

8

IMPLEMENTATION

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8.1 INTRODUCTION

The development program described by this Specific Plan for Alameda Point requires the implementation of the following key elements:

- A phased program of street, transportation, public safety and utility improvements necessary to support the redevelopment of Alameda Point, including provisions for establishing all necessary public rights-of-way and public utility easements, construction of transit improvements such as the ferry terminal and transit hub, and upgrades to the local fire station, as well as certain off-site street, utility and transportation upgrades to offset the Project's impacts on City infrastructure and facilities;
- Commercial, residential and business park development consistent with the criteria outlined in this Specific Plan and hazardous materials remediation for each developed use consistent with applicable federal and State laws;
- Reuse of key historic resources;
- Development of affordable housing for very low, low, and moderate income households;
- Development of pedestrian and bicycle paths and public amenities such as a branch library, public parks and an elementary school;
- Establishment of major recreational open space amenities such as the Alameda Point Sports Complex, Enterprise Park and the Seaplane Lagoon marina;
- Flood protection and geological hazard management facilities as required to develop the components of the Specific Plan; and
- Consummation of the "land swap" pursuant to the Naval Air Station Alameda Public Trust Exchange Act.

The regulations governing implementation of the Project and these key elements are discussed in prior chapters of this Specific Plan, such as *Chapter 3: Land Use, Chapter 4: Open Space and Conservation, Chapter 5: Transportation, Circulation and Parking, Chapter 6: Utilities and Infrastructure*. Multiple chapters also cover some of the implementation strategies described in this Specific Plan. For example, implementation of public works projects is described in *Chapter 5, Chapter 6* and this *Chapter 8: Implementation*. This chapter focuses primarily on the proposed public and private programs and financing strategies required to implement the Specific Plan. The next chapter, *Chapter 9: Plan Review*, describes the process by which applications for development approvals submitted after the adoption of this Specific Plan are reviewed.

A significant capital facilities program is required to support development of Alameda Point consistent with this Specific Plan. Specifically, all of the major utility systems at Alameda Point are obsolete, requiring replacement. Improved connections to utility service providers may also be needed. New methods of providing essential services, such as solar power, recycled water and the like will require further infrastructure and capital funding. The proposed development relies on a pedestrian-oriented "block plan" that establishes a new and more accessible road network to allow access to all parts of Alameda Point, as well as sidewalks and street features to ensure that a pedestrian and bicycle friendly neighborhood scale community is

developed. Adding to the public amenities of Alameda Point are regional transit connections, trails, public parks and public art features that will make the community distinctive and ensure a balance of commerce, housing and community life as Alameda Point develops.

The following discussion provides an overview of the financing plan for public facilities at Alameda Point, focusing on the sources and uses of capital and the funding for operation and maintenance.

8.2 FISCAL NEUTRALITY

The Project is designed to be fiscally self-sufficient for all public facility and infrastructure construction, relying on private funding sources, as well as tax, fee and assessment revenues generated by the development of the Project. The capital funding of the Project does not require taxes, fees or assessment revenue from residents, businesses or property owners from outside the Plan Area. In addition, under the public facilities financing plan described in *Section 8.4*, the City's cost of providing municipal services will be offset by the revenues generated by the proposed Project over the life of the Project, so that the development program described in this Specific Plan will achieve the City's established policy of "fiscal neutrality."

8.3 PUBLIC FACILITIES FINANCING SOURCES

Public infrastructure improvements will be financed through capital provided by the property developer and private capital funding sources, redevelopment tax increment, land sale revenue, and a newly-created Community Facilities District ("CFD") with jurisdiction only over the Plan Area. Some facilities, such as utility infrastructure, may be financed with funds from the utility provider, which in turn are financed through connection charges, development fees and utility bills charged to end users.

Other facilities constructed to benefit the Project, such as off-site road improvements, affordable housing, adaptive reuse of historic resources and regional transit provided by the Project, may also be constructed, operated and maintained with a variety of funding sources in addition to those already mentioned. The funds for these uses may come from redevelopment funds, bonds, private capital, funding obtained through imposition of use charges, fees, State and federal grants (including state and federal transportation funding sources and local match), and tax credits, among others. After the adoption of this Specific Plan, when necessary, the developer of Alameda Point will prepare a financing plan for City concurrence that will detail the sources and uses of funds for the implementation of the Project. The financing plan will also match the availability of funding to meet Project needs over time through a coordinated phasing plan.

8.4 IMPLEMENTATION PROPOSAL FOR KEY PUBLIC IMPROVEMENTS

It is anticipated that at the outset the developer will provide capital for construction, supplemented and/or reimbursed by bonds secured by a special tax lien placed on the property through formation of the CFD. The CFD must be formed before bonds can be issued to support infrastructure development and, therefore, creation of a CFD and approval to issue bonds will be necessary conditions for development. These bonds will be secured and serviced by a special tax levied on individual parcels within the Plan Area. Redevelopment financing may also be available. Alameda Point is within a redevelopment area and under the jurisdiction of the Community Improvement Commission of the City of Alameda (the "CIC"). The CIC is expected to permit the use of redevelopment tax increment dollars for improvement projects in Alameda Point. It is anticipated that the developer will fund the initial costs of infrastructure improvements and will then be reimbursed through designated public and private financing mechanisms.

Affordable housing facilities also may receive funding assistance from a number of government programs, including redevelopment tax increment set-aside funds, Community Development Block Grant/HOME funds, low-income tax credits and State multi-family housing financing programs. The availability of such funding and assistance is affected by a number of factors, including funding availability and the design of the affordable housing and demographics of residents.

The table below, *Table 8.1: Implementation Proposal for Key Public Improvements*, sets forth the anticipated responsibilities for the funding and construction of public facilities and infrastructure construction and the related maintenance or operation obligations. The implementation strategy in *Table 8.1* may be modified from time to time by the City, subject to the terms of any statutory Development Agreement (Government Code section 65864 et seq.), as it is the intent of this Specific Plan that the City and developers of the Project be afforded flexibility to respond to future changes in market conditions and to ensure that the City and developers are able to pursue superior reuse and development opportunities.

TABLE 8-1 : IMPLEMENTATION PROPOSAL FOR KEY PUBLIC IMPROVEMENTS, ALAMEDA POINT

Project	Responsibility for Initial Planning/ Design/ Construction	Potential Initial Project Funding Sources	Operation and/or Maintenance	Potential Operations and Maintenance Funding
Site Remediation	Navy, Developer	Navy, Developer, PA, TIF, State and federal grants and loans	Navy, ARRA, City	Navy, PA, ARRA, City, State and federal grants and loans
Site Grading	Developer	Developer, PA, TIF	N/A	N/A
On-Site Streets & Roads (including dedicated transit lanes)	Developer	Developer, PA, TIF	City	PA, City
On-Site Street Landscaping, Lighting	Developer	Developer, PA, TIF	City	PA, City
Ferry Terminal and Transit Hub	Developer, WETA	Developer, PA, TIF, WETA	WETA	Transportation Assessment, regional transportation funds, PA, WETA
Off-Site Transportation Improvements including Queue Jump Lanes (for buses at Webster/Posey tubes and Fruitvale bridge)	Developer	Developer, PA, TIF	City	City, PA, regional transportation funds
Shuttle connecting Alameda Point to 12th Street BART and Downtown Oakland	Developer	Developer and Transportation Assessment	Developer, Private Shuttle Service, AC Transit	Transportation Assessment, User Fees, regional transportation funds
Bus Rapid Transit Network	Developer	Developer, PA, TIF	AC Transit, Developer, Private Shuttle Services	Transportation Assessment, User Fees, regional transportation funds
Queue Jumping Lanes (for buses at Webster/Posey tubes and Fruitvale bridge)	Developer	Developer, PA, TIF	City	City, regional transportation funds
On-Site Pedestrian and Bicycle Paths, Trails and Facilities	Developer	Developer, PA, TIF	City	Community Association, PA
Public Parks	Developer	Developer, PA, TIF	City	PA, City
Regional Sports Park Complex	Developer	Developer, PA, TIF	Developer, Community Association, City	Developer, Community Association, User Fees, PA
School Facilities	School District	School Fees paid by Developer, PA, State, G.O. Bonds	School District	State, School District, PA

TABLE 8-1 : IMPLEMENTATION PROPOSAL FOR KEY PUBLIC IMPROVEMENTS, ALAMEDA POINT (CONTINUED)

Project	Responsibility for Initial Planning/ Design/ Construction	Potential Initial Project Funding Sources	Operation and/or Maintenance	Potential Operations and Maintenance Funding
Fire Station	Developer	Developer, PA, TIF	City	PA, City
Library	Developer	Developer, PA, TIF	City	PA, City
On-Site Water and Waste Water Facilities	Developer	Developer, PA, TIF	SP	SP, User Fees
On-Site Storm Water Drainage Facilities	Developer	Developer, PA, TIF	City	PA, City
On-Site Trenched Utilities (i.e., electrical, gas and telecommunications)	Developer	Developer, PA, TIF, SP	SP	SP
Flood Protection Facilities	Developer	Developer, PA, TIF	City	PA
Geologic Hazard Management Facilities	Developer	Developer, PA, TIF	City, GHAD	PA
Historic Resources	Developer	Developer, federal, state and local funds, grants and tax incentives	City, Developer	Community Association, Developer, PA, Conservation Easement Holder

Key for Terms Used in Table 8-1:

AC Transit = Alameda Contra Costa Transit District
ACWMA = Alameda County Waste Management Authority
ARRA = Alameda Redevelopment and Reuse Authority
Community Association = Private master community association established by the landowner
Developer = Developer of Plan Area
GHAD = Geological Hazard Abatement District
G.O. Bonds = General Obligation Bonds
Navy = U.S. Navy
PA = Property assessment, tax, fee or charge imposed only on property owners within the Plan Area, such those imposed by a Community Facilities District, Assessment District, Landscaping and Lighting District, Municipal Services District, Flood Control District, Geologic Hazard Abatement District, benefits assessment, and other public finance mechanisms

School District = Alameda Unified School District
SP = Service Provider
TIF = Tax Increment Financing
Transportation Assessment = An assessment to Fund transportation and transit services
User Fees = Fees and other charges paid by users of a service
WETA = Water Emergency Transportation Authority

8.5 PHASING

The Project is expected to be developed in five phases. It is anticipated that build-out will occur over a period of many years in response to market demand and according to a logical and orderly extension of roadways, infrastructure, utilities, public transportation and other public services, and provision of open space and public amenities. The phasing of development of housing units and non-residential square footage may occur independently. *Table 8.2: Alameda Point Proposed Phasing Plan* describes the proposed sequencing of development for the Project.

Initial construction of each phase will include grading, geotechnical and hazardous material remediation as required and installation of backbone utility improvements and roadways required for the applicable phase of the development. Additional infrastructure, public transportation facilities and public services, utilities and amenities will be constructed as needed to serve development in each phase.

Phase	Residential Dwelling Units	Non-Residential (Sq. Ft.)
<i>Adaptive Reuse Phase</i>	<i>309 + 186</i>	<i>563,000</i>
Phase 1	1044	881,000
Phase 2	969	131,000
Phase 3	1394	608,000
Phase 4	536	539,000
Phase 5	403	1,070,000

Infrastructure will be phased in accordance with the anticipated needs of the overall development plan, using existing funding as efficiently as possible to minimize debt service costs while ensuring that duplicative efforts are minimized. Development of the AP-PMU will occur concurrent with the other phases.

8.6 MAINTENANCE AND OPERATIONS

It is anticipated that a combination of additional Project generated funds will be used to cover the full cost of maintenance and operation of public facilities and services. On-going maintenance of public facilities and public services within the Plan Area may be funded through a combination of Project property and special taxes, assessments, Community Association fees and assessments, Municipal Service Districts assessments, area of benefit district levies, parking fees and charges within the Plan Area, transportation assessments, and/or other public financing mechanisms for maintenance and services.

Management of geological conditions and flood control may be by a CFD, Geological Hazard Abatement District ("GHAD"), or flood control district. A flood control district could be created with jurisdiction over the Plan Area. Some maintenance and operations functions will be performed by City staff and reimbursed from these special assessments and/or fees. Roadway, utility improvements, police, fire, library and other municipal services will be operated and maintained through existing utility and public funding sources.

8.7 PUBLIC TRANSIT

A transportation assessment is proposed for the Project to fund transportation improvements and ongoing transit operations. A new ferry terminal and transit hub will be constructed as part of the Project with construction commencing on or before Phase 2 and service anticipated early in Phase 3. Each resident and employee of Alameda Point will receive an "Eco-Pass" under a transportation program which will allow unlimited use of the public transit provided by the Project. In the early phases of the Project, the transportation assessment, supplemented by other funds as determined by the developer, will fund operation of an Alameda Point transit service or shuttle to the 12th Street BART station and Downtown Oakland to supplement existing AC Transit service as well as other transportation services and programs described in *Chapter 5*. The developer may choose to contract with a private shuttle operator or AC Transit to provide the additional transit services. If AC Transit provides the services, then the Alameda Point "Eco-Pass" could potentially be traded in for an AC Transit "Easy Pass", which could provide access to the entire AC Transit network including the express buses to San Francisco. In the later stages of the development, the funds generated by the transportation assessment will increase and the Project will be able to fund more extensive transit services that will include a connection to the Fruitvale BART station. Prior to the issuance of a certificate of occupancy for new construction in the first phase of the development, the developer will establish an Alameda Point Transportation Management Association ("TMA") to oversee and manage the transportation services and programs provided by the Project as described in *Chapter 5*. The TMA will include a board of directors, which represent the program users and property owners at Alameda Point.

The Alameda Point TMA may choose to merge with the Alameda Landing TMA to create more cost effective and extensive transportation services for western Alameda. The TMA will hire an Alameda Point Transportation Demand Coordinator (the "TDC"), who will oversee implementation of the Alameda Point transportation programs and strategies. The TDC, under direction of the TMA Board, will monitor and analyze the effectiveness of the programs and traffic conditions, including understanding and managing the traffic impacts of the development of Alameda Point on the rest of the City. The TDC will evaluate which transportation programs are most successful at alleviating traffic impacts and addressing the needs of Alameda Point residents and businesses, and will communicate with transit service providers to adjust programs as necessary to minimize traffic impacts and maximize the use of alternative modes of transportation by Project residents and businesses.

8.8 OTHER SERVICES

Police and fire protection within the Plan Area will be provided by the City of Alameda. The Specific Plan provides for a joint public safety facility in the AP-PMU District. A library is also planned for the new community and a western branch of the City's administrative offices are expected to be located in the AP-PMU District. Library facilities and equipment will be paid for initially by the Developer, with on-going operations and maintenance costs paid for by the CFD or the City.

Students who live in Alameda Point will attend Alameda Unified School District (AUSD) schools. The closest schools to the Plan Area, and those that now serve students living in Alameda Point, are Miller Elementary, Woodstock Elementary, Chipman Middle School and Encinal High School. The Specific Plan allows for a new elementary school and for day care services to be funded through school mitigation fees, bonds and other sources of school funds.