ALAMEDA POINT

PRELIMINARY DEVELOPMENT CONCEPT

ALAMEDA REUSE AND REDEVELOPMENT AUTHORITY
PREPARED BY ROMA DESIGN GROUP

FEBRUARY 1, 2006

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A PLANNING STUDY FOR THE REDEVELOPMENT AND REUSE OF THE FORMER ALAMEDA NAVAL AIR STATION

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EXECUTIVE SUMMARY

The Alameda Point Preliminary Development Concept (PDC) is a planning study for the redevelopment of a 700 acre portion of the former Alameda Naval Air Station (Alameda Point). The PDC includes a preliminary concept for the redevelopment of Alameda Point that is intended to serve two purposes: to focus community attention and discussion on some of the difficult tradeoffs and compromises that will be necessary to achieve financial feasibility and to inform future decisions and plans prepared by Alameda Point Community Partners (APCP), the City's selected master developer for Alameda Point.

In December 2003, the City of Alameda Reuse and Redevelopment Authority (ARRA) initiated an 18-month, ARRA-funded pre-development period to complete two tasks: the PDC for Alameda Point prepared with the assistance of the Alameda community and a Property Conveyance Strategy developed with the US Navy for the transfer of property from the Navy to the ARRA. Upon completion of the PDC and the conveyance strategy, APCP is required to make a decision whether to proceed with the project. As described in the Next Steps Chapter, if APCP choose to proceed, work will begin on a final Master Plan for Alameda Point, and the City will begin work on an Environmental Impact Report (EIR) to assess the environmental impacts of the proposed Master Plan. Throughout the master planning and environmental review processes, the community, APCP, and technical experts will continue to refine and improve the development concept for Alameda Point.

The PDC includes a development concept and transportation program for Alameda Point that:

- Implements the 1996 NAS Community Reuse Plan and the City of Alameda General Plan vision for a mixed use plan that includes jobs, housing, services, open space and transportation facilities

- Responds to current community concerns, interests, and needs that may differ from the vision articulated in the previous plans,

- Acknowledges the unique physical, environmental, institutional and contractual constraints at Alameda Point, and

- Provides a program of private and public uses and improvements that is financially feasible and will not require subsidies from the City of Alameda General Fund.

Based upon an extensive evaluation of the site constraints, economic/market considerations and a series of community planning workshops held between August 2004 and June 2005, the Alameda Point PDC land use and transportation program includes:

- Several new neighborhoods with parks, pedestrian pathways, and neighborhood centers. These new neighborhoods will add up to 1,800 new housing units to Alameda's existing inventory of 31,644 housing units. At minimum, 25% of the new housing at Alameda Point will be housing affordable to very low, low, and moderate-income house-

holds. Neighborhood centers within the residential areas will provide opportunities for neighborhood-serving, small scale commercial services, day care centers, places of worship, and other neighborhood and civic uses within a five minute walk of each home.

- Approximately 3.4 million square feet of job generating non-residential uses, including industrial and manufacturing businesses, marina and maritime related businesses, research and development businesses, office uses, and other commercial enterprises. Providing employment opportunities for as many as 9,000 Alameda, Oakland, and other Bay Area residents, the PDC helps to replace the 18,000 jobs lost to the region when the Navy left Alameda. With an anticipated 2.5 jobs for every housing unit provided, the PDC land plan improves the City's jobs/housing balance and provides for a mixed-use community where people can live, work, recreate and shop.

- A Town Center on the Seaplane Lagoon with up to 336,000 square feet of community retail shops and services. The Town Center will include a transit center providing regular ferry service to San Francisco, bus service every 15 to 20 minutes to Downtown Oakland and BART, car-share facilities, and bicycle facilities. Most of the new homes and businesses at Alameda Point will be located with a ten minute walk (one-half mile) of the Transit Center.

- Approximately 149 acres of public parks and open space and approximately 2.8 miles of waterfront promenades will provide passive and active recreational opportunities for all residents of Alameda.

- Approximately 105 acres of protected water areas will be made available for recreational water activities, such as sailing, kayaking and, boat ramps and facilities for a marina with 500 to 800 slips.

- A multi-modal transportation program designed to attract new homeowners and businesses that are willing to pay for, support, and use transit and other alternatives to the automobile. The program includes frequent bus and ferry services, use of zero or low emission transit vehicles, car-share facilities, bicycle facilities, pedestrian pathways, transit subsidies and eco-passes funded by the project and the future homeowners and business. The goal of the transportation program is to make Alameda Point the neighborhood in Alameda with the highest transit ridership and reduce traffic congestion from future residents and employees at Alameda Point.

- A sustainable and resource-efficient development. Consistent with the Reuse Plan and the General Plan, the PDC promotes a transit oriented, pedestrian friendly development, encourages energy and resource efficiency, and protects the environment through minimizing energy and automobile use, appropriate siting of facilities, and energy conserving building techniques. A key component of the transportation strategy is to encourage use of clean air vehicles to minimize air quality impacts.

- The NAS Historic District will be preserved as an integral part of the development and an important reminder of the Navy and Alameda's role in World War II. The framework of streets and open space builds on the original plan of the Naval Air Station by extending the axial relationship of the principal buildings and open space and by reopening significant view corridors. Of the 86 contributing structures approximately two thirds of the buildings will be preserved and adaptively reused consistent with Secretary of Interior Standards for the Preservation and Rehabilitation of Historic Structures.

The PDC is designed to facilitate public evaluation and discussion of some of the important compromises and trade-offs that will be necessary to accommodate a financially feasible redevelopment program which is consistent with the goals of the General Plan and addresses the significant constraints of the site. As described in more detail in Exhibit D: Financial Feasibility, the PDC is informed by City of Alameda policy that redevelopment of Alameda Point be financially feasible and fiscally neutral to the City's General Fund. Therefore, the development concept for Alameda Point must be able to attract private financing and be capable of paying for all of its long-term public services, such as police and fire services and streets, parks, and public utility maintenance. The PDC identifies some of the most significant public policy tradeoffs and compromises that will be necessary to achieve financial feasibility, respond to existing site constraints, and achieve local policy objectives.

At the community meetings for the PDC, the two tradeoffs that generated the most discussion were related to Historic Preservation and City Charter Section 26 (Measure A). As described in the following chapter, ensuring financial feasibility, meeting affordable housing requirements, fund site and public improvements responding to environmental contamination, and respecting the constraints of Measure A, will require that some of the contributing buildings in the NAS Historic District be removed. As described in the Next Steps Chapter, several additional studies are needed before any final decisions can be made regarding which buildings will be preserved and which will be removed. However, a preliminary analysis and list of contributing buildings to be demolished are included in the Historic Preservation Chapter.

As described in the Land Use Chapter, ensuring financial feasibility and consistency with Measure A requires a number of policy compromises. Measure A requires that the PDC residential land use plan be limited to single family homes, duplexes, secondary units and 157 units of Housing Authority-owned multi-family units. No market rate apartment buildings, condominiums, townhomes, or residential units over retail similar to those on Park Street in Alameda can be provided at Alameda Point. Rental opportunities will be available at the 157 Housing Authority units for qualified very low and low income households and a limited number of small secondary units. The feasibility of preserving all the historic buildings is further reduced by Measure A. Under Measure A, historic buildings can not be adaptively reused for multi-family housing, condominiums, or loft-type housing, which significantly limits the adaptive reuse potential of certain important historic structures. As described in the Next Steps Chapter, the community will continue to debate and evaluate the tradeoffs prior to any final decisions on the Master Plan for Alameda Point.

Because the PDC is designed to provide information and foster public discussion, acceptance of the PDC by the ARRA has no legally binding effect on future actions by the ARRA or the City of Alameda. As portions of the former naval station become available for redevelopment, current economic conditions, new community priorities, financing availability and development strategies may require different land uses or intensity of use on a particular site. Consideration of alternate development concepts is not precluded or discouraged by adoption of the PDC. To the contrary, the City of Alameda encourages and supports continued exploration and consideration of financially feasible development alternatives that meet public policy objectives and provide a reasonable accommodation of environmental and institutional constraints. Throughout the PDC planning process, the community provided direction on trade-offs, compromises, and alternatives that resulted in a balance between public policy, the environment, and financial feasibility. This work will continue into the next phases of the planning process as more detailed development plans are prepared by the development community. These future efforts are described in more detail In the Next Steps chapter of the PDC.

The PDC is organized as follows:

1. *Introduction.* An introduction to the preparation of the PDC, the public engagement process, and the policy documents that guide the plan.

2. *The Constraints.* An overview of the primary land use, physical, and institutional factors constraining the redevelopment of the area.

3. *The Framework Plan.* An open space, street, and infrastructure plan to support the PDC.

4. *Land Use and Community Design.* Principles for the development of new neighborhoods, commercial centers, and employment areas at Alameda Point.

5. *Affordable Housing.* A program for affordable housing at Alameda Point.

6. *Historic Preservation.* A strategy for the preservation of the NAS Historic District.

7. *Next Steps.* A description of the next steps toward implementing the PDC.

In addition to this document, the PDC includes the following Appendices, which are available as separately bound documents:

Appendix A: Alameda Point Transportation Strategy. Fehr & Peers. A transportation strategy to support the PDC land use program and maximize transit use and alternatives to the automobile and minimize traffic impacts.

Appendix B: Alameda Point NAS Historic District Assessment and Historic Preservation Strategy. Page & Turnbull, Inc. An analysis of the Historic District with a strategy to preserve its integrity.

Appendix C: Preliminary Geotechnical Records Review and Limited Geotechnical Exploration. ENGEO, Inc.

Appendix D: Financial Feasibility and Fiscal Neutrality. This new appendix provides additional information about the financial considerations that form the basis for the PDC.

1 INTRODUCTION

The Preliminary Development Concept (PDC) provides a specific development program for a 700-acre portion of the former Alameda Naval Air Station, referred to in this document as "Alameda Point" and shown in Figure 1. The development program and supporting plans are designed to facilitate the redevelopment and reuse of the former Naval Air Station in a manner that is:

- Consistent with the Community Reuse Plan and the City of Alameda General Plan,
- Sensitive to the unique physical, environmental, institutional and contractual constraints at Alameda Point, and
- Responsive to community concerns, interests, and needs.

FIGURE 1
CONTEXT

1.1 Public Engagement in the Planning for Alameda Point

In 2001, the Alameda Reuse and Redevelopment Authority (ARRA) formally requested competitive proposals from developers for the reuse and redevelopment of the Alameda Point planning area. After considering each of the proposals submitted, the ARRA selected Alameda Point Community Partners (APCP) to be the master developer for the project and entered into an Exclusive Negotiations Agreement with APCP to negotiate and prepare certain agreements and complete certain tasks in order to enter into a Disposition and Development Agreement for the project site.

In December 2003, the ARRA initiated an 18-month, ARRA-funded pre-development planning period during which city staff and consultants would prepare a PDC for Alameda Point and negotiate a plan and schedule for the conveyance of the property from the Navy to the ARRA. The conveyance negotiations and land use planning efforts were closely coordinated through the ARRA to ensure that the conveyance plan supported the PDC and that the PDC did not include any proposals that would further complicate or slow the environmental remediation and conveyance of the property. As of the date of this publication, the final negotiations with the US Navy over the conveyance of the property have not been completed.

A primary objective of the PDC planning effort was to ensure that the land use plan not only reflected the community vision as articulated in the 1996 Community Reuse Plan, but also the Alameda community's current goals, desires and vision for the redevelopment of the base, in the event that the current priorities may differ from the 1996 vision. Therefore, the ARRA Board allocated funds for a series of public meetings to engage the community in the planning process and the preparation of the PDC.

In accordance with the ARRA Board's direction, six well-attended public workshops were held to receive community recommendations on the plan. Attendance at the workshops varied from approximately 65 participants at the first workshop to approximately 200 citizens. The workshops were organized and publicized with the assistance and guidance of the Alameda Point Advisory Committee (APAC), a committee appointed by the ARRA Board to advise the Board on matters related to Alameda Point. The workshops were held at a variety of locations throughout the city, and some were televised on the local cable channel. The Alameda Planning Board and the Alameda Transportation Commission each co-hosted one workshop with the APAC. The public engagement process included the following workshops:

- On August 28, 2004, the staff/consultant team presented the land planning constraints, a conceptual Framework Plan, and a Base Case Land Use Plan that examined the development potential of the site given all the land planning constraints.

- On December 2, 2004, the team presented a range of Alternative Land Use concepts for different areas of the base, and presented the full range of transportation alternatives for consideration.

- On March 3, 2005, the Planning Board and APAC co-hosted a televised workshop and

Two workshops were held in the former Flight Control Tower at Alameda Point.

presentation of land use alternatives, project economics, and land planning tradeoffs, involving historic preservation, Measure A, and transportation impacts.

- On March 23, 2005 the Transportation Commission and APAC co-hosted a televised workshop that focused on transportation concepts and alternatives. The public discussion benefited from the participation of AC Transit Board members and staff and BART staff with knowledge about the logistics and economics of providing regular transit service to Alameda Point.

- On May 7, 2005 the team presented the draft PDC, the draft Historic Preservation Plan, the draft Transportation Plan and a land use alternative that explored the opportunities provided by exempting Alameda Point from Measure A.

- On June 8, 2005 the team took public comments on the proposed PDC; Transportation Plan, historic preservation plan, and Alternative Land use plan.

In addition to the public workshops, the staff provided numerous updates to the ARRA Board, Planning Board, Transportation Commission and Economic Development Commission. These presentations provided an additional opportunity for comments and feedback on the various concepts and alternatives presented at the public workshops. In addition, presentations were made available on a website for community review and comment.

Through this process, the staff and consultant team was able to: (i) inform the community about the various constraints and objectives that must be addressed by the plan; and (ii) present options and alternatives to overcome these potential obstacles or meet these objectives. In return, the community was able to identify and differentiate those constraints that limit the range of planning options ("hard constraints") from the constraints which may be modified or changed to better accommodate the community's vision for the redevelopment of Alameda Point ("soft constraints"). The community was also able to direct staff and consultants as to which potential alternatives were worth pursing and which should be dropped from consideration. Through this iterative process, the community became more knowledgeable about its options for the redevelopment of Alameda Point, and the staff and consultant team came to understand the community's vision for the future of Alameda Point.

1.2 The Policy Foundation

The preparation of the PDC was guided by the planning work previously completed by the Alameda community. From the beginning of the planning process, it was understood that the PDC would not replace the previous planning work, but would instead build upon the solid foundation of planning policy previously established by the community, as set forth in the 1996 NAS Alameda Community Reuse Plan.

The Community Reuse Plan

In 1996, prior to the decommissioning of NAS Alameda, the City and the Alameda Reuse and Redevelopment Authority (ARRA) adopted the NAS Alameda Community Reuse Plan (the "Reuse Plan"), a "visioning" document designed to guide actions to incorporate the base into the City and its convert the base to civilian use (Figure 2). Prepared under supervision of the Base Reuse Advisory Group (later the Alameda Point Advisory Committee), the plan established the following Vision Statement for the reuse of the formal Naval Air Station:

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.

Including the former Fleet and Industrial Supply Center (FISC) and Annex, the Reuse Plan called for 2,737 housing units and 7.0 million square feet of commercial and civic building space for 17,105 jobs.

Although the Reuse Plan provided an excellent vision and framework of policies to guide the redevelopment of the Base, the Plan was necessarily general about the specific location, type and density or intensity of land use within each area of the base. The generality of the Reuse Plan is best illustrated by the plan's Land Use Diagram (Figure 2).

The Alameda Point General Plan Amendment

In May 2003, the City Council amended the City of Alameda General Plan to include a new chapter of policies and diagrams to address the redevelopment and reuse of the former Naval Air Station. The Alameda General Plan Amendment was crafted from the Reuse Plan policies and diagrams and was intended to ensure that the City's General Plan was updated to reflect the community's planning vision for the redevelopment of the base. The General Plan Amendment summarized its policy direction with a set of development objectives, which include:

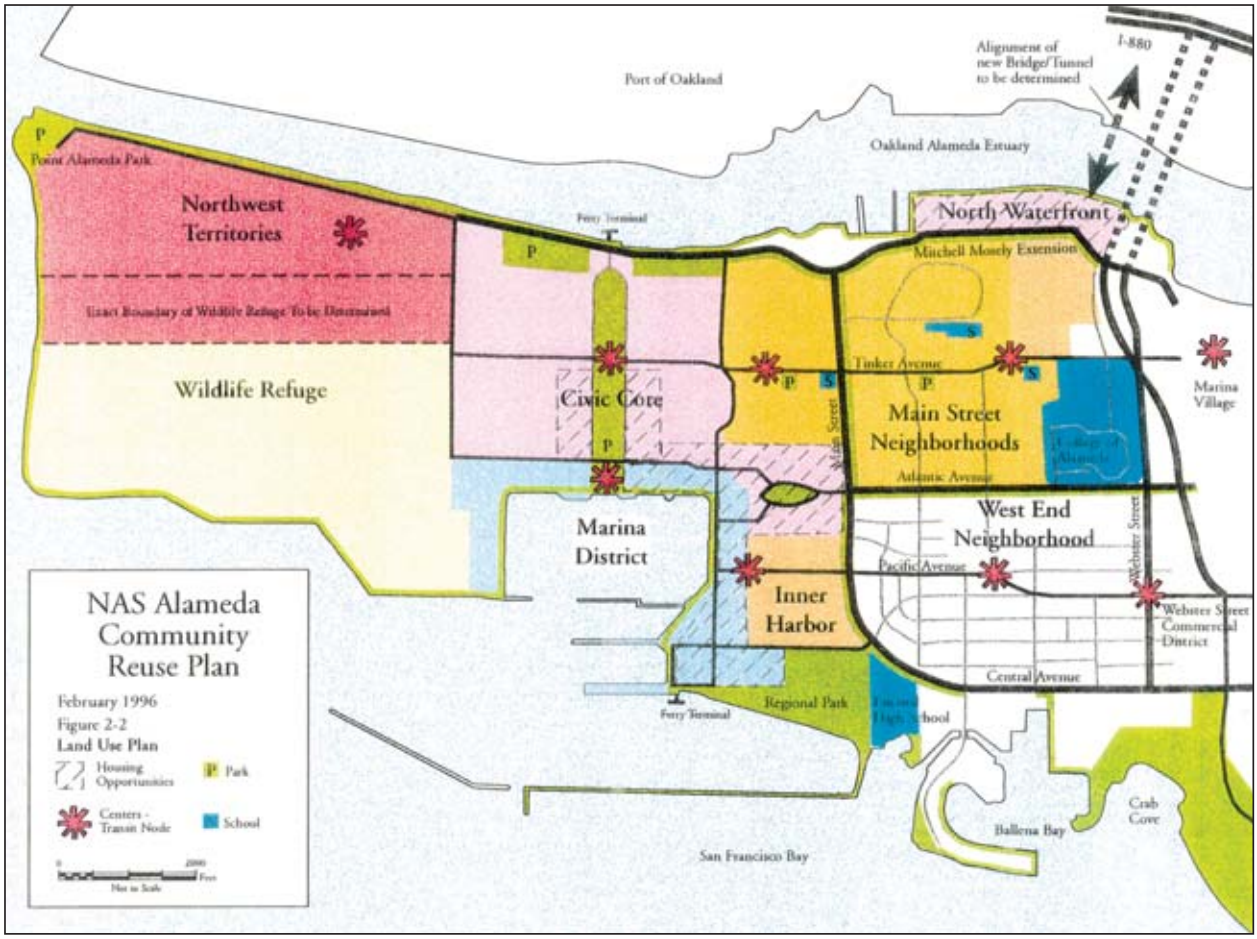


FIGURE 2
REUSE PLAN

- *Seamlessly integrate Alameda Point with the rest of the City.* Policies in the General Plan encourage development that is community-oriented and in keeping with Alameda's traditional character and scale.

- *Foster a vibrant new neighborhood.* The General Plan seeks to create new and energetic areas, encompassing a variety of uses. However, policies ensure that new development will not unduly impact established neighborhoods.

- *Maximize waterfront accessibility.* With an emphasis on a perimeter shoreline trail along the San Francisco Bay and Oakland Estuary, the policies aim to provide a publicly accessible waterfront.

- *De-emphasize the automobile and making new development compatible with transportation capacity.* Policies promote the use of alternative modes of transportation—such as bicycles, shuttles and water taxis—to reduce present and potential future congestion.

- *Ensure economic development.* The envisioned long-term reuse of Alameda Point will result in replacement of jobs lost due to cessation of Naval operations, and will foster economic growth and development that benefits the community at large.

- *Create a mixed-use environment.* The General Plan encourages development of a variety of uses in Alameda Point that promote transit and a pedestrian-friendly environment. A

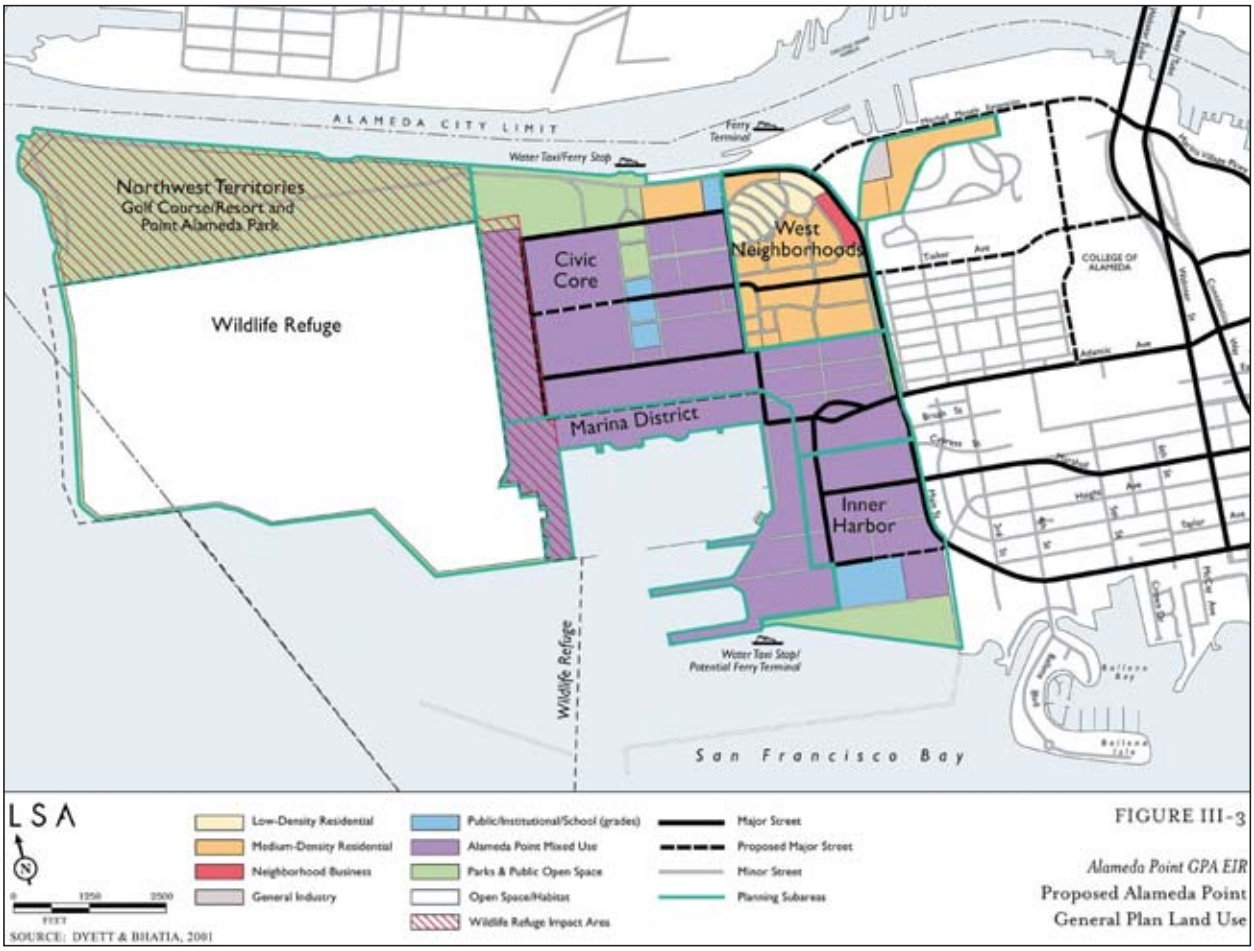


FIGURE 3
GENERAL PLAN AMENDMENT

Opening five east-west streets into Alameda Point helps link to the rest of the city.

Alameda Point's neighborhood centers are insired by Alameda's historic "stations" (Chestnut St. Station, 1912).

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.

- *Establish neighborhood centers.* Each neighborhood in Alameda Point should have a neighborhood center as a focal point that allows for commercial, civic, community support services, cultural and recreational uses. Centers should allow for human interaction and public events. Centers should be distributed so all residents can walk to accomplish multiple purposes and have an access point to local transit. Integration of multiple forms of transportation is essential to a successful neighborhood center design. Similar to existing neighborhood business districts, these centers should provide critical local services, such as grocery stores, launderettes/cleaners and small restaurants that can rely mainly on customers who walk from their homes.

In addition to incorporating policies and diagrams from the Reuse Plan into the City's General Plan, the General Plan amendment provided an opportunity to update certain policies and development projections to reflect 2003 conditions. The adjustments are reflected in General Plan Table 2-7. The table identified an updated development program for Alameda Point, the Golf Course and the Wildlife Refuge, but removed the development program for the FISC/East Housing area of the Naval Air Station. The General Plan had been amended in 2000 for these areas with approval of the Catellus Master Plan. The build-out projections table also reflected the City's housing commitments as articulated in the 2002 Housing Element Update.

A comparison of the proposed PDC development program and the General Plan Development Program is included in Chapter 7.

1.3 Planning Context: Surrounding Land Uses

As shown in Figure 1, the planning area is surrounded by a variety of existing and planned land uses.

Proposed Golf Course. The General Plan designates a 215-acre portion of the former airfield along the Oakland/Alameda Estuary for an 18-hole golf course, a clubhouse, a 300-room hotel, and a 300,000 square-foot conference center. The proposed Alameda Point Golf Course and hotel conference center would include development of public access lands along the water's edge consisting of two public parks, a hiking and bicycling trail, parking, and restrooms. Project facilities would include a domestic water supply and irrigation system, water recycling system with an open pond, utilities, lighting, and fencing along

West Alameda neighborhood

Bayport

the Alameda National Wildlife Refuge to prevent public access. The project will be developed when the Bay Area hospitality industry can support hotel construction.

Proposed Alameda National Wildlife Refuge. Consistent with the General Plan, approximately 565 acres of land and 413 acres of water at Alameda Point are currently planned to be transferred from the U.S.U.S. Navy to the US Fish and Wildlife Service (USFWS), and will remain in federal ownership. This area, located on the western portion of Alameda Point is being preserved as a National Wildlife Refuge for the protection and enhancement of migratory birds, endangered species, and other wildlife habitat. The National Wildlife Refuge contains two wetlands areas and provides habitat for the endangered California least tern, the Caspian tern, and the California brown pelican. While the USFWS currently manages the property, the Navy has not yet transferred the land to the Service, and is considering other federal uses for the property.

Proposed Sports Complex. To the north of the site, the City has planned a regional sports complex on a 40-acre site adjacent to the planning area. The complex will include soccer fields, baseball fields, swimming facilities and a gymnasium. Although the Sports Center is shown on the Alameda Point PDC plans, the design is conceptual and may change as funding becomes available and plans are finalized. The sports complex will be partially funded by the Alameda Point development, but the implementation of the facility will be the responsibility of the City of Alameda. The site will be conveyed to the City's Recreation and Parks Department as a public benefit conveyance from the U.S. Navy.

U.S. Coast Guard Housing. To the east of Alameda Point, the United States Coast Guard provides 525 housing units for Coast Guard personnel.

FISC/East Housing. The areas previously known as East Housing and Fleet Industrial Supply Center (FISC) were the first military properties to be transferred to the City and redeveloped. In 2000, the City approved a Master Development Plan for the area that included the "Bayport" residential development currently under construction. The master plan provides for 437 market rate housing units, 58 moderate-income housing units, 91 low and very low-income units, and 1.3 million square feet of office and research and development facilities.

West Alameda Neighborhood. The area to the southeast of the site is currently developed with a mixture of single-family detached and multi-family housing interspersed with neighborhood businesses, schools, churches and other community institutions. Encinal High School anchors the southeast corner of Alameda Point, between Central Avenue and the Bay.

FIGURE 4: TIDELANDS TRUST

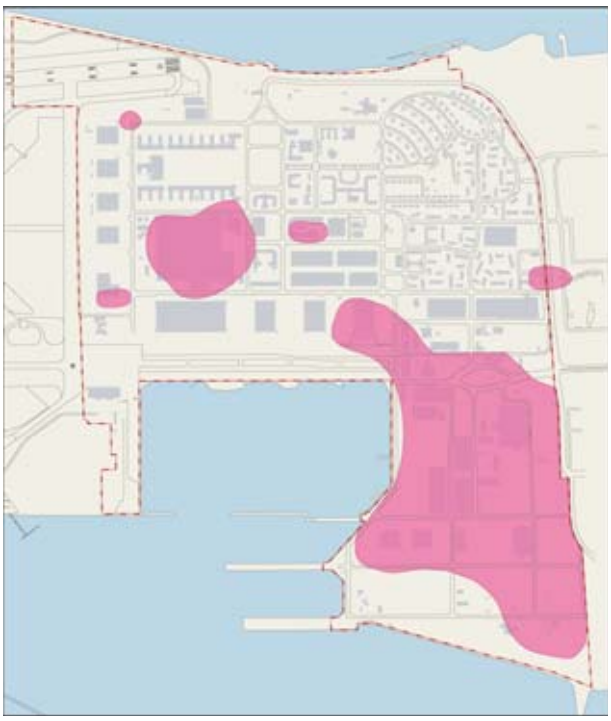


FIGURE 5: GROUNDWATER CONTAMINATION

FIGURE 6: WILDLIFE REFUGE BUFFER

FIGURE 7: YOUNG BAY MUD

2 THE CONSTRAINTS

The PDC's detailed land use plan responds to the community's vision as articulated in the previous planning documents and the comments received throughout the planning process, but it also is designed to acknowledge and address a variety of unique environmental, institutional, and physical constraints. These constraints are organized into three general categories: Land Use Constraints, Physical Constraints, and Institutional and Contractual Constraints.

2.1 Land Use Constraints

Tidelands Trust

The Tidelands Trust is a critical constraint on the use of land at Alameda Point, limiting land uses to specific geographic areas within the base. The Public Trust interest is a servitude or easement that preserves public land for commerce, navigation, fisheries, water-oriented recreation, habitat, and environmental study. The purpose of the Public Trust is to assure that land adjoining the State's waterways or land covered by those waters remains committed to water-oriented use benefiting the greatest number of people.

Including the proposed wildlife refuge, golf course and conference hotel areas, there are approximately 1,139 acres of public trust land at Alameda Point. The NAS Alameda Public Trust Exchange Act (Senate Bill No. 2049, which took effect in 2000) authorized the reconfiguration of the tidelands to give the more valuable waterfront locations to the State and to consolidate interior land for contiguous development sites (Figure 4). Under the act, there will be approximately 955 acres of public trust lands, mostly along the Estuary and Bay waterfronts. Upon conveyance of Alameda Point, the City of Alameda will act as trustee, and uses within the tidelands will be limited to harbor-related uses, such as marinas and shipyards, maritime related industry, warehouses, and water-oriented commerce; hospitality uses, such as hotels, restaurants, and other visitor-serving facilities; and ecologically related uses, such as wetlands, wildlife preserves, fishing areas, habitat and open space preservation, parks, greenways, and water-related recreation. Public Trust lands may not be used for general-purpose industrial, retail and commercial, office, or for housing.

Soil and Groundwater Contamination

In addition to the limitations imposed by the Tidelands Trust, land for certain uses, such as residential development, is further limited by the soil and groundwater contamination at Alameda Point. Alameda Point has a long history of indus-

The blocks between Lexington and Saratoga Streets fall in the tidelands area.

trial use dating back to the early 1800's. Industrial activities have included a former municipal airfield, an army air base, an oil refinery, various manufacturing facilities, and most recently, the Naval Air Station.

As a result of the industrial operations and the historical land filling activity, the soil and groundwater at Alameda Point are contaminated with various organic and inorganic chemical constituents. The presence of these chemical constituents poses a potential threat to human health and the environment at some locations within the proposed development area. The most extensive areas of soil and groundwater contamination occur in two major industrial areas: (1) in the area directly east of the Seaplane Lagoon and (2) at and around Building 5, one block north of the Seaplane Lagoon (Figure 5). Two former landfills are present on the western boundary of the peninsula, but are outside of the currently proposed development area.

In most cases, the chemical constituents in the soil and groundwater can be cleaned up readily with reasonable effort. Often chemical constituents in the soil are shallow enough to excavate and haul away. In some areas where dredged sediment was used to fill the marshy areas, chemical constituents occur at unpredictable locations and at depths too deep to feasibly remove completely by excavation. At these locations, land use controls can be incorporated into the development plan to mitigate potential threats to human health and the environment.

In some cases, cleanup of chemical constituents in the groundwater can take an extended period of time to complete. In areas of extensive groundwater contamination, chemicals from fuels and solvents can volatilize out of the groundwater and accumulate in the air space of buildings at levels that could pose a potential threat to human health. In these areas, engineering controls can be incorporated into buildings to mitigate potential threats to human health and the environment.

Cleanup efforts will continue concurrently with development activities under the oversight of federal and state environmental regulatory agencies. Cleanup technologies will include a combination of active, in-situ processes, passive processes, establishment of various land use controls, and design and construction of various engineering controls. Once cleanup efforts are completed to the satisfaction of the regulatory agencies, residual human health risks will be within acceptable levels for the specific land use in a given area.

The PDC acknowledges these environmental constraints by placing residential land uses in areas with minimal soil and/or groundwater contamination or in areas where the existing soil and/or groundwater contamination can be quickly remediated. Commercial, retail and other mixed uses are located where existing soil and/or groundwater contamination are more extensive or will require more time to remediate or where residential use is not advisable.

Wildlife Refuge Buffer

The wildlife refuge buffer further limits the use of certain areas for new development. In March 1999, the U.S. Fish and Wildlife Service issued a biological opinion that requires the Navy to restrict new construction in a buffer area between the proposed wildlife refuge on the west and Monarch Street and the Seaplane Lagoon on the east in order to protect two endangered species, the California least tern and the California brown

Least Terns

pelican (Figure 6). Although the restrictions vary, they generally prohibit construction of any new buildings or additions to existing buildings. Existing buildings may be replaced with a new building if the new building the same size and in the same location as the old building.

2.2 Physical Constraints

Geotechnical Issues

A detailed description of the geotechnical conditions at the site is included in Appendix C: Preliminary Geotechnical Records Review and Limited Geotechnical Exploration, ENGEO, Inc.

Several geotechnical issues must be addressed during site preparation including: consolidation and settlement of the Young Bay Mud layer, liquefaction and seismic hazards, groundwater control and corrosivity, structural stability of shoreline treatments, installation and design of subsurface utilities, and requirements for a deep foundation system for heavily loaded structures.

Of these, consolidation and settlement of the Young Bay Mud layer has the most significant implications for the development of Alameda Point. As shown in Figure 7, large areas of Alameda Point are underlain by highly compressible Young Bay Mud material up to 120-feet deep. The deepest portions run east-west between Redline Avenue and Essex Drive, coincident with the main flood area.

The Young Bay Mud deposits are considered highly susceptible to compression from loads imposed by fill and structures. Because the Bay Mud thickness varies, the settlement will be differential in nature. To mitigate long-term total and differential settlement, a number of measures may be considered appropriate depending on the nature of the site improvements and the site conditions.

The PDC proposes to prepare the areas that are most susceptible to settlement through preconsolidation of the compressible Bay Mud layer prior to reduce the future long-term settlements. Preconsolidation of compressible soils can be achieved by the use of a surcharge fill-loading program involving the placement of temporary fills for a period of time until the desired degree of consolidation in these areas has occurred. When the preconsolidation is complete, a portion of the fill will be removed, leaving the ground elevation one foot above the 100-year flood elevation.

100-Year Flood Hazards

As a federal facility, the Naval Air Station was never included in the Federal Emergency Management Agency (FEMA) program evaluating flood hazards. Once the property is conveyed from the Navy to the ARRA and subsequently to private ownership, the property will be mapped by FEMA and land determined to be within a tidal flood area will be subject to flood insurance requirements.

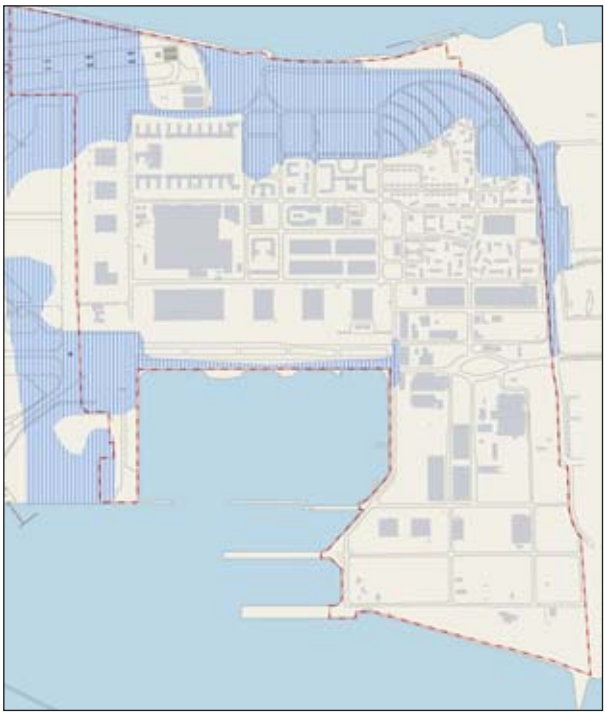


FIGURE 8: 100-YEAR FLOOD ZONE

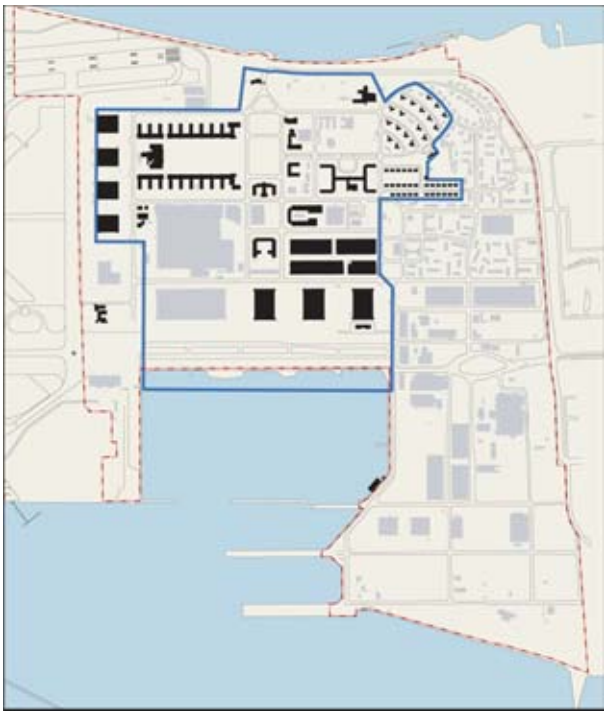


FIGURE 9: HISTORIC DISTRICT

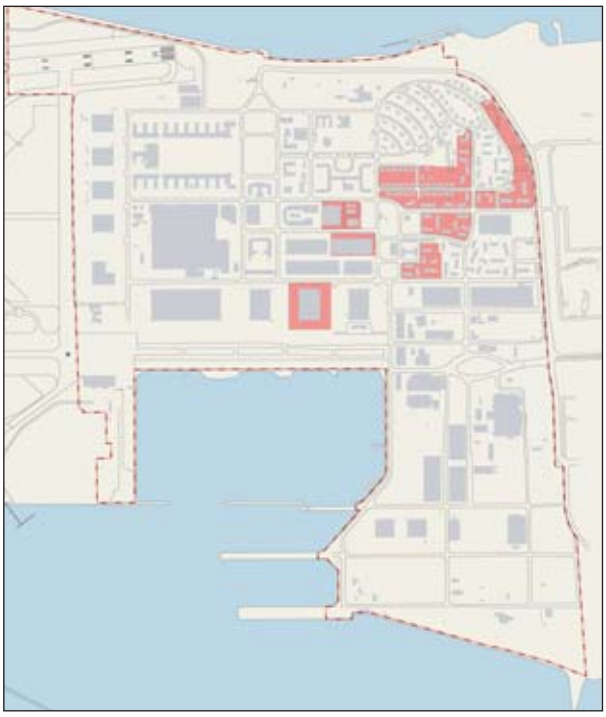


FIGURE 10: CONTRACTUAL

The US Army Corps of Engineers prepared a "San Francisco Bay – Tidal Stage versus Frequency Study" in October 1984. This report analyzed tidal data from around the Bay Area for a 129-year period, and determined that portions of Alameda Point will be inundated by a 100-year flood (Figure 8) As a part of the development of Alameda Point, the final storm drain analysis and grading plan will need to be submitted to FEMA for its review and approval of the project.

2.3 Institutional and Contractual Constraints

Measure A

Alameda's City Charter restricts residential development to one or two units per building and a minimum lot area of 2,000 square feet per unit. The Charter provision, which was established by citizen initiative and can only be changed with voter approval, prohibits:

- Residential buildings with more than two units, such as multi-family apartment buildings or multi-family condominium buildings,
- Attached row housing or townhomes with more than two attached units,
- Mixed use buildings with more than two residential units located over ground floor retail space or parking,
- Residential adaptive reuse of existing non-residential buildings, such as conversion of the former Naval barracks into apartments, condominiums or live/work lofts.

The PDC is in compliance with the provisions of Measure A.

The NAS Historic District

NAS Alameda Historic District, a City of Alameda monument and a National Register eligible Historic District, is a property of historic significance as a World War II military installation designed in the Streamline Moderne style. It is an example of a facility that follows Total Base Design, defined as the careful integration of site planning, architectural program and landscape architecture. The Total Base Design precept embodies City Beautiful planning and design principles, particularly cross-axial patterns of circulation, large landscaped malls terminating at important visual monuments or vistas, and symmetrical disposition of buildings. There are 86 existing contributing structures (including 6 temporary buildings approved for demolition in a 1996 memorandum of agreement), open spaces, and a circulation framework that comprise the Historic District. Character defining features include: site plan, axes, view corridors, sub-areas, Streamline Moderne architecture, landscape, and contributing buildings (Figure 9).

As a Historic District, the area is considered a cultural resource under the California Environmental Quality Act. Any proposed changes to the district must be considered to determine whether the changes would affect the district's eligibility for listing on the National Register.

A detailed description and evaluation of the Historic District is provided in *Appendix B: Alameda Point NAS Historic District Assessment and Historic Preservation Strategy,* Page & Turnbull, Inc.

Existing Residents and Businesses

Several sites at Alameda Point are subject to long-term leases and other contractual commitments (Figure 10). Tenants on interim leases occupy most of the existing buildings at Alameda Point with two notable exceptions:

- The Bladium Sports and Fitness Club occupies Building 40 on a 265,200-square-foot site under a lease with an option to purchase.

- The Collaborative, a consortium that provides housing and social services to formerly homeless individuals and families, has a long-term lease for 200 units of housing on 22.5 acres, four non-residential buildings on 7.7 acres, and 3.5 acres proposed for a plant nursery.

Upper: The Bladium occupies the former Hangar Building 40. Lower: The Alameda Point Collaborative occupies the former Officer's Housing.

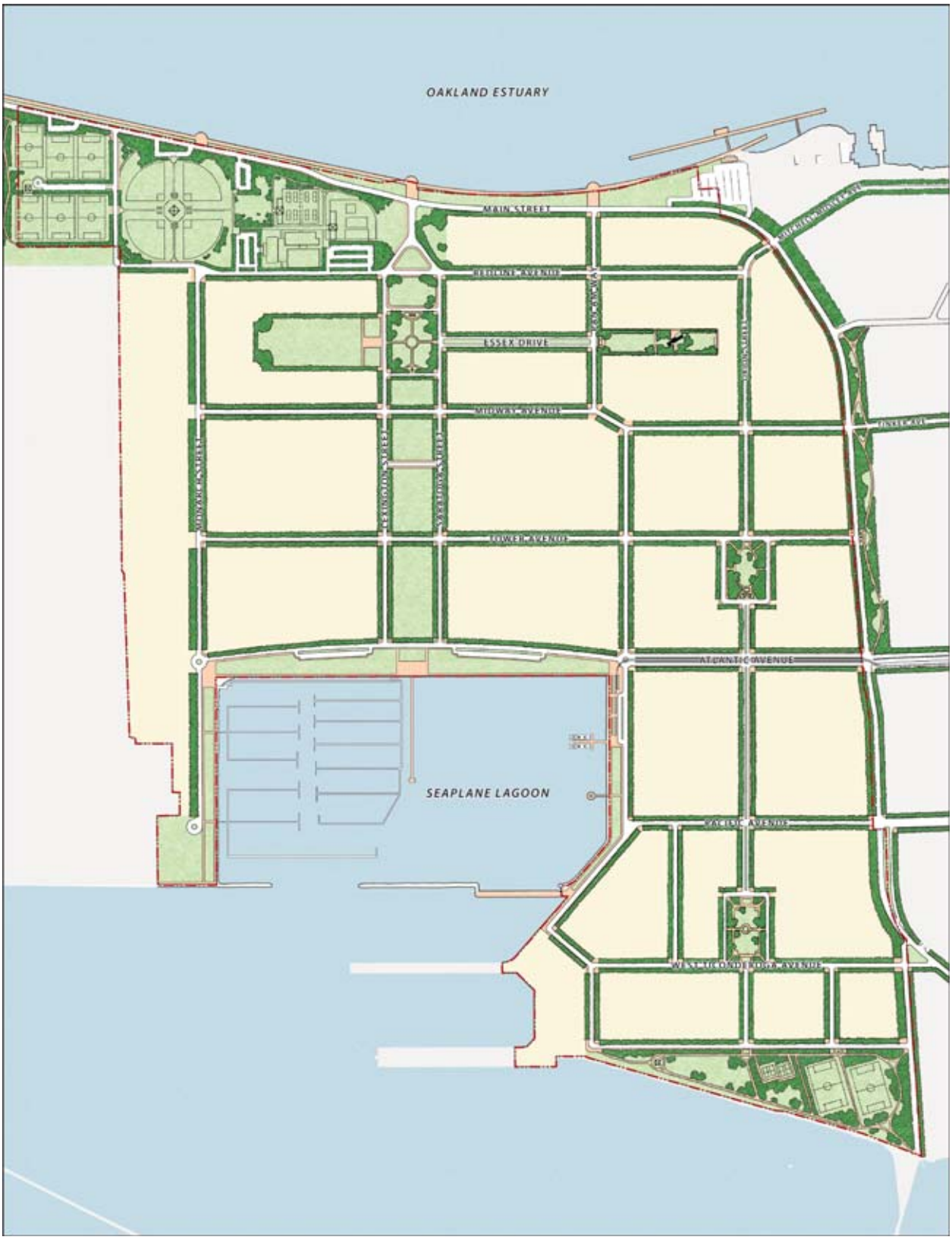


FIGURE 11
FRAMEWORK PLAN

3 THE FRAMEWORK PLAN

The Framework Plan shown in Figure 11 establishes the general pattern and distribution of primary open spaces, streets, and infrastructure necessary to support the mixed-use development envisioned in the General Plan and specific development program recommended in the PDC. The Framework Plan's interconnected network of parks, grid pattern of streets and walkways provides an organizing structure to the overall development consistent with the community goals for Alameda Point as articulated in the General Plan.

The plan shows the major parks, streets, and utility lines necessary to support and organize the redevelopment of Alameda Point. The plan does not show the location of the smaller streets, parks, and infrastructure improvements that will be needed to support the areas within the Framework Plan. As development proposals are prepared and evaluated for areas within Alameda Point, the proposals will generally contain internal streets, alleys, parks and greenways consistent with the principles included in the Land Use and Community Design chapter.

The Framework Plan may be modified as more detailed design is completed. For example street alignments and sections may be adjusted to address site-specific conditions or to slow or facilitate different modes of transportation, or park dimensions and the other primary open spaces may vary to accommodate efficient layouts of development sites. In all cases, these changes should be designed to be consistent with the overall structure and layout shown in the Framework Plan and should be consistent with goals of the General Plan.

Framework Plan Guiding Principles

The Framework Plan is intended to illustrate a set of organizing principles to guide the future redevelopment of Alameda Point. As described above, the specific design of improvements may vary as new information is developed, but the following five principles should always be followed to the extent feasible to ensure consistency with the General Plan:

1. The street system should knit Alameda Point into the rest of Alameda by extending the Alameda street grid into Alameda Point.

2. Street design and layout should encourage low automobile speeds to minimize traffic noise and improve the environment for bicycling and walking.

3. Open space at Alameda Point should be viewed as an interconnected and diverse system of parks, plazas, promenades, paseos etc. serving a full range of open space and recreational needs.

4. The organization of streets and open spaces should reinforce the original layout of streets and open spaces within the NAS Historic District.

5. Infrastructure and utilities should be adequate to support full build-out of the land use program.

FIGURE 12
STREET HIERARCHY

3.1 The Street System

The Framework Plan includes a network of major streets to support the redevelopment of the property and facilitate seamless integration of Alameda Point with the rest of the City (Figure 12). Five east-west streets extend Alameda's street grid directly into and through Alameda Point: Mitchell-Mosley Avenue (connecting to Redline Avenue), Tinker Avenue (connecting to Midway Avenue), Pacific Avenue and Central Avenue (connecting to Ticonderoga Avenue).

In addition to extending the street network into Alameda Point, the Framework Plan recommends that street design mirror the patterns of historic Alameda. The Framework Plan recommends that every street be lined with street trees, planted in wide park strips and tree wells (typically 6 feet across) allowing ample space for trees to flourish.

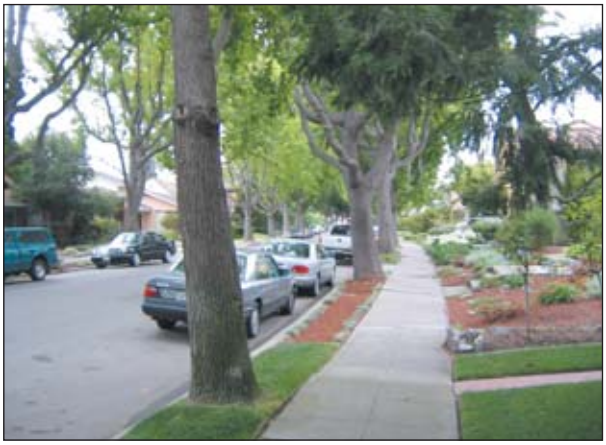
In Chapter 4, the PDC recommends that residential parking be accessed from alleys, allowing for elimination of curb cuts on residential block frontages. Removing curb cuts and garage entries from the residential block frontages allows for continuous street tree planting, increased on-street parking, and a safer, more enjoyable walking and bicycling experience.

Lastly, the Framework Plan recommends that streets be designed to be as narrow as possible to slow and calm traffic flow, improve the pedestrian and bicycle environment, and allow the tree canopy to arch over the streets similar to many neighborhoods in Alameda.

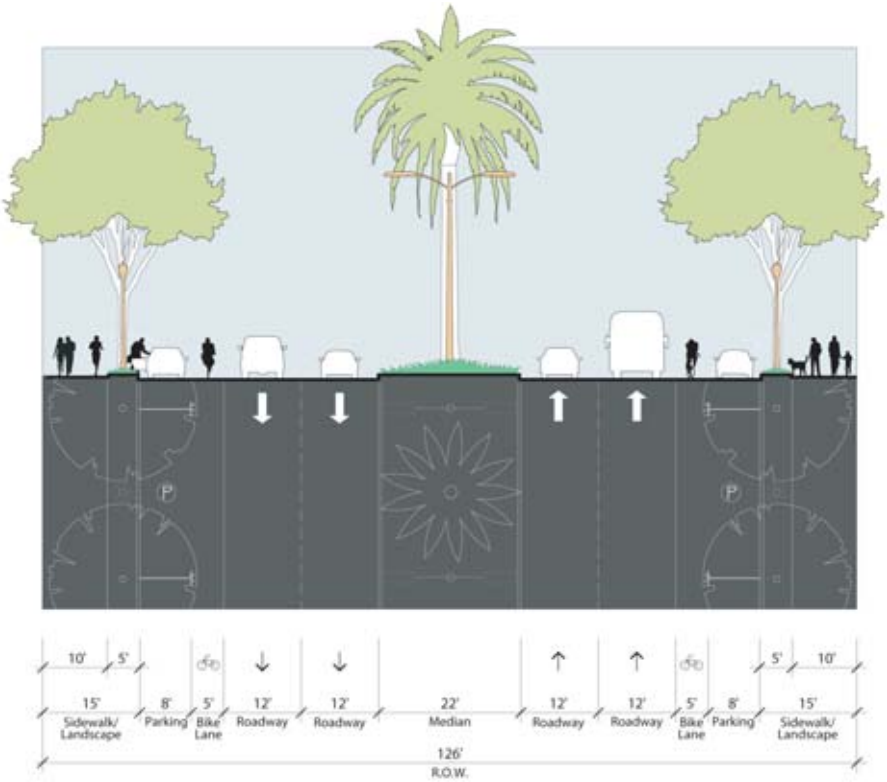
Street Design

The Framework Plan includes a variety of street cross sections to serve Alameda Point. Individual cross sections may be amended or changed to better serve the transit, transportation, or circulation needs of the development or to accommodate a specific development project within the plan area. The Framework Plan street sections are intended to provide a guide to the design of a street network that will support the General Plan policies to create a pedestrian, bicycle and transit friendly environment at Alameda Point. During future planning and environmental review processes, proposed street sections may be further analyzed to ensure that the proposed network does not result in any traffic impacts either within Alameda Point or off-site. The future project level evaluations may determine the need for adjustments or changes to the recommended network.

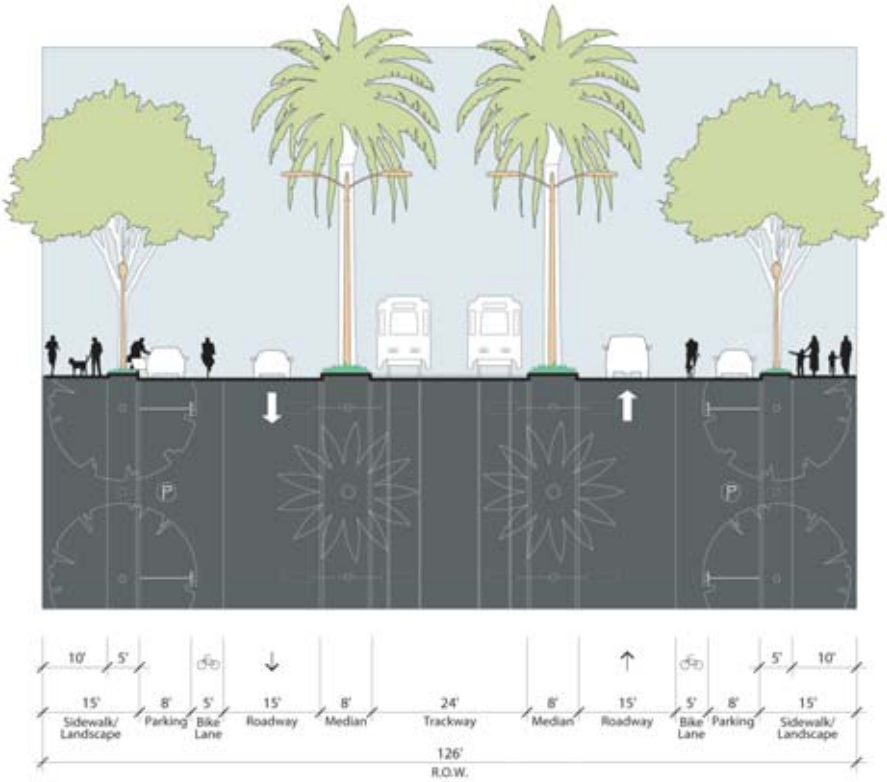
Central Avenue, Alameda



Gibbons Drive, Alameda



A1: ATLANTIC AVENUE - INTERIM LAYOUT (BETWEEN MAIN STREET AND SEAPLANE LAGOON)



A2: ATLANTIC AVENUE - FULL BUILDOUT (BETWEEN MAIN STREET AND SEAPLANE LAGOON

Major Streets

Atlantic Avenue (Figure 14, Sections A1 and A2). Atlantic Avenue is the "front door" and formal entrance to Alameda Point. The Framework Plan recommends that the existing Atlantic Avenue be straightened by extending Ralph J. Appezzato Memorial Parkway directly west to and along the north side of the Seaplane Lagoon. This realignment will provide a more interesting and direct entry into Alameda Point that includes excellent views of the Seaplane Lagoon and San Francisco Bay. In the first phase of development, Atlantic Avenue is a broad boulevard with four lanes of traffic, bicycle lanes and wide sidewalks and median. A canopy of large, spreading trees shades the sidewalk and street, and more architectural trees such as palms give the medians a monumental scale and draw the eye to the horizon. (Section A1) When light rail or bus rapid transit comes to Alameda Point, the inner traffic lanes are removed, the median is widened, and the rail or bus way is implemented. (Section A2) Alternatively, the City may consider implementing Section A-2 initially and by passing the interim layout (Section A-1) to eliminate the costs of reconstructing the road at a later date and to provide bus priority lanes in the first phase of the development.

To realign Atlantic Avenue will require removal of the existing East Gate and the mounted airplane. The Plan recommends that a new entry feature or gateway treatment be designed to demarcate the entrance to Alameda Point. The design of the entry should be inviting and not imply or symbolize a barrier or gate, similar to the Navy's original security gate. The Plan also recommends that the airplane be relocated to a location adjacent to or within the NAS Historic District to further reinforce the historical significance of the Navy's presence in Alameda.

Midway Avenue between Main and Ferry Point Streets (Section I). The plan recommends a narrow street in this area to calm incoming traffic from Tinker Avenue and the Webster Posey Tubes

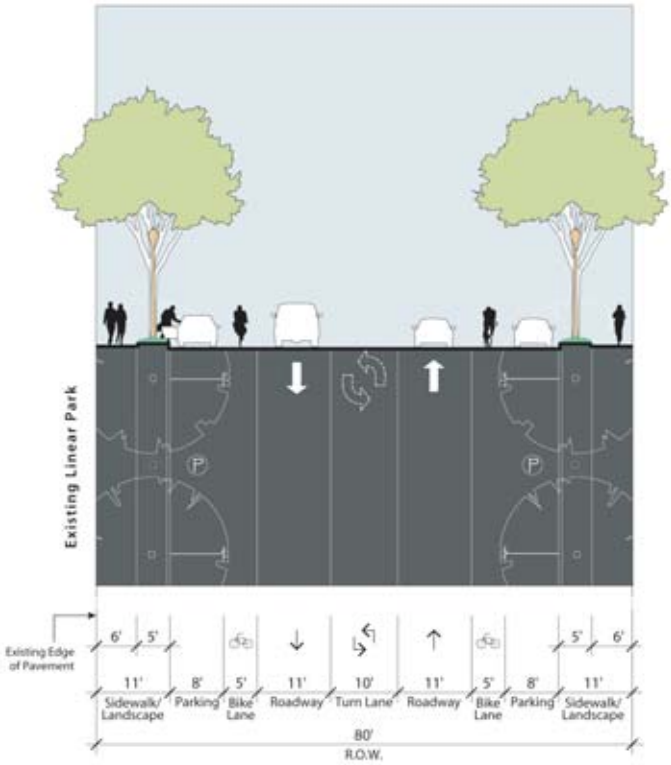
Atlantic Avenue with light rail transit in median.

as it passes through this residential area and into Alameda Point. The section includes two travel lanes, two curb-side bicycle lanes, and street trees.

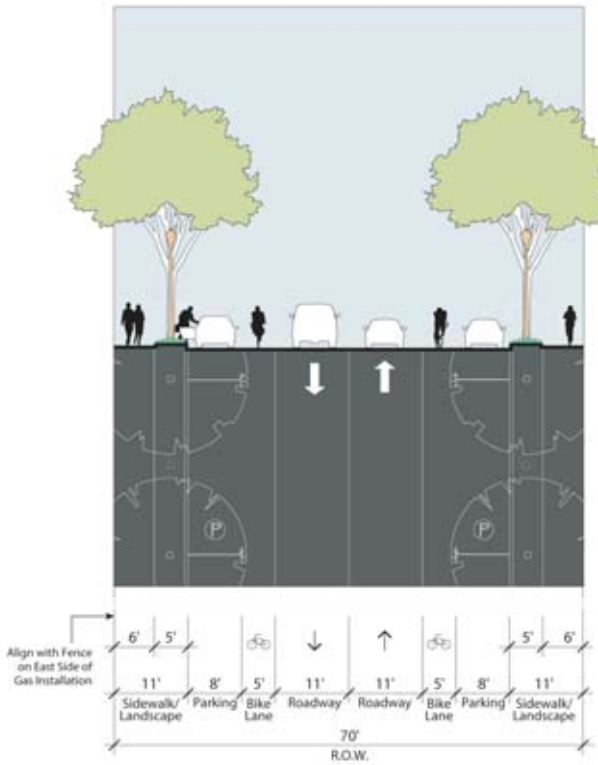
In addition to Midway, the Framework Plan recommends a narrow section on Orion (Section F) and Moonlight (Section D) to calm traffic in the area of the Alameda Point Collaborative and to respect the existing property lease lines.

Mitchell-Mosley Avenue. The Framework Plan recommends that the future Mitchell-Mosley Avenue provide access into Alameda Point by crossing Main Street at a location approximately halfway between the existing ferry terminal and Singleton Avenue and connect to Orion Street and Redline Avenue. Once Mitchell-Mosley enters the Alameda Point residential area, the street would be configured as a Neighborhood Boulevard described in Section C. This extension will also provide access to the Alameda Point Collaborative's proposed commercial plant nursery on Main Street.

Main Street (Section B). The Framework Plan recommends that Main Street be reconfigured to include one lane for cars in each direction, a center turning lane, 5 foot bike lanes, and on street parking. Main Street should be lined with large street trees. Similar to the existing linear park on the east side of Main between Singleton Avenue and Ralph J. Appezzato Memorial Parkway (Atlantic Avenue), the Framework Plan recommends that a new linear park be built on the west side of Main



B: MAIN STREET



C: NEIGHBORHOOD BOULEVARD

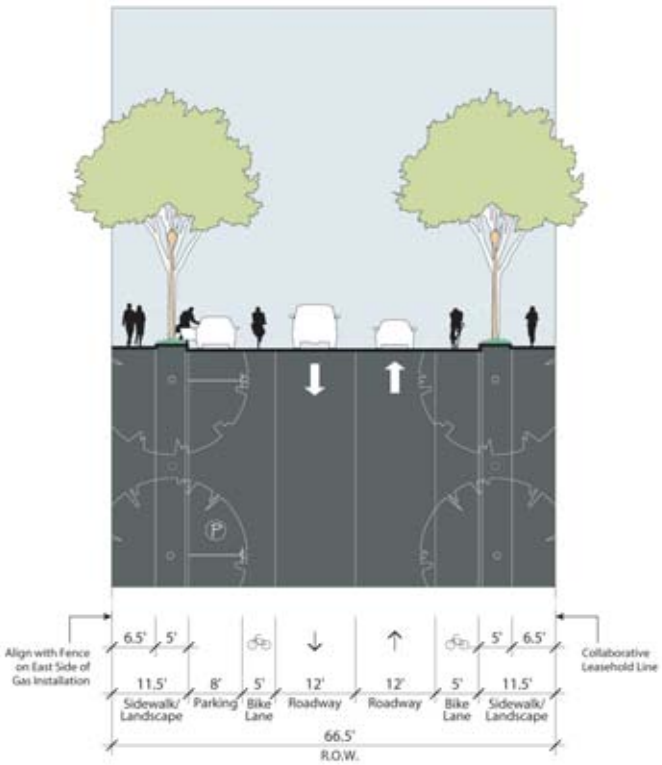
Street to extend the existing linear park to the Encinal Boat Ramp and 24-acre waterfront community park. The new linear park should have a continuous hiking and bicycling trail connecting to east-west bike lanes and waterfront bike trails.

Central Avenue. South of Pacific Avenue, the Framework Plan recommends that Central Avenue be shifted slightly to the west to eliminate the existing jog at Main Street. The intersection of Ticonderoga and Central Avenues will need to be carefully redesigned to improve north-south access from Central Avenue to the Encinal Boat Ramp road and east-west access from Ticonderoga to Central Avenue. A variety of detailed designs was prepared within the 1997 NAS Alameda Street Improvement Plan, but any final decision will require a multi-party agreement that includes the Alameda Unified School District, which occupies the adjacent property at Encinal High School.

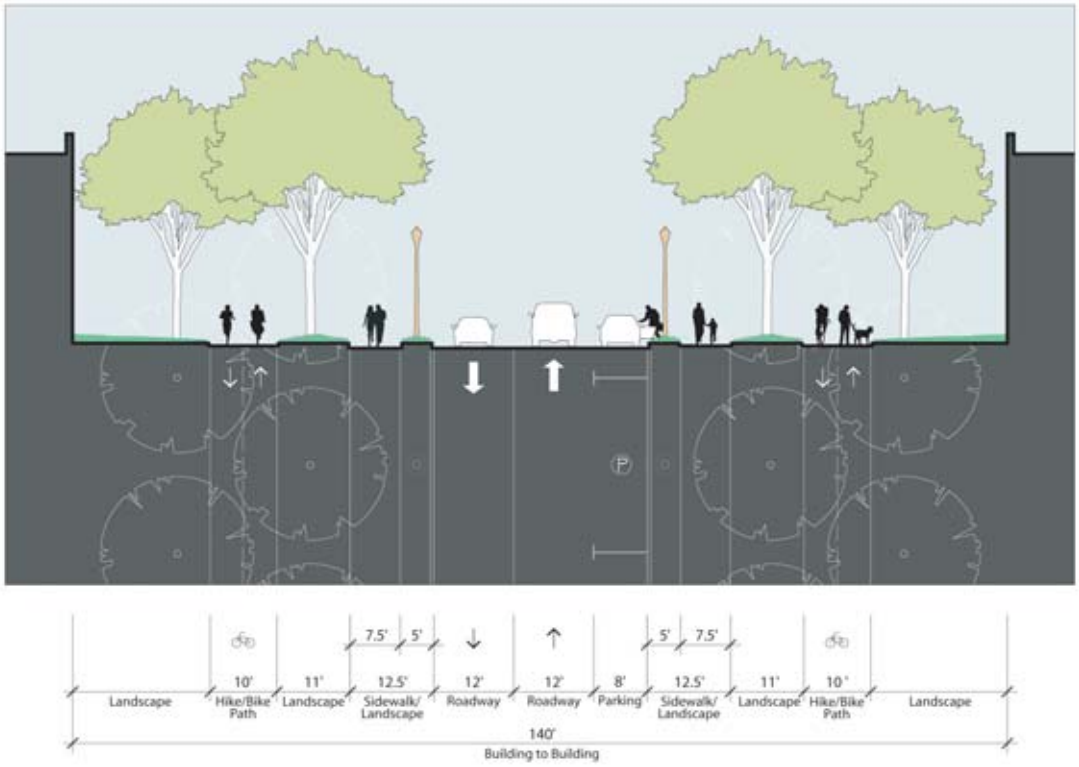
Minor Streets

Lexington and Saratoga Streets (Section E). Lexington and Saratoga Streets form the important north-south axis of the NAS Historic District and provide important view corridors linking the Estuary and Seaplane Lagoon. The Framework Plan retains the existing sections between Redline and Midway Avenues be retained. South of Midway Avenue, the Framework Plan recommends the use of Section E to reflect the existing sections north of Midway and improve the existing condition of the sidewalks and trees.

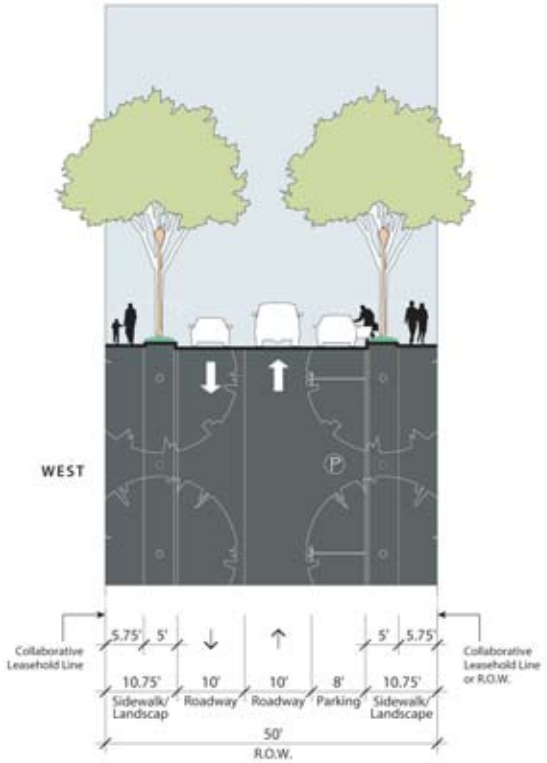
It should be noted that in the future planning phases, the Section E cross section will need to be evaluated to ensure adequate off-street parking and bicycle access. The proposed cross section provides on-street parking on only one side of the street and it will be necessary to assess whether additional on-street parking is necessary to serve the Civic Core uses. Section E suggests that the Bicycle Master Plan recommendation for Class II bike lanes on Lexington and Saratoga Streets be amended to allow Class III to preserve their historic character.



D: MOONLIGHT STREET (BETWEEN TOWER AND SUNRISE)



E: LEXINGTON STREET (LOOKING SOUTH) AND SARATOGA STREET (LOOKING NORTH)

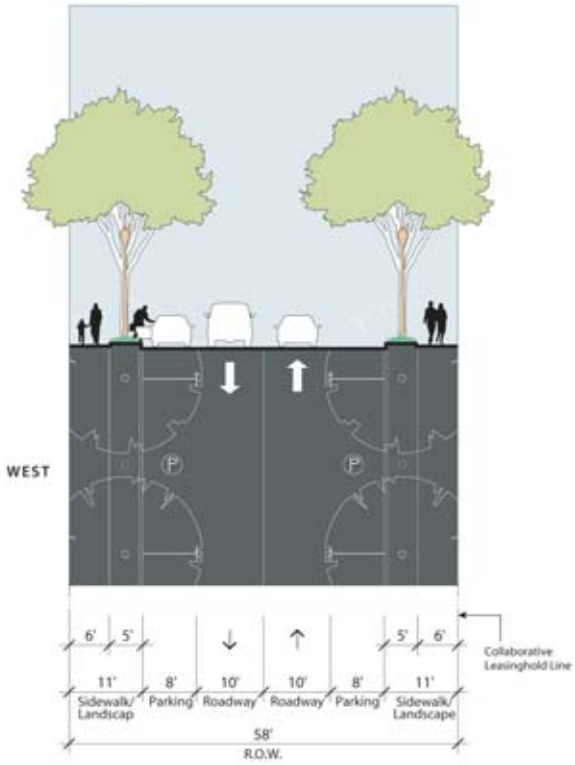


F: ORION STREET NORTH (NORTH OF MIDWAY)

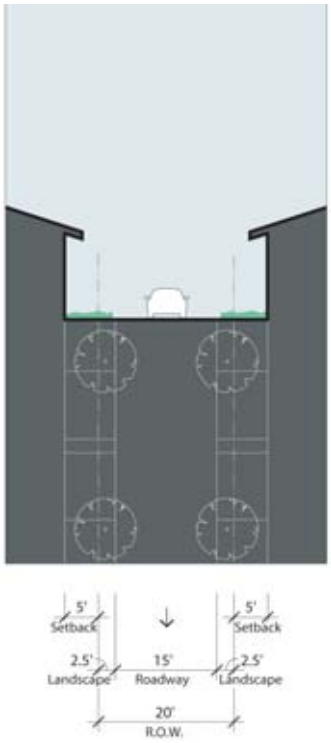
Essex Drive (Section H). The Framework Plan recommends that Essex Drive be redesigned with a central landscaped median to reinforce and improve the NAS Historic District east-west axis and to create a continuous network of open spaces from the Bachelor Officers Quarters to the Admiral's House Park to the east.

Neighborhood Boulevards (Section C). As shown on Figure the Framework Plan recommends that residential areas be served with Neighborhood Boulevards, appropriate for most through-streets with heavier traffic. The Neighborhood Boulevard provides two lanes for automobiles, bicycle lanes, and on street parking.

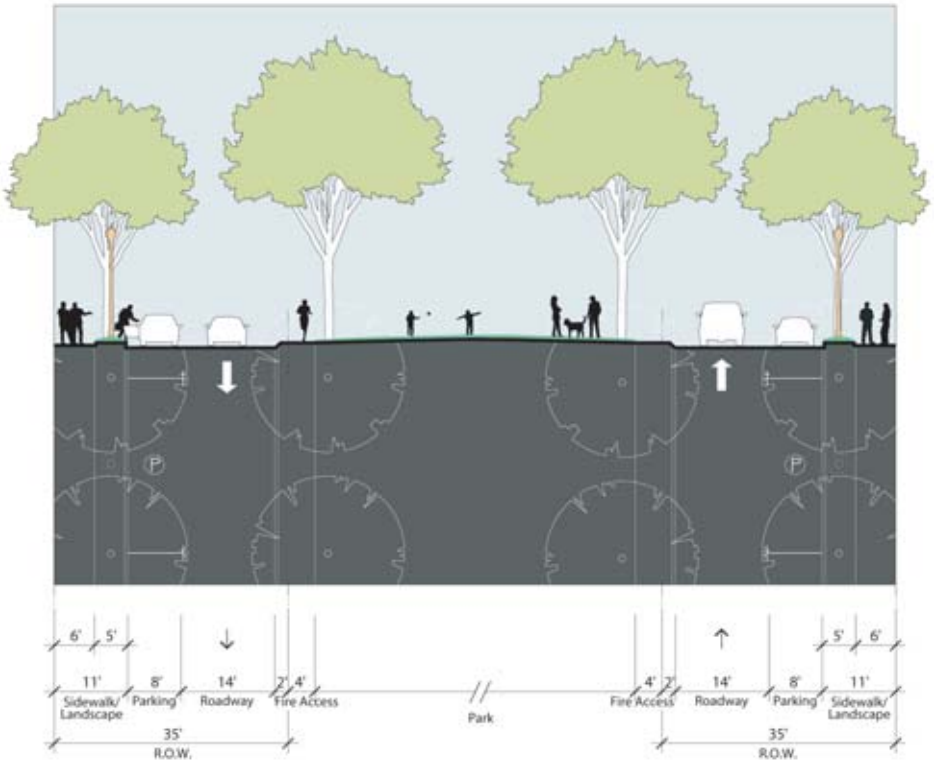
Neighborhood Connector Street (Section G). The Neighborhood connector is generally appropriate for streets that connect neighborhoods but don't traverse Alameda Point. The Neighborhood Connector is appropriate where traffic is lighter and slower than that along Neighborhood Boulevards. The Connector differs from the Boulevard in that on the Connectors, bicycles and automobiles share a travel lane.



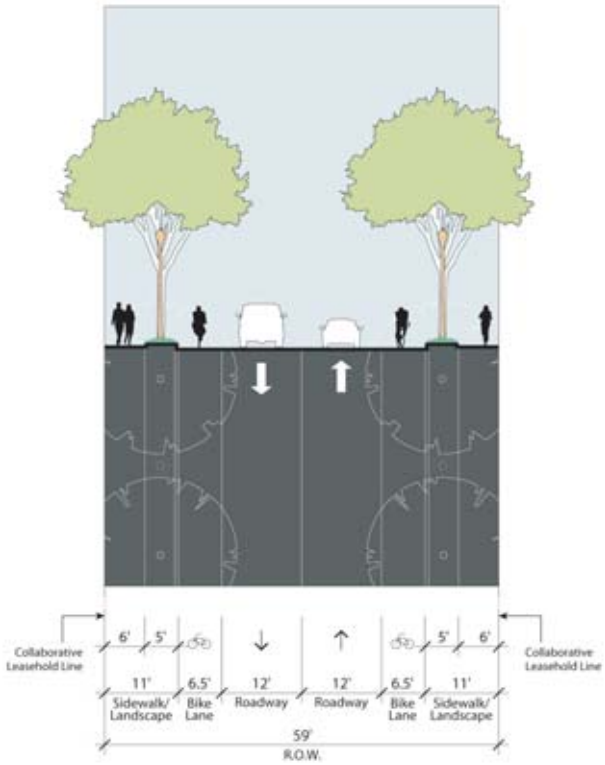
G: NEIGHBORHOOD CONNECTOR



J: NEIGHBORHOOD ALLEY



H: PARKWAY



I: MIDWAY AVENUE (BETWEEN MOONLIGHT AND MAIN)

Bicycle Routes

The Framework Plan recommends a comprehensive network of bicycle paths, lanes and routes totaling 12 miles. Figure 13 shows the recommended bicycle routes. Class I routes are separate paths, typically 10 feet wide, that follow the waterfront and other open space and are typically preferred by recreational cyclists. Class II routes, typically preferred by commuting cyclists, are outside lanes in the street, typically five feet wide so that bicyclists can avoid car doors; where there is no parallel parking, a wider lane (e.g., 6.5 feet) provides space so that cyclists can avoid gutter debris. Class III routes are signed but no space is set-aside for cyclists. These routes typically have low volumes of slow-moving traffic, and as such are comfortable and safe for cyclists.

The network is consistent with and expands the network recommended in the City of Alameda Bicycle Master Plan, with the exception of Lexington and Saratoga Streets as described above.

Class I bicycle path

Truck Routes

Truck routes are provided at Alameda Point to serve the new community. As shown in Figure 14, Main Street, Atlantic Avenue, Monarch Street, West Tower, and West Pacific will serve as the designated truck routes for Alameda Point. Designated truck routes provide convenient access for trucks to the west end of Alameda, while protecting residential areas from excessive truck noise.

FIGURE 13: BICYCLE CIRCULATION

FIGURE 14: TRUCK ROUTES

3.2 The Open Space System

The Framework Plan provides 149 acres of publicly accessible open space, 80 acres of which are large enough to serve as community and neighborhood parks. With an estimated population of 4,600 residents, Alameda Point has 17 acres of community and neighborhood parks for each 1,000 residents located within one-quarter-mile radius. The General Plan standard for the entire city is four acres per 1,000 residents. Currently, the City of Alameda has approximately two acres per 1,000 residents.

Waterfront Open Space

The Framework Plan recommends a network of public parks, promenades, piers and plazas to maximize waterfront accessibility as envisioned by the General Plan. Waterfront public access should be continuous to the extent feasible. Exceptions may be necessary for particular waterside uses, such as the Maritime Administration Ready Reserve Fleet and other maritime operations, which require that access be restricted.

An important feature of the framework plan is the north-south axis along Lexington and Saratoga Streets, which links the recommended public open spaces on the Oakland/Alameda Estuary and the open spaces on the Seaplane Lagoon. Improve-

Clockwise: San Francisco Bay from the Encinal Boat Ramp of the southeast community park (photo by Gary Lenhart). Like San Francisco's Marina Green, the Seaplane Lagoon provides opportunities for recreation at the waters edge, near residential neighborhoods. Like Alameda's Jackson Park, Alameda Point's neighborhood parks are community amenities and focal points. Waterfront Promenade.

ments on this axis should be designed to reinforce and improve this unique and important connection between the Lagoon and the Estuary.

Community Parks. The Framework Plan's system of open spaces is designed to support and link the General Plan's two proposed large waterfront community parks. The Sports Complex on the Oakland/Alameda Estuary provides fields for organized sports, including soccer, baseball and softball and facilities for gymnasiums and a swimming pool. Paths for biking, skating and hiking link the Estuary promenade on the east to the proposed golf course on the west. The southeast community park on San Francisco Bay provides a mix of active and passive recreation facilities, including the Encinal Boat Ramp. Future improvements or modifications to the park system within Alameda Point should ensure that the pathways and access to these two parks are maintained and reinforced.

Seaplane Lagoon. The Framework Plan recommends a major new waterfront park on the north side of the Seaplane Lagoon. The park should provide space for passive recreation, water access, and venues for organized community gatherings. The plan recommends that the park extend the full length of the northern edge of the Lagoon and be a minimum of 120-feet wide. To the extent feasible, the park design should preserve the spectacular views of San Francisco and the Bay Bridge to the west while providing protected areas from the westerly winds that affect this area.

Waterfront Promenades. The Framework Plan recommends public promenades for walking bicycling, and skating along the full length of the Oakland/Alameda Estuary frontage and around the Seaplane Lagoon.

Interior Open Space

Civic Spaces. The Framework Plan recommends preservation of the historic open spaces within the Administrative Core of the NAS Historic District. These formal open spaces are a critical character-defining element of the District and reinforce the important network of parks linking the Estuary to the Bay. The plan also recommends preservation of the open space quadrangle within the Bachelor Enlisted Men's Quarters complex to serve as a neighborhood park and to reinforce the important east-west organizing axis.

Neighborhood Parks. The Framework Plan recommends a network of four neighborhood parks to serve residential areas. These parks are strategically located to ensure that a neighborhood park is within a five-minute walk of most homes. Neighborhood parks range in area from 2.5 to 6.0 acres. In all cases, every home at Alameda should be within a five-minute walk of a neighborhood park, waterfront park, or community park.

3.3 The Historic Structure of Open Space and Landscaped Streets

As described in more detail in Appendix B, the Naval Air Station was originally laid out according to the principle of "total base design" which applied Beaux Arts and City Beautiful principles of formal and symmetrical order. Two axes defined and organized the original layout of the Naval Air Station, one running north-to-south from the main gate on the Estuary through City Hall West (the former Main Administration Building), Fire Station and Building 39, and the other running west-to-east from the mess hall of the Bachelor Enlisted Men's Quarters, along Essex Drive to the Admiral's House and park. The open spaces along both axes were landscaped in formal "parterre" patterns, using plant materials salvaged from the 1939 world's fair on Treasure Island, and were called the "Magic Carpet" when complete.

The Framework Plan recommends preservation of both axes and the Magic Carpet landscape spaces. The principal north-south streets, Lexington and Saratoga, should be maintained from the main gate to Midway Avenue at City Hall West. South of Midway, the two streets should be reconstructed to continue and reinforce the axis. Deep setbacks corresponding to the façades of the Bachelor Enlisted Men's Quarters, City Hall West, Post Office and Theater Complex and Medical-Dental Building are recommended to reinforce this important north south axis. The broad setbacks will leave space for double rows of trees, lawns, sidewalks and trails to complete the north-south axis and form a bold, green link between the Estuary and Seaplane Lagoon.

The PDC recommends that the public open spaces within the administrative core be maintained and reinforced to create a strong sequence of parks between the Bachelor Enlisted Men's Quarters and the Admiral's House. The original landscaped median on Essex Drive should be restored, and the Admiral's House Park should be redesigned to extend the formal, symmetrical east-west axis.

Known as the "Magic Carpet" when built, the green spaces of the Administrative Core are the formal center of Alameda Point.

3.4. Infrastructure Systems

The Framework Plan's street layout also identifies the layout of the infrastructure system that will be necessary to support the redevelopment of Alameda Point.

Water System

The existing water system at Alameda Point is not built to current City or East Bay Municipal Utility District (EBMUD) standards and the system has substantial deficiencies, and as a result, the PDC recommends a new water system to accommodate phased build-out of the project. The City of Alameda, through an agreement with the EBMUD is currently responsible for maintaining the existing water system to serve the needs of the tenants occupying the existing buildings on the site. Previously, there were two distinct water systems that serviced Alameda Point: (i) a potable water system; and (ii) a dedicated fire protection system. The dedicated fire protection system was designed as a deluge system that would provide a very large fire flow in a very short time period. The Alameda Fire Department has determined that the existing potable water system provides adequate fire flows for the existing uses at Alameda Point. Therefore, the dedicated fire protection system, including two elevated storage tanks used to supply the dedicated fire flow, have already been abandoned and will be completely removed as Alameda Point is developed.

The proposed water system is shown in Figure 15 and is designed to support the recommended land use program. The system will be constructed in phases, corresponding with the sequence of anticipated development. All existing users will be kept in service during construction of the new infrastructure. Temporary connections of the existing system to the proposed system will be required as the construction of the entire project is built out. The conceptual design includes an oversized water main loop to allow for future users, such as

large industrial or biotechnology firms that might require large amounts of water. The design also includes reclaimed water facilities for irrigation use that can be activated when a source of reclaimed water becomes available.

Sanitary Sewer System

The conceptual sanitary sewer design for Alameda Point shown in Figure 16 proposes to replace all of the existing deteriorating and substandard sewer facilities with a new system to accommodate a phased built out of the project. The construction of the sewer system will be phased to allow for uninterrupted use by existing users; temporary connections of the existing system to the proposed system will be required as the construction of the entire project is built out. Existing pump stations and lift stations, with the exception of Pump Station 1, will not be used in the master sanitary sewer plan. These stations do not fit into the current land plan and do not meet the required needs of capacity and sizing. New pump stations and lift stations are proposed in suitable locations. An upgrade to existing Pump Station 1 may be required to accommodate the capacity needs of the full build-out program.

Storm Drain System

The proposed storm drain system for Alameda Point, shown in Figure 17, incorporates an entirely new system designed to accommodate the phasing of the project while having capacity for the ultimate build-out. The existing system has numerous service concerns and has exceeded the life span of the pipe system. Additionally, the location of the system is not consistent with the proposed street network, and the design of the existing system is inadequate. For these reasons, the PDC recommends that the entire system be replaced with new pipes and structures on a phased basis as each phase of the development is constructed.

The existing system is a gravity system with approximately 25 outfalls into the Oakland Inner

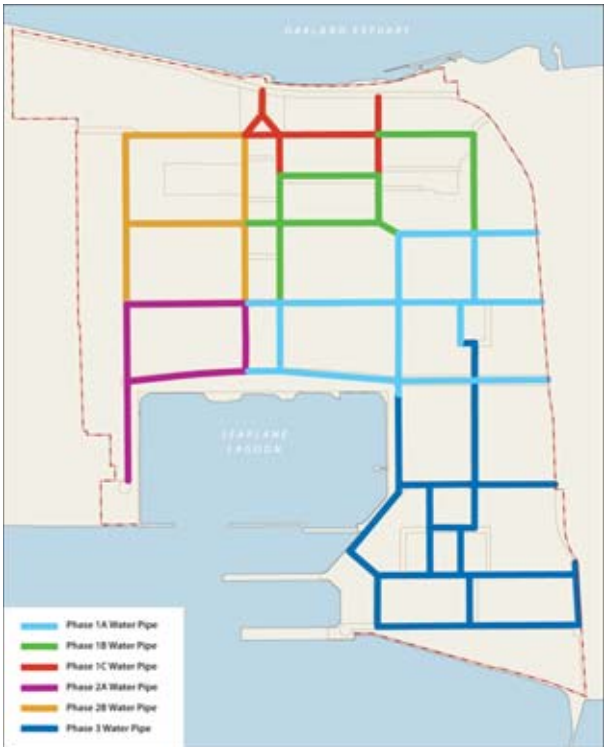


FIGURE 15: WATER SYSTEM

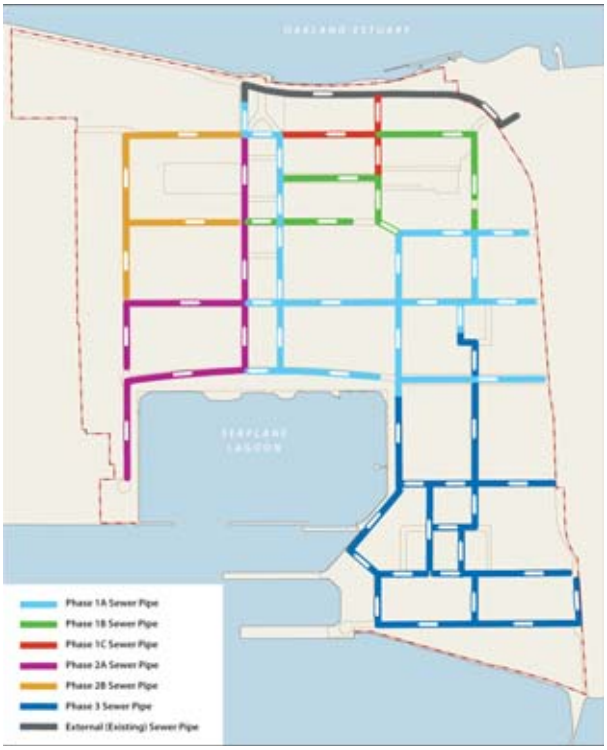


FIGURE 16: SANITARY SEWER SYSTEM

Harbor, the Seaplane Lagoon, and the San Francisco Bay. The PDC recommends a new gravity system with 13 outfalls. In order to meet the city's design parameters, these 13 outfalls will be approximately eight to 11 feet deep at the entry points into the waters. Alternatively, if determined necessary to reduce maintenance costs, pump stations may be added at selected locations just upstream of the outfall in order to reduce the depth of the outfall. Prior to construction, a final design solution will need to be selected.

Dry Utility Systems

The PDC recommends new electrical, gas, telephone and communication systems to serve Alameda Point. Alameda Power and Telecom (AP&T) owns and maintains the existing electrical system which serves the needs of the tenants currently occupying the buildings on the site. However, the electrical distribution facilities within Alameda Point do not meet current standards or codes and as a result, an entirely new electrical system is proposed for Alameda Point. Electricity is currently provided from the east via an existing transmission pole line on the east side of Main Street. This pole line connects to the Cartwright Substation at the Alameda Point East Gate, which will remain as part of the new design. The new electrical system must be designed to allow phased improvements, while accommodating existing users and the ultimate residential and commercial build-out.

The gas, telephone and communication systems are very similar to the electrical system. The existing facilities that serve these systems from the east all have capacity for the project. All of these systems will be entirely replaced within Alameda Point. Conduits for a future fiber optic system are proposed within the roadways on Alameda Point.

FIGURE 17: STORM WATER SYSTEM

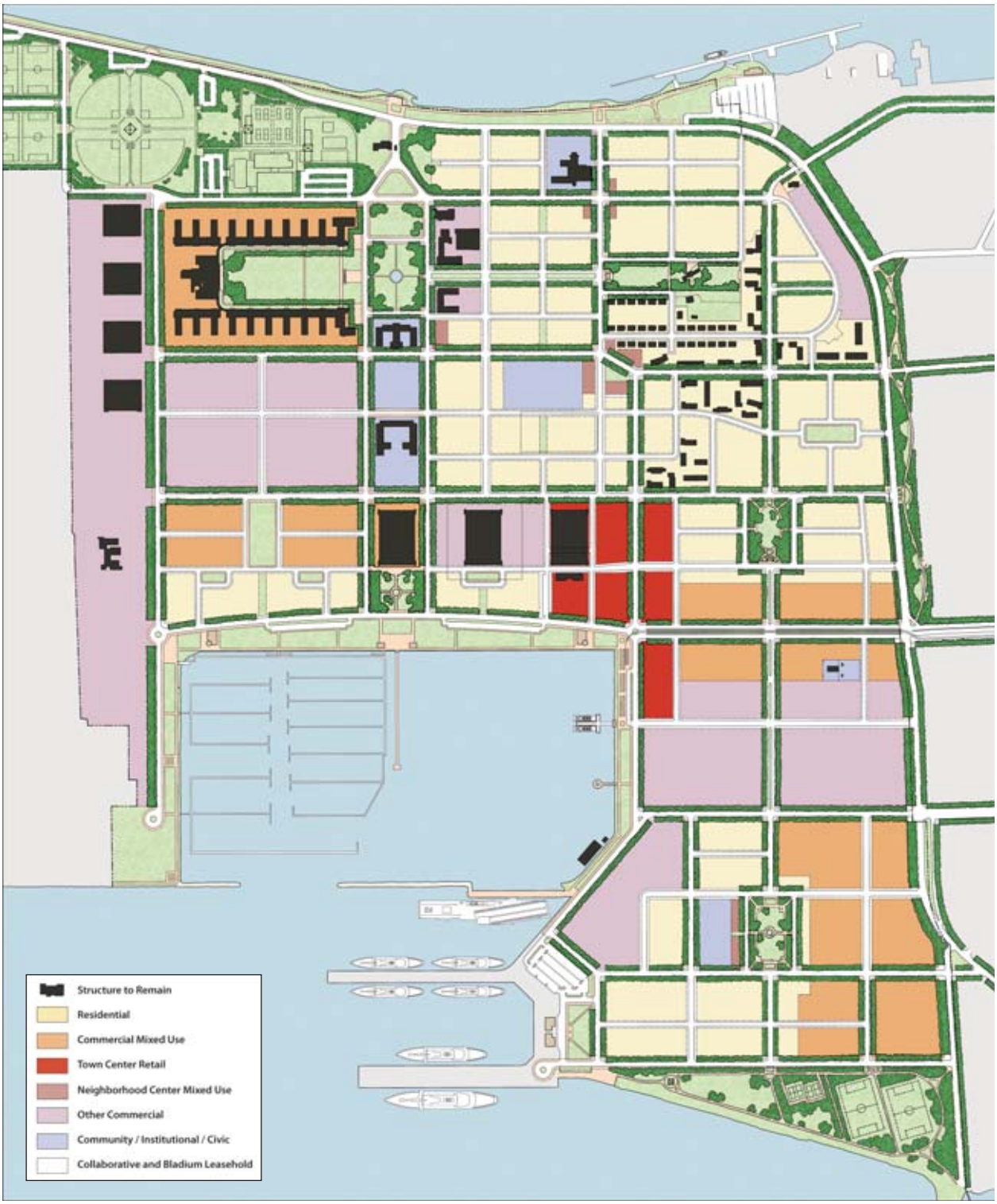


FIGURE 18
LAND USE PLAN

4 LAND USE AND COMMUNITY DESIGN

The PDC land use plan, shown in Figure 18, establishes the general pattern and distribution of land uses within the Framework Plan described in Chapter 3. The PDC calls for a mixed-use, transit oriented land use program designed to implement the policies of the General Plan and Reuse Plan. The PDC provides a greater level of specificity regarding the distribution and location of land uses, in response to the constraints on the site, described in Chapter 2.

The PDC is a conceptual plan which will be modified as more detailed design is completed, as market conditions change, or as additional environmental assessments are concluded. In all cases, these changes should be designed to be consistent with the guiding principles for the PDC and the General Plan. The illustrative plan shown (Figure 19) provides a conceptual layout for the PDC development program (Table 1).

4.1 Land Use Plan Guiding Principles

The PDC is designed to serve as a guide for the redevelopment Alameda Point which is consistent with the Vision Statement set forth in the Reuse Plan and the General Plan objectives. Although the PDC includes a specific development program and illustrative plan, the specific design and composition of the future development may vary from the program and plan as new information is developed and environmental documents are completed. However, the PDC establishes the following seven principles to ensure consistency with the General Plan and the community's priorities as articulated during the PDC public workshops:

1. *Mixed Use.* Each phase of the development should support and contribute to the creation of a balanced mix of land uses at Alameda Point to build community and create a pedestrian friendly environment.

2. *Transit Orientation.* Development at Alameda Point should be transit-oriented and facilitate convenient access to multiple modes of transportation in close proximity to homes and businesses.

3. *Seamlessly Integrated.* Alameda Point development must be well integrated into surrounding existing neighborhoods.

4. *Diversity.* The development of Alameda Point should support creation of a diverse community with a variety of housing types, income groups, employment and recreational opportunities.

5. *Economic Viability.* The development at Alameda Point must be an economically viable project that will not require or rely upon General Fund subsidies.

6. *Environmental Remediation and Conveyance.* The development at Alameda Point should support and facilitate the environmental remediation program and facilitate conveyance of the property from the U.S Navy.

7. *Sustainability.* Alameda Point should be a sustainable, environmentally sound community. Site planning, building orientation, landscape design and materials, construction techniques, choice of transit vehicles, and

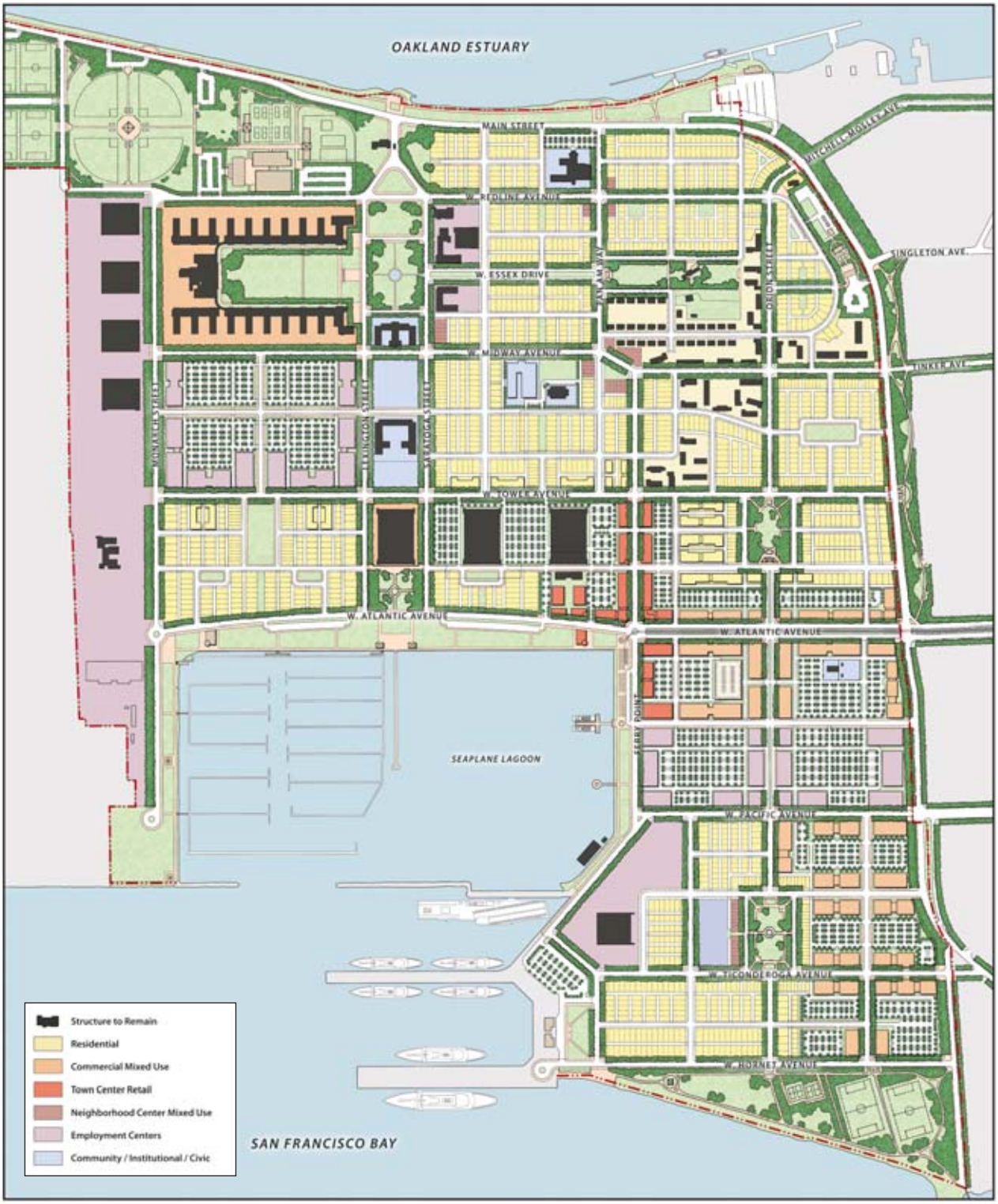


FIGURE 19
ILLUSTRATIVE PLAN

TABLE 1: LAND USE DEVELOPMENT PROGRAM

Land Use	Development Program by Phase			
	I	II	III	Total
New Housing Units	1,148	241	346	1,735
Existing Housing Units	200	0	0	200
Community / Civic / Institutional (sq. ft.)	107,000	0	25,000	132,000
Office / R&D (sq. ft.)	512,000	1,562,000	855,000	2,929,000
Town Center Retail (sq. ft.)	275,000	61,000	0	336,000

Notes:

1. *Total non-residential program includes 1,346,000 square feet in existing buildings.*
2. *Distribution and phasing of retail development will require further analysis and is subject to change.*

opportunities for partnerships with Alameda Power and Telecom and the use of solar power must all be carefully considered throughout the initial design, construction, and maintenance phases of the project.

4.2 The Land Use Program and Phasing

The PDC provides a three-phase development program for Alameda Point. The program is designed to create a financially feasible development that corresponds with the environmental remediation program and that is consistent with the community's stated goals for Alameda Point. Given the complexity of the environmental remediation program, it is anticipated that Phase I will be developed between 2008 and 2013, Phase II between 2013 and 2017, and Phase III between 2018 and 2023. Figure 20 illustrates the location of the three phases. The phased land use program is summarized in Table 1. It should be noted that the phasing plan may change based upon changes to the Navy's remediation plans or schedule, the final Navy conveyance strategy, and/or changing market conditions.

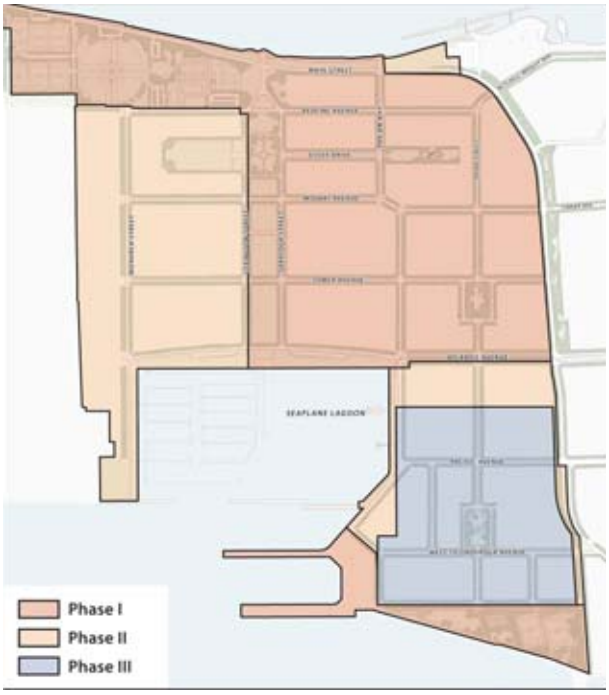


FIGURE 20: PHASING

FIGURE 21
ILLUSTRATIVE NEIGHBORHOOD PLAN

4.3. Land Use Program

While the PDC supports the broadest integration of land use in both horizontal and vertical mixed-use formats, environmental and other constraints place limits on the types and configuration of land uses that are possible in each area. The PDC Land Use program is organized into six land use categories:

1. Residential,
2. Commercial Mixed Use,
3. Town Center Retail,
4. Neighborhood Center Mixed Use,
5. Employment Center, and
6. Community/Civic.

The O' Club anchors a neighborhood center.

Residential

The residential neighborhoods establish the land use and economic foundation of the PDC. The residential development provides the majority of the revenues to support the public improvements and make the project financially self-supporting without requiring General Fund subsidies. Within each neighborhood, a neighborhood center serves the residents' commercial, service and recreational needs. The PDC includes a series of distinctive neighborhoods, each with its own character and mix of land uses, neighborhood parks, and a neighborhood center.

Northeast Neighborhood. The northeast neighborhood is located within the first phase of the development and bordered to the east by Main Street, the north by the Oakland/Alameda Estuary, to the south by Atlantic Avenue, and to the west by Saratoga Street. This neighborhood is anticipated to be the first and largest neighborhood constructed at Alameda Point with up to approximately 1,150 housing units. The neighborhood includes a unique waterfront with views of the Oakland harbor, San Francisco Bay, and the East Bay Hills. It also benefits from the NAS Historic District with its unique architectural styles, and cluster of historic structures including the O' Club community center and the Admiral's House within the neighborhood park. Figure 20 provides a detail of the northeast neighborhood, illustrating the pattern and "grain" of proposed development and open space, and showing the neighborhood center anchored by the O' Club, the network of parks and pedestrian walkways and a variety of housing types.

Southwest Neighborhood. The second phase includes a 240-home neighborhood on the western edge of the Seaplane Lagoon. In close proximity to the proposed Marina, the Seaplane Lagoon, and the future Wildlife Refuge, the small southwest neighborhood will be Alameda's westernmost neighborhood and the neighborhood with the best views of San Francisco and the Bay.

Southeast Neighborhood. In the third phase, a new neighborhood will be created to the South of Pacific Street. The Southeast Neighborhood benefits from close proximity to San Francisco Bay and major community open space. More intimate in scale than the Northeast Neighborhood with approximately 350 homes, the Southeast Neighborhood will develop its own unique character and identity with its proximity to the three major piers and boathouse, major maritime uses, and Encinal High School to the east.

FIGURE 22
SHOP HOUSES

Residential Development Principles

The PDC recommends a range of housing types to serve a diversity of household sizes, incomes and ages, including:

- *Single Family Dwellings.* Single-family detached units that either face streets or walkways and garden courts.

- *Secondary Units.* On larger lots of over 4,000 square feet, the PDC recommends that provisions be made to allow an "in-law" or "secondary unit" for small or single person households. The secondary unit may be provided within the main house, to the rear of the property, or over the garage at the rear of the property. (Figure 21 illustrates one possible configuration).

FIGURE 21: HOUSE WITH SECONDARY UNIT

- *Duplex or Attached Duet Units.* Duplex units on small lots provide an affordable and higher density type of housing. Duplexes are two-unit buildings, either stacked or side-by-side.

- *Shop House.* The shop house is a variant of a duplex, typically with three stories, commercial-type space fronting the sidewalk and two-stories of residential space above (Figure 22). Shop houses may take the form of two stacked flats over the ground floor, but more commonly will be side-by-side units over one or two commercial-type spaces. The ground-floor space may be used for a variety of purposes including shops, offices, home occupations and additional living space, but it should be configured with ceiling heights, floor levels and transparency that would permit retail-type uses. These units are ideally located within neighborhood centers.

- *Multi-family Rental Units.* The PDC includes 157 units of affordable multi-family rental housing. The Measure A exempt housing is provided as a result of the Clayton Guyton settlement. These units may be developed as attached townhouses or two to four story multi-unit buildings. Conceptual building footprints and locations in the vicinity of the town center and transit center for the multi-family rental housing are shown on the Illustrative Plan.

- *Existing Affordable Housing.* The PDC retains the existing 200 housing units managed by the Alameda Point Collaborative under several 59-year Legally Binding Agreements.

Due to the constraints imposed by Measure A, the residential program at Alameda Point is limited to the housing types described above. If the Alameda electorate chooses to place a measure on the ballot and a majority of the voters choose to amend Measure A or exempt development at Alameda Point from Measure A, then a variety of additional housing types could be added to the residential housing program, including:

- Multifamily condominiums or townhomes that could provide entry level homeownership opportunities.

As in this West End neighborhood, Alameda Point's houses will face streets or walkways.

The Stonehenge on Santa Clara Avenue is an example of "mews housing".

- Multifamily apartments that would provide market rate and affordable rental housing opportunities.

- Multifamily units above ground floor retail in the proposed town center and neighborhood centers to increase transit use and support for retail businesses, particularly in the neighborhood centers.

- Adaptive reuse of existing historic structures with market rate and affordable multi-family residential units, lofts, or live-work units (where the residential use is the primary function of the unit and the work is accessory), similar to what has been done at other former Navy bases with historic structures, such as the Presidio in San Francisco.

Facilitate Cohesive, Alameda-Style Neighborhoods. The PDC recommends that all residential development front onto the street or a public pedestrian pathway. All residential development should be outward looking and street-oriented in accordance with Alameda's traditional community patterns. Neighborhoods and districts should not turn their backs on the street or public spaces, and they should not be walled or gated. Buildings, particularly at the street level, should interact with the sidewalk and pedestrian paths, and should be as transparent and interactive as security and privacy allow. The principal entries and rooms face the sidewalk or pedestrian way, and alleys provide garage access to eliminate the disruption of frequent driveways and to insure that the full building façade faces the sidewalk.

Residential units that face walkways or paths are sometimes referred to as "mews housing". Alameda has several fine examples of homes that face on pathways, such as the Stonehenge and Stoneleigh complex on Santa Clara Avenue at Cottage Street. In cases where the dwelling faces onto a pathway, the rear of the property should abut the rear of a second property. In no case should the rear of the property front on to the street. The most public portions of the house – entry, porch and living spaces – should face the public way, putting "eyes on the street", providing for an interesting pedestrian experience, and fostering interaction between neighbors.

The PDC does not include gates or sound walls at Alameda Point. By facing homes on the street, as was done historically throughout Alameda, passive recreational areas, such as back yards are not adjacent to traffic generated noise and the need for exterior noise mitigation and sound walls is eliminated.

The former Bachelors Enlisted Men's Quarters could be adapted for work/live uses.

As on Sterling Avenue, Alameda houses traditionally are raised above sidewalk level and have porches.

Support Transit and Neighborhood Commercial Uses. To maximize efficient use of land and maximize the number of people in close proximity to transit, the PDC recommends relatively small lot sizes. Lots will generally range from 2,800 to 5,000 square feet in size. Blocks with the highest densities are located in proximity to the Town Center/Transit Center and near the neighborhood centers, to support transit and neighborhood serving commercial uses.

To further maximize density in appropriate locations and improve the pedestrian and bicycling environment, the PDC recommends:

1. That a portion of private property may be restricted through public-access easements for public walkways and alleys.

2. That alley-loaded residential blocks be used to provide access to off-street parking garages and minimize curb cuts, garage doors, and other pedestrian conflicts on residential block frontages.

3. That shop house or duets with parking on the ground floor be utilized in areas where environmental conditions limit the development of single family homes. In these cases, only non-residential uses are permitted on the ground floor and all outdoor space will be paved or have elevated planters.

Facilitate Home Occupations. To further facilitate a mixed use environment at Alameda Point, the PDC recommends that the zoning for Alameda Point allow home occupations for residents to establish small businesses in their homes.

Historic Resources. New residential development within the boundaries of the NAS Historic District should comply with the Secretary of the Interior's Standards for the Treatment of Historic Properties (1995), with emphasis on Standard 9: New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

Relationship of Houses to Sidewalks. In addition to front-yard setbacks, the ground floor of houses and duplexes (but not residential mixed-use buildings with ground-floor commercial space) should be raised above the abutting sidewalk to support the transition from the public realm and to enhance privacy and a sense of security. All houses and duplexes (but not shophouses) should have porches that are big enough to accommodate seating in order to create a semi-private zone that buffers the interior from the street and provides a setting for social interaction and "eyes on the street."

Relationship of Shop Houses to Sidewalks. To insure that the ground-floor space in shop houses can function for retail or commercial-type uses, the interior ground floor should be flush with the adjacent sidewalk. The ceiling height of the ground-floor space should be generous as is appropriate to these uses. The front elevation should be structured so that a glazed storefront could be inserted that provides substantial transparency between the sidewalk and interior.

Diversity of Building Designs. To promote diversity and interest within neighborhoods, each block front should mix floor plan models and building elevations. A variety of building heights should also be incorporated to enhance diversity.

Interface with the Alameda Point Collaborative. The PDC's residential neighborhoods are designed to integrate the Alameda Point Collaborative (APC) housing and services seamlessly into the new development. Where possible, the use of community parks and gardens serve as "common areas" between the existing uses and new development. The Framework Plan utilizes street and infrastructure design to further integrate the existing development with the new development. In addition to the APC housing, the PDC establishes a civic/institutional classification on the site that is currently leased to APC for its offices and a future community meeting and classroom facility. The site is also immediately adjacent to a designated neighborhood center. Future development should consider opportunities to partner with APC to develop a coordinated, multi-use neighborhood center that might include a joint community center and office space for APC over ground floor shop space. By locating the neighborhood center adjacent to the APC facilities, the existing and new residents will benefit from frequent transit service and nearby commercial facilities.

The circles represent one-quarter mile or five-minute walking distances.

FIGURE 23: CITY OF ALAMEDA NEIGHBORHOOD CENTERS

To create a cohesive residential district adjacent to the neighborhood center, the PDC indicates the removal of two existing non-residential buildings contractually obligated to APC: 451 Stardust (Building 613) – currently used for office and program space and the location of a Red Cross service center - and 650 West Ranger (Building 92) –a warehouse facility that houses several uses including the Alameda Food Bank. Therefore, implementation of the PDC, will require an agreement with APC to remove or relocate the following non-residential uses.

- Building 613 at 451 Stardust Place is a 4,624 square foot building on a 0.8- acre site. APC currently leases the property for administrative offices and program space to serve the homeless and formerly homeless. The American Red Cross currently uses the building for a service center. The long- term use for the building is to house children services. This building is adjacent to APC apartments and to residents who currently and in the future will use the services.

- Building 92 at 650 West Ranger is an 88,860 square foot warehouse building on a 3.4- acres site. APC leases the property for storing and distributing emergency disaster relief supplies, household goods and furniture, office supplies and equipment, food supplies, other supplies and equipment to serve homeless and formerly homeless people, and for providing employment training opportunities. Current users include the Alameda Food Bank, the American Red Cross, Operation Dignity (a veterans serving group), DaVinci Fusion (a production company that provides employment training opportunities) and the APC. At this location these services are close to APC apartments and residents who use the services.

Neighborhood Center Mixed Use

The PDC recommends a series of neighborhood centers to serve each neighborhood. As stated in the General Plan:

Each neighborhood in Alameda Point should have a neighborhood center as a focal point that allows for commercial, civic, community support services, cultural and recreational uses. Centers should allow for human interaction and public events. Centers should be distributed so all residents can walk to accomplish multiple purposes and have an access point to local transit. Integration of multiple forms of transportation is essential to a successful neighborhood center design. Similar to existing neighborhood business districts, these centers should provide critical local services, such as grocery stores, launderettes/cleaners and small restaurants that can rely mainly on customers who walk from their homes.

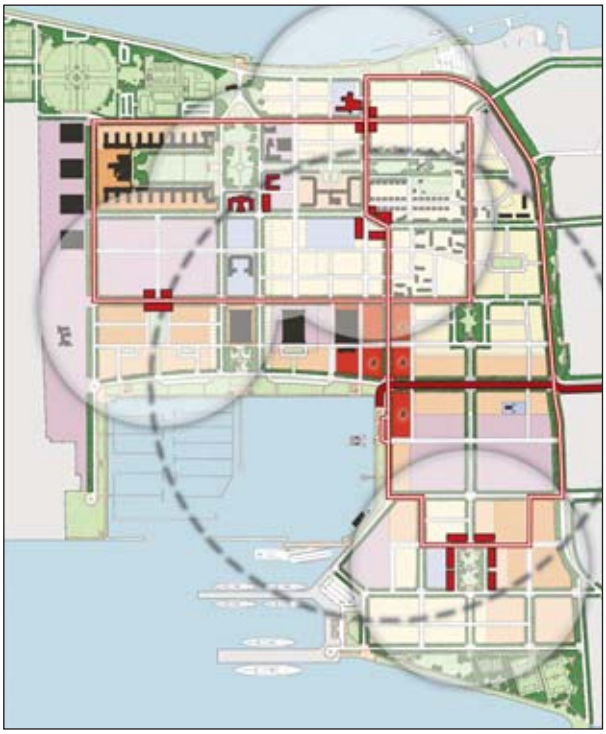


FIGURE 24: ALAMEDA POINT NEIGHBORHOOD CENTERS

The circles represent five-minute walking distances from neighborhood centers and ten minutes from the Town Center.

Neighborhood Center Development Principles

Model Neighborhood Center Design on Alameda's Historic Stations. Neighborhood center buildings and storefronts should be built close to the sidewalk or grouped to form small plazas (Figures 23 and 24). New buildings in the centers should be single-story commercial buildings or shop houses. Ground-floor space should be designed with high ceilings, floors flush to the sidewalk and transparent storefronts so that commercial-type uses, such as shops, cafés and offices, can be adequately accommodated.

Provide Space for Neighborhood Services. Neighborhood centers should not be large commercial centers that will compete with the Town Center. Instead, neighborhood centers should provide spaces for smaller neighborhood services, such as childcare facilities, small retail spaces, and small-scale personal and financial services.

Link Neighborhood Centers to Transportation. The PDC transportation strategy links each neighborhood center to the Town Center and Transit Center by public transportation and includes opportunities for car share and bicycle facilities at the Neighborhood Centers.

Anchor Districts with Community Facilities. Within the PDC, neighborhood centers are anchored by and grow around community facilities. The Albert "Al" H. DeWitt Club (O' Club), City Hall West, and the Alameda Point Collaborative's proposed community center are identified as recommended anchors for future neighborhood centers.

Parking. The PDC recommends that minimal off-street parking be required for neighborhood commercial and service uses in Neighborhood Center Mixed Use districts. Parking may be provided if desired, but should not be required. If provided, off-street parking should be located behind the buildings to the maximum extent possible.

Town Center Retail/Transit Center

The Town Center is the "heart" of the Alameda Point community, providing commercial and retail facilities to serve and support the adjacent residential and employment areas. It is envisioned as a place where Alameda Point residents and employees will naturally gather to shop, to socialize, and to participate in community events and celebrations. It is also envisioned as the principal transit hub of the new community. The Transit Center, located along the Seaplane Lagoon, links the Alameda Point neighborhoods to the rest of Alameda and the Bay Area, providing bus, shuttle, ferry, and the potential for future rail and bus rapid transit service. The Town Center is programmed with up to 336,000 square feet of retail space, including an anchor grocery store, drug store, restaurants and a variety of other community serving shops.

Town Center Development Principles

Town Center Organization. The principal commercial street of the Town Center is Ferry Point Street between Midway and Pacific Avenues. This north-south street should be designed as a traditional "main street" lined with shops and restaurants to provide a vibrant core and a strong pedestrian and activity linkage between the northeast neighborhood, the Seaplane Lagoon and the Transit Center. The intersection of Ferry Point Street and Atlantic Avenue should be designed as the principal gathering place and "arrival point" in the Town Center, with a strong orientation to the Seaplane Lagoon and to the planned Transit Center. Buildings should front onto Ferry Point Avenue, Atlantic Avenue, and the Seaplane Lagoon. Parking should be located behind buildings. The predominant use of the ground floor of buildings fronting Ferry Point Street and the Seaplane Lagoon should be retail or similar commercial uses that generate significant pedestrian traffic.

The Town Center anchors the northeast side of the Seaplane Lagoon and links to the ferry landing and transit center.

Transit Center and Transportation Services. Frequent and regular ferry and bus service should be provided to the Town Center, and car share and bicycle facilities, including a bicycle shop if possible, should be located at the Town Center. To this end, an intermodal transit center is planned along the north-south Ferry Point Street spine, as an integral part of the Town Center. The Transit Center includes provision for a ferry terminal, relocated from its existing site at Main Street, a bus and shuttle transfer station, and a terminus station for a potential east-west streetcar line along Atlantic Avenue. Bicycle parking facilities are also envisioned within the center. Rather than a stand-alone facility, the Transit Center should be designed as an integral part of the Town Center's pedestrian, open space, waterfront and activity program. Parking for the Transit Center should be located within convenient walking distance, but away from the waterfront and behind the active street frontage of Ferry Point Street and Atlantic Avenues.

Retail to Serve Residential Development. To promote a mixed use district, support transit use, and minimize off-site traffic from the residential development, community serving retail , should be provided as part of the overall development. The retail development program must be flexible to respond to changing market conditions and buyer preferences, but the PDC recommends that

the final Master Plan include a two tier retail program: the first tier and highest priority retail development should be neighborhood-serving retail that provides for the daily needs of the Alameda Point residents and businesses. By providing for the daily shopping and service needs of the local residents and businesses, the first tier retail development will reduce the traffic impacts of Alameda Point on the rest of Alameda and the congestion at the tubes. The second tier and second priority retail services should be development that provides goods and services that are not available elsewhere in western Alameda, will facilitate adaptive reuse of historic structures, or provide visitor serving retail opportunities that support the recreational, open space and cultural uses at Alameda Point.

Adaptive Reuse. Hanger 41 and the former Air Terminal (Building 77) should be adaptively reused for retail, service and cultural uses, and designed as an important and integral part of the Town Center, linked to Ferry Point Street and to the waterfront with plazas, promenades and paseos.

Pedestrian and Transit Supportive Design. All public and private improvements should be designed to be pedestrian friendly and transit supportive.

Parking. Existing commercial parking requirements should be reduced to reflect shared parking, the mix of land uses within walking distance, and transit and pedestrian access. Parking for the ferry and transit center should be shared with uses that have peak parking demands at night and on weekends, such as "lifestyle" retail, entertainment and restaurants. Where feasible, multi-story parking structures should be used to reduce the land devoted to parking lots and to permit a more concentrated and lively pedestrian environment.

Commercial/Mixed Use

The Commercial/Mixed Use program includes land that may be developed with a mix of uses, including office, research and development (R&D), warehousing, light industrial, maritime industrial, manufacturing, service-commercial, retail, and where appropriate residential uses. Since most of this land is located in Phases II and III, a mixed-use classification is suggested in the PDC to allow for flexibility in use. This will allow the ultimate land uses to respond to prevailing environmental, market and regulatory conditions at the time of development.

Commercial Mixed Use Development Principles

Atlantic Avenue Entrance. Along Atlantic Avenue, the PDC recommends one- to three-story commercial office and R&D space. Buildings should be built within five feet of the property line on the Atlantic Avenue frontage, and the ground floor will be treated to enhance the pedestrian experience with lobbies, shops and transparent street frontages; driveways, loading docks and blank walls are

The former Air Terminal (Building 77).

As illustrated in La Jolla, mixed-use buildings should line Atlantic Avenue.

discouraged along this frontage. Parking will be provided to the rear in lots or small parking structures. Upper-level residential uses in this area may be appropriate if environmental and governmental conditions provide for this use.

Main Street (South of Pacific). In the southeast neighborhood, the PDC recommends that office and research and development space be developed given current environmental constraints in the area. However, if environmental conditions and development costs allow, upper-level residential uses could be an appropriate land use in the area given its proximity to the existing homes on the east side of Main Street.

Southwest Neighborhood. On the blocks south of Tower Avenue between Monarch and Lexington Streets, the PDC recommends residential development. However, adaptive reuse of the existing hangers for non-residential use is also appropriate.

The Bachelor Enlisted Men's Quarters (BEQ). To maximize adaptive reuse opportunities for this important complex of buildings (Buildings 2, 3 and 4), a broad range of uses should be permitted. Adaptive reuse and rehabilitation should be consistent with the Secretary of Interior Standards and may include: commercial, institutional, or work/live uses. Rehabilitation for work/live use would required an amendment to the Alameda zoning ordinance. A similar amendment was adopted for the Northern Waterfront area of Alameda in 1999.

Work Live. To further facilitate a mixed use environment at Alameda Point and adaptive reuse of historic structures, the PDC recommends that the zoning for Alameda Point include Work/Live zoning provisions that allow adaptive reuse of commercial buildings and construction of new commercial buildings that may be rented or sold as multi-unit commercial facilities that include space for the business proprietor to reside in the facility as a secondary land use activity. These provisions would apply to all of the commercial and employment areas at Alameda Point.

Relationship of Ground Floor to Street. To activate the sidewalks of surrounding streets, buildings should be sited on the perimeter of the site with principal entries facing the street. Ground-floor space that may be used by lobbies, reception areas, retail, cafeterias and similar uses should face the street, have finished floors flush with the adjacent sidewalk and provide generous ceiling heights. The storefront should be predominantly transparent to the sidewalk. Provisions should be made for the service needs of a variety of uses, such as mechanical and electrical space, loading, trash, hood vents, grease traps, floor drains, etc.

Historic Resources. New construction in the Historic District should comply with the Secretary of the Interior's Standards for the Treatment of Historic Properties (1995).

Parking. Commercial zoning requirements should reflect shared parking, the mix of land uses within walking distance, and transit and pedestrian access. Where feasible, multi-story parking structures should be used to reduce the land devoted to parking lots and to permit a more concentrated and lively pedestrian environment.

Employment Centers

Employment Centers encompass a variety of commercial, service-commercial, industrial, warehousing and maritime uses including office parks, research and development facilities, biotechnology industries, maritime related industries, food and beverage industries, outdoor staging and storage areas, corporation yards, and retail commercial businesses. They include several existing buildings that will be retained and adaptively reused and sites for new construction. As described in the Next Steps Chapter, the final Master Plan and Alameda Point zoning will provide additional guidance as to the types of business that should be attracted to Alameda Point and those that should be discouraged or prohibited, due to transportation, environmental contamination, or other considerations.

Employment Center Development Principles

Relationship of Ground Floor to Street.
To activate the sidewalks of surrounding streets, new buildings should be sited on the perimeter of the site with principal entries facing the street. Ground-floor space that may be used by lobbies, reception areas, retail, cafeterias and similar uses should face the street, have finished floors flush with the adjacent sidewalk and provide generous ceiling heights. The storefront should be transparent to the sidewalk. Provisions should be made for the service needs of a variety of uses, including restaurants, such as mechanical and electrical space, loading, trash, hood vents, grease traps, floor mat cleaning, etc.

Historic Resources. New construction in the Historic District should comply with the Secretary of the Interior's Standards for the Treatment of Historic Properties (1995).

Parking. Commercial zoning requirements should reflect shared parking, the mix of land uses within walking distance, and transit and pedestrian access. Where feasible, multi-story parking structures should be used to reduce the land devoted to parking lots and to permit a more concentrated and lively pedestrian environment.

Employment centers may include new office buildings and space for research and development, similar to Marina Village in Alameda.

Community, Institutional and Civic

The community, institutional and civic category identifies areas within the PDC that are appropriate for these important facilities and uses. Facilities such as day care centers, senior centers, places of worship, and other community facilities will also be allowed within the Residential, Commercial Mixed Use, Town Center Retail, and Neighborhood Center Mixed Use areas.

Consistent with the General Plan the PDC envisions that community facilities will be distributed throughout the community. General Plan Policy 9.2.1 reads: Encourage and support the development of community-based cultural and other facilities such as places of worship, childcare, youth activity centers, and senior activities In Alameda Point. General Plan policy 9.3.d states: Provide for cultural and civic places, through the development or reuse of key civic structures, libraries, churches, plazas, public art, or other major landmarks to provide a sense of center and unique character.

Within the historic administrative core sub-area, the PDC preserves the Bachelors Enlisted Men's Mess Hall (Building 3), the Chapel and the Bowling Alley. Each of these buildings may be used in the future for a community or civic use.

The former main Administration Building is now City Hall West.

5 AFFORDABLE HOUSING PROGRAM

Affordable housing is an important component of the PDC for Alameda Point. The affordable housing program is designed to facilitate development of a diverse community similar to Alameda's existing neighborhoods, with a range of housing types available to residents in various income groups.

5.1 Development Principles

Development of affordable housing should be consistent with following principles:

- *Distribution.* New affordable housing units should be reasonably dispersed throughout the residential development unless a concentration of units furthers a desirable affordable housing objective.
- *Phasing.* At least 25% of the new units in each phase of the development should be developed as affordable units.
- *Design.* New affordable housing should be comparable in design, quality of exterior appearance and overall quality of construction to market rate units in each phase of development.
- *Site Design.* New affordable unit site design should be comparable and blend with the design of the market rate units.
- *Interior Features.* Interior features and finishes shall be durable, of good quality and consistent with contemporary standards for new housing.

5.2 Implementation Strategy

The Affordable Housing Program will be consistent with the Settlement Agreement with Renewed Hope and Arc Ecology (the "Settlement Agreement") including timing, disbursement, population to be served and income requirements. Per the Settlement Agreement, 25% of the new units built at Alameda Point will be available to, and occupied by, very low, low, and moderate-income families. Based on the residential development program set forth in the PDC, approximately 434 affordable units will be developed pursuant to the Settlement Agreement.

The affordable units will include multi-family rental housing and for sale duets. Per the Settlement Agreement, 6%, or approximately 104, of the affordable units will be available to very low-income families, 10%, or approximately 173, of the units will be available to low-income families and 9%, or 157, of the units will be affordable to moderate income people.

In addition to the affordable units constructed pursuant to the Settlement Agreement, the PDC anticipates that an additional 178 moderate-income units will be needed to meet the City's Housing Element goal of 612 affordable units at Alameda Point. The Housing Element establishes a citywide goal and allows for site-specific targets to be adjusted provided that the citywide target is achieved. Therefore, at the time of project entitlements the number of units needed to meet the Housing Element may differ from the 178 noted in the PDC.

TABLE 2: DEFINITION OF INCOME CATEGORIES

% of Median Income	≤ 50% Very Low Income	≤80% Low Income/Lower Income	≤120% Moderate Income
State Community Redevelopment Law (CRL) Citation required per Settlement Agreement	California Health & Safety Code section 33413(b)(2)Section 50105(a)	California Health & Safety Code section 33413(b)(2)Section 50079.5(a)	California Health & Safety Code section 33413(b)(2)Section 50093(b)
CRL Definition	Very low income households means persons and families whose incomes do not exceed the qualifying limits for very low income families as established and amended from time to time pursuant to Section 8 of the United States Housing Act of 1937.	Lower income households means persons and families whose incomes do not exceed the qualifying limits for low(er) income families as established and amended from time to time pursuant to Section 8 of the United States Housing Act of 1937.	Persons and families of moderate income or middle income families means persons and families of low or moderate income `.

TABLE 3: CURRENT INCOME CATEGORIES BY HOUSEHOLD SIZE

Persons in Household	≤ 50% Very Low Income	≤80% Low Income/Lower Income	≤120% Moderate Income
1	$29,000	$46,350	$69,050
2	$33,100	$53,000	$78,900
3	$37,250	$59,600	$88,800
4	$41,400	$66,250	$98,650
5	$44,700	$71,550	$106,550
6	$48,000	$76,850	$114,440
7	$51,350	$82,150	$122,350
8	$54,650	$87,450	$130,200

Provided by the US Department of Housing and Urban Development (HUD) Income Limits for Section 8 Programs and Median Family Income Effective January 28, 2004 Poverty levels from the Federal Register, Vol. 68, No. 26, 2/14/04, pp. 6456-6458 Very low and low levels provided by the US Department of Housing and Urban Development (HUD), 1/28/04 60% of median level is defined as 120% of very low income level and calculated based on HUD's formula for household sizes Median and moderate levels from the California Department of Housing and Community Development, 2/05

The PDC anticipates that the affordable duets will be built as part of the market rate housing development. The very low- and low-income multi-family units will be built using a variety of funding sources typically associated with affordable housing and the obligation to build these units will be a condition of any Development and Disposition Agreement negotiated for redevelopment of Alameda Point. Examples of possible funding include tax-exempt financing, State Multi-family Housing Program (MHP) funds, Federal Home Loan Bank Board Affordable Housing Program (AHP) funds, City and County HOME funds and other State and Federal funds.

In addition to the funding source noted above, a portion of the Alameda Point Improvement Project (APIP) 20% housing set-aside funds will be allocated to provide gap financing for the multi-family units. Additionally $3.6 million in APIP 20% funds will be allocated to the project to satisfy Alameda Point Collaborative's contribution to infrastructure for its existing 200 units. The use of any remaining APIP 20% funds will be made available to the project consistent with State Redevelopment Law.

The federal and state assistance programs that will likely be used to fund the affordable housing development require that both income and affordability restrictions be placed on units that receive assistance. Since federal and state assistance is often layered together to finance affordable housing, the developer will comply with the strictest of the income and affordability criteria applicable to each of the assisted units.

The affordable housing units will be made available at housing costs affordable to persons and households whose incomes do not exceed the levels shown on Table 3. Other criteria and preferences may be applicable to the qualification process.

Table 2 provides the definition of very low income, low-income and moderate-income persons for purposes of the PDC. Affordable rental rates and for-sale home prices will be calculated for each unit based on the income category to be served (with adjustments for the appropriate household size, standard utility expenses, etc.)

Table 3 shows the current maximum income-by-income category and household size for the current year. Please note that the actual maximum incomes are calculated annually, and therefore, maximum qualifying incomes will be updated accordingly.

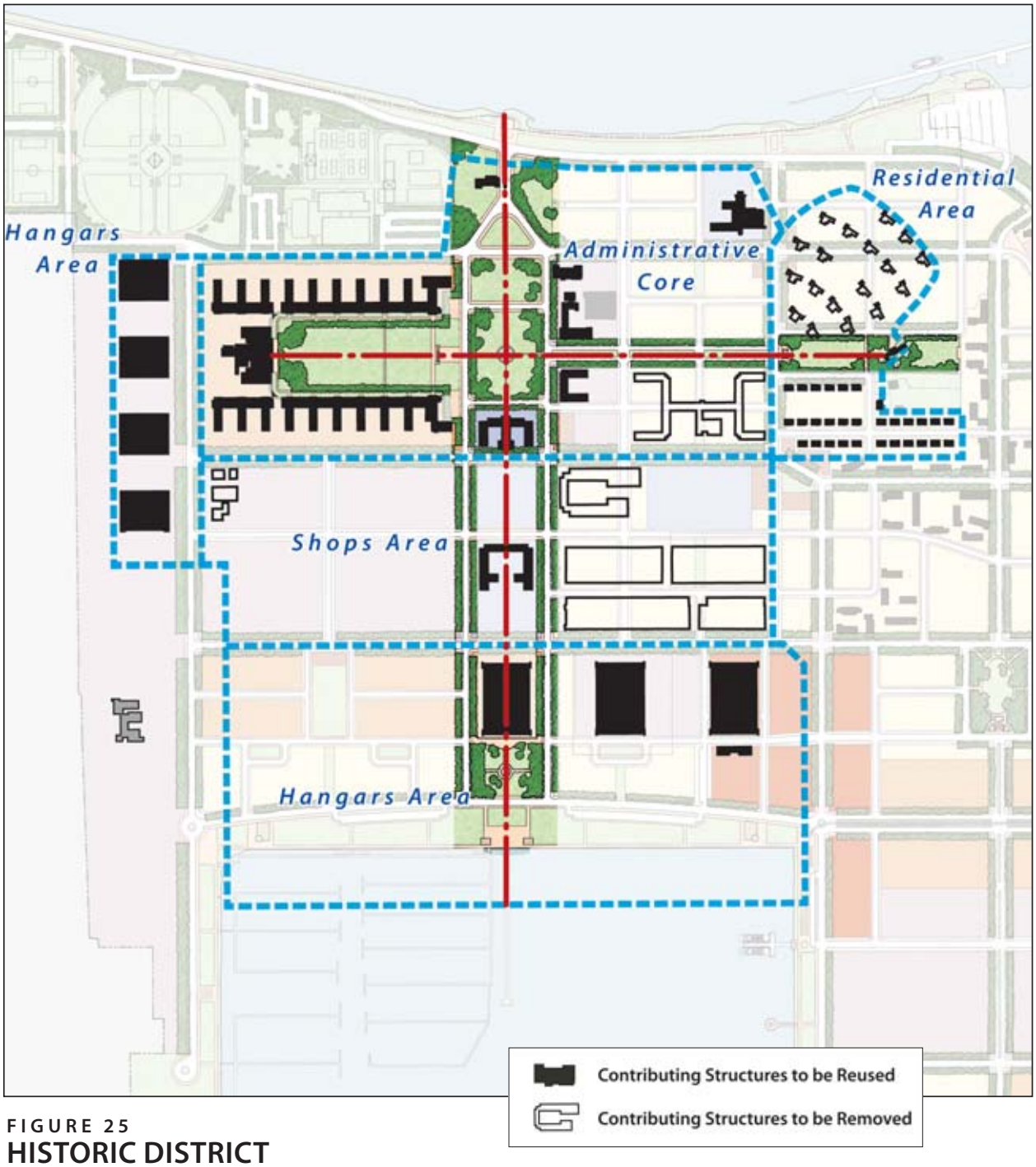


FIGURE 25
HISTORIC DISTRICT

6 HISTORIC PRESERVATION STRATEGY

The NAS Alameda Historic District, a City of Alameda monument and a National Register-eligible Historic District, is a property of historic significance as a World War II military installation designed in the Streamline Moderne style. It is an example of a facility that follows Total Base Design, defined as the careful integration of site planning, architectural program and landscape architecture. The Total Base Design precept embodies City Beautiful planning and design principles, particularly cross-axial patterns of circulation, large landscaped malls terminating at important visual monuments or vistas, and symmetrical disposition of buildings. There are 86 existing contributing structures (including 6 temporary buildings approved for demolition in a 1996 memorandum of agreement), open spaces, and a circulation framework that comprise the Historic District. Character defining features include: the site plan, visual corridors and axes, sub-areas, Streamline Moderne architecture, landscape, and contributing buildings.

Appendix B: Alameda Point NAS Historic District Assessment and Historic Preservation Strategy, prepared by Page & Turnbull, Inc. provides a detailed description of the NAS Historic District, its character defining elements, and the recommended next steps for preservation at Alameda Point.

6.1 Guiding Historic Preservation Principles

The goal for historic preservation planning is to ensure the protection and future preservation of historic and cultural resources. NAS Alameda Historic District, as a City of Alameda monument and a National Register-eligible Historic District, is a property of historic significance with ties to important local and national historic trends.

All projects within the eligible Historic District boundary should comply with The Secretary of Interior's *Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* (The Standards). The Standards outline the Department of the Interior's advice on responsible preservation practice and are to be used when property owners seek certification for Federal tax benefits. They provide a consistent philosophical basis for the treatment of historic properties, be they buildings, structures, sites, objects, districts, or landscapes – all components found within the NAS Alameda Historic District. The Standards describe the following approach to rehabilitation:

1. Identify, retain and preserve character-defining features

2. Protect and maintain important materials and features

3. Repair materials and features

4. Replace deteriorated materials and features and design for replacement of missing features

5. Design alterations and additions in such a way so as not to change, obscure, damage or destroy character-defining features

6. Provide for life-safety and accessibility code requirements in a manner that does not radically change, obscure, damage or destroy character-defining elements

The Alameda Point Element, Chapter 9 of the General Plan, outlines the following policies with respect to preservation of the historic resources within the NAS Alameda Historic District:

Guiding Policy: Historic Resources

9.5.g Preserve Alameda Point's Historic District, buildings, development patterns, and open spaces.

Implementing Policies: Historic Resources

9.5.h Preserve to the greatest extent possible buildings within the Alameda Point Historic District to maintain the neighborhood and historic character.

9.5.i Provide a mechanism for timely and expedient reviews to ensure that contributing buildings in the Historic District are not left vacant and are managed in compliance with all applicable regulations.

9.5.j Preserve the historic sense of place of the Historic District by preserving the historic pattern of streets and open spaces in the area.

9.5.k Minimize impacts on the architectural integrity of individual contributing buildings and structures.

9.5.l Make every reasonable effort to incorporate compatible adaptive uses or uses for which the buildings were originally designed.

9.5.m Prepare design guidelines and specifications for new construction within and adjacent to the Historic District that ensures compatibility of new construction with the character of the Historic District.[1]

6.2 Development Principles

Reinforce Site Plan Features

The PDC is a financially feasible, mixed use development program designed to preserve to the extent feasible, the character-defining elements of the original plan of NAS Alameda. The PDC site plan:

- Maintains the historic Main Gate as an entrance to the district and the core of the Base as a civic center.
- Preserves the North-South axis and reinforces the East-West axis with rehabilitation of the landscape.
- Maintains original view corridors.
- Preserves the Hangar edges along Monarch Street and West Tower Avenue.
- Preserves the relationship between the two major open spaces and the surrounding Administrative Core buildings.
- Continues the residential use in the Northeast Portion of District.

Preserve Contributing Buildings

The PDC planning process recognized that although none of the buildings at NAS Alameda are individually eligible for the National Register, it is important to preserve as many of the existing contributing buildings as feasible. Figure 25 shows the location of 80 contributing buildings; the 52 buildings to be retained, adaptively reused, and rehabilitated consistent with the Standards (shown in black); the 28 contributing buildings to be removed (shown in outline); and the Historic District sub-area boundaries (shown in blue). In all, 65% of the 80 contributing buildings will be preserved.

Recognize Each Sub-Area's Defining Features

The following section provides a more detailed description of how the PDC treats each sub-area's defining features.

The Administrative Core Sub-Area. The Administrative Core sub-area, shown in the diagram below, is considered one of the most important sub-areas in the Historic District. For that reason, it was decided that as many as possible of the contributing buildings, landscaped areas, streetscapes axes, and views should be preserved in this sub-area.

The PDC preserves 12 of the 13 contributing buildings in this sub-area. The 12 buildings will be adaptively reused pursuant to the *Secretary of Interior Standards for the Rehabilitation of Historic Buildings.* The PDC also preserves the major East-West and North-South axes, and the two major landscaped parade grounds. The PDC also includes a landscaped boulevard along Essex Drive on the north side of the BOQ to strengthen this axis and improve views in this area.

Building 17, the 144,133 square foot former Bachelor Officers Quarters (BOQ), is proposed to be removed in the PDC. The building has been vacant for over 10 years and has suffered significant damage as a result. Given existing commercial market conditions in Alameda and the building's unusual design, with small rooms located off long narrow corridors, the building is not suitable for adaptive reuse for traditional commercial uses, such as office or R&D. The rehabilitation expenses for such a use would far exceed the ability to recover those costs via current market rents. In addition, the constraints of Measure A limit the ability to reuse the building for residential use. Thus, given the building's limited reuse potential and its location on the outskirts of the Administrative Core sub-area, the PDC proposes to replace the BOQ with approximately 70 new residential units.

The Residential Sub-Area. In the Residential sub-area, the plan designates the area for residential use consistent with the Historic District's original use. Of the 49 contributing residential structures in the area, the PDC preserves 30 one-story non-commissioned officer (NCO) quarters and the Admiral's Quarters and removes 18 two-story officer's quarters (the "Big Whites"). Over 60% of the contributing structures in this sub- area are preserved. In addition, the PDC includes landscaping and open spaces around the Admiral's House to reinforce and improve the East/West axis through the Historic District.

In the PDC, the Big Whites are replaced with approximately 120 new two-story residential buildings. In addition to the financial benefit from the net increase in housing units achieved by removing the Big Whites, the Big Whites are proposed for removal because they are located within the 100-year flood plain and in an area that contains very deep Young Bay Mud. (Most of the Big Whites show visible signs of the effects of settlement from the Bay Mud: floors are badly sloped and severe cracking is evident in many of the buildings). As discussed earlier, redevelopment of this area will require the site to be surcharged to compress the underlying Bay Mud.

The Hangar Sub-Areas. The Plan preserves all of the contributing buildings in the two hangar areas. This will preserve the dramatic streetscapes created by the rows of massive hangars.

The Shops Sub-Area. The Shops Area is identified in the Guide to Preserving the District as the area with the least attention to architectural detail. The architectural character of the buildings is quite diverse and much of the architecture is not consistent with the moderne style that prevails throughout the other sub-areas. In addition, since this area was designed to serve as functional support to the other areas with flexibility in mind, it has undergone the most change from the original master plan of 1940.

TABLE 4: PLAN FOR BUILDINGS WITHIN THE HISTORIC DISTRICT

Building Number	Construction Date	Historic Use	Reuse	Remove
ADMINISTRATIVE CORE				
1	1940	Main Administration	X	
2	1940	Bachelor Enlisted Quarters (BEQ)	X	
3	1940	General Service for BEQ	X	
4	1940	BEQ	X	
16	1942	Medical Clinic	X	
17	1941	Bachelor Officers Quarters		X
18	1941/45	Post Office and Rec.	X	
30	1941	Main Gatehouse	X	
31	1941	Sentry House	X	
60	1941	Officers Rec.	X	
63	1942	General Services for BEQ	X	
94	1943	Chapel	X	
193	1944	Commissary Office	X	
		Subtotal: 13	*12*	*1*
SHOPS AREA				
6	1940	Fire Station	X	
8	1940	Multi Purpose Admin.		X
9	1940	Storage Building		X
42	1941	Fuel Chemical Lab and Office		X
43	1941	Weapons Bldg.		X
44	1941	Unknown		X
91	1942	Shipping Storehouse		X
92	1942	Packing/Shipping		X
102	1943	Ordnance Bldg.		X
114	1944	Pub. Works/Maint.		X
		Subtotal: 10	*1*	*9*
HANGARS AREA				
20	1941	Hangar	X	
21	1941	Hangar	X	
22	1941	Hangar	X	
23	1941	Hangar	X	
39	1944	Hangar	X	
40	1941	Hangar	X	
41	1945	Hangar	X	
77	1942	Air Terminal	X	
		Subtotal: 8	8	0
RESIDENTIAL AREA				
18 units of Officers Housing 1940				X
Admiral's House 1940			X	
30 units of Officer Housing 1941			X	
		Subtotal: 49	*31*	*18*
		*Total Buildings: 80**	*52*	*28*

** Six buildings are approved for demolition pursuant to the 1996 MOA and Building 101 was destroyed by fire in 2003.*

Within the Shops sub-area, the plan proposes to demolish nine contributing buildings. Buildings 8, 9, 91, 92 and 114, located east of Saratoga, would be replaced with new residential development. By removing the five Buildings to the east of Saratoga Street (Buildings 8, 9, 91, 92 and 114), the residential program increases by 225 units. Building 6 located between Saratoga and Lexington Street will be preserved and adaptively reused as a fire station, consistent with its original use and the Secretary of Interior's Standards.

West of the large Building 5, Buildings 42, 43, 44, and 102 will likely be demolished when environmental remediation is completed at the site and the block is redeveloped. It is important to note that the site will not be redeveloped as housing, due to lingering environmental conditions and any future non-residential development on that block could preserve the buildings if it were determined to be compatible with the development program for the site. As noted earlier, Building 101 was destroyed by fire in 2003.

6.3 Historic Preservation Strategies

The PDC recommends the following historic preservation strategies be used to guide future City actions and proposed development projects in the NAS Alameda Historic District. These strategies aim to protect and reinforce significant character-defining features while encouraging re-use and providing opportunities for new development.

Strategy 1: Prioritize Buildings for Stabilization

Since the Navy closed NAS Alameda in 1997, and base facilities have become available for public lease, many buildings are occupied and have received structural upgrades. Those structures that have not had the benefit of upgrades and have remained vacant tend to be the very large structures with inflexible spaces. Examples of contributing buildings in this category include the Mess Hall (Building 3) and one of the Bachelor Enlisted Men's Quarters (Building 4). Immediate stabilization and sustained maintenance of these unoccupied buildings is the first and foremost item in need of action.

Strategy 2: Distinguish the NAS Alameda Historic District as a Unique Place Within the Fabric of the City

The western end of Alameda has, from the City's earliest documented history, been the site of notable industrial, rail, and aviation activity. The area has always been a zone primarily comprised of industry and transportation, while the remainder of the island supported the growth of residential, civic and commercial areas. It has a unique history and footprint, evident today in the site plan and building fabric that is an important and rare example of a Naval base designed in the Steamline Moderne style. This differentiation from the tree-lined neighborhood streets and Victorian-styled homes of adjacent areas is a character-defining feature of the Historic District.

One of the stated goals of the Reuse Plan is to preserve "the character of NAS whenever possible and appropriate while integrating the base into the culture and tradition of the city".[2] The Reuse Plan looks to "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".[3] Redevelopment of the Historic District should maintain the character, integrity and singular quality of the historic resource while knitting the land into the fabric of the city. It is appropriate to consider thresholds and gateways that allow connection and porosity but acknowledge and allow for a unique historic environment to coexist and thrive. The objective is to remove barriers and fences, provide connections, support the continuation of neighborhood qualities, and make accessible Alameda Point's revitalized public amenities while fostering a recognition and protection of its valued historic character.

Strategy 3: Restore and Reinforce the Site Planning Concepts Reflected in the Original 1940 Plan

The original master plan for NAS Alameda served as the organizational framework for the early development of the base and is a prime example of the Total Base Design concept, wherein architecture; site planning and landscape are integrated into a complete ensemble. The influence of City Beautiful planning is apparent, resulting in the most significant aspects of the plan: the landscaped cross axes, progression and hierarchy along the axes, symmetrical buildings or groupings, cohesive architectural vocabulary, and unified landscape treatment. This organization can equally be effective in serving as a framework and guide for future development. Specific concepts to address or reinforce consistent with the PDC include:

- North – South Axis and East – West Axis
- View Corridors
- Street Pattern and Circulation
- Central Landscaped Malls
- Landscape treatments including boulevard landscaping on W. Essex Road
- Relationship of Buildings and Open Spaces to Axes
- Relationship of the plan to the Seaplane Lagoon

Strategy 4: Retain Significant Use Relationships Reflected in the Original Five Sub-areas

The purposeful arrangement of functions, indicative of the Total Base Design practice, is found in five sub-areas: the Administrative Core, the Shops Area, the Residential Area, the Landplane Hangar Area and the Seaplane Hangar Area. These distinctive zones, with the associated building and landscape treatments, should be understood, even as change and modification occurs. Beyond their historic association, they provide logical arrangement of building types, scale, edges, and massing variation to the historic area.

Where significant alteration of a sub-area is required, it is recommended to focus the alteration to areas that have historically witnessed modification. Following this approach, the PDC proposes the highest percentage of demolition and new development in the Shops Area of the District, where buildings departed from the original master plan configuration and the architectural treatment was greatly simplified. The new PDC buildings in this area include the tallest new buildings and most densely developed program, including shop houses and commercial buildings, to re-establish compatible scale and volume characteristics.

With respect to functional uses, a compatible use to the building's historic use is to be employed with rehabilitation wherever feasible with the PDC. This is best illustrated in the re-use of the Administration Building (Building 1), a highly significant building at the center of the Historic District. The PDC proposes to maintain the City Hall West offices in this location and define the zone as a civic center in keeping with the nature and significance of the original historic use. The facing landscaped mall will be made available for large public gatherings and community events, a compatible use for a former parade ground.

Strategy 5: Restore and Revitalize Historic District Landscapes and Open Spaces

Within the Historic District, the landscape serves to define the ceremonial entry and central open space. Two large rectangular intersecting green lawns, originally comprised of more formal plantings, follow the main axes. Decorative edges are formed with shrubs and trees, extending along streets into connecting areas and smaller entry courts. In the residential sub-area the green again becomes predominant, providing a park-like setting for residential quarters. Throughout, the planting material reflects the scale and function of the spaces.

It is recommended that a study of the Historic District landscape be completed to provide assessment and suggested guidelines for appropriate landscape rehabilitation. With this information, all new landscape plans should be formulated to reinforce the concepts of the original plan, provide for the restoration of the significant landscape features, and incorporate compatible new plant material in keeping with the historic plan. Monuments, flagpoles, and signage should be addressed and carefully integrated. The open space provided by the Seaplane Lagoon is equally important to consider. The open flat nature of the area in front of the grand row of seaplane hangers creates an impressive view corridor which must be considered in the design for improved public access and utilization of the waterfront on this important edge.

Strategy 6: Encourage and Support Re-use and Rehabilitation of Contributing Structures

Re-use of buildings is the first goal of any preservation plan. Occupancy brings not only life and purpose to the structure, but necessary care and maintenance. The most ideal use is the same as the original use of the building. However, a change in use is often required, in which case rehabilitation is to be followed. Rehabilitation is defined by The Standards as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.[4]

Currently the JRP document, *Guide to Preserving the Character of the Naval Air Station Alameda Historic District,* serves as guidelines for the NAS Alameda Historic District, providing a description of character-defining features and examples of suitable and non-suitable treatments to selected buildings in the District. Although the document has been an invaluable tool for the City, and has been recognized by the State Office of Historic Preservation as a guiding document, an updated, comprehensive set of re-use guidelines is suggested to accompany the PDC. Re-use guidelines outline information and conditions found in specific buildings to facilitate and assist owners and tenants with the re-use process. Data should be tailored to the needs of the building, but generally should include:

- Building summary information
- Identification of intact historic fabric
- Conditions assessment and recommendations
- Parameters for rehabilitation, repair, and maintenance work
- Pertinent code issues such as life-safety, accessibility and energy requirements
- State Historic Building Code
- Mechanical, electrical, and plumbing systems
- Preservation incentives, including tax-credits and grants

Strategy 7: Guide New Development within the Historic District

When new buildings are introduced into a historic context the overarching aim is to have the new work exhibit differentiated, yet compatible design with the historic. The Standards address new construction with Rehabilitation Standard number 9, calling for compatibility with historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.[5]

Design guidelines for new development are necessary to establish a clear policy on appropriate design within the Historic District. Guidelines are used as an aid in designing acceptable new construction that preserves the character of the District. They should allow for creative design to occur, and not prescribe a certain architectural style but rather encourage an understanding of and compatibility with the Streamline Moderne architectural vocabulary in the District. In the process of formulating Guidelines interested parties can analyze the issue of compatibility

and reach consensus on acceptable architectural review processes. In addition to architectural design issues, Guidelines for NAS Alameda can specify planning, zoning, and landscape criteria for new development that are equally important in preserving the character of the Historic District (Strategies 3, 4 and 5).

Strategy 8: Manage the Historic Resource

The responsible management of historic resources will provide important benefits to the community. Proper knowledge, planning, tools, and communication are key elements for the task, resulting in clear policies, roles, responsibilities, and anticipated funding mechanisms to manage development. Acceptable management practices of historic resources should be analyzed and stipulated; financial sources available for rehabilitation, low-income housing, and other uses which may involve historic resources studied and identified; marketing strategies crafted; and a roadmap for implementing sound management of the historic resource adopted. With these efforts, future development and growth as outlined in the PDC can be achieved in collaboration with historic preservation.

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[1] City of Alameda, 1991 General Plan as amended 2003, Chapter 9: Alameda Point, p. 15-16.

[2] EDAW, NAS Community Reuse Plan, prepared for the Alameda Reuse and Redevelopment Authority, adopted January 31, 1996, p. 1-10.

[3] Ibid.

[4] National Park Service, The Secretary of Interior's Standards for the Treatment of Historic Properties, Standards for Rehabilitation, 1995, http://www.cr.nps.gov/hps/tps/secstan5.htm.

[5] Ibid.

7 NEXT STEPS IN THE PLANNING PROCESS

In December 2003, the City of Alameda Reuse and Redevelopment Agency (ARRA) initiated an 18-month, ARRA-funded pre-development period to complete two tasks: the PDC for Alameda Point prepared with the assistance of the Alameda community, and a Property Conveyance Strategy developed with the US Navy for the transfer of property from the Navy to the ARRA.

During the last year, in addition to the public meetings on the PDC, a City team has been meeting with the Navy to develop the conveyance strategy. This effort is expected to result in a joint statement of conveyance principles and a timetable for property conveyance.

Completion of the PDC and the Navy conveyance strategy provide the foundation for the next steps in the planning process. Those steps include:

Master Plan and EIR: Upon completion of the PDC and the conveyance strategy, the City's selected master developer, Alameda Point Community Partners (APCP), is required to make a decision as to whether it wishes to proceed with the project. If APCP choose to proceed, work will begin on a Master Plan for Alameda Point that builds upon the planning and design principles contained in the PDC but includes further details about the development plan. The City will begin work on an Environmental Impact Report (EIR) to assess the entire Master Plan at a programmatic level and the Phase I proposal at a project level. Upon completion of the Master Plan and environmental review process, the City will be in the position to consider an application package that includes a comprehensive rezoning of Alameda Point consistent with the General Plan and development plans for the initial phases of the project.

Land Use and Preservation Alternatives: At the request of the Alameda community and as part of the environmental analysis for the proposed project, alternative development concepts for Alameda Point will continue to be evaluated. As part of the Navy's work preparing for the conveyance of the property, the Navy has begun a consultation process to amend the existing Memorandum of Agreement (MOA) between the Navy, the California State Historic Preservation Officer and the Advisory Council for Historic Preservation for the Layaway, Caretaker Maintenance, Leasing, and Disposal of Historic Properties at Alameda Point. As part of the MOA amendment process, the Navy is reevaluating the resources at Alameda Point and proposing standards and responsibilities for the maintenance of those resources. This information and the new MOA will be further considered during the preparation of APCP's proposed Master Plan for Alameda Point. Early in the master planning process, APCP and the City will prepare an Economic Feasibility Study of each historic resource proposed for demolition. Prior to preparing these studies, City staff will review the list of resources with the Historic Advisory Board and the ARRA to determine if any other structures proposed for removal should also be added to the City's Historic Study List and the list of resources to be evaluated. The Reuse Feasibility Study will include financial feasibility analyses of preserving historic buildings or Study List buildings recommended for removal in the APCP Master Plan and further evaluation of the environmental, financial, and design

constraints imposed by City Charter Section 26 (Measure A). For each historic resource proposed for demolition, the historic preservation feasibility analysis will consider a range of potential uses for the structure, the revenue that may be generated by the alternative uses, the revenue needed to cover the cost to rehabilitate the building for the proposed uses, tax credits that may be available, and the financial impacts of preserving the building on the economic viability of the entire project. For the analysis of the impacts of Measure A on the future development at Alameda Point, the EIR will compare the environmental impacts of the PDC to the environmental impacts that might be expected from an alternative development plan that is not constrained by Measure A. Based upon the comments received during the PDC public workshops, it is anticipated that the EIR will consider whether an alternative that is unconstrained by Measure A and allows densities higher than 21 units/acre, allows more than two units per building, allows multi-family housing over ground floor commercial space, and allows residential reuse of certain historic buildings would result in more or less severe environmental impacts than the PDC. During the public scoping session for the EIR, the community may further define the range of issues to be considered in both the historic preservation and "non-Measure A" alternatives in the EIR.

Transportation: The PDC recommends a multi-faceted transportation strategy designed to maximize transit use and minimize automobile congestion caused by new residents and new employees at Alameda Point. The strategy recommends a series of improvements to facilitate and expedite the movement of buses to Oakland and ferries to San Francisco for both residents and employees. In the next phases of the planning process, the City and Master Developer will work with AC Transit, the Water Transit Authority, BART, and the City of Oakland to complete the design and identify funding opportunities for construction of: (i) the Seaplane Lagoon Transit Center; (ii) transit vehicle queue-jumpers in Alameda and Oakland from the transit center to BART stations at 12th Street and Lake Merritt BART, and (iii) alternative and energy efficient transit vehicles. This work will need to be closely coordinated with the ongoing planning by Oakland and Caltrans on the proposed Broadway Jackson interchange improvements to facilitate automobile access from the Webster and Posey tubes to I-880.

Low or Zero Emission Vehicles: As recommended in the Transportation Strategy, the development at Alameda Point should give careful consideration to the use of zero or low emission transit vehicles to reduce the noise and air quality impacts associated with transit vehicles. In addition to the cleaner air and reduced noise impacts, electric drive and hybrid-electric buses reduce fuel consumption. Fuel cost is the second largest operating expense for transit agencies after labor costs. Battery-electric buses are petroleum-free options (in terms of the onboard fuel), while hybrid buses are demonstrating fuel economy increases of 10% at a minimum and as much as 48% over a conventional diesel bus. Alameda Power and Telecom (A.P.+T) could provide the electric power to run battery-electric buses. Currently, 80% of the electricity provided by A.P.+T. comes from renewable resources, such as geothermal power generated in the steam fields of Northern California.

Sustainability and Energy Efficiency: Consistent with the Community Reuse Plan goal for a sustainable, environmentally sensitive development, the PDC emphasizes the importance of sustainable design, green building technologies, and energy efficiency. As the land use and transportation plans for Alameda Point progress, the City, the Alameda community, and the development community must continue to investigate every opportunity to minimize the impact of the project on the environment. This can be done through: thoughtful site design to minimize energy use and encourage walking and bicycling; adaptive reuse of existing structures to minimize generation of waste; use of green building

techniques and technologies to minimize energy consumption; thoughtful landscape design to minimize water use and minimize water quality impacts; and use of low or zero emission transit vehicles whenever possible.

Zoning Changes: To implement the policies of the General Plan and the development objectives of the PDC, a comprehensive set of zoning standards for Alameda Point will be required. The Alameda Point zoning standards will be designed in consultation with the Alameda community and will likely include some unique standards such as special work-live regulations for reuse of existing historic structures, maximum parking standards to facilitate the transit goals of the General Plan and PDC, and transit center and neighborhood center development standards. In addition, design guidelines will be prepared to ensure that new development within the Historic District is compatible with the historic resource.

Economic Development Strategy: As part of the City zoning amendments and the preparation of the APCP Master Plan, an Economic Development Strategy will be prepared that addresses the types of retail goods and services that should be attracted to Alameda Point and those that should be discouraged or prohibited. The Strategy will also address the types of businesses and employers that are of the highest priority to attract to meet the objectives of the Reuse Plan and General Plan. For example, the Strategy will identify the types of employers and business that would be most successful at replacing jobs lost by the departure of the Navy, businesses and employers that are most likely to use or be appropriate for certain historic buildings that are a priority for reuse, or certain businesses and employers that will contribute to, and not detract from, the City's transit-oriented development objectives for the redevelopment of Alameda Point. Uses that are identified as clearly inconsistent with General Plan objectives for Alameda Point will then be identified as prohibited uses in the Alameda Point zoning.

School Facilities Needs Analysis: Concurrent with the environmental evaluation and the analysis of alternatives, the Alameda Unified School District will conduct an assessment of the District facilities in the West End of Alameda and the anticipated growth in student population in the West End with build out of Alameda Point. The assessment will determine whether future student populations can be accommodated in existing District facilities or whether new facilities will be needed.

Public Infrastructure: To implement the policies of the General Plan and the PDC, the City and the Master Developer will need to continue to examine, in consultation with the community and the appropriate outside agencies, innovative approaches to address the infrastructure needs and conditions at Alameda Point. During this next phase, the parties must identify infrastructure design solutions that minimize impacts on the environment, minimize public maintenance costs, and meet outside agency standards. Specific issues that need to be carefully examined include: standards for streets, sidewalks, transit lanes, and bicycles lanes; standards for sewer, storm water, and pump station design; and acceptable strategies to achieve on-site storm water runoff filtering.

Public Engagement and Participation: During the next phases of the planning process described above, APCP and the City will continue to hold public workshops to solicit comments on the proposed development plan, alternative development concepts, zoning ordinance revisions, infrastructure standards, and transportation strategy options. Although the exact scope and schedule for the public engagement has not be developed, the Planning Board has asked that staff present a draft public engagement plan and schedule to the Planning Board for its consideration and comment once the PDC and Navy conveyance strategy are completed so that the Planning Board and the public will have a full understanding of the alternative approaches and have input into the final public engagement plan.

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