

for use of reclaimed wastewater at Alameda Point can be found in Chapter 11, Alameda Point Community Plan.

**6. Housing Element**

A. *Amendment to Glossary (p. G1-4). Glossary is amended, as follows:*

**Alameda Point Housing Development.** Much of new housing development in Alameda will occur in Alameda Point residential neighborhoods. ~~A master developer, Alameda Point Community Partners (a partnership of Shea Homes, Centex Homes, RG, and Morgan Stanley) has been selected and housing development is a high priority. When build-out is complete, it is estimated that Alameda Point will feature in excess of several thousand new and rehabilitated housing units. A quarter percentage of all new units will be affordable and restricted to very low, low and moderate income households as required by law. Responsible Agency: Alameda Development Services Department.~~

B. *Amendment to Chapter II Housing Goals, Policies, Objectives and Implementation Plan; Section B-1 (p.II-6). Section B-1 is amended, as follows:*

~~c. Senior Housing Project: Reuse of historic resources at the former Naval Air Station Alameda, including the Bachelor Officer Quarters, is addressed in Chapter 11, Alameda Point Community Plan. Rehabilitate the former Bachelor Officer Quarters at Alameda Point into 210 units of senior housing. Included as part of this Senior Housing Project are a total of 30 very low income units. These units are the result of an affordable housing covenant, which would maintain affordability for at least 40 years. Is anticipated that this project should begin in 2005.~~

C. *Amendment to Chapter II Housing Goals, Policies, Objectives and Implementation Plan; Section B-3 (p. II-8). Section B-3 is amended, as follows:*

~~c. Alameda Point Collaborative Substantial Rehabilitation: The Alameda Redevelopment and Reuse Authority (ARRA) entered into an agreement with the Alameda Point Collaborative to provide long-term leases for approximately 186-200 units of transitional and permanent housing for formerly homeless families. The City has provided \$1.8 million for rehabilitation of 58 of these units and committed to \$3.6 million for associated infrastructure costs.~~

D. *Amendment to Chapter II Housing Goals, Policies, Objectives and Implementation Plan; Table II-1-C-1 (p. II-14). Table II-1-C-1 is amended, as follows:*

**Target Objective**

15% Inclusionary requirement in BWIP and WECIP and 25% in APIP. Estimated new units: 158VL, 230L, 328M. A percentage of all new units in the APIP will be affordable to very low, low and moderate income housing as required by law.

E. *Amendment to Chapter II Housing Goals, Policies, Objectives and Implementation Plan; Table II-1-D-7 (p. II-16). Table II-1-D-7 is amended, as follows:*

## Target Objective

Meet Citywide 40%-inclusionary ordinance. A percentage of all new units within the Alameda Point Specific Plan area will be affordable to very low, low and moderate income households in accordance with law. Increase redevelopment inclusionary to 25%.

F. *Amendment to Chapter IV Housing Needs Assessment: Section F-4 Alameda Point (Census tract 4275) (p. IV-43) Section F-4 is amended, as follows:*

4. Alameda Point (Census tract 4275)

Redevelopment of the former Naval Air Station Alameda will occur in accordance with Chapter 11, Alameda Point Community Plan. Portions of the former Naval Air Station Alameda outside of the Alameda Point Community Plan area are addressed in Chapter 9, Alameda West of this General Plan.

~~The former Naval Air Station, Alameda (NAS) consists of 1,500 acres of a decommissioned Navy based. Approximately 550 acres will be set aside as a wildlife refuge to protect threatened bird species and another 215 acres are slated for a golf course and sports complex. The federal government still owns large parts of the former base and will transfer ownership to the City as environmental cleanup effort are completed.~~

~~The City plans to redevelop the former base and has created a new redevelopment area to help accomplish this task. Citizens participated in a two-year community planning process to develop a vision for Alameda Point. Adopted by the Alameda Reuse and Redevelopment Authority in 1996, the Community Reuse Plan calls for market rate and affordable housing, civic and institutional uses, commercial uses, an R&D/business park, water-oriented uses and activities, and recreational facilities.~~

~~There are several housing projects already underway or in the planning process at Alameda Point. The Base Closure Community Redevelopment and Homeless Assistance Act of 1994 required the City to reasonably accommodate the needs of the homeless at closing military bases. As a result, the City has committed to providing 239 units of permanent and transitional housing to the Alameda Point Collaborative, a consortium of homeless service providers. Approximately 89 units of former Navy housing already have been rehabilitated or are in the process of rehabilitation. They will be rented out to homeless and formerly homeless individuals and their families by the end of 2001. Other projects currently in progress include reuse of the Bachelor Enlisted Quarters (BEQ), Bachelor Officers Quarters (BOQ), and the existing housing units in a an area called West Housing. New housing is proposed in the Civic Core and Marina mixed-use areas. Liveboards will be part of the proposed marina in the Seaplane Lagoon.~~

G. *Amendment to Chapter V Resources for Housing Opportunities: Section C Site 24a, 24b, 24c, 25, 26, 27, 28, 29, 30 (p. V16-V18). Section C is amended to replace sites 24a through 30, as follows:*

Sites 24a to 30: Redevelopment of the former Naval Air Station Alameda will occur in accordance with Chapter 11, Alameda Point Community Plan.

~~Site 24a – Alameda Point – West Housing (MOU): This site is located north of Atlantic Avenue on Alameda Point. The site is currently designated Federal Facilities in the City's General Plan and is~~

proposed to be redesignated to Medium Density Residential as part of the Alameda Point General Plan Amendment. The 58 units on site 24a are a component of 200 housing units that were constructed by the Navy and have been leased to the Alameda Point Collaborative by the City. These units were originally occupied by Navy personnel and have been vacant since the Naval Air Station closed in 1997. The units had not been available for occupancy by non-military households prior to January 1999. The substantial rehabilitation of these 58 units was funded by the City and includes 30 units of very low income housing managed by UA Housing and 28 units of very low income housing managed by Operation Dignity. The project is complete and occupied. Conformance rezoning will occur after the adoption of the General Plan Amendment for Alameda Point.

Site 24b – Alameda Point – West Housing (non-MOU): This project is the rehabilitation of the remaining 142 units of former Navy multi-family housing for very low income households, as described above. Eighty-nine of these units have been rehabilitated, and the balance are in the process of being rehabilitated. The units are under a long term lease managed by a consortium of non-profit organizations, the Alameda Point Collaborative. These units were originally occupied by Navy personnel and have been vacant since the Naval Air Station closed in 1997. The units had not been available for occupancy by non-military households prior to January 1999. Conformance rezoning will occur after the adoption of the General Plan Amendment for Alameda Point.

Site 24c – Alameda Point – West Housing (Big Whites and Ranches): The 68 units on site 24c include detached single family homes, ranchettes and townhouses that are rented at market rates by the ARRA. These units were originally occupied by Navy personnel and have been vacant since the Naval Air Station closed in 1997. The units had not been available for occupancy by non-military households prior to January 1999. Conformance rezoning will occur after the adoption of the General Plan Amendment for Alameda Point.

Site 25 – Alameda Point – Bachelor Officers Quarters (former Navy BOQ Housing): This site is located north of West Midway Avenue on Alameda Point. The site is currently designated Federal Facilities in the City's General Plan and is proposed to be redesignated to Mixed Use (Civic Core Mixed Use Area) as part of the Alameda Point General Plan Amendment. The project consists of the conversion and rehabilitation of single room occupancy (SRO) units that were constructed by the Navy for Bachelor's Officers Quarters (BOQ). It is proposed that a mixed SRO and apartment project be developed into a total of 210 affordable units. Conformance rezoning will occur after the adoption of the General Plan Amendment for Alameda Point.

Site 26 – Alameda Point – West Neighborhood District: This site includes a number of parcels located north of Tower Drive on Alameda Point. The site is currently designated Federal Facilities in the City's General Plan and is proposed to be redesignated to Low and Medium Density Residential as part of the Alameda Point General Plan Amendment. The proposed project consists of 272 new housing units with one in four units affordable to very low, low and moderate income persons. Conformance rezoning will occur after the adoption of the General Plan Amendment for Alameda Point.

Site 27 – Alameda Point Civic Core District: This site includes a number of parcels located north of West Essex on Alameda Point. The site is currently designated Federal Facilities in the City's General Plan and is proposed to be redesignated to Low and Medium Density Residential as part

of the Alameda Point General Plan Amendment. The proposed project consists of 128 new housing units with one in four units affordable to very low, low and moderate income persons. Conformance rezoning will occur after the adoption of the General Plan Amendment for Alameda Point.

~~Site 28 – Alameda Point Marina: This site is located in the Seaplane Lagoon on Alameda Point. The site is currently designated Federal Facilities in the City's General Plan and is proposed to be redesignated to Mixed Use (Marina Mixed Use District) as part of the Alameda Point General Plan Amendment. The new liveaboard units within the Alameda Point Marina are within a redevelopment area and will be subject to the affordability requirements of redevelopment law. Liveaboard units currently range in price from \$235,000, within the affordability range for moderate income households, to \$350,000, based on information provided by a local real estate agent who sells live-aboards. The project includes 530 boat berths, 10 percent of which are included as liveaboard housing (see comment for Site 17.) The proposed project could include three very low income units, five low income units and 45 moderate income units. Conformance rezoning will occur after the adoption of the General Plan Amendment for Alameda Point.~~

~~Site 29 – Alameda Point Civic Core District: This site is located north of West Midway Avenue on Alameda Point. The site is currently designated Federal Facilities in the City's General Plan and is proposed to be redesignated to Mixed Use as part of the Alameda Point General Plan Amendment. The General Plan Amendment envisions a mixed use neighborhood that includes 34 acres of housing. The neighborhood would include several projects that collectively would produce 525 housing units with one in four units affordable to very low, low and moderate income persons. Conformance rezoning will occur after the adoption of the General Plan Amendment for Alameda Point.~~

~~Site 30 – Alameda Point – Marina District: This site is located immediately north and east of the Seaplane Lagoon on Alameda Point. The site is currently designated Federal Facilities in the City's General Plan and is proposed to be redesignated to Mixed Use as part of the Alameda Point General Plan Amendment. The General Plan Amendment envisions a mixed use neighborhood that includes 27 acres of housing. The neighborhood would include several projects that could collectively produce 525 housing units with one in four units affordable to very low, low and moderate income persons. Conformance rezoning will occur after the adoption of the General Plan Amendment for Alameda Point.~~

1. *Amendment to Chapter VI Non-governmental and Governmental Constraints to Affordable Housing: Section B-3, (p. VI-12). Section B-3 is amended, as follows:*

### 3. Alameda Point

The City is relying on redevelopment of Alameda Point to meet a significant percentage of its regional share of housing needs. ~~Table V-1 allocates about 931 units to specific sites on Alameda Point (sites 24, 25, 26, 27 and 28) as well as 525 units each within two mixed use neighborhoods (Marina District and Civic Core), commencing in 2013.~~ Although the City has approved a plan for redevelopment of this land for civilian housing, there are numerous constraints, mostly governmental, to construction of housing units on Alameda Point.

These constraints include: 1) areas subject to tidelands restrictions; 2) Navy's installation restoration schedule for contamination remediation; 3) restrictions related to the National Register-eligible historic district; 4) US Fish and Wildlife refuge and associated land use

restrictions; 5) transfer of military lands; 6) infrastructure reconstruction; and 7) traffic constraints. Following is a brief discussion of the issues related to these constraints.

- a. *Tidelands Trust Restrictions:* Approximately 955 acres at Alameda Point are located within the "Tidelands Trust." The original shoreline for the island of Alameda was altered when the Federal government established Naval Air Station (NAS) Alameda. A large area of fill extended the westerly area of NAS for military use. These lands are subject to the Public Trust for Commerce, Navigation and Fisheries, and under California state law, these lands must be devoted to Trust purposes through land uses that attract people to the waterfront, promote public recreation, protect habitat, or preserve open space. By state law, residential uses and general purpose industrial warehousing and commercial uses are not permitted uses on Tidelands Trust property. This entire area currently is not available for housing development. The City has facilitated the redesignation of Public Trust lands to accommodate housing and other uses. Senate Bill 2049, which took effect in 2000, enacts the Naval Air Station Alameda Public Trust Exchange Act ("PTEA"), the purpose of which is to facilitate the productive reuse of Public Trust lands designated for commerce, navigation and fisheries. Under this bill, exchanges of Public Trust Lands will be made within the NAS property. Released land from the Public Trust will become mixed use development under the proposed Alameda Point General Plan Amendment, currently under review by the City. The laws regarding use of tidelands are beyond the control of the City of Alameda. Navy land within the Tidelands Trust must first be deemed free of contamination by the State Lands Commission. Notwithstanding the limitations and restrictions on the use of lands within the Trust, the restrictions imposed by the Trust should not prevent the City from realizing its housing goals and objectives because following the exchange contemplated by the PTEA, there remains sufficient property outside the Trust to accommodate sites necessary to meet the City's RHND.
  
- b. *Remediation of Hazardous and Toxic Materials:* Within Alameda Point, there are several geographic areas which are contaminated with hazardous and toxic materials, such as petroleum hydrocarbons in soil and groundwater, polyaromatic hydrocarbons, volatile organic compounds, and radionuclides and metals. The Navy is legally responsible to assess adequately and cleanup all environmental contamination on Alameda Point, but is not necessarily required to clean to a level which would permit residential development. The Navy is proposing to meet its remediation obligations by placing limitations on future use of the property so that use is consistent with the level of cleanup. Alameda is negotiating to limit the Navy's use of this approach at Alameda Point but ultimately the City must abide by federal and regulatory agency decisions on this matter. While the City anticipates full transfer of the military lands to the City over a period of approximately five years, the schedule for transfer is subject to the Federal funds available for remediation, and is based on the extent of cleanup involved as each site undergoes remediation. ~~For Federal fiscal year ending September 30, 2001, approximately \$38 million has been allocated to cleanup at Alameda Point.~~ While these funds will initiate the remediation process, this will be insufficient to complete remediation necessary prior to transfer. The need for environmental remediation represents potential delays in sites becoming available for transfer and redevelopment and may limit future residential use of the property. ~~Congress cut funds for cleanup of closed bases by 50 percent in the 2002 fiscal year.~~ The Reuse Plan for the NAS calls for the Navy promptly to clean up properties located on the former Naval Air Station consistent with the proposed reuses identified in the Reuse Plan. With the adoption of the Alameda Point Community Plan, clean up to residential standards may be required in additional locations. The City is working with the Navy and they will work with Master Developer of Alameda Point to expedite clean up efforts and allow for residential and other

uses on Alameda Point consistent with the Alameda Point Community Plan. Further, the City will continue to work with the California federal legislative delegation to ensure that adequate clean funds are appropriated to the Navy by Congress. Early transfer of the Navy property to the City depends on approval from both the US Environmental Protection Agency (EPA) and the State Department of Toxic Substance Control (DTSC).

- c. *Historic District:* As part of base closure, the Navy determined, and the California State Historic Preservation Officer concurred, that the historic "core" of NAS Alameda was a significant historic resource eligible for the National Register of Historic Places. As such, it is eligible for protections under the National Historic Preservation Act. The City has designated this area as an historic district and as a City Historic Monument. ~~Exterior alterations to historic monuments must be reviewed for approval by the City's Historic Advisory Board. In addition, the Historic Advisory Board must make specific findings about the economic infeasibility of rehabilitation before approving an application to demolish an historic resource.~~ Alterations to or demolition of historic resources is subject to the provisions of the Alameda Point Specific Plan. The Historic District covers a significant portion of the area to be transferred to the City. ~~Any development within the District needs to be done in compliance with protecting the historic resources on the site, or the City must prepare an Environmental Impact Report assessing the adverse environmental impacts and make findings of overriding consideration before affecting the resource. The City has an aggressive adaptive reuse program on Alameda Point that provides for the rehabilitation of historic structures consistent with the standards promulgated by the US Secretary of the Interior, and the boundaries of this district may be further modified as part of the National Historic Preservation Act Section 106 process required as a condition to transfer of the base by the Navy.~~ The City will continue to reuse historic structures where appropriate and require that new development be sensitive to the historic district on Alameda Point. The standards for rehabilitation of historic structures promulgated by the US Secretary of the Interior are beyond the control of the City of Alameda. However, it is not anticipated that the existence of the Historic District or individual contributing historic structures will significantly impede the City's ability to achieve its RHND allocation goals.
- d. *Wildlife Refuge:* ~~About 565 acres of land at Alameda Point are designated as a US Fish and Wildlife Service (USFWS) wildlife refuge. On this site is Former runway areas of the base adjacent to testing contain~~ a breeding colony of the endangered California Least Tern as well as a very large colony of Western Gulls. In addition to the land area, 413 acres of water area are included in the wildlife refuge, which offer habitat to numerous fishes and foraging areas for sea birds. ~~The breakwater is also a haul-out for Harbor Seals and includes a including California Brown Pelican roost and the potential for special status fish species.~~ To avoid adverse impacts to the endangered species, the Navy ~~was is~~ required by the Federal Endangered Species Act to enter into an agreement with the USFWS concerning predator management and development controls on properties that are transferred from the Navy to the City. ~~The~~ <sup>A</sup> Biological Opinion ~~was will be~~ required under a Section 7 consultation for Navy transfer of property because the transfer may affect federally-listed species, in this case, the California Least Tern and California Brown Pelican. ~~The March 1999 Biological Opinion issued by the USFWS to the Navy includes terms and conditions that restrict land use adjacent to the refuge, including prohibitions on new buildings (including housing). The Wildlife Refuge is an area not available for development. The actions of the USFWS are beyond the control of the City of Alameda. However, it is not anticipated that the existence of the Wildlife Refuge at these species around Alameda Point or the conditions imposed by the future Biological Opinion will significantly impede the City's ability to achieve its RHND allocation goals.~~

e. *Transfer of Military Lands:* ~~The City completed the environmental review necessary to accept Prior to transfer of the federal lands to the City, and in June 2000, the federal government issued the Record of Decision to identify the transfers of the property. However, there are still significant issues to be resolved before the lands can be transferred. The most significant issues are related to environmental cleanup of hazardous and toxic materials, as discussed above the federal government must complete environmental analysis pursuant to NEPA. While the reoccupation of certain portions of existing military housing is feasible has taken place prior to transfer of Base property, development of new housing on the former military lands cannot occur until transfer has been completed. The City and the Navy are committed to accomplishing the transfer of the property in a timely manner and to accommodate residential development consistent with the General Plan (including its Housing Element) within the planning period. However, completion of the conveyance is not solely within the control of the City of Alameda.~~

f. *Infrastructure:* Alameda Point will require extensive infrastructure improvements in order to allow for redevelopment.

~~The City is working to identify how to finance the design and construction of this infrastructure. The NAS Alameda Street Improvement Plan prepared by Rajappan & Meyer in March 1997 and Utility Study for the Alameda NAS prepared by Moffatt & Nichol Engineers in 1996 include the following construction costs for infrastructure replacement and upgrades:~~

<del>Storm Drainage System</del>	<del>\$34.59 million</del>
<del>Sewer System</del>	<del>\$16.70 million</del>
<del>Water/Fire Protection System</del>	<del>\$16.61 million</del>
<del>Gas/Electricity System</del>	<del>\$24.59 million</del>
<del>Roadway System</del>	<del>\$74.90 million</del>
<del>Total Estimated Cost</del>	<del>\$167.39 million*</del>

~~\* 1996 dollars~~

~~The City faces significant challenges in finding ways to finance these extensive needed improvements. To a significant extent the availability of funding for the necessary infrastructure improvements is dependent upon a healthy market for residential and non-residential development. However, assuming such healthy markets, and the City has concluded that the financing and construction of the improvements necessary to accommodate the development of the City's RHND allocation is feasible within the planning period of this Element.~~

g. *Traffic Constraints:* ~~Unless an additional bore to the existing Webster/Posey Tunnels or another crossing of the Estuary can be provided, traffic capacity within the Webster Street corridor represents a very real constraint on how much development may occur at Alameda Point and within the transitioning Northern Waterfront area. As part of adopting the General Plan Amendment for the reuse of Alameda Point, the City has and may have to in the future adopt policies and regulations which affect the timing, density and/or location of future development to match available capacity. This may impact both residential and non-residential development in Alameda Development of Alameda Point may increase traffic at certain locations in the City and on adjacent regional roadway networks. Caltrans, the City of Oakland and the Port of Oakland are three governmental agencies with regulatory control over construction of additional regional traffic improvements in ~~this corridor~~ the vicinity of~~

Alameda Point. Funding for such improvements would rely on numerous local, regional, State and federal government agencies. The City is committed to working with these agencies to provide an expanded range of transportation alternatives, as well as exploring feasibility of alternative transportation modes to connect Alameda with Oakland, and the greater Bay Area. ~~The Alameda County Congestion Management Agency (CMA) provides an additional traffic constraint through its Congestion Management Program (CMP). The CMP requires all cities in the County to maintain traffic at specific Levels of Service (LOS) on the CMP-designated highway system. The CMP system includes the Webster/Posey tubes connecting I-880 with Alameda. The CMA is responsible for monitoring levels of service on the CMP system and requires local jurisdictions to prepare deficiency plans in the event that LOS standards are exceeded. Compliance with these LOS standards is a further constraint to the provision of housing on Alameda Point. Penalties for non-compliance with CMP standards include the loss of gas tax funds. The City is committed to working with the CMA and other agencies to provide additional capacity and acceptable levels of service on CMP roadways in Alameda. The actions of these public agencies are beyond the control of the City of Alameda.~~

In summary, the City is committed to providing more than half of its share of regional housing need on Alameda Point. The City's success in constructing this housing is dependent on numerous other local, regional, state and federal agencies who share regulatory, funding and other responsibilities with the City of Alameda.

H. *Amendment to Chapter VI Non-Governmental and Governmental Constraints to Affordable Housing: Section B.5 (p. vi-22). Section B.5 as follows:*

#### 5. Measure A Exceptions

The City Council agreed in the 1990 Settlement Agreement on the Guyton vs. City of Alameda case that Section 26-2 of the City Charter allows the Alameda Housing Authority to replace, with multi-family housing, 325 low cost housing units. This number represents the number of low cost units lost when the former Buena Vista Apartments were converted to the market rent Bridgeport Apartments (now called Harbor Isle Apartments). The City agreed that 325 units of multi-family housing can be built at densities allowed as of January 1, 1990, even if Zoning and General Plan changes were subsequently adopted that would reduce allowable densities. This exception has not been used to date, although it is anticipated that it will be needed in the near future for almost 100 low and moderate-income units committed to be developed in the Catellus project. Furthermore, it is anticipated that the balance will be used in meeting Alameda's Regional Housing Need Determination (RHND).

In addition, pursuant to an initiative enacted by the voters, the provisions of Article XXVI of the City Charter do not apply to Alameda Point, as described in Chapter 11, Alameda Point Community Plan.

### III. General Plan Table and Figure Amendments

The figures and tables of the General Plan are hereby amended as shown in the attached Figure V-A, Land Availability and Supply Map (Housing Element, p. V-7), Figure V-D, Alameda Point Land Use Plan (Housing Element), Land Availability and Supply Table, January 1, 1999 to June 30, 2006 (Housing Element p. V-6), Alameda Street Type Classification System (Transportation Element, Chapter 4, following p.15), Alameda Land Use Overlay Street