

Amendment to the NAS Alameda Community Reuse Plan

Main Street Neighborhoods Subarea

INTRODUCTION

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

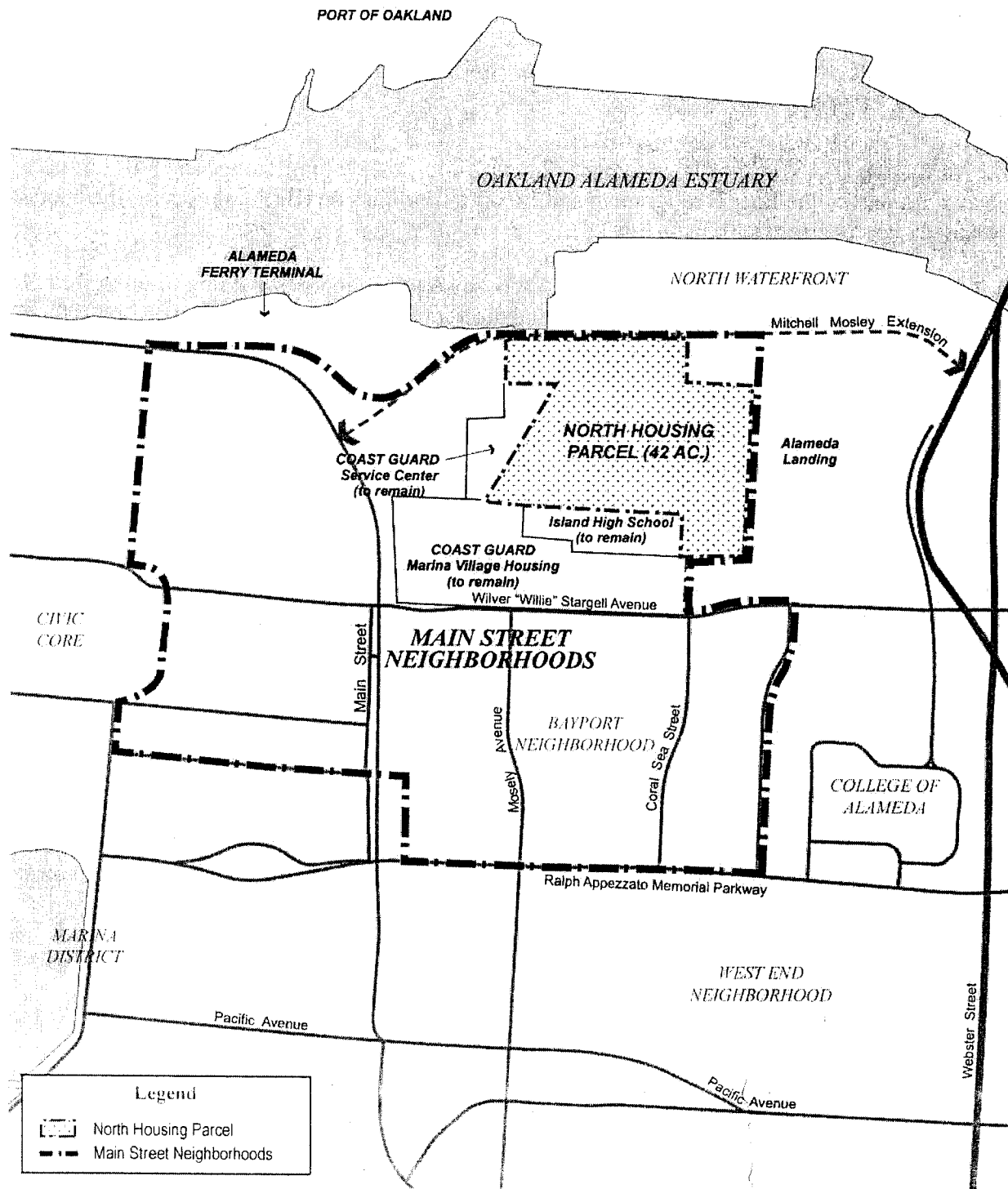
Alameda Reuse and Redevelopment Authority (ARRA) completed an initial screening process for NAS Alameda in 1996, and then implemented an accommodation for the homeless that consisted of 200 housing units, several warehouses, and land for a community garden and commercial plant nursery. The accommodation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

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

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

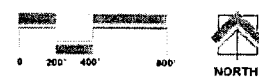
This amendment addresses the need to plan for the reuse of the 42 surplus acres and includes an update of redevelopment efforts in the Main Street Neighborhoods subarea of NAS Alameda.

Amendment to the NAS Alameda Community Reuse Plan



NAS ALAMEDA COMMUNITY REUSE PLAN

North Housing Parcel Site



November 2008

CHAPTER 2.0 LAND USE ELEMENT

Changes in Text

Page 2-16—Modify text and add new figure

The Main Street Neighborhoods subarea is located in the northeastern section of Alameda Point, the former Naval Air Station Alameda (NAS Alameda). Historically, this area was occupied by Navy housing, along with portions of the Fleet Industrial Supply Center (FISC) Alameda Annex warehousing and maintenance yards. The area is abutted by the Alameda West End Neighborhoods to the south, the Central Core of Alameda Point to the west, the North Waterfront district to the north (currently planned for redevelopment as Alameda Landing), and Alameda College to the east.

The Main Street Neighborhoods subarea includes a residential area known as Marina Village, which was built in 1991, and conveyed by the Navy to the Coast Guard via a federal-to-federal transfer, in September 2008. The area also includes the George Miller School and adjoining day care center which will be conveyed to the Alameda Unified School District (AUSD) pursuant to a public benefit conveyance (PBC) for continuing educational uses. The day care facility continues to be operated by AUSD as the Woodstock child care center and the school site houses Island High School. Fifty-nine existing Navy residential units, west of Main Street, adjacent to the Central Core, are being rented as market-rate housing. The Main Street Neighborhoods subarea also contains 200 permanent and transitional housing units which have been renovated to serve homeless people. Over 500 people live in these units. This former Navy housing was made available as a homeless accommodation with a consortium of homeless providers. As required by the accommodation, ARRA entered into 59-year, legally binding agreements (LBAs) with the providers for property and improvements to carry out homeless services.

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

VISION

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

The Main Street Neighborhoods district will be focused around two mixed-use centers. These centers provide nodes of pedestrian activity, clustering of schools and parks, community services and local-

serving retail, higher-density residential development (duplex townhouses and affordable apartments consistent with City housing policy), and community serving and civic institutions. The clusters of activities provide a focal point to the residential neighborhood, encourage walking throughout the community, and enhance Alameda's unique small town identity and sense of place. Neighborhood parks (one to five acres or more) provide for a wide range of activities for people of all ages.

The two mixed-use centers are the adjacent Alameda Landing and the area now covered under the Alameda Point Development Concept (Concept Plan). Alameda Landing is envisioned as a new neighborhood with a mix of commercial, office, and residential uses. The area covered by the Concept Plan includes a portion of the Main Street Neighborhoods and is directly adjacent to the west.

The Main Street Neighborhoods will be served by important access routes that define its boundaries or transect the area. These routes include many of the important linkages between the City of Alameda and Alameda Point, such as the Ralph Appezato Memorial Parkway (formerly Atlantic Avenue), Main Street, and the extensions of Wilver "Willie" Stargell Avenue (formerly Tinker Avenue) and Mitchell-Mosley. Two main avenues—Appezato Parkway on the southern border of the neighborhoods extending east-west through the area and Main Street, which cuts north-south through the area—incorporate transit routes and trails along the old rail lines. These old rail corridors provide opportunities for landscaping, separated pedestrian and bicycle paths, and potentially exclusively transit-corridors. As discussed in the General Plan, Appezato Parkway has the potential to develop as a transit-only right-of-way that would connect Alameda Point with the rest of the city of Alameda.

The extension of Willie Stargell Avenue from Webster Street to Fifth Street provides a direct connection between Alameda Point neighborhoods and the rest of the west end of Alameda. The configuration of major roadways through the Main Street Neighborhoods should balance the need to provide good roadway access to facilitate redevelopment and minimize the effects of vehicular traffic and noise on residential neighborhoods.

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

PLANNING AND DESIGN PRINCIPLES

Provide a connected grid of streets and pathways.

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

Maximize accessibility to local and regional parks.

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

Create shared recreational and park spaces

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

Seamlessly integrate Alameda Point with the City of Alameda.

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

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

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

Ensure economic development.

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

Promote a compact, mixed-use environment.

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

Employ sustainable community design.

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

Allowable Uses

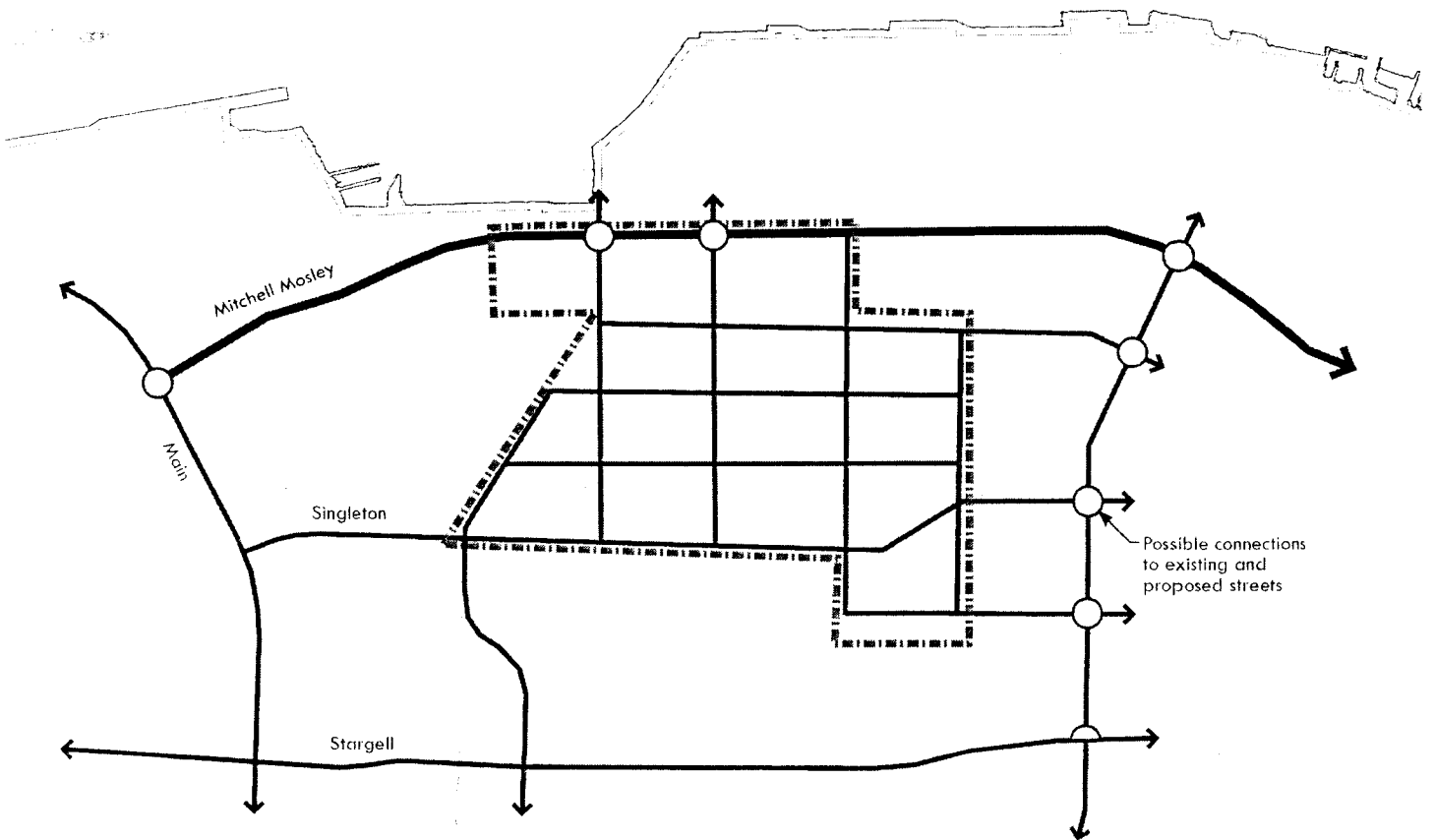
The Main Street Neighborhoods is a mixed-use area with a major emphasis on residential uses. Residential, parks and recreation, open space, schools, and local serving office, civic, and retail uses are allowed within the district. Community-oriented institutions such as places of worship and nonprofit organizations are also allowable and desirable uses.

PLANNING GUIDELINES

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

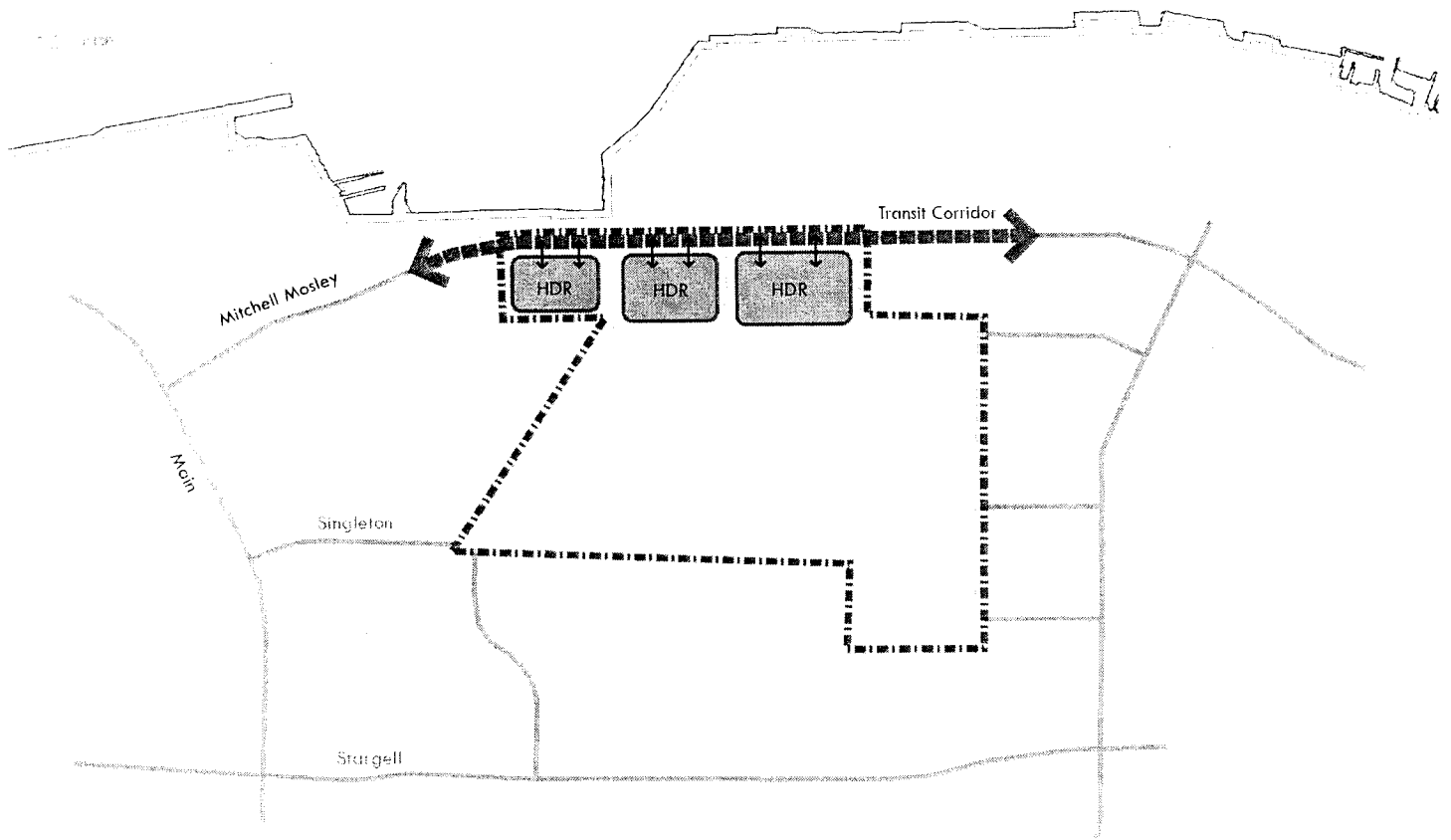
PLANNING GUIDELINE ONE

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



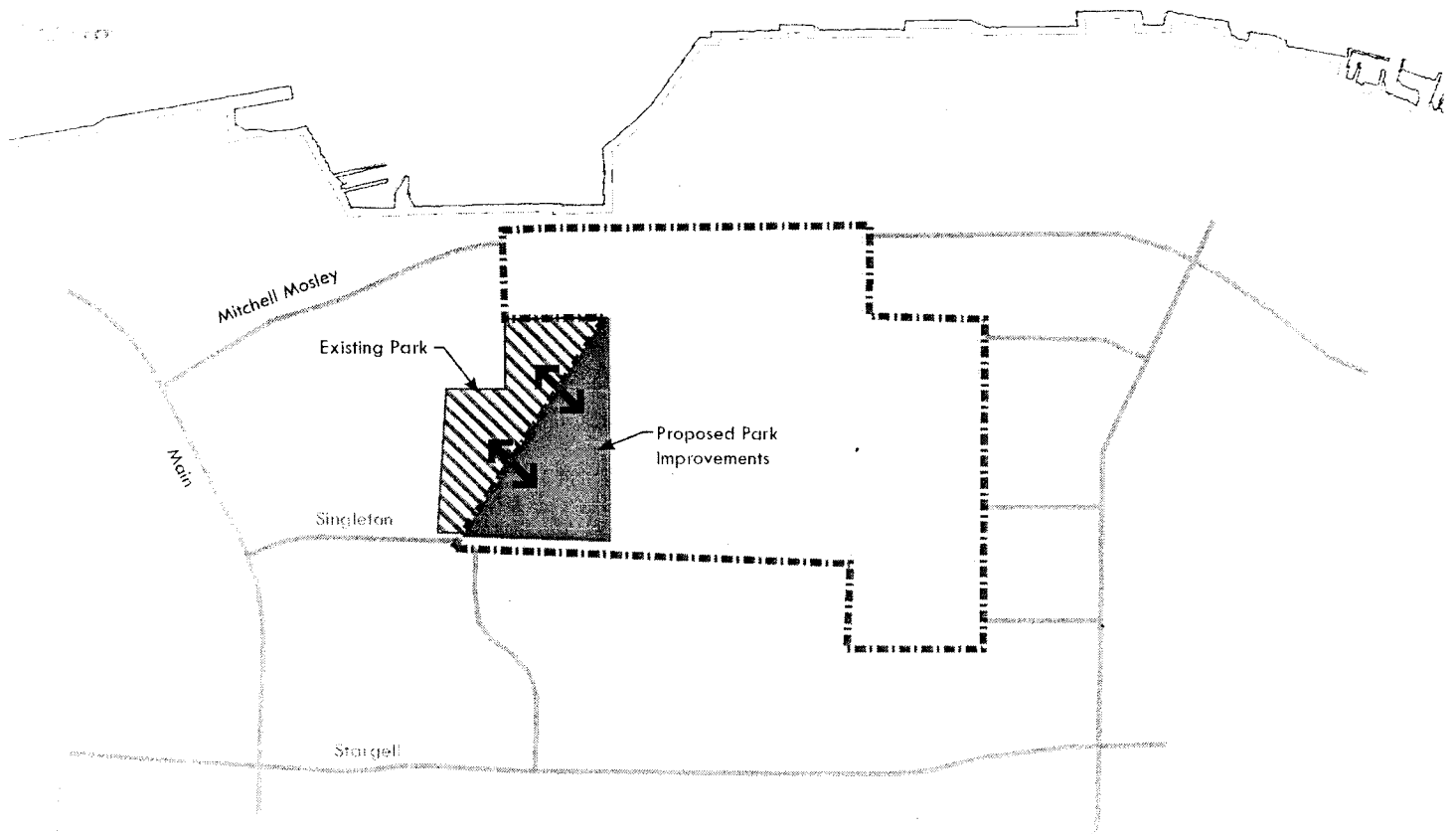
PLANNING GUIDELINE TWO

Focus higher density development
along a transit corridor



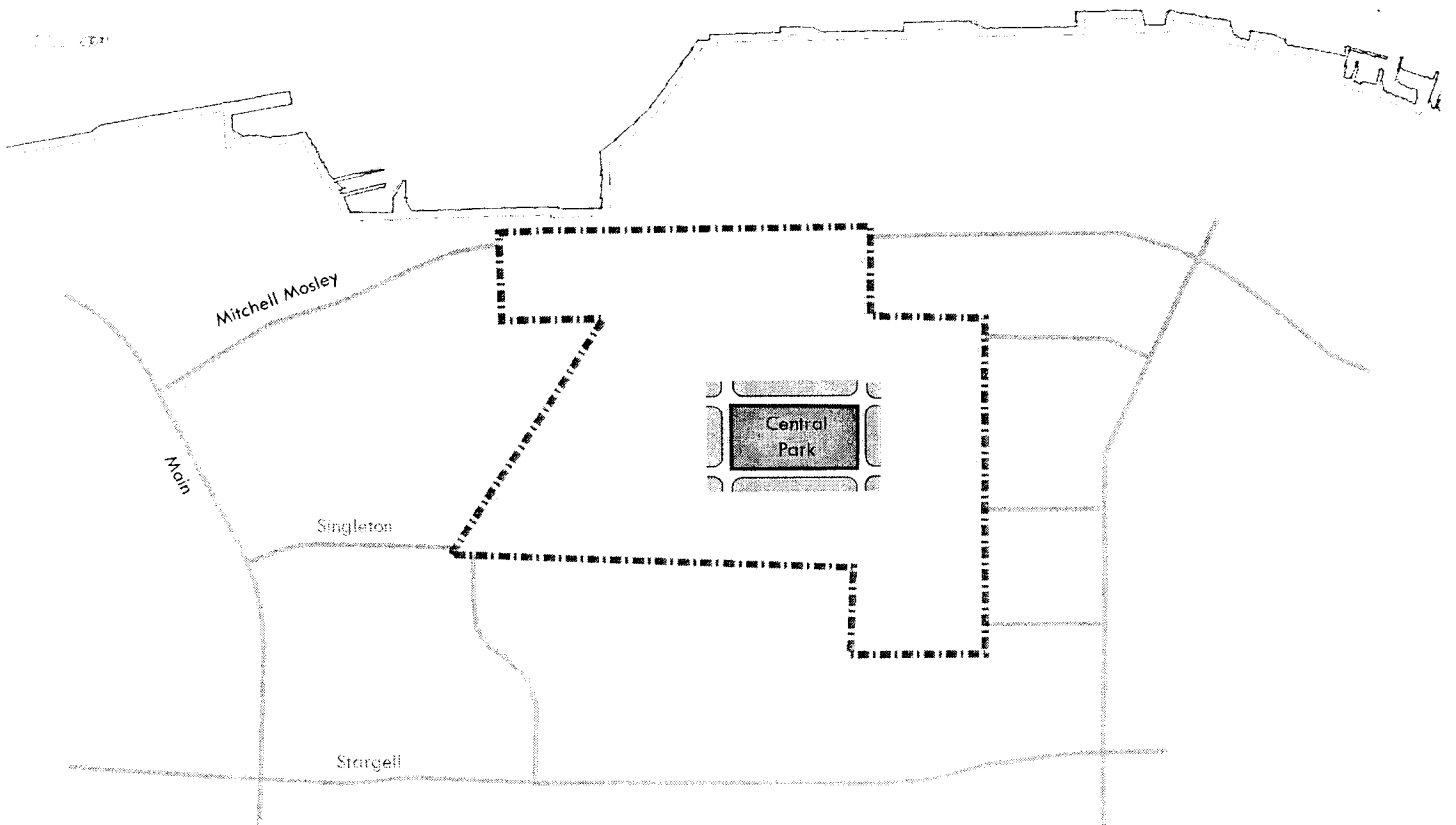
PLANNING GUIDELINE THREE

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



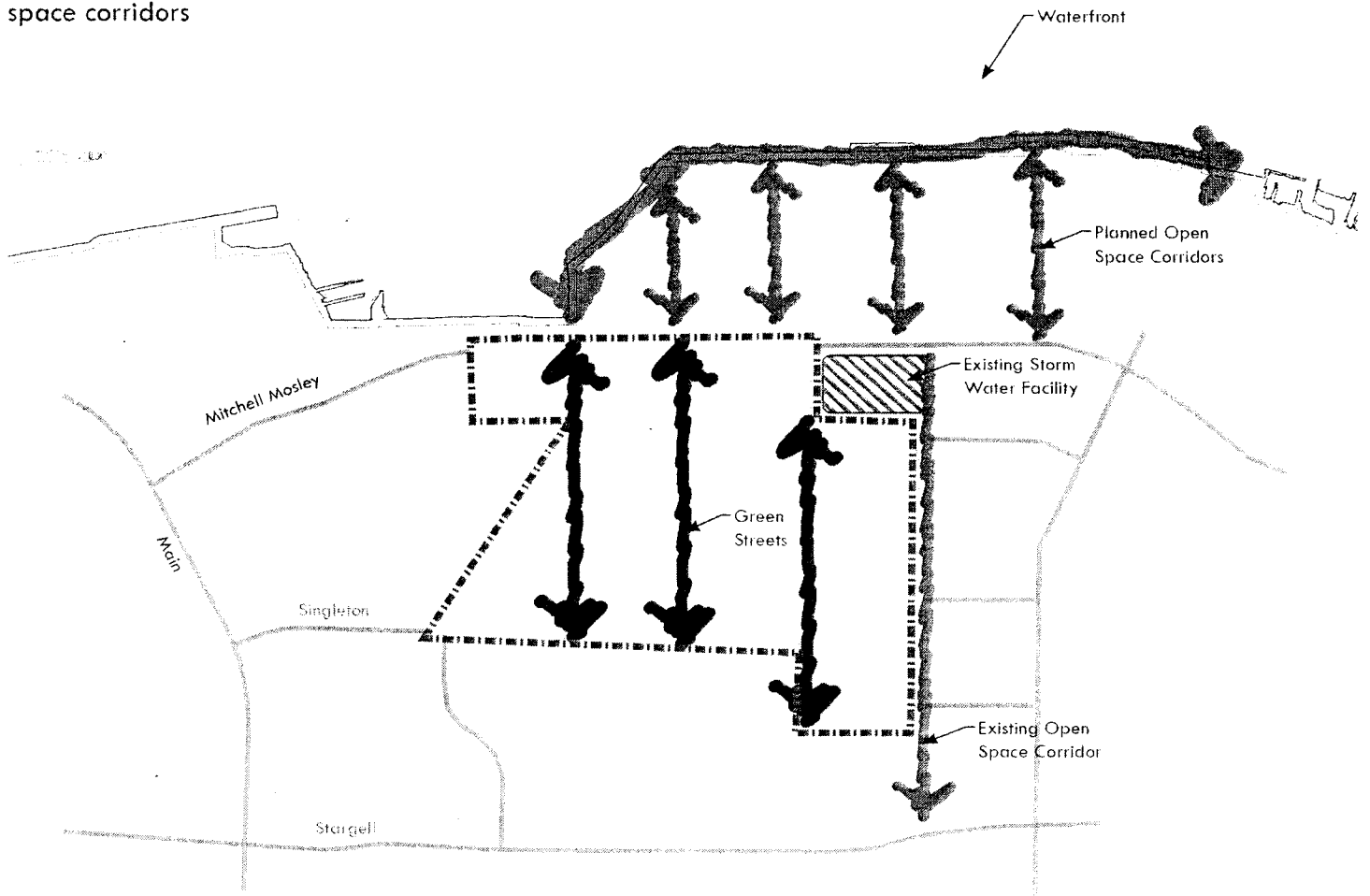
PLANNING GUIDELINE FOUR

Create a central neighborhood park that is fronted by residential uses



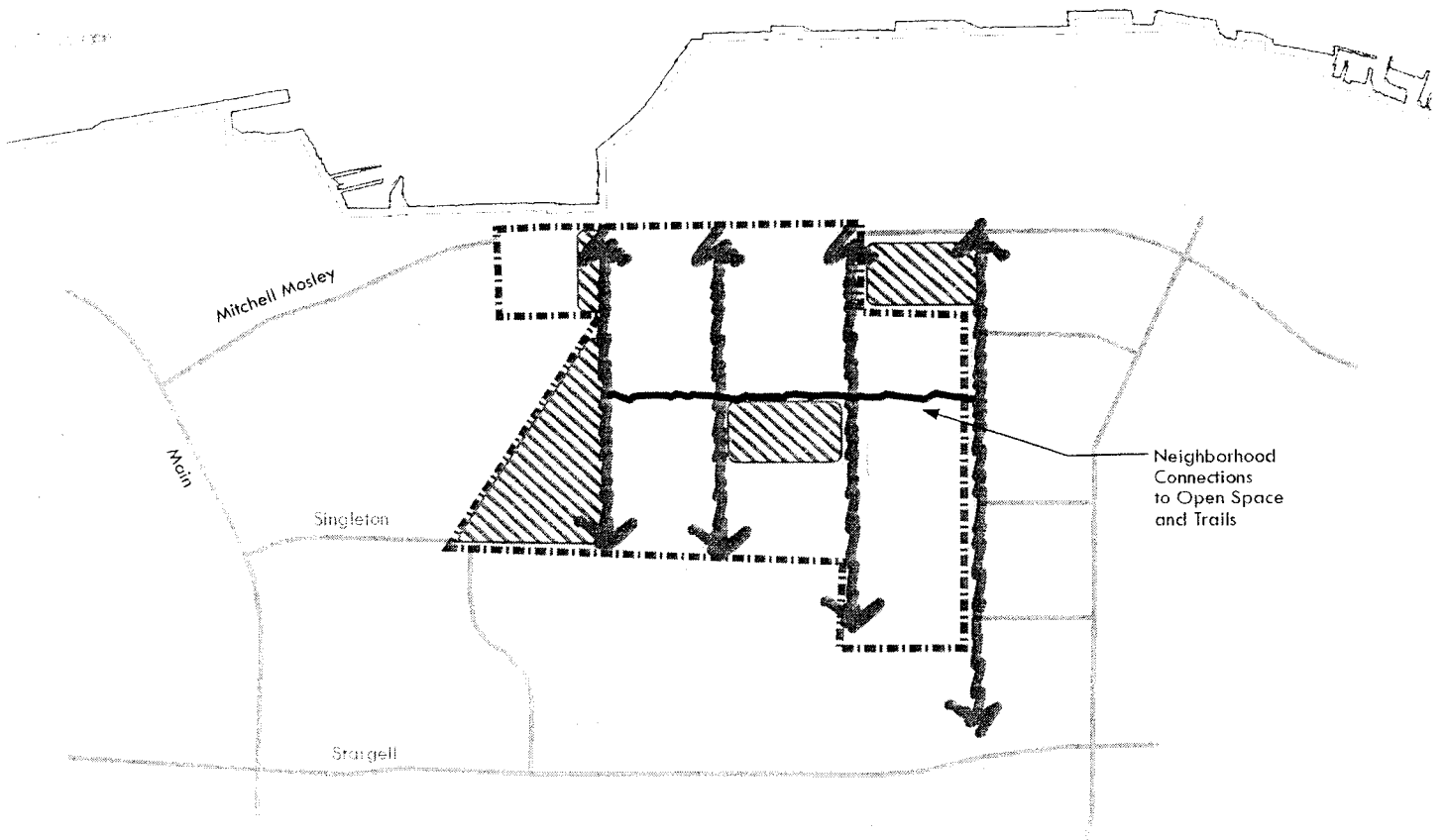
PLANNING GUIDELINE FIVE

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



PLANNING GUIDELINE SIX

Connect residential uses to open space,
trails, and parks



Amendment to the NAS Alameda Community Reuse Plan

Development Summary Table Main Street Neighborhoods Subarea

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

Main Street Neighborhoods Subarea Policies

Land Use Development Policies

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

Transportation and Circulation Policies

- 2-19 Develop Stargell Avenue, Appezato Parkway, the Mitchell-Mosley Extension and Main Street with pedestrian- and bicycle-oriented paths and landscaping as means to maximize alternative modes of transportation and minimize impacts of vehicle traffic and noise on the residential neighborhoods. (Originally Policy 2-11)
- 2-20 Create patterns of development that minimize driveways and other access turning conflicts on major arterial roadways. (Originally Policy 2-12)
- 2-21 Minimize through-traffic on minor residential streets. (Originally Policy 2-21)

- 2-22 Allow neighborhood centers for small stores that attract mainly pedestrian traffic and can be acceptable neighbors for nearby residents. (Originally Policy 2-22)
- 2-23 Limit the size of stores within the small neighborhood centers in order to avoid traffic congestion and parking demands inconsistent with the residential character of the Main Street Neighborhoods subarea. (Originally Policy 2-23)

Housing Policies

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

Community Design Policies

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

Sustainable Design Policy

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

Fiscal Neutrality Policy

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

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

Changes in text

Page 6-3 – Modify text.

Main Street Neighborhoods Subarea Parks

Several small neighborhood parks are identified as part of the residential redevelopment in the Main Street Neighborhoods subarea. These one-half- to 3-acre parks will serve the residents of the Main Street Neighborhoods subarea. Their proximity to schools (Island High, Ruby Bridges, Chipman) and school-age children in the neighborhood make them a critical addition to the region. They will provide a "green" place for residents, especially children, to engage in passive and active recreation and to play and grow. Larger parks and active playfields may also be developed in the North Housing Parcel. If active playfields are developed, they can be placed contiguous to other recreational facilities. One such facility is the Coast Guard Service Center to the west of the North Housing Parcel. Active ball fields and parking could be shared, but non-recreational facilities, such as the Coast Guard's housing office, would not be shared. Eight acres of active playfields and at least one neighborhood park are included in the North Housing Parcel. The eight acres of active playfields must be contiguous. Park uses will include facilities, including a sports field, that are accessible to the disabled. The Miracle League, a nonprofit sports association, will work with the Alameda Recreation and Park Department (ARPD) to include an accessible sports field into the design of the North Housing Parcel's sports park.

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

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

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

SECTION 8.0 PROPERTY DISPOSAL STRATEGY

Changes in text

Page 8-5 – Add text to section:

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

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

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

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

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

Page 8-7 – Add text to section:

Public Benefit Conveyances

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

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

- ▶ **City of Alameda/Alameda Recreation and Park Department (ARPD):** ARPD submitted an NOI for a PBC for an existing community park and open space area. This area had been used in the past by ARPD through a use agreement with the U.S. Coast Guard. This PBC requested eight acres of open space currently called Estuary Park. This park includes a baseball/softball field and two large soccer fields. This park can be used as a venue for a variety of youth sports activities. ARRA approved this PBC and stated that the park should continue to contain at least eight contiguous acres to accommodate sports fields and that space should be made available within it for the Miracle League to develop an accessible sports field.
- ▶ **Alameda Housing Authority:** The Alameda Housing Authority is a local agency that owns 559 units, manages 13 units and administers 1,675 Section 8 vouchers for very-low and low-income residents. The Housing Authority submitted a request for a homeless accommodation in partnership with the Alameda Point Collaborative, and Building Futures with Women and Children. Their NOI proposed to develop 120 units of permanent supportive housing for individuals and families who are currently homeless. ARRA negotiated with the Alameda Housing Authority to provide nine acres and 90 units for this use.
- ▶ **Habitat for Humanity:** Habitat for Humanity submitted an NOI to the City of Alameda for a self-help housing PBC. Habitat for Humanity proposed renovating 32 homes in the northeast section of the North Housing Parcel. These homes would be renovated using Habitat's self-help model and sold to buyers with incomes that are 80 percent or less of the median income. After economic review and further discussion with this organization, ARRA suggested that Habitat for Humanity pursue two acres of land for up to 30 dwelling units. These units may be new construction or renovation of existing units.

SECTION 9.0 IMPLEMENTATION STRATEGY

Changes in text

Page 9-4—Add text to section:

Infrastructure

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

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

Environmental Status

Soil

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

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

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

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

Water

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

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

Next Steps

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

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

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

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

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

Page 9-23 through page 24 – Modify text

Building Demolition

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

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

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