

**Excerpts from the
1997 Base Reuse
Plan and the 2012
Reassessment
Documents**

Excerpts from the 1997 Base Reuse Plan and the 2012 Reassessment Documents

This is a compilation of three documents on which the 1997 Base Reuse Plan and 2012 reassessment are based:

Chapter 3 of the 1997 Base Reuse Planpages 1 - 17

Pages 1 - 17 describe the “framework” for the Reuse Plan.

NOTE: Page 1 states that the framework concentrates on the “interrelated aspects of all development within the former Fort Ord” and that the Base Reuse Plan elements are intended to produce an “integrated and mutually supporting structure.” To replace this existing framework with each land use jurisdiction making its own land use decisions would necessitate adopting a new and different Base Reuse Plan

2012 Final Reassessment Plan Excerpt.....pages 19 - 26

Pages 19-26 describe 171 programs in the 1997 Base Reuse Plan that are not implemented:

City of Marina	47 programs not implemented
City of Seaside	43 programs not implemented
Monterey County	73 programs not implemented
Del Rey Oaks	2 programs not implemented
FORA	6 programs not implemented

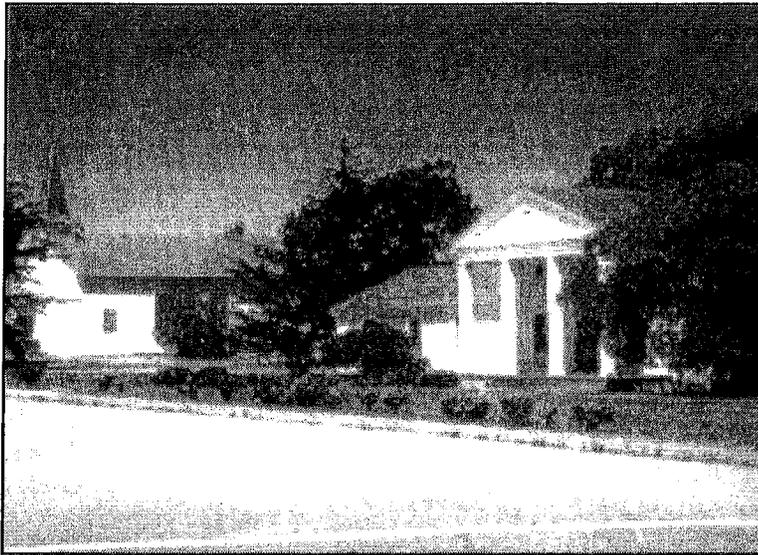
NOTE: Sierra Club has inserted “w” next to those non-implemented programs that are groundwater-related.

2012 Market Study Summary.....pages 28-41

NOTE: Sierra Club has underlined passages on pages 30, 33, 39 and 41 as they pertain to the Market Study’s recommendation that Capital Improvement projects not be implemented until they are needed.

*Compiled by the
Ventana Chapter, Sierra Club
January 11, 2013*

**1997 Base Reuse Plan
Volume I, Chapter 3**



3.0 Framework for the Reuse Plan

The Framework for the Reuse Plan establishes the broad development considerations that link the various Reuse Plan elements for each of the land use jurisdictions into an integrated and mutually supporting structure. The Framework concentrates on the interrelated aspects of all development within the former Fort Ord.



Framework for the Reuse Plan

The Framework is comprised of the following:

1. Community Design Vision;
2. Existing Setting and Character of the former Fort Ord;
3. Land Use Concept: Ultimate Development Plan and Map;
4. Land Use Designations and Land Resources;
5. Circulation Concept;
6. Conservation, Open Space, and Recreation Concept;
7. Planning Areas and Districts;
8. Marina Planning Areas and Districts;
9. Seaside Planning Areas and Districts;
10. County Planning Areas and Districts; and
11. Reuse Plan Implementation.



Section 4 of the Reuse Plan provides the Goals, Objectives, Policies, and Programs for each relevant Plan Element in support of this Framework. The Plan Elements are specific for each of the land use jurisdictions within the former Fort Ord.

3.1 Community Design Vision

The design and planning vision for the future of the former Fort Ord draws its inspiration from several sources: the nature of the land and existing facilities on the base; the history and culture of the Peninsula, and particularly the former Fort Ord itself; sound principles of community-making; and on a responsible and positive attitude toward the environment.

The opportunity provided by this 28,000-acre resource is inestimable. The challenge, however, to not squander or abuse the special qualities of this place is substantial as well. The designation of Fort Ord as a model reuse project chosen among the 1991 round of base closures is indicative both of the challenges to be met in the future and the opportunities inherent in this unique site and its surrounding region.

The prevalence of the Peninsula academic and environmental communities has in recent years spawned a variety of educational and research initiatives. Following this lead, the University of California and California State University have both begun to plan and implement ambitious and important facilities at the former base. These facilities in many ways will form the nucleus of the future community envisioned to grow at this site.

The vision for the future of the former Fort Ord is that a community will grow up on the former Base, having a special character and identity. This community, at the same time, will fit with the character of the Peninsula, complementary with the scale and density of the existing communities from Marina to Carmel. It will demonstrate a respect for the special natural environment of the Peninsula and the scenic qualities of the Bay, coastal dune areas, and upland reaches. It will also be complementary to the rich tradition and reality of agriculture in the Salinas Valley, which forms such an important part of the regional character and economy, while enhancing the experience of visitors to the Peninsula. Most importantly, the community will be a special place for living and working. It will provide a diversity of experience and opportunity, with a development approach that is sustainable and appropriate.

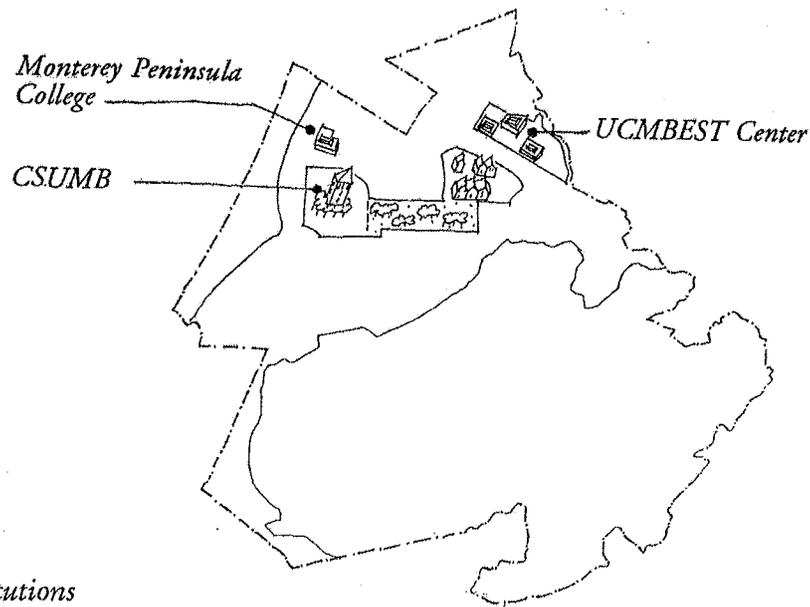
3.1.1 Design Principles

Design Principle 1: Create a unique identity for the community around the educational institutions.

The centerpiece of the community at the former Fort Ord will be the education centers that have been integrated into the reuse of the former Fort Ord. Three major post-secondary institutions are participating in the reuse of the base. The CSUMB campus, the UC MBEST Center, and the Monterey Peninsula



College District will all become significant catalysts to the economic development of the region. In addition, land and/or facilities have been subject to public benefit conveyance for Golden Gate University and the Monterey Institute for Research in Astronomy and the Monterey Peninsula Unified School District (MPUSD). The CSUMB campus, currently planned to ultimately accommodate 25,000 full-time equivalent (FTE) students, will occupy a central site, and will support retail and recreation facilities, housing units, and a variety of services and businesses. In addition, the special facilities found on a major university campus such as art galleries, performance and lecture halls, libraries, athletic facilities, and bookstores will greatly enhance the surrounding community and provide opportunities for access by all age groups. The other educational institutions will offer diverse educational opportunities. The UC MBEST Center will become a unique employment center, complementary to other research institutions in the region and capitalizing on the unique physical and intellectual attributes of the area.



Education Institutions

Design Principle 2: Reinforce the natural landscape setting consistent with Peninsula character.

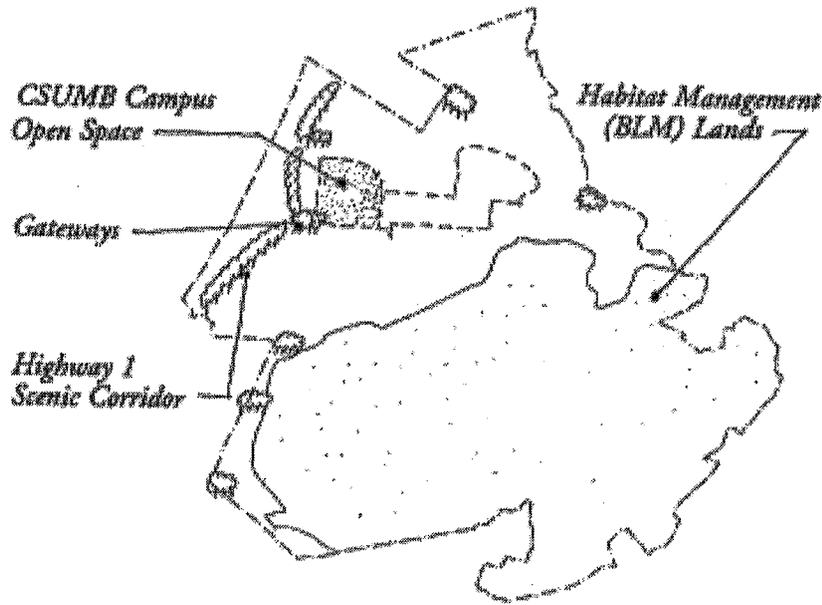
The former Fort Ord is part of the gentle crescent that frames Monterey Bay, situated between the great Salinas River Valley and the dramatic coastal range that juts into the Pacific to form the Peninsula. The historic “cantonment” area within Fort Ord is bounded by State Highway 1, sand dunes and ocean beyond to the west and by the native landscapes of the upper elevations to the east. The entire Peninsula, as a whole, is characterized by a highly memorable landscape character. The former Fort Ord is a critical centerpiece of this landscape and serves as the entry and introduction to the Peninsula for the visitor arriving from the Salinas Valley to the east or from Santa Clara State Highway 1 to the north.





The natural landscape setting at the former Fort Ord is not only an important visual resource within the region. It is also a key natural resource with significant biological value. As part of the base reuse, 15,000 acres of the site will be managed as open space for habitat resource protection and for limited recreational use. These environmental resources will add significantly to the supply of protected regional open space within the County of Monterey and will provide linkages to other regional open space assets. Approximately 1,000 acres of the coastal area will be conveyed to the State of California Department of Recreation to create the Fort Ord Dunes State Park.

Framework for the Reuse Plan



Landscape Setting

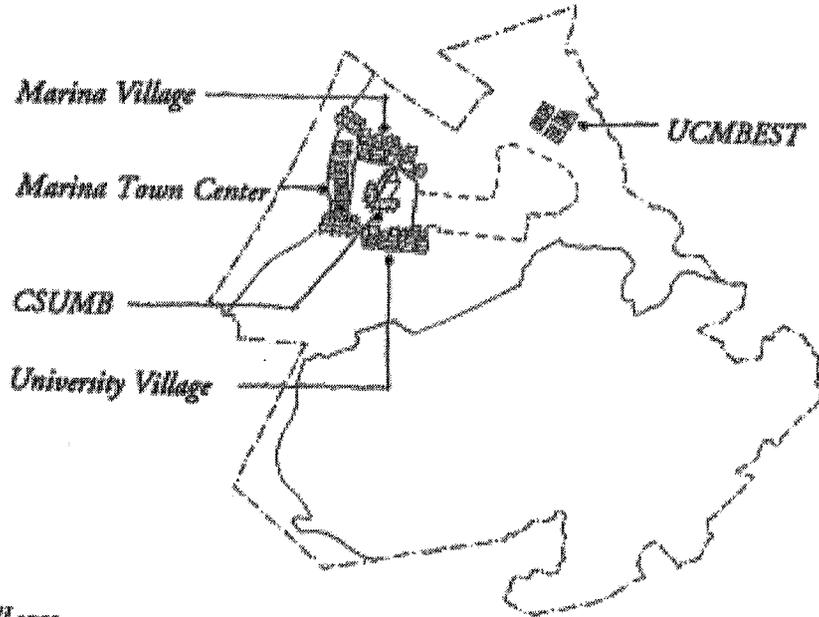
Design Principle 3: Establish a mixed-use development pattern with villages as focal points.

Consistent with the character of a college town with a vibrant, around-the-clock level of activity and vitality, the former Fort Ord is planned to consist of a series of villages with mixed-use centers. Some will be built around existing and new residential neighborhoods, while other village themes will include: the Marina Town Center with employment, retail and housing; CSUMB with its educational focus and housing; and the East Garrison with a potential mix of employment, housing and recreation.



Fort Ord Reuse Plan

The village pattern will sustain a transit and pedestrian friendly development pattern. The core of each village will consist of services and amenities for districts and neighborhood, from retail and service establishments to transit stops and parks. Higher development densities and a mix of uses (e.g. office and housing over retail) will enhance the vitality of the village centers. The villages will be linked by transit routes and by open space corridors suited for cycling and walking. The villages will be designed to be compact and walkable, each developed with its own identity and character.



Mixed Use Villages

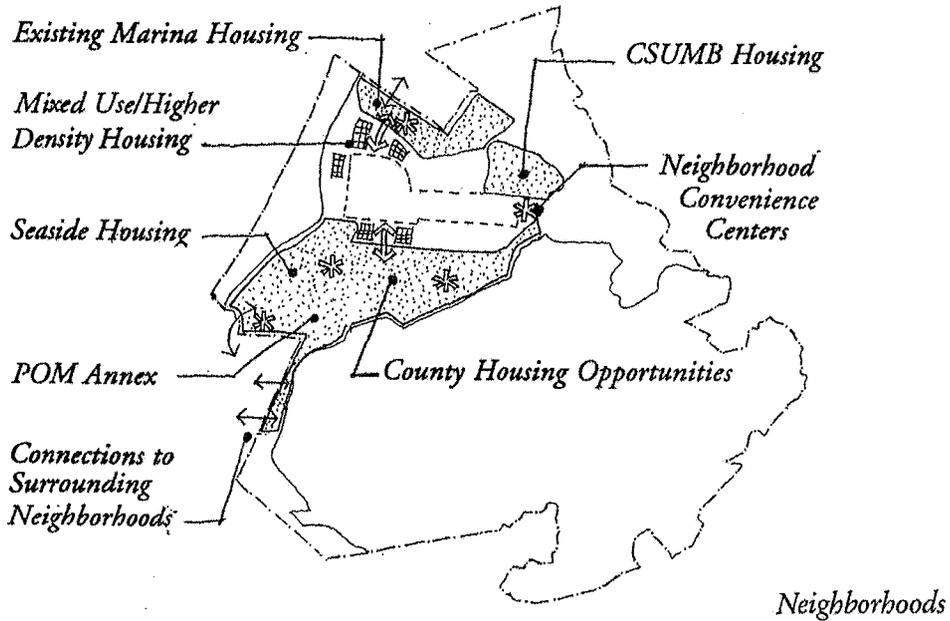
Design Principle 4: Establish diverse neighborhoods as the building blocks of the community.

The special character of the communities in the Peninsula is due, at least in part, to the diversity of their residential neighborhoods. They are typically small scaled, with one and two story buildings. Open space is plentiful, giving the overall impression of a green and lush landscape. In some neighborhoods, historic styles and buildings predominate, including adobes characteristic of the pre-statehood era. A regional vernacular, the Monterey style which evolved during the colonial period, is joined by an array of other architectural styles: Victorian, California bungalow, "Mediterranean", post WWII tract, and more recent modern and post-modern styles.



Several of the existing residential communities on the former base - including portions of Patton, Abrams, Schoonover, and Frederick housing areas - will be retained and renovated for a variety of housing unit types where feasible. In addition, new residential neighborhoods will be added, ranging from high density units in the Town Center and village centers, to large lot single family areas. In all cases, particular attention will be paid to ensuring that the residential neighborhoods retain or establish special identities and characters, and that they have available a full range of amenities - schools, parks, transit, and shopping - within a convenient and walkable distance.

Framework for the Reuse Plan



Design Principle 5: Encourage sustainable practices and environmental conservation.

“Sustainable development means economic growth that we can live with and that future generations can live with too. It means growth that improves human welfare but does not squander the resources of the planet nor undermine the biological systems on which life depends.”

-World Resources Institute

The reuse of the former Fort Ord as a mixed-use community within the larger Peninsula provides the opportunity to demonstrate a wide range of design and planning practices that are consistent with accepted notions of sustainability and environmental conservation. A majority of the area of the former Fort Ord will be set aside for habitat management with limited recreation opportunities included. The remaining portions of the former base will be developed into a balanced community which provides housing and employment opportunities, reducing the need for long distance commuting throughout the region. Major destinations such as employment centers, the university, and regional shopping will be located along transit rights-of-way to ensure the

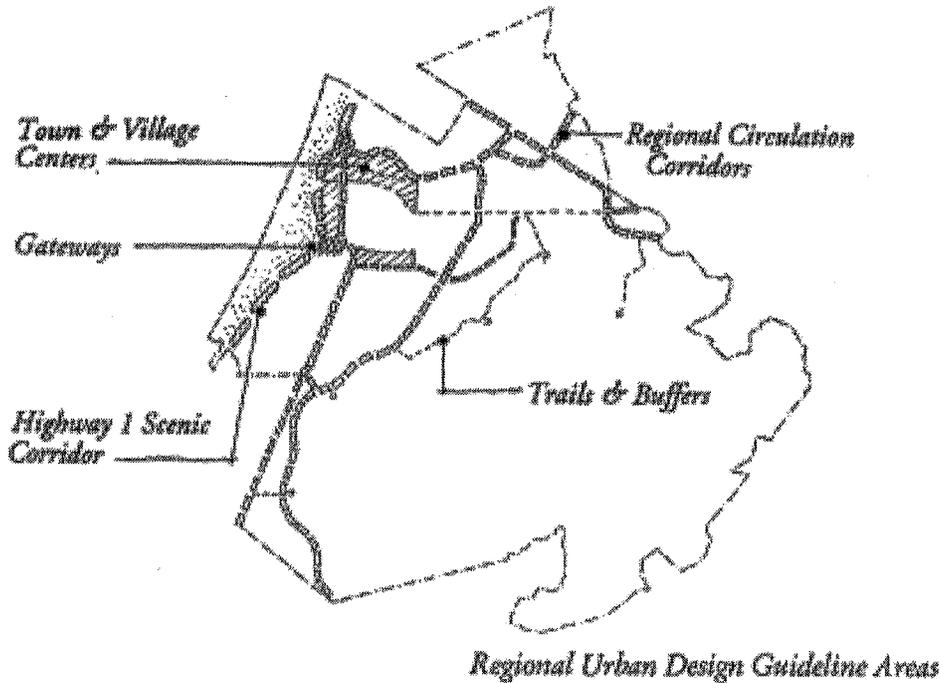


availability of modes of transit besides the automobile. Specific areas of the community will also be designed to include a mix of uses such as housing, shopping and office, and to be pedestrian friendly. In addition, individual sites and buildings should be designed to minimize energy consumption and to take advantage of local climatic conditions to enhance comfort.

Design Principle 6: Adopt Regional Urban Design Guidelines.

The visual character of the Monterey Peninsula plays a major role in supporting the area's attractiveness as a destination for many visitors every year. The location of the Fort Ord property is such that it functions much like a gateway to Peninsula attractions such as the beach and dunes area which will be a state park; the communities of Monterey, Pacific Grove, Carmel; and the Carmel Valley, Big Sur and points south. Maintaining the visual quality of this gateway to the Peninsula and where necessary enhancing it is of regional importance to ensure the economic vitality of the entire Peninsula.

Regional urban design guidelines will be prepared and adopted by FORA as a separate implementation action to govern the visual quality of the following areas of regional importance. The guidelines will address the State Highway 1 Scenic Corridor, the freeway entrances to the former Fort Ord are from State Highway 1 (12th Street and the Main Gate areas) and from the east, areas bordering the public accessible habitat-conservation areas, major through roadways such as Reservation Road and Blanco Road, as well as other areas to be determined. The urban design guidelines will establish standards for road design, setbacks, building height, landscaping, signage, and other matters of visual importance.





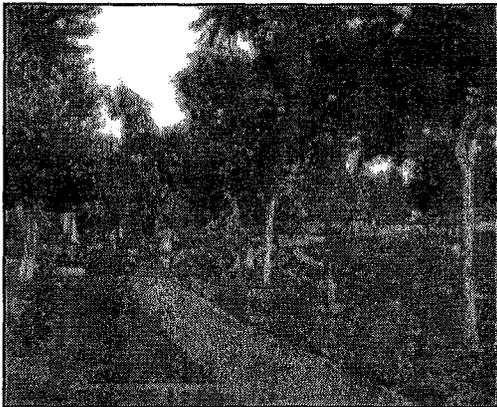
3.1.2 Design Objectives

The following overall objectives will guide the development of the former Fort Ord.

Community Form

Community form should be well defined and discernible; it should be distinctive within the larger Peninsula, but compatible with the form and character of other Peninsula communities. Development at the former Fort Ord will be related and connected to the adjacent cities of Marina and Seaside and will comprise important parts of those cities; however, the former Fort Ord area will also have its own distinct character consisting of definable edges, entries, and structure.

- *Where appropriate establish a readily discernible edge to the new development.*
- *Create compact community form and patterns of development.*
- *Create distinctive and memorable entries to the area.*
- *Establish community form consistent with peninsula prototypes.*
- *Link the new neighborhoods with the surrounding cities' development fabric.*
- *Establish specific design and signage standards for the State Highway 1 Scenic Corridor to minimize the visual impact of development.*

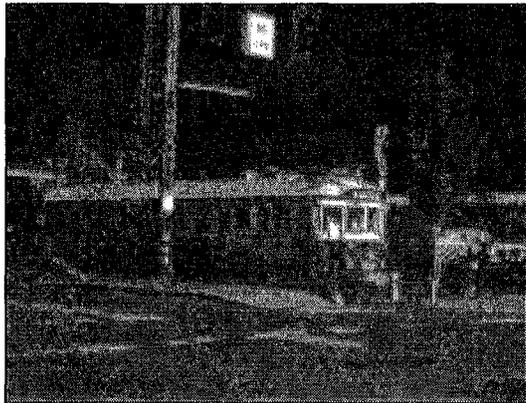




Development Pattern

The community that will develop on the former base at Fort Ord will evolve over time, incorporating some existing buildings, roadways and open space, and creating other places anew. The pattern of development will take its cues both from the historical development of the base and its existing pattern and scale of buildings and facilities. It will also follow sound principles of community planning, emphasizing the use of transit, pedestrian-friendly scale of development and roadways, and generous areas of landscaping and open space.

- *Build upon the existing grid pattern of the Main Garrison area to establish the pattern of the higher density core area surrounding CSUMB.*
- *Utilize a lower density, more informal development pattern in areas more distant from the core.*
- *Ensure a high degree of connectivity and accessibility to CSUMB from the surrounding village centers, and vice versa.*
- *Locate concentrations of activity and density along future transit rights-of-way for efficient movement.*
- *Limit the scale, particularly the width, of major roadways to minimize barriers to movement and interaction within the community.*



Town and Village Centers

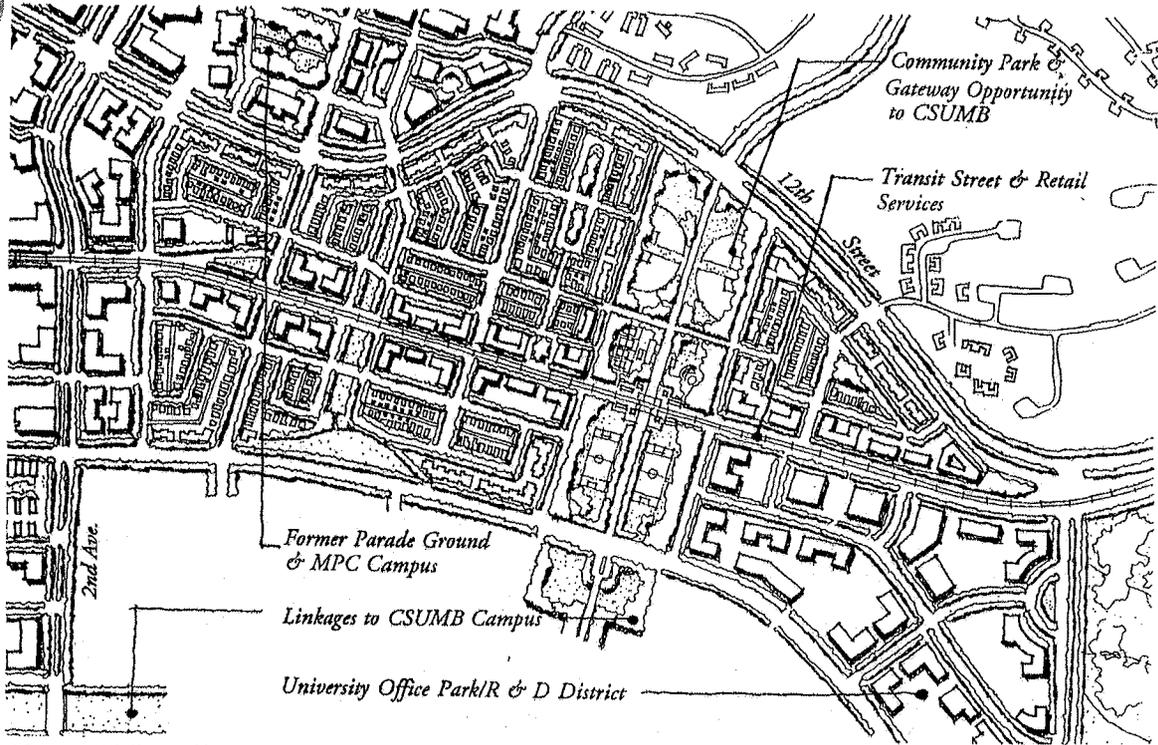
The town and village centers will feature concentrated activity. The major centers will be located in the vicinity of the CSUMB campus, capitalizing on the inherent high level of activity and vitality of the campus. The Marina Town Center, located to the west of CSUMB adjacent to State Highway 1, will contain the highest density of retail, office and housing in the former Fort Ord area. The Marina Town Center will also play an important role flanked by two principal entries to the Fort Ord community and to CSUMB at the 12th Street and Main Gate interchanges. To the north and south of CSUMB, major village centers will support university related uses and amenities. The South Village, located

Framework for the Reuse Plan

adjacent to the earlier portion of CSUMB to develop, will consequently have an earlier start and should complement university amenities, such as performance and athletic facilities with cafes and restaurants, shops and other student and local-serving uses.

Away from the CSUMB area, other village centers will support local commercial uses and be compatible with adjacent parks, schools and other neighborhood facilities. The village centers will be developed with a pedestrian orientation and ready access to transit opportunities available early and in the long term.

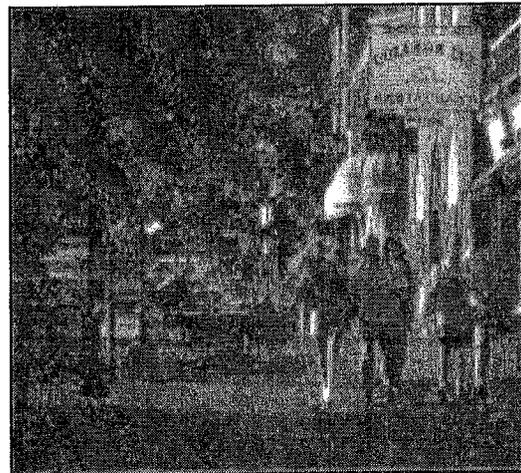
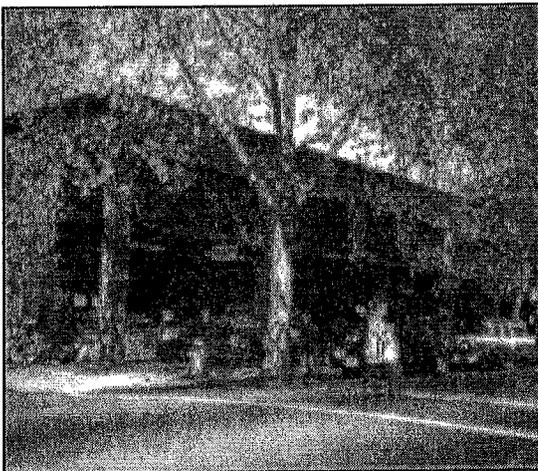
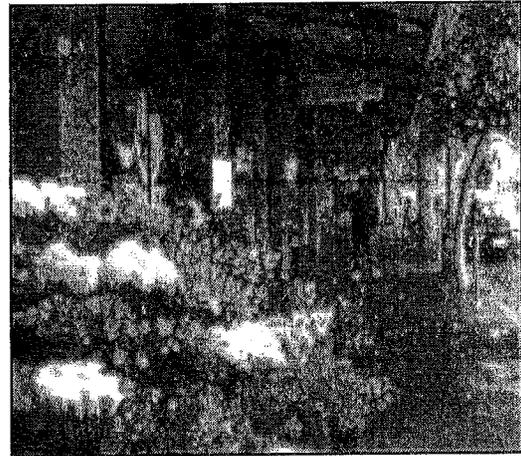
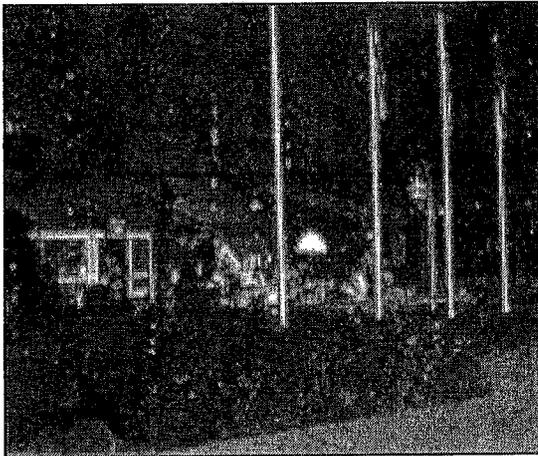
Framework for the Reuse Plan



*Marina Village Illustrative
Housing / Retail/Office in Mixed Use Pattern*



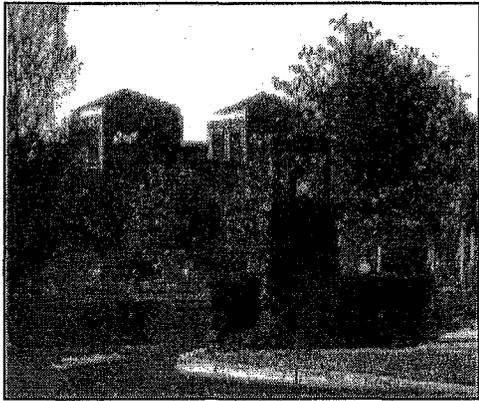
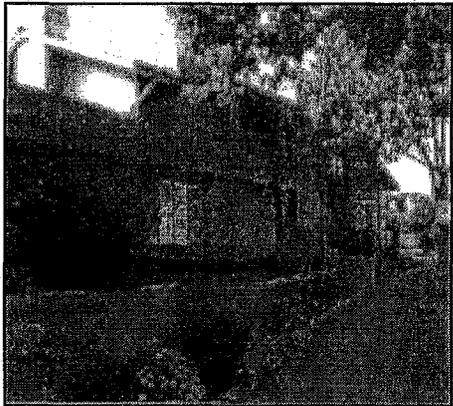
- *Maintain the fine-grained development pattern of existing areas of the Main Garrison.*
- *Encourage a development pattern which mixes uses horizontally and vertically for an active streetscape.*
- *Encourage a scale and pattern of development which is appropriate to a village environment and friendly to the pedestrian and cyclists.*





- Minimize the scale of streets to facilitate pedestrian movement while providing adequate circulation and parking opportunities.
- Create strong physical linkages from the villages to the CSUMB campus and other major activity areas.

Framework for the Reuse Plan



Existing Neighborhoods

The existing neighborhoods at the former Fort Ord will form the nucleus of early development. These neighborhoods are of varying ages and in varying conditions, but each has a unique character and can ultimately anchor an important neighborhood. In some cases, existing neighborhoods will be infilled and redeveloped, changing the unit types or development pattern to be more viable and attractive to future residents. In other cases, existing neighborhoods will continue in their present form, to be extended and expanded, or to remain as distinct neighborhoods to be joined by the many new neighborhoods that will be added during the long term evolution of the area as a whole.

- Reinforce the positive character of existing residential areas through building and areawide improvements.



- *Encourage infill of new housing at an appropriate scale to enhance existing neighborhoods.*
- *Reinforce linkages among existing neighborhoods and establish linkages to new neighborhoods and to village centers.*
- *Enhance the physical appearance of existing neighborhoods with special street and landscaping treatments.*

New Neighborhoods

New residential neighborhoods will be developed throughout the former Fort Ord. Each will have locational and programmatic distinctions. The new residential neighborhoods in particular will play an important role in attracting business, jobs, and residents. Thus, the design of the new neighborhoods and their relationship to regional open space and the major activity centers of the former Fort Ord and the Peninsula - the natural open spaces, beach areas, and educational campuses in particular - will be of key importance. The new neighborhoods should be clearly defined while encouraging connections to older existing neighborhoods and to the surrounding developed areas of Marina and Seaside.

- *Connect new residential neighborhoods via continuous streets and/or open space linkages to surrounding neighborhoods and districts.*
- *Promote a sense of community and connectedness in the new neighborhoods by minimizing street widths, providing comfortable pedestrian environments, encouraging housing design which embraces the public street area.*
- *Include local conveniences within or immediately adjacent to neighborhoods.*
- *Encourage residential design diversity and variety, including a mix of densities and style, while following a consistent approach to framing the street and public spaces in a human-scaled manner.*
- *Provide a generous amount of publicly-accessible park and open space for day to day use by residents.*

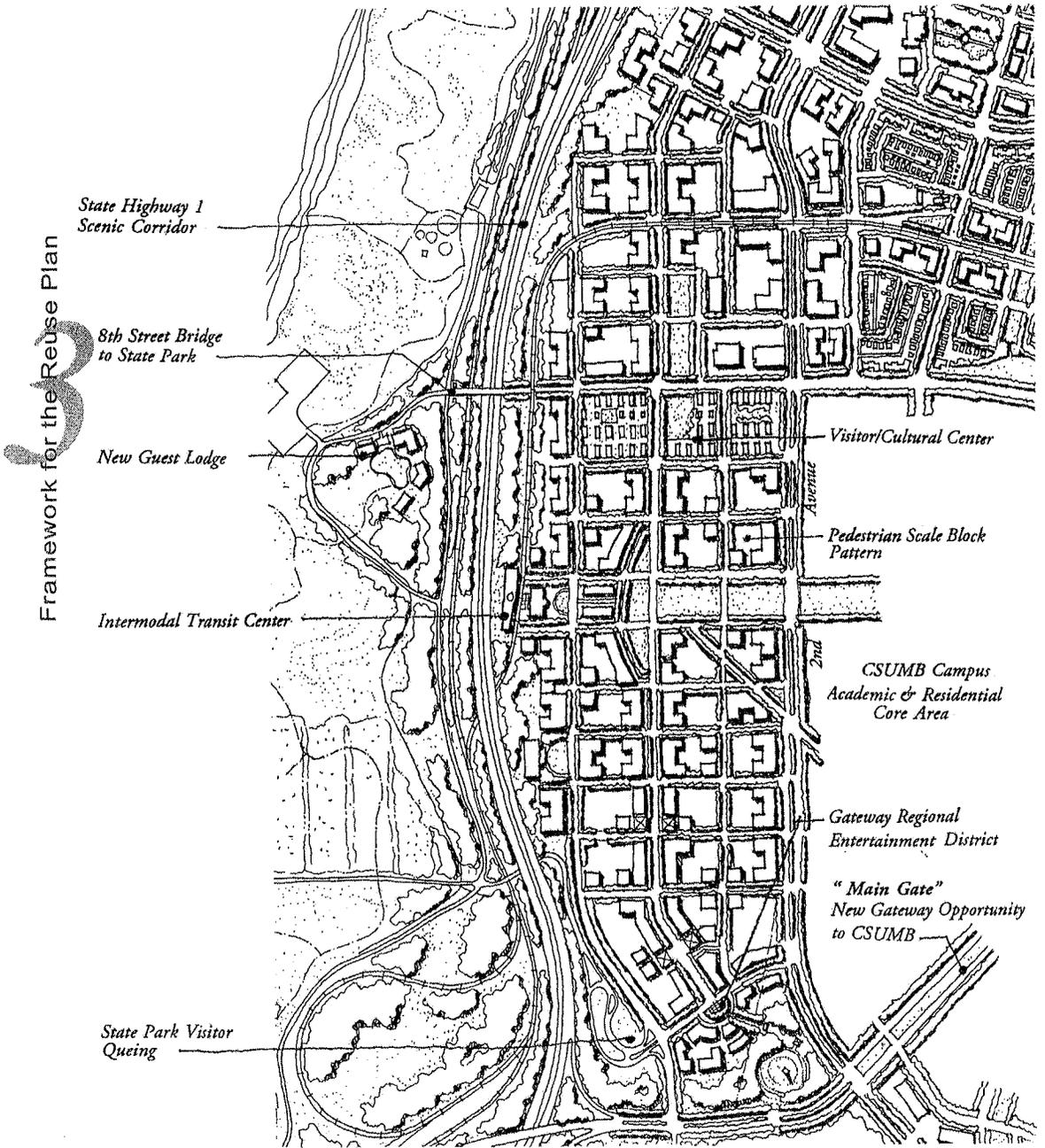




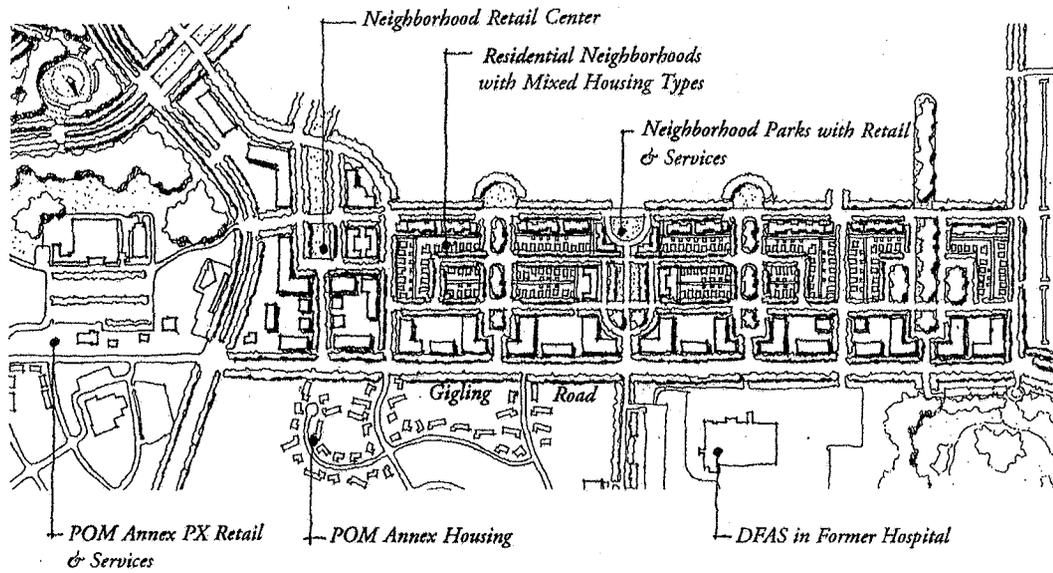
Landscape and Open Space

The visual character of the Peninsula is greatly determined by the quality of the natural and introduced landscape pattern and materials. The former Fort Ord encompasses a vast area which ranges from coastal sand dunes to upper reaches of oak woodland and chaparral. The Main Garrison area, where uses were principally located, has very little introduced or formal landscaping; consequently the image of the area is rather bleak and uninviting. As the former Fort Ord will be developed over time, major vegetation and landscaping should be introduced in these development areas to create a more inviting and pedestrian scale environment, and to integrate the site as a whole into the larger Peninsula environment. The open space areas include the UC/NRS Fort Ord Natural Reserve, the Frog Pond, the Bureau of Land Management open space area, Fort Ord Dunes State Park and other units to be owned by the Monterey Peninsula College, and the California Native Plant Society.

- *Incorporate principles articulated in the Habitat Management Plan (HMP) as good practices throughout the entire base.*
- *Ensure that open space connections are provided to link major recreation and open space amenities within the base and also to adjacent regional resources.*
- *Provide a generous pattern of open space and recreation resources through public facilities and publicly accessible private development. Ensure that the open space resources of CSUMB and other major developments are available to the community at large.*
- *Establish an open space corridor of a minimum of 100 feet along the entire eastern edge of State Highway 1, and landscape this Fort Ord corridor via a master landscape plan, to reinforce the regional landscape setting along the entryway to the northerly peninsula.*
- *Establish a pattern of landscaping of major and minor streets, including continuous street tree plantings to define gateways to the former Fort Ord and enhance the visual quality and environmental comfort within the community.*
- *Encourage a pattern of development at the neighborhood and district levels that ensures a generous provision of open space.*



Marina Town Center Illustrative Housing/ Retail/ Office in Mixed Use Pattern



Framework for the Reuse Plan

University Village Illustrative
Housing/Retail/Office in Mixed Use Pattern



Major Development Sites

The Reuse Plan envisions several concentrations of intensive new development which will act as employment and activity centers. These major development sites include the CSUMB campus; the UC MBEST Center; the East Garrison development area; the Southgate and York Road area; and the Town Center complex. These areas will constitute major employment centers for the reuse area itself as well as for the region. The major development sites will attract greater concentrations of people and traffic. Therefore, they will generally be located near current or future transit as well as regional roadways. These major sites should, however, not be considered isolated islands of employment; wherever feasible, they will be linked to surrounding neighborhoods and to other activity centers. They will also play an important role in environmental stewardship - several are immediately adjacent to the habitat areas and have substantial acreage set aside for habitat conservation and open space. These major development sites can be models of sustainable development and sensitive site and facility planning and design.

- *Provide physical and visual linkages to surrounding development sites and neighborhoods for continuity and connectedness.*
- *Provide transit accessibility at major development sites by orienting highest concentrations of activity along transit rights-of-way and providing easy pedestrian access to these points.*
- *Employ principles of sustainable design and planning in the site planning and building design of facilities.*
- *Establish a special identity for major development sites, but keep all development compatible with the low density character of the greater Peninsula, particularly in terms of the scale and height of new buildings.*
- *Encourage intensification of site development over time with infill and redevelopment, including transitioning surface parking lots to parking structures.*



**2012 Final Reassessment
Report
Pages 19 - 26**

Table 11 Policies, Programs, and Mitigation Measures for Which Implementation is Incomplete

*

City of Marina → COM	
Residential Land Use Program B-2.2- University Villages (Dunes)/East Garrison Zoning Compatibility	1
Residential Land Use Program F-1.1 – Guidelines Facilitating Relationship Between FORA and Homeless	2
Commercial Land Use Program B-2.1 – Amend General Plan and Zoning to Prohibit Card Rooms or Casinos	3
Recreation/Open Space Land Use Program B-1.2 – Prepare Open Space Plan showing Open Space within Jurisdiction	4
Recreation/Open Space Land Use Program C-1.3 – Designate Land Uses for Specific Park Locations and Acreages	5
Recreation/Open Space Land Use Program E-1.4 – Coordinate Adjustments for Equestrian/Community Park Facility	6
Institutional Land Use Program A-1.4 – Minimize Impacts of Land Uses Incompatible with Public Lands	7
Streets and Roads Program B-1.2 – Identify and Coordinate with FORA to Designate Local Truck Routes	8
Streets and Roads Program C-1.1 – Assign Street and Roadway Classifications/Construct Consistent with Reuse Plan Standards	9
Streets and Roads Program C-1.5 – Designate Roadways in Commercial Zones as Truck Routes	10
Transit Program A-1.2 – Develop Program for Locating Bus Stop Facilities	11
Recreation Policy C-1 – Establish an Oak Tree Protection Program	12
Recreation Policy D-4 – Plan for Long-Term Maintenance of Public Parks	13
Recreation Program E-1.2 – Golf Course as Interim Land Use within Planned Residential District	14
Recreation Program F-2.1 – Adopt Comprehensive Trails Plan and Incorporate into General Plan	15
Recreation Policy G-1 – Incentivize Development of Parks and Open Space within Individual Districts and Neighborhoods	16
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Hydrology and Water Quality Program B-1.5 - Promote On-Site Water Collection	19
Hydrology and Water Quality Program C-4.1 –Develop Program Preventing Siltation of Waterways	20
Biological Resources Program A-1.2 – Monitor Salinas River Habitat Area and Submit Reports to CRMP	21
Biological Resources Program A-1.3 – Contract with Appropriate CRMP Agency to Manage Salinas River Habitat Area	22

COM-"W"
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COM = City of Marina
COS = City of Seaside
MC = County of Monterey
DRD = Del Rey Oaks
FORA = FORA

Biological Resources Program A-2.1 - Implement and Submit Habitat Management Protection Measures for Marina Habitat Area #2	23
Biological Resources Program A-2.2 – Limit Development in Marina Habitat Area #2	24
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Biological Resources Program A-2.5 – Monitor Habitat Area #2 and Submit Reports to CRMP	27
Biological Resources Program A-2.6 – Contract with Appropriate CRMP Agency to Manage Natural Resources within Habitat Area #2	28
Biological Resources Program A-3.3 – Monitor Habitat Preserves for Yadon’s Piperia and Submit Reports to CRMP	29
Biological Resources Program A-4.1 – Control /Prevent Vehicle Access to Habitat Conservation and Corridor Areas	30
Biological Resources Program A-6.1 – Encourage Use of Native Vegetation for Landscaping of Community Park (North of Imjin Rd.)	31
Biological Resources Program A-6.2 – Install Interpretive Displays within Community Park (North of Imjin Rd.)	32
Biological Resources Program C-2.2 – Provide Development Standards for Development that Incorporates Oak Woodlands Elements	33
Biological Resources Program D-2.1 – Develop Interpretive Signs for Placement in Habitat Management Areas	34
Biological Resources Program E-1.1 – Submit Habitat Management Plan to USFWS and CDFG, through CRMP	35
Biological Resources Program E-1.2 – Provide BLM Evidence of Habitat Protection Measures for Lands Not Under HMP Resource Conservation or Management Requirements	36
Biological Resources Program E-2.1 – Conduct Land Use Status Monitoring for all Undeveloped Natural Lands	37
Noise Program A-1.1 – Adopt Land Use Compatibility Criteria for Exterior Community Noise	38
Noise Program A-1.2 – Adopt Noise Ordinance to Control Noise from Non-Transportation Sources	39
Noise Program B-1.1 – Develop Program to Reduce Noise Impacts to Currently Developed Areas	40
Noise Program B-2.1 - Adopt Land Use Compatibility Criteria for Exterior Community Noise	41
Noise Programs B-2.2 - Adopt Noise Ordinance to Control Noise from Non-Transportation Sources	42
Noise Policy B-3 – Require Acoustical Studies for all New Development Resulting in Noise Environments Above Range I	43

Category III

Chapter 3: Topics and Options

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Fire Flood and Emergency Management Program C-1.1 – Identify Emergency Evacuation Routes and Adopt Fort Ord Evacuation Routes Map	45
Fire Flood and Emergency Management Program C-1.3 – Identify Critical Facilities Inventory and Establish Guidelines for Operations of Such Facilities During Emergencies	46
Mitigation Measure (hydrology/water quality) - Adopt and Enforce Storm Water Detention Plan	47
City of Seaside →	COS
Residential Land Use Program C-1.4 – Prepare Specific Plan in University Village District	1
Residential Land Use Program E-1.1 - Prepare Specific Plan in University Village) District	2
Residential Land Use Program E-3.2 – Prepare Pedestrian/Bikeway Plans	3
Residential Land Use Program F-1.1 – Guidelines Facilitating Relationship Between FORA and Homeless	4
Residential Land Use Program F-1.3 – Document Contracts Between FORA and Homeless Service Providers, Submit to HUD	5
Residential Land Use Program I-1.1 – Prepare Design Guidelines for Development within Former Fort Ord	6
Commercial Land Use Program B-2.1 – Amend General Plan and Zoning to Prohibit Card Rooms or Casinos	7
Commercial Land Use Program D-1.2 – Designate Convenience/Specialty Retail Use on Zoning Map	8
Commercial Land Use Program E-2.2 – Prepare Pedestrian/Bikeway Plans	9
Recreation/Open Space Land Use Program B-1.2 – Prepare Open Space Plan showing Open Space within Jurisdiction	10
Recreation/Open Space Land Use Program C-3.1 - Habitat Protection Area for Community Park in Seaside Residential Planning Area	11
Recreation/Open Space Land Use Program D-1.3 – Designate Special Design Districts along Main Gate, South Village, and SR1	12
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COS - "W"
COS - "W"

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MC - "w"

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Category III

FORA - "w"

Notes: This table presents BRP policies or programs that are identified as incomplete in the Scoping Report. Some of the policies or programs are incomplete because events that would trigger implementation (such as development of a specific area) has not yet occurred. Other policies or programs are not contingent on triggering events, and should be implemented as soon as feasible. Policies and programs identified as ongoing are not included in this table.

**2012 Market Study
Summary
Scoping Report, Chapter 3**

Chapter 3.0

MARKET STUDY SUMMARY

3.1 Context and Purpose

This section provides an overview of the Market Study prepared for the BRP reassessment. The introduction and executive summary from the Market Study are presented here to provide context to the BRP and economic implementation to date, an overview of the region's economic factors, a real estate market evaluation, and information on land supply and demand. It is expected that the Market Study will provide a tool to assist in focusing future economic development efforts at Fort Ord. The complete Market Study is provided in Appendix E.

3.2 Market Study Introduction

Economic & Planning Systems, Inc. (EPS), as part of the Base Reuse Plan (BRP) reassessment team, was retained by the Fort Ord Reuse Authority (FORA) to conduct a market and economic analysis of the Fort Ord BRP as part of the ongoing BRP Review and Reassessment Process. The Fort Ord BRP was adopted after the closure of the Fort Ord Military Base in 1994, and establishes the proposed reuse program, identifying the general location, amount, character and scale of new and replacement land uses, with a

primary focus on replacing economic activity lost by the base closure. Map 1 identifies the general land use concept for reuse of the former base [Not included here – please refer to Figure 7.1 or Appendix E].

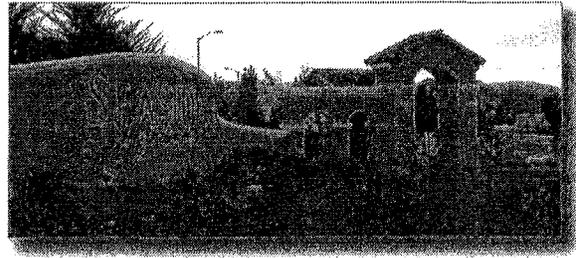
This economic analysis of the Fort Ord BRP Review and Reassessment recognizes the complex inter-relationships surrounding the development and maintenance of Fort Ord. Not only must the type, amount, and mix of development be validated and adjusted as needed, but the ability to sustain effective base reuse oversight, meet habitat management obligations, provide affordable housing, and to build and maintain regional infrastructure is critical to sustaining positive momentum in the reuse of Fort Ord, the quality of open space and sensitive habitat, the continued remediation and monitoring of unexploded ordnance (UXO) areas, and the growth and diversity of the Monterey regional economy, for which Fort Ord is an important engine.

To that end, this analysis assesses key issues related to Fort Ord's redevelopment over the next decades, with a primary focus on economic trends that are reshaping future land use demand. A baseline estimate of demand for new commercial and residential real estate products is provided, with a high level comparison to projected Fort Ord supply.

This report identifies broad trends and factors influencing the type and mix of residential and commercial uses offered across Fort Ord. While an evaluation of detailed prospects for individual projects is beyond the scope of this base-wide reassessment, it is intended that findings will help inform discussions of policy, as potential modifications to the BRP and implementation practices are considered. It should be noted that this study is not intended to offer an evaluation regarding the development potential or market viability of any individual entitled, proposed or potential Fort Ord project. To the extent that market constraints are identified herein, the reader should not conclude that a well-conceived project correctly positioned within the marketplace could not succeed on its own merits.

Market Study Overview

Since the advent of the BRP in 1997, FORA applied the BRP as an underlying statutory blueprint for the development of Fort Ord's remediation, infrastructure development, and habitat management. As jurisdictions and their developers conceive of projects, FORA's responsibility is to ensure these projects are consistent with the intent of the BRP, to coordinate extension of necessary regional and local capital improvements related to planned projects, and to ensure that the clean-up and preservation of development and conservation lands is coordinated efficiently with emerging projects. To maintain the focus on regional economic recovery, education, and environmental sustainability, it is necessary to ensure that the over the long term, BRP provides the framework for a balanced mix of employment-generating, service-providing, and residential land uses. In addition to residential development supporting an expanding labor force, a successful BRP will facilitate export-oriented industry activity, provide capacity for institutional expansion (CSUMB, UCSC and



other research/education institutions), and provide opportunities for servicing those employees and residents. A key ingredient in sustaining economic development while preserving environmental quality is strengthening the connections between the resident labor force and emerging employment opportunities (including service workers). If major infrastructure investments can be leveraged to facilitate projects meeting emerging consumer preferences and produce a balanced mix of land uses at buildout, progress can be made in ensuring the long-term preservation of Fort Ord's natural environment while reducing the perceived risk confronting developers of beneficial projects.

To accomplish this outcome, uses contained in the former Fort Ord must relate to one another and be mutually reinforcing. Emphasis must be placed on the end state result of BRP patterns; that is, how do uses relate to one another at the buildout of the plan? Economic cycles and other external factors will continually interfere with the pace and pattern of development, which may contribute to an interim emphasis on residential development, leading the way for longer-term realization of office and research and development (R&D) uses.

Through these cyclical fluctuations, it is critical that long term economic prospects are monitored to conform to end-state objectives for cohesive, balanced growth and development responding to and reflecting the policy goals set forth for the BRP. While making efforts to jump-start near-term residential and retail

projects, local jurisdictions also must be incented to focus on export-oriented industry development com-
porting with the education and environmental sustain-
ability goals on which base reuse is founded. These
“basic employment” sectors are important to provide
a broadened foundation for diversification and long-
term economic stability.

It is also important that future development maxi-
mize use of existing infrastructure investments while
ensuring that critically important regional improve-
ments are constructed as needed to facilitate access
and circulation. Infrastructure improvements
must also contribute to fulfilling objectives ensur-
ing that all jurisdictions share in economic recovery
opportunities.

Within this context, this market and economic anal-
ysis seeks to evaluate the prospects for job and popu-
lation growth on Fort Ord and specifically evaluates
the following topics:

1. Current market conditions and expectations.
2. Ability for the BRP’s mix of residential and com-
mercial uses to respond to expected economic
conditions.
3. Chief constraints to the realization of the BRP.
4. Expected timeframe for buildout of the BRP.
5. Policy options that should be considered in cali-
brating the BRP to emerging trends and future
conditions.

Organization of Report

Following this opening chapter, Chapter 2 [of the
Market Study] provides an overview of the BRP, doc-
umenting accomplishments and progress toward ini-
tial growth targets. Chapter 3 [of the Market Study]

provides an overview of economic and demographic
factors influencing Fort Ord development, docu-
ments regional growth expectations, and estimates
the total population and employment growth that
could be captured by Fort Ord. Chapter 4 [of the
Market Study] provides an evaluation of residential
and commercial real estate market conditions and is
followed by a detailed examination of land supply/
demand and potential capture of net demand by Fort
Ord in Chapter 5 [of the Market Study].

This section offers an overall synthesis of this report,
developing conclusions based on the data presented
in the forthcoming chapters.

3.3 Market Study Executive Summary

Overall Conclusions

1. **The BRP should be considered as a long-term
plan** expected to move forward in fits and starts.
Temporary imbalances between residential and
commercial development are natural and can
be acceptable, providing there is a logical basis
for realization of a balanced land use outcome
at buildout. Buildout of the currently projected
pipeline supply is anticipated to occur over the
next 40 years.
2. **Population and job projections imply more
than 20 years for Fort Ord’s remaining build-
out.** AMBAG projects 4,800 housing units and
12,400 jobs for the Monterey Peninsula’s cities
over the 20-year 2015-2035 period. Remain-
ing (unbuilt) growth on Fort Ord is more than
6,400 units and roughly 14,400 jobs (based on
the BRP’s 18,000 job goal). Remaining devel-
opment capacity anticipated in the BRP exceeds
projections for the Peninsula for the next 2
decades, even if Fort Ord achieves 100-percent
capture of Peninsula-based demand.

[Table 7 Comparison of Fort Ord Projected Supply and Estimated 20-Year Demand, shows 20-year projected supply and demand for residential units, commercial square footage, and jobs.]

Economic and Demographic Findings

- 3. **The County and its cities are increasingly bifurcated** socio-economically, with a growing divide between the fast growing Salinas Valley and a Peninsula subregion that is losing population.
- 4. **The Peninsula area of Monterey County is losing middle income households**, with high earners in key age brackets leaving the region for other opportunities.
- 5. **The region’s research strength has not translated to job creation and commercial real estate demand.** The Monterey Bay region harbors tremendous potential among its educational and research institutions, as well as a highly technical and talented pool of labor. However, these conditions have not led to substantial job development.

Residential and Commercial Real Estate Market

- 6. **The level of perceived legal risk associated with development on Fort Ord affects investment activity.** It is very important for developers and investors to “secure” acceptable growth targets addressing key environmental and public access concerns, to minimize risk to the extent possible. In the presence of ongoing threats of litigation, targeted return rates must be adjusted upward. This adjustment makes achievement of feasibility very difficult for projects providing needed jobs and housing.
- 7. **Fort Ord has a lack of integrated, mixed use development concepts relating to emerging consumer preferences.** As a national emerging trend, residential preferences are incurring a shift toward more efficient units and dynamic, multi-use locations, emphasizing orientation, appropriate size, and synergy with other uses and transit. While the BRP programs, policies and land use designations promote mixed use concepts, and developers are responding to these trends in certain cases (e.g., the approved and partially built “Dunes at Monterey Bay” project in Marina), more emphasis should be placed on meeting these consumer preferences if and when opportunity presents itself.

Table 7 Comparison of Fort Ord Projected Supply and Estimated 20-Year Demand

Item	Projected Fort Ord Supply ¹	Estimated 20-Year Demand	20 Year Surplus/Shortfall ⁴
Residential Units ²	6,400	3,600	2,800
Commercial Building Square Footage	5,800,000	2,700,000	3,100,000
Jobs ³	14,400	9,400	5,000

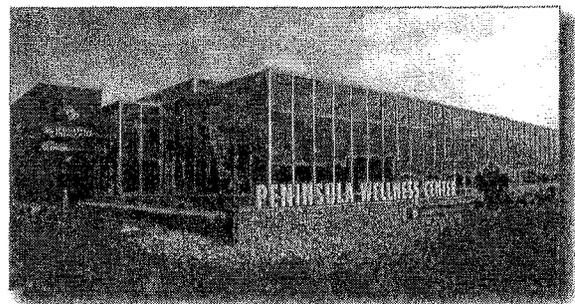
Source: EPS 2012

- 1. Based on FORA development projections through 2022. See Table 2-7.
- 2. Reflects total projected new and replacement units shown in Table 2-7 less 492 CSUMB units. Of these units, roughly 4,000 new units and 500 replacement units are entitled.
- 3. Projected supply reflects BRP goal of 18,000 jobs less current 3,600 jobs present on Fort Ord.
- 4. Surplus reflects development expected to occur beyond the 20 year timeframe of the analysis. Entitled units cannot be withdrawn or canceled without permission of those who hold the entitlement and the governing land use authority.

8. **Job growth is paramount in the Peninsula's residential recovery.** In California and throughout the U.S. economy, residential development is recovering in areas of strong local job growth. The South Bay Area is a prime example of this dynamic.
9. **Residential markets have shifted, reflecting lower price points to match consumer ability to pay,** based on modest local salaries and limited equity. On Fort Ord, pricing of new residential units is expected to be 25 to 35 percent less than initially proposed price points, though fundamental product types do not appear to have substantially changed.
10. **Home prices are still too high for younger and less educated consumers,** indicating a potential need to reconfigure residential product types. If current patterns persist, more than 60 percent of future Peninsula area households will have incomes less than \$75,000 annually, corresponding to price points under \$325,000. Current products proposed and approved on Fort Ord consist of a high proportion of detached, single-family lots, and may be skewed to the upper end of the income spectrum. A larger proportion of attached product may be needed to address price-sensitive market segments while still achieving acceptable development profits.
11. **Declining home prices undercut economic feasibility.** As homes prices are reduced in accordance with the economic "reset", FORA CFD Special Taxes and jurisdictional impact fees are becoming a larger percentage of overall development cost burden. This is an issue in particular for attached product with lower unit values, and could preclude creation of senior and affordable housing prototypes.
12. **Near-term residential demand is highly sensitive to price points and their linkage to local occupational wages;** evidence for "pent-up demand" is strong at lower price points, however, local housing demand is "elastic" (i.e., highly sensitive) with regard to increased prices,

increasing pressure on housing developers as profit margins are squeezed. It is therefore critical to ensure that the infrastructure cost burden, driven by FORA's Capital Improvement Program is as efficient as possible by serving the most units of development for the least cost. In this regard, goals of the development and environmental communities are aligned, in that targeted and strategic infrastructure investments could result in lower costs to the development community while minimizing environmental disturbance and promoting best practices in terms of environmentally sustainable development.

13. **Short-term demand for residential stems from a variety of sources and changing conditions.** In the absence of substantial near-term expansion of the job base, residential demand will emanate from growth in tourism and other sectors, improving access to South Bay job centers through potential Highway 156 improvements, improving accessibility between Santa Cruz County and Monterey County as a result of Highway 1 capacity improvements, and move-up demand from Seaside, Marina, and other local communities. All of these factors suggest an approach of initially building the local labor force as a means to attracting major employers.
14. **Office/R&D development is likely to be led by build-to-suit projects among owner-operators, followed by the potential emergence of multi-tenant speculative development** in the next 5 years. Low vacancy rates and continued lease rate growth on the Peninsula appear to be supportive of new development activity, providing that a supportive environment for job growth is established.

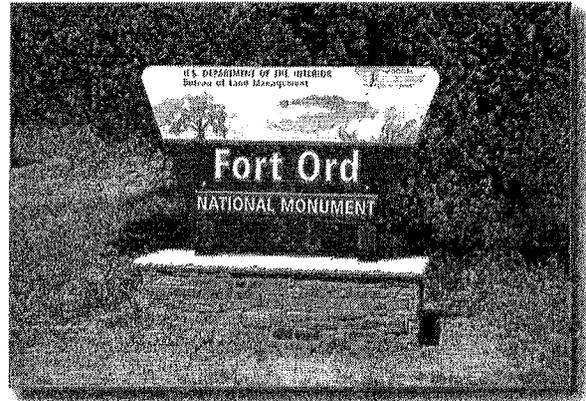


- 15. **Retail growth and development will directly respond to the pace of new residential development**, as the market is presently close to equilibrium. Opportunities to provide additional regional attractions will be facilitated by the recent National Monument designation on portions of Fort Ord and continued growth in tourism in general.
- 16. **Tourism expenditures are expected to continue to demonstrate considerable strength** and potentially show improvement. This will enable development of well-conceived hospitality concepts if risk levels are tolerable.

Fort Ord Prospects and Opportunities

- 17. **Achieving a long-term jobs-housing balance on Fort Ord will depend on a concerted economic development effort to grow basic "export" industries** and tie-together the R&D needs of agriculture, tourism, and education and to develop institutional/private sector research consortia. Over time, an expanding local labor force complemented by continued growth in opportunity between institutional entities, skilled sole proprietors located in Monterey County based on quality-of-life preferences, and corporate interest in the area and its labor force should combine to realize the job forecasts and scenarios discussed in this report (see Chapter 4). However, strong leadership will be required from one or more multi-jurisdictional entities motivated to further the economic balance and sustainability of the region.
- 18. **The National Monument offers an opportunity to distinguish Fort Ord**, providing a compelling additional regional destination and supporting base recovery by providing additional amenity value for well-conceived growth and development. Tourism remains a strong sector for the regional economy showing annualized spending growth exceeding 3 percent per annum. The National Monument designation's effect, if accompanied by a compelling and thoughtful implementation strategy fully activating the base and providing access to a wide cross section of

the public, can help extend tourism and related spending to the communities encompassed by Fort Ord. It is important to note, however, that the while the leisure and hospitality industry is a critical element of the regional economy, it offers jobs that are often low paying. As its growth will not solve issues of economic and social bifurcation, expansion of this industry is one element of potential economic growth that must be augmented through development of other sectors.



- 19. **The ability to realize strong growth heavily depends on the perception of the base as a coherent, well-planned area with a dynamic future.** More attention should be given to the "entry experience" prevalent from all areas of the base. Screening and signage should be used strategically to shape visitor impressions. Design guidelines should reinforce the unique topography and vegetation present on the base. Fort Ord calls for a recommitment to operations, marketing, and branding to bring additional coherence and recognition of future potential. Removal of derelict Army buildings needs to be prioritized to provide a better vision of future economic opportunity.
- 20. **Past investments in roadways should be fully used.** The facilities developed on Fort Ord have created substantial development capacity that should be efficiently and fully used. Second Avenue (within the Cities of Seaside and Marina) is an example of a facility that provides capacity for local development, driving ongoing progress by the Dunes at Monterey Bay project and CSUMB. *

Discussion: BRP Implementation and Response to an Evolving Market

The BRP itself is characterized by two very important aspects: (1) it emphasizes the opportunity for jurisdictions affected by closure of the base to participate in the region's recovery, and (2) it emphasizes the ultimate form and function of reuse at the buildout condition. Much of the public's criticism regarding reuse and recovery progress to date relates to the interim status of the BRP's implementation. The interim completion status is obvious to even the casual observer on Fort Ord, where the landscape encompasses a chaotic array of partially completed housing and commercial projects, vast tracts of concrete and abandoned structures, and a partially built street system.

Based on identified economic trends, this economic analysis suggests policy options that may be available to improve the implementation of the BRP. These options are driven by a current, realistic assessment of economic conditions affecting the realization of stated growth targets, as well as the objectives stated in the 1997 BRP related to economic recovery, reflecting a commitment to education and environmental protection.

Overall, the BRP functions well in geographically distributing areas of commercial and residential development among multiple jurisdictions to promote economic recovery and replacement. However, improvements could be instituted in the implementation, execution, and oversight of the BRP among involved public and private-sector entities. Three entities are primarily involved in the growth and development of the former Fort Ord Army Base:

1. **FORA.** FORA is tasked with ensuring that the local jurisdiction's land use plans are consistent with the BRP. It is responsible for collecting fees and constructing infrastructure improvements and meet regional (e.g., TAMC) requirements and ensuring habitat conservation obligations shared throughout the Base are met. It also splits available land sale revenues and net incremental property tax revenue to effectuate the removal of buildings ahead of planned development, and ensures that the ongoing basewide tasks including clean-up of munitions and other contaminants are completed and synchronized with projects and related infrastructure improvements.
2. **Local Jurisdictions.** The Cities of Marina, Seaside, Monterey, and Del Rey Oaks, as well as the County of Monterey, have primary land use authority and are chiefly responsible for land use



decisions and development approvals. CSUMB, the University of California, and the US Army also control significant areas of the former base, and are not beholden to local jurisdiction entitlement processes. In a more direct capacity than FORA, these entities are responsible for the mix and form of development that occurs, provided that FORA subsequently makes findings of consistency with the BRP. Jurisdictions are confronted by the loss of redevelopment tools that, pending future State Department of Finance decisions, may not be available to provide gap funding to projects. A range of other emerging tools may mitigate the impact of losing redevelopment powers and tax increment financing.¹

3. **Development Community.** The development community is continuously reevaluating and redesigning products to respond to a changing

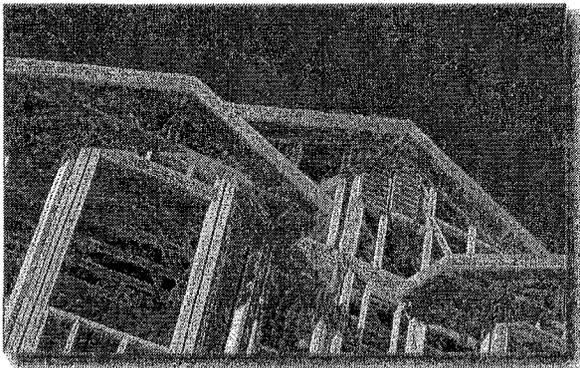
1. Under the now dissolved redevelopment agency powers, tax increment financing allowed local redevelopment agencies to retain growth in property tax revenues generated within a redevelopment area to finance redevelopment activities.

consumer demand profile. The issues confronting local developers include a lack of identified demand in the face of continued high development costs. In some cases, such as the cost of labor, there is relatively little that can be done; in other cases, policy options are available to encourage certain types of development (e.g., careful monitoring and adjustment of FORA and jurisdictional impact fees).

Uncertain Residential Development Prospects

The resource-constrained BRP currently caps development at 6,160 new dwelling units, 1,813 rehabilitated and replacement units, and 18,342 jobs (the approximate equivalent of 3.6 million square feet of commercial and industrial development). To date, 5,000 housing units have been approved, roughly 500 lots completed, and fewer than 400 built. The development community has been working concertedly to reduce development fees as it has scrambled to reduce pricing in the aftermath of a major economic recession starting in 2009. Nevertheless, the market outlook for these residential units remains uncertain, with developers presently planning to release small groups of units within the next 2 years to test the market's depth and breadth.

Housing development in California, at the outset of the recessionary recovery, has been very localized



and concentrated in areas with healthy and expanding job bases offering livable wages that support housing purchases. The recent era of rapid and effortless home equity growth, a major determinant of demand for move-up housing, has come to a close. On the positive side, the Monterey region remains an attractive region able to support a growing retirement sector, and housing demand at lower to moderate price points appears to be strengthening. The local housing needs of the region's service workers are expected to remain acute.

Realization of near-term housing demand at compelling price points can also leverage the area's regional proximity to the South Bay, strengthening the linkage between the two regions. An oft-observed pattern, exemplified by the "Tri-Valley" region northeast of Silicon Valley (which includes San Ramon, Dublin, Pleasanton, and Livermore), features rings of concentric growth, with labor force expansion attracting corporate interests seeking expansion or relocation options near a desired labor force. A similar dynamic could potentially be reinforced by the familiarity of major decision-makers with the Peninsula region, some of whom enjoy second homes in the area. Yet, job results predicated on this dynamic have been limited thus far in the Monterey Bay region.

Rather than relying on commuting, long-term economic recovery and achievement of BRP buildout relies on the region's ability to reinvigorate "basic"² economic growth on the Peninsula and Fort Ord to expand and diversify the range of economic activities.

Slow and Deliberate Job Growth

About 3,600 of the 18,000 jobs targeted by the Base Ruse Plan have been realized. Job growth to date can be characterized by an eclectic variety of education,

2. The phrase "basic employment" refers to sectors that sell goods and services to other regions (export industries). These industries are capable of expanding local wealth and bolstering demand for local support industries (e.g., retail and hospitality).



other public sector, resource-extraction, and health sector jobs, accompanying a continuing substantial military presence.

The rate and near-term composition of Fort Ord's near- and medium-term development is inextricably linked to prospects of Monterey County as a whole. Highly anticipated jobs stemming from information technology, marine and agricultural R&D, and other skill-based export industries have been very slow in arriving.

High expectations for job growth are nothing new to the Monterey Bay region. The area's relative proximity to South Bay employment centers, local quality of life factors, and institutional capabilities are compelling. In the region, Fort Ord provides the best prospects for accommodating projected growth with its water allocation and a coordinated multijurisdictional planning process.

A multi-pronged approach is necessary to achieve job growth that will stabilize the region's economy and offer more diversity, opening access to disadvantaged and underserved populations that have suffered since base closure and during the recent recession. As discussed in the prior section, this approach potentially involves supporting labor force growth through some initial acceptance of a "jobs follow housing" model. This approach relates to the fact that the middle class, which has been declining in the region, needs to be bolstered to arrive at a fully functioning economy that will attract larger employers. However, rather

than simply wait for an employer response to a larger and more diverse local labor force, efforts must also be made to institute a coordinated economic development strategy, to substantially reduce development risk, and to ensure that a variety of development opportunities are in place, corresponding to diverse consumer preferences.

Constraints to "Beneficial" Development

The Monterey Bay Region is known to be selective when it comes to growth and development. In a region of natural beauty and environmental sensitivity, it is appropriate that development be held to the highest standards regarding site selection, design, consumption of water resources, minimization of traffic impacts (vehicle miles traveled or "VMT"), and other criteria.

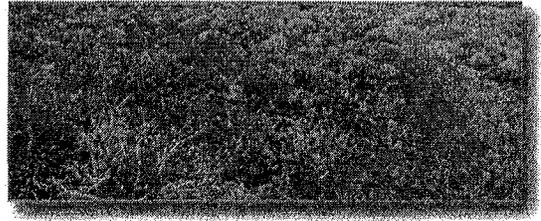
At the same time, it is important to recognize that areas that are stable and balanced economically are more likely to value the preservation and expansion of natural resources. High quality and permanently protected open space is a major amenity value to private and public development, and fosters healthy lifestyle opportunities for the region's residents.

Disadvantaged populations that were most acutely impacted by the base closure, ensuing recessions, and changing structure of the economy may prioritize open space and natural resource preservation to a greater extent if additional economic opportunity to participate equitably in the recovery is available. Opportunities to retain middle-income, younger- to middle-aged earners are enhanced by a greater spectrum of job, residential, cultural, and recreational opportunities. Seniors and younger households, sensitive to price points, need access to housing closer to Peninsula jobs in the area to foster a more stable community.

Market Study Summary

It should be recognized that several major constraints to development and sources of risk affect all projects on the former Fort Ord:

- **Charged political climate.** There is substantial concern regarding legal actions, the length of time necessary to garner entitlements, and the ability to achieve buy-in among diverse constituents.
- **Structure of FORA Board.** Concern has been expressed that the size of the Board and the process by which decisions are made should be examined to ensure that the needs of jurisdictions with land holdings on Fort Ord are met.
- **Potential Loss of Property Tax Revenue.** Property Tax Revenue (formerly tax increment) has been an invaluable funding resource on the base and has been implicitly assumed to be a major component in providing gap financing for high value projects, affordable housing, and a source of funding for ongoing FORA operations. Some possibility exists that FORA's share of tax increment remains intact, based on the fact that the State legislation creating FORA and its funding sources may supersede State law abolishing redevelopment.
- **Potential for Low Land Sale Revenue to FORA.** Land sale revenues are the chief source of funding for building removal. At the same time that this report indicates that clearance of blighted structures is a major priority for improving market perceptions, a very real possibility exists that lower price points for residential product in particular, without corresponding reductions to development costs, will reduce land values. The potential loss of increases in property tax revenue discussed above may also affect net land sale revenue as critical gap financing may not be available to render projects feasible.
- **Uncertainty regarding future of basewide operations and management (FORA extension).** Real estate investors seek to reduce risk by minimizing uncertainty. In many cases, the presence of substantial cost burdens is acceptable



if the return on investment is acceptable. In the case of Fort Ord, the presence of FORA provides stability and certainty, in that basewide programs have regional governance such as Building Removal, Habitat Management, Transportation and Transit, Water Augmentation, etc. The potential future need for developers to rely on each individual land-use jurisdiction to coordinate cross-cutting issues in the absence of a Local Reuse Authority (LRA) such as FORA constitutes a substantial development risk. Rather, it may be to the area's benefit to expand the range of FORA's cross-cutting oversight to include additional marketing, branding, and economic development—areas that are not presently being covered sufficiently by either the private or public sectors.

Policy Priorities: Overcoming Constraints to Balanced Growth

FORA and its jurisdictions should coordinate planning and economic development to ensure that future development opportunities are calibrated as follows:

- **A diversified range of opportunities is necessary to "land" job growth.** Specialized technology enterprises aligned with institutional initiatives are the most likely candidates for UC MBEST project. However, it will be critical to ensure that additional office/R&D job growth is facilitated by conventional, flat-topography fee-simple development opportunities, including areas near Highway 1 and more urbanized development patterns.
- **Emphasis should be placed on creating opportunities to attract the "creative classes."** Major job centers have seen substantial technology growth in areas that are walkable to restaurants,

incorporate civic and cultural features, and provide the density required to foster transit services. This "downtown" or "village center" environment is a critical feature of the BRP that should be reinforced and strengthened over time if possible. The CSUMB area would appear to be a prime option in this regard, building on the emerging synergy between the evolving Dunes at Monterey Bay project and the nascent CSUMB campus. To the extent possible and if validated through further study, development capacity could be created using density bonuses which also potentially align with community and environmental benefits.

- **Income disparities (the disappearance of the middle class) must be addressed through a major effort to attract jobs and economic development to provide regional balance.** Fort Ord is positioned to be the "engine" for regaining this lost balance. In this regard, it will be necessary to accept some level of residential growth ahead of commercial development to build a labor force that will set in motion recognition of opportunity among South Bay and other employers looking at potential expansions.
- **More emphasis should be placed on multicultural and under-served populations' inclusion.** Efforts to link the environmental justice community to entities such as the California Endowment (currently active in Salinas) can potentially improve surrounding conditions in Seaside and Marina, for example, though emphasis on creating healthy and resilient communities



by encouraging improved walkability, diversity of food choices, and transit-related and mixed use development. Specific populations, including veterans, Native Americans, African American, Hispanic, and others should play a role in celebrating the diversity of Fort Ord's legacy and recovery. Additional collaborations with CSUMB and other entities would appear to be worth exploring in this regard.

Options for Policy Response

The most relevant and available policy options pertain to the implementation of the BRP; in some cases, modifications to the BRP itself may also be considered.

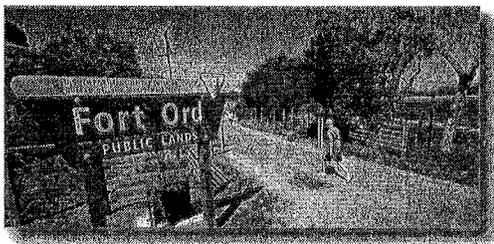
1. **Prioritize economic development to balance near-term growth and investment,** providing support to the local housing market while further developing the region's strengths. This is by far the most critical next step to the implementation of the BRP, and breaks down into several important subfindings:

Consider alternative locations to capture a wider swath of high tech and R&D growth and development. The UC MBEST project remains a valid and important component of the BRP, but too much reliance has been placed on this project as a location for the region's future technology-driven development. Developers and firms not interested in ground leasing or not permitted by use restrictions simply need an easily developed location benefiting from substantial traffic capacity and proximity to other major investments. Moreover, the "creative class" often favors dynamic, mixed use locations, which may lead to further consideration of other areas of the base. Additional sites, located on flat topography and open to a diverse range of commercial development opportunities are needed to realize targeted employment growth.

Potential areas of focus may involve the further development of the health care sector (e.g., leveraging Peninsula Wellness Center, VA clinic in Marina, and kinesiology and nursing programs at CSUMB), software development, agricultural technology development, and marine and environmental related research.

Existing capacity on General Jim Moore Boulevard should be studied as potential mixed use R&D districts targeted toward the creative class, interested in proximity to retail, restaurants, CSUMB, and access to Highway 1.

Maximize the potential impact of the Fort Ord National Monument Designation. To be successful, the backlands of Fort Ord need to be attractive, safe, and accessible to a broad spectrum of visitors. Paths need to be improved to accommodate bicycle, pedestrian, and equestrian uses without conflict, and visitor amenities should be constructed according to a full master plan for the Monument, which will be prepared by Federal agencies as time and resources permit. Linkages to key projects and other regional attractions will be an important element of future planning efforts.



Facilitate industry/academic consortia and other collaborations, with immediate emphasis on attracting local public and private investment, and ensuring a place to land in the local real estate market (e.g., shovel ready sites) as discussed above. Identifying regional leadership and clarity of mission are essential near-term priorities in this regard.

2. **Engage in comprehensive marketing and branding effort.** Whether led by the public or private sector, the appearance and perception of the base needs to be improved to support development and leverage the National Monument designation on portions of the former base.

3. **Improve interim transportation patterns and way-finding.** Despite public concern regarding a potential future east-west roadway connection (Eastside Parkway), regional traffic analyses conducted by TAMC articulate the established need for multiple Salinas Valley—Monterey Peninsula connection options to mitigate traffic impacts and provide adequate roadway capacity between these two interdependent subareas in the region and to reduce traffic moving through the central CSUMB campus. Nevertheless, the placement and timing of this and other major improvements should continue to be studied to ensure compatibility with future opportunities brought about by the National Monument designation and the overall vision for base reuse.

4. **Where applicable, prioritize use of existing infrastructure investments.** Much discussion in regional forums has centered on the full development and reuse of core areas near the Highway 1 corridor and CSUMB. Indeed, General Jim Moore Boulevard provides substantial capacity for future development and offers intriguing possibilities for future development patterns. An evaluation of intensified mixed use development in this area should be conducted.

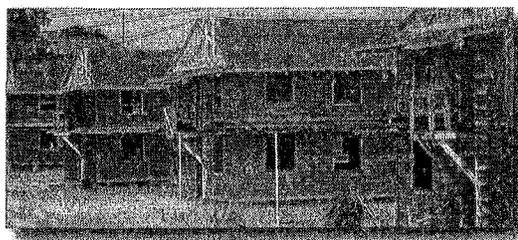
5. **Where applicable, expand incentives for “beneficial” projects.** Although there is little latitude remaining to shape the type and placement of residential development on Fort Ord, future development can be incented through an expanded “toolkit” of financial options. For example, density bonuses could be offered for projects displaying societal- and resource-related benefits, i.e. projects that demonstrate best environmental and engineering practices that reduce VMT and other deleterious impacts on the natural environment.

- 6. **Ensure that FORA or a similar organization is positioned to coordinate cross-cutting planning and development issues.** The complexity of overlapping planning and development issues on Fort Ord requires a centralized, dedicated regional planning entity to minimize confusion and inefficiency. The prospective "sunset" of FORA, pending legislative efforts to extend the life of the organization, would shift the Fort Ord jurisdictions into a traditional LAFCO-led process where annexations involve requiring property tax sharing to fund common requirements, such as the Habitat Conservation Plan and other cross-cutting CEQA requirements.

Rather, FORA's (or successor organization's) role and responsibilities should be expanded to facilitate implementation of BRP and county-wide economic development objectives. Several economic studies have cited the need for more inter-jurisdiction collaboration and a cohesive strategy for countywide economic development. Most of the development that occurs in the Peninsula area will be on former Fort Ord lands. An expanded coordination role for FORA or its successor would be based on the following considerations:

- a. FORA has a track record of working cooperatively with the local jurisdictions and has the ability to tie various economic and environmental objectives together. Ensuring that the emerging health care, education, research and development and other emerging industry sectors continue to develop and thrive, will require a concerted effort to align local officials. Significant and careful attention to land use adjacencies is required to avoid conflicts and maximize complementary, synergistic uses.
- b. Earlier engagement in local land use decision making and more intensive scrutiny at the consistency determination stage may be necessary to ensure adherence to the BRP vision.

- c. An expanded role in overseeing marketing and branding of the former Fort Ord, made particularly important by the recent National Monument designation, is needed.
 - d. Incentives for beneficial development through FORA fee adjustments, deferrals, subsidies, and other means (e.g., targeted infrastructure investments) should be further considered in CIP reviews.
- 7. **To the degree possible given market and economic conditions, near term redevelopment efforts should be focused on paved and built areas to remove visual blight and improve the ability of the former Fort Ord to attract new employment generating uses.** Focusing near-term redevelopment efforts on blighted (paved) areas will create a more attractive urban form with the potential to catalyze future growth opportunities.



Related to this concept, reliance on land sales to fund building removal should be reexamined. In the near term, residual land values are expected to be low to nonexistent, limiting the funds that may be available from this source. The availability of property tax funding remains unresolved, which further limits the ability to incent development. FORA should examine other means by which building removal can take place. An increased pace of building removal will not only assuage visual blight issues, but will improve safety and make the area more attractive to investors.

- 8. **A renewed focus on new funding sources open to FORA, jurisdictions, and developers is needed to overcome the potential loss of tax increment.** Current prospects include

the potential for Infrastructure Financing Districts (IFDs) to be used more effectively (see SB 214, AB 485, and AB 910), by amending voter approval requirements, extending the maximum term of bonds issued, expanding facility eligibility, and the inclusion of several other provisions. In addition, new legislation proposed by Senator Pro tem Steinberg (SB 1156) would offer redevelopment-like powers to jurisdictions and military base reuse communities reinforcing the priorities of SB 375, including mixed use, transit-oriented projects that are increasingly attractive to younger and older consumers and discussed further as an area to emphasize on Fort Ord. Finally, FORA has been pursuing vital base reuse legislation to ensure that LRA's, if not their member jurisdictions, have access to tax increment financing throughout the State.

- * 9. **Slower growth on Fort Ord may require adjustments to the Capital Improvement Program (CIP) and the Habitat Conservation Plan (HCP).** Presently, these documents assume a more rapid rate of development absorption on Fort Ord than the findings of this market analysis suggest. Pending further review and discussion of growth dynamics, potential adjustments may include delaying certain capital expenditures until required by new development. However, it should be noted that off-site (regional) demands also affect the timing of capital improvements, and HCP funding ramps up as development occurs (i.e., mitigation is not required until the impact takes place). It is anticipated that this topic will be explored in more detail once any planning implications of the BRP reassessment are more fully understood.

December 13, 2012
Sierra Club Letter



SIERRA CLUB VENTANA CHAPTER

P.O. BOX 5667, CARMEL, CALIFORNIA 93921

CHAPTER OFFICE • ENVIRONMENTAL CENTER (831) 624-8032

December 13, 2012

Board of Directors
Fort Ord Reuse Authority
920 2nd Avenue, Suite A
Marina, CA 93933

Re: December 14, 2012 FORA Board meeting -- Agenda items 7.b and 8.b

Dear FORA Board of Directors:

The Ventana Chapter of the Sierra Club is deeply concerned that the "Guiding Principles" document being received at the December 14 Board meeting (item 8b on the agenda) directly conflicts with the Reassessment Report that is up for final approval at the same meeting. In particular, we protest four of the principles in the "Guiding Principles": 2.c, 2.d, 3.b. and 3.d. These four principles significantly undermine what the 2011-2012 reassessment process achieved, including the disclosure of the extent to which the jurisdictions' and FORA have yet to implement the policies and programs in the 1997 BRP.

The following paragraphs explain why we object to these four principles. We also suggest principles to replace them, principles which would be in accord with the Reassessment Report.

Principles 2.c, 2.d, 3.b. and 3.d

The first principle that Sierra Club protests is principle 2.c: "Voting structure on FORA Board should reflect land use decisions i.e. only Land Use Jurisdictions would vote on land use matters." Does this mean, for example, that only Seaside would be allowed to determine whether or not a Seaside project would be compatible with the educational mission of nearby CSUMB, significant parts of which are located in Marina and the County?

If that is what principle 2.c means, it completely undermines the framework for the BRP. Page 8 of Chapter 1 of Volume 1 of the 1997 BRP describes the framework of the BRP. It states that the BRP is to "establish the **broad development considerations that link the various Reuse Plan elements for each of the land use jurisdictions into an integrated and mutually supporting structure.**" The plain meaning of the quoted passage is that each FORA member must consider how its own land use decisions will affect the rest of the former Ft. Ord. Principle 2.c would displace what the BRP says and replace it with the principle that each jurisdiction can ignore the impact of its land

use decisions on achieving the overall framework of an integrated and mutually supporting redevelopment of the former Fort Ord.

The second principle that Sierra Club protests is principle 2.d. It states that: "BRP modifications/amendments should reflect and be consistent with jurisdiction General Plans that have previously been found consistent." In effect, Principle 2.d. says that FORA should pretend that there are no errors contained in any previous FORA consistency determination, regardless of the facts contained in the Reassessment Report. The Reassessment Report identifies more than 150 policies, programs and mitigation measures that are required as part of the 1997 BRP but which the jurisdictions have still not implemented and/or were ignored when one or more consistency determinations were made.

For example, the draft Reassessment Report states on page 3-63 that the General Plans for Seaside and Monterey County have noise standards that are 5 to 10 dBA higher for residential and other uses than the noise standards set by the BRP. Yet, principle 2.b. of the "Guiding Principles" would mean that FORA would ignore the admittedly-erroneous findings that the general plans of Seaside and Monterey County were consistent with the BRP noise standards. Principle 2.b. would mean that Seaside's and Monterey County's general plans would be allowed to remain inconsistent with the BRP because a past FORA Board mistakenly found them consistent.

An even more egregious example is that FORA itself has never developed the basic BRP land use requirement for base wide urban design guidelines. Yet every general plan found consistent with the BRP so far had a land use element. None of those land use elements should have been found consistent with the BRP because the BRP necessitates consistency with FORA's urban design guidelines, and such do not exist.

The third principle that Sierra Club protests is principle 3.b. As we understand its rather cryptic wording, principle 3.b would mean that irrespective of new information about changing groundwater conditions in the Salinas Valley Water Basin, FORA will stand by its past allocations. If that is what principle 3.b. means, it violates FORA's mandate to protect the environment at Fort Ord.

Sierra Club agrees with the guiding principle that BRP objectives should give equal weight to the economy, education and the environment. To do so, proposed new development needs to adapt to the changing economy, as the Reassessment Report so ably explains. The good work of CSUMB and the other educational institutions needs to continue. However, for FORA and the jurisdictions to adhere to a principle that new information about changing groundwater conditions in the Salinas Valley Water Basin will be ignored in favor of outdated information violates the third principle of protecting the environment on which the BRP is based.

The fourth principle that we protest is principle 3.d. It states: "Implement Capital Improvement program (CIP) prior to FORA dissolution." Does this mean that a project

like the Eastside Parkway or other projects, many of which will not be needed as of 2020 when FORA dissolves, will be “implemented” prior to FORA dissolution? Implementation of the 1997 BRP has been dramatically slowed by the recent economic climate: it is not at all clear that there will be revenue in the next seven years that will come anywhere near the amount needed to complete the projects in the CIP. Furthermore, borrowing such funds in order to pay for infrastructure that may not be needed for decades will leave a crippling financial burden on the local area into the future.

Violation of the Sierra Club - FORA Settlement Agreement

In addition to the points made above, we point out that the 1997 FORA-Sierra Club settlement agreement requires that a deed notice be recorded on all properties under FORA’s jurisdiction that are located within the Fort Ord territory. The deed notices state that development of such property ***shall be limited by the policies and programs of the Base Reuse Plan***. FORA cannot legitimately find that developments are limited by the policies and programs of the BRP when those policies and programs have not been implemented.

Guiding Principles For Implementing Policy Options Based on the Base Reuse Plan (BRP) Reassessment

Despite the four misguided principles discussed above, many of the other principles are in accord with the points outlined in both the August 31st and October 30th Sierra Club letters formally submitted as part of the Reassessment process. We encourage the five authoring jurisdictions and the FORA Board to make the appropriate clarifications and corrections to the “Guiding Principles.” We encourage FORA’s member jurisdictions show a good-faith intention to use the Reassessment Report to correct past mistakes.

The following represents our suggested revision of the “Guiding Principles” so that they will stand in accord with the Sierra Club’s prior recommendations for the Reassessment Report and align with this report and with the purpose of implementing the 1997 BRP:

1. Achieve the purpose of existing BRP before adding or supplanting with new purpose.

- a. Replace the job and population loss that occurred with base closure.*
- b. Move “economy” to top of priority of BRP objectives, equal with education and environment.*
- c. Focus on job creation for middle income earners or higher.*
- d. Ensure the funding for all FORA obligations and arrange for funding to complete the implementation of all BRP policies, programs and mitigation measures.*

2. Implement the policies, programs and mitigation measures of the 1997 BRP and its Environmental Impact Report.

- a. Consistency findings for legislative enactments and development projects shall be based on consistency with applicable BRP policies, programs and adopted mitigation measures.
- b. To the extent that the Reassessment Report shows that BRP principles and policies have been violated or not implemented, such violations and non-implementation will be corrected.

3. Begin now to plan for future FORA dissolution by accomplishing remaining tasks under BRP.

- a. Dedicate staff and funding to assist jurisdictions with the implementation of the BRP policies, programs and mitigation measures within FORA lifetime.
- b. Disallow any consistency findings until all applicable policies, programs and mitigation measures are implemented.
- c. Continue to monitor SV Ground Water Basin and make adjustments to water allocations when appropriate.
- d. Make the demolition of barracks and building removal a priority.
- e. Make plans for future Capital Improvement Program (CIP) to be carried out by jurisdictions after FORA dissolution in a manner that will perpetuate the programs and policies of the 1997 BRP.
- f. Develop an augmented water source at the appropriate time.
- g. Complete the Environmental Services Cooperative Agreement (ESCA) and Munitions and Explosives of Concern (MEC) Cleanup.
- h. Complete the Habitat Conservation Plan (HCP).
- i. Complete only those portions of the roadways/transportation systems shown to be needed for approved projects.

Conclusion

Sierra Club expects FORA's member jurisdictions to carry out the purpose of the Reassessment process and the 1998 settlement agreement. The purpose was to ensure that the 1997 BRP is implemented.

Sincerely yours,

Thomas P. Moore

Thomas P. Moore, PhD, Chair
Sierra Club FORA Subcommittee

Jane Haines

Jane Haines, member
Sierra Club FORA Subcommittee

Scott Waltz

Scott Waltz, PhD, member
Sierra Club FORA Subcommittee