

**Concord Naval Weapons Station (CNWS) Reuse Project
LRA Application to U.S. Department of Housing and Urban Development
(32 CFR Part 176.30)**

**DRAFT FOR PUBLIC REVIEW AND COMMENT
December 12, 2008**

This draft Application has been prepared pursuant to the requirements of the Defense Base Closure and Realignment Act (BRAC) of 1990 and implementing federal regulations. It is being circulated for public review and comment and will be the subject of a public hearing before the Concord City Council, sitting as the local reuse authority for the surplus portion of the Concord Naval Weapons Station, scheduled for January 12, 2009, prior to submission to the U.S. Department of Housing and Urban Development and the Department of Defense. The draft Application may be revised prior to submission, depending upon comments received and additional considerations. Exhibits to this draft Application may be found on the LRA website <http://www.concordreuseproject.org/> and may also be requested from the LRA.

Comments on this draft may be made at the January 12, 2009 public hearing or submitted in writing by January 12, 2009 via email, fax or mail to:

Pamela Guyer Laperchia
Executive Assistant
Concord Naval Weapons Station Reuse Project
City of Concord
1950 Parkside Drive, M/S 56
Concord, California 94519
(925) 671-3001
(925) 798-0636 FAX
Pamela.Laperchia@ci.concord.ca.us

Section (a) Redevelopment Plan

The proposed Redevelopment Plan for the Concord Naval Weapons Station is attached hereto as Exhibit A.

Section (b) Homeless Assistance Submission

(1) Homelessness in the Communities in the Vicinity of the CNWS

(i) Political Jurisdictions which Comprise the LRA

The City of Concord was recognized by the Department of Defense, Office of Economic Adjustment ("OEA") as the local reuse authority ("LRA") for the surplus portion of the Concord Naval Weapons Station ("CNWS") on December 1, 2005. The Inland Portion of the

CNWS is wholly within the corporate limits of the City of Concord. The City of Concord is the only political jurisdiction that comprises the LRA. The City of Concord is a general law City organized under the laws of the State of California. (See Cal. Gov't Code section 34102.) The surplus notice for CNWS was issued by the Navy on March 6, 2007.

The CNWS encompasses a total of 12,000 acres. The Navy's surplus notice of 5,028 acres covers only the Inland portion of the base. The Tidal area covering the balance of the base was transferred directly to the US Army. Jurisdiction for two additional pieces of the Inland portion of the base were also transferred to other federal agencies. One hundred fifteen acres were transferred to the US Army for a new administrative center, and 58 acres were transferred to the US Coast Guard for enlisted personnel housing.

(ii) Gaps in the Continuum of Care System within the City of Concord and in the vicinity of the Concord Naval Weapons Station

The City of Concord is a member of the Contra Costa HOME Consortium which prepares the Consolidated Plan for seven CDBG Entitlement Cities and the Urban County. While each jurisdiction prepares its own Action Plan, the Homeless and Special Needs portion of the plan is prepared for the entire consortium and draws extensively from the Homeless Continuum of Care process which is county-wide. Attached is a copy of the Special Needs Population Table and the Priority Homeless Needs Assessment from the "Contra Costa Consortium 2005-2009 Consolidated Plan" published May 16, 2005. Also attached is the narrative portion of the Consolidated Plan regarding homelessness needs, priorities and the inventory, covering the entire County. [Table 1: Homeless and Special Needs Population Table and Table 2: Priority Homeless Needs Assessment as well as the narrative description of the Homeless Needs from the Consolidated Plan are attached as Exhibit B]

Key countywide homeless priorities identified in the Consolidated Plan include:

- Provide job opportunities and income supports to enable homeless people to afford housing and retain employment
- Provide health services designed to avoid crises, thereby preventing homelessness due to illness and assisting those already homeless to regain their housing
- Expand the availability of key support services to enable people to regain their housing or prevent its loss
- Expand affordable housing options in order to enable homeless people to achieve long term housing stability

Homeless Assistance Need in the Vicinity of the CNWS

While all of the Inland portion of the Concord Naval Weapons Station lies within the limits of the City of Concord, the LRA and HUD recognize the regional nature of the CNWS as a former employment center, as a future population center, and the regional nature of the issue of homelessness in the vicinity of the base. Homeless people do not have a fixed

place of residence and often move around to seek services or housing, or to escape the economic, familial or neighborhood problems that led to their homelessness. At the same time, most homeless people prefer to receive homeless services and to become rehoused in the same city, or in the immediate vicinity of the area, in which they became homeless. Thus, it was determined that the area to be studied for the purposes of establishing an appropriate homeless assistance plan would be greater than the City of Concord, yet should not extend to the entire County, many parts of which are geographically and physically isolated from the base.

City of Concord staff, in consultation with HUD Region IX, identified portions of the County's central region as most directly impacted by the closure of the Concord Naval Weapons Station and therefore having a homeless population most likely to benefit from a base reuse homeless assistance plan. The area identified for determining the need for homeless assistance (the "Study Area") was defined as encompassing the City of Concord, the neighboring cities of Walnut Creek, Pleasant Hill, Martinez, Pittsburg, Clayton and adjoining unincorporated areas of Contra Costa County.

The Continuum of Care needs in the area of the vicinity of the installation, described in further detail below, are consistent with the needs and priorities identified for the County in the Consolidated Plan and in the County's Continuum of Care process.

Map: The City of Concord, the Concord Naval Weapons Station and the Homeless Assistance Needs Study Area



Source: City of Concord IT Department, July 2006

Because data on homelessness was only available at the County-wide level and appears in this form in the Consortium's Consolidated Plan, in 2006 the LRA commissioned a study of homeless needs in the vicinity of the CNWS, as defined above. The resulting report *Homelessness in the Concord Naval Weapons Study Area: An Assessment of Homeless Needs, Services and Trends* (hereinafter "Homeless Needs Assessment") used a variety of source documents including the Consolidated Plan and Continuum of Care Plan, the 2007 homeless count, interviews and estimating methods to establish a range of needs and gaps for the area in vicinity of the CNWS. This document was widely circulated in draft form and comments incorporated before final publication in April 2007. (See Section 5 of this HAS for greater detail about the drafting and comment process.) A copy of this entire document and comments received from the Collaborative are submitted as Exhibit C to this Submission.

Homelessness in the Study Area

As described in detail in the Homeless Needs Assessment, applying a variety of estimation methods, the point-in-time size of the homeless population in Concord was calculated to be between 591 and 874. In the Study Area, the derived range is 1,421 and 1,788. The following table summarizes the data presented in the Homeless Needs Assessment in four different tables based on four different methods of estimating homelessness.

Table 1: Estimates of homelessness in Concord and in the Vicinity of the Installation

	Concord	Vicinity of the Installation ("Study Area")
Point in time estimate from 2007 Homeless Count	874	1,788
Point in time estimate from population poverty statistics	604	1,421
Point in time estimate derived from very low-income renter statistics	591	1,629
Point in time estimate derived from national annual homeless rate estimates among poverty population	605	1,425

From Homeless Needs Assessment, April 2007

Based on the findings of the 2007 homeless count, the homeless population in the Study Area is estimated to be approximately 73% single adults, 26% persons in families and 1% unaccompanied youth.

Table 2: Estimated Homeless Household Composition in City and Study Area

	Adult Singles/ Couples	Adults and Children in Families	Unaccompanied Youth	Totals
Concord	638	224	12	874
Percent	72.8%	25.6%	1.4%	
Study Area	1,299	461	28	1,788
Percent	72.7%	25.8%	1.6%	

Source: Contra Costa 2007 homeless count – Unsheltered and Sheltered

As many as half of all homeless adults in the Study Area may have a medical, mental health and/or substance abuse disability. Up to 40% of homeless single individuals may be defined as “chronically homeless.” In addition, as many as 8,500 very low income households in the Study Area are at high risk of becoming homeless in the future.

Inventory and Gaps in the Continuum of Care in the vicinity of the installation

There are many types of programs and services designed to meet the needs of homeless people residing within the vicinity of the installation. These include approximately 150 shelter beds, 136 dedicated transitional housing beds, nearly 100 transitional rental assistance slots, and approximately 240 permanent housing beds or units, including 130 rental assistance slots. Other targeted services include a multi-service center, mobile health services, advocacy and domestic violence services. Homeless people may also utilize an array of other services for low-income persons such as mental health and substance abuse treatment slots, child care, transportation, employment and meal programs.

In 2006, the Continuum of Care Board identified an unmet need for 4,241 new units of permanent housing throughout the County. The need was not broken down by region and did not distinguish between supportive housing and other housing without supportive services. The Ten Year Plan calls for significant increases in supportive housing and the development of integrated services teams to provide supportive services linked to the housing. Since none of the 1,788 individuals or families found in the study area in the 2007 count had permanent housing, the number of homeless people identified in the vicinity of the installation may indicate a need for as many as 1,480 additional units of supportive housing with services. (This assumes one unit is needed for each single person and one unit for every family, calculated at an average of three persons.)

Numerous studies have concluded that supportive housing helps homeless people with the greatest barriers to achieve stability and greater independence. Reports of success with persons who have been homeless for long periods of time indicate that 80-85% who enter supportive housing will remain housed for over two years. Providing supportive housing for

homeless individuals and families also decreases utilization of high-cost public services; it costs approximately the equivalent or less to house someone in supportive housing as it does to have that person remain homeless and cycling through high-cost crisis care and temporary shelter.

The County's Ten Year Plan to End Homelessness also calls for strengthening many existing services and the creation of additional critical services for homeless people to assist them to permanently exit homelessness. Needed services include comprehensive case management programs with low client to provider ratios; programs that can provide integrated treatment for persons with mental health and drug and alcohol disabilities; employment programs that can meet the special needs of homeless people, including targeted employment programs for chronically homeless persons living in supportive housing; affordable child care; and programs designed to prevent homelessness in high-risk population groups.

(2) Notices of Interest

i) Proposed activities to be carried out and how they meet a portion of the need

The proposed activities covered by this Homeless Assistance Submission include the development and operation of an estimated 260 units of permanent supportive housing for homeless single individuals, youth and families, and the development of a two-pronged job training program for homeless people in both warehouse operations and in food preparation and catering at the site of the new Food Bank of Contra Costa and Solano County to be located on the CNWS site. An estimated 130 units, or 50% of the supportive housing units proposed will be created on the site of the former installation through an obligation on the purchaser of the site to construct or cause the units to be constructed, while the remaining units may be developed off the installation with funds placed into a Homeless Assistance Fund for the creation of the proposed units. These activities are reflected in the three draft Legally Binding Agreements submitted under number 3 below.

These activities meet a portion of the critical homeless needs in the vicinity of the installation by providing supportive housing for 260 homeless individuals and families, (enough to house approximately 30-40% of those who are estimated to be homeless in Concord at a point-in-time and 14-18% of those who are homeless in the Study Area) and providing job training, placement and retention services for a minimum of 70 homeless persons per year.

The accommodation proposed in this Homeless Assistance Submission meets a significant portion of the unmet homeless need in the vicinity of the Study Area, and a significantly larger portion of the need than would be ascribed to the area based on the installation's relative size. While the total land area covered by the Redevelopment Plan is a little over 5,000 acres and accounts for 25% of the area of the City of Concord, due to constraints on

development, the developable portion represents only approximately 10% of the City and just over 3% of the land area in the Study Area.

Development of the Homeless Assistance Plan from the NOI's

The proposed homeless assistance activities have been developed through discussions between the LRA and the Contra Costa Countywide Homeless Base Conversion Collaborative (“The Collaborative”) representing homeless services providers and affordable housing developers that initially submitted nine NOI's on September 26, 2007. (See Section 5 for details on the NOI process.) Eight of these NOI's were submitted under a single cover as a Collaborative application. The ninth was received as a separate submission from an agency, Anka Behavioral Health, which is also a member of the Collaborative. At the time of this draft the LRA is in discussion with Anka regarding disposition of the final NOI.

Six of the initial nine NOI's received were from partnerships between a local homeless service provider and affordable housing developer, and each proposed the creation of a number of units of housing with supportive services for a variety of homeless individuals and families, intermixed with other affordable housing for other income levels. Three of the NOI's proposed the creation of separate service programs for homeless people: a food bank, a dining services and catering program, and industrial and other job training and placement. (See Table 3 below for detail of NOI's.)

The LRA accepted the eight NOI's submitted jointly as meeting the basic requirements of the process and agreed to negotiate on all of them through the Collaborative of agencies that submitted together. The agencies in the Collaborative signed a Memorandum of Understanding that they would negotiate as a group. (A copy of the Collaborative's MOU is submitted as attachment D.) The decision to negotiate collaboratively was both to replicate a best practice from other base conversions and to recognize the unique nature of the CNWS which has no existing buildings or infrastructure appropriate to meet homeless needs at the moment, requiring a creative approach to developing a homeless assistance plan. At the time of this draft, the LRA is evaluating the ninth proposal which was submitted by a member of the Collaborative but under separate cover.

A principal feature of the six original NOI's for housing was that the homeless-dedicated units would be created within larger affordable housing projects. Members of the Collaborative proposed this approach to make the development of the units more feasible with existing funding sources and based on the premise that homeless assistance and homeless housing projects are more successful when integrated into the framework of a neighborhood rather than set apart as independent operations; and that homeless individuals are better able to integrate into mainstream society when they live in mixed income, as opposed to 100% homeless, housing projects.

While the LRA recognizes the Collaborative's goal of providing homeless housing integrated with other types of housing, HUD has advised both parties that federal law does not allow

the "no cost" transfer of land or buildings, or of any funding generated by the sale of land or buildings, for any other purpose than to serve "homeless persons", as this term is defined in the McKinney-Vento Act (42 U.S.C. Sec. 11301 et seq.). The Homeless Assistance Fund and land conveyance LBA's thus are for the purpose of creating units to serve homeless individuals and families. However, these units may be ultimately developed within affordable housing projects or market rate housing projects, and it is the LRA's and the Collaborative's preference to facilitate integration of homeless units into the community. This is desirable both for the homeless individuals served and to achieve minimal impact on the new residential areas to be developed at the CNWS site and on existing neighborhoods and community infrastructure, as described in **Section 2.iii. Community Impact**, below.

Table 3 presents a summary of the submitting agencies, their original proposal name, the homeless uses originally proposed, and the anticipated outcome for each of the NOI's received.

Table 3: Summary of NOI's Received and Resulting Assistance Plan/LBA

NOI submitters	Project Name	Proposed Homeless Serving Activity	Anticipated Accommodation and Corresponding LBA
Shelter Inc., Eden Housing	Concord NWS Revitalization Project	50 units of supportive housing for 30 homeless families, 20 adults with mental illness; 5 chronically homeless	Proposed homeless units will either be created on the base (LBA 1) or created in the Study Area with support through the Homeless Assistance Fund (LBA 2)
Resources for Community Development (RCD), Contra-Costa Interfaith Housing , Contra Costa County Health Services		70 units of supportive housing for 26 families and 44 adults with disabilities; including 20 for persons with mental illness; 28 chronically homeless	Proposed homeless units will either be created on the base (LBA 1) or created in the Study Area with support through the Homeless Assistance Fund (LBA 2)
Mercy Housing, Lutheran Social Services	Diablo Creek Village	20 units of supportive housing for 10 homeless families and 10 homeless former foster youth	Proposed homeless units will either be created on the base (LBA 1) or created in the Study Area with support through the Homeless Assistance Fund (LBA 2)
Mid Peninsula Housing Coalition, First Place Fund for Youth		19 units of supportive housing for 19 homeless former foster youth	Proposed homeless units will either be created on the base (LBA 1) or created in the Study Area with support through the Homeless Assistance Fund (LBA 2)

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EAH Housing, Anka Behavioral Health Services	PHASE	30 units of supportive housing for 20 homeless singles and 10 small families with special needs	Proposed homeless units will either be created on the base (LBA 1) or created in the Study Area with support through the Homeless Assistance Fund (LBA 2)
East Bay Asian Local Development Corporation (EBALDC), Rubicon Programs	CNWS Permanent Affordable Housing with Supportive Services	45 units of supportive housing for the general homeless population	Proposed homeless units will either be created on the base (LBA 1) or created in the Study Area with support through the Homeless Assistance Fund (LBA 2)
Food Bank of Contra Costa and Solano	Emergency and Supplemental Food Distribution	Food storage, supply and distribution for homeless people	Combined with ACE and Loaves and Fishes proposals to provide onsite job training to homeless people in industrial/ warehouse and catering services (LBA 3)
Loaves and Fishes	Concord Dining Room and Catering Kitchen	Meal program, catering program for homeless trainees	Combined with Food Bank Proposal to provide onsite job training in food preparation and catering (LBA 3)
Anka Behavioral Health Services	Anka Concord Enterprise Center (ACE)	Job training and placement program for homeless persons	Partially combined with Food Bank proposal to provide onsite job training to homeless people in industrial/ warehouse training (LBA 3). Additional support for job training services may be made available through Homeless Assistance Fund (pending current evaluation)

(ii) Copies of Notices of Interest

All NOI's received, as well as supplemental information requested by the LRA and addenda provided by the NOI submitters have been scanned to a CD-ROM disk and are submitted with this Homeless Assistance Submission.

All NOI's received were considered and have been modified and incorporated into the Homeless Assistance Submission as described above.

(iii) Community Impact

The Concord Naval Weapons Station was established in 1944. The Inland portion of the base was incorporated into the City in 1966 by City Resolution 3001. At the height of its usage during the Vietnam War (1966-1970), the CNWS provided economic opportunity for City and area residents accounting for approximately 3,800 jobs. There was another brief spike of activity at the base during the first Gulf War, but since 1997 the CNWS has been closed and has not been a significant engine for economic development in the region. The base was recently moved to caretaker status and while vacant, public access is restricted.

The proposed Redevelopment Plan for the CNWS will have significant economic impact on the City of Concord and the communities in the vicinity of the installation, over time turning what has been during the last 12 years a largely isolated and economically marginal use of land into a new residential and commercial hub for the region, combined with a significant allocation of open space for recreational use and environmental conservation. The redevelopment of the area will have significant impacts on the City and the surrounding areas, including increases in traffic, air emissions, noise and demand for City services, and potential harm to sensitive habitat and endangered species. Land uses in the Redevelopment Plan are proposed in order to plan for and minimize negative impacts. Where impacts can not be avoided the plan is designed to allow for extensive and costly on-site mitigation. Initial planning estimates are that for every one acre of development, two acres of land will be required to mitigate impacts.

The Redevelopment Plan depicts the proposed uses of the area, highlights of which include:

- Transit Oriented Development
- Diverse range of residential development in terms of density and product, up to 12,300 units
- Village clusters of residential and retail land use support by rapid bus connections
- 65% of the site in open space and parks
- 8 million square feet of commercial and institutional uses
- Provision of land for community facilities/schools
- Protection of sensitive habitat and endangered species

Community Impact of Homeless Assistance Plan

Because the inland portion of the CNWS has no existing facilities or infrastructure that are appropriate for homeless housing or services, the City and the Homeless Collaborative have worked together to design a Homeless Assistance Plan that will create new housing with supportive services and a job training center that will be fully integrated into the community, both on and off the base.

The LBA for land conveyance for the development of an estimated 130 units on CNWS is designed to facilitate integration of the homeless units into the community which will be developed at the CNWS site. The exact location of the units is unknown but the units will be created within areas of the installation zoned for multi-family development. The redevelopment plan includes plans for the community infrastructure to support all of the residential development anticipated, between 10,200 and 12,300 housing units.

The primary locus for multi-family housing is surrounding the existing North Concord Bay Area Rapid Transit (BART) station. The proposed Redevelopment Plan envisions expanded transportation throughout the former base area, the development of five or six schools to serve 3,200 - 4,300 children residing within the Plan area, and a variety of commercial services and social services to serve the new residential areas. The 130 homeless rental units planned for on the base (representing approximately 1% of total residential units planned for) do not have any impact on these infrastructure needs, which would exist regardless of whether a portion of the multi-family units are reserved for homeless people. The dedicated supportive services for the housing units will be delivered either on-site at the housing or through mobile service teams by existing homeless services providers.

The Homeless Assistance Fund will provide funding to assist in the creation of an additional estimated 130 homeless housing units, anticipated to be off the base site and integrated within existing neighborhoods in the communities in the Study Area. Because the units will be created over time and throughout the region there are no anticipated specific impacts on schools, transportation, infrastructure, or concentrations of minority persons by the development of these scattered site homeless units.

Although the exact location is not determined, the approximately 8-10 acres for the Food Bank/ACE Employment Center will be situated in the northwest area of the former base that is designated for commercial and industrial uses. The Redevelopment Plan includes plans for the infrastructure needed to support a variety of commercial and light industrial uses in this area of the base, and the particular use of one site for homeless job training will have no specific impact on the overall community.

(3) Draft Legally Binding Agreements

[Copies of the draft LBA's are included as Exhibit E.]

Negotiations with homeless services providers to date have produced a conceptual framework for three legally binding agreements, the basic parameters of which are summarized below:

General Principles

- The cost of compliance with the federally mandated homeless accommodation will be borne entirely by the value of the land to be transferred by the Navy, either directly from the proceeds of sale or through contractual provisions agreed to by the purchaser and attached as conditions of the sale.
- Key goals of the homeless assistance plan will be to provide an estimated 260 units of permanent homeless housing and to provide land for a food distribution and employment training center. The housing and food distribution/employment training center will be located on sites where environmental cleanup has occurred and necessary infrastructure has been installed.
- The total estimated cost associated with the homeless assistance plan will be analyzed to determine its impact on the fiscal and financial feasibility of future development pursuant to the CNWS Redevelopment Plan and balanced against other community and economic development goals for the CNWS.

LBA for Provision of Homeless Housing Units on the CNWS

- Purchasers of land at the base will be required to provide land sufficient to accommodate an agreed number of homeless housing units on the CNWS site. The total number of homeless housing units to be constructed on the CNWS will be 130 units, or 1% of the residential units developed on the CNWS site, whichever is greater.
- The purchasers will either construct the homeless housing units or partner with a nonprofit homeless housing developer that is a member of the Homeless Collaborative for the construction of the units.
- The City will approve the location of the units and approve plans and specifications for the units, including size and number of bedrooms, in keeping with the findings of the needs assessment and the need for homeless housing as it is understood at the time.
- This LBA will be implemented through contractual provisions to be attached as a condition of the sale of the CNWS property. The contractual provisions will focus exclusively on the development of homeless housing units, but will be flexible enough to permit these units to be developed either alone or in combination with affordable housing units in mixed-income projects. Once developed, the units will be transferred to appropriate members of the Collaborative to operate and provide services. Alternatively, land for the homeless units will be conveyed to a Collaborative member or members, who will construct and operate service-enriched units. Occupancy of homeless units will be limited to homeless persons, as defined in the McKinney-Vento Act.

Homeless Assistance Fund LBA

- A condition will be attached to the sale of the CNWS property requiring the purchasers to make payments into a homeless assistance fund at the time the transfer occurs. The amount of the payments will equal the estimated cost for the land and development cost gap for 130 homeless housing units.

- Members of the Collaborative will have priority to apply for funds from the fund to create or operate housing units dedicated for homeless individuals and families, and/or provide necessary support services, in keeping with the NOI's submitted and the findings of the Homeless Needs Assessment.
- The City will administer the fund and retain authority to approve expenditures. Allowable expenditures will be broadly defined to permit flexibility in allocating the funds to Collaborative members as deemed appropriate to assist homeless individuals and families, including land acquisition costs for homeless housing, construction costs, operating expenses, and costs for providing supportive services.

Food Bank/Employment Training Center LBA

- The City will request that the Navy transfer to the City at no cost approximately 8-10 acres of land on the CNWS. The City will then transfer the site to the homeless services providers for construction of a Food Bank for distribution of food and provision of employment training services to the homeless. The specific acreage will be determined based on the demonstrated amount of land needed for development of this facility.
- The providers will be responsible for construction and operation of the facility.
- The transfer will be subject to conditions providing that title will revert to the City and a replacement provider will be found, in consultation with the Collaborative, if the land recipient either does not move forward in a timely manner to construct and operate the facility or later ceases operation.

(4) Balance Statement

i) How the Application balances homeless, economic and other community needs

The proposed LRA Application is the result of extensive public input from citizens, stakeholders, and community leaders. From May, 2006 to October, 2008 community members came together in an open planning process to identify the ideas, needs, and concerns regarding the future of the CNWS to develop a world class project. (Detail about the scope of the outreach for this process is provided in Section 5 below.)

The proposed LRA Application balances a wide variety of community needs for economic development, homeless assistance and other development, as well as community desires for recreational uses and open space. It follows a set of principles developed by the community in conjunction with the LRA. Those principles, completed in August 2006 establish a vision for the reuse of the CNWS. (The complete visioning document is attached as Exhibit F.) There are four primary overarching goals that have guided the community planning effort:

- World Class Project
 - Adopt a long-term view in creating a plan that benefits all future generations and engenders a sense of community pride.
 - Encourage creativity and innovation in the plan.

- Develop a high-quality project that shall be recognized internationally for its innovative planning and development concepts.
- **Balanced Approach**
 - Balance multiple interests including a broad range of community needs, regional as well as local requirements, and the need for parks and open space with the need for jobs, housing, and community facilities.
- **Economically Viable and Sustainable Development**
 - Maintain long-term economic viability of the project by ensuring that capital costs and future operations and maintenance costs are satisfied on a self-sustaining basis.
- **Quality of Life**
 - Ensure that the plan builds on community assets and opportunities, addresses critical needs and issues, creates net positive benefits, and provides new opportunities to live, work, and play in Concord.

Over the last 18 months the Community Advisory Committee (CAC) and the project team have worked to define plan principles and characteristics that will serve to realize the overarching goals. These principles and concepts were used to refine the alternatives. They include:

- Scale
- Density and Intensity
- Location, and
- Connectivity

Additionally, there are certain key planning concepts that the project team, the City Council, the CAC and the community have developed and incorporated into the reuse planning process, including:

1. Locate higher intensity uses around BART.
2. Preserve and enhance Mt. Diablo Creek riparian corridor.
3. Preserve the hills and ridgelines on the eastern side of the CNWS
4. Limit development in areas of slope 30% or greater.
5. Avoid and/or minimize intrusion into breeding areas and habitat for threatened or endangered animal species and into wetlands.
6. Support Transit Oriented Development around BART, transit service in other developed areas of the site, and a broad range of travel choices (including transit, walk and bike).
7. Avoid development south of Bailey Road.
8. Avoid roads and development east of Mt. Diablo Creek and especially in resource areas containing habitat for threatened and endangered species.
9. Create balance in housing types and housing choices.

10. Provide for community and cultural facilities including a library/performing arts center/community center, adequate schools for K-12 on-site population, and a tournament level sports facility.
11. Integrate CNWS with existing Concord to improve the quality of life for existing Concord residents and avoid creating “two ConCORDs”.
12. Maximize open space with facilities and trails that will serve the public.
13. Set aside lands and designate them as Open Space in order to be able to provide on-site mitigation for any unavoidable loss of habitat or wetland.

Implementation of these goals and principles has been complicated by various constraints, including 1,200 acres of the site being in excess of 30% grade (non buildable), 1,500 acres of sensitive habitat or breeding use by endangered species (California Red Leg Frogs and California Tiger Salamanders) and a complete lack of serviceable infrastructure. Estimates for installation of site service for major infrastructure will be in excess of \$2 billion for the proposed plan. New property owners will have to bear the financial burden of implementation of these goals and mitigation of the constraints.

The Homeless Assistance Submission provides critical assistance for homeless individuals and families in the key areas in which help is needed most as identified by the Consolidated Plan and Homeless Needs Assessment: supportive housing, supportive services, and employment training. It also honors the principles for development established by the Community Advisory Committee and the LRA to ensure a balance in housing types and housing choices.

The Application provides for approximately 50% of the total 260 homeless units to be provided through new development on CNWS. To develop these units will require 3-5 acres, approximately 1% of the acreage which will be dedicated to residential uses. This is an appropriate balance with other residential development on the base to ensure that a portion of the benefit of a new residential community is available to people who have been homeless, while ensuring that new residential communities at the CNWS serve a wide range of housing needs and do not result in homeless enclaves.

The remainder of the units will be developed by members of the Collaborative using Homeless Assistance Fund dollars for appropriate projects within the cities and unincorporated areas in the vicinity of the base (as described above). Enabling the development of some of the units off of the base achieves greater balance by integrating homeless-dedicated units throughout existing communities where people already live and work, and where services, transportation, schools and other amenities are already available. Creating a portion of the homeless units through the Homeless Assistance Fund will also permit these homeless units to be developed and occupied sooner than would be possible if all of the units were to be created on the base, as development on the base is

not expected to be started for at least three years and may take more than twenty-five to complete.

The development of the ACE/Food Bank program provides another key piece of homeless assistance through preparation, training and placement of homeless people into jobs in critical sectors in the vicinity of the base. By integrating the employment services for homeless people into the Food Bank operations, the ACE/Food Bank proposal balances a critical need both for homeless employment services with the need for a community service that will help meet food security needs for new formerly homeless residents at the CNWS site and existing residents of the City of Concord and the vicinity of the base. To ensure that the facility is in balance and scale with the other uses in the areas, the initial NOI request for 10-12 acres was reduced to approximately 8-10 acres.

Consistency with the Appropriate Consolidated Plan

The CNWS Homeless Assistance Submission is consistent with the priorities of the Contra Costa County Consolidated Plan highlighted above by providing housing affordable to homeless people with key services, access to health care, and targeted employment training and placement services that can enable homeless people to afford housing.

In addition to being consistent with the Consolidated Plan, the Homeless Assistance Submission is also consistent with the findings of the Homeless Needs Assessment prepared specifically to identify needs in the Study Area, and with the County's Ten Year Plan to End Homelessness. The Ten Year Plan emphasizes the need for affordable housing with services, and the Needs Assessment supports this, identifying supportive housing as the greatest unmet need in the vicinity of the installation as well. The Homeless Assistance Submission meets a significant portion of that need through the provision of supportive housing both on and off base, while ensuring that this housing is appropriately balanced with other residential and non-residential development. In addition, employment training and placement is recognized in both the County-wide plan and the Needs Assessment as a fundamental service need for ending homelessness. The Food Bank/ACE training center proposal provides homeless-targeted job training and placement opportunities designed to lead to well-paying jobs that are integrated into the new community.

(5) Outreach

The CNWS Redevelopment Plan and the Homeless Assistance Submission are the result of lengthy community planning processes that involved the participation of hundreds of citizens in selecting from a variety of alternatives to arrive at a Redevelopment Plan and Homeless Assistance Submission that is widely supported by the community and an LRA

Application that appropriately balances the needs of homeless people with other community interests.

Outreach Process for the Redevelopment Plan

The LRA has engaged the community in an interactive and transparent planning process to define the preferred plan for reuse of the base. Stage One, covering the period May 2006-August 2006, was a visioning process that led to the planning goals and principles highlighted in Section 4 of this application. During this period the LRA had four workshops with the community to refine the planning principles and also to define the structure and charter of the Community Advisory Committee (CAC).

The CAC commenced its work with the community in January 2007 and during 19 months met 37 times and conducted nine major workshops. The planning workshops were heavily advertised, bilingual in their presentation and attracted an average attendance of 250 individuals representing neighborhoods/businesses in the local community, representatives of non-governmental and civic organizations, and residents of neighboring municipalities. In addition, multiple study sessions have been held with the LRA, and other City boards and commissions all of which were public meetings. Input from CAC meetings and workshops has been incorporated to the degree possible in the plans and the CAC made its recommendation to the City Council on a preferred alternative on Oct 14, 2008. The LRA conducted study sessions to discuss and receive additional public input on the CAC recommendation on November 17, 2008 and December 1, 2008.

Outreach Process for the Homeless Assistance Submission

The LRA began the outreach process with the general public, including homeless providers, in 2005, as soon as the City of Concord learned about the possible closure of CNWS. In early 2006, the LRA began to collect data from Contra Costa County and homeless assistance providers in order to prepare the Homeless Needs Assessment portion of the HAS submission. A draft of the Homeless Needs Assessment was circulated to the Continuum of Care and the Homeless Interagency Inter-jurisdictional Working Group, on October 20, 2006 and one set of comments was received and incorporated into the draft. On March 27, 2007 a revised version of the Needs Assessment, incorporating new data from the County's January 2007 one-night homeless count was released to the Continuum of Care for comment. No comments were received.

On March 6, 2007 the Navy published its surplus notice regarding the CNWS in the Federal Register (See Exhibit G: Federal Register-notice). Twenty-five days later, on March 30th 2007, the homeless assistance screening process officially began when the LRA published in both The Contra Costa Times and in The San Francisco Chronicle its "Notice of Availability of Surplus Federal to State and Local Eligible Parties, Including Homeless

Service Providers” (See Exhibit H: CNWS NOA, and Exhibit I: Contra Costa Times-publication, and Times-affidavit, and SF Gate Times-invoice and SF Gate-receipt). In addition, the Notice of Availability (NOA) was posted at The Concord Reuse Project website. Announcements were also sent directly to a mailing list of approximately 100 community organizations and agencies that had expressed interest in the subject matter.

The NOA set September 26th, 2007 as the deadline to receive Notices of Interest (NOIs) from homeless assistance providers, providing the maximum response period of one-hundred and eighty (180) days for NOI’s to be submitted. The LRA conducted two BRAC workshops regarding both homeless assistance and public benefits conveyances, and provide site tours for interested parties on April 27 and May 1, 2007, as advertised in the NOA. Thirty-four persons attended the first workshop and 52 people attended the second, for a total of 86 attendees. However, participation was not required to be able to submit an NOI, as established by BRAC statute. Sign-in sheets for April 27th and May 1st indicate that 70 participants representing 19 homeless providers attended to these workshops (See Exhibit J: Sign-in Sheets for 4/27/07 and 5/1/07).

At the workshops, Michael Wright, Reuse Project Director, gave further information on the NOI application process, guided a tour of the facility and provided the opportunity for homeless providers to ask questions. HUD and City staff assisted with the process. An information package was made available to all attendees with the following materials: the Notice of Surplus for the CNWS, the Homelessness in the CNWS Study Area report, a list of buildings located on the Surplus portion of CNWS and two site maps (See Exhibit K: NOI Application Packet for Homeless Assistance and Exhibit L: Homeless & PBC Workshop PBC questions).

By the application deadline of September 26th, 2007 the LRA received a total of nine Homeless Assistance NOI’s; eight of these NOI’s were submitted as a consolidated application containing multiple projects from the Contra Costa Countywide Homeless Base Conversion Collaborative, itself a workgroup convened and supported under the auspices of the Contra Costa Inter-Jurisdictional Council on Homelessness, and one additional application was submitted separately by Anka Behavioral Health Inc. (Copies of NOI’s have been provided in a CD-rom with this application.)

NOI applicants presented their proposals to the Community Advisory Committee (CAC) at their November 20, 2007 meeting. (See Exhibit M: Agenda and Minutes). The LRA sent letters requesting clarification on the NOI’s on October 22, 2007 and asked providers to submit their answers by November 16th, 2007 (Copies of the letters for clarification and the responses are included on the CD-Rom.). The LRA then determined that all nine NOI submissions met basic conditions for consideration and began negotiation meetings with The Collaborative on February 27th, 2008.

From February to December, 2008 a total of 11 meetings were held between the LRA and The Collaborative in order to discuss provisions to be incorporated into the homeless assistance plan. (See Exhibit N: copies of Homeless Assistance Plan Negotiations-meeting minutes). The LRA conducted a study session to receive public input on the draft LRA Application on November 24, 2008.

On December 12, 2008, a draft of the HUD application, including the preferred alternative for the Redevelopment Plan and Homeless Assistance Submission, was made available for public review and comment. The LRA held a public hearing in accordance with applicable state and local laws and procedures on the LRA Application on January 12th, 2009 (See Exhibit O: Notice, Agenda and Minutes). [Narrative will be added here highlighting public comment received and adjustments made to the LRA Application.]

List of Exhibits *

- A: Proposed CNWS Redevelopment Plan
- B: Tables and Excerpts from Contra Costa County Consolidated Plan
- C: “Homeless in the Concord Naval Weapons Study Area: An Assessment of Homeless Needs, Services and Trends” and comments from Collaborative
- D: Memorandum of Understanding of the Contra Costa Countywide Homeless Base Conversation Collaborative
- E: Draft Legally Binding Agreements
- F: CNWS Visioning Document
- G: Federal Register Notice, March 6, 2007
- H: CNWS Notice of Availability
- I: Documentation of publication in Newspapers
- J: Sign-in Sheets from Public Workshops
- K: NOI Application Packet for Homeless Assistance
- L: Homeless and PBC Workshop Questions
- M: CAC Meeting agenda and Minutes, November 20, 2007
- N: Minutes of negotiations sessions with Homeless Collaborative
- O: Agenda and minutes from Public Hearing (Scheduled for January 12, 2009)

Also included with this submission is a CD-Rom with the Notice of Interest (NOI) responses from homeless service providers, letters from the LRA requesting clarifications and all clarifications received.

* The exhibits, with the exception of the legally binding agreements, are available on the Concord Reuse Project website (www.concordreuseproject.org)