

# ITEM 10-A

## Alameda Reuse and Redevelopment Authority

### Memorandum

To: Honorable Chair and Members of the  
Alameda Reuse and Redevelopment Authority

From: Debra Kurita  
Executive Director

Date: November 5, 2008

Re: Alameda Point Update – Review and Comment on SunCal’s September 19,  
2008 Development Concept

---

### BACKGROUND

In July 2007, the Alameda Reuse and Redevelopment Authority (ARRA), Community Improvement Commission (CIC), and City (together Alameda) entered into an Exclusive Negotiation Agreement (ENA) with SCC Alameda Point LLC (SunCal) to secure the required land use entitlements to redevelop Alameda Point. The ENA identifies a number of mandatory performance milestones necessary to complete the entitlement process during the ENA term, including the preparation of a Development Concept. SunCal submitted this document, along with a draft Business Plan, draft Sports Complex Master Plan Update, and Infrastructure Plan, on September 19, 2008. Alameda issued a press release notifying the public that the documents were received and were available for review on-line at [www.alameda-point.com](http://www.alameda-point.com) and at the Alameda Free Library. The September 19 submittal was also provided to the ARRA Board at that time.

In addition to making the documents available to the public, SunCal presented its Development Concept to eight boards and commissions during the month of October. Both Alameda and SunCal advertised these meetings. Staff also completed its preliminary review of the Development Concept. The November 5 ARRA meeting is an opportunity for the ARRA to provide feedback on the Development Concept and to review and comment on input received from the boards and commissions. No action is required.

Following the ARRA meeting, SunCal will evaluate all of the comments received and prepare its draft Master Plan, final Sports Complex Master Plan Update, and final Business Plan. Completion of these documents is a mandatory milestone under the ENA. The draft master plan and related documents are due to Alameda on December 19, 2008.

### DISCUSSION

The following is a summary of the comments received from the boards and commissions.

### Historical Advisory Board – October 2, 2008

Staff requested that the Historical Advisory Board review and comment on the historic preservation and adaptive reuse components of the Development Concept. The following comments were transmitted from the public or individual board members:

- Support was expressed for SunCal's decision to preserve the Bachelors Officers Quarters and the "Big Whites".
- Concerns were expressed about the loss of four of the five Seaplane Hangers; Building 8, which is in the "Shops Area"; Building 19 (the Control Tower Building); and the small boathouse (Building 15).
- Demolition of buildings in later phases should be delayed as long as possible or until such time that the development of that phase is ready to move forward to provide additional time for market conditions to adjust. Such delay of demolition might provide new opportunities to feasibly reuse buildings.
- A "range of building types" should be preserved at Alameda Point.
- There was a discussion about the implications of a future National Register Nomination for the Historic District if large portions of the District were to be removed by the development.

### Library Board - October 8, 2008

The Library Board provided comments and direction regarding the need for library services and facilities at Alameda Point to serve the Alameda Point development and/or the west end of Alameda. Specifically, the Board stated that:

- There was a documented need for library facilities within the west end of Alameda.
- Approximately 15,500 square feet would be needed for a new library that could also accommodate a literacy program for west end residents.
- The facility should be located adjacent to the neighborhoods and other civic uses.
- There might be opportunities to do a "joint use" library facility with the proposed school at Alameda Point.
- Reuse of one of the historic buildings might be possible, but the technological requirements for a modern library may make adaptive reuse of an historic building cost prohibitive relative to building a new library.

### Recreation and Park Commission - October 9, 2008

This meeting provided an opportunity for the Recreation and Park Commission and the community to focus on the open space and recreational proposals in the Development Concept and the draft Sports Complex Master Plan Update. The Commission provided the following comments:

- The plans for the Sports Complex and the open space and parks were well received by the Recreation and Park Commission, with several members expressing positive reactions to the proposed plans.
- Given the weather conditions at Alameda Point, consideration should be given to enclosing all or portions of the swim center within the Sports Complex.

- There should also be serious consideration given to strategies that create energy efficient buildings. For example, the swim center will require large amounts of energy. Solar panels or other clean energy strategies should be considered to reduce the carbon footprint of the facility.
- The Sports Complex should include a stage or similar facility or structure that could be used for individual or group “performance” sports such as cheerleading.
- There might be opportunities and cost benefits to co-locating the proposed school sites with the proposed open spaces.
- Drought tolerant and “bay friendly” landscaping should be used to the maximum extent possible in all the open space and park facilities.
- Open spaces, parks, and the Sports Complex should be phased in with each phase of the development, beginning with the first phase.

#### Housing Commission - October 15, 2008

At this meeting, staff requested that the Housing Commission review and comment on the housing proposals and strategies. The Commission made the following comments:

- The plans for a diversity of housing types and affordability levels were well received by the Commission, with several members expressing positive reactions to the housing proposals and the Development Concept as a whole.
- Drought tolerant and “bay friendly” landscaping should be used to the maximum extent possible throughout the plan area.
- The paragraph in the introduction of the Development Concept that talks about “skyrocketing housing prices” in the Bay Area should be updated to reflect current economic conditions.
- The scale and location of the commercial buildings proposed along Main Street should be carefully considered to ensure compatibility with existing developments across Main Street, which include a Housing Authority property.
- The Housing Commission is willing and available to provide additional comments and suggestions as the plans become more definitive and more detailed regarding housing types, the location of affordable housing, and the juxtaposition of new and existing development.

#### Economic Development Commission - October 16, 2008

Staff requested that the Economic Development Commission (EDC) review and comment on the economic development, jobs, and commercial development proposals in the Development Concept Plan. The EDC provided the following feedback:

- Commissioners expressed concern about focusing on a large single user for commercial space and the project’s financial vulnerability in the event such a user would close its campus.
- SunCal was encouraged to plan carefully for the mix of uses and ensure that the range of uses was well integrated (e.g., children at play, retail traffic, residential neighborhoods, commercial activity, etc.)
- Commissioners noted that analysis of historic preservation/adaptive reuse costs would be very important to understanding overall project feasibility.

- The Development Concept assumes one job for 300 square feet of commercial development. What is Alameda's existing jobs per square foot ratio?
- Are there examples of projects, developed by SunCal or other developers, which document changed behavior regarding use of public transportation, improved ridership, etc.?

#### Transportation Commission - October 22, 2008

The purpose of the meeting was to focus community discussion and evaluation on the transportation strategies proposed to support the land use plan. The Transportation Commission had the following comments:

- The Commissioners expressed their general support for the overall content and direction of the transportation strategy and its focus on proven technologies; such as Bus Rapid Transit, shuttles, Car Share and other well known transportation alternatives. They appreciated SunCal's willingness to innovate, listen to the community, and adjust its plans accordingly to address Alameda's priorities and suggestions. Commissioners agreed with SunCal's decision to de-emphasize Personal Rapid Transit (PRT) in the Development Concept.
- Since the transportation program is very conceptual, it is difficult to fully understand or quantify the impact of the land use plan on the transportation network, specifically the Tubes. It will be very important for SunCal to provide more details about each component of the program, the costs and ridership benefits of each component, and the overall traffic impact or benefit of each phase of the transportation strategy so that Alameda will have a clear understanding of the full benefits and potential impacts on the Tubes of the proposed development program.
- The Commissioners expressed their appreciation for "Day One" transportation strategies that are in place when the first houses and businesses are occupied, and encouraged SunCal to fully develop a comprehensive and detailed "Day One" transportation program to attract "transit minded" residents and businesses to Alameda Point.
- One-way streets may not be appropriate at Alameda Point.
- The school may be needed in Phase 1 since the Ruby Bridges School is already at capacity.
- A reexamination of the benefits of AC Transit Route 63 is warranted, and there may be benefits to changing that route to make more efficient use of transit investments by AC Transit and SunCal.
- Locating a transit stop at the oval at the Atlantic Entrance to the site may be problematic if it necessitates a "split" station.
- Serious consideration should be given to market rate pricing for the Ferry Terminal parking lot to maintain an 85% occupancy rate.
- The parking ratios for commercial development need to be carefully considered to provide incentives and support for alternatives to the automobile.
- There is a need for better coordination between the ARUP Estuary Crossing Study and the SunCal transportation plans.
- The West Alameda Business Association needs to be included in future transit routing discussions.

- More work is needed to define and clarify which transit services in addition to the shuttle could be accessed with the “Eco-Pass”.
- For comparative purposes, the Santa Clara corridor would be a good example of a higher density area in Alameda with excellent transit services that might reflect the density and transit services being proposed at Alameda Point. To inform the community, it may be beneficial to examine the transit ridership characteristics of these existing Alameda residents to determine the transit ridership characteristics that might be expected at Alameda Point with similar densities and transit services.
- There should be an analysis of the projected ridership of the proposed BRT system to determine whether the ridership would justify the costs. If the analysis shows that ridership might be low, then SunCal and Alameda should consider other ways to spend transportation funds.
- SunCal and the community should be very clear about both the transportation benefits and potential impacts of the proposed development so that all Alameda residents understand what is being proposed and the implications of the project on the daily commute from the west end of Alameda.

#### Social Services Human Relations Board (SSHRB) – October 23, 2008

The SSHRB meeting provided an opportunity to comment on services to low-income residents, including housing, transit, childcare, and recreational facilities. Board members had the following comments:

- Support was expressed for the 25% affordable housing obligation. If homeowners association costs or special assessments are required as part of the development, these fees should be considered when determining the affordability of units.
- Further consideration should be given to the balance of rental and ownership affordable units. Attention should be paid to the number of units accessible for people with disabilities.
- Consideration of grocery facilities should include an analysis of their affordability for low-income people.
- The Development Concept appears to address transit needs identified in the Board’s Community Needs Assessment. Attempts to locate units within five minutes of transit should consider the walking speeds of seniors and people with disabilities.
- The Eco-Pass should incorporate a sliding scale for low-income residents and people with disabilities.
- There is a need to ensure first source hiring applies to all new employers who occupy the Point. Phasing plans should consider job training and placement programs needed to help meet first source hiring goals.
- A consultant should be hired to facilitate a planning process between SunCal and Alameda Point Collaborative that ensures the relocation of residents from Alameda Point Collaborative, Bessie Coleman Court, and Operation Dignity causes as little disruption as possible and prevents displacement.
- Public spaces should accommodate the needs of people with disabilities by providing benches, smooth and level walking paths, and picnic tables that are wheel chair accessible.

- The Sports Complex should include disability friendly facilities, similar to the Miracle League ball field proposed for the North Housing Parcel.
- There is a need to ensure that west end social service resources are maintained, including the strong collaboration between the Alameda Food Bank, the Alameda Point Collaborative, and American Red Cross-Alameda Service Center.
- As more details become available, there is a need to compare the Social Service Human Relations Board's Community Needs Assessment to the plan.

#### Planning Board - October 27, 2008

The Planning Board meeting provided an opportunity for the Board and the community to review and comment on the land use planning, design, and sustainability aspects of the Concept. The Planning Board made the following comments:

- The Development Concept is a good conceptual plan for Alameda Point and is well done.
- The Development Concept should include design principles about the importance of waterfront design to create a vital, safe, and pedestrian friendly waterfront.
- The Development Concept does a good job of addressing the need for density and the diversity of housing.
- The Development Concept sets very high expectations and SunCal needs to be careful about setting expectations that may not be realistic. SunCal should not "over promise, and under-deliver".
- The phasing of the schools may need to be moved up earlier in the schedule to accommodate growth in enrollment.
- There is a need for a library in the project.
- The analysis of civic facilities should consider a larger area than just Alameda Point. For example, the College of Alameda has a track that is not always available to the community. The Miller School site may be an appropriate location for a new school serving the west end and Alameda Point, in addition to the current Island High facility.
- Co-locating public facilities, such as libraries with schools, will increase the availability of State grants.
- Given that the Sports Complex and the entire northern edge of the site will be in an area that is not protected from floods and is adjacent to a shoreline that may fail in a major disaster, the financial plan should include funds to rebuild public facilities that are damaged in a flood or major disaster.
- The plan should include a phasing schedule for the adaptive reuse area that is coordinated with the phasing for the rest of the project.
- The open space needs to be provided with each phase of the development. The phasing schedule should ensure that there is no net loss of playing fields for soccer leagues. Phase 1 in particular should be carefully considered so that it provides adequate open space.
- Development guidelines and standards are needed to ensure that the highest quality development and a fine-grain mix of uses are provided at the site to the maximum extent feasible.
- The street design and cross-sections, and the emphasis on narrow, calm streets, is very positive. The project should not be constrained by outdated local standards such as the 1965 City Storm Drain Standards referenced in the Infrastructure Chapter.

- Transportation is the biggest issue facing the redevelopment of Alameda Point. The transportation strategy needs more details and more definition about when certain improvements will be constructed and who will pay for them.
- The transportation strategy needs to be “front-loaded” with “Day One” improvements to the maximum extent feasible.
- The BRT proposal could be controversial given what has occurred recently in Berkeley and Oakland with AC Transit’s BRT proposal.
- Regarding the phasing of the Ferry Terminal relocation, increasing the frequency of ferry service from the Main Street Terminal in early phases may be more important than relocating the terminal to the Seaplane Lagoon in the early phases.

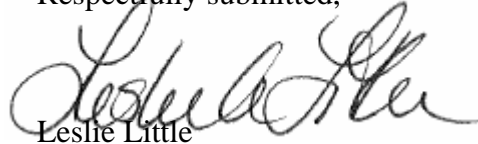
BUDGET CONSIDERATION/FINANCIAL IMPACT

There is no fiscal impact to receiving board and commission comments on the Development Concept or providing feedback on the plan.

RECOMMENDATION

This item is for review and comment on SunCal’s Development Concept. No action is required.

Respectfully submitted,



Leslie Little  
Development Services Director



By: Debbie Potter  
Base Reuse and Community Development  
Manager