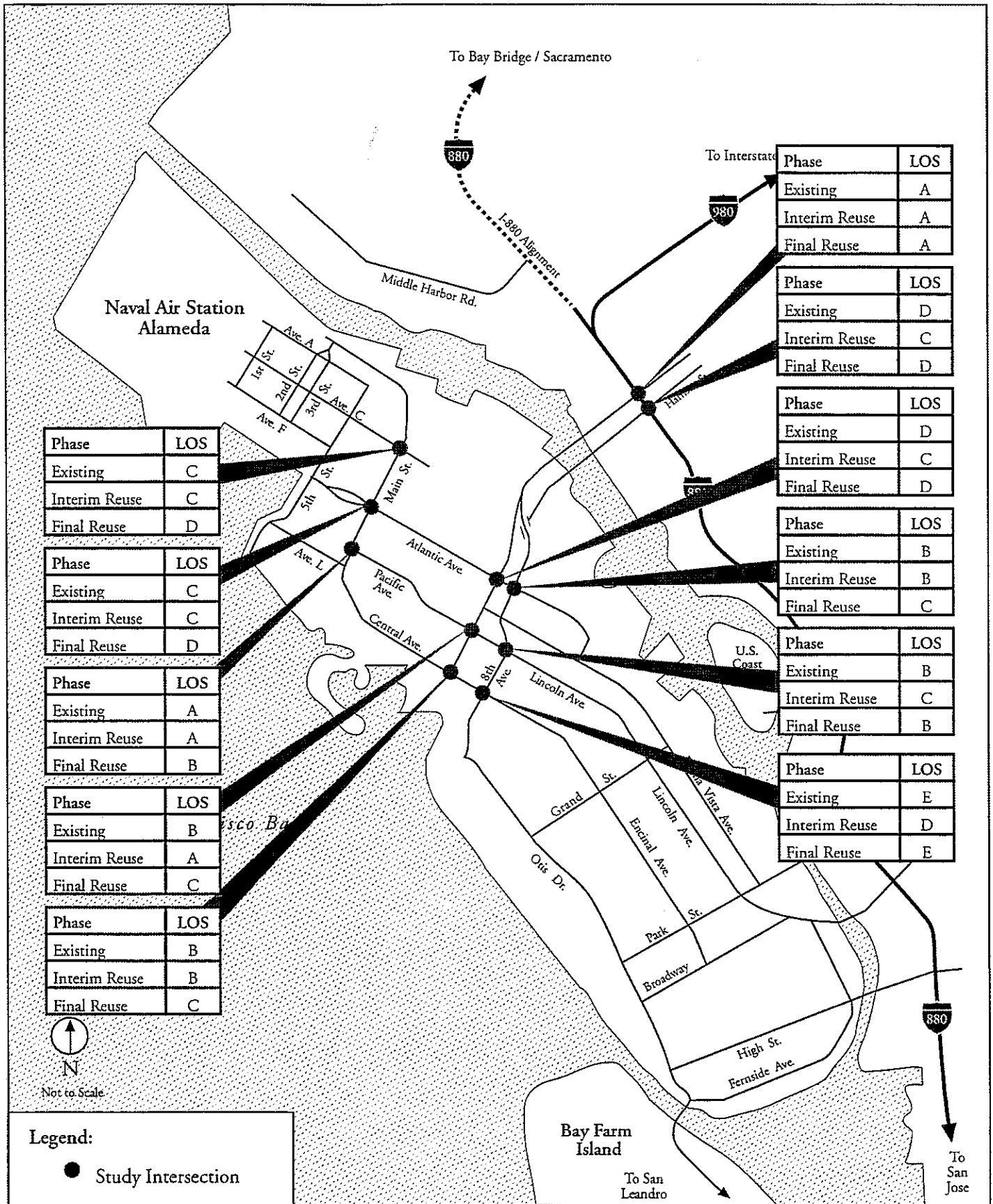


Figure 4-5  
PM Peak Hour Levels of Service

The intersection of Seventh Street/Harrison Street in Oakland experiences moderate to extensive delays due to queuing of vehicles accessing northbound and southbound I-880 during the A.M. and P.M. peak hour. Vehicles traveling northbound on I-880 must make three consecutive right-turn movements at closely spaced intersections in order to access the Jackson Street on-ramp. In addition, the weaving section on northbound I-880 causes traffic to backup onto the local street network. Vehicles traveling southbound must also loop under the freeway in order to access the Fifth Street on-ramp to southbound I-880. All of these factors combined result in long vehicle queues, congestion in the Posey Street Tube, and marginal level of service conditions at the intersection of Seventh Street/Harrison Street under build-out conditions.

**Table 4-6**  
NAS Alameda Intersection Operations - A.M. Peak Hour

Intersection	1990		Interim Reuse		Final Reuse	
	V / C	LOS	V / C	LOS	V / C	LOS
<b>City of Alameda</b>						
Atlantic Ave./Webster St.	1.30	F	0.84	D	0.86	D
Lincoln Ave./Webster St.	0.38	A	0.40	A	0.55	A
Central Ave./Webster St.	--	--	0.68	B	0.78	C
Avenue C/Main St.	0.51	A	0.66	B	0.85	D
Atlantic Ave./Main St.	0.91	E	0.80	C	0.87	D
Pacific Ave./Main St.	--	--	0.39	A	0.42	A
Atlantic Ave./Constitution Way	0.48	A	0.53	A	0.63	B
Lincoln Ave./Constitution Way	0.56	A	0.59	A	0.62	B
Central Ave./8th Street	0.62	B	0.74	C	0.85	D
<b>City of Oakland</b>						
7th Street/Harrison St.	0.73	C	0.79	C	0.83	D
7th Street/Webster St.	0.47	A	0.41	A	0.50	A

**Table 4-7**  
NAS Alameda Intersection Operations - P.M. Peak Hour

Intersection	1990		Interim Reuse		Final Reuse	
	V / C	LOS	V / C	LOS	V / C	LOS
<b>City of Alameda</b>						
Atlantic Ave./Webster St.	0.85	D	0.78	C	0.85	D
Lincoln Ave./Webster St.	0.62	B	0.57	A	0.78	C
Central Ave./Webster St.	0.66	B	0.69	B	0.73	C
Avenue C/Main St.	0.76	C	0.75	C	0.88	D
Atlantic Ave./Main St.	0.78	C	0.74	C	0.87	D
Pacific Ave./Main St.	0.44	A	0.32	A	0.68	B
Atlantic Ave./Constitution Way	0.63	B	0.67	B	0.76	C
Lincoln Ave./Constitution Way	0.64	B	0.77	C	0.65	B
Central Ave./8th Street	0.99	E	0.89	D	0.94	E
<b>City of Oakland</b>						
7th Street/Harrison St.	0.85	D	0.80	C	0.90	D
7th Street/Webster St.	0.58	A	0.59	A	0.54	A

**Parking Facilities**

Implementation of the NAS Alameda Reuse and Redevelopment Plan will result in various impacts to existing parking facilities. Table 4-8 summarizes the parking supply and demand estimates by phase for the planned land uses and shows that a potential shortfall of about 500 spaces would occur under the Community Reuse Plan. Under Interim Reuse, a shortfall is not expected. New parking facilities will be provided as new development occurs on NAS Alameda and their design and layout would be based on City of Alameda standards.

Table 4-8			
Parking Impact Summary			
Phase	Parking Demand (No. of Spaces)	Parking Supply (No. of Spaces)	Reserve Capacity (No. of Spaces)
1990	4,400	9,400	5,000
Interim Reuse	3,200	9,400	6,200
Final Reuse	9,900	9,400 <sup>1</sup>	(-500)

Note : 1 Assumes parking spaces lost to planned development will be replaced.

**Street Systems Policies:**

- 4-1 To accommodate future traffic levels at acceptable standards, roadway improvements are required to the NAS Alameda local roadway system.

*As development occurs, the roadway system on NAS Alameda would be upgraded and expanded to serve projected traffic volumes. Preliminary cost estimates were developed to accommodate the development expected to occur in each planning area, while also maintaining consistency with the ultimate transportation plan developed for the Community Reuse Plan.*

- 4-2 Work with the City of Alameda, Alameda County, Caltrans and other regional organizations to develop plans for design phasing, funding, and construction of a new vehicle access to Oakland (bridge, tunnel or other vehicle connection).

- 4-3 Minimize vehicle trips to and from NAS Alameda that must cross the Webster/Posey Tubes by providing alternative travel modes and connections to the regional transportation system.

*The major constraint to the reuse and redevelopment of NAS Alameda is the lack of a direct access from the regional transportation system to the island, resulting in various levels of congestion through the existing major access route of the Webster/Posey Street Tubes. Given the significant constraints facing further improvements to the major access route to NAS Alameda, options are limited for accommodating future vehicle travel demand accessing the island. Vehicle trip reductions made by changes in travel mode, non-motorized transportation and Transportation Demand Management (TDM) efforts will be important elements to the redevelopment of NAS Alameda.*

- 4-4 Plan for the construction of Tinker Avenue and Mosely Avenue to provide additional access routes to NAS Alameda and the Naval Supply Center.

*The construction of the Tinker Avenue and Mosley Avenue roadways will improve vehicular access and circulation through the western end of the island. Atlantic Avenue would experience reduced congestion and delays with the construction of parallel roadways and additional access routes to NAS Alameda.*

- 4-5 Designate a system of collectors, arterials, and minor local streets as a basis for managing traffic to minimize intrusion in residential neighborhoods. (4.1.a)

*Neighborhoods like the Alameda NAS' Main Street Neighborhoods require special consideration in designating streets to ensure effective vehicular access while maintaining a family oriented residential neighborhood.*

- 4-6 Implement a grid pattern street system that smoothly transitions into larger Alameda's street system.

- 4-7 Encourage traffic within, to, and through NAS Alameda to use the system of major streets by providing traffic control measures to ensure smooth flow.

*Examples include provision of left-turn lanes, limiting left turns, and signal timing.*

- 4-8 Develop a program to restrict through-traffic on minor streets where it becomes a problem for residents.

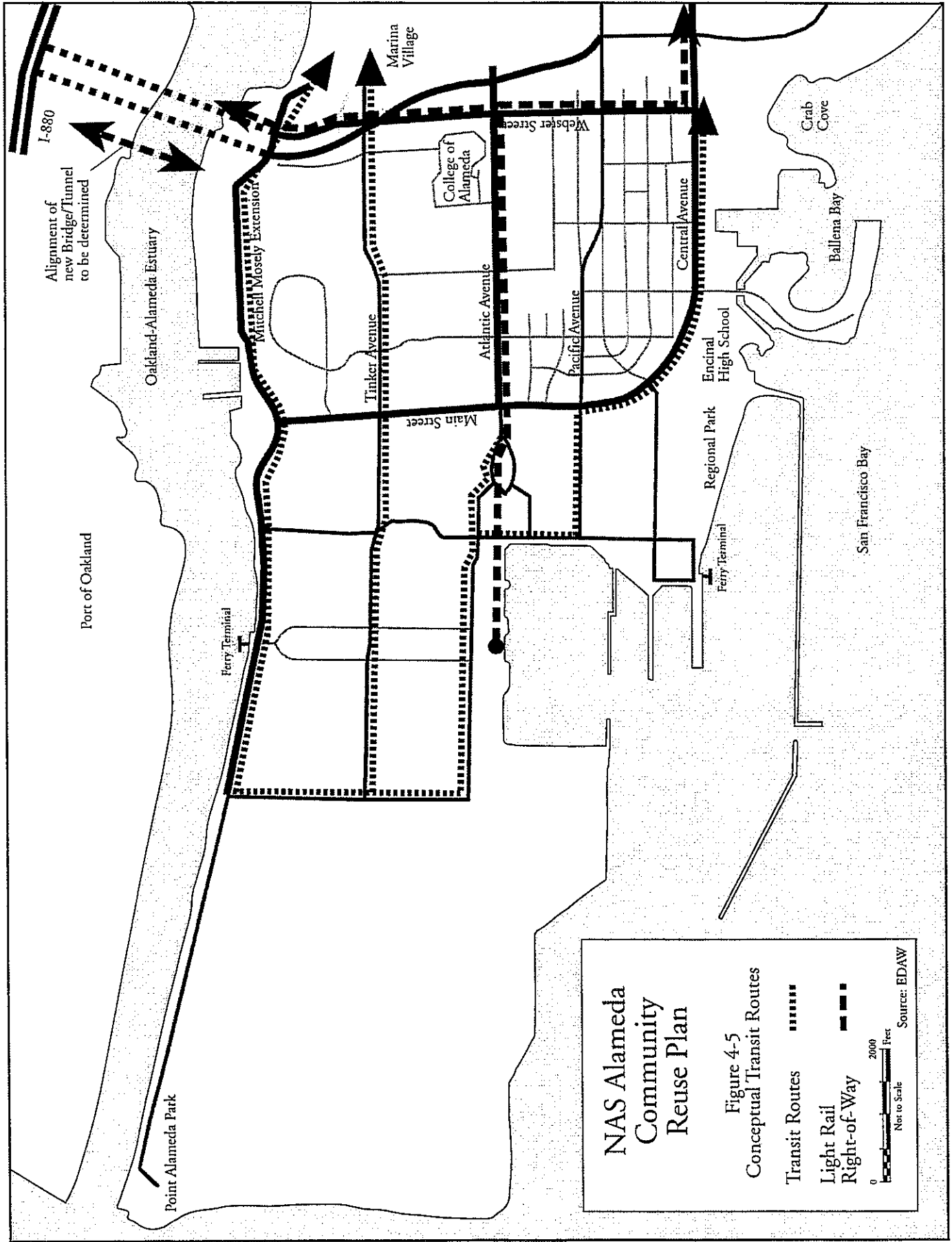
*Techniques for restricting through traffic include stop signs, speed limitations and physical alterations such as road narrowing and speed bumps.*

### **TRANSIT SYSTEM**

As NAS Alameda develops, demand for transit is projected to increase. The level of demand, however, depends on the type and intensity of new land uses at NAS Alameda. The planned employment centers and relatively high residential density would make improved service and more transit trips (higher mode split) feasible. Under the proposed phasing of the Community Reuse Plan, new and expanded service would be required on NAS Alameda.

A major constraint of the existing transit system is the limited accessibility of direct service from NAS Alameda to BART and other alternative transit modes. Currently, only one bus route (Route T) travels onto NAS Alameda. The limited availability of transit and the additional time that is required to walk to the bus stops located at the perimeter of the Base are the primary reasons for the existing low usage of public transit.

In addition, the Oakland and Alameda to San Francisco Ferry service is operating near capacity and can accommodate only minor increases in patronage with the community reuse of NAS Alameda. Any major increases in patronage may result in the need for additional ferry service to serve the island and NAS Alameda.



Alignment of new Bridge/Tunnel to be determined

I-880

Port of Oakland

Oakland-Alameda Estuary

Ferry Terminal

Mitchell Moseley Extension

Tinker Avenue

Main Street

Atlantic Avenue

Pacific Avenue

Webster Street

Central Avenue

Encinal High School

Regional Park

Ferry Terminal

San Francisco Bay

Crab Cove

Ballena Bay

# NAS Alameda Community Reuse Plan

Figure 4-5  
Conceptual Transit Routes

- Transit Routes
- Light Rail Right-of-Way



Source: EDAW

**Transit Systems Policies:**

- 4-9 De-emphasize the use of the single-occupant vehicle during peak periods by encouraging AC Transit to improve the coverage and frequency of transit service to NAS Alameda.

*Improved transit service would play the greatest role in decreasing the total number of vehicle trips generated by the Community Reuse Plan. Proposed new transit routes would stop at transit nodes located in each of the planning areas and would operate on schedules similar to existing AC Transit service for the island.*

- 4-10 Support ferry service as an effective commute alternative for people who live or work on NAS Alameda.

*Any major increases in patronage may result in the need for additional ferry service to serve the island and NAS Alameda. Improved ferry service is expected to relieve congestion and provide a viable alternative travel mode.*

- 4-11 Support the potential of direct service from NAS Alameda to BART and other technologies capable of expanding alternative transit use.

*Existing technology may include a light rail system to serve NAS Alameda and the rest of the island. Innovative technologies may include an aerial tramway, a floating bridge and waterway transportation.*

- 4-12 Strongly support the development of light rail transit on NAS Alameda that is integrated into the City of Alameda system that is proposed in the 1991 General Plan.

*Substantial residential development and new employment on NAS Alameda may make the possibility of light rail transit operation attractive. It should be noted, however, that the existing rail network is not a feasible alternative for the development of a light rail system.*

- 4-13 Support the development of transit centers on NAS Alameda that correspond with proposed activity centers located throughout the former NAS site.

*The proposed transit centers would also serve as multi-modal stations and would include bus shelters and bicycle lockers. Residents would be encouraged to walk to the transit centers. Multi-modal transit centers allow residents and employees to interchange between private and public transportation modes and could be designed with transit-oriented streets that favor mass transit over automobile traffic.*

- 4-14 Develop transit-oriented streets where feasible and especially in conjunction with major streets and activity centers. (4.3.d)

*A transit-oriented street favors buses over automobile traffic by means including signal priority, discouragement of through traffic, red zones prohibiting parking at bus stops, and curb modification to bring the bus stop to the transit lane rather than requiring buses to move in to the curb. Candidate transit streets include Atlantic Avenue, Main*



*Street, Tinker Avenue, and Pacific Avenue.*

- 4-15 Work with the Metropolitan Transportation Commission to secure needed subsidies for ferry service from federal and state highway or transit funds. (4.3.g)
- 4-16 Work toward integrating NAS Alameda with a Citywide shuttle service that incorporates BART, AC Transit, Dial-A-Ride, and shopper needs. (4.3.h)
- 4-17 Seek both technologies and service providers capable of expanding transit use in NAS Alameda.

*Technologies may range from light rail to electric vans or buses. Providers could be the City, AC Transit or other operators stimulated by new demand or subsidies.*

### **BICYCLE AND PEDESTRIAN SYSTEM**

With the transfer of NAS Alameda to civilian uses, bicyclists and pedestrians will need adequate facilities to efficiently circulate between the different land uses on NAS Alameda. Efforts to minimize automobile usage for internal circulation and external trips will be improved with adequate sidewalks, bike lanes, bicycle routes and pedestrian paths. Improvements to the existing roadway network on NAS Alameda with sidewalks, bike lanes, basic safety and design standards of the City will be met with the planned redevelopment.

#### **Bicycle and Pedestrian Systems Policies:**

- 4-18 Provide a system of sidewalks, crosswalks, and paths connecting residential and employment areas on the Base.

*Sidewalk and crosswalk improvements, including the provision of handicap-accessible ramps should be made when the street system on NAS Alameda is upgraded and expanded.*

- 4-19 Provide a system of pedestrian and bicycle paths, bicycle lanes and bicycle routes to encourage both commute and recreational bicycling.

*Bicycling and walking are expected to be important travel modes for NAS Alameda residents, employees and visitors. Ideally, residents would be able to walk or ride a bike to work, school or for shopping purposes.*

- 4-20 Ensure that automobile circulation improvements do not degrade the pedestrian environment. (4.4.a)

*Excessive widths, large medians, added turn lanes, wide driveways, and parking lots that do not include designated pedestrian paths create tension for walkers. Addition of medians, curb extensions to the edge of the travel lane at intersections, and similar amenities such as landscaping would improve pedestrian safety and enjoyment, and decrease the amount of time pedestrians must look out for cars. Comprehensive policies for pedestrian environment are found in Section 3.0, Urban Design Framework.*

- 4-21 Establish separated bicycle paths on Main Street, Atlantic Avenue, Tinker Avenue, and Mitchell Mosley.
- 4-22 Provide space for pedestrian, wheelchair, and bicycle crossing on both sides, if feasible, as part of any modification to construction of bridges providing access to and within the City of Alameda. (4.4.b)
- 4-23 Encourage transit systems located in NAS Alameda to provide bike transport for commuter and recreational cyclists. (4.5.c)
- 4-24 Consider providing public amenities for bicycle riders such as staging areas with bicycle lockers at transit connections. (4.5.d)
- 4-25 Require places of employment to provide ample, safe storage areas for bikes. (4.5.e)
- 4-26 Prepare a Bikeways Implementation Program for NAS Alameda that includes priorities and a schedule. (4.5.f)
- 4-27 Publish and distribute a map showing existing and proposed bikeways in NAS Alameda. (4.5.g)

#### **MOVEMENT OF GOODS**

The Community Reuse Plan contains a large amount of land designated for research & development and flexible light industrial land uses. It is likely that industrial users in these areas would create demand for freight shipments by truck and/or rail. Existing truck access to NAS Alameda consists of the major arterials of Webster St., Constitution Way, Atlantic Ave., Central Ave., and Main St. Most trucks utilize the Webster/Posey Tubes to avoid congestion and extensive travel times through the primarily residential city streets of Alameda.

The Alameda Belt Line Railroad, operated by the Southern Pacific Railroad, connects Alameda to the mainland via a lift bridge located adjacent to the Fruitvale Avenue Bridge. The Belt Line serves industrial customers along the Inner Harbor, running on-street along Clement St. and extending to the Belt Line Yards near Constitution Way and Atlantic Avenue. Historically, the tracks continued along Atlantic Ave. and onto NAS Alameda, serving the docks, heating plant, power plant, and other industrial and commercial areas. The railroad line was rerouted to avoid crossing Constitution Way and Webster St. via a loop through the FISC, along Main St., and onto NAS Alameda through the East Gate. The trackage leading onto NAS Alameda has been inactive since the early 1970s and in many cases has been removed or covered during resurfacing of streets or construction of pedestrian pathways. There are no railroad crossing protection devices or rail equipment at NAS Alameda.

#### **Movement of Goods Policies:**

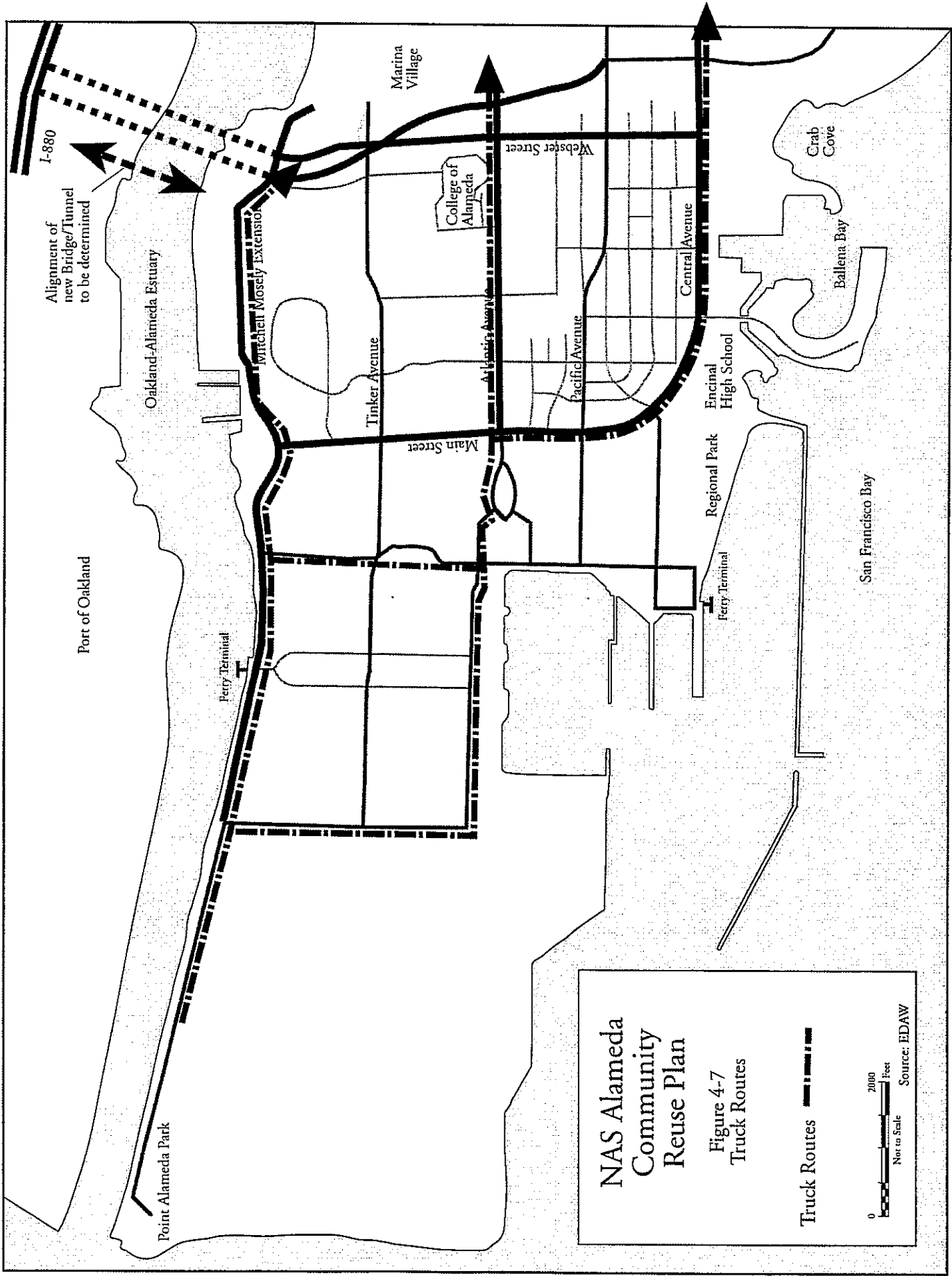
- 4-28 Develop truck routes and review possible requirements for operating time restrictions for truck traffic.

*Existing truck routes to NAS Alameda follow the major access routes.*

4-29

Develop rail improvements contingent upon market feasibility.

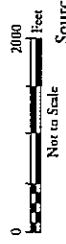
*The primary constraint to rail access to NAS Alameda is the poor condition of the Existing Belt Line trackage, tight horizontal curves and at-grade crossings that make access slow and inefficient. Development of plans for reuse of these facilities should be based on the market feasibility, economic need and benefit to industrial and commercial development at NAS Alameda.*



NAS Alameda  
Community  
Reuse Plan

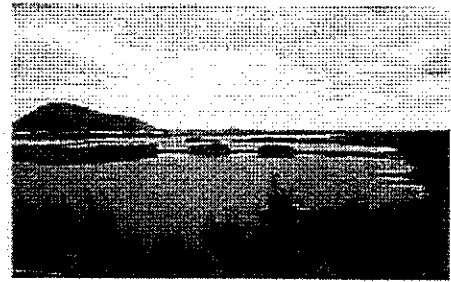
Figure 4-7  
Truck Routes

Truck Routes



Source: EDAW





## 5.0 OPEN SPACE AND CONSERVATION ELEMENT

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*Open space system should fulfill multiple purposes supporting community health, safety, recreation and preservation of wildlife, vegetation and natural resources.*

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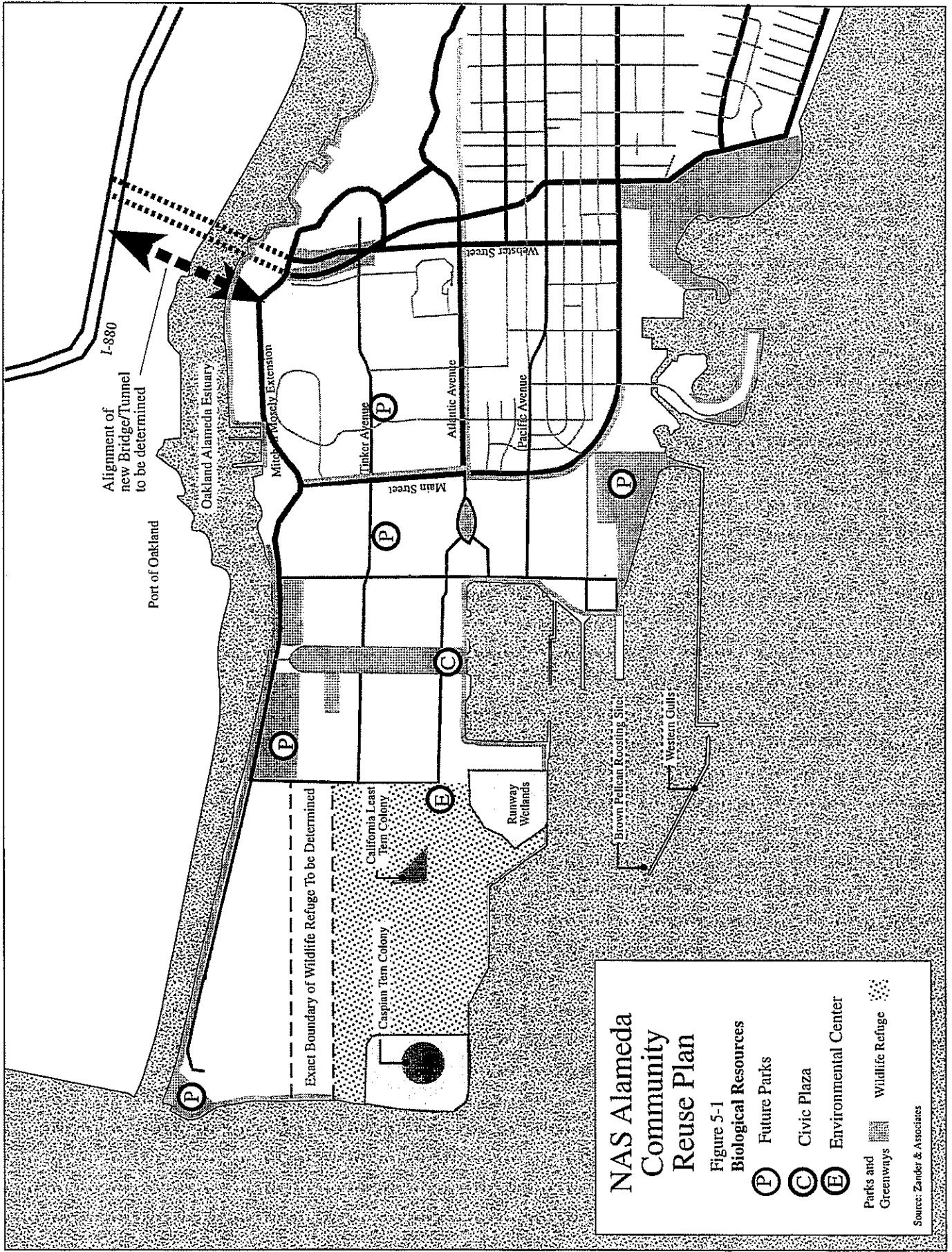
Alameda enjoys a variety of open space resources unique to its island location. The land, marshes, mudflats, tidelands, and Bay waters constitute an open space system that fulfills multiple purposes supporting community health, safety, recreation and preservation of wildlife, vegetation and natural resources. This section addresses such diverse resources as wildlife, water conservation, water quality, air quality and historic resources. Implementation of the policies set forth here will require, as with other elements of the plan, future actions on the part of the ARRA, the City, and other agencies.

### WILDLIFE AND VEGETATION

The existing vegetation and wildlife habitat at NAS Alameda consists of man-made upland areas such as mowed grassland and landscaped areas, the old landfill area, the waters of San Francisco Bay, permanent ponds and seasonal wetlands. Other features such as the breakwaters and piers provide habitat for nesting and roosting birds, herring spawning, and substrate for some marine organisms. A four-acre area amid the landing field runways provides a physically protected area for the largest known nesting colony north of Santa Barbara of the California Least Tern, a federally endangered species. Figure 5-1 shows biological resources.

Mowed grass areas adjacent to the landing field runways provide soil cover and prevent sand from blowing onto the runways. They also provide good foraging habitat for raptors. Landscaped areas are interspersed throughout the developed portions of the Base around the buildings, housing and parks. Mostly urban wildlife including blackbirds, sparrows, house finches and robins inhabit these landscaped areas.

The old landfill area occupies 56.5 acres in the southwest corner of the Base. The various land use activities that have occurred in this area over the years have resulted in an irregular topography, development of linear open water features, and establishment of brackish marsh vegetation in depressions formed on the surface. The marsh vegetation established in this area provides foraging habitat for a number of wildlife species and supports a nesting colony of Caspian terns.



# NAS Alameda Community Reuse Plan

Figure 5-1  
Biological Resources

- (P)** Future Parks
- (C)** Civic Plaza
- (E)** Environmental Center
- (P)** Parks and Greenways
- (Dotted Area)** Wildlife Refuge

Source: Zander & Associates

Two areas of wetlands have been identified on the land surface at NAS Alameda. These wetland areas occur on the old landfill site, and on the southern edge of the airstrip and west and landward of the Seaplane Lagoon.

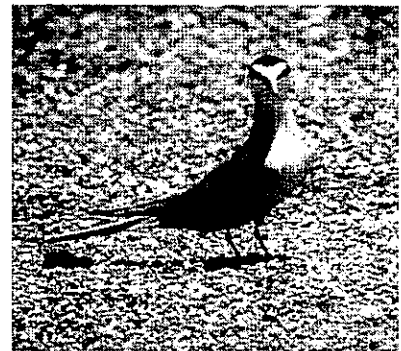
The fishery resources of the Bay water surrounding the Naval Air Station include anadromous fish, that migrate through the Bay during their lifecycle to spawn, native fish that spend their entire lives in the area, crab, shrimp and shellfish. Anadromous fish include striped bass, king salmon, sturgeon, steelhead trout, and threadfin shad. Bait and forage fish include sardines, anchovies, herring, and smelt. Other fish include sole, flounder, sharks, rays, croakers, and perch. Oysters live in almost all of the waters of the Central and South Bays, clams are present in coarse sand and gravel in the South Bay, and shrimp are found throughout the Bay.

The shallow Bay waters in the vicinity of the breakwaters of the NAS Alameda Inner Harbor provide important foraging habitat for the California Least Tern as well as herons and shorebirds. Eelgrass beds off the western shore of NAS Alameda are important for waterfowl and as a nursery area for young fish. These beds are known to support herring, smelt, anchovy.

The separated breakwater area located at the edge of the NAS Alameda Inner Harbor is an important roosting, nesting and feeding area for gulls and other water birds. The breakwater area is composed of the long breakwater that is connected to the shore and the breakwater island. The breakwater island is the only night roost for the California brown pelican in the Bay. This area also contains the largest western gull nesting colony in the greater Bay Area and provides a haul-out site for the harbor seal.

#### **State- and Federally-Listed Species**

*California Least Tern:* The California Least Tern (*Sterna antillarum browni*) is a federally- and state-listed endangered species with limited distribution along the coast from San Francisco to Baja. NAS Alameda supports the primary California Least Tern colony north of Santa Barbara with about 130 pairs. The colony is located in a four-acre fenced area within the airfield runways. This area has been provided with good substrate consisting of shells, pebbles, and rocks for nesting; it is near the productive foraging waters of the Inner Harbor, and the open expanse of the



runways adjacent to this area provide protection from predators. Active management and monitoring of the colony by the Navy has contributed greatly to its success and will need to continue in order to maintain the colony. According to a study commissioned by the Navy (1995), continued predator control is critical to the success of the colony. Nesting season from mid-April through mid-August is an especially vulnerable period.



*California Brown Pelican:* The California brown pelican (*Pelecanus occidentalis californicus*) is a federally- and state-listed endangered species that maintains a large roosting colony along the Island Breakwater at NAS Alameda. This area is also the only known night roost for the brown pelican in the region. The brown pelican roosts to rest, maintain its body temperature and as a social function. It requires a dry location for roosting that is near food and is buffered from predators and humans. The Island Breakwater provides suitable roosting habitat because it is isolated from land access and boat traffic has been restricted in the vicinity to prevent disturbance of the colony.

*American Peregrine Falcon:* The peregrine falcon (*Falco peregrinus anatum*) is a federally- and state-listed endangered species. It intermittently uses NAS Alameda to forage for primarily avian prey, and nests offsite at the Bay Bridge.

#### **Other Special Status Species**

There are additional special status species utilizing the wetland portions of NAS Alameda. Although the Caspian tern has no special status designation, it is a migratory bird protected under the Migratory Bird Treaty Act (1985). The wetlands in the west landfill support the largest nesting colony of Caspian terns in California (1,020 pairs in 1993). This colony is viewed as a valuable resource by CDFG. The northern harrier and the burrowing owl, both California Species of Special Concern, are known to use habitats at NAS Alameda. The northern harrier has been observed foraging in the mowed grasslands and wetlands near the southwestern portion of the Base and nesting in the old landfill area (Feeney pers. comm. 1994). The burrowing owl has been observed foraging in the grassland areas of the runways. This species nests in abandoned ground squirrel burrows and may nest in the grassland areas of the runways or in the landfill area.

The western snowy plover, a California Species of Special Concern and a federally listed threatened species has been observed historically nesting within the California Least tern colony (Feeney, pers. comm. 1994). This species is typically found along beaches above the high tide limit or on the shores of salt ponds and alkali or brackish inland lakes.

#### **Wetlands**

A preliminary wetland delineation on NAS Alameda was prepared for the Navy in October 1993. This study found permanent and seasonal wetlands in two areas; in the vicinity of the old landfill or West Beach Landfill, and west of the Seaplane Lagoon in an area referred to as the "Runway Wetland." A more recent investigation conducted by the Navy (1994) found no wetland areas other than those identified in 1993 that would meet criteria as a wetland subject to Corps of Engineers jurisdiction.

#### **Wildlife & Vegetation Policies:**

- 5-1 Support the establishment of a National Wildlife Refuge at NAS Alameda that encompasses the four-acre California Least Tern colony, West Beach Landfill Wetland, Runway Wetland, Island Breakwater and the waters between the southern shore of the runway area and the breakwater.

*Including these areas at NAS Alameda into a Wildlife Refuge managed by the U.S. Fish and Wildlife Service will protect the special status species inhabiting the sites.*

- 5-2 Work with the U.S. Fish and Wildlife Service in developing a management plan for the refuge that addresses issues such as predator control, habitat improvements and maintenance, public access (including trails, wildlife observation, etc.) and barriers for protection and management of the refuge. The plan should also address management activities on lands immediately adjacent to the refuge.
- 5-3 Establish mechanisms within the Wildlife Refuge Management Plan that allow for the reversion of portions of the refuge area to the ARRA in the event that the refuge is no longer needed for endangered species habitat protection. The wetland areas, island breakwater, shore feeding areas, and other runway areas will be preserved as open space. Other runway uses may be allowed with greater intensity of human use for recreation or other purposes subject to USFWS determination that there will be no interference with endangered species.
- 5-4 Encourage funding and implementation of the Wildlife Refuge Management Plan by the U.S. Fish and Wildlife Service.
- 5-5 Develop as part of the Wildlife Refuge Management Plan a system of trails, public access, education facilities and programs, similar to other conservation areas such as the Elsie D. Roemer Bird Sanctuary in the City of Alameda.
- 5-6 Establish development standards for lands adjacent to the wildlife refuge in consultation with the U.S. Fish and Wildlife Service. Standards should include, but not be limited to, building heights and design, appropriate uses adjacent to the refuge, landscaping, predator management, lighting, etc.
- 5-7 Maintain grassland foraging areas for raptors in the areas beyond the Least Tern nesting site.

*Grasslands provide foraging for raptors such as kestrel, red-tailed hawk, and peregrine falcon—natural predators of the California Least tern. Maintaining grassland foraging areas for these species away from the Least tern colony will help to protect the colony from predators. Areas within the wetlands and recreation uses in the runway can provide the needed foraging areas.*

- 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 and land use allowances associated with the wildlife refuge.

*Please also refer to the discussion of the wildlife refuge in the Land Use Element (chapter 2 of this document).*

- 5-9 Development in all areas adjoining the wildlife refuge must adhere to the Wildlife Refuge Management Plan's guidelines regarding pets, predator control and landscaping.
- 5-10 Establish continued ship access for the deep water channel to the NAS piers and

seaplane lagoon through the southern bay waters of the refuge through agreements with the U.S. Fish and Wildlife Service.

- 5-11 Work with the U.S. Fish and Wildlife Service, and the U.S. Department of Agriculture, Animal Damage Control to develop informational materials and an educational program for occupants at NAS Alameda and Alameda County describing the importance of animal control for protection of the Least Tern colony.

- 5-12 Develop programs for controlling feral cat populations throughout NAS Alameda.

- 5-13 Maintain the breakwater gap and isolation of the Island Breakwater.

*The Island Breakwater is the only night roost for the California brown pelican in the San Francisco Bay; it contains the largest western gull nesting colony in the greater Bay Area, and provides a haul-out site for the harbor seal. The isolation of this island deters human access and reduces disturbance of the wildlife.*

- 5-14 Protect open space/habitat areas, including sensitive submerged tidelands areas (mudflats) and eelgrass beds, from intrusions by motorized recreational craft, including jet skis and hovercraft (5.1.b). At NAS Alameda, this applies primarily to the shallow bay waters south of the runway areas and around the Island Breakwater. These areas are outside the deep water channel reserved for boats.

*The shallow waters south of the runway area at NAS Alameda provide important foraging habitat for the California Least tern and other wildlife inhabiting the area. These waters are particularly important for the Least tern because there is not much foraging habitat for the species in the Oakland Estuary. California brown pelicans are flushed from their roosting site on the Island Breakwater when boats approach too close.*

- 5-15 Work with local recreation groups to disseminate information regarding the sensitivity of open space/habitat areas to intrusions by motorized craft (5.1.l).

*Encourage the Fish and Wildlife Service to maintain buoys 200 feet around these areas.*

- 5-16 Post and maintain signs and buoys warning boaters and users of motorized craft that they are approaching a wildlife area (5.1.m).

*Encourage the Fish and Wildlife Service to maintain patrols of the perimeters of the area.*

- 5-17 Prohibit filling of water-related habitat except in those limited cases in which a strong public need clearly outweighs the habitat preservation need, and where approval is granted by the appropriate agencies (5.1.c).

## **WATER QUALITY**

San Francisco Bay water quality varies with site's proximity and exposure to point and non-point sources of pollution. Despite the lack of a coordinated system of measurement, it is known that since the 1950s water quality in the Bay has improved markedly, due in large part to the upgrading of municipal sewage treatment facilities.

Groundwater is encountered at shallow depths throughout the Base and is in direct hydraulic communication with the marine salt waters. Thus, groundwater quality is adversely affected by mixing of saline and fresh water. In addition, the historic industrial land use at NAS Alameda has resulted in numerous occurrences of discharge of hazardous materials to the surface and subsurface. In some instances, these releases have resulted in contamination of groundwater and runoff from the site. Residual contamination in the soil presents a potential for continued release of contaminants to surface and subsurface waters.

Numerous water supply wells are located on the island of Alameda, including wells within NAS Alameda. These wells generally supply water for irrigation, and, to a lesser extent, for industrial uses. Most of the wells draw water from the ground. An evaluation of groundwater resources of the East Bay Plain Area by the Alameda County Flood Control and Water Conservation District (ACFCWCD, 1988) concluded that although wells within shallow aquifers in the area, including the Merritt sands, produce enough water for domestic use, the water from such wells should only be used for non-potable uses. These groundwater resources should not be considered as a source of drinking water because of susceptibility to contamination from sewer systems, street runoff, and other contaminant sources. The Oakland Alameda Estuary has been preliminarily identified as a "toxic hot spot" by the Regional Water Quality Control Board (RWQCB) under the Bay Protection and Toxic Cleanup Program on the basis of significant contaminants detected in the water and sediments of the Harbor (State Water Resources Control Board, 1993). Thus, groundwater will not be considered a resource for domestic or potable uses.

### **Water Quality Management & Permits**

The responsibility and jurisdiction for management of water resources at and adjacent to NAS Alameda is currently shared by several federal, state, regional, and local regulatory agencies. The Federal Environmental Protection Agency has delegated primary water quality control and enforcement authority under the Federal Clean Water Act (CWA) to the State Water Resources Control Board (SWRCB). This authority is implemented in the area including NAS Alameda by the San Francisco Bay Region Regional Water Quality Control Board (RWQCB). The SWRCB and RWQCB jurisdiction is extended to implement the National Pollutant Discharge Elimination System (NPDES) permitting requirements for discharges from point (e.g., wastewater industrial facilities) and non-point (e.g., runoff from agricultural and urban lands) sources of potential water quality threats.

NAS Alameda currently complies with the Statewide General Permit for

Industrial Storm Water Discharges through a Notice of Intent which covers the entire Base as a single industrial site. This permit will be transferred to the Alameda Public Works Department. In the future, the site will be monitored under the City of Alameda's Storm Water Management and Discharge Control Program. This may include the expansion of the City's stormwater monitoring.

In addition to the General Permit for Municipal Storm Water Discharges, specific industrial operations will be required to meet the requirements of the Statewide General Permit for Storm Water Discharges Associated with Industrial Activities. These requirements require implementation of best management practices for control of runoff and reduction of pollutant loads in runoff from industrial operation areas.

**Water Quality Policies:**

- 5-18 Integrate the former NAS site into the City of Alameda's Storm Water Management and Discharge Control Program.

*The City has adopted the Storm Water Management and Discharge Control Program (SWMDCP) Ordinance which commits the City to performance requirements set forth by NPDES Permit issued by the RWQCB.*

- 5-19 Require all proposed reuse activity at NAS Alameda to be in compliance with the Regional Water Quality Control Board stormwater recommendations.

*Direct discharge of storm water to the Bay and Harbor do not currently receive treatment which would reduce the pollutant load. The pollutant loads could be reduced through implementation of "best management practice" for the control of runoff quality. This could include the incorporation of environmental mitigation systems such as storm water runoff ponds and environmental filtration. The RWQCB has published guidelines under which new construction and redevelopment at NAS Alameda would be required to meet relatively rigorous planning, structural, and operational storm water management practices.*

- 5-20 Require that projects adjacent to, surrounding, or containing the eastern wetlands be subject to a site-specific analysis which will determine the appropriate size and configuration of the buffer zone between development and wetlands. (5.1p)

- 5-21 Continue to participate in the Alameda County Non-Point Source Task Force. (5.1r)

- 5-22 Participate in the Non-Point Source Control Program. (5.1s)

- 5-23 Implement City standards in addition to those adopted by the County, to deal with non-point source water pollution problems such as sheet flow storm runoff and sedimentation affecting sensitive water habitats. (5.1t)

- 5-24 Participate in the County Hazardous Waste program and/or consider establishment of hazardous waste and/or oil disposal or transfer sites. (5.1u)

- 5-25 Participate in the identification of agencies responsible for the cleanup of toxic materials within the Oakland Estuary and support them in their efforts. (5.1v)

- 5-26 Require new marinas to provide easily accessible waste disposal facilities for sewage and bilge and engine oil residues. (5.1w)
- 5-27 Prevent migration of runoff off-site or into wetlands areas and water-related habitat by requiring that proposed projects include design features ensuring detention of sediment and contaminants. (5.1x)

### **WATER CONSERVATION**

Water scarcity has become a fact of life in California. Water conservation principles must be built into all future development. In addition to conservation measures appropriate for individual buildings and households, such as the use of low-flow showerheads, aerating faucets and smaller capacity toilets and urinals, the East Bay Municipal Utility District (EBMUD) recommends that existing and new landscaping design incorporate EBMUD's water-conserving Landscape Requirements. The City of Alameda has adopted municipal code provisions on Water Conservation specifying landscape design and practices.

#### **Water Conservation Policies:**

- 5-28 Continue to support EBMUD in its efforts to promote and implement water conservation measures. (5.1h)
- 5-29 Encourage the use of drought-resistant landscaping. (5.1i)
- 5-30 Explore the possibility of using reclaimed wastewater from EBMUD to irrigate the golf course planned in the Northwest Territories at buildout.
- 5-31 Require that reuse development and construction complies with EBMUD's water conserving landscape requirements.
- 5-32 Require that all new development at NAS Alameda comply with City of Alameda's Water Conservation Municipal Code Provisions.
- 5-33 Review proposed development projects for both water and energy efficiency, and integrate plans for the use of reclaimed wastewater for landscaping as a condition of approval. (5.1aa)

### **URBAN HABITAT**

"Urban Habitat" refers to those areas of the City which provide a land-based living and feeding environment for birds and mammals. This might include Alameda's parks, street trees, parkway and median-strip landscaping, yard trees, golf courses, and vacant lots. With its park trees and yard trees, the City is set within and framed by an urban forest. The leafy green canopy provides food and shelter for many creatures, and contributes towards a verdant community. Lower-growing shrubs and grasses — both those planted intentionally, and accidental introductions — also provide habitat.

NAS Alameda's urban habitat is characterized by extensive lawns and dispersed

trees especially within the Civic Core and residential areas. With redevelopment of the Naval Air Station it is envisioned that an urban habitat will be retained and an extensive urban habitat system similar to the existing City system will develop.

**Urban Habitat Policies:**

- 5-34 Incorporate into reuse development activities provisions for creating a similar level of intense landscaping and foliage throughout the former NAS site, with an emphasis in residential areas, transit nodes, and activity centers.
- 5-35 Inventory the trees at the former NAS site and incorporate NAS Alameda into the City of Alameda Street Tree Management Plan as the guiding reference when considering action that would affect the trees contained in the urban forest. (5.1j)
- 5-36 Pursue an aggressive tree planting program at the former NAS site to bring the Base up to par with Alameda-wide forestation levels/standards.
- 5-37 Limit the height and type of trees in areas adjacent to the Wildlife Refuge.

*Tree proximity and size have been restricted in the past as part of the management program for the Least Tern colony. Tall trees provide roosting sites for raptors and other air base predators. Some restrictions on trees in adjacent areas are expected to be incorporated into the Wildlife Refuge Management Plan.*

**OPEN SPACE FOR THE MANAGED REPRODUCTION OF RESOURCES**

This section of the open space element is required to address the commercial value and use of open space lands. The NAS Alameda Community Reuse Plan, in compliance with the General Plan, does not designate any land as open space for the managed production of resources, but does recognize the function of Bay waters and Bay vegetation as fish nurseries, some of which may be of value to commercial fishing production.

**Managed Reproduction of Resources Policies:**

- 5-38 Protect and preserve Bay waters and vegetation as nurseries and spawning grounds for fish and other aquatic species, both as a part of habitat preservation and to encourage continued use of the Bay for commercial fishing production.

*Implementing policies ensuring protection and preservation of Bay waters and vegetation may be found in the Wildlife and Vegetation section of this Chapter.*

- 5-39 Explore interest in public and privately owned sites available for community gardens at the former NAS site.

**OPEN SPACE FOR OUTDOOR RECREATION**

The reuse of NAS Alameda provides significant opportunity for maintaining and expanding the City's inventory of parks and recreation facilities. Text and policies reviewing the proposed open space for outdoor recreation at buildout are found in Chapter 6.0, Parks and Recreation, Shoreline Access and Development, Schools and Cultural Facilities Element.

## **OPEN SPACE FOR PUBLIC HEALTH AND SAFETY**

The proximity of Metropolitan Oakland International Airport requires the establishment of safety zones for landing aircraft. Policies specifying the preservation of unbuilt areas within flood plains subject to the 100-year flood are listed in the Health & Safety Element, within Chapter 7.

## **CLIMATE AND AIR QUALITY**

The constant flow of relatively clean air through the Golden Gate results in good air quality compared with other parts of the Bay Area. There is no air quality measurement instrumentation in Alameda, however, and the closest sampling stations are in Oakland and San Leandro. Both stations measure ozone and Oakland measures carbon monoxide levels. Their measurements indicate few days exceeding state or federal air quality standards in recent years.

In a 1991 study by the Bay Area Air Pollution Control District, the Oakland Airport was judged to possess marginal pollution potential for the vicinity, and Naval Air Station activity was anticipated to lead to occasional episodes of increased pollutant levels. The closure and reuse of NAS Alameda removes former impacts of NAS airport activity on air quality while replacing them with reuse impacts. Analysis of the buildout traffic projections of this reuse land use plan indicates an increase of up to 37 percent additional total trips in the peak periods, leading to additional air quality pollution due to total vehicle emissions and greater congestion. Factors determining air quality will include future tenants, type and scope of industries, residential influx schedule, and success in creating a transit-oriented community at buildout.

### **Air Quality Permits**

The existing activities at NAS Alameda require permitting for the emissions caused by industrial base activities. Reuse activities at NAS Alameda may require local air pollution control or air quality management district permits. Other mitigation of emissions may be required to implement reuse plans. These permits are one of the major opportunities available in the reuse process. The permits may be available for transfer to reuse tenants or available to the ARRA as a revenue source through local Air District emissions banking programs.

Air quality at NAS Alameda is regulated by permits that are issued for existing operating equipment. The primary agency for the enforcement of air quality regulations governing Alameda County is the Bay Area Air Quality Management District (BAAQMD). Air quality permits are required by state law for the following:

- new equipment that may cause air pollution,
- before modifying existing equipment that may cause air pollution,
- when a business changes ownership, or
- when equipment is transferred from one location to another.

Currently, the Navy has 243 permitted sources and 262 exempt sources, for a total of 505 sources. All required operating permits for NAS Alameda operations



are on file with the Navy and the ARRA. Compliance is demonstrated by a Yearly Emission Inventory that tracks the potential hazardous sources of air pollutants at NAS Alameda.

The air quality program compliance activities will continue at NAS Alameda as long as the Permits to Operate for the current sources are not canceled or surrendered. To date, there are no plans to cancel any of those permits. Therefore, the maintenance of the current permits will continue until a decision of ownership is reached.

The Federal Clean Air Act general conformity rule exempts certain federal actions from some air quality requirements. If a base closure involves only sale of property, and the military is no longer maintaining authority over the Base, a conformity determination is not required. However, if the military leases the Base and sets conditions regarding the future use of the Base, then a conformity determination is required.

A detailed inventory of the emission sources on the Base was completed in January 1996. The intent is to prepare the more detailed basic information necessary to comply with Title 5 of the Federal Clean Air Act, and to form the basis for application to the Air District for permits in accordance with Title 5.

#### **Air District Policy Related to Military Base Closures**

The BAAQMD adopted a regulation in July 1994 that addresses military base closures. It requires that the District establish a banking account for each military facility or base subject to termination of military operations. The Air Pollution Control Officer (APCO) will bank the emission reduction credits for each military facility or base. The designated local reuse authority is entitled to the use of the banked emission reduction credits for projects within the jurisdiction of the local reuse authority.

#### **Air Quality Policies:**

- 5-40 For all new uses for the former NAS site, strive to meet all federal and state standards for ambient air quality. (5.5.a)

In reviewing reuse proposals for the former NAS site, require compliance with all federal and state standards for ambient air quality and emissions.

- 5-41 Support continued monitoring efforts by the Bay Area Air Quality Management District. (5.5.b)

- 5-42 Encourage use of public transit for all types of trips. (5.5.c)

Buildout plans for NAS Alameda are organized around primary themes that promote 1) De-emphasis of the automobile 2) Transit-Oriented Character and 3) Sustainable Development and Design. Implementation of these themes will result in a cleaner air environment for NAS Alameda and the Island of Alameda as a whole.

- 5-43 Encourage development and implementation of Transportation System

Management (TSM) Programs as described in the City of Alameda General Plan. (5.5.d)

Transportation System Management legislation was modified in 1995 so that employer trip reduction programs are no longer mandatory.

- 5-44 Minimize commuting by balancing jobs and nearby housing opportunities. Buildout of NAS Alameda will emphasize job creation minimizing out-commuting, and thereby reducing congestion and improving air quality.

### **HISTORIC RESOURCES**

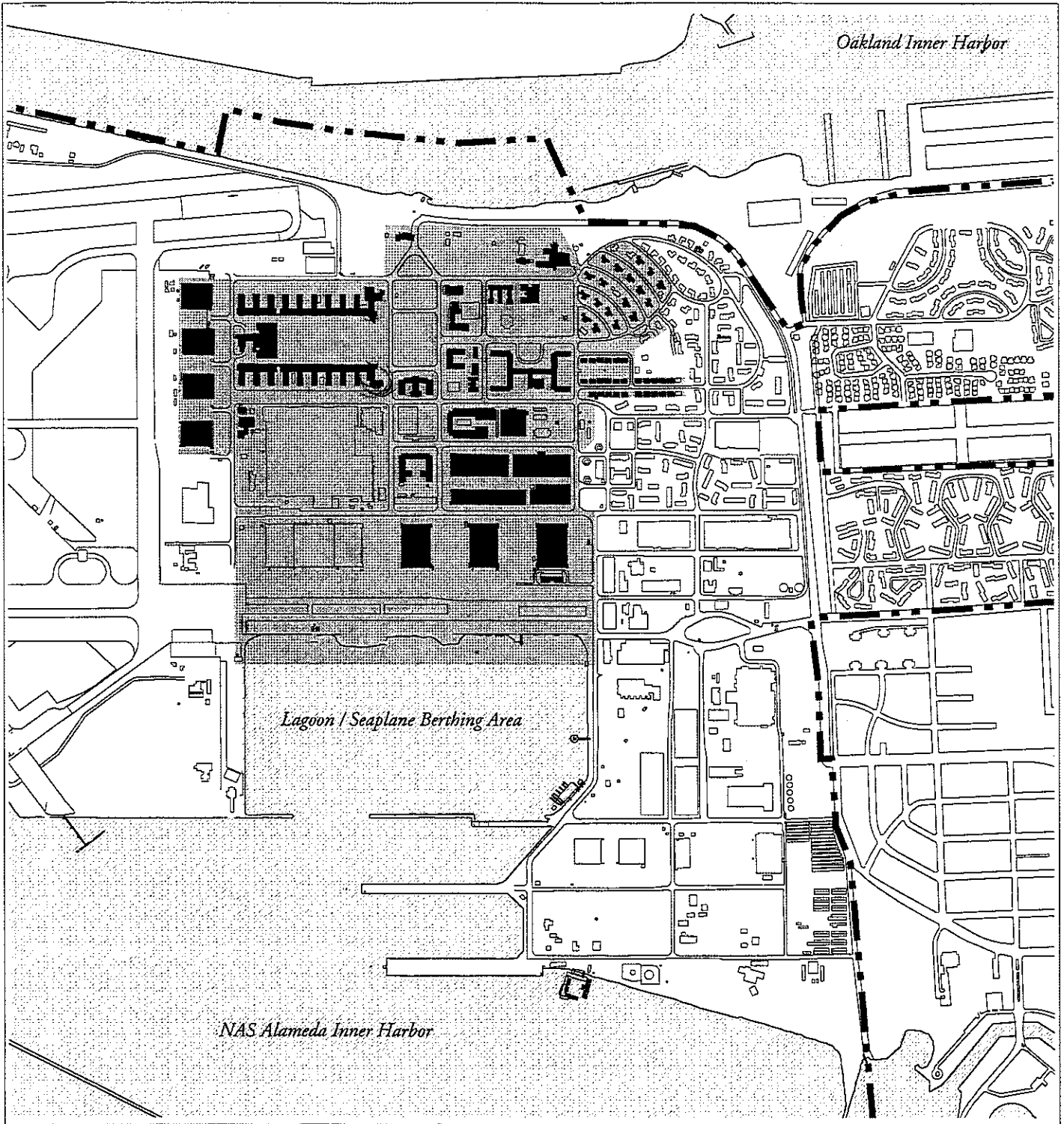
None of the buildings at the NAS Alameda are individually eligible for listing on the National Register of Historic Places. However, 38 buildings in the central core and an additional 47 buildings in the officer housing precinct contribute to an identified historic district eligible for listing. The historic district is shown in Figure 5-2. The integrity of the district is high with few non-contributing structures in contrast to the rest of the Base, which has changed considerably since World War II. Buildings contributing to the historic district were designed in a simplified version of the early Modern style, which featured cubistic forms and minimal detail to accentuate the forms.

Conveyance of NAS Alameda from the Navy to the City will require many of the contributing buildings to be upgraded to meet life/safety standards and seismic hazards in order to permit existing uses to continue or new uses to be established. As part of rehabilitation, these buildings will be modified to bring them up to safe levels of occupancy consistent with current building codes. Development of NAS Alameda to modern standards may also require demolition of certain contributing buildings and adding newer facilities.

Most actions for historic buildings, including interim leasing and rehabilitation, will initiate a review process to comply with Section 106 of the National Historic Preservation Act (NHPA). The compliance review process is designed to ensure that historic properties are considered during project planning and execution. The review process is administered by the Advisory Council on Historic Preservation (ACHP) in coordination with the State Historic Preservation Officer (SHPO). This process involves identification and evaluation of historic properties, assessment of effects, and consultation and agreement on ways to avoid, minimize or mitigate adverse effects.

The Navy will coordinate historic review with the environmental review process. It will prepare an Environmental Impact Statement and Environmental Impact Report on the Reuse Plan prior to closure. Historical review responsibility may be delegated to the City. While the NHPA provides various opportunities for local government participation in historic review, no city in California has yet been authorized to assume the State's responsibilities for historic review under Section 106.

Section 106 review typically involves submitting reports to SHPO for each





-  Historic District
-  Buildings Contributing to the Historic District



Figure 5-2  
Historic District

proposed lease or construction project, which requires from two weeks to several months for review for each structure. Therefore, providing a mechanism for timely and expedient reviews to ensure that buildings are not left vacant, yet are managed in compliance with all applicable historic regulations, is a major reuse planning concern. The ultimate approach to historical review taken by the City must be carefully reviewed with regard to processing time, staff expertise required, and administrative costs. These costs may be born by the development applicant as part of a processing fee.

To preserve the historic sense-of-place of the district, uses will need to be encouraged that would, to the extent feasible, minimize impacts on the architectural integrity of the district. Every reasonable effort must be made to incorporate compatible adaptive uses or uses for which the buildings were originally designed. However, given current market conditions, utility constraints and environmental contamination, adaptive reuse of certain buildings in the historic district may be impractical.

Impacts related to rehabilitation of historic buildings must be addressed when proposals are submitted and tenants are selected. In addition, methods will need to be identified to eliminate hazardous materials (such as asbestos and lead paint), secure and protect vacant buildings, provide for fire detection and suppression, and correct deficiencies in access for people with disabilities with minimal impacts on the buildings if economically feasible.

**Historic Resources Policies:**

- 5-45 Provide a mechanism for timely and expedient reviews to ensure that contributing buildings in the historic district are not left vacant, yet are managed in compliance with all applicable regulations.

The ultimate approach to historical review and preservation taken by the City must be carefully reviewed with regard to processing time, staff expertise required, and administrative costs.

- 5-46 Preserve the historic sense-of-place of the historic district by preserving the historic pattern of streets and open spaces in the area.

- 5-47 Minimize impacts on the architectural integrity of individual contributing buildings and structures.

Every reasonable effort must be made to incorporate compatible adaptive uses or uses for which the buildings were originally designed. Impacts related to rehabilitation of historic buildings must be addressed when proposals are submitted and tenants are selected. In addition, methods will need to be identified to eliminate hazardous materials (such as asbestos and lead paint), secure and protect vacant buildings, provide for fire detection and suppression, and correct deficiencies in access for people with disabilities with minimal impact on the buildings if economically feasible.

- 5-48 The ARRA, with the assistance and advice of the Navy/National Park Service, should prepare a historic plan for the NAS Alameda historic district.
- 5-49 Provide design guidelines and specifications for new construction within and adjacent to the historic district that will ensure compatibility of new construction with the character of the historic district.
- 5-50 Provide design guidelines and specifications for maintaining the character-defining elements of the district.
- 5-51 Define a procedure to be employed by the City to ensure historic preservation considerations are balanced with those of the community in deciding issues that may alter the character of the buildings and structures because of their contribution to the historic district.



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

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*The closure of NAS Alameda presents an opportunity to create shoreline access, parks, cultural and other public facilities for the entire community.*

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This element establishes policies for parks and public facilities that deserve special attention in planning for reuse at NAS Alameda. Parks are especially valued in Alameda because existing acreage is small relative to population, and opportunities for expansion of the park system are few. Improved shoreline access has accompanied recent developments, and the closure of NAS Alameda presents opportunities to create additional open space for parks and recreation. Redevelopment opportunities at NAS Alameda must accommodate the needs for additional school facilities associated with new housing development. In addition, reuse of the Base provides an opportunity to plan for new cultural facilities for the City and the region.

### PARKS AND RECREATION

Five categories of park and recreational open space exist in Alameda:

**Neighborhood Parks** are mainly for the use of elementary school-age children of each residential neighborhood, but also provide landscaped settings for picnicking or passive use by all ages, and greenery in a dense city. The City's dozen existing neighborhood parks range from 1 to 5 acres.

**Community Parks** are larger parks that provide adult facilities such as lighted baseball diamonds and tennis courts, but also function as neighborhood parks. The four community parks range from 6 to 15 acres.

**Community Open Space** consists of special purpose facilities such as the Model Airplane Field (1 acre) and the Shoreline Park on Bay Farm Island (22 acres).

**Greenways** are landscaped linear open spaces with paths for walking, jogging, and cycling. On Bay Farm Island the greenways are owned and maintained by homeowners' associations — an example of private open space. The General Plan proposes a City-owned greenway on the Main Island.

**Region Serving Park and Recreation Facilities** draw users regionwide because of the extent or unique nature of the facilities or open space. Crown Memorial Beach and the Alameda Municipal Golf Courses are examples of region serving facilities.

Recreation facilities include meeting and conference facilities, club houses, educational centers, and recreational buildings such as pools, recreation halls, gyms, and incidental storage and maintenance facilities.

California cities typically strive to meet standards calling for 3 to 6 or more acres of neighborhood or community park space per 1,000 residents. This range has been beyond the reach for the City of Alameda for some time due to its historical development patterns and lack of developable land. Counting school open space there is approximately 2.0 acres of community and neighborhood park space per 1,000 residents in 1990 (excluding the population of NAS group quarters). Approximately 95 percent of Alameda's children live within 3/8 mile of a park, the maximum radius for effective service as indicated in the City's General Plan and studies in other cities.

The reuse of NAS Alameda presents many opportunities to augment parkland and open space in the City of Alameda. Parks and open space specified in the Community Reuse Plan Land Use Element (Chapter 2 of this document) are summarized in Table 6-1.

**Table 6-1**  
**Proposed Parks and Open Space**

Facility	Type	Acres
Main Street Neighborhood parks	Neighborhood Park	1-3
Shoreline Park	Community Open Space	16
Point Alameda Park	Region Serving Facility	11
Greenways (Rail R.O.W. along Main & Atlantic)	Greenway	15
Inner Harbor EBRPD	Community Park/Region Serving	36-49
Historic BEQ Parade Ground	Community Open Space	7
Civic Core Promenade	Community Open Space	36
Campus Related Recreation	Community Park	42
Wildlife Refuge & Wetlands	Region Serving Facility	390-525
Golf Course/Developed Recreation	Region Serving Facility	TBD
	<b>Total Acres</b>	<b>Approx. 840</b>

Source: EDAW, Inc.

TBD = To Be Determined

Park standards outlined in the General Plan would require 18 to 40+ acres of open space in the form of neighborhood and community parks to serve the

population projected by the land use plan for NAS Alameda. (see Table 2-1 in the Land Use Element). Development of the parks and open space identified (Table 6-1) would result in over 840 acres of total open space and close to 100 acres of community serving facilities. The Inner Harbor regional park, the Civic open space promenade, and campus open space would all be available as community parks and open space.

In addition to providing adequate park acreage it is important to have neighborhood and community parks within close proximity for use by the resident population. The 1990 General Plan outlines a goal providing parks within 1/4 to 3/8 mile (1,300 to 2,000 feet) of all residential development. The neighborhood parks indicated in the Main Street residential neighborhoods and Miller School open space would assure that all residents have access to park facilities within easy walking distance.

The proposed open space and park uses for each of the areas shown on Table 6-1 and Figure 6-1 is briefly described below:

#### **Main Street Neighborhood Parks**

Two small neighborhood parks are identified as part of the residential redevelopment in the Main Street Neighborhoods. These parks could be located adjacent to Tinker Avenue as part of a neighborhood center or part of other mixed-use developments. These 1-3 acre parks will serve the residents of this residential mixed-use neighborhood. Their proximity to schools (Miller, Woodstock, 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, to play and to grow.

#### **Shoreline Park**

This greenway consists of 16 acres along the northern and western edge of the Northwestern Territory on the shore of the Oakland Alameda Estuary. The 100 foot wide linear shoreline park will contain a Bay trail that will run the length of the Estuary. This park will provide views to the Port of Oakland, Oakland Hills and San Francisco, and provide public shoreline access. The East Bay Regional Park District will manage the Bay Trail as a region-serving shore access.

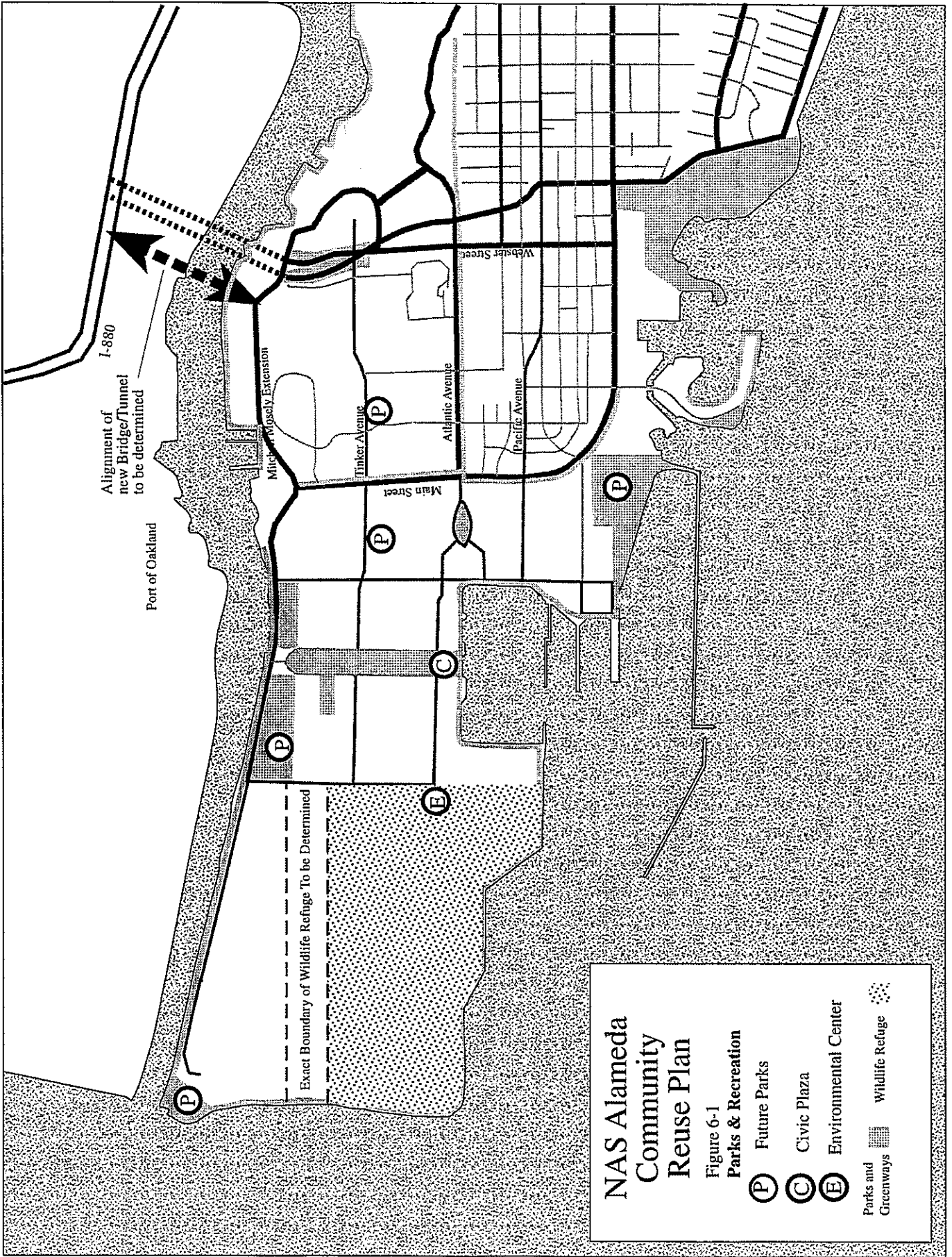
#### **Point Alameda Park**

Categorized as a region serving facility, this 11-acre area is located at the northwestern tip of the island in the Northwestern Territory. It is a breathtaking vantage point for panoramic views of San Francisco, the San Francisco Bay, and the Golden Gate and Bay bridges.

#### **Greenways**

Eleven (11) acres located adjacent to Main Street and Atlantic Avenue will service the Alameda community as a transit-oriented, landscaped throughway. This open space is shaped by existing rail right-of-ways adjacent to Main and Atlantic. As such it will serve to provide greenery and visually enhance these main access routes for pedestrians, cyclists and drivers. The railway right-of-ways offer the opportunity to develop these corridors with separated pedestrian and bicycle paths, and potentially, transit-exclusive corridors.





I-880  
 Alignment of new Bridge/Tunnel to be determined

Port of Oakland

Mike & Moseley Extension

Tinker Avenue

Atlantic Avenue

Pacific Avenue

Webster Street

Main Street

Exact Boundary of Wildlife Refuge To be Determined

**NAS Alameda  
 Community  
 Reuse Plan**

Figure 6-1  
**Parks & Recreation**

- P** Future Parks
- C** Civic Plaza
- E** Environmental Center
- Parks and Greenways
- Wildlife Refuge

**Inner Harbor Regional Park**

East Bay Regional Park District has proposed developing a regional park located in the southernmost portion of the Inner Harbor District, adjacent to the Marina. Current proposals by EBRPD for the development of the park includes beach uses, forms of developed recreation, and a recreational vehicle park with opportunities for overnight visitors and tent camping sites. The existing marina, rec center, breakwater, boathouse, and cafe are being considered for rehabilitation for public recreation use. This new regional park will provide public access to the southern shoreline and the inner harbor breakwater for fishing. The property disposition strategy calls for transferring the southernmost 36 acres to the City Parks Department through a Public Benefit Conveyance process and leasing back to EBRPD at no cost for development and management. An additional 13 acres will be leased to the EBRPD for development of an RV park.

**Historic BEQ Parade Ground**

The existing open space between buildings 2 and 4 will be preserved and incorporated to the open space system of the campus area. Under current plans, buildings 2 and 4 will be major centers for Pan Pacific University. The open space between these two buildings could provide a major open space amenity for the campus. Given its proximity to campus activities a college green could be developed.

**Civic Core Promenade**

Redevelopment of the Civic Core would preserve the central north-south spine for open space and civic uses. This area would provide space for civic buildings, public plazas, greenspace and other public, cultural and recreational uses. This promenade or mall would extend the existing Navy parade ground and provide a unifying feature to connect the campus and the rest of the Civic Core.

**Campus-Related Recreation Area**

The existing Navy recreation area framing the northern edge of the parade ground will be conveyed to the Alameda Recreation and Parks Department for reuse. The proximity to the campus area makes these facilities ideally situated for joint use between the university and public recreation department. The Park Department will study the feasibility of reusing existing recreational buildings including the Officers Club, gymnasium and swimming pool. Existing outdoor facilities, including soccer fields, a tennis court, and ballfields, will be reused and additional sports field and active recreational facilities will be developed.

**Northwest Territories Open Space/Recreation Area**

A portion of the Northwest Territories adjacent to the Wildlife Refuge and Point Alameda Park will be available for developed recreation uses. This open space could include ballfields, tennis courts, soccer fields, or a Scottish style "links" or "roughs" golf course. A public facility with multiple uses could be developed to jointly serve as a golf club house, environmental education center, parks and recreation multi-use center including retail and restaurant uses supporting recreational activities. Public access will be assured to all recreational activities in this area.

**Wildlife Refuge & Wetlands**

A portion of the NAS Alameda runway system will be dedicated as a regional wildlife preserve. U.S. Fish and Wildlife Service will manage the area for sensitive species conservation, environmental education and passive recreation uses. Public access to the shoreline and other trail systems will be developed. Recreational activities such as bird watching, hiking and other trail uses are encouraged.

**Major Access Greenways**

A green environment will be created in the NAS Alameda area by providing greenways along major streets such as Main Street, Atlantic Avenue, and Tinker Avenue. Please see the Urban Habitat section of the Open Space and Conservation Element for policies around forestation of the NAS Alameda site.

**Parks and Recreation Policies:**

- 6-1 Expand Alameda's park system into the former NAS site to provide much needed open space to the community. (6.1a)
- 6-2 Continue cooperation with Alameda Unified School District to achieve optimum joint use of limited school open space and park space, and to expand the District's access to open space. (6.1b)
- 6-3 Pursue park and open space grant opportunities and cooperative agreements with local, regional, and state agencies for expansion of the City's park and open space system. (6.1c)
- 6-4 Promote the development and retention of open space on private property upon redevelopment. (6.1d) Development of private land, where possible, should contain open space features available to the entire community.
- 6-5 Develop a transit-oriented, landscaped greenway on former railroad right-of-way east of Main Street, north of Atlantic Avenue, and on the south side of Atlantic Avenue extending east to Sherman Street. (6.1h)
- 6-6 Develop two 1–3 acre parks in the Main Street Neighborhood subarea to serve the residents and school children of this primarily residential area.
- 6-7 Assure that future residential development is adequately served by parks within 1/4 to 3/8 mile.

## SHORELINE ACCESS AND DEVELOPMENT

In keeping with the goals outlined in the General Plan intended to maintain and maximize the island character of Alameda, this plan seeks to promote the shoreline and environmental treasures now available at the NAS site while integrating these natural resources into Alameda as a whole. Shoreline access will provide the community with increased recreation opportunities. This section also addresses the ways in which shoreline development will balance environmental concerns, public access, and economic development.

### Marinas

A marina will occupy what is now the Seaplane Lagoon in the southern portion of the Civic Core of the former NAS site. This area has approximately 1.5 miles of water frontage around the Lagoon. The marina serves as the focus for public waterfront uses including water-related commercial, visitor attractions, residential uses, and civic recreation. It offers the opportunity for collective participation in shoreline access and facilitates the community's orientation towards nature and recreation. It will be a center for activities such as private and public boating, yachting, boat repair, sailing and training, and waterfront dry storage for boats. A working marina will foster a supporting community economy in the surrounding Marina district characterized by associated marine-related services such as retail and commercial services, restaurants, educational facilities, and cultural facilities.

The existing marina and berthing facilities in the Inner Harbor area could potentially see reuse under the Community Reuse Plan. The East Bay Regional Park District regional park proposals includes exploration of reuse of the existing marina. The North Waterfront currently is used to park Maritime Authority (MARAD) reserve ships along the Oakland Alameda Estuary.

### Bay Trail

BCDC is the lead agency planning and implementing the creation of a continuous public access corridor around San Francisco Bay, following the shoreline as closely as possible. The goal is to circle the Alameda portion of Bay Farm Island and the Main Island with the Bay Trail.

Base closure creates an opportunity now to include the NAS portion of the island. In the former NAS site, the trail will provide access to nature unparalleled on the rest of the island due to its proximity to the Wildlife Refuge, Wetlands, and spectacular Bay views. Most of the trail will consist of existing paths or sidewalks. The trail will traverse the coastal circumference of NAS Alameda, progressing through the Northern Waterfront, the Main Street Neighborhoods, the Civic Core, the Northwestern Territory, the Wildlife Refuge (with potentially limited seasonal access), the Marina District, and the Inner Harbor. It will serve as a unifying thread tying these different subareas of NAS Alameda together, and tying NAS Alameda to greater Alameda.

**Shoreline Access and Development: Policies**

- 6-8 Maximize visual and physical access to the shoreline and to open water. (6.2a)
- 6-9 Regulate development and City-owned shoreline property to maximize public use opportunities. (6.2b)
- 6-10 Ensure marina operating standards that prevent degradation of water quality. (6.2b)
- 6-11 Through design review of shoreline property development, give consideration to views from the water. (6.2c)
- 6-12 Remove impediments to enjoyment of shoreline access where legal access exists. (6.2e)
- 6-13 Cooperate with property owners adjoining shoreline access points to ensure that public use does not cause unnecessary loss of privacy or unwarranted nuisance. (6.2f)
- 6-14 Prepare a Shoreline Access Plan in consultation with BCDC for areas where development proposals are expected to provide opportunities to improve or extend access. (6.2g)
- 6-15 Require shoreline access where appropriate as a condition of development approval regardless of whether development occurs within the area of BCDC regulation. (6.2h)
- 6-16 Require off-site access as a mitigation when public access on-site is infeasible. (6.2i)
- 6-17 In cooperation with the U.S. Coast Guard and governmental agencies concerned with water quality, continue to maintain strict monitoring of compliance with environmental regulations by boat users. (6.2k)
- 6-18 Seek grants for improvement of Bay Trail segments. (6.2l)

## SCHOOLS

Alameda Unified School District (AUSD) operates twelve elementary schools (grades K-5), three middle schools (grades 6-8), and three high schools (grades 9-12). District-wide enrollment for 1995-96 was approximately 10,383 students, below the district capacity of 12,016.

The closure of NAS Alameda and the consequent depopulation and repopulation of its residential neighborhoods has both short-term and long-term impacts for populations of school age children, school enrollment, and school facilities needs. In the near future (1996-1999), the district will experience a drop in enrollment of approximately 1,738 students as families (1,513 dwelling units) of military housing vacate the Base. Long-term reuse growth projections will result in a corresponding increase in the population of school-age children and consequent significant impacts on the school system. Determining the AUSD's needs in light of these impacts requires a careful analysis of existing capacity and facilities.

A study conducted by Jack Schreder and Associates in April of 1994 for the Alameda Unified School District uses a multiplier of .289, or slightly more than one student for every four households, in determining the Residential Student Yield Factor. The study arrived at a multiplier of .330 in determining the residential yield factor for Bay Farm Island. The demographics of residential development at NAS Alameda will likely be closer to those of Bay Farm Island, a newly developed community, than the population of Alameda as a whole.

Projections of buildout of the Community Reuse Plan include a total of 2,737 housing units (approximately 1,220 units above the level of existing housing). Using the .330 yield factor NAS residential development is projected to add approximately 900 new students to the District at residential buildout. (Table 6-2)

**Table 6-2**  
**School Population Projections**

	Elementary K-5	Middle School (6-8)	High School (9-12)	Total
Total AUSD Capacity	6,293	2,365	3,358	12,016
2005 AUSD Population	5,744	2,154	3,385	11,283
Residential Student Yield Factor	0.186	0.067	0.077	0.33
NAS Buildout Population	509	183	211	903

Source: AUSD; Jack Schreder & Assoc., 1994

**Table 6-3**  
**Affected Schools Capacity**

School	Elementary K-5	Middle School (6-8)	High School (9-12)	Total
Miller Capacity in 2005	406			
Woodstock Capacity in 2005	286			
Chipman MS Capacity in 2005		266		
Encinal HS Capacity in 2005			243	
<b>Total</b>	<b>692</b>	<b>266</b>	<b>243</b>	<b>1201</b>

Source: AUSD, 1995

Note: Capacity in 2005 refers to available student capacity given known maximum school capacity and projected 2005 student population.

#### **Affected Schools**

According to AUSD's Schedule of Enrollment Decline due to Base Closure, all schools in the District will experience some decline in enrollment, ranging from very minimal to extremely severe. There are four schools that will experience extreme declines in enrollment due to proximity to the Base. These are Miller Elementary School, located on base in the Main Street Neighborhoods, Woodstock Elementary School, located on Atlantic Avenue, Chipman Middle School, located on Pacific Avenue, and Encinal High School on Central Avenue.

The currently projected decline in enrollment at these affected schools represent nearby school capacity that could serve new populations of school children from development in the former NAS. (Table 6-3) The decline in enrollment of approximately 1,700 students due to base closure exceeds the projected increases due to future development at NAS Alameda by approximately 800 students. Based on the demographic analysis performed for AUSD, the growth of school populations for the entire city will create the need for additional school sites. According to AUSD estimates, the District's capacity of 10,813 students will be exceeded by the year 2003-2004 when District-wide enrollment is projected to be 10,902 students.

The closure and redevelopment of NAS Alameda has made new opportunities available for the expansion of the Alameda Unified School District into much needed new facilities. Potential new school sites for the AUSD include the site of the old Commissary and portions of the FISC Annex for administrative functions. The FISC annex site will be conveyed to the School District through the Public Benefit Conveyance process (see the Property Disposal Strategy Chapter 8 of this report). The site will be utilized as a continuation high school site, corporation yard, and centralized kitchen by the School District. In the interim timeframe, the District may lease additional sites for administrative offices

and adult and teacher educational training centers in existing base structures.

Most of Alameda's school sites reflect 19th-century urban school standards. Only a few of Alameda's schools have acreage that approaches post-World War II standards. Most existing schools sites have small playgrounds, minimal athletic facilities and lack greenery. Redevelopment of NAS Alameda will include ample general open space for access by school age children and their families. Specifically, two small parks will be constructed on Tinker Avenue in the Main Street Neighborhoods to accommodate residents and school children. New schools built on the NAS site will be built with an eye towards creating a green environment for school children to grow and learn in and to add to the extensive open space network intended for the former NAS Alameda.

**School Policies:**

- 6-19 The Alameda Reuse and Redevelopment Authority (ARRA) working with the Alameda Unified School District (AUSD) will identify an appropriately sized school site(s) for future school enrollment needs generated from additional housing created through the reuse and redevelopment process at NAS Alameda. The identified future school site(s) will be transferred to AUSD — at a nominal cost agreeable to both parties (to cover permit processing, engineering, surveying and other real estate transfer costs) — at such time as the need arises and at such time as funds are available for the construction of new school facilities.
- 6-20 The ARRA and AUSD will work together to explore appropriate financing mechanisms including school construction impact fees consistent with state law. School impact fees for new housing are intended to be used for the construction of new K-12 school facilities in the Alameda Unified School District related to the new K-12 school demands created by the increased housing development at NAS Alameda.
- 6-21 Appropriately sized site(s) and location(s) for future AUSD offices, teacher training, and adult education service will be identified at NAS Alameda. A future office site will be transferred to the School District at a nominal cost agreeable to both parties (to cover permit processing, engineering, surveying and other real estate transfer costs) at such time as there is a need for such a facility and at such time as funds are available for the construction of the facility.
- 6-22 Support and cooperate with the Alameda Unified School District in its efforts to extend beyond classroom education, including: making open space and recreation facilities available for community use, offering and providing space for child care, and contributing to the visual quality of Alameda and to the attitude of students toward their environment through the architecture, landscape treatment, and maintenance of the district's schools. (6.3a)
- 6-23 Approval of residential, commercial, and industrial development may be conditioned upon the mitigation of the impact of such development on the Alameda Unified School District. (6.3c)



## **CULTURAL FACILITIES**

The Community Reuse Plan represents a major opportunity for augmenting the cultural facilities available in Alameda. Fulfilling the potential of the vision of a seamlessly integrated mixed-use community requires a comprehensive integration of cultural facilities into the former NAS Alameda site to serve the new residents of the area and to address the currently underserved needs of the City of Alameda and the Region.

### **Alameda Free Library**

The Alameda Free Library, the fourth oldest public library in California, has three branches: the Main Library at Santa Clara and Oak Street, the West End Library on Santa Clara Avenue at Eighth Street, and the Bay Farm Island Branch on Mecartney Road adjacent to Leydecker Park.

There are two libraries on the main island to serve a population of approximately 75,800. The addition of new populations at build out of NAS Alameda will create an even more critical need for a library. The closest library to the site is located nearly a mile away at Santa Clara and 8th Avenue.

A new branch of Alameda's Free Library could potentially be sited in the Civic Core of NAS Alameda. It should be located in or near the Civic Core promenade/mall in an area that is transit-accessible to the rest of the NAS and Alameda at large and near other cultural and public civic uses.

### **Alameda Center for Performing Arts**

Alameda's General Plan calls for a new arts center on the island to serve the needs of performers and artists and the community at large. The richness of Alameda's cultural life mandates a corresponding space equipped with performance, rehearsal, exhibit, and classroom facilities. Locating such a center in the Civic Core of NAS Alameda would greatly enrich the cultural life of the area and facilitate the integration of the site with Alameda at large. The Civic Core Open Space would be an ideal location to incorporate outdoor performance space for free public performances and events.

### **Alameda Naval Air Museum**

The Alameda Historical Museum, established in 1949, is the official repository of the City's historic artifacts. To augment this repository and feature the precious history of a significant portion of the island and its relationship with civilian Alameda, a Naval Air Museum is planned for location at the former NAS Alameda. It will serve to document the installation's rich history and the history of naval aviation. The museum is proposed to occupy Building 77 and Hangar 41. In addition to its role as repository and custodian of artifacts, the museum will feature such activities as an archives/research center, lectures and demonstrations, guided tours, and school outreach.

### **Maritime Cultural Opportunities**

Reuse of the maritime facilities in the Inner Harbor, Seaplane Lagoon, and FISC site creates many opportunities for preserving the maritime heritage of the NAS

facility. The piers in the Marina District could potentially be used to store and display historic ships and Navy vessels.

### **Community Based Facilities**

*Places of Worship:* All areas would permit and encourage places of worship in the mix of uses allowed. Churches, temples, and other private religious and cultural gathering places would make ideal occupants of mixed-use neighborhood centers. They represent uses that program events for the community, attract pedestrian traffic, and enhance the richness of the urban fabric.

*Youth Activities Center:* The Alameda Parks and Recreation Department will operate the Non-commissioned Officers Club (building 585) jointly with Pan Pacific University to provide an opportunity for a young adult activity center. This would create a meeting place for young adults and teens for events, meeting space, recreational activities and organizations. A new facility will be pursued for long-term use. Building 39 has been proposed as a youth activity facility providing indoor and outdoor activity such as indoor volleyball, arts and crafts, and other programs for children, teens, and young adults.

*Senior Activities:* NAS Alameda may provide opportunity for senior activities. In the interim period the Officers' Club (building 60) in the campus-related recreation area could be used also for senior activities including meeting space, activities, and other programs for the senior community. In the long-term, additional space for senior activities can be provided in conjunction with siting the Alameda Performing Arts Center.

### **Environmental Education**

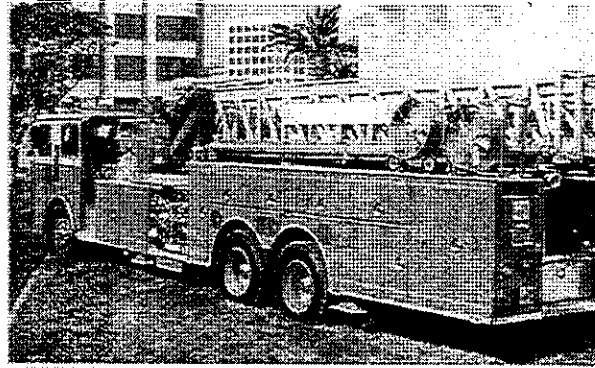
The open space resources, including habitat for sensitive species and public accessible shore made available through the Community Reuse Plan, make NAS Alameda ideal for environmental education facilities and programming. The development of Point Alameda regional park should include an environmental education center with meeting space and programs for children and the wider community. The development of the Wildlife Refuge and management plan by the U.S. Fish and Wildlife Service and ARRA should include an education and interpretive center at the entry to the refuge at the western terminus of Atlantic Avenue.

### **Cultural Facilities: Policies**

- 6-24 Explore the feasibility of a new branch of the Alameda Library as an important part of the new Civic Core. (6.4a)
- 6-25 Encourage and support private groups in their efforts to create an Alameda Performing Arts Center in the former NAS site. Encourage the use of an architecturally distinguished building as an arts center. (6.4b)
- 6-26 Encourage the development of community-based cultural facilities such as places of worship, youth activity centers, and senior activities at NAS Alameda.
- 6-27 Explore the potential to develop an environmental education center at Point

Alameda Park or in conjunction with the Wildlife Refuge.

- 6-28 Require an environmental interpretive center as part of the refuge management program.
- 6-29 Explore the possibility of preserving historic ships and navy vessels at the piers in the marina as a historic museum for visitors and tourists.
- 6-30 Encourage and support the Alameda Historical Museum in its efforts to secure a permanent, suitable facility. (6.4c)
- 6-31 Encourage and support the Alameda Naval Museum in its efforts to document the rich aviation history of the area.
- 6-32 Create a review process by which further proposals for cultural facilities in the site are fostered and supported.



## 7.0 HEALTH AND SAFETY ELEMENT

*The ability to achieve timely redevelopment is dependent on the ability to identify environmental concerns on parcels of high interest in a timely manner. The challenge is to prioritize the clean-up based on potential for lease/transfer, and to implement the plans expeditiously.*

The safety element outlines policies that will help protect the community from both natural and human induced disasters. This Health and Safety Element considers seismic, geologic, and soils hazards, fire hazards, flooding, hazardous materials, magnetic fields, and emergency management. Due to the City's relatively flat topography, its built-up character, and its location, slope failure, wildlands fires, and dam failure are not considered threats in Alameda.

Integration of NAS Alameda into Alameda as a whole requires an assessment of the kinds of health and safety concerns that are particular to the Base and the actions needed to address them as NAS Alameda moves towards reuse. The ability to achieve ARRA's reuse and redevelopment schedule is dependent on the Navy's ability to identify environmental concerns and/or impact on parcels of high interest in a timely manner. The impact on individual parcels, as well as the potential impact from neighboring parcels and the remedial actions required, have to be defined. The challenge is to prioritize the parcels based on potential for lease/transfer, and to implement the plans expeditiously.

### SEISMIC, GEOLOGIC, AND SOILS HAZARDS

The surficial geology of NAS Alameda and the surrounding area reflects the Late Quaternary geologic history and massive artificial filling. The defining process that controlled the geologic history of the area was the formation of San Francisco Bay and periodic fluctuations in global and local sea level. The subsurface at NAS consists of three general geotechnical units: Merritt sands, young Bay muds, and artificial fill. The young Bay mud deposits are poorly consolidated and upon loading undergo consolidation that can lead to substantial settlement. The consolidation process and associated settlement occur at a slow rate but can result in significant damage to structures that have not been properly designed and constructed. The stability of the artificial fill is extremely variable and areas of the fill may contain unstable sediments.

The San Francisco Bay Area, which includes NAS, is located within a seismically active region. The seismicity of the region is related to the San Andreas fault system, a zone of shearing caused by the relative motions of the North American

and Pacific plates. The result of this crustal movement is the formation of several significant active regional strike-slip fault zones, including the San Andreas, Hayward, Calaveras, Greenville, Rodgers Creek, and Sea Cove-San Gregorio fault zones. Although part of a regional system, each of these fault zones represent individual seismic sources capable of generating moderate to large magnitude earthquakes.

As true in all of Alameda, the probability of a large earthquake of magnitude 7 or greater occurring within the San Francisco Bay Area within the next 30 years is estimated to be approximately 67 percent. Expected strong to violent ground shaking could result in seismically-induced ground failure in portions of NAS. The majority of the site is underlain by hydraulically-placed sandy fill which could be subject to liquefaction.

The geologic and seismic conditions at NAS Alameda indicate that specific precautions should be taken during design, construction, rehabilitation, and operation of facilities developed during the reuse period. The following guiding and implementation policies shall be adopted to minimize potential injuries and property damage related to geologic and seismic conditions:

**Seismic, Geologic, and Soils Hazards Policies:**

- 7-1 A soils and geologic report will be submitted if required by the Director of Public Works prior to the issue of all grading and building permits and submission of final maps, in accordance with the Subdivision Ordinance, to evaluate the potential for lateral spreading, liquefaction, differential settlement, and other types of ground failures. (8.1.a)

*Portions of NAS Alameda have experienced significant ground surface settlement (and related damage to structures and utilities) caused by consolidation of sediment under the load of fill and structures. The consolidation process and associated settlement occur at a slow rate but can result in significant damage to structures that have not been properly designed and constructed. The most severe settlement has been documented in the historic housing of the northeastern portion of NAS Alameda. This area and other areas of the northern and central portion of NAS that are susceptible to settlement are underlain by relatively thick deposits of young Bay mud.*

*Expected strong to violent ground shaking could result in seismically-induced ground failure in portions of NAS Alameda. The majority of the site is underlain by hydraulically-placed sandy fill, that could be subject to liquefaction.*

- 7-2 Require design of new buildings to resist the lateral effects and other potential forces of a large earthquake on any of the nearby faults, as required by the latest edition of the California Building Code. (8.1.b)

*Though no fault traces run through Alameda or the Base, the site is very close to major earthquake fault zones. The San Andreas, Hayward, Calaveras and San Gregorio faults are of primary concern in the evaluation of seismic activity that affects the San Francisco Bay Area and Alameda. Any of these four faults are capable of producing large, destructive earthquakes that could affect the entire region. NAS Alameda will*

*be adversely affected by strong to violent ground motion generated by expected earthquakes from several regional active fault zones. Liquefaction causing runway pavement failure and differential settlement of some buildings occurred at NAS Alameda as a result of the 7.1 magnitude 1989 Loma Prieta earthquake on the San Andreas fault. The effect of this level of groundshaking on existing and future structures would be variable and dependent on the proximity of the causative fault, the magnitude and other characteristics (including duration) of the earthquake, characteristics of the underlying geologic materials, and the type and quality of building design and construction.*

7-3 Require building design to incorporate recommendations contained in the soils and geologic report. (8.1.c)

7-4 Require all structures of three or more stories to be supported on pile foundations that penetrate Bay mud deposits to firm, non-compressible materials, unless geotechnical findings indicate a more appropriate design. (8.1.d)

*Larger buildings, heavy structures or equipment, and multistory commercial or industrial buildings would require pile foundations to minimize settlement of these structures. Piles should be designed to be founded on a suitably strong bearing unit (possibly old Bay mud or Merritt sands) to have adequate skin friction, and to account for "downdrag" on piles related to consolidation of underlying young Bay muds, if present.*

7-5 Design underground utilities to minimize the effect of differential ground displacement. (8.1.e)

*The potential for variable differential settlement at NAS between buildings supported on piles and unsupported utilities could result in rupture or damage to the utilities. The potential damage to utilities should be addressed by designing flexible connections for the utilities. The gradient of utility alignments should be designed to tolerate differential settlement along the alignments as determined by site-specific investigations. Specific utility design criteria should be included in the required site-specific geologic report for development projects.*

7-6 Continue to provide for the identification and evaluation of existing structural hazards, and abate those hazards to acceptable levels of risk. (8.1.f)

*Although a few small unreinforced masonry (URM) buildings currently exist at NAS Alameda, none of the buildings have been identified as structures with valuable reuse potential. These structures would be demolished during the reuse period. Current building code standards do not allow construction of unreinforced buildings; therefore, occupation of URM buildings is unlikely.*

7-7 The placement of artificial fill for development during the reuse period should be limited to reduce the potential for increased loading and associated settlement in areas underlain by thick young Bay muds.

*The placement of artificial fill should be limited to reduce the potential for increased loading and associated settlement in these areas of NAS. Reconditioning (compaction) of existing subgrade materials would be preferable to placement of fill. Development projects proposing the construction of structural fills should be required to present site-specific geotechnical reports that provide analysis of consolidation potential. Lightweight and low plasticity fill materials should be specified.*

- 7-8 Design building entrances, exits, and other vital features to accommodate expected settlement. (8.1.h)

*Buildings should be sited so entrances, exits, and other vital structures continue to be accessible as settling occurs. Mat or slab foundations constructed in areas of expected areal settlement should be designed to minimize the potential for soil erosion under the perimeter of the foundation.*

- 7-9 Require owners of shoreline properties to inspect, maintain, and repair the perimeter slopes according to City standards as settlement occurs due to the consolidation of underlying Bay mud and wave erosion. (8.1.h)

*Bay mud (a silty clay rich in organic materials) and Merritt Sand (a loose, well-sorted fine- to medium-grained sand with silt) are the two base soils underlying Alameda. Development along the edges of the main island, including at NAS Alameda, and on all of Bay Farm Island rests on fill overlying Bay mud. Bay mud is prone to consolidation, leading to surface settlement, and potentially increasing perimeter erosion.*

*Minor slope failures in unprotected shoreline areas at NAS could occur as the consequence of undermining by wave erosion. The unprotected shoreline could also fail in the event of seismically-induced liquefaction.*

- 7-10 Develop a comprehensive public information program that provides information on seismic hazards, including structural and nonstructural hazards, and areas most susceptible to damage.

*Current public information programs are fragmented, and different types and depths of information are handled by different offices, such as the City Manager's Office and the Fire Department.*

*The Fire Department's emphasis is on teaching earthquake preparedness and citizen self-help. Homeowners are encouraged to perform cost-effective seismic upgrades to their homes, such as bolting house frames to the foundation, sheathing cripple walls, strapping water heaters to studs, inspecting and repairing masonry chimneys and developing neighborhood-level preparedness.*

- 7-11 Amend the local Uniform Building Code, when appropriate, to incorporate standards for new and modified construction pertaining to development on areas of fill or underlain by Bay mud or Merritt Sand. (8.1.i)

- 7-12 Conduct periodic earthquake and emergency fire drills; coordinate these drills on

a regional basis in cooperation with involved jurisdictions and affected community organizations. (8.1.k)

*This policy, from the 1976 Safety Element for Alameda, continues to have relevance and important public health and safety benefits. Multijurisdictional disaster planning is essential given the contiguous boundaries of cities within the Bay Area.*

- 7-13 Consult with the East Bay Regional Park District on beach erosion abatement programs for the shores of NAS Alameda. (8.1.l)

### **FIRE HAZARDS**

Major fires are most likely to occur in large apartment complexes or industrial areas. Fires resulting from the rupture of local gas or electric lines during an earthquake could be severely compounded by water failures. The policies in this section are aimed at 1) mitigating factors and conditions at NAS Alameda that are conducive to fire hazards and 2) identifying effective means of dealing with fire disasters should they occur. A preventative and prescriptive approach is intended to reduce the risk of fire hazards on base.

#### **Fire Hazards Policies:**

- 7-14 Maintain and expand the City's fire prevention and fire-fighting capability into the former NAS site by establishing a station with two fire companies to service the emergency needs of all residents and businesses of the area.
- 7-15 Extend Alameda's current level of emergency medical service into the former NAS site as reuse activities and residential buildout proceed.
- 7-16 Identify "critical facilities" in the NAS Alameda area and add them to the City's list, integrating them into the City's emergency provision plan.

*Alameda's 1976 Safety Element contained a listing of 49 "critical facilities" in Alameda, "whose presence and continued functioning constitutes a vital role in a potential emergency, or whose failure might prove catastrophic." These facilities included the hospital, fire and police station, City Hall, schools, auditoriums, and ambulance services. As reuse activities unfold, it is important to identify strategically situated structures that will act as "critical facilities" for the residents of NAS Alameda and Alameda as a whole, in the event of an emergency.*

- 7-17 Assure the compliance of new structures with the City's current Fire, Seismic, and Sprinkler Codes. Existing structures shall be required by the City to comply with the intent of the Codes in a cost-effective manner.

*Fire and Sprinkler Codes are currently enforced by the City's Fire Department. Seismic codes are under the jurisdiction of the City's Building Codes and Permit office.*

- 7-18 Identify structures on NAS Alameda that present fire safety hazards and formulate a plan for either bring the structures to a safe, functional level, or



demolishing them.

- 7-19 Require new development to plan underground utilities so disruption by earthshaking or other natural disasters is diminished. Require improvements to existing utilities infrastructure occur in compliance with seismic and natural disaster considerations.

## **FLOODING AND HYDROLOGY**

### **Hydrology**

Groundwater occurs at shallow depths throughout NAS Alameda. In general, all subsurface materials (including fill, young Bay muds, and Merritt sands) that underlie NAS Alameda are saturated at depths greater than ten feet below the ground surface. The shallow groundwater, particularly when occurring in highly permeable zones, is in hydraulic communication with the saline waters of the Bay and Oakland Harbor, resulting in poor, brackish groundwater quality. The quality of shallow groundwater has also been degraded by urban runoff, leakage from sewer systems, and releases of hazardous materials to the subsurface at numerous locations at NAS Alameda.

### **Hydrology Policies:**

- 7-20 Restrict the installation of water supply wells in the uppermost aquifer at NAS to reduce the potential use or migration of groundwater affected by the release of hazardous materials.

*The quality of large volumes of the uppermost groundwater underlying NAS Alameda are known to be affected by the release of hazardous materials; other areas of groundwater contamination may be identified in the future. Pumping of large volumes of shallow groundwater could affect the evaluation and remediation of groundwater contamination plumes. The quality of water drawn from wells pumping the uppermost aquifer may pose human and environmental health hazards.*

- 7-21 Support development of a water quality testing program for all existing water supply wells at NAS Alameda to determine the safe uses or appropriate discharge of pumped water.

### **Flooding**

NAS Alameda is vulnerable to flooding as it is a water-bound community surrounded on three sides by open waters, with San Francisco Bay to the south and west and Oakland Alameda Estuary to the north. The site occupies relatively flat topography, the majority of which is filled lands. Although seawalls surrounding the margins of the Base provide flood protection, the level of protection has not been documented. Some of these areas are below the elevation of expected high water and tsunami runup heights.

The potential for flooding at NAS Alameda is primarily related to the coastal setting of the site. The ground surface elevations throughout the majority of the site are less than ten feet above mean sea level relative to the National Geodetic

Vertical Datum (NGVD). Although NAS Alameda is not currently covered by the Flood Insurance Rates Map program administered by the Federal Emergency Management Agency, portions of NAS Alameda may be below the coastal base flood elevations determined for the Oakland Alameda Estuary and could be subject to flooding by storm waves. Following are brief descriptions of conditions and instances that may result in flooding at NAS Alameda.

#### **100-Year Flood**

Areas contiguous to NAS Alameda that are subject to inundation during a 100-year flooding event include Main Street from its terminus with the Oakland Alameda Estuary to approximately 0.3 miles upstream (southward). The estimated stillwater elevation during the 100-year flood in this area is estimated to be 6.6 feet NGVD (FEMA, 1991). Flooding on Main Street occurs during heavy rains at high tide conditions and is due in part to failure in the flood gates of the stormwater system. Although protected by seawalls, portions of the Base are below this stillwater elevation and could be subject to inundation by water seepage through the walls or overtopping of low points on the walls.

#### **Tsunamis, Seiche, and Storm Waves**

Lower portions of NAS Alameda could be subject to inundation by tsunamis and seiche. Earthquakes may generate large oscillation, or seiche, in a closed water body such as San Francisco Bay. At least nineteen tsunamis were recorded in San Francisco Bay during the period from 1868 to 1968 (Wiegel, 1970). The largest tsunami wave height recorded at the Presidio during that period was caused by the 1964 Alaskan earthquake and was measured to be 7.5 feet. Estimated runup heights for the probabilistic 100-year tsunami ranges from elevation 4.7 to 5.5 feet around the perimeter of the Base; the 500-year tsunamis runup ranges from 7.5 to 9.5 feet (Garcia and Houston, 1975). Another analysis of the 100-year tsunami runup height (Ritter and Dupre, 1972) indicates that the northern, western, and southern margins of NAS Alameda may be inundated by such an event.

#### **Sea Level Rise**

Historic tide gauge data indicates that sea level has risen in San Francisco Bay (at the Presidio) at a rate of 0.0039 feet/year (BCDC, 1987) during the period 1854 to 1985. The impact of global sea level rise can be increased if the affected land mass is subsiding. The local relative sea level change rate accounts for the local land level change (subsidence or uplift) and global sea level change related to global warming. At Alameda the estimated local relative sea level change is 0.0053 feet/year. A projection of sea level rise indicates that by 2006 sea level will rise from 0.36 to 0.53 feet (NGVD) and by 2036 to 0.79 feet (NGVD). When the highest estimated tide (6.7 feet; NGVD) is superimposed on the projected rise in sea level, the estimated future extreme storm wave at Alameda would increase from 6.7 feet (NGVD) at present to 7.1 feet (NGVD) in 2036. These estimates do not include a compounded increase caused by the low probability event of a tsunami occurring simultaneously with the highest estimated tide.

#### **Flooding Policies:**

7-22

Support preparation of a Flood Insurance Study by FEMA to cover NAS Alameda.

*The City of Alameda is a participating community in the National Flood Insurance Program (NFIP) which is administered by the Federal Emergency Management Agency (FEMA). Although a preliminary Flood Insurance Study (FIS) has been performed for the City and Flood Insurance Rate Maps (FIRMs) have been prepared, NAS Alameda, as a federal facility, was not included in the FIS evaluation. In order for the area of NAS to be included in the NFIP, a FIS would need to be prepared that evaluates flooding hazards at NAS Alameda.*

- 7-23 Ensure that structures proposed for sites located on flood plains subject to the 100-year flood are provided adequate protection from floods. (8.3.b)

*Following completion of an FIS which includes NAS Alameda, the City should enforce all existing flood protection policies and ordinance requirements to provide protection against flooding at NAS Alameda and remain in compliance with the requirements of the NFIP.*

- 7-24 Monitor EPA reports on sea level rise in order to anticipate impacts if sea level rise accelerates; coordinate with BCDC to design an appropriate response. (8.3.c)

*Accelerated rates of rise would require an aggressive response on a regional basis. Estimates for future rates of sea level rise vary widely, from 4.32 inches over the next 50 years to estimates of up to 10 feet over the next 100 years. The elevation of NAS Alameda and proximity to San Francisco Bay present conditions which may be affected by increased flooding hazards associated with expected sea level rise.*

- 7-25 Support national and international efforts to protect the Earth's ozone layer, including policy to minimize or prevent the release of chlorofluorocarbons and similar gases. (8.3.d)

*The City's efforts to prevent the release of gases which contribute to the "Greenhouse Effect" would have an incremental impact on the global condition. However, international concern over this issue may lead to stricter controls of these gases over the next two decades on national, State, and local levels.*

- 7-26 Support a multi-use concept of waterways, including, where appropriate, uses for flood control, open space, nature study, habitat, pedestrian circulation, and outdoor sports and recreation. (8.e)

- 7-27 Coordinate incorporation of NAS Alameda into the City of Alameda Urban Runoff Program to reduce potential water quality degradation related to urban runoff.

*The existing stormwater drainage network at NAS Alameda discharges directly to the San Francisco Bay and Oakland Harbor. The known occurrence of, and potential for, use, storage, and disposal of hazardous materials related to past, current, and future land uses at the Base (including operation of heavy industries) presents the potential for these materials to adversely affect the quality of runoff. The City's Urban Runoff Program does not currently cover the area of NAS Alameda. In order to remain in compliance with the Alameda County Urban Runoff - Clean Water Program, the City*

*program would need to be amended to include NAS Alameda.*

- 7-28 Continue to implement improvement programs to address periodic Main Street flooding.

*The flooding along Main Street occurs when storm water runoff occurs coincidentally with high tides. The affected area is drained by a ditch which flows northward and discharges near the ferry terminal. The discharge pipe is fitted with a "flap gate" valve. The valve is designed to close during high tides and prevent tide waters from inundating the low-lying area north of Singleton Avenue and east Main Street. When the valve is closed, this area can be flooded by runoff flowing toward the Harbor. Flooding of this area can result in inundation and closure of Main Street several times a year. Closure of the roadway prevents access to the main gate of NAS Alameda and into the NAS Family Housing Annex. The City has developed an improvements program to correct the flooding problem in this area. The first phase of the program, which would raise the elevation of the road surface above the flood level, has been designed. The second phase of the program would include the installation of a pump station to pump runoff into the Harbor. The City has applied for a grant from the Economic Development Agency (EDA) to implement the program. However, matching funds required by EDA are not currently available.*

- 7-29 Require the maintenance of easements along those drainage ways necessary for adequate drainage of normal or increased surface runoff due to storms. (8.3.g)

*In particular, flood improvements are necessary for portions of Main Street north of Singleton Avenue at the perimeter of NAS Alameda. Easements for this area should be maintained or enlarged to accommodate flood improvements.*

- 7-30 Require new drainage facilities to be designed to minimize the effects of settlement. (8.3.h)

*Areas of the NAS Alameda underlain by Bay mud are especially susceptible to settlement and disruption of drainage and other underground facilities because of the soft, compressible nature of the Bay mud.*

- 7-31 Reduce the effects of surface runoff by the use of extensive landscaping, minimizing impervious surface and drainage easements. (8.3.i)

- 7-32 Establish an assessment mechanism to provide for capital costs for construction, maintenance, and operation of urban runoff Best Management Practices and costs associated with inspection, monitoring, and reporting that could be incurred by the City in incorporation of the NAS Alameda into the Urban Runoff Program.

- 7-33 Use all possible means of reducing the potential for flood damage in Alameda. These may include the requirement of flood-proofing, flood forecast and warning or evacuation programs, and stringent groundwater management programs to prevent subsidence. (8.3.f)

## ENVIRONMENTAL CLEANUP

The two primary documents addressing environmental cleanup at NAS Alameda are the Environmental Baseline Study (EBS) and the BRAC Cleanup Plan (BCP). The coordination of the BCP and the Reuse Plans is critical to the success of ARRA's program. The final Environmental Baseline Study (EBS) and the BRAC Cleanup Plan (BCP) including the Parcel Evaluation Plans (PEPs), will be used to develop parcel-specific EBS' to support Findings of Suitability to Lease (FOSLs) and eventually Findings of Suitability to Transfer (FOSTs). In addition, a basewide risk assessment commenced in November 1994. Results of the risk assessment will be used to identify and set priorities for risk management decisions to meet the objectives of the reuse and redevelopment plan. Meetings between the Navy and Cal-EPA to achieve agreement on details of the risk assessment are in progress. Communication of risk assessment methodology, purpose and results to the public and special interest groups is critical to gaining acceptance by these entities. The Reuse Advisory Board (RAB) is a citizen advisory panel for the Navy's Cleanup effort that acts as the primary means of public involvement and input to the cleanup process.

There are a total of 23 Installation Restoration (IR) sites identified to date that will require remedial activity. There are four main areas at NAS Alameda that will require significant time and cost to complete remediation prior to transfer and redevelopment. These sites are identified as: 1) Building 5, 2) the southeast area of NAS Alameda centering around Building 530, 3) the landfills located at the west end of NAS Alameda, and 4) the Seaplane Lagoon.

The Record of Decision (ROD) will include compilation of remedial action plans for each IR site. The remedial action plans will be based on the remedial investigation and risk assessments. Additionally, the ROD will define the cleanup levels, the estimated costs and time to remediation, and costs. The cleanup of NAS Alameda is mandated by the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) following the National Contingency Plan (40 CFR 300 to 399), which is the guidance document for the preparation of the ROD. The Department of Toxic Substances Control (DTSC) is the designated lead regulatory agency for oversight and enforcement of the implementation of the National Contingency Plan. The nine criteria used to evaluate the effort and cleanup levels stated in the National Contingency Plan are as follows:

- Overall protection of human health and environment
- Compliance with Applicable or Relevant and Appropriate Requirements (ARAR) under Federal and State law
- Long-term effectiveness and performance
- Reduction of toxicity, mobility, or volume through treatment
- Short-term effectiveness
- Implementability
- Cost
- State acceptance
- Community acceptance

The remedial investigations for each IR site were completed in July 1995. The remedial investigation report is scheduled to be completed in late 1996. The preliminary status of these investigations indicate that no additional IR sites have been identified. Additionally, the preliminary investigations for the Resource Conservation and Recovery Act (RCRA) facilities as part of the Environmental Baseline Survey at NAS Alameda are still in progress. The field work was completed in January 1996, and the report was completed in early 1996. This report identifies additional IR sites and could potentially identify clean sites for transfer. The clean up levels defined in the ROD will reflect the reuse of the land area specific to the IR site. The Navy is coordinating this effort in cooperation with the ARRA. The risk assessment will aid in determining the cleanup criteria for the IR sites relative to the proposed reuse.

The type of environmental contamination (i.e., the media impacted soil and/or groundwater) within each IR site will affect the interim reuse and time to complete remediation which will determine the transfer date and may affect the phased redevelopment of NAS Alameda and the ultimate reuse of that individual IR site. The time necessary to achieve remediation of soil for any IR site upon the issuance of the ROD could be one to three years.

Where impacted groundwater is the issue at an IR site, the time to achieve remediation could range from 5 to 30 years; however, in the interim, use and redevelopment of the land can occur with restrictions. The land uses could be restricted to less risk adverse uses such as industrial development. Residential development may be an acceptable use alternative but may be restricted to a multi-tenant type development with no openland public-use areas. The land within the area of contaminated groundwater will also have certain deed restrictions that are undefined at this point. The restrictions would be designed to restrict land use or tenant operations that could come into contact with groundwater or affect the groundwater remediation systems. Most importantly, prior to transfer of land within the area of contaminated groundwater, the groundwater remediation system must be functioning and remediating as it was designed. The time necessary to demonstrate the effectiveness of a groundwater remediation system could be one to two years upon startup of the system.

During the phased redevelopment of the Base, the IR sites currently under remediation may require additional costs and engineering efforts to ensure that remediation processes are not affected by reuse and human health is protected. For example: If a utility trench had to intersect an IR site, certain restrictions would apply. It would be necessary for the contractor performing the work to have proper certification to work in the contaminated media. Any impacted material removed from the trench would have to be handled as such and disposed and/or treated (remediated) properly. Additional engineering efforts would have to be implemented to ensure the uninterrupted of the remediation system (if one is installed) or to prevent further migration of the contamination.

Of the four main areas of NAS Alameda that will require significant time and cost to implement remediation, two will have significant impacts on the chosen

alternative: 1) Seaplane Lagoon and 2) the southeast area of NAS Alameda centering around Building 530.

The chosen alternative for reuse of NAS Alameda indicates that the Seaplane Lagoon is to be redeveloped as a Marina. The DTSC is aware of the intended reuse and is in communication with the ARRA regarding the reuse/remediation issues. The time sensitivity (immediate redevelopment vs. non-immediate redevelopment) of Marina redevelopment will have an impact on the remedial method.

The groundwater of the southeast portion of NAS Alameda, the Inner Harbor and the area around Building 530 in particular, is impacted with volatile organic compounds (VOCs). The extent of the contamination has not yet been defined. The strategy of the Navy, with regard to remedial activity in this area, is to define the beneficial use of the groundwater as non-potable to reduce the remedial effort. In addition, if the Navy succeeds in obtaining a non-potable status from the State Water Resources Control Board (SWRCB), ARRA would have to demonstrate that potable water supply wells would be restricted in this area and demonstrate that a sufficient potable water supply is available from another source through existing domestic water distribution systems. Remedial efforts for this area would be site-specific in order to reduce the potential for VOCs to move from the groundwater and into structures.

#### **Environmental Cleanup Policies:**

7-34 Coordinate the Base Cleanup Plan with the ARRA's schedule for reuse.

*Close coordination is required to achieve timely transfer of property for both short-term reuse and longer-term redevelopment. The ability to achieve ARRA's reuse and redevelopment schedule is dependent on the Navy's ability to identify environmental concerns and/or impact on parcels of high interest in a timely manner. The impact on individual parcels, as well as the potential impact from neighboring parcels, and the remedial actions required have to be defined.*

7-35 Prioritize and develop parcel-specific Environmental Baseline Surveys (EBS) to expedite lease/transfer of the Base.

*Because the EBS is not organized for parcel specificity, additional work will be required to identify the remedial action required to support a FOSL or FOST. A parcel-specific study will provide a vehicle for identifying the presence or absence of environmental contamination at specific parcels including, but not limited to, Asbestos Containing Material (ACM) investigation, Polychlorinated Biphenyl (PCB) inventory, lead-based paint investigation, video and sampling survey of the sewer system and utility trenches. Transformers and other dielectric fluid (PCB) containing devices on the Base have been identified and tested. Those devices containing PCBs are being scheduled for removal. The challenge is to prioritize the parcels based on potential for lease/transfer, and to implement the plans expeditiously.*

- 7-36      Resolve issues related to the disposition of asbestos containing materials (ACM).
- These issues are being addressed by the Navy Public Works Center and are currently not coordinated with any other program schedule. The ARRA should communicate with the Navy Public Works Center regarding the status of asbestos removal, for the purpose of coordinating activities with building reuse priorities.*
- 7-37      Develop cleanup procedures and agreements with the Navy that can accommodate cleanup while maintaining business activity.
- Coordinating interim leasing on the Base prior to or during cleanup activity on any given parcel is one of the major challenges for successful reuse. It is anticipated that remediation activities will be ongoing at the Base for an indeterminate time. Agreements could range from no interruption or requiring access to the property, and depending on the remediation technology, to requiring the lessee to vacate the property for an indeterminate amount of time.*
- 7-38      Work with the Navy to establish acceptable cleanup levels necessary for successful reuse.
- Regulations allow the level of cleanup on individual parcels to vary in part according to parcel-specific planned future use. A basewide risk assessment commenced in November 1994. The results of the risk assessment will be used to identify priorities for risk management decisions so that ARRA's reuse and redevelopment goals can be achieved. It is imperative that the Navy, its contractors, and the agencies agree on the methodology to be used, the data required and existing data gaps, as well as the end use of the parcels. Groundwater issues such as classifying areas that are potential sources of drinking water need to be addressed. Communication of the process to the community as well as special interest groups is key to acceptance and implementation of the concept.*
- 7-39      Establish a process to coordinate cooperation among and within the agencies responsible for cleanup planning and approvals.
- Cooperation among responsible clean up agencies will be critical to successful interim reuse and beginning long-term reuse. These agencies, including Cal-EPA, RWQCB, AQMD and DTSC, can significantly affect the schedule and feasibility of cleanup efforts.*
- DTSC has been appointed the lead agency for Cal-EPA for base reuse and restoration programs. There has been a history of key agencies, namely DTSC, RWQCB, and the Bay Area Air Quality Management District (BAAQMD), operating autonomously. A key concern is coordinating agencies to work cooperatively in the base reuse effort.*
- 7-40      Work to assure that adequate and predictable funding must be available to accomplish the BCP on a schedule which supports reuse initiatives.
- Funding is at the discretion of Congress on an annual basis and is uncertain. The Navy allocates funds to the various restoration programs based on projected needs of*



*each program. Unfortunately, the BRAC Cleanup Plan performance is judged on contract commitments rather than work actually completed which could put any one of the restoration programs at risk for additional funding.*

- 7-41 Monitor the progress of the Navy's cleanup schedule so that efforts are coordinated throughout and impact on the overall restoration program is minimal.

*Navy CLEAN I, a \$130 million, one-year contract with 9 option years awarded in 1988, has been expended in about six years. Engineering Field Activity WEST has decided to open CLEAN II for bid. While proposals have been received, an announcement of the successful bidder has not been made. It is very important that the program proceed with a minimum of revisiting past work.*

### **MAGNETIC FIELDS**

Electric and magnetic fields (EMFs) are present wherever electricity flows from transmission lines to household appliances. After several years of analysis the EPA has concluded that a growing body of data suggests a causal link between cancer and EMFs. A number of research studies are now underway to determine if magnetic fields do indeed pose any health risk. Congressional bills that would boost federal funds for research into the biological effects of electromagnetic fields, including EMFs from power lines in residential areas are under consideration. As a result of a 1993 decision by the California Public Utilities Commission, an EMF research and information program, managed by the California Department of Health Services, has been established.

#### **Magnetic Fields Policies:**

- 7-42 Monitor current information about the results of research on the health effects of magnetic fields generated by power transmission lines and other sources and take appropriate action if warranted.(8.5.a)

*The Alameda Bureau of Electricity monitors the popular press and industry-related news, attends industry conferences and will keep the citizenry informed in the event of any conclusive information.*

- 7-43 Compile information about potential areas of concern at NAS Alameda with regard to electromagnetic fields and reuse of the existing electrical system. New electrical lines and other utilities should be sited and designed with attention to reducing potential impacts from electromagnetic fields.

### **EMERGENCY MANAGEMENT**

The Emergency Operations Management Program in Alameda, currently under the jurisdiction of the Fire Department, is intended to coordinate response to potential disasters such as hazardous materials spills or clouds, nuclear accidents, and hazards due to earthquakes, fire, or aircraft crash. Specific policies for each of these hazards are listed under Seismic Hazards, Fire, Flooding, and Hazardous Materials. This section refers to the overall management and responsibility for

controlling or reducing the consequences of any of these hazards if they are realized. The Emergency Operations Plan is still in its infancy with departmental responsibilities being developed, and completed annexes available for fire and rescue, personnel, and management departments. Disaster exercises are planned and carried out on a periodic basis. Provisions for Emergency Management at NAS Alameda must be integrated into this Plan.

**Emergency Management Policy:**

7-44 Adopt the recommendations and standards to be established in the City of Alameda's Emergency Operations Plan as the guide for disaster planning at NAS Alameda. (8.6.a)

7-45 Create and integrate provisions for Emergency Management at NAS Alameda into the City of Alameda's Emergency Operations Plan.

7-46 Designate staff and assign time for creating and implementing procedures for emergency operations at NAS Alameda. (8.6.b)

*The proximity of Alameda to two major earthquake faults, the large percentage of the Base built on unstable soils, and potential isolation of the main island all constitute major reasons to make the creation and implementation of such procedures a high priority.*

7-47 Establish community programs to train volunteers to assist police, fire, and civil defense personnel during and after a major earthquake, fire, or flood. Extend these programs to the former NAS Alameda site. (8.6.c)

*The City can encourage this training by publicizing courses available to the public and standard CPR and First Aid, as well as disaster-oriented training. The Emergency Operations Plan should specify locations to which volunteers can report during an emergency, and should include listings of appropriate jobs for volunteers. The City Personnel Department and the Alameda Red Cross should coordinate their efforts for emergency programs.*

7-48 Identify "critical facilities" in the NAS Alameda area and add them to the City's list, integrating them into the City's emergency provision plan.

*Alameda's 1976 Safety Element contained a listing of 49 "critical facilities" in Alameda, "whose presence and continued functioning constitutes a vital role in a potential emergency, or whose failure might prove catastrophic." These facilities included the hospital, fire and police station, City Hall, schools, auditoriums, and ambulance services. As reuse activities unfold, it is important to identify strategically situated structures that will act as "critical facilities" for the residents of NAS Alameda and Alameda as a whole, in the event of an emergency.*

7-49 Coordinate emergency operations at the former NAS Alameda site with Citywide activities to promote City-level self-sufficiency in emergency response. (8.6.d)

7-50 Establish a priority system of evacuation routes for the region and for NAS Alameda that works in conjunction with that of the City as a whole. (8.6.e)

*Alamedans are limited to several "exits" from the City during an evacuation. Emergency personnel are reluctant to designate evacuation routes until a disaster occurs, since the details of a particular emergency (location and extent) will aid in determining evacuation pathways. Primary routes are Doolittle Drive, Posey Tube, and Park Street Bridge. At buildout, the primary evacuation route for NAS Alameda will be Posey Tube.*

- 7-51 Designate emergency operations staging areas at the former NAS Alameda site. Sites could potentially include the former runway, the open space, the NAS Alameda piers, the planned golf course in Northwest Territories, the Civic Core central open space promenade, and the new regional park. (8.6.f)

#### **AIRPORT OPERATION & SAFETY**

Historically, Alameda has been subject to noise nuisances from aircraft overflights and safety concerns from operations at Metropolitan Oakland International Airport, San Francisco International Airport, and Naval Air Station Alameda. Current airport activity at NAS Alameda has safety and noise affects in the surrounding West End neighborhoods. The closure of NAS Alameda airfield for aviation activity will eliminate land use restrictions and regulations in the areas surrounding NAS Alameda associated with Accident Protection Zones (APZ) and Safety (crash hazard) Zones designated by the Airport Land Use Commission of Alameda County (ALUC). Use of the NAS Alameda airfield as a restricted use airport or other limited aviation activities, such as helicopter landings, in the interim period would require additional analysis and consideration of the noise and safety issues related to any specific proposal.

#### **Airport Operation & Safety Policies:**

- 7-52 Seek removal of restrictions in the County ALUC and other restrictions related to the NAS Alameda airfield.

#### **NOISE**

Aircraft and surface traffic noise constitute the primary sources of noise problems in the City of Alameda. The closure of the NAS Alameda airfield for aviation activity will eliminate associated aviation noise impacts to the community. Surface traffic noise levels are related to auto and truck traffic noises along major arterial streets. Other sources of noise complaints are related to business/industrial operations, such as small machinery and night truck deliveries, and potentially shipping and shipyard industrial noises, some of them in Oakland. Noise associated with auto and truck traffic on Main Street, Atlantic Avenue, and Mitchell Mosely will create noise impacts in the 60-74 Ldn range (day/night average noise levels in decibels). The levels of surface traffic noise that will exist at full buildout of the Community Reuse Plan will be comparable to those documented in the existing City of Alameda General Plan.

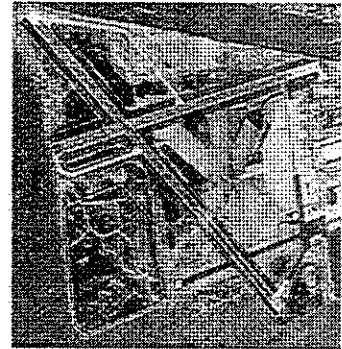
Section 4-10 of the Alameda Municipal Code, Noise Regulations, establishes exterior noise standards, requires submission of noise reduction plans for

noncomplying sources, and requires implementation of noise-reducing actions determined by the Alameda Planning Board to be cost-effective. Daytime noises associated with construction or with maintenance of residential property is exempt.

**Noise Policy:**

- 7-53 Minimize vehicular and stationary noise sources, and noise emanating from temporary activities. (8.7.a)
- 7-54 Require site and building design to achieve noise compatibility to the extent feasible. (8.7.b)
- 7-55 Recognize that residential, school, medical, church, or public library properties in commercial and mixed-use development will be subject to noise levels associated with noisier permitted uses and design buildings with appropriate and cost-effective noise reduction barriers. (8.7.c)
- 7-56 Continue to enforce the Community Noise Ordinance. (8.7.i)
- 7-57 Maintain day and nighttime truck routes that minimize the number of residents exposed to truck noise. (8.7.l)





## 8.0 PROPERTY DISPOSAL STRATEGY

### INTRODUCTION

One of the primary purposes of the Community Reuse Plan is to recommend how property will ultimately be transferred from the Navy to other entities that will reuse the land and/or facilities. There are a number of mechanisms, established through various federal statutes, for conducting this property transfer process. While each mechanism has been established to serve a specific need, or public purpose, there is an overall priority for determining the order or sequence in which various eligible entities may request property. All of the mechanisms for transferring property are shown on Table 8-1 and are listed according to priority for requesting property.

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*One of the primary purposes of the Community Reuse Plan is to recommend how property will ultimately be transferred to entities that will reuse the base.*

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Prior to 1993, the local reuse authority (LRA), had little or no input into the property disposal process. Local governments had to take their place in the hierarchy for requesting property, and unless the request was eligible for a public benefit conveyance, often had to pay fair market value for any property received. In 1993 President Clinton announced a new initiative that shifted the focus of the property disposal process away from raising revenue for the federal government.

The current policy priority, as implemented by the Defense Authorization Act of 1993 (also known as the Pryor Amendment), is on creating local opportunities for economic development, as well as facilitating a more rapid environmental cleanup process. As a part of this policy shift, local communities have been given much more discretion in evaluating all property requests, including those from other federal agencies and homeless providers, all of whose requests previously went directly to the Department of Defense (DoD) or Housing and Urban Development for consideration with no input from the local community. Consequently, the property disposal strategy developed by communities as part of their Community Reuse Plan is much more important than it would have been in a plan predating 1993. The Reuse Plans may now include a comprehensive approach to property disposal that is consistent with the overall objectives of the Plan and considers all requests in relation to each other, as well as to the Plan objectives.

The Alameda Reuse and Redevelopment Authority (ARRA) has followed a systematic process to determine the optimal approach to property disposal at NAS Alameda. This process, and the resulting recommended property disposal strategy, are described below. The final determination of property disposal will be made by the Navy regarding property through the Record of Decision (ROD), which will also guide environmental cleanup strategies for the Base.

### **Property Disposal Process at NAS Alameda**

Different entities have rights to receive property at closing military bases at no cost or at a discounted sales price granted by various federal statutes. Depending on the legislative authority, the entity seeking property must follow a specific process. Other branches of DoD and other federal agencies submit their property requests to the DoD and the LRA. All non-federal agencies seeking property must also have a federal agency sponsor their request, but the actual request is submitted to the LRA. The DoD, the sponsoring federal agency, and the LRA will each have their own process and schedule for reviewing property requests. However, the LRA makes its recommendations through the Community Reuse Plan.

Each of the transfer mechanisms entitled through federal law are described below. Although these mechanisms are listed in order of who gets priority claim to the property, this priority hierarchy is no longer as rigid as it was prior to 1993.

*Direct Transfer to Other Federal Agencies:* The Department of Defense is responsible for setting the timing for Federal agencies to request property at closing military bases. In NAS Alameda's case, Federal screening began almost immediately after the Base's closure was announced in July 1993. Early in 1994 the ARRA submitted a request to the Secretary of the Navy requesting that all decisions on federal transfers be deferred until the final Community Reuse Plan was complete. The Secretary agreed to this request, allowing the ARRA to review all federal property requests in a broader context. 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. The Coast Guard requested 582 units of family housing, including Marina Village, North Housing, and Building 545. Ongoing negotiations have been conducted with both groups to ensure that their objectives can be met while minimizing the overall impacts on the Reuse Plan.

*The Base Closure Community Redevelopment and Homeless Assistance Act of 1994 (Redevelopment Act):* The Base Closure Community Redevelopment and Homeless Assistance Act of 1994 requires the local community to accommodate the needs of the homeless at closing military bases. However, the Redevelopment Act, which supersedes the Stuart B. McKinney Act of 1987, allows local communities the discretion to determine how the homeless should be accommodated in a manner that provides a balance between homeless needs and the need for economic development. All property is to be provided to the homeless providers at no cost, although it can be "leased" rather than given to the homeless providers through title transfer.

**Table 8-1**  
**Property Transfer Mechanisms (listed in order of priority)**

Entity to Receive Property	Property Transfer Mechanism	Cost of Property	Comments
Agencies of the Federal Government, including other of the military	Direct federal transfer of title from DoD to receiving agency	no cost	The local reuse authority (LRA) can request that DoD not honor requests for federal transfers as part of their Reuse Plan if it is inconsistent with the Community's economic development objectives.
Homeless Providers	Direct transfer or lease from LRA as per Base Closure Community Redevelopment and Homeless Assistance Act of 1994	no cost	The Base Closure Community Redevelopment and Homeless Assistance Act of 1994 requires communities to accommodate homeless needs at closing military bases; however, homeless needs must be balanced against the economic development objectives of each community.
State and Local agencies and non-profit institutions	Public Benefit Conveyance	no cost	State and local agencies as well as non-profit agencies that meet a specific public purpose may request property from the federal government at no cost. Property conveyed via a PBC may only be used for the specific public purpose included in the property request. The LRA may recommend denial of a PBC if it is inconsistent with the Community Reuse Plan's objectives.
Ports, marinas, and other maritime facilities	Port Conveyance	no cost	Local entities may request ports, marinas, and facilities that would support maritime activities from DoD at no cost.
Local Reuse Authorities	Economic Development Conveyance	negotiated sale	LRA's may request property through an EDC to satisfy local economic development objectives. The LRA may have to pay for the land depending on its value. Land values and payment terms are negotiated between the military and the local community based on a business plan generated by the community and an appraisal done by the military.
Negotiated Sale or Public Bid Sale	Title transfer	either negotiated sale price or fair market value	Local government agencies like LRA or City have right of first refusal to purchase property through negotiated sale with the Navy. If there is no interest from public agency, the military can opt to sell land directly to private parties. In this case, the land must be sold at "fair market value."

In February 1995, the ARRA recognized the Alameda County Homeless Providers Base Conversion Collaborative (Homeless Collaborative) as the official organization representing the homeless interests in Alameda County. At that time, a negotiating team composed of City of Alameda staff, a BRAG member,



and the ARRA homeless consultant entered into negotiations with a group representing the Homeless Collaborative to establish a set of standards, or objective criteria for planning purposes. These standards would be used to measure how the final Community Reuse Plan incorporated a reasonable accommodation level for homeless needs. These Standards of Reasonableness (SOR) served to create a total envelope of built space that must be allocated to homeless providers, without specifying actual buildings or facilities that must be dedicated to homeless services.

This approach enabled the Homeless Collaborative to have concrete assurances as to what types of facilities they could receive, while limiting the overall amount of property they could request. In addition, by not tying the Standards to specific buildings, the ARRA was able to maintain discretion over where the homeless facilities would be located. This allowed the ARRA to ensure that the homeless could be accommodated in a manner that would not conflict with the community's economic development needs. The Standards of Reasonableness are summarized in Table 8-2.

**Table 8-2**  
**Summary of the Standards of Reasonableness (buildings only)**

Use/Activity	Level of Accommodation
Housing	
Family Housing	186 Units
Barracks Housing	200 Units
Economic Development	
Office/Classroom	25,000 sq. ft.
Special Purpose Industry	2 opportunities
Institutional	2 opportunities
Recreation/Retail	2 opportunities
Warehouse/ General	150,000 sq. ft. if the Alameda County
Purpose Industrial	Community Food Bank is included; 75,000 sq ft without the Food Bank

Note: An "opportunity" is defined as a facility designed for a specific type of use.

The Redevelopment Act requires that homeless providers be allowed a three to six month time period in which they can submit their requests for property to the LRA. This screening process was initiated on April 14, 1995 and closed on July 14, 1995. The Homeless Collaborative Submission for Request of Property is summarized in Table 8-3.

**Table 8-3**  
**Homeless Collaborative Property Requests**

Facility	Quantity
Family Housing	186 Units
Barracks Housing	200 Units
Warehouse Space	110,000 sq. ft.
Recreation/Retail	2 opportunities
Special Purpose Industrial	30,000 sq. ft. Industrial Facility 4 acres of vacant land
Institutional Space	1 opportunity
Office/Classroom Space	21,950 sq. ft.

*Public Benefit Conveyances:* State and local government agencies as well as 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 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 their program to the 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 Reuse Plan.

Six groups submitted expressions of interest for PBCs. These groups and the facilities they requested are shown on Table 8-4.

*Port Conveyances:* Congress recently enacted an additional conveyance mechanism that allows LRAs to request property to be used as a port, marina, or related maritime activity at no cost (National Defense Authorization Act for Fiscal Year 1994). In this case, as in the case of the Economic Development Conveyance described below, the LRA initiates the property request. Because the port conveyance is new, no property has been transferred through this mechanism yet, and it is unclear as to exactly what facilities beyond very basic port and marina infrastructure can be conveyed through this mechanism. NAS Alameda may be one of the first bases in the country to request property through a port conveyance; and since this mechanism is untested, the ARRA should have an alternate plan for requesting property associated with the marina.

**Table 8-4**  
**Public Benefit Conveyance Requests**

Organization/Agency	Buildings Requested	Parcels Requested
Naval Air Museum	77, 41	
Conservation Science Institute	162, 64, 15	
Alameda Unified School District	258, 7, 608, 608a, 608b, S608, 613, 522, 338, S338, 534	17, 149, 183, 82, 105, 167, 168, 180, 179, 149, 214, 211(partial)
East Bay Regional Parks	608, 542, 385	160, 161, 162, 163, 165, 166, 167, 169, 198, 150, 151, 202, 199, portions of 5 and 23
City of Alameda Parks and Recreation Department	76, 134, 60	37, 38, 60, 92, 93, 94, 95, 96, 97, 62, 101, portions of 23 and 61
Pan Pacific University	1, 2, 3, 4, 7, 16, 17, 18, 94, 76, 134, 60, 525, 553, 585, 115, 130, 63, 193, 89, 30, 31	40, 41, 42, 43, 44, 45, 63, 64, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 207, 213, 187, 194, 60, 61, 91, 92, 93, 94, 95, 96, 97, 101, 37, 38, portions of 23

*Economic Development Conveyance:* The Defense Authorization Act of 1993 created a new conveyance mechanism allowing LRAs to request property specifically for economic development purposes. This mechanism, the Economic Development Conveyance (EDC) provides communities with considerably more flexibility and local control over development than was possible under the previous regulatory framework. The LRA can hold and manage the property over the long-term, or sell the property and retain the proceeds to finance infrastructure and other improvements necessary to support future development. The ability to control these real property interests and to benefit locally from any market transactions creates a powerful mechanism for local communities to proactively support economic development and job generating activities that replace the economic benefits to the local economy lost through the base closure process. However, the LRA must also share any net proceeds from real estate transactions, after subtracting the costs of infrastructure improvements, with DoD.

LRAs may obtain property through an EDC at a cost that is either at or below fair market value. However, since this mechanism is relatively new, DoD and

the various branches of the military are still exploring options for valuing property and negotiating with the local communities. A LRA cannot submit a request for an EDC unit after its Community Reuse Plan has been adopted. Therefore, although this mechanism is included in the overall property disposal strategy for NAS Alameda, the actual request, and a response to this request, will not be forthcoming until some time in 1996.

*Negotiated Sale with a Public Body:* Prior to establishment of the EDC, local governments who wanted property for purposes that were inconsistent with a PBC could only obtain property through a negotiated sale. The price for such property could be discounted, but the local entity was still expected to pay some amount; these were not intended to be conveyances of property at no cost. However, with the EDC, negotiated sales to a public body are less common. Local entities may now fold their requests for property into the LRA's request for an EDC. This mechanism will not be used as part of the Disposal Strategy for NAS Alameda.

*Public Bid Sale:* Any property at NAS Alameda not otherwise disposed of through a federal transfer or some form of conveyance will still be owned by the Navy. The only process the Navy can use to dispose of this property is to sell it through a public bid sale. All proceeds from such a sale would go to the U.S. Treasury, and would not necessarily be available to assist with the reuse process at the Naval Air Station. None of the property at NAS Alameda is being proposed for disposal through Public Bid Sale.

## **ARRA PROPOSED PROPERTY DISPOSAL STRATEGY**

### **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 through the EDC at no cost and to exercise the lease back through the federal agencies mechanism proposed in the pending 1995 Defense Authorization Act (DAA). This conveyance option would allow the ARRA to retain ultimate control over the property and allow the property to revert to the ARRA should the federal agencies 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 for the use of these properties. Both the Coast Guard and the Fish and Wildlife Service have expressed a willingness to operate under the lease/leaseback provisions 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.

### **Public Benefit Conveyances**

The ARRA received six requests for public benefit conveyances 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,

the 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 basewide infrastructure and public service costs necessary to help make the entire redevelopment plan economically viable and fiscally sound. Based on that review, the ARRA recommends the following PBCs, summarized on Table 8-5.

**Table 8-5  
Recommended Public Benefit Conveyances (a)**

Agency/Organization	Proposed Use	Navy Building Number	Navy Parcel Number	Property to be Transferred
Alameda Unified School District	Elementary School (c)	-	179	land only
	Day Care Center	258	180	land/building
	Corporation yard/ central kitchen/ continuation high school	364, 362, 363	172, 173, 175, 176	land/building
City of Alameda Parks and Recreation Department	Pool, gym, recreation areas, open space	76, 134, 60	92, 93, 94, 95, 96, 97, 101, 37, 38, 60	land/building
	Long term lease to East Bay Regional Parks District for parks, trails, open space		61(b), 62(b), 161, 162, 163, 165, 166, 167, 168, 169, 198, 23(a), 1, 2, 3, 4, 5, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22,	

Notes: (a) Parcel and Building numbers correspond to Navy building and parcel numbering system  
 (b) Partial use of building or parcel  
 (c) AUSD already owns the Miller School building; this request is for the land under the building.

**1)**

***Alameda Unified School District (AUSD)***

The requests for land and property associated with the existing elementary school and day care center are consistent with the Land Use Plan in the Community Reuse Plan and the ARRA recommends this PBC request be honored (parcels 180 and 179 and Building 258).

ARRA also recommends that other buildings and parcels be conveyed to AUSD through a PBC to accommodate a corporation yard,

central kitchen, and a continuation high school in lieu of the District's original request for Storage Area Site Parcels 149, 168 and 169, and a portion of Parcel 214 as well as Buildings 608, 608a, 608b, and S608. This location is considered unsuitable for the proposed uses, since it will be developed as a regional recreation facility and industrial park.

The School District has also requested Buildings 522, 545, 613, 7, and portions of Parcel 182. Buildings 522 will be requested by the ARRA as part of the EDC and leased to AUSD (see discussion below). Building 613 was also requested by the Homeless Collaborative. In discussions with the School District and the Collaborative, it is recommended that the homeless provider receive the right to lease Building 613, since AUSD will be receiving Building 258 for a day care center.

Building 7 has a high market reuse potential as a materials engineering laboratory; however, AUSD requested use of this building for administrative offices only. Therefore, the ARRA will request this Building through the EDC, and will use the rent revenues it generates to help finance necessary physical improvements to the Base. The ARRA will work with AUSD to identify an appropriate site for future use as an AUSD office building.

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.

**Homeless Assistance Requests**

The ARRA proposes that all property required to meet its assurances made under the SOR and required by the Redevelopment Act be conveyed to the ARRA at no cost through a Homeless Assistance Conveyance. The ARRA will enter into a legally binding agreement with the individual homeless providers regarding the terms and conditions under which each provider will be able to obtain a long-term lease for the requested property. A copy of the legally binding agreement is included in the technical appendix to this Plan.

The Homeless Collaborative's submission for Request of Property at NAS Alameda was consistent with the amount of property to be made available under the Standards of Reasonableness. Table 8-6 shows the list of providers, the types of facilities they have requested, and the building(s) they will be assigned to accommodate this request. Figure 8-1 also shows the exact facilities assigned to homeless providers.

**Table 8-6**  
**Homeless Accommodation By Building**

Provider	Program Request	Building Assignment
<b>Family Housing Requests</b>		
Catholic Charities	67 units of family housing for permanent housing for homeless families	67 units of East Housing
UA Housing	30 family housing units 15 Units of CPO housing 2 acres for garden	30 units of East Housing 15 CPO Units 2 acres adjacent to housing to be determined
RCD	20 family housing units 12 CPO units	20 units of West Housing 12 CPO units
Dignity West	30 family housing units	30 units of West Housing
United Indian Nation	8 multi-family units 3 CPO units 1 single family house	8 multi-family units 3 CPO units 1 single family house (locations to be determined)
<b>Barracks Housing</b>		
Rubicon/San Leandro Women's Shelter	75 units of barracks housing for battered women and children	Buildings 531, 532, 533 (Navy Lodge)
Operation Dignity	125 units of barracks housing for homeless veterans and seniors	To Be Determined
<b>Non-Housing Requests</b>		
Rubicon	Woodshop for economic development and job training	Building 607 (woodshop)
Rubicon	Marina Snack Bar for economic development and job training	To Be Determined
UA Housing	2 acres for compost operation	2 acres adjacent to housing to be determined
Alameda County Community Food Bank	100,000 sq ft of warehouse	Building 92
PRTC	30,000 sq ft of manufacturing space for economic development and job training	Building 91 (30,000 sq. ft.)
Davis Street	Child Care Center	Building 613
Love Inc.	5,000 sq ft of warehouse	Building 101
Operation Dignity	5,000 sq ft of warehouse/office	Building 101
Alameda Red Cross	2,000 sq ft of warehouse/office	Building 101
ESN	750 sq ft of office	Building 101
Rubicon	15,700 sq ft of warehouse and class rooms	Building 101
United Indian Nation	3,500 sq ft of office	Building 101

While the majority of the homeless requests have been accommodated, there was one conflict between homeless needs and other economic development considerations. Operation Dignity requested 125 units of barracks housing to house homeless veterans and elderly people. However, all of the barracks buildings, including Buildings 17, 2, and 4 have also been requested by Pan Pacific University. Because Pan Pacific University has the potential to create numerous jobs and other economic benefits to the community, its request was given priority. Therefore, the ARRA is seeking some other accommodation for Operation Dignity. For further discussion of how this request will be accommodated, see the Homeless Assistance Element in Chapter 9.

**Port Conveyance**

The Community Reuse Plan proposes an 122 acre mixed use development area that will include a marina and supporting development in and adjacent to the former sea plan lagoon and the three major piers. This property will be requested under the Port Conveyance. The marina and the shore side facilities are being included as one request because they are considered symbiotic uses that will only be successful if both are present. This marina district also has major significance for the overall success of the Reuse Plan as it includes a major recreation and open space features in addition to other important civic buildings.

Buildings 162, 64, and 15, which have been requested by Conservation Science Institute, are included in the Port Conveyance requested by the ARRA for the City of Alameda. Private commercial users have already expressed an interest in leasing Buildings 15 and 64 at market rate rents, and Building 164 is targeted for demolition. The ARRA will consider leasing an alternate location to a marine research institute, should a viable organization seek facilities at NAS Alameda and provide the ARRA with proof of financial resources and management capacity.

If a Port Conveyance is denied by the Navy, this property will be included in the EDC request. An early determination of the appropriateness of the Port Conveyance mechanism will be necessary for the ARRA to proceed with its business plan required as part of the EDC application.

**Table 8-7  
Port Priority Conveyance**

Agency/Organization	Proposed Use	Buildings	Parcels
City of Alameda	Port and marina related activities	25, 29, 38, 622, 623, 494, 543, 515, 595, 66, 399, S511, 470, 398, 162, 349, 13, 14, 265, 180, 168, 68, 64, 15, 601, 38, 167, S558, 617A, 292, 557, 551	26,28,27, portions of 23, 205,125, 136, portions of 138, portions of 139, 154, 156, 157, 158, 155, 161, portions of 160, portions of 198, 126, 127, 135, 137, 159, 154



### **Economic Development Conveyances**

The ARRA fully understands the purpose of the EDC is to promote early job creation and economic development opportunities. However, the EDC offers additional benefits to the ARRA. First, the EDC provides the ARRA with the flexibility to accommodate certain types of public or non-profit organizations who may not be appropriate for a PBC, but who should be given access to property at the Base under favorable lease terms because they can contribute to job creation and economic vitality. Second, it allows the Reuse Authority to fully leverage the maximum value of all development opportunities to help pay for the infrastructure and other improvements necessary to make the Base viable for long-term reuse.

*EDCs 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 East Bay Regional Parks and the Fish and Wildlife Service who are requesting property for a public purpose. However, the property being requested is within the Tidelands Trust area and title cannot be transferred to any party other than the City of Alameda without an act of the state legislature. In these cases, the property will be transferred to the City, which will enter into a memorandum of understanding or other type of legal agreement with the agency requesting the property to execute ongoing property management activities.

The other groups are non-profit entities, i.e., Pan Pacific University and the Alameda Naval Air Museum, that are requesting property for a clear public purpose, but where there is considerable concern over the level of risk or uncertainty associated with the project. If these groups were to receive property through a PBC, they would be very limited in how they could use their facilities. These limitations may create considerable financial hardships, especially over the short-term. For example, Pan Pacific University is requesting approximately 65 acres of land and 14 buildings. However, the University's operating plan anticipates using only Building 17 during its first few years of operation. If all of this property were conveyed to Pan Pacific through a PBC, the University would be responsible for maintaining all of the buildings it will not use in the early years; however Pan Pacific could not rent any of these facilities to other users unless they also met the requirements of the PBC for an educational use.

An additional benefit to this approach is that 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.

Table 8-8 shows a list of users who have requested property under either a federal property transfer or a PBC, but who will be accommodated through the ARRA's EDC request. A narrative description of each request is provided below.

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

**Table 8-8  
Recommended Economic Development Conveyances**

Agency/ Organization	Use	Building Number	Parcel Number	Accommodation
<b>Public and Quasi-Public</b>				
United States Fish and Wildlife Service	Wildlife Habitat Preserve	na	5, 6, 7, 23(a), 24, 25 (a)	Property to be Leased
East Bay Regional Parks District	Recreational Vehicle Park		149, 150, 151, 202, 199, portion of 159	Property to be Leased
Pan Pacific University	University Campus	1, 2, 3, 4, 7, 16, 17, 18, 94, 76, 134, 60, 525, 553, 585, 115, 130, 63, 193, 89	40, 41, 42, 43,44, 45, 63, 64, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 207, 213, 187	Building to be leased
Alameda Naval Air Museum	Museum	77, 41	196, 71, 72	Building to be leased
Alameda Unified School District	Administrative Offices and Training Facilities	522	105	Building to be leased
<b>Alameda Reuse and Redevelopment Authority</b>	<b>Economic Development</b>	All other parcels and buildings not conveyed through other mechanisms		

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.

2) **East Bay Regional Parks**

This use will include approximately 36 acres of dry land, the existing marina, the existing breakwater, and the water area between the breakwater and the shore. The Park District will use this property to create trails, day recreation facilities, a campground, and a recreational vehicle park. In addition, the East Bay Regional Parks (EBRP) requested property for shoreline access and trail along the northwestern perimeter of the Base. The ARRA recommends that all property being requested by East Bay Regional Parks be transferred to the City, because it is within the Tidelands Trust area, and be leased to the EBRP at a nominal rate for parks management and operation.

3) **Pan Pacific University**

There is a strong likelihood that Pan Pacific University (PPU) will create substantial employment opportunities, act as a magnet for other job generating uses, and contribute substantially to overall infrastructure costs. For all of these reasons, 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.

PPU will receive most of the buildings it is requesting. However, Building 7 will be retained by the ARRA for economic development purposes. The recreation buildings originally included in PPU's PBC request, such as the gym, the pool, and the Officers' Club will be conveyed to the City of Alameda Parks and Recreation Department and used jointly with PPU. This will ensure that these facilities will be available to the general public, while leaving open the possibility of a joint-use agreement between the City and PPU.

4) **Alameda Naval Air Museum**

The Museum will have the ability to lease both buildings originally requested through the PBC process. The ARRA recommends that this property be transferred to the ARRA and leased to the Naval Air Museum at a nominal cost. If the Museum does not require all of the space it is requesting, or if it does not succeed, the ARRA will have the ability to immediately lease these facilities to other job generating uses.

5) **Alameda Unified School District**

Buildings 522 and 545 were originally requested by AUSD for use as a training facility and office space through the PBC process. However, the ARRA has determined that while these are both appropriate interim uses for these buildings, neither use will be appropriate over the long-term. Building 522, which is being requested for a training facility, is probably too small to fulfill the District's likely need for growth over time. Building 545, which is currently used as a housing office, has been requested by the Coast Guard for continued use as a housing office. However, AUSD would use this facility as an office building. The Coast Guard use is considered to be more compatible with the Reuse Plan, since it will be serving the residents of Marina Village and the North Housing. As was stated above, the ARRA will work with AUSD to identify an alternative site to accommodate a future administrative office building.

*EDCs for other uses:* In addition to what has been described above, the ARRA will include another approximately 811 acres in the ARRA's EDC request. This property will be the real engine of reuse and redevelopment at the Base because it includes the buildings with the strongest potential for immediate reuse, as well as some the key opportunity sites for new development. The economic activity associated with these buildings and potential new development is what will begin

to fill the large void in the local economy created by the Base's closure.

The property also provides a significant resource to the ARRA in terms of providing a mechanism for financing infrastructure improvements necessary to support the long-term reuse activities. With the limited financial resources available from the federal, state, and local governments, the ARRA will need to utilize the revenue stream it can generate through leases, property sales, and possibly tax increment, to raise capital to fix up some buildings, demolish others, and to generally clear the path for new development. Without this resource, it is likely that NAS Alameda could languish, with no significant long-term reuse activity for many years.

**Table 8-9  
Property Requests and Recommended Conveyance Mechanisms**

Organization/Agency	Requested Conveyance Mechanisms	ARRA Recommended Conveyance Mechanisms
U.S. Fish and Wildlife Service	Federal Transfer	EDC
Coast Guard	Federal Transfer	EDC
Homeless Providers		Homeless Assistance Conveyance
Naval Air Museum	PBC	EDC
Conservation Science Institute	PBC	No conveyance to CSI. ARRA would consider no cost lease to a Marine Research Institute, if a viable organization is identified.
Alameda Unified School District	PBC	<u>PBC</u> Parcels 179, 180, 172, 173, 175, 176 Buildings 362, 363, 364  <u>EDC</u> Building 522
East Bay Regional Parks District	PBC	PBC and long term lease from the City of Alameda Parks and Recreation Department
City of Alameda Parks and Recreation Department	PBC	PBC
Pan Pacific University	PBC	EDC

To obtain this property, the ARRA must submit an EDC application to the Navy which will include a detailed business plan. The business plan must include a financial analysis of what costs and revenues the ARRA will incur over the next 15 years, and how the Reuse Authority plans to implement the vision contained in this Reuse Plan.

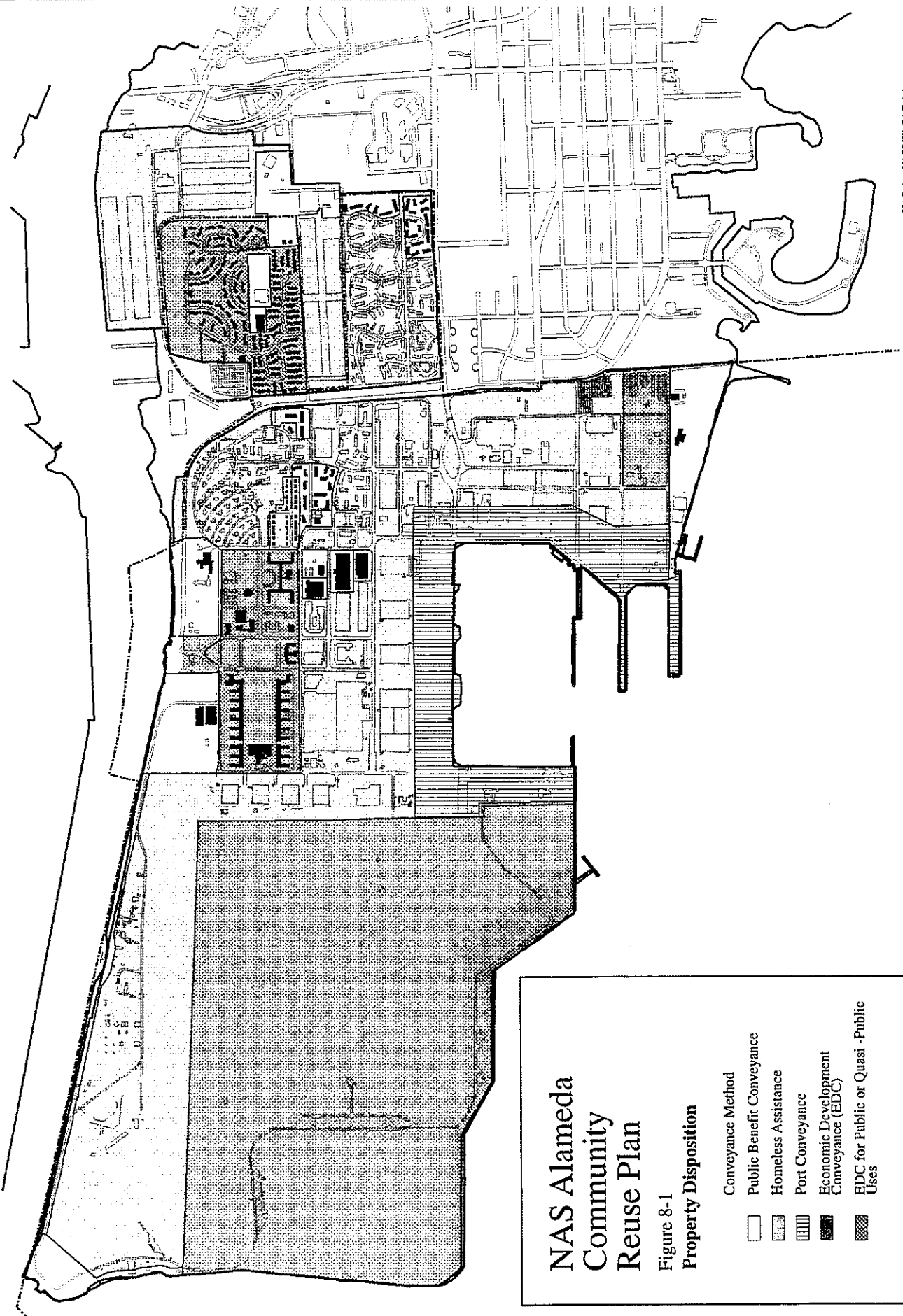
Work on the EDC application will commence sometime early in 1996 following adoption of the Reuse Plan, and will be submitted to the Navy by the summer of 1996. The final determination as to what property the ARRA will receive, and what property will be conveyed through other means, will be included in the Navy's ROD. This document should be available some time in 1997. Table 8-10 summarizes the entire property disposal strategy, showing acreage by disposal mechanism. Figure 1 maps the parcel disposal.

#### Negotiated and Public Bid Sales

At this time, the ARRA is not recommending that the Navy dispose of any property through these mechanisms. However, should the ARRA's business plan indicate that an EDC for any of the parcels or property is infeasible, the ARRA would consider the prospect of jointly marketing property for a public bid sale.

**Table 8-10**  
**Summary of NAS Property Disposal Strategy**

Agency/ Organization	Total Acreage	Percent
Federal Transfers	0	0.0%
Public Benefit Conveyance	127	7.0%
Port Priority Conveyance	122	6.7%
EDC for Public/ Quasi Public Uses	765	42.1%
Homeless Assistance Conveyance	43	2.4%
Economic Development Conveyance	760	41.8%
<b>TOTAL</b>	<b>1,817</b>	<b>100.0%</b>



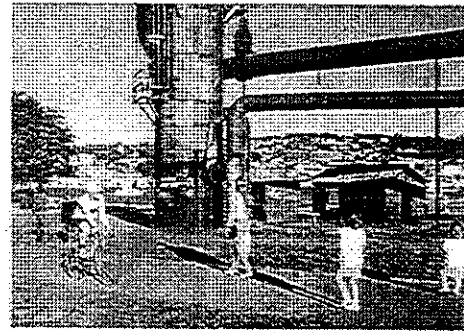
# NAS Alameda Community Reuse Plan

Figure 8-1  
Property Disposition

- Conveyance Method
- Public Benefit Conveyance
  - Homeless Assistance
  - Port Conveyance
  - Economic Development Conveyance (EDC)
  - EDC for Public or Quasi-Public Uses

Note: Highlighted Buildings indicate specific requests. Conveyance methods match those uses on underlying land.





## 9.0 IMPLEMENTATION STRATEGY

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*Successful Reuse of NAS Alameda will rely on implementation of interim leasing, infrastructure system improvements, equipment disposal, and financing.*

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The NAS Alameda Community Reuse Plan is intended to be a policy document to guide reuse and land use decisions. This document has been designed specifically to fit into this existing planning and policy framework of the City of Alameda. Chapters 2 through 7 follow the guide of the City's General Plan and the State's General Plan guidelines. Chapter 8, the Property Disposal Strategy is intended to specifically respond to BRAC procedures for the disposal of property.

This chapter is intended to address issues that deal directly with the process of reuse and redevelopment of NAS Alameda to civilian use. This Implementation Strategy includes discussion of interim reuse, infrastructure, financing & fiscal implications of the plan, and equipment & personal property disposition, as well as action items for the policy areas discussed in previous chapters. Each of these sections address issues crucial for the implementation of the Community Reuse Plan.

### **EQUIPMENT AND PERSONAL PROPERTY**

A wide range of personal property and equipment could potentially remain on Base after the Navy has departed. This equipment and personal property represents an opportunity for attracting businesses to the Base. In some cases, it will increase the marketability of individual buildings located on the Base, as specialized industries seek to relocate or expand into former Base property. It should be noted that though equipment does not have to be used in its current location or configuration, according to Navy regulations, reuse of equipment must occur on-site at NAS Alameda. Equipment and buildings 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.

#### **Industrial Equipment**

The equipment that presents the greatest opportunity is not individual tools or machines, but groups of tools and machines that create a shop or lab. This equipment is generally associated with specific buildings. Constraints on personal property reuse and marketability exist as much of the equipment is outdated or requires major reconfiguration.

An assessment of personal property was performed as part of an overall facility marketability survey. The assessment focused on the industrial equipment and the



usefulness of the equipment "in place." Forty-four buildings were surveyed and only those buildings with equipment having market enhancement impact potential were addressed.

The assessment identified one building (Building 7, the Materials Engineering Laboratory) which, if it were to retain all of its present equipment, would have enhanced market value for drawing interim and long-term private users. The equipment in this building is functional — listed as overall good condition to very good condition — modern, and suitable for uses beyond the highly specialized military uses.

Two buildings are deemed to have some limited enhanced marketability due to their personal property and equipment. These are: Building 32, the Plating Facility, and Building 24, the Aircraft Painting and Finishing Facility. These buildings are modern facilities but their marketability to civilian users is unknown. Building 25, the Corrosion Control Facility, is a modern, highly specialized facility that has little to no reuse potential due to its design and the specialized nature of its equipment.

Building 9, the Aircraft Store House, and Building 62, the Computer and Data Communications Center, also have equipment that was deemed to have some value but the buildings and equipment, as currently used and configured, have greatly limited the marketability. Some of the constraints for reuse of personal property for these buildings include configuration, operational problems, and uncertainty as to status of equipment.

No other industrial equipment was estimated to contribute to building marketability. Reasons disqualifying additional buildings and their properties from enhanced marketability are due to equipment included abandonment, transfer of property to other locales, highly specialized equipment, malfunctioning equipment, non-functioning equipment, dated equipment, and sundry, ill-suited collections of equipment.

In addition to enhancing marketability of NAS facilities through "in place" reuse, existing industrial equipment could be moved and reconfigured for reuse elsewhere on the Base. This possibility should be considered on a case-by-case basis responding to interest from potential reusers in available buildings and equipment.

#### **Business Equipment**

Leases and sales of business equipment currently in the NAS Alameda inventory at less than fair market value would provide a strong incentive for new businesses to locate at NAS Alameda. Office furnishings and equipment currently on the Base could be used by private and public enterprises. This includes the types of furniture normally found in an office environment and office equipment such as personal computers (preferably 80486 class or newer), facsimile machines, telephones, typewriters, calculators, reproduction equipment, audio-visual aides and similar items. Additionally, warehouse equipment and supplies including shelves, racks, conveyors and material handling equipment such as forklifts and

pickers could enhance warehouse buildings marketability to the private sector.

#### **Public Service Uses**

The following general types of equipment would be required to properly maintain both real and personal property throughout NAS Alameda.

- *Public Safety and Security:* Examples of this property include fire fighting, hazardous material response and ambulance equipment, security systems and law enforcement items.
- *Ground Maintenance Equipment:* This category includes mowers and other similar types of equipment used to maintain public areas, parks, and recreation fields.
- *Utility Maintenance Systems and Documentation:* This includes equipment, drawings, technical manuals, maintenance histories and other documentation that supports facilities or the Base utility systems. This category will be critical for upgrading and maintaining the Base infrastructure.

#### **Community Use**

The Community Reuse Plan sets aside numerous areas of the property for local community use, including the marina, open areas, athletic fields, gymnasiums and swimming pools. The Navy's Morale, Welfare, Recreation (MWR) activities may own recreation buildings, including the bowling alley, woodshop, and the North Housing recreational center (Buildings 542, 607, and 522 respectively) and the related equipment. MWR is funded through donations and payments from Navy personnel and therefore is not subject to BRAC closure property disposal guidelines. Reuse of these structures and equipment would be subject to negotiation of transfer/sale between the ARRA and MWR. The plan also envisions a maritime museum to preserve the history of NAS Alameda. AUSD is interested in the reuse of any sports and recreational equipment and other equipment useful to the district's activities. Finally, various agencies have expressed interest in NAS under the Homeless Assistance Act Screening Process. To accomplish these reuse goals, the following types of personal property will be required:

- *Sports and Recreational Equipment:* This includes any property used to maintain and operate the existing sports/recreational facilities at NAS Alameda.
- *Historic Resources:* This includes any historic personal property that is part of or documents the long and cordial relationship between the local community and the Navy.
- *Household Goods:* This includes furnishings and other items normally found in a residential facility including barracks. This personal property would be used to house homeless people.

- *Food Service Equipment and Supplies:* This category includes the types equipment and supplies typically found in a commercial kitchen or restaurant. Homeless Assistance Act providers will use this personal property to both feed homeless people and train them for jobs in the food service industry.
- *Child Care Equipment:* This includes equipment normally found in a day care center for children. The AUSD providers intend to continue to operate the day care facility.

## 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 the 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.

### Potable Water and Fire Protection Sprinkler Systems

The estimated average daily water consumptive use at buildout is estimated to be 2.89 MGD (million gallons per day). Previous studies prepared by the Navy indicate that the Base was consuming 2.8 MGD as an average daily demand for potable water. On a comparative basis, the envisioned land uses do not appear to require any significant improvements to the offsite water infrastructure. However, informal discussions with EBMUD have indicated that off-site water transmission system improvements would improve water flow capacity to the NAS base. By improving water transmission capabilities, it may be feasible to phase out the existing on-site water storage facilities (two elevated welded steel tanks and two pumped storage facilities).

The existing on-site water distribution system was modeled utilizing computer simulations to ensure the reliability of the system. Based on this analysis, it is concluded that the existing potable distribution system can support the envisioned land uses.

The only area where the existing water system will be unable to serve proposed development is in the Northwest Territories in the northwest quadrant of the base.

Table 9-1  
Infrastructure Capital Costs Summary

Assumed Service Provider (4)	Gas System(1)	Electrical System(1)	Stormwater System	Wastewater System	Potable Water System	Roadway System		Total
						Public Costs	Private Costs	
	PG&E or other	Alameda Bureau of Electricity	Alameda Public Works	Alameda Public Works	EBMUD	Alameda Public Works (4)	Developers	
Near Term Costs(2)	300,000-350,000	300,000-350,000	950,000-1,050,000	300,000-350,000	250,000	2,440,000		\$ 4,790,000
Cyclic Replacement Costs (10-15 years)	20,700,000	29,600,000	12,400,000	4,500,000	4,500,000			\$ 71,700,000
Costs Related to Development								
Civic Core	2,049,000	6,606,000	3,096,000	1,252,500		23,557,512	5,495,688	\$ 33,401,700
Inner Harbor	201,000	1,547,000	1,071,000	446,250		5,859,348	1,424,808	\$ 8,801,406
Main Street Neighborhoods	11,910,000	13,061,000	2,247,000	802,500		31,968,552	7,327,584	\$ 42,345,636
Marina	1,940,000	2,798,000	1,134,000	472,500		5,859,348	1,424,808	\$ 8,890,656
Northern Waterfront (FISC) (3)	1,120,000	3,406,000	N/A	N/A		N/A	N/A	
Northwest Territories	1,493,000	1,874,000	1,899,000	1,694,000	3,500,000	6,399,888	814,176	\$ 14,307,064
Wildlife Preserve	0	0	0	0				\$ -
<b>Total Development Costs</b>	<b>18,713,000</b>	<b>29,292,000</b>	<b>9,447,000</b>	<b>4,667,750</b>	<b>3,500,000</b>	<b>73,644,648</b>	<b>16,487,064</b>	<b>\$ 107,746,462</b>
<b>Total Costs</b>	<b>\$ 21,050,000</b>	<b>\$ 29,950,000</b>	<b>\$ 22,897,000</b>	<b>\$ 9,517,750</b>	<b>\$ 8,250,000</b>	<b>\$ 76,084,648</b>	<b>\$ 16,487,064</b>	<b>\$ 184,236,462</b>

Notes:

- (1) Gas & Electrical Systems with Cyclic Replacement will be sufficient to serve the Land Use Plan. Development costs shown for comparison.
- (2) Near-term costs were assumed to be at the high end of the ranges shown.
- (3) Costs have generally not been studied for the FISC site (Northern Waterfront).
- (4) In the case of roadways, Service Providers indicate funders of improvements. Other potential funding sources include Federal agencies, CalTrans, and other local and regional agencies.

Source: EDAW, Inc, YEI Engineering, Moffat & Nichol, Harris & Associates, and Feer & Peers

A new 19,100 LF (linear foot) 14-inch water line loop would need to be constructed in order to properly serve this area. The cost for this improvement is estimated to be \$3.5 million. For cost estimating purposes, including planning, engineering, administration, construction, and contingencies, a cost of \$180 per foot was used for 14-inch pipe.

For the purpose of revenue generation, water meters have to be installed at each building. The estimated cost for installing water meters is \$400,000 for all buildings proposed for reuse.

Due to the age of these pipes and corrosion problems, the existing water mains should be replaced through a priority Main Replacement Program that will include the replacement of existing asbestos cement, steel, ductile and cast-iron water mains. The cost of this replacement is estimated to be \$4.5 million for the potable water system. This program would also include combining the fire protection sprinkler system with the potable water system at the cost of \$250,000. This cost includes new fire service connections and will reduce capital costs, operational and maintenance costs associated with maintaining two separate systems.

#### **Stormwater System**

To implement the Community Reuse Plan, the stormwater collection system will require improvements to correct existing problem areas in addition to upgrading the system to provide adequate capacity for development. Improvements and upgrades will include costs incurred in the near term to maintain an operational system, cyclic replacement costs and the costs related to the development in existing undeveloped areas. Some of these costs will be incurred by private developers as is standard in the development process. See Table 9-1 for a summary of costs.

Costs in the near term to maintain the system would include the following items:

1. There are areas of local flooding that occur due to a combination of high tides and storms (as identified in the Conditions and Trends Report - Phase II). Inspection of all outlets and maintenance of the outlet flap gates should be conducted to correct any flooding due to non-functioning flap gates. Installation of collection pipes in areas where flooding is known to occur will provide detention of storm water during high tide and eliminate flooding. Cost for this work is estimated to be \$600,000 to \$700,000.
2. As part of the initial improvements, detailed television (TV) and video inspection of the collector lines should be conducted to evaluate the condition of the pipes. Results of the inspection will dictate the program for cyclic replacement. Cost for detailed inspection and evaluation is estimated to be \$300,000 to \$350,000. As part of environmental cleanup efforts, the Navy is performing inspection of the stormwater system. This effort may limit the cost of this analysis.

The improvements to the stormwater collection system to comply with City requirements could be implemented in a cyclic replacement program. Most of the existing collection lines are located within existing roadways. If the locations of the proposed roadway system coincides with the existing system, the collection lines could be replaced under a long-term cyclic replacement program. In areas where the new roadway grid system is significantly different from the existing system, collection lines should be constructed together with the development of the new roadways, locating the new collection lines within proposed roadway. The extent of pipe replacement will depend on the phasing of the development areas.

The time frame for a cyclic replacement program will need to consider the remaining life of the existing pipes in the system. Preliminary estimates for completion of a cyclic replacement program is between 10 to 15 years, subject to the results of the detailed evaluation and TV/video inspection of the system. Other considerations for the cyclic replacement program include the potential damage to pipelines due to land settlement, causing lines to become non-functional. The development phasing for the land use subareas should also be considered in the cyclic replacement program.

Improvements to the system to meet capacity needs for the development plan could be accomplished in phase with the development of the land use subareas. Replacement of pipes and construction of new collection lines for new development should provide a functional and operational system, preceding actual development projects.

#### **Wastewater System**

The Community Reuse Plan will require system upgrade and improvements to meet capacity needs. Improvements and upgrades will include costs incurred in the near term to maintain an operational system, cyclic replacement costs and the costs related to the development in existing undeveloped areas. Some of these costs will be incurred by private developers as is standard in the development process. See Table 9-1 for a summary of costs.

The current wastewater collection system is functional (as identified in the Conditions and Trends Report - Phase II). However, the system does have some wet weather inflow and infiltration problems. The force main that crosses the Oakland Alameda Estuary is currently being replaced as part of the dredging of the Oakland Inner Harbor channel.

As a part of the initial improvements for maintaining an operational system, an inspection using television and video equipment is recommended in order to evaluate the condition of the collection trunklines. Results of the inspection will dictate the cyclic replacement program. The inspection will also assist in identifying repairs that may be required immediately in order to provide an operational system. Cost for the detailed evaluation and inspection is estimated to be \$300,000 to \$350,000.

The improvements to the wastewater collection system to comply with City

requirements could be implemented in a cyclic replacement program. Most of the existing collection lines are located within existing roadway. If locations of the proposed roadways coincide with the existing system, the collection lines could be replaced under a long-term cyclic replacement program. In areas where the new roadway grid system is significantly different from the existing system, collection lines should be constructed together with the development of the roadway system, locating the new collection lines within proposed roadway. The extent of pipe replacement will depend on the phasing of the development areas.

Time frame for a cyclic replacement program will need to consider the remaining life of the existing pipes in the system. Preliminary estimate for completion of a cyclic replacement program is between 10 to 15 years, subject to the results of the detailed evaluation and TV/video inspection of the system. Other considerations for the cyclic replacement program include the potential damage to pipelines due to land settlement causing lines to become non-functional. The development phasing for the land use subareas should also be considered in the cyclic replacement program.

Improvements to the system to meet capacity needs for the Community Reuse Plan could be accomplished in phase with the development of the subareas. In addition to review of the trunkline capacities for each phase, capacities of lift stations and pump stations should be investigated to determine if upgrade requirements are necessary for the specific development phase. Replacement of pipes, construction of trunklines and necessary improvements to lift stations for new development should provide a functional and operational system, preceding actual development projects.

#### **Natural Gas System**

The gas system for the Community Reuse Plan will require improvement to the existing natural gas system currently in place. Improvements and upgrades will include costs incurred in the near term to maintain an operational system, cyclic replacement costs and the costs related to the development in existing undeveloped areas. Some of these costs will be incurred by private developers or service providers as is standard in the development process. See Table 9-1 for a summary of costs. Currently, Pacific Gas & Electric (PG&E) does not want to assume responsibility for the natural gas system after the Navy departs. For purposes of this analysis we have assumed that a comparable alternative service provider is located or that issues regarding transfer of the gas system are resolved with PG&E. Alternative service providers could be a public utility comparable to the Alameda Bureau of Electricity or a private contractor that operates the natural gas system under comparable service agreements as PG&E.

The costs incurred in the near term to maintain operational system include a Utility Technical Study (UTS) of the existing natural gas system. The UTS will provide a detailed evaluation and analysis in order to determine the conditions of the natural gas piping system. The inspection will assist in identifying repairs and replacements that may be required immediately in order to provide an operational system. Approximate cost for the detailed evaluation and inspection is estimated to be \$300,000 to \$350,000. This cost however, depends on the extent of the

study.

The cyclic replacement program will be based on the results of the Utility Technical Study of the system. Time frame for a cyclic replacement program will need to consider the remaining life of the existing pipes in the system. Preliminary estimate for the completion of the cyclic program is between 10 to 15 years. The installation of the gas piping system should be considered in conjunction with the roadway construction to minimize the cost of installation of the gas pipes and manifolds.

The gas piping system within NAS Alameda was in substandard condition according to PG&E's preliminary assessment of its condition. However, the improvements to the gas piping system to comply to State code standards could be implemented in a cyclic replacement program.

Improvements to the system to meet capacity needs for the development plan could be accomplished in phase with the development of the land use subareas. Replacement of pipes and construction of gas lines for new development should provide a functional and operational system, preceding actual development projects.

#### **Electrical System**

The electrical system for the Community Reuse Plan will require improvement to the existing electrical system currently in place. Improvements and upgrades will include costs incurred in the near term to maintain an operational system, cyclic replacement costs and the costs related to development in existing undeveloped areas. Some of these costs will be incurred by private developers or service providers as is standard in the development process. See Table 9-1 for a summary of costs.

The costs incurred in the near term to maintain operational system include a Utility Technical Study (UTS) of the existing electrical system. The UTS will provide a detailed evaluation and analysis in order to determine the conditions of the electrical system. The inspection will assist in identifying repairs and replacements that may be required immediately in order to provide an operational system. Approximate cost for the detailed evaluation and inspection is estimated to be \$300,000 to \$350,000. Again, this cost depends on the extent of the study.

The cyclic replacement program will be based on the results of the Utility Technical Study of the system. Time frame for a cyclic replacement program will need to consider the remaining life of the existing cables in the system. Preliminary estimate for the completion of the cyclic program is between 10 to 15 years. The installation of the electrical system should be considered in conjunction with the roadway construction to minimize the cost of installation of the underground lines.

The electrical system within NAS Alameda was in substandard condition according to City of Alameda Bureau of Electricity's preliminary assessment of its condition. However, the improvements to the electrical distribution system



to comply to State code standards could be implemented in a cyclic replacement program.

Improvements to the system to meet capacity needs for the development plan could be accomplished in phase with the development of the land use subareas. Replacement of underground lines and construction of underground lines for new development should provide a functional and operational system, preceding actual development projects.

### **Roadway Systems**

Preliminary cost estimates were prepared for the roadway improvements identified as necessary to implement the Community Reuse Plan. Table 9-1 summarizes the total cost estimates for the required transportation improvements for each of the planning areas of NAS Alameda.

The existing street and parking system at NAS Alameda is usable by civilians for Interim Reuse. While no major roadway or intersection improvements are necessary for interim reuse of NAS Alameda, the existing roadway network and parking facilities will need to be upgraded over time to meet City of Alameda standards.

Costs that would be incurred in the very near-term would be required to provide minimal rehabilitation to upgrade streets, signing, striping, lighting, and pavement condition. The overall internal street system provides a coherent network and access to all buildings and land use. However, some of the existing streets and parking areas located on NAS Alameda are located on large concrete aprons and lack good definition, therefore requiring striping and signing.

As development occurs, the street system on NAS Alameda would be upgraded to meet new development patterns. Facility upgrades and new roadways will be required as development occurs in each of the planning areas. Table 9-1 summarizes the total cost estimates for the required transportation improvements for each of the planning areas of NAS Alameda. The costs are related to each of the planning areas and would include roadway construction, intersection improvements, and pedestrian and bicycle facilities.

Funding for transportation improvements will most likely come from a combination of developers, tenants, the City of Alameda, Regional, State and Federal government agencies. Most of the proposed transportation improvements are required to bring NAS Alameda (U.S. Navy) facilities up to acceptable standards for civilian use. This includes, for example, signing, striping, sidewalks and adequate lighting for the local roadway network. Some of these improvements may be funded by the U.S. Navy or Department of Defense as part of the base transfer process from military to civilian use.

All proposed improvements will have to be incorporated into the City of Alameda's Capital Improvement Plan (CIP), with those projects to be funded wholly or partially by outside funding sources being submitted to the Alameda County Congestion Management Agency (CMA) and Metropolitan

Transportation Commission (MTC) for prioritization in the Regional Transportation Improvement Plan (RTIP). Roadway projects to be funded by outside sources generally must be of regional significance. For example, local roadways would probably be funded by the developer, City of Alameda, or both. Improved vehicular access to and from the island to the regional roadway network has the potential of being funded by outside sources.

Other projects do not need to be of regional significance, but would simply fit under one of the Intermodal Surface Transportation Efficiency Act (ISTEA) programs such as the construction of multi-modal transit centers, bikeway systems and alternative travel modes. The likelihood of obtaining some funding for these types of improvements are good if (a) the facilities are adequately planned and documented according to ISTEA and MTC guidelines, (b) the improvements are adopted into the CIP and RTIP, and (c) there is local matching funding sources available.

### **FINANCING**

This section of the Community Reuse Plan for NAS Alameda presents the financing policies to address issues related to funding for the capital improvements necessary to support future development at the Base as well as policies that will guide an approach toward paying for ongoing public service costs. A detailed summary of the capital improvement costs — including improvements to the water distribution system, the roadway system, and other related improvements that need to be financed — are identified in the Infrastructure and Transportation sections of the Implementation Strategy. A preliminary cost estimate (shown in Table 9-1) shows that the total cost for infrastructure improvements necessary to support future development at the Base could be as much as \$184 million including the road, wastewater, stormwater, electrical, natural gas and water system. These costs do not, however, include improvements to the telecommunications system on the Base. Who will actually pay for all of these costs will depend on a number of factors including timing, availability of funds, and area of benefit. However, the ARRA, local utility providers, and private developers are the three major sources of capital improvement funding.

#### **Phasing of Capital Improvements**

To the extent possible, infrastructure improvements will be phased over time to allow for a better "fit" between the time when capital costs are incurred and the availability of revenues to pay for them. However, since there is limited information regarding likely market conditions and absorption rates for development projected beyond 2000, it is difficult to provide a detailed projection of when costs would be incurred and what specific revenues would be available to finance these costs. Furthermore, infrastructure costs identified during the Community Reuse Plan process were developed at a conceptual level and are considered to be very preliminary.

Some capital costs will need to be incurred up-front to enable development such as new trunk lines for sewers. Other costs can be incurred over time with cyclic replacement of existing systems. The extent to which costs are incurred up front

will also need to be addressed in more detailed studies. From a financing perspective, it would be preferable to incur the costs over time through cyclic replacements.

There are a number of mechanisms that can be used to finance improvements and ongoing maintenance costs at the Base. Because no single method for financing capital improvements will provide sufficient revenues to finance all of the required infrastructure costs at the Base, the policies presented below are based on an overall strategy that seeks to combine a number of financing mechanisms. All financing mechanisms to be used will be predicated on an equitable distribution of cost burdens as well as ensuring that all users pay a fair share of costs, to avoid adverse fiscal impact to the City of Alameda. These policies address the potential to establish a one-time site-wide assessment fee and the potential for the formation of a Redevelopment Project Area that could be used to support tax increment financing. Creation of an ongoing assessment fee to be levied against future development may also be needed as part of the financing strategy. More specific recommendations on the precise combination of financing strategies that should be used to pay for infrastructure improvements can only be developed during the implementation phase of the base reuse planning process.

Table 9-2 summarizes the capital costs developed in the Infrastructure sections above. These costs are arrayed over three time phases related to development activity. The interim period (1996-2000) represents the time when development activity will focus on leasing existing buildings and conversion of the base to civilian use. The near term period (2001-2010) is when some of the early opportunity sites are likely to be developed and costs necessary to support new development will be incurred. The period beyond 2010 to buildout will see the completion of the development program of the Community Reuse Plan.

The primary infrastructure costs during the interim period relate to systems investigation and repair. Costs related to infrastructure upgrades and compliance with existing City codes are more likely to be incurred through a 15-year cyclic replacement program starting in 1997. These costs are spread over the three time phases assuming equal costs over each of the 15 years after base closure (1997). Costs related to new development are incurred when it is estimated that actual redevelopment will occur at the base. It should be noted that the ARRA will not bear the full burden of these costs, but that a variety of entities, including private developers, will share this responsibility. Table 9-2 also arrays financing mechanisms appropriate for financing the costs incurred in each phase.

If the Base is designated as a Redevelopment Project Area, a portion of the increases in property tax revenues (beyond a predetermined base year) generated by new real estate activity at the Base will go to the designated redevelopment agency. Such a project area could be formed under several different legislative authorities. During the implementation phase of the base reuse process, a determination will be made as to which legislative authority will be used to create the project area. One of the key criteria for determining how the project area will

**Table 9-2  
Infrastructure Capital Improvements Phasing and Financing Mechanisms**

Time Period Years	Interim Reuse 1995-2000	Near-Term Redevelopment 2001-2010	Buildout 2010+	Total
Infrastructure System Investigation & Repair	4,790,000	47,800,000	14,340,000	\$4,790,000
Infrastructure System Upgrade	9,560,000	16,700,850	16,700,850	\$71,700,000
Civic Core		8,801,406		\$33,401,700
Inner Harbor			42,345,636	\$8,801,406
Main Street Neighborhoods		4,445,328	4,445,328	\$42,345,636
Marina		7,153,532	7,153,532	\$8,890,656
Northwest Territories				\$14,307,064
<b>Total by Phase</b>	<b>\$14,350,000</b>	<b>\$84,901,116</b>	<b>\$84,985,346</b>	<b>\$184,236,462</b>

Financing Mechanisms		
Interim Reuse 1995-2000	Near-Term Redevelopment 2001-2010	Buildout 2010+
- Lease Revenue Bond	- Tax Allocation Bonds	Tax Allocation Bonds
- Revenue Anticipation Notes	- Lease Revenue Bonds	Lease Revenue Bonds
- Asset Sales	- Special Assessment Bonds	Special Assessment Bonds
- User Financing of Specific Improvements	- Asset Sales	- Federal & State Grants
- Federal & State Grants	- User Financing of Specific Improvements	- Federal Loans and/or Loan Guarantee Programs
- Federal Loans and/or Loan Guarantee Programs	- Federal & State Grants	- State Revolving Loan or Infrastructure Bank Program
- Caretaker Agreement with the Navy	- Federal Loans and/or Loan Guarantee Programs	
- State Revolving Loan or Infrastructure Bank Program	- State Revolving Loan or Infrastructure Bank Program	

be established will be whether or not the legislative authority will allow the City of Alameda to retain some of the tax increment to pay for ongoing municipal services. The City must obtain the ability to utilize tax increment in this manner in order to ensure that its General Fund will not be unduly burdened by creation of a redevelopment project area. This will create a true "win win" situation for the community because it will allow for the use of tax increment financing without adversely impacting the City's General Fund. Tax increment financing is one of the few locally-based financing mechanism available to pay for long-term capital improvements on the Base.

### **Financing Mechanisms**

Financing public infrastructure and other capital improvements at NAS Alameda can be accomplished using either cash (e.g., from asset sales) or debt financing. Debt financing could include borrowing from conventional lenders such as banks or through the public capital markets by issuing net bonds or other debt instruments. Three types of revenue bonds that can be issued by the ARRA for NAS Alameda are reviewed below, along with a discussion of asset sales. General obligation bonds are an alternative to revenue bonds; however, because of the two-thirds voter approval requirement, they are a difficult form of financing to secure. The financing mechanisms that should be considered in the course of developing specific financing plans for elements of the Community Reuse Plan include:

*Tax Allocation Bonds:* Redevelopment agencies traditionally issue tax allocation bonds to finance public infrastructure for redevelopment purposes within their jurisdiction. This approach involves pledging the increase in property taxes from new taxable assessed valuation occurring after the establishment of a redevelopment project area to secure the tax allocation bond issue. This revenue is commonly called "tax increment." A debt service coverage ratio of 1.25 or higher is usually required, meaning tax increment revenues in the year of issuance must be at least 1.25 times the largest annual debt service payment. To attract investors in these types of bonds, at least three years of tax increment revenue history is required before an investment-grade rating from Moody's or Standard & Poor's can be obtained.

Tax allocation bonds will probably be of value to the ARRA to implement the Community Reuse Plan in the future, but not for at least five to seven years (e.g., the year 2000 or later). This is due to the timing of the Navy's departure, the lengthy environmental cleanup process and the subsequent uncertainties regarding the timing of property transfer onto the private tax rolls that is necessary to generate the property tax increases used to create tax increment.

Although certain kinds of taxes or fees may be collectable from private users in the interim, credit analysis applied during the bond issuance process tends to heavily discount or disregard public revenues based on unsecured assessed valuation on leased public land, possessory interest taxes, or in-lieu payments.

*Mello-Roos/Special Assessment Bonds:* Either a city or a redevelopment agency can issue Mello-Roos or special assessment bonds to finance public infrastructure.

These types of bonds are secured by special taxes or assessments on privately-owned land and improvements that directly benefit from the public improvements to be financed, and such payments are a lien on the property second only to property taxes. Defaulted payments can cause a foreclosure of the property, which is why landowner consent is required to issue these bonds.

The municipal market requires a value-to-lien ratio of at least 4:1 for these typically unrated bonds to be acceptable to potential buyers, which means that the appraised value of the properties must be at least four times the par value of the bonds to be issued. The strongest and most credible lien would be on property that is fully owned by private parties. This financing technique may be not available if land and buildings remain in public ownership.

*Lease Revenue Bonds:* Redevelopment agencies have broad authority to issue revenue bonds secured by sources other than tax increment, such as tenant leases on publicly-owned facilities. Such an issue would be subject to more stringent credit scrutiny than a tax allocation bond issue, because tenant lease revenue would be much more volatile and uncertain than tax increment.

To be considered for an investment-grade rating, a lease revenue bond issue secured by tenant leases should have the following characteristics:

- Debt coverage ratio of at least 1.5 to 2.0 or more;
- Final debt maturity limited to the length of the expected tenant lease revenue stream (e.g., if lease terms were restricted to five years due to expected future demolition and redevelopment, then the maximum term of the lease revenue issue would be five years), with a shorter term meaning less leverage and a smaller amount of net proceeds;
- Toxic remediation issues clearly resolved upfront, or at least bounded in a way that will not jeopardize the revenue stream pledged to pay debt service on the bonds or allow for litigation to threaten the stability of the revenue stream; and
- Either as diverse a revenue stream as possible, to reduce the risk of default or delinquency by some tenants in their lease payments, or if a single tenant, then as secure and stable a revenue stream as possible.

Tax-exempt lease revenue bonds carry interest rates about 2 percent lower than comparably-rated taxable bonds. To be tax-exempt, tenants would have to be non-profit organizations with a 501(c)(3) tax exemption and/or non-federal public agencies. Bonds secured by private or federal tenant leases where bond proceeds are used for improvements would be taxable; if such proceeds were used for public infrastructure not directly related to the tenants paying debt service, then characterizing those bonds as tax-exempt may be possible.

Credit enhancement by the federal government for any bond issue makes it taxable; state or private credit enhancement (such as bond insurance or a

commercial bank letter of credit) allows for an issue to remain tax-exempt if it satisfies the other criteria discussed above. Private credit enhancers look at the same credit issues as the rating agencies, only with stricter standards. It is highly unlikely that private credit enhancement would be available for this type of issue without some level of public credit support, such as a pledge of tax increment.

For the interim period at NAS Alameda, lease revenue bonds are the most feasible of the three debt financing techniques discussed above; however, even this financing mechanism will pose certain issues requiring resolution. For lease revenue bonds to receive an investment-grade rating or otherwise be considered marketable to the municipal bond market, multiple-year fixed-term leases would have to first be signed with creditworthy tenants at NAS Alameda. Secondly, the likely nature of the marketplace seeking space at NAS Alameda indicates that the lease terms will be short-term (i.e., five years or less), thus the lease revenue bonds secured by these leases will also be short-term, limiting the amount of funding that can be raised (because the calculation of the bond repayment is partially driven by the length of the repayment period). Another practical issue affecting the net bond proceeds to the ARRA will be the size of the bond issue; the minimum practical size for a stand-alone bond financing is usually about \$3 million because of the fixed costs of issuance. However, it is possible to issue a smaller amount through a pool such as currently offered by the Association of Bay Area Governments (ABAG).

*General Obligation Bonds:* The City of Alameda can pledge a portion of its discretionary (General Fund) revenues to repay bonds issued to finance construction of public facilities. These types of bonds are known as General Obligation bonds and are not always feasible, first because of the need to commit revenues to bond repayment that might otherwise be needed to support public services, and also because they require a two-thirds voter approval. When successful, General Obligation bonds are a good mechanism to use to spread the burden of paying for new public improvements among the entire community, since they use revenues that come from a number of different sources.

*Revenue Anticipation Notes:* This mechanism is an unrated short-term funding instrument that raises funds through the public capital markets. The notes are used to finance capital costs in expectation of increased future lease revenues. The capacity of an agency to issue notes is a function of the specific market conditions at the time of issuance and a function of expected future revenues that could be used to take out the note. Note instruments have varying maturity rates between 1 and 5 years. If projected revenues are not achieved at time of maturity, notes can be rolled over by either finding a new buyer or renegotiating the terms with the original buyer.

*Asset Sales:* If a redevelopment agency or city acquires assets through other activities, it is often most cost-effective to sell those assets (i.e., land, air quality permits and/or improvements that are easily marketed) to private owners rather than collect rent revenues and utilize public debt instruments. This approach has the advantage of raising funds upfront during the lease-up period, when debt financing techniques may not be available. The ability to sell assets such as single

family units to raise funds for tenant improvements on industrial buildings in the first year of operations could generate early replacement jobs that may be critical to the success of the entire reuse strategy. The most difficult aspect of the Interim Reuse Strategy to finance will be the first year's financing needs, short of borrowing from another public entity or obtaining grants from the federal government. The concept of selling certain assets to private owners may be the best short-term "jump-start" option available to the ARRA, especially since certain non-residential building tenants will be limited revenue generators. It is not anticipated that there will be a significant amount of land or other assets available in the interim period with a Finding of Suitability to Transfer (FOST). Since a FOST would be necessary to sell property, it is unlikely that asset sale will be a viable option for most of the interim period.

*User Financing of Specific Improvements:* An often overlooked source of infrastructure financing is direct user financing where a property owner needs to make infrastructure improvements to operate their venture but the improvement may have added benefits to surrounding properties. For example, a specific user may be willing to make roadway improvements to gain access to their own site which would also provide access to adjacent yet otherwise inaccessible sites. Priority could be given to users or projects that would be willing to pay for significant infrastructure improvements that are specifically necessary for their own use of the site. The willingness of individual users to pay for specific public improvements could have the added benefit of lowering the cost burden to other developments or of creating opportunities for development at adjacent sites.

*Federal and State Grants:* There have been a number of Federal grants available for financing infrastructure improvements on closing military facilities. The Economic Development Administration (EDA) of the Federal government has typically been the primary source of these grants. Although there are likely to be continuing changes in funding to Federal agencies such as the EDA, it is likely that other funding sources could become available through the State government via some form of block grants from the Federal government.

*Federal Loan and/or Loan Guarantee Programs (speculative):* There has recently been discussion about creating new sources of funding for capital improvements on closed military facilities in the form of a federal loan pool and/or loan guarantees. Loans or guarantees could be made available directly from the federal level to the local reuse authorities. Although this concept is still speculative, it would enable the ARRA to start the conversion process for the interim period with the capability to borrow money, and repay it when lease revenue bonds or other forms of public debt financing became viable. A loan guarantee, which would be a less dramatic financial benefit, is still a critical component of the lease revenue bond issuance process. This approach would be well-suited to mitigating concerns regarding bond risk and marketability to investors requiring less Federal government investment than a direct loan pool. Depending upon the nature of the subleases to be signed at NAS Alameda in the near-term, a federal loan guarantee that serves as the equivalent of bond insurance may be the only option for selling lease revenue debt. Finally, the combination of a direct federal loan program/loan guarantee program could serve as a short-term source of



construction financing, to be taken out by the issuance of revenue bonds that carry a federal guarantee (note: these would have to be taxable securities, unless Congress authorized a special tax exemption provision).

*State Revolving Loan or Infrastructure Bank Program (speculative):* This mechanism would be similar to the loan program considered at the Federal level in that it would establish a revolving loan fund for financing capital improvements at closing military facilities. Individual local reuse authorities would be able to borrow funds to finance infrastructure improvements or to provide a guarantee for other funding sources. Although this mechanism does not yet exist, it is expected that it could become a viable source of funding subject to a statewide bond initiative process.

*Caretaker Agreement with Navy:* Another potential source of funding for necessary public improvements at NAS Alameda is the Navy itself. Title to property on military bases such as NAS Alameda will remain in Federal ownership until cleanup is completed and the property can be conveyed to the ARRA or other entity. At some closing military facilities, the military department and the local reuse authority have negotiated "caretaker" agreements to compensate the reuse authority for managing the facility during the period between closure and conveyance. This period of time depends in large part on the pace of the environmental cleanup activities and the federal government's ability to fund those activities. Caretaker agreements can involve payments to the reuse authority for ongoing operating and maintenance costs as well as infrastructure costs.

The Navy and the ARRA will need to negotiate a caretaker agreement to establish the terms and conditions under which the ARRA will become responsible for operations and subleasing of property on the Base in the time period between military closure and conveyance. One of the terms of the agreement could include that the Navy would provide up-front funding for infrastructure improvements that could then be repaid by future revenues from the property.

In addition, following the Defense Authorization Act of 1994, the Department of Defense was authorized to convey property to local reuse authorities at or below fair market value for purposes of economic development; this conveyance mechanism is known as an Economic Development Conveyance (EDC). The terms of the EDC, proposed in an application to the Navy and then negotiated as part of the conveyance process, could include payments or other contributions from the Navy to the ARRA for infrastructure improvements. These Navy contributions could be structured so that eventual proceeds from property sales to private parties are used to repay earlier Navy investment in NAS Alameda. The ARRA should explore this option during its EDC application process.

**Financing Policies:**

9-1

All financing mechanisms will be implemented to match the phasing of capital improvements. To the extent possible, these costs will be spread out over time, rather than incurred in the early years following the Base's closure.

- 9-2 To the extent possible, the ARRA will seek federal and state grants to pay for infrastructure improvements required in the near term. This will both decrease the total cost burden to future development, and allow for early reuse activities that will not yet be of sufficient size or volume to generate enough revenues to finance any significant infrastructure improvements.
- 9-3 Identify specific properties for early sale or long-term ground leases to private developers. The revenue generated by these sales and leases can be used to stimulate economic development.
- 9-4 Encourage early development projects that will create opportunities to leverage additional development such as:
- a. Projects that will provide ongoing lease revenues for a term long enough to create bonding capacity where the bond proceeds can be used to pay for other infrastructure improvements.
  - b. Projects that would pay for significant infrastructure improvements that could create development opportunities at adjacent sites. (e.g., a project sponsor might be willing to make roadway improvements to gain access to their site which would also provide access to adjacent yet otherwise inaccessible sites.)
  - c. Project users that would be willing to incur the cost of certain extraordinary operating and maintenance costs. (e.g., the user would pay for the cost to dredge the channel leading to the deep water piers, thus ensuring that other large boats can use the marina facilities.)
  - d. Projects that would pay for the total cost of specific public improvements, thus lowering the cost burden to other development. (e.g., a tenant/property owner could pay for the total cost to build a new fire station or school on the Base to serve future development.)
- 9-5 All future development, regardless of whether the tenant/property owner is a private entity, a non-profit organization, or a public agency, should pay a fair share of the costs in a manner consistent with applicable laws, future ARRA policy, and payment consistent with legal impact fees to make the infrastructure improvements necessary to support future development at the Base.
- 9-6 The ARRA should create a mechanism for assessing future development at the Base to ensure that each development is responsible for its fair share of infrastructure improvement costs. Such a mechanism can be a one-time impact fee paid at the time that development occurs or it could be an ongoing assessment used to pay back costs over time as is typically created with a Mello-Roos Community Facilities District. Any entity that administers the Project Area should have full capability and legal authority to issue debt that is secured by the types of revenues that could be secured by tax increment, lease revenues, assessments, and/or special taxes.

9-7

The ARRA may create a Redevelopment Project Area that is co-terminus with the boundaries of the Base to enable collection of tax increment that will be generated by future taxable development. The tax increment base year should be established at the earliest possible date to take advantage of the increased revenues from tax increment financing.

### **Ongoing Costs**

Financing policies presented in this section address the ongoing costs to provide local municipal services including, but not limited to, police, fire, parks and recreation activities, and road maintenance necessary to support existing and projected development at the Base. These policies address financing mechanisms to be used both prior to and following retrocession of jurisdiction (the Navy ceding responsibility to other agencies for public services and utilities).

In the interim period the City may not be able to collect enough revenue to pay for police, fire and other essential services. There may be a shortfall resulting from costs for service that are incurred before revenue from supported uses develops. Some users will be difficult to assess fees to support these services. The City of Alameda may have to reduce levels of service citywide to provide essential services at NAS Alameda.

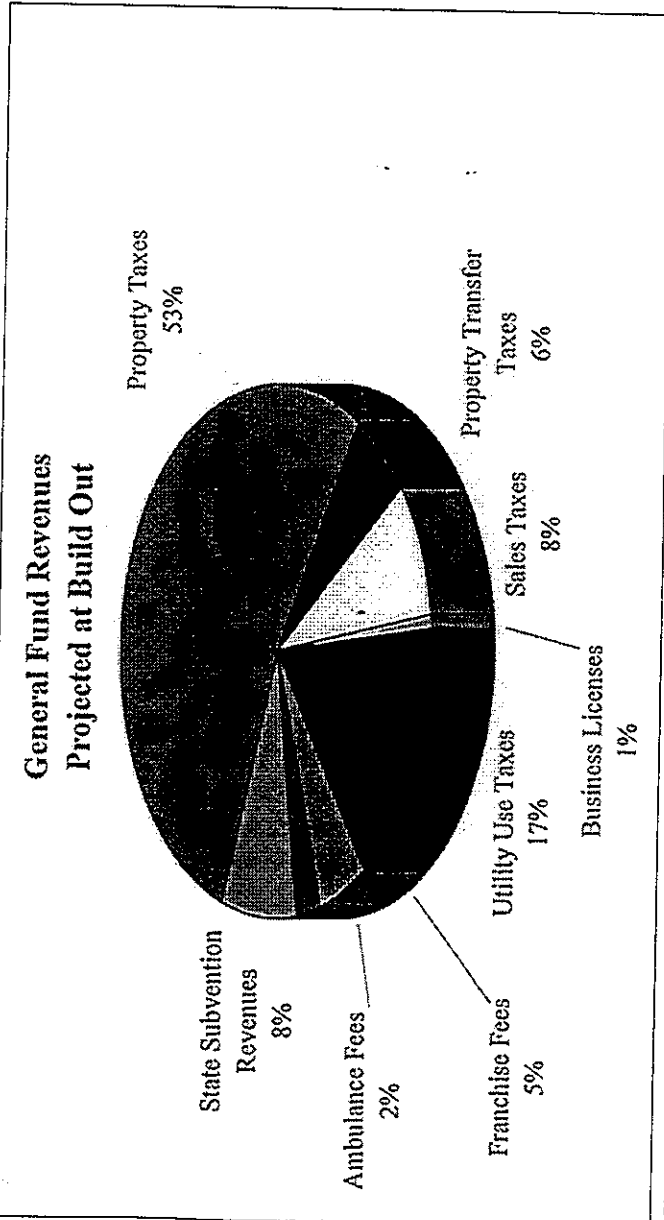
### **Fiscal Analysis**

The net fiscal impacts of the land use plan were analyzed based on the City of Alameda's current cost and revenue structure and based on current economic conditions. The purpose of this analysis is to determine whether the City of Alameda could afford to provide public services for the proposed development based on currently available information about public service costs and revenue sources. This analysis examines the buildout of the land use plan, once all proposed development is in place and occupied. To the extent that fiscal conditions and overall economic conditions change between the present and the date at which the plan reaches buildout, the net fiscal balance can be expected to vary from that estimated.

Cost and revenue estimates focus on the City of Alameda General Fund, to which the City's primary discretionary revenues accrue. In turn, the City uses General Fund revenues to support basic public services. All costs and revenues are expressed in 1994-1995 dollars. Appendix A contains complete text and tables showing the detailed cost and revenue calculations for this fiscal analysis. This analysis considers the following revenue sources: property tax, property transfer tax, sales tax, business license tax, utility use tax, franchise fees, ambulance fees, and state subventions. Costs considered in this analysis include fire protection, police protection, roadway maintenance, park maintenance, planning, and general government. Appendix A also considers the need for increased General Fund transfers to support the Alameda Free Library.

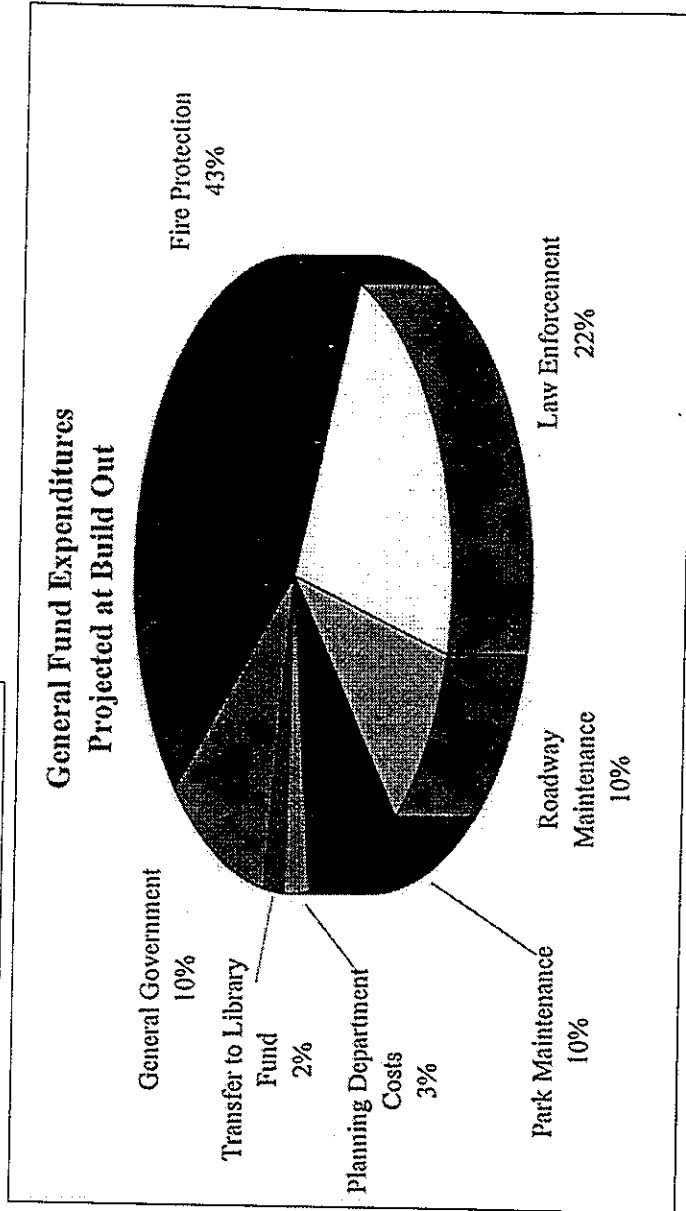
Table 9-3 summarizes the net fiscal balance for the land use plan and indicates the general categories of the revenue and expenses. This analysis shows that using current assumptions about service costs and revenues that could be generated by the Community Reuse Plan, the City of Alameda could provide basic services to

**Table 9-3**  
**Fiscal Effects of Land Use Plan at Buildout**



General Fund Revenues Projected at Build Out	Amount
Property Taxes	2,867,714
Property Transfer Taxes	318,635
Sales Taxes	452,824
Business Licenses	38,716
Utility Use Taxes	916,390
Franchise Fees	265,769
Ambulance Fees	128,835
State Subvention Revenues	426,004
<b>Total</b>	<b>\$5,414,886</b>

General Fund Expenditures Projected at Build Out	Amount
General Government	541,892
Fire Protection	2,250,000
Law Enforcement	1,160,500
Roadway Maintenance	508,319
Park Maintenance	500,826
Planning Department Costs	133,400
Transfer to Library Fund	94,396
<b>Total</b>	<b>\$5,189,333</b>



<b>Revenues vs. Expenditures</b>	<b>\$225,553</b>
	<b>+ 4.3%</b>

the land use plan at buildout without incurring significant fiscal hardship. Because of the potential for changing fiscal conditions over the time it would take for the plan to reach buildout, the City of Alameda should establish policies regarding steps it will take to remedy fiscal deficits that could occur in the future, such as establishing assessment districts, reducing service standards, and/or increasing fees for services. In particular, the near balances projected the plan emphasize the need for the City of Alameda to adopt fiscal contingency policies. The fiscal analysis takes into account the establishment of special fees that could be used to ensure that all tenants, including non-profit organizations, pay an in-lieu fee to cover costs of operations. In the interim period between base closure and buildout there will be a shortfall in revenue available to pay for essential services.

Another consideration is the potential for short-term fiscal deficits during the buildout period. For example, the maximum Fire Department costs can be expected as soon as the Navy ceases its Fire Department operations at NAS, but there is potential for considerable "lag time" before the area reaches buildout and generates maximum revenues to offset costs. To a lesser extent, the same is possible with roadway maintenance costs, while costs for other services can likely be phased in incrementally over time as the area develops. To protect against excessive short-term fiscal deficits, the City should review and approve development phasing plans in close consultation with representatives of affected City departments. In this way, the City can anticipate increased service demands, identify strategies to expand service delivery most efficiently and, if necessary, develop appropriate mitigation measures.

**Fiscal Policies:**

- 9-8 Prior to retrocession of jurisdiction, the ARRA will negotiate a caretaker agreement with the Navy that will pay for any public service costs incurred by the City of Alameda.
- 9-9 Following retrocession, property taxes, including possessory interest tax, will provide revenues to help pay for public service costs incurred by the City of Alameda.
- 9-10 To the extent that they are legally permitted to do so, all non-profits and other community organizations will make service payments in lieu of property taxes to help to support an appropriate level of municipal services.
- 9-11 The ARRA will work with Federal tenants on a case-by-case basis to seek ways to provide some funding to support services provided to these users.
- 9-12 To the greatest extent possible the ARRA should seek to maintain a positive fiscal balance where annual surplus revenues exceed expenses within the reuse area by at least 10% and preferably more.

### **INTERIM REUSE STRATEGY**

It is critical to the local community that actions be taken as soon as possible to achieve economic and public benefit reuse of facilities at the installation. The Interim Reuse Strategy focuses on preparing the foundation for immediate/near-term action. The Interim Reuse Strategy was prepared in early 1995 and adopted by the ARRA governing body on April 5, 1995. It reviews a specific set of expectations, actions and recommendations necessary to achieve the earliest feasible reuse of facilities. Immediate/near-term steps are necessary to replace jobs and economic activity lost due to the Navy's departure and to help moderate the significant social and economic impacts on the City of Alameda and surrounding communities that are being caused by the closing of NAS. The Interim Reuse Strategy is an integral part of this Community Reuse Plan and all implementation actions have been incorporated into the Implementation Action Plan. Please refer to the Phase 3 document for the full details of this plan.

### **BUILDING DEMOLITION**

The Navy and Interim Reuse Strategy designates 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 their demolition list, and all structures proposed for demolition by the 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 the 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 public conveyance 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 the 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. The ARRA and 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.

### **DISPLACED WORKERS AND REEMPLOYMENT**

The closure of NAS Alameda represents an opportunity to enrich the economic and cultural vitality of the City and the region by providing new areas of development and a major source of new jobs in the region. In keeping with goals outlined in Chapter 1.0 that target sustainability, economic vitality, and employment as priorities in the reuse process, implementation of the reuse plan must incorporate efforts to promote hiring of workers displaced by the closure of NAS Alameda. Developing measures to encourage reemployment of displaced baseworkers by providing opportunities at the former NAS site will be an especially critical component given the economic downturn experienced throughout Alameda County.

Unemployment in Alameda County has consistently run higher than the national figures and will be exacerbated by base closure in the San Francisco-Oakland-San Jose Bay Area, which represents 32% of defense personnel cuts across the nation between 1988 and 1993. The East Bay has historically owed much of its economic stability after World War II to employment at the area's military facilities. The region has been experiencing the ongoing erosion of industrial jobs which are being replaced by highly skilled professional jobs and low-wage service jobs. Jobs at the military bases, including NAS Alameda represent a high proportion of the few remaining well-paid blue collar jobs in the region.

Reuse and redevelopment of NAS Alameda and the Fleet Industrial Supply Center site provides an opportunity to generate thousands of new jobs for the East Bay economy. A focus of the Community Reuse Plan is to foster emerging industrial clusters such as biotechnology, energy, transportation, multimedia, communications, and environmental technology. Organizations such as the Alameda Center of Environmental Technology (ACET) and the Alameda Science and Technology Center (ASTC) will function as a point of interchange between technology, university research, and the private sector and will contribute to an environment of economic development that provides a range of opportunities for NAS Alameda workers.

#### **Training and Employment of Displaced Workers**

The regionwide decline in comparable employment for displaced baseworkers demands that provisions for worker reemployment at the former NAS site are aggressively pursued as part of a Community Reuse Plan for NAS Alameda.

As part of transition efforts, community and state colleges have been coordinating to reach out to a significant population of displaced workers for retraining. Businesses in the private and public sector have been informed of the resource represented in this workforce as part of a campaign to market the NAS Alameda workers as desirable new potential employees. The Alameda Career Transition Center is working in conjunction with the Alameda County Private Industry Council to train and reemploy workers. Two innovative programs in particular

are moving forward with a goal of reemploying displaced Base workers. These are an incentive program, intended to provide monetary incentive and compensation for employers to hire and train displaced baseworkers, and the Worker to Business Owner program, which fosters reemployment and entrepreneurial enterprises created by displaced workers. These kinds of endeavors must continue to be developed and implemented to facilitate the success of the NAS Alameda transition to civilian uses.

**Displaced Workers Policies:**

- 9-13 Create economic activity at the former NAS site that will reemploy baseworkers in the interim and long-term periods.
- 9-14 As specified in the ARRA Interim Leasing Principles, Policies, and Procedures, priority for reuse activity will be given to tenants with functions or needs conducive to the reemployment of displaced base workers.
- 9-15 Coordinate efforts to hire displaced Base workers or otherwise ease their transition into non-military employment with those of the EBCRC and BADCAT, as well as other federal, state, and local organizations working on this issue.
- 9-16 Collect accurate information about the workers facing displacement and local labor market dynamics and demands.

*Coordinate these bodies of information to guide re-employment efforts at the former NAS site. Industries that will provide jobs that match displaced worker skills sets should be researched and targeted for location at the former NAS site*



## HOMELESS ASSISTANCE ELEMENT

The Base Closure Community Redevelopment and Homeless Assistance Act of 1994 (Redevelopment Act) mandates that the needs of the homeless must be addressed as part of the base closure process. This law, which supersedes Title V of the Stewart B. McKinney Act (McKinney Act), emphasizes the importance of providing opportunities for the homeless as part of the base closure process, but recognizes that these opportunities must be balanced against other community priorities. Unlike the McKinney Act, the Redevelopment Act requires the community, through its local reuse authority (LRA) rather than the federal government, determine exactly how the homeless will be accommodated as part of a base closure plan, and how homeless needs will be balanced against the broader community objectives.

To comply with the Redevelopment Act, each community must complete a "Homeless Submission," which is transmitted to the Department of Housing and Urban Development (HUD) along with the Community Reuse Plan. This component of the Plan documents the process used to incorporate homeless needs in the Community Reuse Plan and indicates how homeless needs have been balanced against other community interests. This element of the NAS Alameda Community Reuse Plan provides the narrative discussion that HUD requires in the Homeless Submission. The additional documentation required by HUD is referred to in this narrative as the technical appendix that will be incorporated into the Homeless Submission, but is not a necessary component of the Community Reuse Plan.

### Background Information

Typically, when a closing military base is entirely within a single community, that community takes sole responsibility for the reuse planning effort. In such a case, the LRA would be composed only of local representatives. However, in the case of NAS Alameda, the City policymakers recognized that the Base is a regional resource and that both its closure and its reuse have significant implications beyond the City's borders.

The Redevelopment Act requires HUD to review and determine whether the Community Reuse Plan, with respect to the expressed interest and requests of representatives of the homeless, takes into consideration: the size and nature of the homeless population in the communities in the vicinity of the installation, the availability of existing services in such communities to meet the needs of the homeless, and the suitability of the buildings and property covered by the Plan for the use and needs of the homeless in such communities. Per the Redevelopment Act implementing rules, communities in the vicinity of the installation are defined as the political jurisdictions that comprise the LRA for the installation. For the ARRA, this includes the City of Alameda, City of Oakland, City of San Leandro, and the County of Alameda.

It is very difficult to achieve a precise estimate of the number of homeless people in Alameda County. This is due to the transient nature of the homeless population and the difficulty of identifying all locations where homeless persons

find shelter. However, according to a July 1995 study entitled "Homelessness in Alameda County - A report on homeless needs, available resources and service gaps for the development of a county-wide continuum of care," there are estimated to be approximately 9,000-15,000 homeless people in the County at any given time, and between 27,000 and 60,000 annually.

The homeless population is diverse and includes families and individuals of all ages and of many ethnic groups. Homelessness is concentrated in the northern part of the County, and is disproportionately high among African Americans. National estimates identify families with children as comprising 43 percent of the homeless population. Local estimates place the percentage of homeless families at between 30 and 49 percent of the total homeless population. It appears that children are a significant and increasing portion of the homeless population in Alameda County.

Extreme poverty is the single shared characteristic among virtually all homeless individuals and families. In addition, many homeless people have life issues that make them even more vulnerable including victims of domestic violence, substance abuse, HIV/AIDS, and mental illness.

As homelessness has emerged and grown in Alameda County over the last 15 years, a service delivery system has evolved to address this increasing need. Initially the County's response to homelessness was very crisis-oriented, with the focus on interim emergency services. In addition, the services tended to be very fragmented and poorly coordinated. Today, the goal in Alameda County is to transform the current array of loosely connected programs into a coordinated and comprehensive "continuum of care" system of housing and support services to prevent and reduce homelessness. Increases in emergency shelter, transitional housing with services, and permanent housing including housing with supportive services are all needed to fill existing gaps in this continuum. In addition, supportive services such as job training, child care, substance abuse, health, and mental health services need to be increased and made available within the continuum to stabilize those who are currently homeless, and to prevent future homelessness.

Further documentation of the homeless needs in Alameda County can be found in the technical appendix.

#### **Homeless Provider Interest**

One critical requirement of the Redevelopment Act is that all homeless providers within the area served by the LRA have a fair and equal chance to gain access to opportunities at the closing military base under consideration. This section of the Homeless Element provides documentation on the process used to include homeless providers in the NAS Alameda Community Reuse Plan, and the potential impacts that this accommodation could have on the community.

#### **Homeless Process Overview**

Homeless providers in Alameda County began to organize around the base closure issue in late 1993. These efforts were initially facilitated by the East Bay

Conversion and Reinvestment Commission (EBCRC), one of four national pilot projects established to explore options and opportunities for a regional response to base closures. The EBCRC hired a consultant, HomeBase, that both conducted background research on the appropriate role the homeless providers should take in the base closure process, and began organizing local providers into a coalition. At the start of the McKinney Act Screening process, HomeBase helped homeless providers review the various buildings available at NAS Alameda and prepare a preliminary list of which buildings providers might be interested in acquiring.

By August 1994, members of the informal homeless coalition had formalized themselves into Alameda County Homeless Providers Base Conversion Collaborative (Homeless Collaborative), with a five-member Steering Committee. Under the auspices of Congressman Dellums' Office, the Steering Committee began working with ARRA staff and members of the Base Reuse Advisory Group (BRAG), the local citizens advisory committee working with the Alameda City Council, to establish a process for incorporating homeless needs in the reuse planning process. At this time, the providers were working under a deadline to submit their request for property to the Department of Housing and Human Services (HHS) under the old McKinney Act Title V requirements. However, in discussions with ARRA staff and representatives from the Congressional Office, members of the Homeless Collaborative agreed to write a letter to HHS and DoD requesting that the McKinney Act screening process be delayed so that the homeless needs could be incorporated into, rather than treated separately from, the overall reuse planning process (a copy of this letter is included in the technical appendix).

In September 1994, two important decisions were made by the ARRA and the Homeless Collaborative. The first was to agree that the homeless accommodation to be made at NAS Alameda would be directly linked to homeless needs in Alameda County. It is important to note that although this decision predated passage of the Redevelopment Act, this approach is consistent with the Act's implementing rules. These rules require that the Community Reuse Plan meet the needs of the homeless in the vicinity of the installation based on the membership of the LRA. In the ARRA's case, this includes Alameda County. To support this approach, the Alameda County Department of Housing and Community agreed to complete a homeless needs assessment which could also form the basis of a comprehensive continuum of care plan for the entire County.

The second decision was to establish a quantitative level of accommodation that should be made for the homeless, that was not directly tied to specific buildings or housing units. This led to the development of the Standards of Reasonableness which are discussed in more detail below. When the Redevelopment Act passed Congress in October 1994, the ARRA and the Homeless Collaborative were well positioned to begin the process envisioned by the new law for incorporating homeless need into the reuse planning process, rather than have the homeless providers taking precedence over other local needs.

*Standards of Reasonableness:* When the Redevelopment Act received congressional approval, all parties agreed to move forward under the new law instead of continuing with the McKinney Act Title V screening process. ARRA staff, the Homeless Collaborative, representatives from the BRAG, the Congressional Office, the EBCRC, and the County then began detailed negotiations on two issues. First was the overall process that would be followed to incorporate the homeless needs in the Community Reuse Plan. Since the reuse planning process was already underway, this additional effort had to fit into the overall timeframe for plan completion. There was concern that a delay in the planning process might prevent the ARRA from moving forward with its reuse strategy in a timely manner.

Second, the involved parties agreed to create the "Standards of Reasonableness." These standards would be the objective and quantifiable benchmark against which the final Community Reuse Plan could be measured to determine whether a reasonable accommodation for the homeless had been made. Further discussion of the Standards of Reasonableness (SOR) is included in the next section.

By January 1995 a draft of the Homeless Needs Assessment for Alameda County was completed. Work on negotiating the overall process for incorporating homeless needs in the Community Reuse Plan was completed by early February, and a draft of the SOR was completed by April of 1995. Also, in February 1995, the ARRA recognized the Homeless Collaborative as the official representative of the homeless providers in Alameda County and, as required by the Redevelopment Act, established a three-month screening period whereby homeless providers could express interest in receiving property at NAS Alameda (a copy of the ARRA action recognizing the Homeless Collaborative and establishing the three-month screening period can be found in the technical appendix).

Although the official property screening process did not begin until April 14, 1995, the ARRA and the Homeless Collaborative agreed that all homeless requests for property would be submitted through the Collaborative, and that requests would be made for generic types of property rather than for specific buildings or housing units. The only exception to this was in the case of requests for specialized facilities. However, the number of special facilities that could be requested was clearly delineated in the SOR. This approach to the screening process allowed the ARRA to maintain maximum flexibility in meeting both the needs of the homeless, while reserving the right to accommodate these needs in a manner that would be consistent with the overall Community Reuse Plan.

The SOR were officially adopted by the ARRA on May 3, 1995. This action was preceded by a combined meeting of two BRAG subcommittees, where the subcommittee members present voted unanimously to adopt the SOR, and a full BRAG meeting where the vote was also to recommend that the ARRA adopt the Standards of Reasonableness.

*Property Screening:* Once the SOR had been adopted and the screening process was officially open, the Homeless Collaborative conducted its own outreach effort.

Over 300 groups who might potentially be interested in occupying property at NAS Alameda were contacted and informed about the homeless screening process. By July 1995, the Homeless Collaborative had approximately 29 members (homeless providers) who regularly attended monthly meetings to track the screening process and provide input on other homeless issues related to the Community Reuse Plan process.

According to the Redevelopment Act, the ARRA and DoD also had specific responsibility for conducting outreach to homeless providers. On March 1, 1995 the Secretary of the Navy published information in the Federal Register indicating that the ARRA was the official LRA for NAS Alameda and specifying which buildings would be available during the screening process. From April 4 through April 7, 1995, the Secretary of the Navy published this same information in local newspapers. The ARRA published notices announcing the dates of the homeless screening process in the Alameda Times Star on April 10 and 14, 1995, and in the Oakland Tribune on April 9 and 16, 1995 (a copy of the letter indicating that the ARRA would address homeless issues per the Redevelopment Act, rather than McKinney Act; copies of the notices and a letter to DoD from the ARRA announcing the screening period are included in the technical appendix).

Prior to the screening process start date, the ARRA provided the Homeless Collaborative with building information and tours of the Base (see the technical appendix for letter dated March 22, 1995). During the screening process, the ARRA conducted numerous building tours for homeless providers and provided all available information on specific buildings as requested. On June 7, 1995 the ARRA held an official briefing for the homeless providers. Topics covered included environmental issues, structural information about various buildings and building types, development constraints imposed by the State Tidelands Trust provisions, and utility/infrastructure issues (see the technical appendix for meeting notice and sign-up sheet).

The general public also had several opportunities to hear about the process for accommodating the homeless as part of the Community Reuse Plan. On March 25, 1995 the BRAG conducted a public workshop on interim reuse activities at the Base. This workshop included a panel of speakers representing various users who might locate on the Base either prior to or immediately following operational closure. A member of the Homeless Collaborative was a panel participant, explaining both the draft SOR and the homeless screening process (see the technical appendix for the meeting notice). On July 13, 1995, the BRAG conducted another public workshop focusing specifically on groups requesting public benefit conveyances and the homeless screening process. This meeting also included a panel discussion and an opportunity for public questions. During the two weeks prior to this meeting, the local newspaper carried a series of four articles written by BRAG members explaining various aspects of the public benefit conveyance and homeless screening processes. (The articles and meeting notice are included in the technical appendix.)

During the three-month screening process, the Homeless Collaborative issued its

own request for expressions of interest and qualifications regarding property at NAS Alameda. As of May 26, 1995, the Homeless Collaborative had received 31 responses to this request (see the technical appendix for copies of the Request for Expressions of Interest and Qualifications including a copy of the Memorandum of Understanding all homeless providers signed to join the Homeless Collaborative and a list of provider responses to the request). The Collaborative then reviewed these responses and determined which groups would be included in the formal Notice of Interest submitted by the Collaborative to the ARRA. At the close of the ARRA screening process, the Collaborative submitted a single document including 19 requests for property. The requests totaled the exact amount of space included in the SOR.

*Disposal Strategy:* During July and August 1995, the BRAG and the ARRA were preparing the Preferred Land Use Alternative for the Community Reuse Plan. Once this Alternative was adopted in early September, ARRA staff met with the homeless providers representing the 19 property requests (in some cases a single provider made more than one request) to discuss which specific buildings would meet each provider's program needs, and to identify issues that should be included in the Legally Binding Agreement with the providers (discussed in detail in the next section).

In October 1995, an agreement had been reached around 18 of the 19 building requests. This agreement was incorporated into the Property Disposal Strategy Element of the Community Reuse Plan. The BRAG held a public hearing on the entire disposal strategy on October 25, 1995. After considerable discussion, including public comment, the BRAG fully endorsed the homeless building assignments. The ARRA held a similar public hearing on November 1, 1995 and approved the disposal strategy, including the homeless requests. (Notices and minutes for both meetings are included in the technical appendix.)

*Legally Binding Agreement:* Following adoption of the Disposal Strategy, the ARRA and the Collaborative began drafting a Legally Binding Agreement, as specified by the Redevelopment Act. This agreement is the lease document that specifies the terms and conditions under which the homeless providers may occupy property at NAS Alameda. Public review of this document will occur as part of the Community Reuse Plan adoption process. Public comment on the Homeless Element, including the Legally Binding Agreement, occurred on January 3, 1996. (The Legally Binding Agreement is included in the technical appendix with the ARRA meeting notice, staff reports, and minutes of the January 3, 1996 ARRA meeting.)

### **Standards of Reasonableness**

The previous discussion provides the context for the Standards of Reasonableness within the context of the overall planning process. This discussion includes a more detailed explanation of the multiple purposes fulfilled by the SOR (see Table 9-4 for a summary of the SOR and the technical appendix for the complete document). First, as was discussed above, these standards represented an agreement between the Homeless Collaborative and the ARRA regarding the maximum amount of space that should be set aside to meet the needs of the

homeless at NAS Alameda. By reaching such an agreement prior to conducting

**Table 9-4**  
**Summary of the Standards of Reasonableness (buildings only)**

Use/Activity	Level of Accommodation
Housing	
Family Housing	186 Units
Barracks Housing	200 Units
Economic Development	
Office/Classroom	25,000 sq. ft.
Special Purpose Industry	2 opportunities
Institutional	2 opportunities
Recreation/Retail	2 opportunities
Warehouse/ General	150,000 sq. ft. if the Alameda County
Purpose Industrial	Community Food Bank is included; 75,000 sq ft without the Food Bank

Note: An "opportunity" is defined as a facility designed for a specific type of use.

the screening process mandated by the Redevelopment Act, the ARRA and the Collaborative established specific and measurable criteria for determining what types of homeless requests should be accommodated within the Reuse Planning process. During the homeless screening process, the Homeless Collaborative submitted property requests for only the amount of property agreed upon in the SOR.

Although the SOR do not specify what types of programs and services should be accommodated at the Base, they do include an agreement that no emergency shelters, overnight programs, drop-in programs, or programs that offer only food or free meals would be operated at the Base. This reflects the fact that NAS Alameda is an island that is not particularly well served by public transportation. Therefore, activities like overnight shelters and other crisis support programs which should be centrally located for easy access are not appropriate for Alameda. In addition, the community expressed strong concern throughout the process of negotiating the SOR that no activity be encouraged on the Base that would increase the likelihood that homeless people with no additional support would become a burden to the community.

Second, the SOR establish a commitment to seeking opportunities for employing homeless individuals in activities that may locate on the Base after closure. This includes a homeless hiring goal for private employers; goals for the ARRA itself to employ homeless; a process for establishing a one-stop homeless hiring center; methods for non-profits and public agencies to create homeless hiring opportunities, and a process for monitoring homeless hiring activities on an ongoing basis. These commitments indicate Alameda's understanding that the Redevelopment Act mandates more than just a physical accommodation of homeless needs. The Act indicates that economic development opportunities created by base reuse should also be considered a resource for homeless providers,

and should be part of an integrated approach to addressing the continuum of care needs of homeless people — not just for shelter — but for developing the capacity to move up and out of homelessness as self-reliant and contributing members of the community.

Third, the SOR address principles regarding building occupancy and capital improvements. These principles begin to define some of the key issues to be addressed in the Legally Binding Agreements regarding providers' responsibilities for building improvements and maintenance. In addition, these principles indicate under what circumstances property set aside for homeless use would revert back to the ARRA.

Finally, the SOR outline expectations around financing building improvements and commitments from the homeless providers to pay their fair share of local public service costs.

#### **Notices of Interest**

The homeless screening process at NAS Alameda incorporated two stages. The first stage was conducted by the Homeless Collaborative, which solicited Expressions of Interest and Qualifications from its membership. Based on its outreach efforts, the Collaborative received 31 Expressions of Interest. By negotiating the SOR which set the maximum number of units available for homeless use in advance of the screening process, the Homeless Collaborative probably received fewer property requests than would have been the case if the SOR were not in place.

These expressions were screened by the Homeless Collaborative's Steering Committee using several criteria including: responsiveness of the program to the needs of the specific subpopulations of homeless described in the Collaborative's Request for Proposals; management capacity; match between the proposed program and the facilities available at NAS Alameda; and willingness to take on the financial obligations associated with occupying property at the Base. The Steering Committee then recommended to the full Collaborative which requests should be forwarded on to the ARRA; these recommendations were endorsed by a vote of the full Collaborative membership.

Based on its internal screening process, the Homeless Collaborative Steering Committee selected 19 providers or "provider teams" to receive the right to occupy property at NAS Alameda. In most cases, service providers were teamed up with non-profit development organizations so that each group to receive property would have the capacity to both develop the property as necessary, and operate the intended programs. Each provider team was allocated space according to need and within the limits of the SOR.

During the second stage of the overall screening process the Homeless Collaborative submitted a single document to the ARRA that included the 19 property requests. Because these requests were pre-screened, there were no overlaps or conflicts and the amount of property requested matched the amount allocated in the SOR. By conducting the pre-screening, the Homeless



Collaborative was able to select the strongest providers and those specific programs that best met the needs of the homeless in Alameda County, and protected the ARRA from the claims of maverick homeless providers. Also, this process made the Homeless Collaborative responsible for screening and limiting the homeless requests at NAS consistent with the SOR.

Table 9-5 shows a summary of the property requests included in the Collaborative's Submission to the ARRA. Table 9-6 shows how each request was accommodated through the Community Reuse Plan's property disposal strategy. In all cases except one, the ARRA has been able to provide appropriate accommodations that were consistent with the SOR. (More details on providers and programs included in the Collaborative request is provided in the technical appendix)

*Unresolved Accommodation:* The only property request that has not been satisfied to date is the Operation Dignity request for 125 units of barracks housing. The provider has stated a strong preference for Building 17, the Bachelor Offices Quarters (BOQ). However, most of the existing barracks buildings on the Base have also been requested through the public benefit conveyance process by Pan Pacific University (PPU), a private non-profit university that will focus on curriculum related to international business and Pacific Rim trade issues. The remaining barracks buildings will be utilized by another homeless provider.

Although the ARRA is recommending that PPU receive this property through an economic development conveyance, rather than a public benefit conveyance, this user is considered a very important component of the overall Community Reuse Plan because of the implications for economic development. Not only will PPU employ people who could also eventually live in Base housing, but it will bring students into the area who will shop in Alameda stores, rent housing in Alameda, and buy services from local Alameda businesses. The University has also made a commitment to conduct major rehabilitation of many of the buildings in the Base's historic district. Without this type of user, these buildings would likely be considered obsolete, and therefore unmarketable except for very marginal users. Over the long term, there might be considerable pressure to demolish these buildings, rather than preserve them, regardless of their historic significance. In addition, PPU is developing an ongoing relationship with several Pacific Rim companies who have expressed an interest in possibly locating facilities at NAS Alameda adjacent to the PPU campus.

Given these considerations, the ARRA has chosen to give PPU priority in its building requests over the Operation Dignity request. As a result, the ARRA, the Collaborative, and Operation Dignity have been exploring various options for providing 125 units of barracks housing. Originally, five options had been explored to meet this request; however, since the ARRA endorsed the Property Disposal Strategy, other opportunities have developed to substitute for the 125 barracks units for the Operation Dignity at NAS.

The State of California and the City of Oakland have asked Operation Dignity to take over the operation of the Aztec SRO (Single Room Occupancy) Hotel in

**Table 9-5  
Alameda County Homeless Providers Base Conversion Collaborative**

The following tables are a summary of the Alameda County Homeless Providers Base Conversion Collaborative's request for property at Alameda Naval Air Station. Under the Standards of Reasonableness, the Collaborative has the opportunity to acquire 186 units of family housing at Alameda Naval Air Station. The request from the five development teams below total 186 family units.

**FAMILY HOUSING**

LEAD AGENCY	ADDTL. AGENCIES	SUBPOPULATION TO BE SERVED	SUPPORT SERVICES	OPPORTUNITY
Catholic Charities Housing Development Corp.	Catholic Charities of the East Bay	Families	Counseling, Job Training, VESL	67 Units of Family Housing
Dignity Housing West	(Possibly Fred Finch)	Families (Possibly youth)	Case Management	30 Units of Family Housing
Resources for Community Development	Catholic Charities HIV/AIDS Services A Safe Place	Homeless Survivors of Domestic Violence, and Permanent Housing for Persons with AIDS	Broad Range of Services for both Populations	20 Units of Family Housing for Victims of Domestic Violence, and 12 Units of Family Housing for Persons with AIDS
UA Housing	BOSS FRESH START AUSD ACCFB	Families, (Particularly Women and children)	Supportive Services, Job Creation, Economic Development	45 Units of Family Housing
United Indian Nations, Inc.	Native American Health Center Friendship House Association American Indian Child Resource Center	Veterans and their Families, Youth Persons in Recovery	Supportive Services, Residential Recovery, and Family and Children Services	1 Unit of 3/4 Bedroom Family Housing to serve 6-8 Youth 1 Unit of Family Housing to serve up to 6 Battered Women 4 Units of Multi-Family Housing for 8-10 Persons in Residential Recovery 6 Multi-Family Units for Veterans and their families to serve 12-15 persons

**Table 9-5 (cont.)  
Alameda County Homeless Providers Base Conversion Collaborative**

The following table is summary of the request for barracks housing units by the Collaborative. The Collaborative has the opportunity to acquire 200 units of barracks housing at Alameda Naval Air Station, and is requesting a total of 195 barracks housing units.

**BARRACKS HOUSING**

OPPORTUNITY	LEAD AGENCY	ADDTL. AGENCIES	SUBPOPULATION TO BE SERVED	SUPPORT SERVICES	# UNITS REQUESTED
125 Units of Barracks Housing	Operation Dignity	Operation Dignity St. Mary's Senior Center Dept. Veterans Affairs HCHV/CWT Dept. Veterans Affairs Berkeley Substance Abuse Clinic	Veterans-Men & Women Seniors-Men & Women	Supportive Services Job Creation Economic Development Enterprise	125 Units of Barracks Housing (Possibly the BOQ) (OCHI is interested in the BOQ-#17)
70 Units of Barracks Housing (Rubicon is interested in the Navy Lodge)	Rubicon Programs Inc.	San Leandro Shelter for Women & Children Davis St. Community Center	Single Women Women With Disabilities Women with Children	Supportive Services including Child Care	75 Units of Barracks Housing (Rubicon is interested in the Navy Lodge)

**Table 9-5 (cont.)**

**Alameda County Homeless Providers Base Conversion Collaborative**

The following tables are a summary of the Collaborative's request for non-housing property at NAS. Under the Standards of Reasonableness, the Collaborative has the opportunity to acquire 150,000 sq. ft. of warehouse space; 25,000 sq. ft. of office/classroom space; 2 recreational/retail spaces; 2 special purpose industrial spaces; 2 institutional spaces.

OPPORTUNITY	LEAD AGENCY	ADDTL. AGENCIES	SUBPOPULATION TO BE SERVED	SUPPORT SERVICES
Warehouse Space (ACCFB requests 100,000 sq. ft.)	Alameda County Community Food Bank	Share Program Non-Profit Services Alameda Red Cross Oakland Potluck	Families and Children in Residential Recovery Persons With AIDS Veterans	Supportive Services Job Placement Job Creation Economic Development Enterprise
Recreational/Retail (Interest in Hobby Shop)	Rubicon Programs, Inc.		Persons Interested in Obtaining Job Training and Employment	Supportive Services Job Creation Economic Development Enterprise
Recreational/Retail (Interest in Marina/ Snack Bar)	Rubicon Programs, Inc.		Persons Interested in Obtaining Job Training & Employment	Support Services Job Creation Economic Development Enterprise
Special Purpose/ Industrial Space (PTRC needs approximately 20-30,000 sq. ft.)	PTRC., Inc.	PacRim CATPRO, Inc.	Job Training and Employment	Job Creation Economic Development Enterprise
Special Purpose/ Industrial Space (UA needs approximately 4 acres)	UA Housing	Fresh Start Farms	Persons Interested in Job Training and Employment	Job Creation Economic Development Enterprise
Institutional Space (1,400 sq. ft. indoor space, and 3,000 sq.ft of outdoor space)	Davis Street Community Center	San Leandro Shelter for Women and Children	Working Parents	Childcare

**Table 9-5 (cont.)**

**Alameda County Homeless Providers Base Conversion Collaborative**

As its final request, the Homeless Collaborative is requesting that its 25,000 sq. ft. of Office Space, its remaining 50,000 sq. ft. of Warehouse Space, and its additional Institutional Space allocation be conveyed to the Collaborative through the conveyance of a single building for the creation of a Homeless Multi-Service Center. The Collaborative believes that the remaining portion of the BOQ (Building #17) or Building #101 would be excellent sites for the creation of a multi-service center.

Below are some the organizations who wish to participate in creating the multi-service center.

**Multi-Service Center**

AGENCY	ADDITIONAL AGENCIES	SUBPOPULATIONS TO BE SERVED	SUPPORT SERVICES	SPACE NEEDS
Alameda Red Cross	Alameda Services Collaborative	Alameda Homeless	Case Management, Food, Counseling, Transportation, etc.	1,500-2,000 sq. ft.
Emergency Services Network	ESN Member Agencies	All	Coordination and Training Opportunities	750 sq. ft.
Love, Inc.	Berkeley Oakland Support Services	Transitional and Permanent Housing	Furniture and Supplies for those re-accessing private housing market	5,000 sq. ft. of storage space
Rubicon, Inc.		Those Persons in Job Training & Placement	Centralized Vocational Program	15,000-20,000 sq. ft. for wood shop, classroom training, business enterprises
Operation Dignity		Veterans	Job Training and Placement	5,000 sq. ft. of warehouse space
United Indian Nations, Inc.		Homeless Native Americans	Healthcare Outreach, Family Counseling, Education, Employment Services	3,500 sq. ft. of warehouse, classroom and office space

**Table 9-6**  
**Homeless Accommodation By Building**

Provider	Program Request	Building Assignment
<b>Family Housing Requests</b>		
Catholic Charities	67 units of family housing for permanent housing for homeless families	67 units of East Housing
UA Housing	30 family housing units 15 units of CPO housing 2 acres for garden	30 units of East Housing 15 CPO Units 2 acres adjacent to housing to be determined
RCD	20 family housing units 12 CPO units	20 units of West Housing 12 CPO units
Dignity West	30 family housing units	30 units of West Housing
United Indian Nation	8 multi-family units 3 CPO units 1 single family house	8 multi-family units 3 CPO units 1 single-family house
<b>Barracks Housing</b>		
Rubicon/San Leandro Women's Shelter	75 units of barracks housing for battered women and children	Buildings 531, 532, 533 (Navy Lodge)
Operation Dignity	125 units of barracks housing for homeless veterans and seniors	To Be Determined
<b>Non-Housing Requests</b>		
Rubicon	Woodshop for economic development and job training	Building 607 (woodshop)
Rubicon	Marina Snack Bar for economic development and job training	To Be Determined
UA Housing	2 acres for compost operation	2 acres adjacent to housing to be determined
Alameda County Community Food Bank	100,000 sq ft of warehouse	Building 92
PRTC	30,000 sq ft of manufacturing space for economic development and job training	Building 91
Davis Street	Child Care Center	Building 613
Love Inc.	5,000 sq ft of warehouse	Building 101
Operation Dignity	5,000 sq ft of warehouse/office	Building 101
Alameda Red Cross	2,000 sq ft of warehouse/office	Building 101
ESN	750 sq ft of office	Building 101
Rubicon	15,700 sq ft of warehouse and classrooms	Building 101
United Indian Nation	3,500 sq ft of office	Building 101

Oakland, including site control. This acquisition, combined with the high vacancy rate of SRO units at NAS Alameda makes federal funding for construction of new SRO units in lieu of 125 barracks units at NAS Alameda unlikely.

Operation Dignity also owns property in Oakland that could be used to develop approximately 45 new units as family housing for veterans. Alameda County Housing and Community Development Department and others have indicated these new units would provide for approximately the same number of residents as 125 barracks units at NAS Alameda. With the recent acquisition of the Aztec SRO Hotel and the proposed new construction, Operation Dignity would be able to offer a full range of housing opportunities and support services - not just for single men, but also for families of homeless veterans.

Operation Dignity and the Homeless Collaborative are in the initial stages of developing construction and program cost estimates to construct the 45 units. They estimate the costs to be approximately \$4 million. The Homeless Collaborative and the ARRA are seeking the majority of funding for this project from the Department of Housing and Urban Development (HUD) and the Veterans Administration. The remaining project costs could possibly be covered from the Alameda County HOME fund allocations and CHODO (Community Housing Development Organization) fund allocations.

The original five options being explored included:

1. If PPU withdraws its request for Building 17, this building would be given to Operation Dignity. This option is unlikely to occur since PPU is meeting its fundraising requirements, and appears to be in a strong position to move forward.
2. The ARRA could provide funding to assist Operation Dignity with purchasing existing comparable units elsewhere in the community. Funding for this option has not been identified, however the most likely source would be HUD discretionary funds.
3. Give the Operation Dignity request priority over the PPU request for Buildings 2 or 4, which are also barracks housing. While this solution would technically comply with the requirements of the SOR, this option is problematic. First, it precludes at least some of the economic development opportunity PPU could bring to the NAS conversion process; and second, these buildings are not as desirable to Operation Dignity given their program requirements.
4. Assign Operation Dignity to family housing units. This option would be inconsistent with the SOR and any change in the SOR would have to be negotiated with the Homeless Collaborative.
5. Assign Operation Dignity to a non-residential building on the Base that could be converted to residential use. This would also be inconsistent with the SOR and would have to be negotiated with the Collaborative.

Negotiations toward making a reasonable accommodation of the Operation Dignity request will continue. However, if an agreement cannot be reached, the ARRA has made a good faith effort to accommodate this request per the Redevelopment Act, while accommodating *all* other homeless requests.

### **Community Impacts**

Because all of the homeless providers who will be receiving family and barracks housing at NAS Alameda will be operating transitional or even permanent rental housing for homeless families, these programs are not likely to have a significant adverse impact on existing residential neighborhoods in Alameda. These programs will be an asset to Alameda because the residents will also be receiving social services, and will be part of a group that wants to be a "good neighbor." In addition, the homeless providers want to place their clients in stable residential neighborhoods to ensure that the investment they are making in the buildings is protected.

The Alameda Unified School District (AUSD) has been supportive of the homeless proposals for family housing at NAS Alameda. AUSD will be severely impacted by the base closure, and is looking for ways to quickly bring students into the schools to replace the students lost when the Navy families leave. In addition, one provider receiving property through the homeless screening process is a day care center which is specifically targeted to serve the homeless families who will be living in Base housing and/or receiving job training in one of the job training programs.

All of the homeless providers receiving housing will have social service programs to support their tenants. The presence of these additional homeless families are not expected to create a significant impact on existing social services currently available in Alameda.

Transportation systems in Alameda should not be impacted in any significant way by having the homeless programs at the Base. Residents will be either working at jobs or attending training programs on the Base, or will commute to jobs in other locations. The transportation system will be utilized by these future tenants in much the same way as it is by the current Navy families who occupy the same housing.

The Legally Binding Agreement addresses infrastructure issues for the homeless providers. These tenants will have the same right as all other tenants on the Base to receive infrastructure services. There will be no preference given to commercial tenants or other users in terms of upgrading services and facilities. However, all tenants, including the homeless, will be expected to equally share in the cost of upgrading the Base's infrastructure systems.

*Building Assignments:* Within the limitations of the existing land use pattern, the ARRA assigned individual homeless providers to specific housing units based on several criteria. First, each provider wanted their units clustered together so that clients could form a community. Second, units were grouped according to programmatic objectives. For example, families with children were grouped



together, while a group home for teenagers was located away from three units assigned to a substance rehabilitation program. In addition, to the extent possible, homeless providers were placed in housing units that would be within walking distance of other facilities and services targeted to homeless households.

Third, to the extent possible, the homeless units were distributed among various housing areas to minimize the "over-concentration" of homeless units. However, the problems typically associated with over-concentrations of poverty, including high crime rates, are not expected to be an issue at NAS Alameda. All of the homeless providers who will utilize property at the Base have a strong commitment to provide both housing and social service programs to ensure that their clients will become functioning members of a broader community.

Fourth, homeless providers were allocated buildings consistent with the Community's Long Range Plan. For example, homeless housing units were located only in areas that are identified as housing areas in the land use element of the Community Reuse Plan. Similarly, industrial property requested should not be located in existing facilities that are planned for demolition or conversion to another use in the Community Reuse Plan. This strategy helps to eliminate the need for relocating homeless programs in the future.

Fifth, homeless providers were not placed in facilities that had near-term private market lease potential, and planned for redevelopment over the long-term. Many of the existing industrial warehouses provide opportunities for short-term lease and reuse, but are ultimately within areas planned for demolition and major redevelopment for a different and higher intensity use.

Sixth, homeless providers were grouped in areas that make redevelopment of surrounding parcels logical and more viable. Homeless facilities were carefully located to not block the redevelopment potential of the surrounding sites and make assembly of larger sized and logically shaped parcels for redevelopment more viable.

#### **Legally Binding Agreement**

The Redevelopment Act requires that the LRA enter into a Legally Binding Agreement with the homeless providers who will occupy property on the Base. This agreement is intended to spell out the specific terms and conditions for use of the property, and to address such contingencies as: property reversion if a program fails; alternative methods for accommodation if the property assigned to the provider is found to be environmentally unsuitable; or, what will happen if a provider is unable to take possession of the property to which they were assigned.

In addition, the Legally Binding Agreement includes provisions for management standards and dispute resolution. This clearly demonstrates the ARRA's expectation that the homeless providers will manage their property and their tenants in a manner that will be acceptable to any adjacent residents. Should any problems arise, the Legally Binding Agreement also includes various remedies, the most drastic of which would be to revoke a lease agreement with any provider

who is not managing their property, or their tenants, in an appropriate manner.

Typically, non-profit entities such as homeless providers do not pay property taxes in California. However, because such a large portion of NAS Alameda is likely to be occupied by non-profit organizations, the lack of tax revenues could severely impair the City of Alameda's ability to provide basic municipal services, including police and fire protection. Therefore, to the extent allowed by law, all non-profit entities who will occupy space at the Base have agreed to pay an ongoing public assessment in lieu of property taxes.

All major infrastructure systems on the Base, including sewer, water, gas, electricity, roads, telephones, and storm drains must be upgraded to support future development. The Community Reuse Plan includes a number of mechanisms for financing these improvements, and to the extent necessary, all tenants/property owners, including the homeless providers, will be required to pay a fair share of the cost associated with these infrastructure improvements. In this situation, the homeless providers are being treated like all other tenants/property owners on the Base; therefore, in exchange for contributing their fair share of the costs, they can expect to receive full utility services as needed.

#### **Balance**

One key goal of the Redevelopment Act is to provide the local community with the opportunity to balance homeless needs and broader objectives, including economic development and redevelopment of the Base property. The homeless screening process — based on the SOR — has allowed this to happen relatively easily at NAS Alameda. All of the discussions with the Homeless Collaborative leading up to and including development of the SOR acknowledged that the ARRA's ability to balance homeless needs and economic development was of paramount importance. Therefore, the Homeless Collaborative agreed to submit property requests that described the type of property being requested and the program needs to be served without identifying specific buildings.

The intent of this approach was to allow the ARRA flexibility in deciding where and how the homeless property requests would be accommodated in a manner that was also consistent with the overall objectives of the Community Reuse Plan. A few of the property requests did indicate an interest in specific facilities, with the understanding that the ARRA could reject these requests if they were inconsistent with the economic development considerations of the Community Reuse Plan.

There were three specific instances in which economic development considerations took preference over the homeless requests. In two cases, the homeless providers could be accommodated elsewhere on the Base. The first case was Rubicon Inc.'s request for the auto hobby shop (Building 608). Rubicon Inc. wanted to use this facility for both job training, and to run an economic development enterprise. However, the Community Reuse Plan called for the area around Building 608 to be developed as a regional park. Development of the auto hobby shop within a regional park would be an incompatible use. Therefore,

Rubicon agreed to accept Building 607, which includes a wood working shop. The wood working shop could just as easily be used to conduct job training activities, and Rubicon Inc. has already begun to explore the possibility of establishing a cabinet making business, rather than an auto repair shop.

The second instance where economic development interests prevailed over homeless property requests was in the case of the Alameda County Community Food Bank. This provider did an extensive review of buildings on the Base and had indicated a preference for either Building 168, 169, 170, or 117. However, the ARRA's Interim Reuse Strategy indicates that Buildings 168, 169, and 170 have good early reuse potential since they are basic warehouse buildings that require relatively few improvements. In addition, Building 117 is in an area that the Final Community Reuse Plan designates for redevelopment as a housing area. To preserve the ability to lease Buildings 168, 169, and 170 to market rate tenants in the interim, and to ensure that the Food Bank would not be blocking redevelopment opportunities around Building 117, this provider was assigned to Building 92. While Building 92 is physically similar to the other buildings requested, its location on the Base is less desirable to the Food Bank, but it is in an area where this use would be compatible with the long-term development pattern.

In these first two cases, it was relatively easy to accommodate both the homeless needs and economic development objectives by merely moving the homeless provider to an alternate location. The third case has yet to be resolved. This is the Operation Dignity request for 125 units of barracks housing units. As was discussed above, all of the barracks units on the Base have been requested by PPU, a use which will generate considerable economic development activity. Even in this case, the ARRA is continuing to make a good faith effort to work with the providers to try and identify an appropriate alternative for accommodating this request.

An additional mechanism employed by the ARRA and agreed to by the Homeless Collaborative to permit the long-range balancing between economic development and homeless needs is the actual property disposal mechanism to be used to acquire property to be occupied by the homeless. The ARRA, rather than individual providers, will take title to all of the property allocated for homeless use. If in the future any of this property becomes desirable for other uses, the ARRA has retained the right to relocate the homeless provider and take back control of the property. However, all relocation costs would be borne by the ARRA. This same mechanism will allow the ARRA to retain property control if any of the homeless providers were to default or otherwise cease operating.

The SOR also provides an important tool for helping the homeless providers meet their economic development needs. Almost 100,000 square feet of space has been assigned to homeless providers for economic development related activities, including job training programs. In addition, the SOR includes a 15 percent homeless hiring goal for private employers and the ARRA, establishes a one-stop hiring center, encourages joint ventures between homeless providers and other entities, and provides a mechanism for monitoring compliance with the hiring

goals.

Another important objective of the Redevelopment Act is that it supports existing community plans for addressing homeless issues, including consistency with the HUD Consolidated Plan. The Alameda County Home Consortium Consolidated Plan indicates that there are existing gaps in the continuum of care that include "...emergency shelter, transitional housing with services, and permanent housing, including housing with supportive services..." (Consolidated Plan - FY1995-FY1996 City of Alameda Strategic Plan, page 7). Although no emergency shelter will be created at NAS Alameda, all of the housing that will be created will service enriched transitional or permanent housing. In addition, the homeless providers will operate programs targeted to those subpopulations identified in the County's needs assessment as being most in need, including veterans, families with children (particularly women and children), unaccompanied youth, persons with AIDS, and residential recovery.

Emergency shelters have not been included at the Base specifically because the Homeless Collaborative determined that there are other more appropriate locations in the County for such facilities. In addition, the Base offers a very unique opportunity to provide transitional and permanent housing for homeless people. According to the Homeless Collaborative, it is much more difficult to develop these types of facilities than it is to develop emergency shelters.

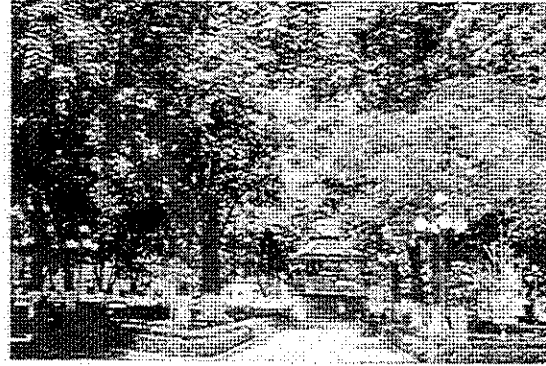
#### **Outreach**

The ARRA, which includes representation from the City of Alameda, Alameda County, City of Oakland, City of San Leandro, and the Office of Congressman Ronald V. Dellums, has conducted extensive outreach efforts to ensure that homeless providers have had adequate opportunity to participate in the base reuse planning process. Descriptions of the actual outreach efforts to homeless providers and workshops conducted during the planning process are described in the previous section above which addresses the entire Homeless Element Planning process. Copies of newspaper advertisements soliciting participation in the process and a list of providers consulted during the application process are included in the technical appendix.

#### **Public Comments**

An overview of the citizen participation process undertaken in preparing the Homeless Element is included in the process discussion above. Public comment was taken at all public meetings prior to the ARRA or BRAG taking action on any aspect of the Homeless Element. All ARRA and BRAG meetings are public meetings. As per California law, all notices of public meetings for the ARRA and BRAG were posted and mailed to all interested parties to ensure adequate public participation in the process.





## 10.0 IMPLEMENTATION ACTION PLAN

The reuse planning process has identified numerous actions that must be taken to solidify agreements with the Navy and other agencies, better understand the conditions of the facilities at NAS and prepare NAS Alameda for civilian reuse. The implementation action plan is a compilation of all the implementation measures that have been developed through the Community Reuse planning process. The organization of the action plan mirrors that of the Community Reuse Plan, with action items delineated for each of the nine chapters of the Final Plan. The action plan is summarized in a matrix that includes all actions noted below and actions developed as part of the Interim Reuse Strategy. The matrix notes the responsible parties and approximate timing for all actions. The timing is broken into four periods: 1) actions that should occur before closure of NAS Alameda (denoted 1996 on the matrix); 2) actions that should occur as part of operation closure (1997); 3) actions that should occur in the interim period (1998-2000); and 4) actions that should occur after the interim as part of the transition to buildout of the long-term land use plan (beyond 2000).

## Recommendations and Implementation Actions

Actions and Programs	Responsibility for Implementation				Timeframe			
	City/ARRA	Development Applicants/Tenants	Navy	Other (Specify)*	1996	1997	1998-2000	Beyond 2000
<b>1.0 Introduction</b>								
(a) Compliance with goals & objectives	■	■			(on-going)			
<b>2.0 Land Use</b>								
(a) Environmental Review EIR/EIS	■		■		■			
(b) Update General Plan	■				■			
(c) Create Zoning for NAS Alameda and Update Zoning Ordinance	■					■		
(d) Finalize Agreement with the State Lands Commission Public Trust Jurisdiction	■				■	(on-going)		
(e) Assure Compliance Between the Community Reuse Plan and BCDC Regional Seaport Plan	■				■			
(f) Implement Master Use Permitting Process	■		■		■			
<b>3.0 City Design Element</b>								
(a) Prepare Design Guidelines	■					■		
<b>4.0 Transportation</b>								
(a) Code Compliance	■						■	
(b) Evaluate Need and Cost Effectiveness of Expanded Crossing Capacity	■						■	
(c) Evaluate need for expanded transit service	■						■	
(d) Develop Alameda NAS Bikeway and Pedestrian Plan	■						■	
(e) Develop Rail facility Improvements Contingent on Market Feasibility	■						■	
<b>5.0 Open Space and Conservation Vegetation and Wildlife</b>								
(a) Develop Wildlife Refuge Management Plan	■			USFWS	■			
(b) Prepare Biological Assessment and EIR/EIS	■		■	USFWS	■			
(c) Participate in Section 7 Consultation Process	■		■	USFWS	■			
<b>Air Quality</b>								
(d) Equipment Tracking	■		■		■			
(e) Identify Needs for Air Credits and Planning Offsets	■		■		■			
(f) BAAQMD Consultation	■			BAAQMD	■			
(g) Prepare Allocation Program	■					■		
<b>Historic Resources</b>								

## Recommendations and Implementation Actions

Actions and Programs	Responsibility for Implementation				Timeframe			
	City/ARRA	Development Applicants/Tenants	Navy	Other (Specify)*	1996	1997	1998-2000	Beyond 2000
(h) Participation in Historical Review Process	■			SHPO				(on-going)
(i) Adoption of Programmatic Agreement	■		■	ACHP		■		
(j) Maintenance of Historic District			■		(on-going)			
(k) Preparation of Historic Preservation Plan	■		■				■	
<b>6.0 Parks, Recreation, Schools, Cultural Facilities</b>								
(a) Develop Park Plans	■					■		
(b) Develop Regional Park Plans	■			EBRPD		■		
(c) Provide Adequate School Facilities	■	■		AUSD			■	■
<b>7.0 Health &amp; Safety</b>								
<b>Seismic, Geologic, and Soils Hazards</b>								
(a) Limitation of Fill Placement	■				(ongoing)			(as development occurs)
(b) Utility Design to Accommodate Settlement	■	■					■	(as development occurs)
(c) Subsurface Waterproofing for Foundations	■	■					■	(as development occurs)
(d) Erosion Protection for Slab Foundations	■	■					■	(as development occurs)
<b>Hydrology and Water Quality</b>								
(e) Preparation of a Flood Insurance Study	■			FEMA			■	
(f) Incorporate NAS into the Urban Runoff Program	■			RWQCB			■	
(g) Establish Groundwater Use & Monitoring Program	■			ACWCFCD			■	
<b>Environmental Clean Up</b>								
(h) Coordination of BCP and Community Reuse Plan's Priorities			■			■		
(i) Resolution of CERCLA & RCRA Issues	■		■			■		
(j) Remediation of Parcels by Navy with Lessee in-place	■		■		(ongoing)			
(k) Acceptance of Risk Management Concepts	■			RAB				
(l) Ground Water Remediation				RWQCB	■			(on-going)
(m) Interagency Cooperation				DTSC/EPA	(ongoing)			
(n) Seek Adequate and Predictable Funding	■		■		(ongoing)			
(o) Provision for a Transition Period for CLEAN contract			■			■		
<b>8.0 Disposition Strategies</b>								
(a) Integrate Property Disposal Strategy into the Record of Decision	■		■					
(b) Prepare Economic Development Conveyance application	■				■			
(c) Assist AUSD in preparing Public Benefit Conveyance application	■			AUSD	■			



## Recommendations and Implementation Actions

Actions and Programs	Responsibility for Implementation				Timeframe			
	City/ARRA	Development Applicants/Tenants	Navy	Other (Specify)*	1996	1997	1998-2000	Beyond 2000
(d) Assist APRD in preparing Public Benefit Conveyance application	■			APRD	■			
(e) Prepare Port Conveyance application	■			MARAD	■			
<b>9.0 Implementation</b>								
<b>Equipment &amp; Personal Property</b>								
(a) Monitor Navy Equipment for Valuable/Useful Items	■				■	■		
<b>Infrastructure</b>								
(b) Perform Utility Technical Study for Critical Systems	■		■	EBMUD, PG&E	■			
(c) Implement Cyclic Replacement Programs	■			Bureau			(ongoing)	
<b>Potable Water and Fire Protection</b>								
(d) Combine potable water and fire protection systems	■		■		■			
(e) Determine guidelines for accepting existing systems	■					■		
(f) Applicable Reference Material to ARRA			■			■		
<b>Sanitary Wastewater</b>								
(g) Determine guidelines for accepting existing systems	■					■		
(h) Applicable Reference Material to ARRA			■		■			
<b>Storm Drainage</b>								
(i) Repair non functional flap gates	■		■		■			
(j) Determine guidelines for accepting existing systems	■					■		
(k) Applicable Reference Material to ARRA			■			■		
(l) Transfer of NPDES Permit	■		■	SWRCB		■		
<b>Electrical Utilities</b>								
(m) Modify system to accommodate Alameda Bureau of Electricity's system	■					(ongoing)		
<b>Natural Gas</b>								
(n) Coordinate with PG&E to facilitate gas system transfer	■		■			■		
<b>Telephone System</b>								
(o) Factor the Cost of Telephone Switching Equipment Replacement in long Range Fiscal Planning	■			Pac Bell				■
<b>Cable TV System</b>								
(p) CTTI Cable Vision of Alameda should continue to Provide Cable Service	■					■		

## Recommendations and Implementation Actions

Actions and Programs	Responsibility for Implementation				Timeframe			
	City/ARRA	Development Applicants/Tenants	Navy	Other (Specify)*	1996	1997	1998-2000	Beyond 2000
<i>Steam System</i>								
(q) Provide Alternative Heat Source for Buildings served by Building 10	■		■			■		
(r) Interview potential new occupants that have an industrial use for steam	■				■			
<i>Compressed Air System</i>								
(s) Interview potential new occupants that have an industrial use for	■				■			
<b>Financing</b>								
(t) Finalize caretaker agreements with the Navy	■		■		■	■		
(u) Establish a Redevelopment Project Area	■				■			
(v) Explore property early sale opportunities	■				(ongoing)			
(w) Work with the Navy and HUD to gain approval of the Homeless Assistance Element	■		■	HUD	■			
(x) Continue to seek ways to accommodate OCHI/Operation Dignity	■				■	■		
(y) Execute Legally Binding Agreement with Homeless Collaborative and homeless providers	■				■			
<i>Short &amp; Long Term Marketing Strategy</i>								
(a) Execute Lease Agreement with Navy	■		■		■			
(b) Develop organizational capacity to market buildings	■				■			
(c) Identify opportunities for shared-use of existing buildings prior to the Base's closure	■		■		■			
(d) Develop the organizational capacity to manage buildings and property at NAS Alameda	■				■			
(e) Develop marketing materials	■				■			
(f) Execute a marketing program for general purpose buildings	■				(ongoing)			
(g) Execute a marketing program for special purpose buildings	■				(ongoing)			
(h) Consider creating financial incentives to attract tenants	■				■			
(i) Formulate Economic Development Strategy	■				■			
(j) Coordinate outreach efforts with Regional, State, and Federal economic development activities	■			Many	■			

## 1.0 INTRODUCTION

- 1(a) *Compliance with Goals & Objectives:* All actions taken to further the reuse of NAS Alameda should comply with the adopted goals & objectives of the Community Reuse Plan. A finding for all actions and reuse and redevelopment decisions taken by the ARRA governing body should be reviewed for compliance.

## 2.0 LAND USE

- 2(a) *Environmental Review:* Upon acceptance of the Community Reuse Plan by the ARRA, the Navy begins the preparation of the environmental document for the closure and reuse of NAS Alameda. The Navy is required to complete the environmental review process within one year of receipt of the Community Reuse Plan from the ARRA. The document will be a joint Environmental Impact Statement / Environmental Impact Report (EIS/EIR), and will satisfy the requirements of both the National Environmental Policy Act (NEPA) and the California Environmental Quality Act (CEQA). The EIS/EIR is scheduled to be considered by the ARRA by January 1997 and, if certified, this document will be used by the ARRA for subsequent capital improvement and land use decisions.
- 2(b) *Update General Plan:* Every city in California is required to have a general plan to guide the physical development of the community by expressing the goals and policies for the distribution and intensity of future land use. The mandatory elements of a general plan listed in state law include land use, circulation, conservation, open space, noise, and safety. The scope of the plan is to include the area within the city's boundaries, and all development should be consistent with the plan before it can be approved by the city.

While NAS Alameda is within Alameda's city limits, it has only briefly been acknowledged in the General Plan because of its status as a federal facility which is exempt from local land use control. It is currently designated as "Federal Facilities" on the General Plan Diagram. Therefore, the City must amend its General Plan to include NAS Alameda in more detail. The amendment will be based on the goals and policies of the Community Reuse Plan while maintaining consistency with the intent of the current goals, policies, and land use designations contained within the City's General Plan. The intent of the Community Reuse Plan is to provide documentation as consistent as possible with the existing General Plan to aid in the integration of these two documents.

- 2(c) *Create zoning For NAS Alameda:* The Alameda Development Regulations creates a zoning plan for the City of Alameda. The Zoning Plan for the City of Alameda is intended to assist to guide, control, and regulate the future development in the City and NAS Alameda. It is the enabling ordinance that protects and elevates the character of the City's fabric and assures orderly and beneficial development. NAS Alameda is currently zoned as a G, Special Government Combing District, an overlay applied to all lands in the ownership of the U.S. Government combined with M-2 General Industrial (Manufacturing) and R-4 Residential designation of the housing areas. The G District states that prior to

the use of these lands by users other than the federal government, rezoning procedures shall be completed removing the G classifications and considering further appropriate zoning changes. For successful reuse a method for zoning NAS Alameda must be determined. There are three major approaches that can be taken: Master/Specific Plans, Planned Developments, and traditional zoning districting. These methods are discussed below. The exact methods for zoning should be determined at a later date and will probably consist of some combination of these three approaches.

**Subarea Specific Plans:** A specific plan is a tool to implement a general plan. Its contents include, at a minimum, the following elements: the distribution, location, and extent of land uses; distribution, location, extent, and intensity of the infrastructure required to support the land uses; development and conservation standards; and an implementation program to carry out the plan. It also describes the relationship with the general plan. Because of their broad scope Specific Plans can be used in place of zoning districting. The ARRA should consider using the elements of the Community Reuse Plan as a basis to develop Specific Plans for the subareas delineated in the land use element to meet zoning requirements.

**Planned Development Approach:** The City's Zoning Ordinance includes zoning districts with a type of land use process known as "MX, Mixed-Use Planned Development" District. Section 30-4.20 of the Ordinance states:

"The purpose of the Mixed-Use District is to encourage the development of a compatible mixture of land uses which may include residential, retail, offices, recreational, entertainment, research-oriented light industrial, water-oriented or other related uses. The compatibility and interaction between mixed uses is to insured through adoption of Master Plan and development plan site plans, which indicate proper orientation, desirable design character and compatible land uses to provide for: 1) A more pedestrian-oriented non-automotive environment and flexibility in the design of land uses and structures than are provided by single purpose zoning districts, including but not limited to shared parking; 2) The enhancement and preservation of property and structures with historical or architectural merit, unique topographic, landscape, or water areas, or other features requiring special treatment or protection; 3) Recreation areas that are more accessible to both the MX District's inhabitants and other City residents; and 4) Environments that are more conducive to mutual interdependence in terms of living, working, shopping, entertainment and recreation."

The City may use the Planned Development approach for the developed areas and future development areas of NAS Alameda and create zoning standards and regulations unique to NAS Alameda based upon the elements of the Community Reuse Plan. Planned Development requires detailed development plans that would serve as the "Master Plan" guiding future development actions. Projects will then be developed using the development and conservation standards included in the Master Plan.

**Traditional Zoning District Approach:** The City may consider using a traditional zoning district approach, particularly for the conservation areas, such

as the wildlife refuge and the regional park. The classification is "O, Open Space District," and it is intended to preserve lands and tidelands suitable for recreational and aesthetic resources.

- 2(d) *Finalize agreement with the State Lands Commission Public Trust jurisdiction:* Much of the Base is potentially subject to state tideland trust jurisdiction. The ARRA should actively pursue the public trust issues with the State Lands Commission to maximize the public trust values at the NAS site and by shifting public trust designation from the core of the site to other non-trust lands that better fulfill the intent of the tidelands trust through "trades." This will allow for the best preservation of public trust values and free less desirable portions of the Base from State Lands jurisdiction. An agreement should be reached before operational closure of the Base to assure that any details related to Navy ownership and transfer can be resolved smoothly.
- 2(e) *Assure compliance between the Community Reuse Plan and the Bay Conservation and Development Commission (BCDC) Regional Seaport Plan:* All of NAS Alameda is currently designated as port priority land uses in the San Francisco Bay Area Seaport Plan. A recent plan update developed by BCDC and the Metropolitan Transportation Commission (MTC) has recommended all port priority designation be lifted except for 220 acres in the Northwest airfield adjacent to the Oakland Alameda Estuary. The implication of this designation is that these lands are restricted to port uses. The development of the Community Reuse Plan has demonstrated that port uses are not feasible, nor are they desirable to the community. The ARRA will work with BCDC to remove the port priority designation from the Northwest runway area.
- 2(f) *Implement Master Use permitting process:* The ARRA should process a "Master Use Permit" and accompanying California Environmental Quality Act (CEQA) review requirements with the City of Alameda for interim uses. The Master Use Permit would allow a number of similar uses (same in intensity and types of uses to existing Navy usage) to occur in the buildings designated for reuse in the Interim Reuse Strategy.

### 3.0 CITY DESIGN

- 3(a) *Develop Design Guidelines:* The ARRA and City of Alameda should develop and implement design guidelines for public spaces and private development based on the goals and objectives of the Community Reuse Plan, the City Design Element, and existing City Design guidelines.

### 4.0 TRANSPORTATION

- 4(a) *Code Compliance (City of Alameda):* The Engineering and Design Division should review proposed modifications to roadways and intersections to ensure compliance with design codes, including curb and gutter, lane widths, sidewalks, and wheelchair access at intersections. The Engineering and Design Division will be responsible for enforcement.

- 4(b) *Evaluation of the Need and Cost-Effectiveness of Expanded Vehicular Crossing Capacity (City of Alameda, Caltrans, Federal Govt.):* The City of Alameda and Caltrans should further evaluate the need and the feasibility of a new bridge or tunnel crossing from Oakland connecting NAS Alameda directly to I-880. One of the most critical issues with regard to the successful reuse and redevelopment of NAS Alameda will be the ability of the current infrastructure to support redevelopment of the base. In addition, over time as Alameda generates significantly higher auto and truck traffic volumes, a more direct access route would be a great benefit to the region, both in terms of the increased redevelopment potential of NAS Alameda and reduced impacts to the City of Oakland's street circulation system.
- 4(c) *Evaluation of the Need for Expanded Transit Service (AC Transit, Alameda Ferry):* The ARRA, working in conjunction with AC Transit, should evaluate the need for expanded local and regional bus service directly from NAS Alameda. In addition, expanded ferry service from the Alameda Gateway Ferry Terminal to San Francisco should be evaluated. Public transit has the potential of reducing the dependence on private automobiles and the need for expanded crossing capacity.
- 4(d) *Develop Bicycle and Pedestrian Circulation Plan (City of Alameda):* The City of Alameda should develop a comprehensive circulation plan for NAS Alameda for a system of bicycle and pedestrian paths that encourage both commute and recreational activities. The circulation plan will help reduce the number of vehicle trips that are made internally at NAS Alameda by providing individuals an efficient system of bikeways and pedestrian paths for internal circulation and access.
- 4(e) *Develop Rail Facility Improvements Contingent on Market Feasibility:* The rail facilities leading up to and into NAS Alameda could be rehabilitated to serviceable condition with some level of investment. Development of plans for reuse of these facilities should be based on the market feasibility of civilian reuse and the economic need and benefit of the proposed reuse. Implementation studies should be performed by the ARRA for rail facilities improvement and upgrade if reuse is deemed feasible and appropriate. ARRA should prepare a market and development feasibility study to determine the need for future rail services.

## 5.0 OPEN SPACE & CONSERVATION

### Wildlife and Vegetation

- 5(a) *Participate in the Preparation of the Wildlife Refuge Management Plan:* The U.S. Fish & Wildlife Service (USFWS) will prepare a Refuge Management Plan in order to establish the refuge and develop guidelines for management, design, predator control, maintenance, adjoining land uses and other issues necessary to assure a successful refuge. USFWS is responsible for preparation of the plan and the ARRA should participate in the production of the plan.
- 5(b) *Actively Participate in Preparation of Biological Assessment and EIR/EIS:* The

ARRA should collaborate with the Navy on preparation of the Biological Assessment and Biological Resources component of the draft EIR/EIS. Both documents will be used in the Section 7 Consultation process with USFWS.

- 5(c) *Actively Participate in the Section 7 Consultation Process:* The ARRA should be represented in all discussions and formal consultations the Navy initiates with USFWS for the Section 7 consultation process. The discussions will address issue of take, appropriate mitigation, management activities, responsibility and funding.

#### **Air Quality**

- 5(d) *Equipment Tracking:* The ARRA, in concert with the Navy, should develop a process for keeping track of equipment that may be shut down as part of the closure process in order to utilize the opportunity to apply for credits.

- 5(e) *Identify Needs for Air Credits and Planning Offsets:* The ARRA should identify their needs and military needs for air credits and planning offsets. The reuse group should begin quantification of their needs for credits and planning offsets, using the same methods as the Base. The reuse group should also identify sources that need direct permit transfer.

- 5(f) *BAAQMD Consultation:* The ARRA should be involved in meetings with the Air District to discuss: quantification results; needs for permits, credits, and/or planning offsets; and Air District mechanisms for transfer of permits and application for credits.

- 5(g) *Prepare Allocation Program:* The ARRA should include an allocation program for air quality permits that would: apply for Emission Reduction Credits; arrange permit transfers; and document planning offsets for conformity determinations.

#### **Historic Resources**

- 5(h) *Participation in the Historical Review Process:* The City of Alameda should consider a request to participate in the historic review process in lieu of participation by the SHPO. The advantage of this process would be reduced processing time for applicants. The disadvantage would be administrative costs to the City. It would not be possible for the Planning Department to assume this responsibility without additional resources. Cost could be assessed as part of the development application fees.

- 5(i) *Adoption of Programmatic Agreement:* The City, ARRA, Navy, SHPO, and the ACHP should negotiate a Programmatic Agreement for taking into account the effect of the closure and disposal of property at NAS Alameda in the NAS Alameda Historic District. This agreement would facilitate and expedite the Section 106 compliance review process.

- 5(j) *Maintenance of Historic District:* Until the NAS Alameda property is conveyed to the ARRA, the Navy should continue to follow the terms of the unratified Programmatic Agreement among the Navy, the SHPO and ACHP regarding routine maintenance of the NAS Alameda Historic District.

- 5(k) *Preparation of Historic Preservation Plan:* The City, with the assistance and advice of the Navy/National Park Service, should prepare a plan for the NAS Alameda Historic District. Using the results of the structural analysis and the Historic Architectural Resources Inventory for NAS Alameda, the plan should at a minimum:
- provide design guidelines and specifications for new construction within and adjacent to the historic district that will ensure compatibility of new construction with the character of the historic district;
  - provide design guidelines and specifications for maintaining the character defining elements of the historic district, including buildings, styles, street patterns, open spaces, structures and grounds;
  - define a procedure to be employed by the City to ensure historic preservation considerations are balanced with those of the community in deciding issues that may alter the character of the district.

## 6.0 PARKS, RECREATION, SCHOOLS, CULTURAL FACILITIES

- 6(a) *Develop detailed park plans:* The ARRA should assist the City of Alameda Parks and Recreation Department (APRD) in development of detailed park plans for new local serving facilities at NAS Alameda. This should include plans for assuring shoreline access and providing cultural and recreational facilities for the City.
- 6(b) *Develop trail and regional park plans:* The ARRA should assist East Bay Regional Park District (EBRPD) in developing park plans and trail creation and management plans. Plans should detail the development land uses, facilities, activities and access for regional parks in the Inner Harbor and at Point Alameda. Maintenance, access, and design of trails should be addressed. The plans should be approved by the ARRA prior to approval of EBRPD leases of land from the ARRA or APRD.
- 6(c) *Work with the Alameda Unified School District to provide school sites and other facilities:* The ARRA should assist the AUSD in finding building space and school sites to meet the demand created by development at NAS Alameda.

## 7.0 HEALTH & SAFETY

### Seismic, Geologic, and Soils Hazards

- 7(a) *Limitation of Fill Placement:* The placement of artificial fill should be limited to reduce the potential for increased loading and associated settlement in areas underlain by thick young Bay Muds. Increased areal settlement of NAS Alameda could have implications on flooding potential as well as foundation design. Reconditioning (compaction) of existing subgrade materials would be preferable to placement of fill. Development projects proposing the construction of



structural fills should be required to present site-specific geotechnical reports which provide analysis of consolidation potential. Lightweight and low plasticity fill materials should be specified. The reports should be presented to the City Department of Public Works for approval.

It is possible that remediation alternatives for hazardous materials sites at the base may include the placement of clay covers to minimize infiltration and reduce potential exposure to residual levels of contaminants in soil and groundwater. If caps are proposed, synthetic liner/cover designs should be considered to minimize the load of the caps.

- 7(b) *Utility Design to Accommodate Settlement:* The potential for variable differential settlement between buildings supported on pile and unsupported utilities could result in rupture or damage to the utilities. The potential damage to utilities should be addressed by designing flexible connections for the utilities. The gradient of utility alignments should be designed to tolerate differential settlement along the alignments as determined by site-specific investigations. Separation of mat foundation and exterior pavements or other structures placed directly against the perimeter of the foundation to mitigate the potential damage related to differential settlement of the foundation and surrounding soils.
- 7(c) *Subsurface Waterproofing for Foundations:* Shallow groundwater conditions throughout most of NAS Alameda present moisture control problems for building foundations, particularly slab-on-grade designs. Subsurface drainage control should be required for most areas of the base. Thin granular fill blankets (capillary breaks) and impervious membranes should be incorporated into the foundation design for slab-on-grade designs. All subgrade structures should be waterproofed in accordance with the recommendations of a site-specific geotechnical report. If permanent dewatering systems are proposed, the potential impacts of dewatering on structural settlement should be specifically addressed.
- 7(d) *Erosion Protection for Slab Foundations:* Mat or slab foundations constructed in areas of expected areal settlement (i.e., areas underlain by thick young Bay Muds) should be designed to minimize the potential for soil erosion under the perimeter of the foundation. The perimeter of the slabs could be thickened and established sufficiently below existing grade to minimize the potential for exposure of the bottom of the foundation. Alternatively, other forms of erosion protection could be recommended by site-specific geotechnical reports.
- Hydrology & Flooding**
- 7(e) *Preparation of a Flood Insurance Study:* The City of Alameda should consider requesting that a Flood Insurance Study which covers NAS Alameda be conducted by FEMA. The resulting Flood Insurance Rate Maps would provide a more refined planning tool and would allow for FEMA involvement in flood zone planning and management. The FIS should consider the potential combined effect of continued subsidence and projected sea level rise on the potential for flooding at NAS Alameda.
- 7(f) *Incorporation of the NAS Alameda Area into the City Urban Runoff Program:* The City Urban Runoff Program should coordinate with NAS Alameda

Environmental and the RWQCB to develop the conditions for inclusion of the base in the City's participation in the ACURCWP.

7(g)

*Establish Groundwater Use & Monitoring Program:* The quality of large volumes of the uppermost groundwater underlying the base are known to be affected by the release of hazardous materials. Other areas of groundwater contamination may be identified in the future. The City and Alameda County Water Conservation and Flood Control District should consider placing restrictions on the installation of water supply wells within the uppermost aquifer within the limits of the base. Pumping of large volumes of shallow groundwater could affect the evaluation and remediation of groundwater contamination plumes. Pumped groundwater containing contaminants cannot be discharged to the storm drainage system or sanitary sewer system without meeting discharge requirements set by the RWQCB and/or EBMUD. A water quality testing program for all existing water supply wells should be considered to determine if unacceptable discharges are occurring.

#### **Environmental Cleanup**

7(b)

*Coordination of the Base Cleanup Plan and Community Reuse Plan's Priorities:* The Base Cleanup Plan and Community Reuse Plan's Priorities should be coordinated to achieve timely transfer of property for both short term reuse and longer term redevelopment. Close coordination of BRAC Cleanup Plan (BCP) with ARRA's Interim and Final Reuse Plans will ensure that there is a common priority on parcels and attendant environmental issues. Efforts should be made to close the gap between the issuance of the interim reuse and redevelopment plan and the issuance of the BCP to assure that the BCP addresses the needs of ARRA.

Parcel Specific Environmental Baseline Surveys (EBS) should be developed to support Finding of Suitability to Lease (FOSL) and to obtain California Environmental Protection Agency's (Cal-EPA) approval on a schedule that supports short term reuse. Parcel Evaluation Plans (PEP) should be implemented for the 10 priority parcels identified by ARRA as having the highest potential for lease or the parcels with the highest probability of short term reuse. The results will provide information to determine whether or not further investigation and/or remediation is required, or if the parcel is suitable for lease. Based on this information, the required parcel specific EBS can be prepared in support of FOSL's.

7(i)

*Resolution of Non Comprehensive Environmental Response and Liability Act (CERCLA) and Resource Conservation and Recovery Act (RCRA) Issues:* Non CERCLA and RCRA issues primarily Asbestos-Containing Material (ACM), Polychlorinated Biphenyl (PCB), and possibly lead based paint, should be resolved in a timely manner and prior to FOSL. Data and information from the Navy's program to confirm the presence/absence of friable asbestos containing materials in buildings located on base will be available. A schedule for removal of PCB containing equipment is being developed for implementation. It is critical that these programs proceed on schedule to meet ARRA's goals on short term reuse.

- 7(j) *Remediation of Parcels by Lessee:* Businesses should be able to lease parcels without interrupting business activities and simultaneously accomplish the required remediation of the parcels. The Navy and its contractor should seek opportunities to implement both established and innovative in-situ treatment/remediation technologies to eliminate or minimize disruption to lessees business activities. It is important that the RAB and the community at large as well as the regulatory agencies be kept apprised of the intent to use and accept the use of these technologies. Where in-situ technology/methodology is inappropriate, the remediation plan should be developed to limit disruption to and access of the lessee.
- 7(k) *Acceptance of Risk Management Concepts:* Risk based cleanup levels should be supported in order to meet the BCP and ARRA schedule. Communication of risk assessment process and results by the Navy and ARRA to the Restoration Advisory Board (RAB), community and special interest groups with agency support is key to gaining acceptance of risk assessment concepts, and to gaining acceptance of risk management concepts by the community.
- 7(l) *Ground Water Remediation:* Application of the Regional Water Quality Control Board's (RWQCB) non-attainment policy for the remediation of groundwater should be based on risk assessment as well as other regulatory policies that have the potential to streamline the remediation process.
- 7(m) *Interagency Cooperation:* The regulatory agencies, including Cal-EPA and DTSC, should cooperate to streamline the process and avoid bottlenecks. Continued involvement of the DTSC representative on the RAB, and the involvement of the DTSC point contact in charge of base reuse and redevelopment, should enhance the process. For example, Cal-EPA worked closely with the City of Sacramento and approved a FOSL for the Sacramento Army Base to permit a large industrial business to relocate. This was accomplished by making the Cal-EPA an integral part of the process.
- 7(n) *Adequate and Predictable Funding:* ARRA should seek adequate and predictable funding to accomplish the BCP on a schedule to satisfy the Community Reuse Plan. The Navy plans to address this issue through command channels.
- 7(o) *Provision for a Transition Period:* The Navy should minimize impacts of changing Navy CLEAN contractors on the overall restoration program schedule. The Navy should make provision for a transition period to effect a smooth, seamless transition from the incumbent to the new contract team, if either of the current contractor or its subcontractors are not awarded the new CLEAN II contract. Continuity is a key to a successful program. The Navy has, however, made arrangements to have the current contractor complete IRP sites through the ROD regardless of the outcome of CLEAN II contracting.

## 8.0 PROPERTY DISPOSAL/DISPOSITION

- 8(a) *Work with Navy to integrate the Property Disposal Strategy into the Record of Decision:* The ARRA should work with the Navy to assure that the property disposal plan approved by the community and ARRA governing board is

accepted by the Navy and is the basis for the ROD, BRAC EIR/EIS, and all other base closure procedures.

- 8(b) *Prepare a Economic Development Conveyance application:* The Economic Development Conveyance (EDC) application will enable the ARRA to obtain property from the Navy to be used for economic development purposes.
- 8(c) *Assist the AUSD in preparing Public Benefit Conveyance (PBC) application for schools:* The ARRA should assist the Alameda Unified School District (AUSD) in preparing a PBC request to the Navy and U.S. Department of Education for the parcels and facilities outlined in the Property Disposal Strategy.
- 8(d) *Assist the APRD in preparing Public Benefit Conveyance (PBC) application for parks:* The ARRA should assist the Alameda Parks & Recreation Department (APRD) in preparing a PBC request to the Navy and U.S. Department of Interior for the parcels and facilities outlined in the Property Disposal Strategy.
- 8(e) *Prepare a Port Conveyance application for the Marina District:* The ARRA should prepare Port Conveyance request to the Navy and the U.S. Department of Transportation's National Maritime Administration (MARAD) for the Marina District and Seaplane Lagoon. The Port Conveyance mechanism was recently enacted by Congress for property used as a port, marina, or related maritime activity and there are no transfers to date. Due to this uncertainty the Marina District should be considered in preparing the EDC as well.

## 9.0 Implementation Element

### Equipment and Personal Property

- 9(a) *Monitor Navy equipment and request equipment that will aid the ARRA or potential tenants or service providers:* The Navy currently compiles a list of all equipment it intends to move out of NAS Alameda as part of its drawdown disposal and relocation. The ARRA reviews the list and requests the property it deems to be useful of necessary to the reuse process. This process should continue, with the ARRA acting as a coordinator to monitor the Navy's disposal of personal property and to field requests from service providers and public entities. The ARRA should also request items that are of interest to potential tenants/ private reusers of NAS Alameda or equipment the ARRA believes has the potential to attract reuse activity.

### Infrastructure

- 9(b) *Perform Utility Technical Study for all critical systems:* Detailed evaluation, inspection and analysis for the existing water, wastewater, stormwater, natural gas, and electrical systems. These studies will identify immediate repairs needed and aid in preparing 10-15 cyclic replacement programs.
- 9(c) *Implement Cyclic Replacement Programs for all critical systems:* All infrastructures systems at NAS Alameda are aging and often in non-compliance with existing City standards. Each system should have a cyclic replacement program designed to alleviate these deficiencies over a 10-15 year period responding to the

conditions of the system. Replacement programs should be coordinated with roadway construction/maintenance and one another to maximize the efficiency of the programs.

*Potable Water and Fire Protection Sprinkler Systems*

9(d) *Combine potable water and fire protection systems:* Currently fire protection and drinking water are maintained as two separate systems. Combining the systems will bring them in line with current civilian practices and reduce capital and operational costs.

9(e) *Determination of guidelines for accepting existing systems (EBMUD):* EBMUD will either establish new guidelines or retain the existing guidelines for the allowable pipe sizes, materials, and appurtenances and pump station equipment.

9(f) *Delivery of all applicable reference materials (Navy):* All available materials applicable to the existing system will be delivered to ARRA. This information is still being compiled by PWCSFB. The ARRA reserves the possibility that it may need to request additional information in the future.

*Sanitary Wastewater*

9(g) *Determination of guidelines for accepting existing systems (City):* The City should either establish new guidelines or retain the existing guidelines for the allowable pipe sizes, materials, and slopes and pump station capacities.

9(h) *Delivery of all applicable reference materials (Navy):* All available materials applicable to the existing system will be delivered to ARRA. This information is still being compiled by PWCSFB. The ARRA reserves the possibility that it may need to request additional information in the future.

*Storm Drainage*

9(i) *Repair non-functional flap gates:* The flooding in the north end of Main Street is caused, in part, by defects in the flap gates that stop Estuary inflow into the stormwater systems. Repair of the flap gates and installation of collection pipes should greatly alleviate the flooding.

9(j) *Determination of guidelines for accepting existing systems (City):* The City will either establish new guidelines or retain the existing guidelines for the allowable pipe sizes, materials, and slopes and pump station equipment and capacities.

9(k) *Delivery of all applicable reference materials (Navy):* All available materials applicable to the existing system will be delivered to ARRA. This information is still being compiled by PWCSFB. The ARRA reserves the possibility that it may need to request additional information in the future.

9(l) *Transfer of the NPDES Permit (City):* Before closing the Base, the Navy will submit a Notice of Termination, and the City will submit a Notice of Intent for a NPDES Permit with the State Water Resources Control Board (SWRCB). As part of this permit, the City must establish a Storm Water Pollution Prevention Plan (SWPPP) to the satisfaction of the SWRCB. The City and Navy will

negotiate the responsibility for the system upgrades and monitoring requirements necessary to comply with the provisions of the NPDES permit.

*Electrical Utilities*

- 9(m) *Modify electrical system to accommodate the Alameda Bureau of Electricity's Systems:* As buildings, land, and/or equipment are set up for reuse, the electrical system should be modified to accommodate the Alameda Bureau of Electricity's long-term plan. This long-term plan consists of eliminating all redundant cable systems and all switchgear and transformers in the existing distribution system. As the curbs and gutters are upgraded to the City's standards, the street lighting system should also be upgraded to the City's standards.

*Natural Gas*

- 9(n) *Coordinate with PG&E or alternate service provider to facilitate gas system transfer:* The Navy and ARRA should continue to coordinate with PG&E or alternate service provider to ensure mutual understanding of the transfer procedure and agreements. The service provider should determine and provide to the Navy and the ARRA guidelines (minimum acceptable equipment condition/standards) for accepting the existing gas systems.

*Telephone System*

- 9(o) *Factor the cost of telephone equipment replacement in long-range fiscal planning:* Considering the long-term plan, the switch will require replacement in fifteen or twenty years, at significant cost, and this replacement cost should be amortized and included in any feasibility cost studies.

*Cable TV System*

- 9(p) *TCI CableVision of Alameda should continue to provide cable service:* The ownership, operation, and maintenance of the Cable TV system on NAS Alameda is by TCI CableVision of Alameda and it is recommended that TCI or the current contractor with the City continue as the owner and operator.

*Steam System*

- 9(q) *Provide alternate heat source for buildings served by Building 10 plant (City, et al.):* The City, in conjunction with the future utility providers, will determine the best alternative heat source for those buildings affected by the shutdown of Building 10 and system for piers. The solution does not rule out the possibility of maintaining operation of the existing steam system.

- 9(r) *Interview potential new occupants that have an industrial use for steam (City):* Continuing the operation and maintenance of the existing steam system may be economically feasible only if new businesses that have an industrial use for steam move onto the base.

*Compressed Air System*

- 9(s) *Interview potential new occupants that have an industrial use for compressed air (City):* Continuing the operation and maintenance of the existing compressed air system may be economically feasible only if new businesses that have an industrial use for compressed air move onto the base.

**Financing**

- 9(t) *Finalize caretaker agreements with the Navy:* The ARRA should negotiate an agreement with the Navy that equitably establishes responsibility for building & grounds maintenance, utilities, building demolition, contributions to the City of Alameda for public safety (following retrocession), and other caretaker costs.
- 9(u) *Establish a Redevelopment Project Area:* A Redevelopment Project Area would allow the ARRA to receive a portion of the increases in property tax revenues (beyond a predetermined base year) generated by new real estate activity at the Base. A determination must be made as to which legislative authority will be used to create the project area. A key criteria for selecting the appropriate legislative mechanism should be the ability to reimburse the City of Alameda for provision of municipal services.
- 9(v) *Explore property early sale opportunities:* Early sales of parcels may be one of the best sources of up-front capital to fund needed infrastructure improvements. Sale or other mechanisms that provide monies to fund "pump priming" infrastructure projects should be pursued.

**Homeless Assistance**

- 9(w) *Work with the Navy and HUD to gain approval of the Homeless Assistance Element:* The ARRA should work with the Navy and the U.S. Department of Housing and Urban Development (HUD) to assure approval of the Homeless Assistance Element. Acceptance of the plan will enable the rest the Community Reuse Plan to proceed.
- 9(x) *Continue to seek ways to accommodate Operation Dignity:* There are still a number of options available to provide barracks housing requested by Operation Dignity.
- 9(y) *Execute Legally Binding Agreement with Homeless Collaborative and homeless providers:* The Legally Binding Agreement is the equivalent of a lease for the homeless providers' activities. This document is structured as a master agreement with the Homeless Collaborative and is necessary to finalized the Homeless Assistance Act requirements.

**Building Demolition**

- 9(z) *Include building demolition discussions in all negotiations with the Navy:* The ARRA and 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.

**Short- & Long-term Marketing Strategy**

The following strategies outline an approach to marketing NAS Alameda during the interim reuse period and beyond. These strategies are targeted towards finding tenants who expect to lease buildings and pay rent. Virtually all of these activities should occur in each of the first five years of the interim period. Depending on market conditions, the ability to obtain findings of suitability to transfer (FOST), the availability of financing for infrastructure improvements,

etc., this marketing program will also be appropriate for long-term economic development of the Community Reuse Plan.

All of these strategies must be executed in a coordinated manner and must be closely supervised by ARRA staff, although ARRA staff may not have primary responsibility for executing each individual strategy. In addition, it is critical that these tasks be addressed simultaneously. For the marketing strategy to be successful, the ARRA must move forward in many directions at once, rather than viewing this as a sequential process where one task is completed before another is undertaken.

- (a) *Execute Lease Agreement with the Navy:* No proactive marketing of buildings at NAS Alameda can occur until the ARRA has legal control of the property and can execute a lease agreement with its tenants. Therefore, the ARRA must complete a lease agreement with the Navy immediately so that tenant solicitation can begin. However, it should be clear in both the lease with the Navy, as well as the leases with subtenants to the ARRA, that these activities will be on an interim basis. Depending on the land use plan included in the final Community Reuse Plan, there could be a significant difference between interim uses and the final reuse of the Base.

There are several alternatives for the ARRA in terms of how an interim lease is structured with the Navy. One is to lease the entire property, with the Navy making payments to the ARRA for the basic maintenance of buildings that would be unoccupied and thus in caretaker status. The second alternative is for the ARRA to only lease specific parcels that include buildings and associated outdoor areas for parking and/or activities. The ARRA should continue to negotiate an interim lease with the Navy. This lease should be for individual parcels associated with specific buildings, rather than for the Base as a whole.

- (b) *Develop organizational capacity to market buildings at NAS:* The ARRA should designate an individual who will be the on-site point of contact for marketing buildings at the Base. This person should have extensive experience marketing real estate comparable to the buildings available at NAS, knowledge of leasing opportunities at NAS compared with leasing opportunities in the private marketplace — including tax implications, utilities, transportation issues, building improvements, overall cost structures, etc. — and should have a complete understanding of brokerage law, custom, and practice. This person's responsibilities will include compiling basic information for the buildings under consideration, developing marketing information materials for individual buildings, soliciting interest in the buildings, answering informational inquiries, conducting building tours, arranging for other professional services on an as-needed basis to develop additional information regarding building condition, and representing the ARRA in lease negotiations. It is also critical that this person be authorized to make decisions and/or that the ARRA establish a rapid decision-making process so that lease negotiations can be executed quickly and efficiently.

The marketing function could be carried out in two ways. One would be for the ARRA to hire an additional staff member with the appropriate qualifications to perform this job, much the same way that many property owners hire on-site leasing staff. This individual would likely be paid a salary, rather than commis-



sions based on leasing activity. The alternative would be to hire a brokerage firm to represent the property. This firm would be responsible for assigning staff to the marketing activities, and would function in the same way that a broker does for any private property owner.

Depending on whether the ARRA chooses to hire an individual or work with a brokerage firm, the marketing person can be selected through a standard personnel hiring procedure or through a request for proposal (RFP) process. An RFP to the brokerage firms should include the following information: background on the closure process and the Interim Reuse Strategy; a list of buildings to be marketed with some basic information; a description of key issues at NAS Alameda that could affect leasing, such as lack of funding for building improvements; a description of the services and responsibilities the firm is to carry out; a description of the timeframe for marketing the buildings; a discussion of compensation; and, a sample contract between the ARRA and the brokerage firm.

Respondents should be asked to provide their firm qualifications as well as the qualifications of individuals who will be representing the property; a description of recently completed transactions for buildings comparable to those at NAS Alameda; a description of their approach to marketing the buildings; a discussion of how to address some of the problem issues such as a potential lack of money for tenant improvements; a response as to how the other components of the overall marketing strategy listed below could be executed; a proposed timeframe for marketing the buildings; and a budget or proposed compensation package.

The ARRA can take advantage of this RFP process as a way to refine its own approach to the marketing strategy, and to ensure that all of the issues that should be addressed will be addressed. One way to do this is to review all of the initial responses to the RFP, and based on the responses, issue a follow-up letter asking for additional information from the respondents on specific items that may not have been included in the original RFP, but may have been raised in the proposals. This gives the ARRA an additional opportunity to learn more about how certain problems can be solved, as well as developing better insight into the understanding that various respondents have of the situation. Once the second round of written responses have been reviewed, the ARRA could then hold interviews with the top three candidates and make a final selection.

The ARRA should issue an RFP to hire a brokerage firm to market the property targeted for interim reuse. There is one major advantage to using a brokerage firm over an individual. Brokerage firms can provide extensive resources to support their brokers, including technical expertise related to other aspects of the real estate field such as property management, finance, etc. By using a brokerage firm the ARRA could greatly enhance the capacity of its own staff quickly, and with a minimum financial outlay.

One constraint to using a brokerage firm is the Federal Government's concern regarding paying commissions for real estate transactions. However, brokerage firms should be presented with the specifics of what the government will and will not allow in terms of compensation as part of the Request for Proposals process, and asked to present alternative solutions to this issue.

- (c) *Identify opportunities for shared-use of existing buildings prior to the Base's closure:* Prior to closure there are opportunities for civilian firms to operate in buildings that are still accommodating Navy functions. These joint use arrangements have several advantages in that they can ensure a smooth transition from Navy to civilian use of buildings, and they can create opportunities for displaced workers to be reemployed at jobs very similar to the ones they held for the Navy.

The options for shared-use are not mutually exclusive. One option is for civilian companies to begin contracting with the federal government to perform the activities related to the military mission that were previously performed by people employed directly by the military. An additional option would be to sublease portions of buildings that could be vacated by the Navy to civilian businesses. The ARRA should structure its lease with the Navy to support shared-use opportunities. In addition, the ARRA should structure its marketing program for the remaining time period prior to the Base closing to include joint-use opportunities.

- (d) *Develop the organizational capacity to manage the buildings and other property at NAS Alameda:* Part of a successful marketing program must include a clear strategy regarding ongoing building and grounds maintenance for the Base. Buildings that remain under the Navy's care and custody are part of this maintenance issue, but the ARRA must also develop an effective plan for maintaining the buildings under its control, as well as for ensuring that the grounds around these buildings and at the Base entrance are properly maintained.

The ARRA can carry out ongoing maintenance operations in one of two ways. One way would be to hire an "in-house" property management staff. This staff would include an on-site manager and a crew of employees who would complete general ongoing maintenance activities. Any specialized work could be contracted out on an as-needed basis.

The second option would be to hire a third-party asset management firm. Under either option, ongoing management duties would include but not be limited to: collecting rents, paying bills, overseeing tenant improvements to buildings (to the extent that the ARRA would be responsible for making these improvements), ensuring that ongoing grounds maintenance is complete, ensuring that buildings are maintained in safe condition, acting as a liaison with tenants, acting as a liaison with City-related permitting issues, and providing a full accounting of ongoing operations to the ARRA. Given the difficulty of managing a large number of older buildings, the ARRA should consider hiring a third party management firm to perform the property management function. This function could be linked to the marketing/brokerage function so that both activities are managed by one entity.

Both options would allow opportunities to contract with homeless providers for these services.

- (e) *Develop marketing materials:* There are two levels of marketing materials that must be developed for NAS Alameda. First information sheets for individual buildings should be prepared so that they can be easily inserted into a folder or

a simple brochure. One sheet should be developed for each building and include, at a minimum, the following: building type, size, configuration, condition, divisibility, access, clearance, floor plans, power, environmental conditions, amenities, code compliance, parking, lot size, location, and rent/cost to occupy.

The second level of marketing materials are oriented to communicating more general concepts about the Community Reuse Plan, the long-term future for the Base, and the vision of the community. These materials should include a clear current map of the Base showing building locations, a future land use map showing how the Base will evolve over time, a brochure articulating the vision for NAS Alameda that communicates what type of place it will become, how the community intends to implement this vision, and a specific description of the leasing process. Other information about federal, state, and local programs to provide financial or other types of assistance to businesses located at the Base should also be available. These materials should all be visually appealing as well as containing clear and informative narrative text.

The general marketing materials can be developed by a marketing firm under direction of the ARRA, or they can be developed under direction from the brokerage firm hired to market the buildings. The point of contact marketing person should be responsible for developing marketing materials for the individual general purpose buildings. This person will also need a sample lease to show prospective tenants. However, the sample lease should be developed by an attorney. The ARRA should work together with the brokerage firm to select and direct the work of a marketing/graphic design firm to generate the general marketing materials.

(f) *Execute a marketing program for the general purpose buildings:* The general purpose buildings on the base, defined as buildings that can be used by a wide range of potential industrial users, are most likely going to draw the majority of tenants from the local and regional market place. A marketing program should be designed to maximize the buildings' exposure in this arena and will rely upon establishing and maintaining a strong link to the existing real estate brokerage community. Local, state, national, and international efforts should be made to maximize the exposure of NAS Alameda. The following activities comprise the basic components of a marketing program:

1. *Establish Marketing Priorities.* Although every building on the Base will be available for lease (assuming it has been vacated by the Navy) to be effective the marketing program should concentrate on a particular set of buildings. The five-year absorption schedule shown in Chapter 2 indicates which buildings should be the focus of a marketing effort on an annual basis. This list can change depending on market conditions, tenant interest, etc.
2. *Inquiry Follow-up.* Many firms have already contacted the ARRA regarding the opportunity to lease space and/or reuse existing facilities at the Base. These inquires represent a critical resource in terms of identifying prospective tenants for the Base. Every inquiry, no matter how tentative, should be recorded for future follow-up as well as to provide an indication of the types of businesses that are interested in what NAS Alameda has to offer. A coordinated effort must be made to follow up on these inquires,

establish which ones have the best potential, and follow through with any necessary assistance to help make it possible for businesses to locate at the Base.

3. *Direct Solicitation.* A direct outreach campaign targeted to similar or logical tenants in the area must be initiated. This outreach can include both telephone and mail contact. Each contact should be followed up routinely, and this outreach effort should be carried out on an ongoing basis.
4. *Brokerage Outreach.* The existing real estate brokerage community will also provide an important source of prospective tenants for the Base. Brokers should be contacted on an ongoing basis to keep them informed about buildings that remain available. This can be done through a series of activities including tours, presentations to weekly broker meetings, direct mailings, etc.
5. *Building Signage.* Buildings that are currently available should have large signs on their exterior announcing their availability and providing a contact person's name and phone number.

The ARRA should select a brokerage firm that has a comprehensive approach to marketing the buildings at the Base.

- (g) *Execute a Marketing Program for the special purpose buildings:* The special purpose industrial buildings at NAS Alameda, defined as those buildings containing specialized equipment and/or designed for a single particular purpose, are likely to have a high value to only a very narrow pool of prospective tenants. This requires a special marketing effort, but also implies that there may be a low probability of actually securing a tenant who can utilize the full range of opportunities available. Local, state, national, and international efforts should be made to maximize the exposure of specialized facilities available at NAS Alameda. The specialized marketing program should be executed for a predetermined time period ranging from twelve to thirty-six months. If no tenants have been identified after this time period, the buildings should no longer be considered special purpose facilities and should be re-evaluated to determine their potential for general purpose use. If these buildings cannot be easily converted to general purpose use, they should be evaluated for their salvage potential, and considered for demolition.

A marketing program for the special purpose buildings should include all of the elements included in the general marketing program outlined above with three additional steps as follows:

1. *Develop Specialized Marketing Materials.* These buildings will require marketing materials that include more information than the basic materials developed for the general purpose buildings. A brochure should be developed for each building including equipment photographs and specifications, labor availability, training programs, incentives, etc. The brochure should also address all of the same information included in the basic marketing materials developed for the general purpose buildings. Other types of marketing materials (e.g., video tapes) are not necessary

unless there is a lot of interest in them expressed by prospective tenants.

2. *Identify National Target Business List.* There are only a limited number of actual businesses in the entire country who are likely to be able to utilize these buildings. These businesses should be identified and contacted directly to determine their potential interest in the building as well as their suggestion of other possible tenants. While initial contacts with these tenants can be conducted by phone and mail, the marketing person may need to meet face-to-face with prospective tenants as their interest in the facility develops.
3. *Identify International Target Business List.* This task should focus on identifying businesses located outside of the U.S. that could utilize these facilities. As in the task above, these businesses should be contacted directly to ascertain interest and expand the list of other businesses that could potentially be interested in the facility.

The ARRA should select a brokerage firm that has a comprehensive approach to marketing the special purpose buildings at the Base and who will execute the task with a comparable level of effort as will be directed at the general purpose buildings.

- (b) *Consider options for creating financial incentives to attract tenants to NAS Alameda:* One of the most important objectives of the Community Reuse Plan is to use the existing real estate asset base to create new jobs. One way to encourage businesses to locate at the Base, and thus create jobs, is to offer financial incentives to make this a more attractive location than alternative locations available elsewhere. However, any financial incentives that would decrease the revenue stream to either the ARRA or the City could have negative financial and/or fiscal implications.

There are number of options for creating incentives that are not mutually exclusive. These could include but are not limited to: below market rate rents, lower utility costs, low- or no-cost tenant improvements, access to equipment at no cost, tax incentives, etc. The ARRA needs to develop a clear policy position on incentives that addresses the financial and fiscal implications for the Authority itself as well as the City. Any incentives created to attract tenants should not create a negative financial impact on either entity. However, other types of incentives, including designation of the Base as a state enterprise zone, which would make businesses locating there eligible for tax incentives and other programs offered by the state, should be considered.

- (i) *Formulate a comprehensive Economic Development Strategy:* In conjunction with the marketing effort there also needs to be a comprehensive economic development strategy that seeks to proactively support the creation or expansion of businesses that could occupy space at NAS Alameda. The highest priority of this effort should be to focus on businesses that can reuse the special purpose industrial facilities at the Base and at the same time re-employ displaced workers.

Particular attention should be given to worker groups who are attempting to form new businesses to utilize the specialized industrial facilities including the

Paint Shop. These worker groups will need assistance with developing business and marketing plans, raising capital, and creating appropriate management structures.

Once the Community Reuse Plan is adopted, the ARRA will likely submit an Economic Development Conveyance request to the Department of the Navy for transfer of property to the ARRA for economic development purposes. The application process should include formulation of a broad economic development strategy targeted at supporting business development, rather than having a narrow focus on real estate development issues only.

- (j) *Coordinate outreach efforts with federal, state of California, City of Alameda, and Alameda County economic development activities:* The marketing of NAS Alameda must occur within the broader context of an economic development strategy for the City of Alameda and the County of Alameda. Reuse activities at the Base must compliment, rather than compete with other sites in the City that also have development potential. City staff can take an active role in helping to position NAS Alameda, vis-à-vis other locations in the City. In addition, City staff can act as the representative for the Base, in conjunction with other sites, as part of its ongoing economic development efforts. This could include attending trade shows, preparing marketing materials for the entire City, and directing inquiries from interested parties to the marketing person at the Base.

The ARRA, the City of Alameda, and Alameda County should continue their ongoing efforts to coordinate outreach efforts. As the ARRA begins to implement the Interim Reuse Strategy, these other entities should be kept informed of its activities, and should be called upon to provide technical support as necessary.

#### **Interim Reuse Strategy**

The Interim Reuse Strategy is an integral part of this Community Reuse Plan and all implementation actions have been incorporated into this implementation action plan. Please refer to the phase 3 document for the full details of this plan. All action items from the Interim Reuse Strategy are included in the interim Implementation Matrix.

## Interim Reuse Strategy Recommendations and Implementation Actions

Actions and Programs	Responsibility for Implementation				Timeframe			
	City/ARRA	Development Applicants/Tenants	Navy	Other (Specify)*	1996	1997	1998-2000	Beyond 2000
<b>Interim Reuse Strategy</b>								
<b>Operations and Public Services</b>								
(a) Negotiate to have the Navy provide service during Interim period	■		■		■			
(b) Identify the most cost effective methods to manage the transition of services from the Navy to City / local provider responsibility	■				■			
(c) Minimize vacancy period by attracting revenue generating users	■				(ongoing)			
(d) Screen Reuse proposals for special public service demands	■				(ongoing)			
(e) Collect "Public Service Fees" from NAS occupants who do not occupy ARRA controlled property	■				(ongoing)			
(f) Allocate a portion of revenue from rents for "payments in lieu of taxes" to the City of Alameda to contribute to public services	■				(ongoing)			
<b>Access and Circulation</b>								
(g) Close unused roadways	■		■			■		
(h) Reconfigure East gate and remove fence line	■		■			■		
<b>Parking System</b>								
(i) Assess projected parking lot utility	■					■		
<b>Transit System</b>								
(j) Investigate need for expanded bus service	■						■	
(k) Encourage new employers to participate in TSM programs	■						■	
(l) Promote existing ferry service	■						■	
<b>Bicycle and Pedestrian System</b>								
(m) Improve sidewalks and other pedestrian facilities	■						■	
(n) Install ramps at intersections in compliance with ADA guidelines	■						■	
(o) Fence off unused, yet to be improved portions of the base	■		■			■		
<b>Circulation Improvements Funding</b>								
(p) Investigate funding mechanisms for transportation improvements	■						(ongoing)	
<b>Infrastructure Systems</b>								
<b>Potable Water</b>								
(q) Maintenance of existing potable water system	■		■				(ongoing)	
(r) Infrastructure guidelines	■		■					■
<b>Sanitary Sewer</b>								
(s) Maintenance of existing sanitary sewer system	■		■				(ongoing)	

## Interim Reuse Strategy Recommendations and Implementation Actions

Actions and Programs	Responsibility for Implementation					Timeframe			
	City/ARRA	Development Applicants/Tenants	Navy	Other (Specify)*		1996	1997	1998-2000	Beyond 2000
<b>Actions and Programs</b>									
(t) Infrastructure guidelines	■								
(u) Information to ARRA			■				■		
<b>Storm Drainage</b>									
(v) Maintenance of existing storm drainage system	■						(ongoing)		
(w) Infrastructure guidelines	■							■	
(x) Information to ARRA			■						
(y) Permit Transfers			■	SWRCB					
<b>Electrical System</b>									
(z) Upgrade existing electrical system	■							■	
<b>Natural Gas System</b>									
(aa) Encourage the use of propane as a heating option	■								
(bb) Continue to transfer existing gas systems	■		■	PG&E					
<b>Environmental Clean Up</b>									
(cc) Coordinate BCP and Interim Reuse Phasing Strategy	■		■			(ongoing)			
(dd) Ensure clean up without disruption to interim users	■		■			(ongoing)			
(ee) Coordinate for transition in contractors	■		■			(ongoing)			
<b>Historic Preservation</b>									
(ff) Adopt programmatic agreement	■		■	ACHP					
(gg) Authorize review of historic structures	■			SHPO					
<b>Land Use Policy &amp; Regulation</b>									
<i>Land Use Permits &amp; Environmental Compliance</i>									
(ff) Proceed with "Master Use Permit" process	■		■						
<i>State Lands Commission</i>									
(hh) Secure interim leasing agreement with SLC	■		■	SLC					
<i>Environmental Permits</i>									
(ii) Equipment Tracking	■		■						
(il) Identify needs for air credits and planning offsets	■		■						
(kk) Prepare Allocation Program	■		■						
<i>Least Tern Habitat</i>									
(ll) Maintain Navy's caretaker status			■	USFWS		(ongoing)			
<b>Financing Strategy</b>									
(a) Structure subleases to maximize lease revenue bond financing potential	■					(ongoing)			
(b) Reduce building/infrastructure costs	■					(ongoing)			



### Interim Reuse Strategy Recommendations and Implementation Actions

Actions and Programs	Responsibility for Implementation					Timeframe			
	City/ARRA	Developments/ Applicants/ Tenants	Navy	Other (Specify)*		1996	1997	1998- 2000	Beyond 2000
(c) Establish rental policies for public benefit conveyance recipients	■						■		
(d) Establish a Public Services Fee Program	■					■			
(e) Obtain start up assistance through Federal loans and/or guarantees	■					■			
(f) Convene a financing team to implement Financing Strategy	■					■			

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## GLOSSARY OF ACRONYMS

AASHTO	American Association of State Highway Transportation Officials
AACM	Assumed Asbestos-Containing Material
ABAG	Association of Bay Area Governments
ACET	Alameda Center for Environmental Technologies
ACFCWCD	Alameda County Flood Control and Water Conservation District
A CHP	Advisory Council on Historic Preservation
ACM	Asbestos Containing Material
ACURCWP	Alameda County Urban Runoff Clean Water Program
ADA	Americans with Disabilities Act
APCO	Air Pollution Control Officer
AQMD	Air Quality Management District
ARAR	Applicable or Relevant and Appropriate Requirement
ARC	Arms Research Control Center
ARRA	Alameda Reuse and Redevelopment Authority
ASC	Alameda Science City
ASTM	American Society for Testing and Materials
ATA	Airport Traffic Area
AUSD	Alameda Unified School District
BOQ	Bachelor Offices Quarters
BAAQMD	Bay Area Air Quality Management District
BADCAT	Bay Area Defense Conversion Action Team
BASRC	Bay Area Ship Recycling Complex
BCDC	Bay Conservation and Development Corporation
B CP	BRAC Cleanup Plan
BEQ	Bachelor enlisted quarters
BMP	Best Management Practices
BOQ	Bachelor officer quarters
BRAC	Base Reuse and Closure
BRAG	Alameda Base Reuse Advisory Group
Bureau	Alameda Bureau of Electricity
BWIP	Business and Waterfront Improvement Project
Cal EPA	California Environmental Protection Agency
CDFG	California Department of Fish and Game
CEQA	California Environmental Quality Act
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act, as amended
CERFA	Community Environmental Response Facilitation Act
CESA	California Endangered Species Act
CLEAN	Comprehensive Longterm Environmental Action Navy
CLG	State Certified Local Government
CMA	Congestion Management Agency
CPUC	California Public Utilities Commission
CREUE	Center for Real Estate and Urban Economics
CRL	Community Redevelopment Law
CSU	California State University

CWA	Federal Clean Water Act
DID	Direct in Dial
DIOD	Direct in/out Dial
DoD	Department of Defense
DOD	Direct out Dial
DRMS	Defense Reutilization Marketing Service
DTSC	Department of Toxic Substances Control
d.u.	dwelling unit
EBCRC	East Bay Conversion and Reinvestment Commission
EBMUD	East Bay Municipal Utility District
EBRPD	East Bay Regional Park District
EBS	Environmental Baseline Survey
EDC	Economic development conveyance
EIR	Environmental Impact Report
EIS	Environmental Impact Statement
EPA	Federal Environmental Protection Agency
ERC	Emission Reduction Credits
ESA	Endangered Species Act
FAA	Federal Aviation Administration
FEMA	Federal Emergency Management Agency
FIP	Federal Implementation Plan
FIRM	Flood Insurance Rate Maps
FIS	Flood Insurance Studies
FISC	Fleet Industrial Supply Center
FMO	Navy Facilities Management Office
FOSL	Finding of Suitability to Lease
FOST	Finding of Suitability to Transfer
FS	Feasibility Study
gpd	gallons per day
GSA	General Services Administration
HFZ	Hayward fault zone
HHS	Department of Health and Human Services
HUD	Department of Housing and Urban Development
ICC	Interstate Commerce Commission
IR	Installation Restoration
IRP	Installation Restoration Program
ISDN	integrated services digital network
ISTEA	Intermodal S Transportation E Act
ITD	Institute for Technology Development
KV	Kilovolts
LOS	Level of Service
LRA	Local reuse authority
MARAD	Maritime Administration
MBTA	Migratory Bird Treaty Act
MDF	Main Distributing Framework
MBD	Million gallons per day
MLLW	Mean lowest low waterline
MPOE	Minimum Point of Entry
MTC	Metropolitan Transportation Commission
MUTCD	Manual on Uniform Traffic Control Devices

MWR	Morale, Welfare, and Recreation Department
NADEP	Naval Aviation Depot
NARF	Naval Air Rework Facility
NAS	Naval Air Station
NCPA	Northern California Power Agency
NEC	National Electric Code NFPA-70
NEPA	National Environmental Policy Act
NFIP	National Flood Insurance Program
NGVD	National Geodetic Vertical Datum
NHPA	National Historic Preservation Act
NPDES	National Pollution Discharge Elimination System
NPOC	Non-Precursor Organic Compounds
NSC	Naval Supply Center
NSCO	Naval Supply Center Annex
OU	Operable Unit
OCHI	Oakland Community Housing, Inc.
PBC	Public Benefit Conveyance
PBX	Private branch exchange
PCB	Polychlorinated Biphenyl
PEP	Parcel Evaluation Plan
PG&E	Pacific Gas and Electric
POC	Precursor Organic Compounds
PPU	Pan Pacific University
psf	pounds per square foot
psi	pounds per square inch
psig	pounds per square inch gauge
PSTN	public switched telephone network
PUD	Planned Unit Development
PWC	Public Works Center
PWC/SFB	Public Works Center San Francisco Bay
QA/QC	Quality Assurance/Quality Control
RAB	Restoration Advisory Board
RCRA	Resource Conservation and Recovery Act, as amended
RFI	RCRA Facility Investigation
RI	Remedial Investigation
ROD	Record of Decision
RWQCB-SFB	Regional Water Quality Control Board- San Francisco Bay Region
SAFZ	San Andreas fault zone
SDWA	Federal Safe Drinking Water Act
SHPO	State Historic Preservation Officer
SIC	Standard Industry Classifications
SLC	State Lands Commission
SOR	Standards of Reasonableness
SWMDCP	Storm Water Management and Discharge Control Program
SWPP	Storm Water Pollution Prevention Plan
SWRCB	State Water Resources Control Board
UARCO	Ultimate Aerospace Refinishing Company
UBC	Uniform Building Code
UMC	Uniform Mechanical Code

UPC	Uniform Plumbing Code
USCG	United States Coast Guard
USCOE	U.S. Army Corps of Engineers
USFWS	United States Fish and Wildlife Service
V/C	Volume/capacity ratio
WECIP	West End Community Improvement Project

## **ADDENDA**



# ***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-<sup>14</sup>43)*

#### **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.**

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## **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

**FBD 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 ~~agenciesagency~~ 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 ~~agenciesagency~~ 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 525 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	<del>EDC</del> Federal Transfer
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Page 8-16, Table 8-10, first line:

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

**Figure 8-1**

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