FORT ORD REUSE AUTHORITY (FORA)

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SPECIAL MEETING/WORKSHOP
BOARD OF DIRECTORS

Monday, March 7, 2016 4:30 – 6:00 PM
910 2nd Avenue, Marina, CA 93933 (Carpenters Union Hall)

AGENDA
ALL ARE ENCOURAGED TO SUBMIT QUESTIONS/CONCERNS BY NOON MARCH 10, 2016.

1. **CALL TO ORDER**

2. **PLEDGE OF ALLEGIANCE**

3. **ROLL CALL**

4. **ACKNOWLEDGEMENTS, ANNOUNCEMENTS, AND CORRESPONDENCE**

5. **PUBLIC COMMENT PERIOD**

   Members of the public wishing to address the Board on matters within its jurisdiction, but not on this agenda, may do so for up to 3 minutes.

6. **BUSINESS ITEMS**

   a. Regional Urban Design Guidelines (RUDG) Status Update   INFORMATION/ACTION

7. **ADJOURNMENT**

NEXT BOARD MEETING: FRIDAY, MARCH 11, 2016

Persons seeking disability related accommodations should contact FORA 48 hrs prior to the meeting. This meeting is recorded by Access Monterey Peninsula and televised Sundays at 9 a.m. and 1 p.m. on Marina/Peninsula Chanel 25. The video and meeting materials are available online at www.fora.org.

FORT ORD REUSE AUTHORITY BOARD REPORT

BUSINESS ITEMS

Subject:	Regional Urban Design Guidelines (RUDG) Status Update	
Meeting Date: March 7, 2016 **Agenda Number:** 6a		**INFORMATION/ACTION**

RECOMMENDATION(S):

Receive Regional Urban Design Guidelines (RUDG) Status Update.

BACKGROUND:

RUDG completion was identified as a separate 1997 Base Reuse Plan (BRP) implementation action (**Attachment A**). In May 1999, the Fort Ord Reuse Authority (FORA) Board voted to proceed with jurisdictional approach to base wide redevelopment (including creation of RUDG). In March 2005, the Board approved the Highway 1 Design Guidelines as the first stage of RUDG actions. The 2012 Reassessment Report identified RUDG completion, including policies for Gateways, Town & Village Centers, Regional Circulation Corridors and Trails, as incomplete BRP requirements. In spring 2013, the Post Re-assessment Advisory Committee (PRAC) was formed and recommended RUDG completion. Subsequently, the Board approved FY 13/14 and FY 14/15 budgets and FORA Staff Work plans that included RUDG completion.

During 2014, the Board empaneled the RUDG Task Force to oversee RUDG consultant recruitment, advising and project completion. Following a national search, Dover, Kohl & Partners (DKP) along with an interdisciplinary team was selected. In November DKP and FORA staff completed a series of stakeholder interviews during a preliminary Site Visit. In February 2015, DKP and FORA staff, completed a 10-day public design process leading to a preliminary draft RUDG. Staff and DKP presented a project update at the April 10 Board Meeting.

In May 2015, the FORA Board requested Authority Counsel clarify FORA RUDG authority and legal framework (**Attachment B**). The Authority Counsel memo clarifies the following:

- Development of RUDG for the Highway 1 Corridor (approved 2005), Town & Village Centers, Gateways, Regional Circulation Corridors, and Trails are required as distinct implementation actions under the BRP;
- RUDG are to focus on issues of visual quality and character;
- Board approved RUDG will establish measures for future consistency determinations; and
- RUDG do not override prior/current consistency determinations, redefine land use designations, or local zoning and General Plans.

Following the February charrette, staff, consultants and the RUDG Task Force conducted a robust review and revision process leading to the current administrative DRAFT RUDG policy document. The Task Force met on 14 separate occasions and reviewed 6 administrative DRAFT revisions. Along with Task Force members, the public review and revision process has included representatives from FORA's development community, regional agencies, members of the public, building and trade representatives, and California State University Monterey Bay (CSUMB) Master Planning team.

A Special Board Workshop and Public Open House was held on November 2, 2015 to present the administrative DRAFT RUDG and receive direct Board and public feedback. The administrative DRAFT RUDG policy document refines BRP policy direction, primarily drawing from Section 3.0: Framework for the Reuse Plan, with particular emphasis on Design Guideline 6: Adopt Regional Urban Design Guidelines (p. 61), and represents hours of constructive, collaborative work between a broad cross-section of FORA's stakeholders.

DISCUSSION:

Staff received an updated DRAFT RUDG document from DKP on December 31, 2015. In this DRAFT, DKP attempted to fully integrate Board, Task Force, and public input received to date. Following Task Force and staff requests at a December 16 meeting, DKP also delivered digital files allowing FORA direct editorial control of the RUDG document.

During detailed content review, staff recognized the need to further refine document organization and policy language. Staff completed this work (**Attachment C**) and created a new interactive project website http://www.ordforward.org for increased accessibility, clarity, and to facilitate editorial, and future implementation.

Editorial work has included text refinement, reorganization of key content items; reorganization of guidelines structure; and production and deployment of interactive, scalable web maps. The new website is intended as an interactive home for the RUDG. The current DRAFT RUDG document and website are organized following the original structure of previous RUDG documents with some modification, and the outline is provided below:

- **Home**
- **Introduction**
    - Project Timeline
    - Design Principles
    - Economic Factors
    - Policy Application
    - Definitions
- **Locations**
    - Land Use Jurisdictions
    - Town & Village Centers
    - Gateways
    - Regional Circulation Corridors
    - Trails
    - Regional Transit Facilities
- **Guidelines**
    - Roads
        - Complete Streets
        - Connectivity
        - Trails
        - Hwy 1 Design Corridor
    - Buildings
        - Orientation
        - Types, Setbacks & Height
    - Landscaping
        - Palettes
        - Lighting
    - Signage
        - Gateways
        - Wayfinding
    - Other Matters of Visual Importance
        - Public Spaces
        - Centers
        - Transit Facilities
- **Appendices**
    - Public Process
    - Vision & Illustrations
    - Market Update

Together these edits and adjustments will improve comprehension, applicability, usability and implementation of the FORA RUDG.

The special meeting/workshop on March 7 is intended to bring the Board and community up to date with the current DRAFT RUDG content and new interactive website organization, structure and use. In addition, Staff will highlight policy language refinements developed since the last workshop, and summarize remaining steps in development of a final RUDG policy for Board adoption.
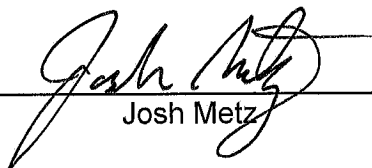
FISCAL IMPACT:

Reviewed by FORA Controller _____

Staff time for this item is included in the approved FORA budget.

COORDINATION:

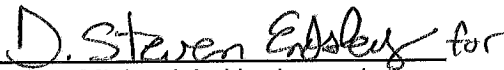RUDG Task Force, Administrative Committee and Dover, Kohl & Partners

Prepared by_____   Reviewed by_____
                    Josh Metz   Steve Endsley

Approved by_____ for
                Michael A. Houlemard, Jr.

THE REGIONAL URBAN DESIGN GUIDELINES

FORA — Fort Ord Reuse Authority

	1994	1997	1999	2005	2012	12/2013	2/2014	5/2014	7/2014	11/2014	2/2015	4/2015	10/2015	2/2015	3/2016	4/2016
1	■															
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1. FORA Act
2. Base Reuse Plan: Design Principle 6
3. Board policy on jurisdictional design implementation
4. Board approves Highway 1 Design Guidelines
5. Reassessment Report – Outstanding RUDG
6. Fort Ord Colloquium
7. 2014 Work Plan – RUDG Completion
8. Task Force – Competitive RFP
9. Board Approves Dover, Kohl (DKP) Selection
10. DKP Site Visit
11. 2015 Design Charrette
12. Task Force – DRAFT RUDG Development
13. DRAFT RUDG for Board Review
14. Task Force DRAFT RUDG review
15. **Board RUDG Special Meeting**
16. **Adoption Training**

MEMORANDUM

Kennedy, Archer & Giffen
A Professional Corporation

DATE: April 1, 2015

TO: Fort Ord Reuse Authority

FROM: Authority Counsel

RE: Regional Urban Design Guidelines

        I.   **<u>Issues:</u>**

        This memorandum explores the scope of planning authority vested in the Fort Ord Reuse Authority ("FORA") by the Regional Urban Design Guidelines ("RUDG"). To frame the issue, this memorandum specifically responds to questions that FORA Senior Planner Josh Metz posed to Authority Counsel in a February 23, 2015 email ("February 23 Email"). It also addresses a subsequent, related document that FORA's Planning Department (namely, Steve Endsley, Jonathan Garcia, and Josh Metz) addressed to Authority Counsel entitled "RUDG Legal Questions Needing FORA Authority Counsel Opinion." We have distilled from those two documents the following questions, followed by a summary of our conclusions:

A. What are "guidelines" and are they "mandatory"?

      Generally, guidelines create standards that may be used to determine whether a local jurisdiction's land use plan, zoning ordinances, and implementation acts are consisted with FORA's Base Reuse Plan ("BRP"). In that sense, they are "mandatory." But there are, as discussed below, limitations on the scope of such guidelines.

B. What is the difference between "guidelines" and "zoning"?

      The relationship between the "guidelines," including the RUDG, and zoning can be summarized as follows: FORA establishes guidelines pursuant to its authority under the FORA Act and BRP. The local jurisdictions must account for such guidelines when submitting its proposed land use plans, zoning, and implementing actions. FORA must then determine the consistency of such plans, zoning, and actions with those guidelines (and other requirements of the BRP), the process for which is set forth in the FORA Act and Article 8.01 of the Master Resolution. Accordingly, the RUDG are not zoning plans or zoning ordinances; only the local jurisdictions can establish those under the FORA Act.

C. Will FORA-approved guidelines limit local jurisdiction planning authority?

Yes, but only to the extent the guidelines are within their proper scope and follow the process for land use planning articulated in the FORA Act. Namely, the RUDG are limited in scope to matters of "visual importance/visual character," and further that RUDG cannot impose requirements inconsistent with a local jurisdiction's land use plan, zoning ordinances, implementation action, etc. after FORA has determined the same to be consistent with its BRP.

We therefore conclude RUDG can be implemented as a mandatory standard for local jurisdictions regarding matters of visual importance by which FORA can measure future consistency determinations.

II.   Analysis

A.   What are "Guidelines" and Are They Mandatory?

The February 23 Email first asks, "What are 'guidelines'?" The RUDG Legal Questions Needing FORA Authority Counsel Opinion narrows the issue somewhat, by asking "What is FORA's Regional Urban Design Guidelines (RUDG) legal authority?" And both the February 23 Email and the RUDG Legal Questions Needing FORA Authority Counsel Opinion ask: are the RUDG "mandatory?" This memorandum addresses those related questions together.

1.   Definition of "Guidelines"

The term "guidelines" is not a legal term of art and has no particular legal meaning. Merriam-Webster defines a guideline as "a rule or instruction that shows or tells how something should be done."[1] An alternative definition is "an indication or outline of policy or conduct."[2] Though somewhat ambiguous, the former definition appears to provide a mandatory "rule," whereas the latter may suggest something more permissive.[3] But a dictionary definition does little to answer what "guidelines" means in this context, and is not dispositive of the issue of whether the RUDG are "mandatory." It is therefore more instructive to focus on the source and substance of the RUDG, namely, the "Design Principles" set forth in the BRP.

2.   Legal Authority for the RUDG

The legal authority for the BRP is set forth in the FORA Act at Government Code section 67675. That section obligates FORA to create the BRP, accounting for "[a] land use plan for the integrated arrangement and general location and extent of, and the criteria and standards for, the uses of land … and other natural resources[.]" Such authority encompasses the power to proscribe design guidelines.

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[1] http://www.merriam-webster.com/dictionary/guideline

[2] *Ibid*.

[3] See also "*Pirates of the Caribbean, Curse of the Black Pearl*" (Captain Barbossa: "[T]he code is more what you'd call 'guidelines' than actual rules".)

The BRP provides for "Major Provisions of the Reuse Plan," and "Context and Framework" for the BRP. (BRP, § 1.2.1, p. 3.)[4] "The Framework for the Reuse Plan establishes the broad development considerations that link the various Reuse Plan elements to the land use jurisdiction into an integrated and mutually supporting structure." (BRP, § 1.2.1, p. 8; see also art. 3.0, p. 55.) Part of that Framework is a "Community Design Vision," which sets forth six specific "Design Principles." (BRP, § 1.2.1, pp. 8-9; see also § 3.1, p. 56.) Design Principle no. 6 provides:

> *Design Principle 6: Adopt [RUDGs].* The visual character of the former Fort Ord will play a major role in supporting its attractiveness as a destination for many visitors every year. 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. [RUDG] will be prepared and adopted by FORA to **govern the visual quality of areas of regional importance within the former Fort Ord.**

(BRP, § 1.2.1, p. 9; see also § 3.1.1, p. 61.)

The "full" version of Design Principle no. 6 provides:

> *Adopt [RUDGs].* 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. … **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. [RUDGs] will be prepared and adopted by FORA as a separate implementation action to <u>govern</u> 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 … from the State Highway 1 …, areas bordering the public [sic] 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 <u>establish standards</u> for road design, setbacks, building height, landscaping, signage, and other matters of visual importance**."

(BRP, § 3.1.1, p. 61.)

The BRP therefore provides that the RUDG shall "govern" and shall "establish standards" for certain elements. (BRP, § 3.1.1, p. 61.) Those elements relate to the visual quality of certain areas. However, <u>at least within that scope and subject to the processes</u>

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[4] All references to the BRP are to volume 1, unless otherwise specified.

applicable to land use consistency determinations, the "guidelines" that the BRP sets forth in the RUDG "govern" and "establish standards," and are mandatory on the local jurisdictions.

B.   Differences and Relationship Between "Guidelines" and "Zoning"?

A memorandum prepared on September 3, 2013 by FORA Special Counsel Alan Waltner,[5] discussed the relationship between "zoning" and FORA's authority to govern land use. This memorandum will not repeat that one, save to highlight the discussion at pages 2 to 3, where Counsel pointed out that "zoning" is within the authority of the local jurisdictions, not FORA; FORA's authority is to determine whether land use plans, zoning ordinances, implementing actions, etc. are consistent with the BRP, including design guidelines.

FORA has the authority and obligation to create the BRP, including "[a] land use plan for the integrated arrangement and general location and extent of, and the criteria and standards for, the uses of land, water, air, space, and other natural resources within the area of the base.". (Gov't Code, § 67675.)   "[A]fter the board has adopted a reuse plan, a member agency with jurisdiction within the territory of Fort Ord may adopt and rely on the [BRP], including any amendments therefor, for purposes of its territory … as its local general plan for purposes of Title 7 until January 1, 1996." (Gov't Code, § 67675.1.) Also, "[a]fter the board has adopted a [BRP], each county or city with territory occupied by Ford Ord shall submit its general plan to the board," which (a) certifies after a public hearing that it is intended to be carried out pursuant to the FORA Act and (b) "contains, in accordance with guidelines established by the board, materials sufficient for a thorough and complete review."[6] (Gov't Code, § 67675.2.)   Within 90 days of the local jurisdiction submitting its general plan, FORA must determine that plan is consistent with the BRP. (Gov't Code, § 67675.3, subd. (c).) Then, "[w]ithin 30 days after the certifications of a general plan or amended general plan, or any portion thereof, the board shall, after consultation with the county or a city, establish a date for that county or city to submit the zoning ordinances, zoning district maps, and where necessary, other implementing actions applicable to the territory of Ford Ord." (Gov't Code, § 67675.4.) The local jurisdiction then submits to FORA those zoning ordinances, zoning district maps, and other implementing actions – such RUDG (see Design Principle no. 6 at BRP, § 3.1.1, p. 61 [RUDGs "will be prepared and adopted by FORA as a *separate implementation action*"]) – and FORA must determine whether those zoning ordinances, maps, and implementation actions conform with the BRP. (Gov't Code, § 67675.5.)

Accordingly, the relationship between the "guidelines," including the RUDG, and zoning can be summarized as follows: FORA establishes guidelines, as "other implementing actions," pursuant to its authority under the FORA Act and BRP. The local jurisdictions must account for such guidelines when submitting its proposed land use plans, zoning, and implementing actions. FORA must then determine the consistency of such plans, zoning, and actions with those

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[5] That memorandum can be found here: http://www.fora.org/Board/2013/Packet/Additional/091313AlanWaltner.pdf

[6] See also Article 8.01 of the Master Resolution, providing for the BRP and FORA's determinations of local jurisdictions' legislative land use decisions.

guidelines (and other requirements of the BRP), the process for which is set forth in the FORA Act and Article 8.01 of the Master Resolution.

C. Will FORA-approved Guidelines Limit Local Jurisdiction Planning Authority? And What is the Scope of the RUDG Project?

Will FORA-approved guidelines limit local jurisdiction planning authority? As just discussed, FORA-approved guidelines limit local jurisdiction in the sense that the local jurisdictions must account for such guidelines and that FORA may reject local jurisdiction's land use plans and zoning if they do not comply with such guidelines. However, FORA's authority is not unlimited in this regard. Namely, the authority is limited by (1) prior consistency determinations, to the extent that they overlap with RUDG; and (2) the limited scope of RUDG (visual quality and characteristics).

1. FORA-approved Guidelines Generally Cannot Contradict Previously Enacted Land Use or Zoning Laws that FORA has Already Found to be Consistent with the BRP

First, as discussed in the memoranda of then Authority Counsel (Jerry Bowden) on Dec. 3, 2012 and on November 14, 2013, "[o]nce a local plan has been found consistent with the [BRP], the FORA Act does not permit the [BRP] to be amended if the amendment would negate the consistency finding," pursuant to Government Code section 67675.8[7] (Jerry Bowden Memo, 11/14/2013, p. 1.) Accordingly, if a newly enacted RUDG imposed a requirement inconsistent with a pre-approved (by FORA) local jurisdiction land use plan or zoning ordinance, the local jurisdiction's land use plan or zoning ordinance should prevail over the new RUDG. As such, RUDG would only limit local jurisdiction's land use on matters that have not already been the subject of a FORA consistency determination.

2. The BRP Limits the Scope of RUDG

Another limitation on the RUDG is that those guidelines address "visual character." As discussed above, the BRP establishes a Framework delineating broad policy considerations. Part of that Framework is a "Community Design Vision," which sets forth six specific "Design

Principles." (BRP, § 1.2.1, pp. 8-9; see also § 3.1, p. 56.) As quoted above, Design Principle no. 6 provides:

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[7] This memorandum does not comment on the correctness of that opinion, but will note that the then Authority Counsel recognized that section 67675.8 was ambiguous and that an alternative meaning was possible. (Jerry Bowden Memo, 12/3/12.) That alternative meaning was that section 67675.8 only imposed limitations on amendments to the BRP where the amendment would affect a single jurisdiction, as opposed to base-wide affects. Indeed, a plain reading of the statute suggests that result. Mr. Bowden found that result anomalous, since the FORA Act would thereby "address the narrow case of single agency amendments and not the broader case of base-wide amendments." (Jerry Bowden Memo, 12/3/12; see also Jerry Bowden Memo, 11/14/13.) In other words, if section 67675.8 only applies to cases where the BRP amendments apply to a single jurisdiction, there would be little else preventing FORA from making amendments with basewide effect.

> *Design Principle 6: Adopt [RUDGs].* The <u>visual character</u> of the former Fort Ord will play a major role in supporting its attractiveness as a destination for many visitors every year. Maintaining the <u>visual quality</u> of this gateway to the peninsula and where necessary enhancing it is of regional importance to ensure the economic vitality of the entire peninsula. [RUDG] will be prepared and adopted by FORA to govern the <u>visual quality</u> of areas of regional importance within the former Fort Ord.

(BRP, § 1.2.1, p. 9; see also § 3.1.1, p. 61.)

Similarly, the "full" version of Design Principle no. 6 provides:

> *Adopt [RUDGs].* The <u>visual character</u> of the Monterey Peninsula plays a major role in supporting the area's attractiveness as a destination for many visitors every year. … Maintaining the <u>visual quality</u> of this gateway to the Peninsula and where necessary enhancing it is of regional importance to ensure the economic vitality of the entire Peninsula. [RUDGs] will be prepared and adopted by FORA as a separate implementation action to govern the <u>visual quality</u> 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 … from the State Highway 1 …, areas bordering the public [sic] accessible habitat-conservation areas, major through roadways such as Reservation Road and Blanco Road, as well as other areas to be determined. <u>The urban design guidelines will establish standards for road design, setbacks, building height, landscaping, signage, and **other matters of visual importance**</u>.

(BRP, § 3.1.1, p. 61.) The last sentence gives examples of the matters to which the RUDG pertain. Though RUDG are not limited to those specific examples ("… and other matters of visual importance"), RUDG do appear limited to matters of "visual character," "visual quality," or "visual importance" of the type listed as examples.[8]

a.   Highway 1 Design Corridor Treatment

The RUDG Legal Questions Needing FORA Authority Counsel Opinion inquires "how were issues handled in Hwy 1 Guidelines?" Two points may be made here. First, the Design Guidelines set forth at article 2.0 of the Board approved (2005) Highway 1 Design Corridor Design Guidelines can generally be described as "visual" in character, including landscaping and other elements to promote conservation (§ 2.2.3), use of native plants (§ 2.2.4), setbacks (§

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[8] Another potential limitation on the RUDG is a geographic limitation. Design Principle no. 6 lists the specific geographic areas to which the RUDG are expected to apply. However, it also encompasses (as quoted above) "other areas to be determined." Thus, the BRP does not actually limit RUDG to those specific geographic areas, provided that it make a determination that maintaining the visual qualities in those areas will serve the purposes laid out in Design Principle no. 6.

2.2.5), compatible signage and common themes to promote a connected quality (§ 2.2.6), greenbelts (§ 2.2.7), common minimum standards for medians lighting, and open spaces (§ 2.2.8), common gateway look and feel (§ 2.2.9), designs that promote walkable streets such as street furniture (§ 2.2.10), building design features (§ 2.2.11), particular signage (§ 2.2.13), viewsheds (§ 2.2.14), etc. Thus, the Highway 1 Design Corridor Design Guidelines are generally limited in scope to the matters set forth in BRP Design Principle 6, i.e., "visual" matters.

Second, the process for enforcing the designs called for in the Highway 1 Design Corridor Design Guidelines recognizes the process of consistency reviews, discussed above. For instance, the first paragraph of the Highway 1 Design Corridor Design Guidelines addresses that treatment:

> This document provides a set of design guidelines for the creation of design standards and zoning ordinances by jurisdictions with authority by jurisdictions with authority along the 3-mile California Highway 1 stretch of the former Ford Ord. These guidelines will also serve as the basis for *future* [FORA] consistency determination review of legislative, land use, and project approvals submitted by affected jurisdictions, as required by state law.

(Highway 1 Design Corridor Design Guidelines, § 1.1, p. 1 (italics added).) Later, at section 1.6 beginning on page 7, the Highway 1 Design Corridor Design Guidelines discusses how they fall within the Design Review Process, including consistency determinations under the FORA Act and article 8.01 of the Master Resolution, and including development entitlement reviews under the BRP.

In closing, the Highway 1 Design Corridor Design Guidelines recognize that they must comply with the scope of the BRP's provision for design guidelines and with the process for FORA's review process set forth in the FORA Act, Master Resolution, and BRP.

b. The Scope of the RUDG Project with Dover, Kohl & Partners ("DKP")

The RUDG Legal Questions Needing FORA Authority Counsel Opinion penultimately inquires "what is [the] scope of [the] RUDG project?" As addressed above, the scope of RUDG is visual quality.

FORA's Request for Proposals for Regional Urban Design Guidelines ("RFP") identifies Design Principle no. 6, i.e., creation of RUDG, as the focus of that scope of work. (RFP, p. 18 of 29.) As discussed above, Design Principle no. 6 relates principally to visual characteristics. Other design principles, it should be noted, relate to more "substantive" land use considerations, such as establishment of mixed-use development patterns (no. 3), establishing diverse neighborhoods (no. 4), and encouraging sustainable development (no. 5.)

The RFP then identifies two "top level" goals: (1) completion of RUDG focusing on Town & Village Centers, Regional Circulation Corridors, Trails and Gateways on the former Ford Ord; and (2) Development of a strategic implementation plan to guide FORA and its member jurisdictions on integrating RUDG into planning processes." In order to achieve those goals, the RFP contemplates the design professional "understand[ing] in detail existing land use and design regulations," while recognizing that "local land use jurisdictions … retain [] local control over all land use policies." (RFP, pp. 18-19 of 29.) The "Key Deliverables" section of the RFP also appears to recognize the scope of RUDG. (RFP, p. 21 of 29.)

Form Based Code examples to be provided by the consultant under the contract are meant to serve as a visual representation of already allowed land uses in the BRP and are meant for illustrative purposes only. As noted above, the State has granted purview over Zoning to the FORA jurisdictions, and so insofar as Form Based Codes could substitute for a jurisdiction's Zoning Code, staff is recommending that those aspects of the Scope be provided to the jurisdiction's on an optional basis

III.   CONCLUSION

The RUDG can be implemented as a mandatory standard for local jurisdictions regarding matters of visual importance by which FORA can measure future consistency determinations.

Regional Urban Design Guidelines

DRAFT Interactive Website Accessible Online: http://www.OrdForward.org

FORT ORD REUSE AUTHORITY

Table of Contents

Introduction

Overview

"*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.*" – Base Reuse Plan, p. 56

The Fort Ord Reuse Authority (FORA) adopted a state and federally required Base Reuse Plan (BRP) in 1997. Under state law, FORA oversees planning, financing, and implementing reuse and recovery programs described in the 1997 BRP. These Regional Urban Design Guidelines (RUDG)are required BRP policy refinements intended to facilitate community reuse goals. The guidelines were developed under a broadly-inclusive public planning process that incorporated significant local resident, property owner and stakeholder input. FORA jurisdictions must account for these guidelines when submitting proposed land use plans, zoning codes, entitlements and other implementing actions. FORA must then determine the consistency of such plans, zoning, and actions with the guidelines (and other BRP requirements), the process for which is set forth in the FORA Act and Article 8.01 of the Master Resolution. The RUDG are not zoning plans or zoning ordinances; such are the purview of the local jurisdictions. These guidelines are built from the BRP, draw on existing local policy, and incorporate national urban design best practices.

The following BRP Design Principles were included to guide former Fort Ord reuse:

- Create a unique identity for the community around the educational institutions.
- Reinforce the natural landscape setting consistent with Peninsula character.
- Establish a mixed-use development pattern with villages as focal points.
- Establish diverse neighborhoods as the building blocks of the community.
- Encourage sustainable practices and environmental conservation.
- Adopt Regional Urban Design Guidelines.

These RUDG apply to Town & Village Centers, Gateways, Regional Circulation Corridors, Trails, Regional Transit Facilities, and the Highway 1 Design Corridor on the former Fort Ord. The visual quality and character of these design guideline locations are critical to achieving regionally cohesive reuse.

Core elements of the BRP vision for the future new communities at Fort Ord:

- "*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 pedestrians 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.*"

-Base Reuse Plan, p. 65

How to Use the Guidelines

- Locate your site, project, or area of interest on the Locations Map or on the theme specific maps that follow. Within each theme specific sidebar there are lists of Board adopted locations, local jurisdiction opportunity sites, and relevant guidelines.
- Each of the specific Location pages includes a list of Relevant Guidelines in the sidebar. Follow those links to learn about the Objectives and Measures for each Relevant Guideline.
- Measures help implement the Objectives and form the quantitative basis for jurisdiction and FORA staff Base Reuse Plan consistency evaluations. Objectives are implemented through the Measures (and/or other means) and are used, along with the Measures, by the FORA Board for consistency determinations.
- In cases where these guidelines may conflict with or omit BRP requirements the BRP governs.

Project Timeline

- **RUDG Task Force Meetings**
  - Feb 22, 2016
  - Feb 5, 2016
  - Dec 16, 2015
  - Nov 3, 2015
  - Oct 12, 2015
  - Sept 10, 2015
  - Aug 27, 2015
  - Aug 18, 2015
  - June 25, 2015
  - May 1, 2015
  - April 23, 2015
  - April 2, 2015
  - Mar 23, 2015
  - Mar 3, 2015
  - Feb 23, 2015
  - Jan 26, 2015
  - Jan 9, 2015
  - Dec 19, 2014
  - Dec 11, 2014
  - Oct 30, 2014
  - Sept 22, 2014
  - June 27, 2014
  - June 20, 2014
  - June 19, 2014
  - June 2, 2014
  - May 29, 2014
  - May 9, 2014
  - April 30, 2014
  - April 22, 2014

- **Board Workshop and Public Open House:** November 2, 2015
- **Dover, Kohl, & Partners (DKP) Work In Progress Presentation:** February 11, 2015
- **Design Charrette:** February 2-11, 2015
- **DKP Site Visit:** November 12-19, 2014
- **Consultant Selection:** July 2014
- **Request for Proposals:** May 2014
- **Staff Work Plan:** February 2014
- **Fort Ord Colloquium:** December 2013
- **Reassessment Report:** 2012
- **Highway 1 Design Corridor Guidelines:** 2005
- **Regional Redevelopment Agency Rejected:** 1999
- **Base Reuse Plan Published:** 1997
- **Fort Ord Closure:** 1994

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. (BRP, p 56-57).

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." (BRP, p 57-58).

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. 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." (BRP, p. 58-59).

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." (BRP, p. 59-60).

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." (BRP, p. 60-61).

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." (BRP, p. 61).

Economic Factors

By establishing a cohesive community character and improving multi-modal connectivity, the Design Guidelines have the potential to spur local and regional economic development. Town and village centers featuring a mix of uses and an integrated network of pedestrian- and bicycle-friendly streets will help create a unified identity for the former Fort Ord. Well-designed corridors and trails will enhance connectivity between the centers as well as to important destinations such as CSUMB and the national monument. Transit investments will further enhance connections to the broader region. Experience from other communities around the country shows that, taken together, these design features and other improvements envisioned in the Base Reuse Plan can deliver significant economic benefits. These benefits may include:

Improved retention and attraction of key demographic groups, including the Millennial and Baby Boomer generations.

Providing compact, amenity-rich village centers with access to outdoor recreation could help retain younger workers in the region, while also attracting increased demand for post-retirement housing from the older generation. Overall, 62 percent of Americans planning to move in the next five years would prefer to settle in mixed-use communities, according to a national survey conducted in 2013. A national survey conducted in 2012 found that 56 percent of respondents aged 21 to 34 (Millennials in their prime household formation years) "would prefer to live someday in a walkable community, whether an urban, suburban or small town location." Forty-six percent of those aged 50 to 65 (Baby Boomers approaching retirement) expressed this same preference. Seniors and near-retirees also are increasingly interested in moving to communities with access to recreational open space, according to a 2006 study.

Well-designed streets and walkable neighborhoods that provide access to a range of amenities have been shown to result in higher property values.

Increased property values.

Well-designed streets and walkable neighborhoods that provide access to a range of amenities have been shown to result in higher property values. For example, a 2006 Philadelphia study found that home prices increased by nine percent when located near a new tree planting, while a 2003 study in Cleveland, Ohio, estimated a seven percent increase in commercial office rents associated with quality landscaping. A 2010 national study showed that commercial properties with high Walk Scores were valued an average of 54 percent higher than those with low Walk Scores. A 2007 study of Portland, Oregon, found that homes located within walking distance of neighborhood amenities such as specialty grocery stores and wine bars experienced property value premiums as high as 20 percent.

Improved leveraging of public open space for economic growth.

Improved access to national monuments and public open space positions regions for growth. In a 2011 report that studied communities adjacent to national monuments in the western United States, two-thirds experienced growth in four economic indicators – population, employment, personal income, and per-capita income – equal to or stronger than comparable communities without monuments. Numerous studies have also recognized a positive relationship between property values and proximity to parks, greenbelts, and open space. A 2009 study, for example, estimated an average 20 percent premium on the value of property adjacent to recreational spaces such as nature preserves in Mecklenburg County,

North Carolina. Studies of home values near parks showed a similar relationship in Minneapolis – St. Paul and Dallas-Fort Worth, Texas.

Growth in tourism, particularly from bicyclists and other outdoors enthusiasts.

Providing bicycle trails and other infrastructure can attract more local spending. A 2012 study of bicycle-related travel in Oregon found that the average travel party (a group of cyclists traveling together) spends $116 in a typical day trip and $744 for an overnight trip. Investments in bicycle access and infrastructure in the Pikes Peak region of Colorado resulted in $1.80 to $2.70 in local spending for every $1 spent, according to research published in 2015. A 2011 study in central Florida estimated that a network of bike trails injected $42.6 million into the local economy and supported 516 jobs in one year.

According to a 2009 study, every $1 billion in spending on transit operations and capital supports approximately 36,000 jobs per year.

Employment growth and enhanced property values that result from transit investment.

According to a 2009 study, every $1 billion in spending on transit operations and capital supports approximately 36,000 jobs per year. A 2010 review of data on the job creation impacts of the American Recovery and Reinvestment Act (ARRA) found that investing in public transportation produced twice as many jobs per dollar as investing in highways. Transit investment also has the potential to lift property values in its vicinity, depending on context, the type of transit, and economic factors. Recent studies of Pittsburgh and Boston's BRT systems found significant increases in property values associated with those cities' respective systems. A single-family home located 100 feet away from a Pittsburgh East Busway station is worth approximately $9,745 more than a property located 1,000 feet away, while a condo located 100 feet away from a Boston Silver Line station is worth $45 per square foot more than a condo located 1,000 feet away.

Long-term economic success means focusing on quality-of-life, character, and connectivity. In this way the Design Guidelines are a powerful tool for local and regional economic development. In examining how these factors apply to the Monterey Bay community – the RUDG Market and Economic Report found similar characteristics and potential. For in-depth local impact analysis please see the full report in the Appendix.

Policy Application

These design guidelines provide Base Reuse Plan (BRP) policy refinement to ensure that matters of visual importance during former Fort Ord reuse are cohesive, attractive, functional and sustainable. The guidelines are also intended to meet FORA's land use jurisdictions individual community development objectives and to become integrated into local legislative land use documents.

"The urban design guidelines will establish standards for road design, setbacks, building height, landscaping, signage, and other matters of visual importance," – Base Reuse Plan, page 61.

Since 1994, the US Army and FORA have transferred ownership to multiple jurisdictions: Municipal, County, State, Federal and Educational. The FORA Board has the responsibility to review and certify the underlying jurisdiction's legislative land use documents (General Plans, Specific Plans, and Zoning Codes) and project specific entitlements for BRP consistency.

Once adopted by the FORA Board, these design guidelines will be utilized for land use actions within the former Fort Ord area as follows:

1. Where a local agency has <u>existing legislative land use documents determined consistent with the BRP by the FORA Board</u>, the local agency *may apply* Fort Ord Regional Urban Design Guidelines (the result would be a design related recommendation).

2. Where the local agency <u>submits an amendment to a legislative land use document for a FORA BRP consistency determination</u>, FORA *shall apply* the design guidelines in determining consistency (the result would be a design related measure).

3. Where a local agency <u>submits a project level/development entitlement for a FORA BRP consistency determination</u>, the project is subject to the local agency's legislative land use documents *in effect at the time the project was approved by the local agency*.

4. These guidelines apply to State and Federal agencies whenever the underlying user is a private for- or non-profit company under a lease or partnership arrangement that establishes private use of State or Federal land.

5. These guidelines apply to Town & Village Centers, Gateways, Regional Circulation Corridors, Trails, and Regional Transit Facilities within the former Fort Ord boundary. Previously (2005) Board adopted Highway 1 Design Corridor Guidelines remain applicable as adopted.

6. In cases where these guidelines may conflict with or omit BRP requirements the BRP governs.

Definitions

Base Reuse Plan (BRP). Published in 1997 as directed by the California State Legislature, the BRP is the guiding Master Plan for former Fort Ord reuse and recovery. It defines reuse goals and processes for the conveyance of land from the US Army (Federal) thru the Fort Ord Reuse Authority (FORA), to the local jurisdictions and educational institutions. Each jurisdictions legislative land use decisions must be consistent with the BRP.

(Building) Orientation. Building orientation refers to the way a building is situated on a site and addresses physical features and use patterns. It involves the positioning of windows, doors, rooflines, and other features, as well as consideration of the transition between the public and private realms. Generally, buildings have fronts, sides, and backs. Building fronts often display a building's principal façade. The rear and sides of buildings often incorporate a building's service functions and typically have fewer doors and windows.

Centers. Centers are the main points of interest in settlements and act as gathering spaces for residents and visitors. They are places where the public feels welcome and encouraged to congregate and include a variety of uses such as commercial, retail, and residential.

Civic Building. A building specifically for public use.

Civic Space. An outdoor area dedicated to public activities. Civic spaces may be parks, plazas, playgrounds, or civic building sites.

Community Character. The positive man-made and natural features that make a place distinctive and contribute to its quality of life.

Complete Streets. Complete Streets are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. Complete Streets make it easy to cross the street, walk to shops, and bicycle to work.

Connectivity. Connectivity (or permeability) refers to the directness of links and the density of connections in a transport network. A highly permeable network has many short links, numerous intersections, and minimal dead-ends. As connectivity increases, travel distances decrease and route options increase, allowing more direct travel between destinations, creating a more accessible and resilient transportation system.

Corridor. A (generally linear) tract of land in which at least one main line for some mode of transport has been built. Thoroughfares that enable mobility between areas may also be called corridors. Successful corridors will include a variety of transportation methods catering to motorists, pedestrians, bicyclists and transit users.

Design Guidelines. a set of standards for road design, setbacks, building height, landscaping, signage, and other matters of visual importance.

Feasible. Capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, legal, social, and technological factors.

Frontage. The area between a building facade and a vehicular lane of a thoroughfare or pavement of a pedestrian passage.

Gateways. Create a sense of arrival, aid navigation and make lasting impressions on visitors. Gateway components include signs, roundabouts, landmarks, archways, signature parks, signature streets, and other notable features. Gateways should be located around points of significance such as entry/exit points of Regional Circulation Corridors, public land access points, or transitions between Town & Village Centers.

General Plan. A statement of policies, including text and diagrams setting forth objectives, principles, standards, and plan proposals, for the future physical development of the city or county.

Green. A Green is available for unstructured recreation and active uses. Greens are spatially defined by landscaping rather than building frontages.

Guideline. A rule or instruction that shows or tells how something should be done, not a legal term of art with no particular legal meaning. Illustrative Exhibits: Non-binding Illustration(s) serving to explain a design concept.

Height. Height refers to the number of stories in a building.

Illustrative Plan. A scaled plan showing proposed uses and structures for parceled land. An illustrative plan could also show the location of lot lines, the layout of buildings, open space, parking areas and landscape features.

Land Use. The manner in which a parcel of land is used or occupied.

Legislative Land Use Decision. General Plans, Zoning Code, or Specific Plans.

Lot Frontage. The property line adjacent to the frontage street.

Measures. Measures help implement the Objectives and form the quantitative basis for jurisdiction and FORA staff Base Reuse Plan consistency evaluations.

Mixed-Use Development. Development that includes a mixture of complimentary land uses. The most common mix of land uses including housing, retail, office, commercial services, and civic uses.

Objectives. Objectives describe the general design direction derived from the Base Reuse Plan. Objectives are implemented through the Measures (and/or other means) and are used, along with the Measures, by the FORA Board for consistency determinations.

Opportunity Locations (Opportunities): Town & Village Centers, Gateways, Regional Circulation Corridors, and Trails (and other) where the FORA Regional Urban Design Guidelines are encouraged – but not required.

Park. A Park is a natural preserve available for unstructured or structured recreation. Its landscape consists of paths, trails, meadows, water bodies, woodland, ball fields, and open shelters. Locate parks at the edges of development.

Playground. A Playground is an open space designed and equipped for the active recreation of children. Playgrounds come in all shapes and sizes. Playground are typically fenced and may include an open shelter. Playground equipment should be shaded. Intersperse playgrounds within residential areas, and place playgrounds within blocks, and within parks and greens.

Plaza. A Plaza is available for civic purposes, active uses, and commercial activities. An urban center's large plaza serves to physically define the civic center. A plaza is spatially defined by building frontages. Trees are optional. Plazas tend to be hardscaped with brick, stone or even concrete. Locate plazas at gateways, the intersection of important streets, or in front of civic buildings.

Public Spaces. Public parks, plazas, and green streetscapes serve as the "living rooms" for community life. They are places where the public can gather, meet and interact. They provide light, air, landscaping, and an experience of nature. Open space may also contribute to higher real estate value for the surrounding uses while sustaining environmental character. New public buildings are ideally given honorific locations facing public open space wherever possible. The space becomes a destination and invites people to engage with the space and one another.

Reassessment Report. Published in 2012, the Reassessment Report is a legislatively required BRP progress report. Required BRP policies and programs were reviewed and yet-to-be completed items were identified including completion of these RUDG.

Setback. The area of a lot measured from the lot line to a building facade or elevation. This area often must be maintained clear of permanent structures with the exception of appurtenances which typically are permitted to encroach within the setback.

Specific Plans. A plan addressing land use distribution, open space availability, infrastructure, and infrastructure financing for a portion of a community. Specific Plans put provision of local general plans into action.

Square. A Square is available for unstructured recreation, active uses, and civic purposes. A square is spatially defined by building frontages. A square does not have to be square shaped; they come in all kinds of shapes. Whenever possible, locate squares at gateways and the intersection of important thoroughfares.

Streetscape. The space between the buildings on either side of a street that defines its character. The elements of a streetscape include: building frontage/facade, landscaping (trees, yards, bushes, plantings, etc.), sidewalks, street paving, street furniture, benches, kiosks, trash receptacles, fountains, etc.), signs, awnings, and street lighting.

Sustainable Development. Development with the goal of preserving environmental quality, natural resources and livability for present and future generations. Sustainable initiatives work to ensure efficient use of resources

Trail. A trail is a passage way or designated route for pedestrian, bicycle, equestrian, and/or other non-vehicular use. Includes paved, unpaved, urban, & rural routes & the transit that connects them. The character of a trail depends on the nature of the environment around it and its purpose. Trails are used for recreation and/or to connect places. Two categories of Major and Minor trails are described in the BRP, which are analogous to the Arterial vs. Collector classification of roads.

Major Trails. Major trails have a more regional function, connecting foot and non-motorized traffic to destinations outside of the former Fort Ord, or completing critical higher volume linkages with the former Fort Ord. In most cases these are located within the rights-of-way planned for major transportation arterials.

Minor Trails. Minor trails perform a less critical role, distributing and collecting traffic to and from neighborhoods along lower-volume routes.

Trailhead. The place where a trail begins. Formal trailheads can be clearly marked by signage, and a distinct entrance to the monument. Informal trailheads may have been defined over time by constant use by visitors.

(Building) Type. Type refers to the shape and organization of buildings. Certain configurations lend themselves naturally to certain uses, but over time tend to accommodate a range of uses.

Wayfinding. Wayfinding uses graphic communication to help people travel between two points in the easiest manner.

Zoning. Local codes regulating the use and development of property. The zoning ordinance divides the city or county into land use districts or "zones", represented on zoning maps, and specifies the allowable uses within each of those zones. It establishes development standards for each zone, such as minimum lot size, maximum height of structures, building setbacks, and yard size.

Guidelines

Overview

These Regional Urban Design Guidelines (RUDG) are required 1997 Base Reuse Plan (BRP) policy refinements intended to facilitate community development goals. The guidelines were developed under a broadly-inclusive public planning process with input from residents, developers, property owners, jurisdictions and other stakeholders. The RUDG draw from existing local policy and incorporate national urban design best practices. Merging this community input and design practice increases certainty and expedites public and private development.

*The urban design guidelines will establish standards for **road design, setbacks, building height, landscaping, signage, and other matters of visual importance***.

-Base Reuse Plan, p. 61

Roads

Complete Streets
Streets are - first and foremost - public spaces. Until recently, streets were designed primarily around the automobile, creating thoroughfares that discourage other modes of transportation such as pedestrians and cyclists. The public is now seeking increased mobility options, as the national trend moves in the direction of complete streets that meet multiple types of commuter needs.

Complete Streets Guidelines

Connectivity
A complete and connected street network enables a cohesive sense of community, rather than disjointed development pods. Complete street networks can include a variety of thoroughfare types, from large-scale transit corridors to narrow, low-traffic neighborhood streets. A well-connected road system disperses traffic and enables or improves mobility.

Connectivity Guidelines

Trails
The BRP envisioned an interconnected trail network linking former Fort Ord existing and new communities and universities. A well planned, context-sensitive network applying consistent features enhances function and visual appeal.

Trails Guidelines

Buildings

Orientation
When building fronts face streets visitors feel welcomed. When sides or backs of buildings face streets visitors feel ignored. When pedestrians are faced by building fronts they experience interesting views into windows. When pedestrians are confronted with blank walls their walk is less interesting and less commercially inviting. Eyes-on-the-street, the continual surveillance provided by storefronts and windows, also create safer environments.

Orientation Guidelines

Types, Setbacks, & Height

Building type variety creates places with aesthetic and functional variety. Buildings can be designed to serve a mix of uses such as residential, commercial, multi-use, live-work, and so on. Purely residential places with a variety of building types serve a variety of people. Buildings may also be designed to be re-utilized and evolve over time.

Types, Setbacks & Height Guideline

Landscaping

Landscape Palettes

The visual character of the Monterey Bay Region is greatly determined by the quality and integration of the natural and introduced landscape pattern and materials.

Landscape Palette Guidelines

Lighting

Provide appropriate illumination to meet community needs for orientation and safety to compliment architectural aesthetics and the surrounding coastal environment.

Lighting Guideline

Signage

Gateways

Gateway design should provide visual evidence one has arrived at the former Fort Ord. Individual destination character/location can inform the gateway design. Contextual design celebrates regional attractions.

Gateways Guidelines

Wayfinding

Wayfinding orients commuters and visitors as they traverse the former Fort Ord by car, bike or on foot as to location and destination. By providing consistently themed clear and ample signage throughout former Fort Ord provides visitors a more pleasant and productive experience.

Wayfinding Guidelines

Other Matters of Visual Importance

Public Spaces

Public space should be appropriately proportioned. When public space is dominant it appears empty and unsafe no matter how populated. When public space is too small to be effective it generates maintenance costs with little return on investment.

Public Spaces Guidelines

Centers

Centers are typically located on major intersections or around public spaces and provide the best

opportunity for a mix of uses or housing types. Commercial centers provide goods and services. Residential centers provide open space. Centers of all kinds provide destinations for people gathering.

Centers Guidelines

Transit Facilities

Well designed transit facilities enhance economic vitality. Use transit hubs for meeting and gathering spaces, access to news stands, cafes, and convenience stores, orientation to surroundings, public restrooms, shelter, bicycle storage, internet connectivity, and creating/enhancing neighborhood identity.

Transit Facilities Guidelines

Complete Streets

Objectives

- Encourage a development pattern which mixes uses horizontally and vertically for an active streetscape (BRP p.65).

- Encourage a scale and pattern of development which is appropriate to a village environment and friendly to the pedestrian and cyclists (BRP p.65).

- Minimize the scale of streets to facilitate pedestrian movement while providing adequate circulation and parking opportunities (BRP p.66).

- 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 (BRP p. 67).

Relevant Locations

- TOWN & VILLAGE CENTERS

- REGIONAL CIRCULATION CORRIDORS

- TRAILS

Design References

- SAMPLE STREET SECTIONS *(pages 22-28)*

- BRP ROADWAY DESIGN DIAGRAMS *(page 29)*

Measures

- **Configuration.** Refer to Sample Street Sections for different complete street configurations. Depending on context and available right-of-way, combine elements from the following three categories:

  - number of lanes;

  - presence of parking (none, one side, two sides); and

  - type of bike facility (in-street, parking-buffered lane, and tree-buffered lane).

- **Sidewalks.** Locate sidewalks on both sides of the street. Design continuous sidewalks at least 10 feet wide on retail or mixed-use blocks and at least 5 feet wide on all other blocks. Include street furniture, trees, and lighting at appropriate intervals.

- **Landscaping.** Select noninvasive, drought-tolerant, durable, street trees. Install larger trees that will provide shade within 10 years. Use Monterey Bay native flora where feasible.

- **Parking.** Avoid parking lots, garages, or service-bay openings facing regional corridors. Provide on-street parking within Centers along both sides of the street. Locate parking lots and garages behind buildings and within the interior of blocks.

- **Speed.** *Design Speed* is the travel velocity which engineers use to configure streets for orderly traffic movement. Slower speeds encourage interactivity and safety. Use narrow curb-to-curb dimensions, street trees, architecture close to the street edge, on-street parking, relatively tight-turning radii, and other design features to reinforce posted speed limits.

  - Design streets within Centers at 25 miles-per-hour or less.

  - On multi-way boulevards with medians, design outer access lanes for slower speeds. Design through-lanes for faster speeds, provided pedestrian crosswalks are installed at intervals less than 800 feet.

- **Driveways.** Minimize (<10% corridor length) at-grade driveways within Centers.

- **Bicycles.** Provide bicycle facilities on every street.

- **Lighting.** Use pedestrian-scaled fixtures on all streets within walkable areas. Intersection-scaled lighting may be used in addition to pedestrian-scaled lights as necessary on major thoroughfares. *Refer to Lighting Guidelines for additional guidance.*

Sample Street Sections

Rural Boulevard

Rural boulevards pass through areas typified by open lands, conservation areas, or parks. They form connections through these sensitive areas while laying lightly on the landscape. Lighting is optional on these facilities, and bicycles and pedestrians are accommodated in an off-road facility such as a shared-use path typically on one side of the street. Drainage is accomplished with open swales on the sides of the street, or through rain gardens or bioswales in the same configuration.
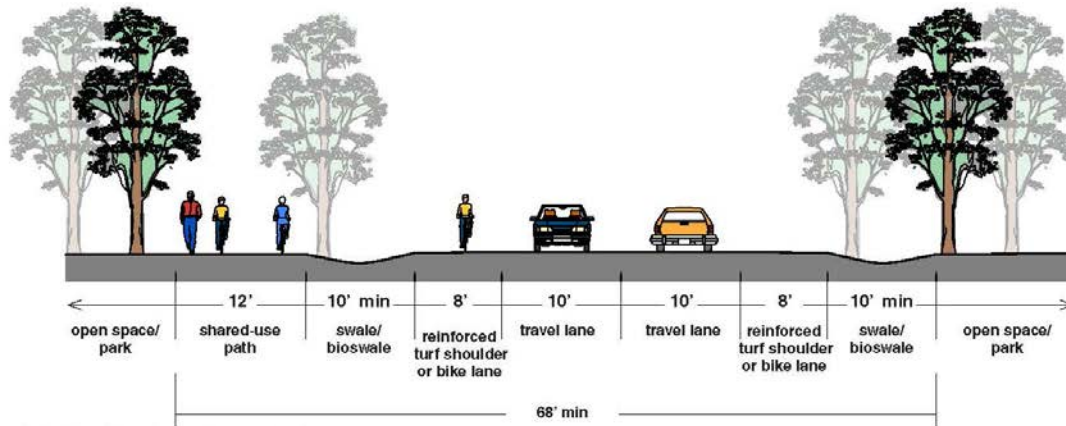
Figure 3.4: Rural Boulevard Street Section

Local Residential

Local Streets provide access to individual lots, accommodate pedestrians and serve as low speed bicycle and vehicle routes. Local streets are relatively short in total distance related to the other street types, and serve as the street that residential development fronts. The streetscape is more formal, with street trees planted with regular spacing, and sidewalks on both sides of the street.
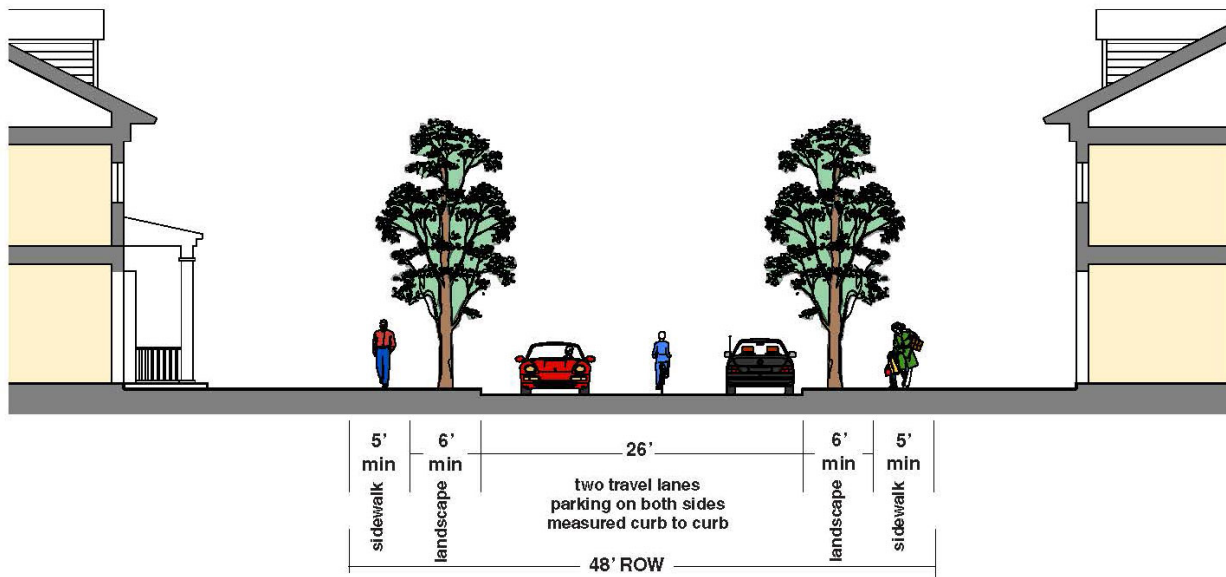
Figure 3.5: Local Residential, Single Family Street Section
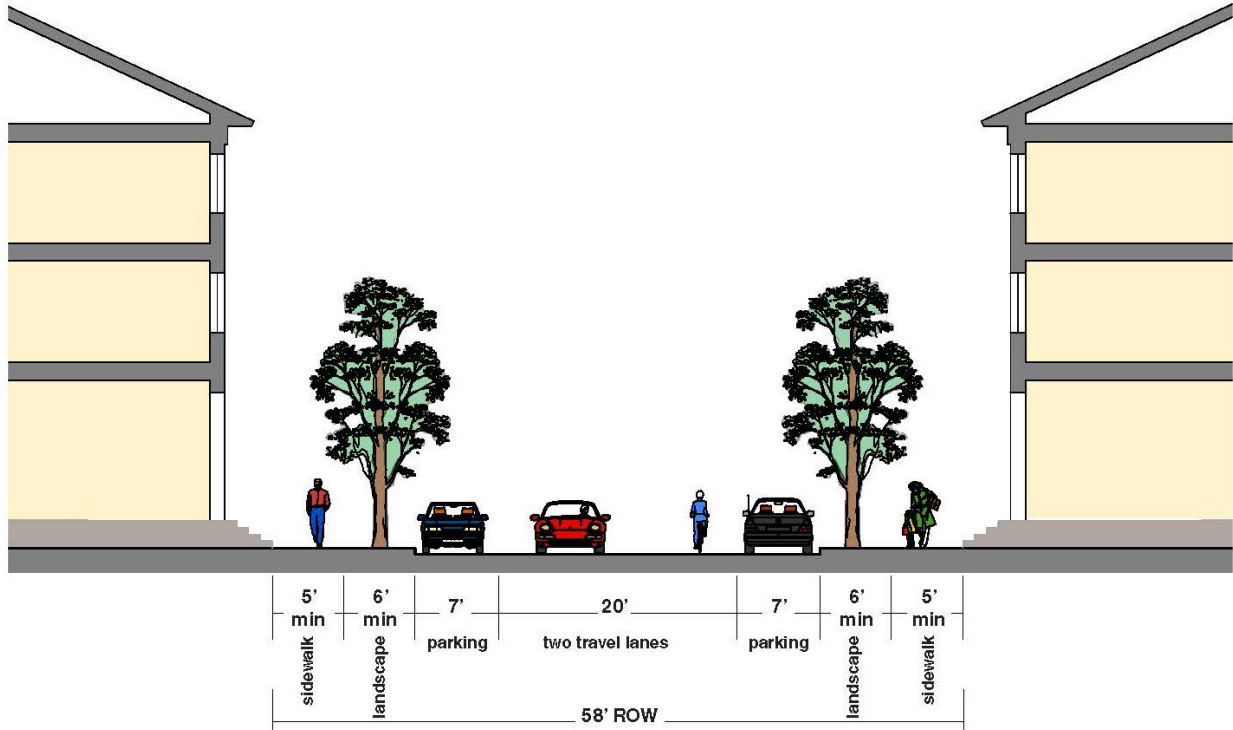
Figure 3.6: Local Residential, Multi-Family Street Section

Avenues

An avenue is a walkable, low-speed street that carries a mixture of through-going and local traffic. Avenues provide access to abutting commercial, residential, and mixed land uses, and accommodate cars, pedestrians, and cyclists. Avenues may have between two and four travel lanes and can have planted medians and side planting strips. They can also have on-street parking, and will have sidewalks and some form of on- or off-street bicycle accommodations. Ideally, avenues host bicycle lanes, cycle tracks, or a shared use path. Avenues have sidewalks on both sides of the street, and a more formal planting scheme with trees on a regular spacing. Target speeds for avenues are typically 30 mph or less.
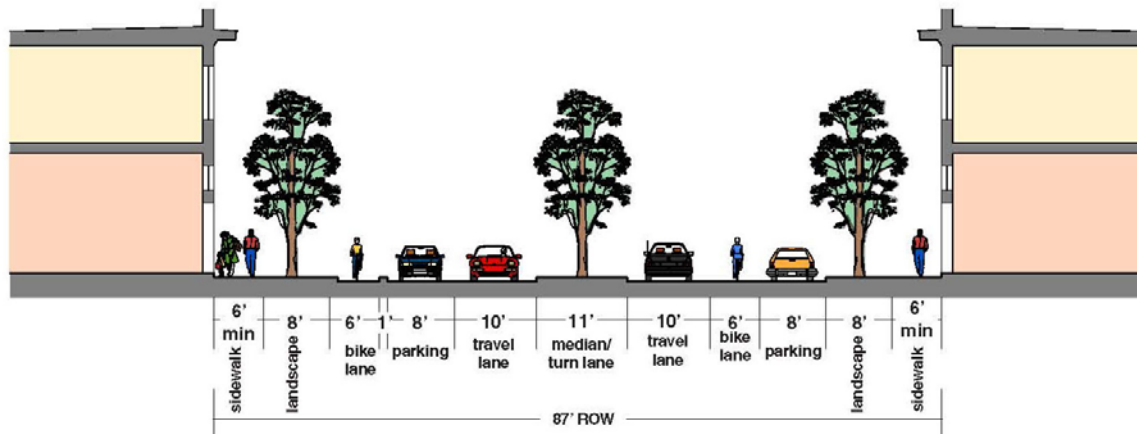
Figure 3.7: Avenue Option 1: Bike Lanes Street Section
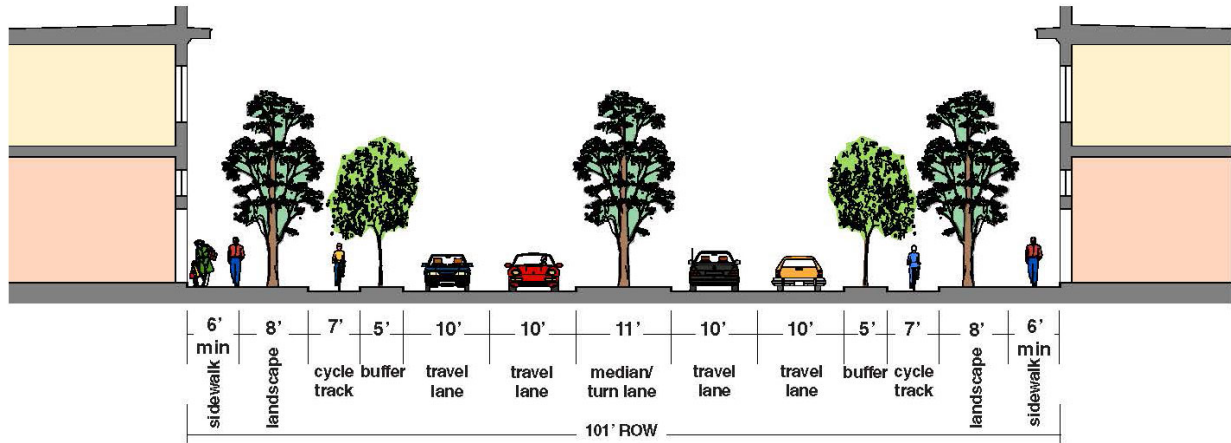
Figure 3.8: Avenue Option 2: Cycle Track and Multi-Lane Street Section

Main Streets

Main Streets are highly walkable and serve as the primary street for commercial or mixed-use centers. On-street parking can be provided in either a parallel or angled configuration (though rear-in angle parking is safest for cyclists). Given the anticipated pedestrian activity, design speeds are kept low. This condition also allows bicycles to share space with automobiles in travel lanes, reducing the need for distinct bike lanes. However, distinct bike lanes are always the safest option in cases when sufficient width is available. Additional landscaping and traffic calming techniques that are ideal on Main Streets include street trees in grated wells, curb bulb-outs, and a relatively high density of street furniture and public art. Install pedestrian-scale street lighting, and locate utilities underground, in alleys or along other streets to the greatest extent possible. Sidewalks are recommended on both sides of the street, and be placed at least 16 feet from the back of curb to the building face, to provide space for activities such as outdoor cafes and strolling.
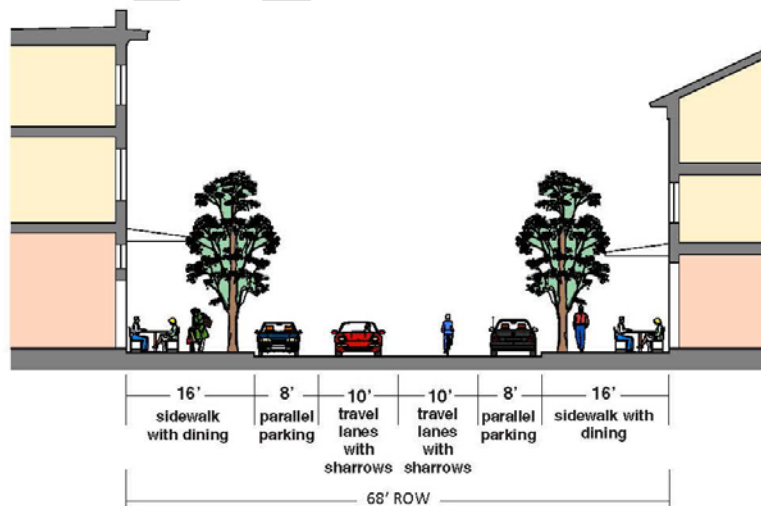
Figure 3.9: Main Street Option 1 Street Section
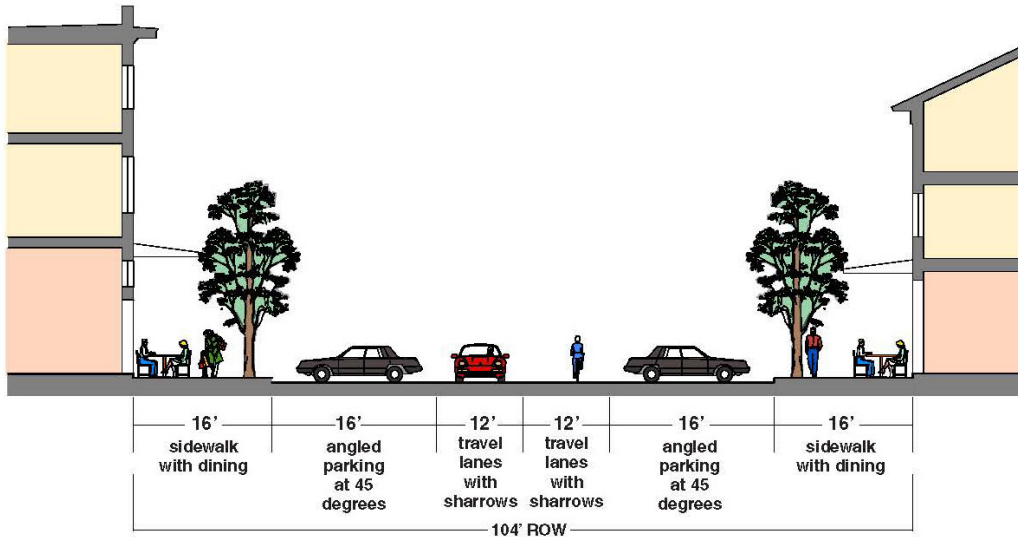
Figure 3.10: Main Street Option 2 Street Section
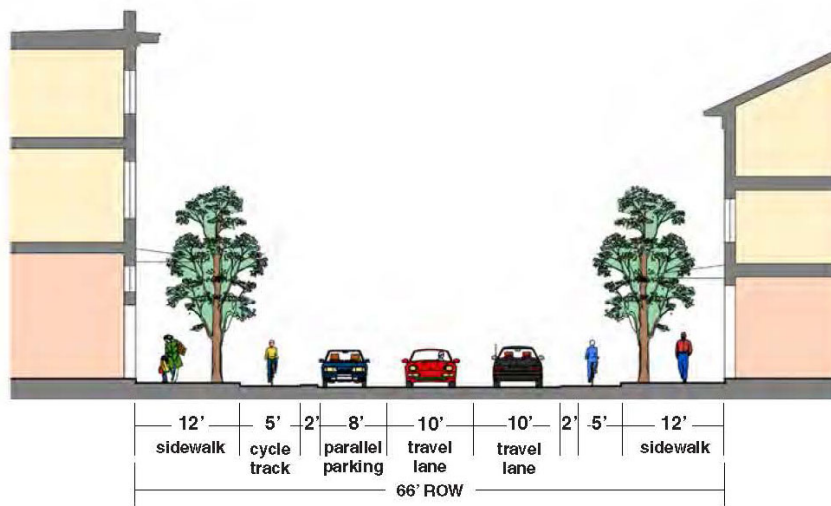
Figure 3.11: Main Street Option 3 Street Section (when parking on only one side is possible. Parking on both is preferred)
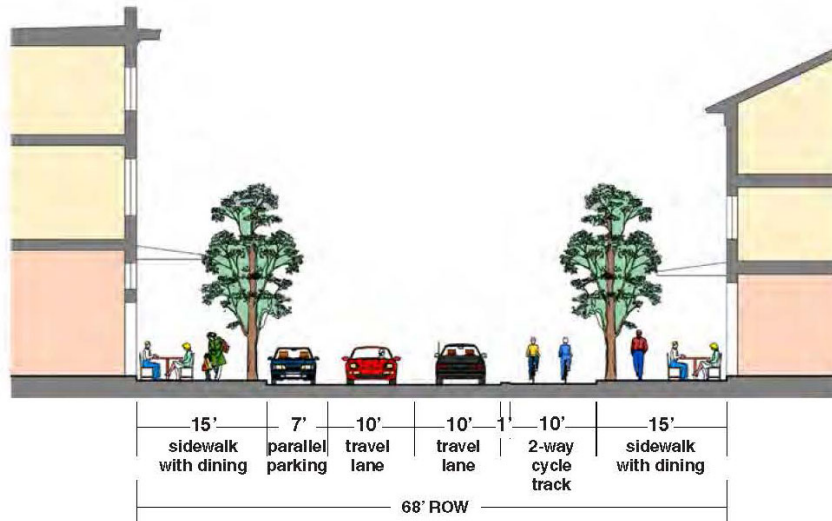
Figure 3.12: Main Street Option 4 Street Section

Boulevards

A boulevard contains central lanes for through-going traffic and two access lanes for local traffic. Boulevards have ample sidewalks, occur in primarily developed areas, and can be fronted by a variety of uses, including residences. Bicycles may be in a path, shared-use lane, mixed with traffic in an access lane, or all three.

Boulevards can handle a great deal of traffic while still providing high-quality commercial, office and residential frontage along the access lanes. Boulevards have long rows of trees which make them attractive and comfortable places to be as well as pass-through.

In the example below a central median is used to accommodate a turning lane, however the ideal boulevard does not expend area on a central median and instead allocates the maximum amount of space to the access lanes and the pedestrian experience.

Boulevard (Dedicated Transit Lane)

The boulevard can also include a dedicated transit lane for buses or light rail vehicles, which can either be constructed initially or retrofitted at some point in the future.

Boulevards have a target speed of between 30 and 40 mph in the through lanes, and 10 to 15 mph on the access lanes.
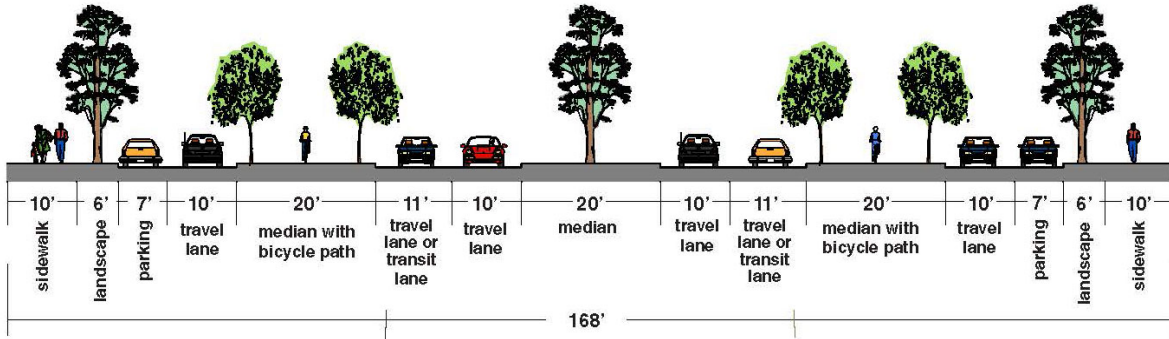
Figures 3.13 & 3.14: Boulevard Transit Phase 2 Street Section
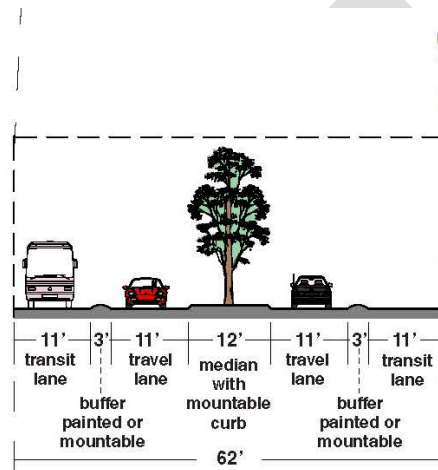
Figure 3.15: Boulevard Transit Phase 2 Street Section – Transit Option

Parkway

A parkway is a regional facility intended to carry traffic from point to point with little interruption in the way of driveways and intersections. Parkways can occur in rural contexts or on the edge of urban places. Parkways respect the natural environment, with a more informal landscape scheme in keeping with their rural setting. Parkways can have two or four travel lanes, with a target speed of between 30 and 45 mph. Bicycles and pedestrians are accommodated on a separated shared use path, but within the overall right-of-way.
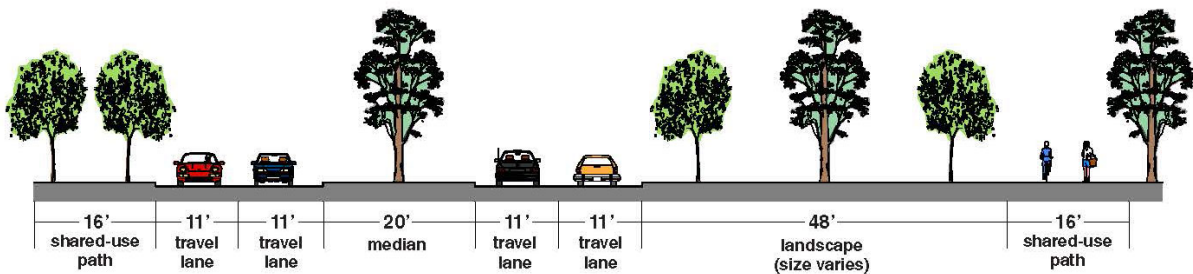
Figure 3.16: Parkway Street Section

Parkway Options

The configuration of a Parkway can change according to local context and in keeping with environmental restrictions (in the case of former Fort Ord). Travel lanes of 12 to 14 feet are to be avoided because they will encourage highway speeds and lead to potentially lethal outcomes.
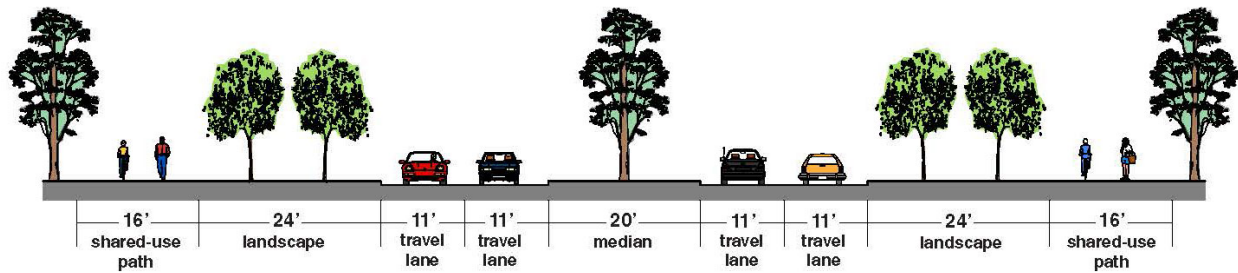
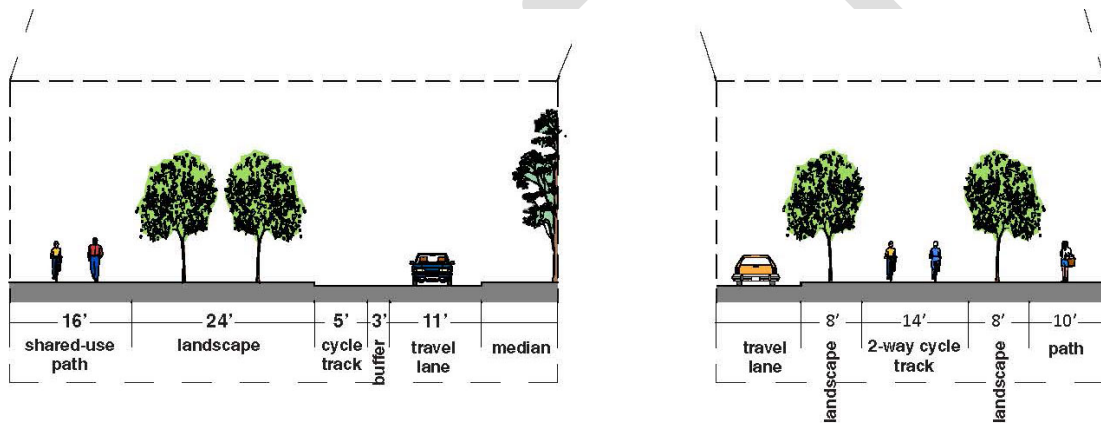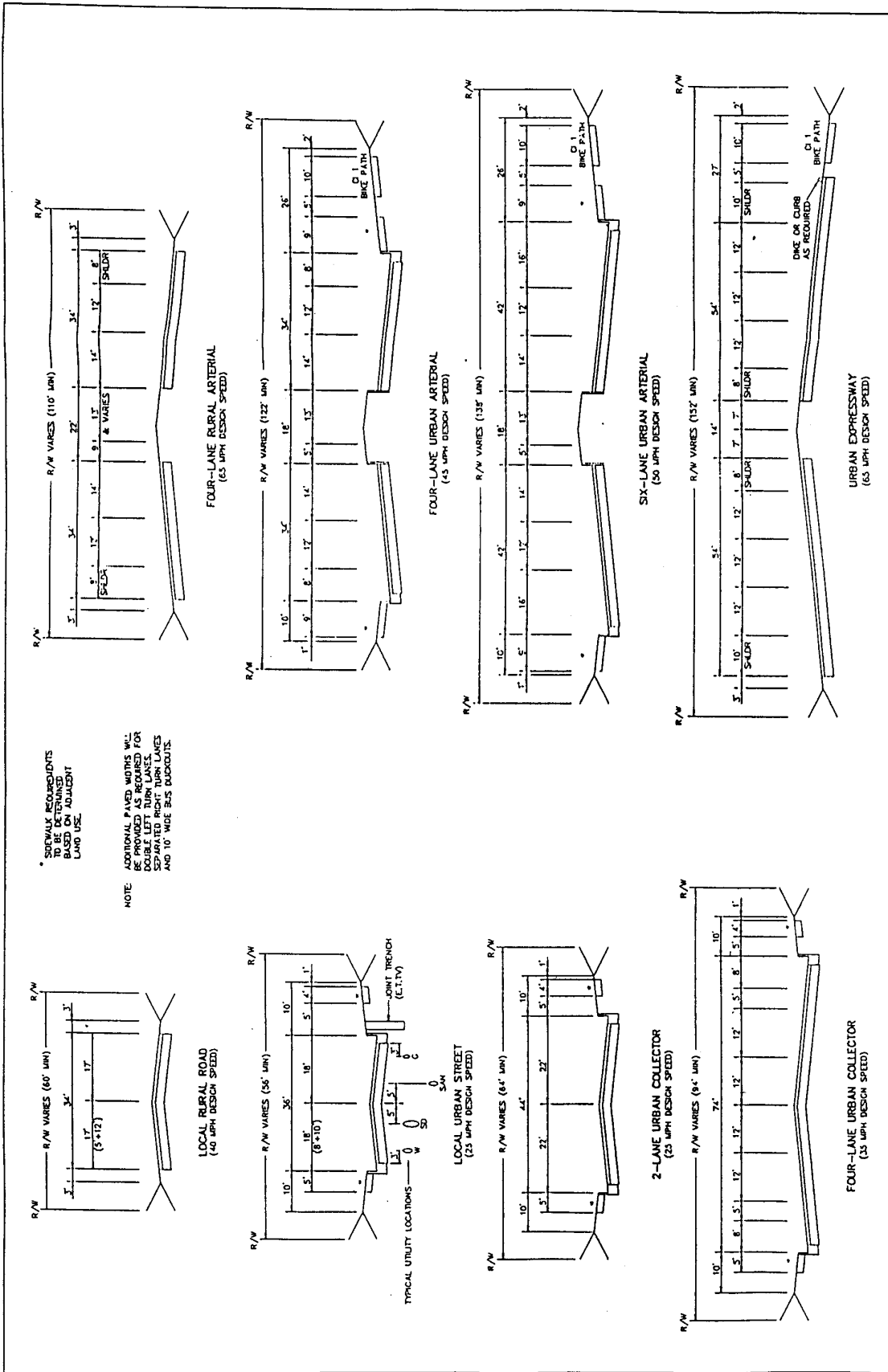*Figure 3.17: Two-Sided Trail Parkway Street Section*

Figure 3.18: Two-Sided Trail Parkway Street Section – Option 1: Two Lane Road with Cycle Track; Figure 3.19: Two-Sided Trail Parkway Street Section – Option 2: Walking and Cycle Facilities

Figure 4.2.4
Roadway Design Standards

Source: FORIS - Traffic Safety Standards, (HMH, Inc.)

Connectivity

Objectives

- Link new neighborhoods to surrounding cities' development fabric (BRP p.62).

- Maintain the fine-grained development pattern of existing areas of the Main Garrison (BRP p.65).

- Create strong physical linkages from the villages to the CSUMB campus and other major activity areas (BRP p.66).

- Reinforce linkages among existing neighborhoods and establish linkages to new neighborhoods and to village centers (BRP p. 67).

- Connect new residential neighborhoods via continuous streets and/or open space linkages to surrounding neighborhoods and districts (BRP p. 67).

- Connect the individual open space parcels into an integrated system for movement and use of both native plant and animal species and people (BRP p. 13).

- Ensure open space connections link major recreation and open space within the base and also to adjacent regional resources (BRP p. 71).

Relevant Locations

- TOWN & VILLAGE CENTERS

- REGIONAL CIRCULATION CORRIDORS

- TRAILS

Design References

- SAMPLE STREET SECTIONS (pages 22-28)

- BRP ROADWAY DESIGN DIAGRAMS *(page 29)*

Measures

- **Blocks.** Make block perimeters in Centers no larger than 2,400 linear feet. Block perimeter measurements are taken along the center lines between right-of-ways regardless of roadway pavement locations. *In the Monterey Bay region, the walkable parts of towns and cities are found where the blocks are the smallest. Seaside neighborhoods have blocks that are less than 1,800 feet in perimeter, Downtown Monterey blocks are typically less than 1,200 feet, and Carmel-By-The-Sea blocks are 900 feet (counting breaks for pedestrian passages).*

- **Intersections.** Design projects to create internal street connectivity of at least 140 intersections per square mile (not counting streets that lead to cul-de-sacs or are gated to the general public). Intersection density measurements count every intersection with the exception of those leading to cul-de-sacs. Alleys and pedestrian passages are counted.

- **Arterials**. When Regional Corridors enter Centers, develop a Complete Street within the inter-connected street network. Avoid treating arterials as through roads.

- **Bends**. Minimize street bends, which may increase block lengths/travel distances.

- **Stubs.** Connect new neighborhood streets to adjacent streets where stubs are available. At "T" intersections which share property lines with potential future development, design so that roadways may be extended into the adjacent development. *This is usually achieved by providing an easement in that location between the lots or by building a stub street that stops at the property line but will one day be connected.*

- **Dead Ends.** Avoid dead ends and cul-de-sacs. Use them only where topography, steep slopes (>15%), rights-of-way, and/or dedicated open space interfere.

- **Non-vehicular Circulation**. Maximize pedestrian and non-motorized access and connectivity between Town & Village Centers, public open spaces, educational institutions and other relevant locations. Clearly identify non-vehicular connections and routes. Ensure trails, pedestrian and transit facilities are connected.

Trails

Objectives

- Establish trail system to provide non-motorized transportation alternatives to former Fort Ord neighborhoods (BRP p.136).

- Design the trail system to reinforce the reuse planning strategy of using recreation and open space assets to make the former Fort Ord attractive to potential users by interconnecting and increasing access to those assets (BRP p.137).

- Reserve adequate ROW along planned transportation corridors to accommodate planned trails in addition to the entire planned road cross section (BRP p.137).

- Design the Fort Ord trails system as an integral part of a larger regional trails network which includes, but is not limited to, the Toro Regional Park trails, existing and proposed Carmel Valley trails, the existing Highway 68 corridor (used as a bike route). Fort Ord trails shall be linked to regional bike/pedestrian trails wherever possible. (BRP p.137)

Relevant Locations

- TOWN & VILLAGE CENTERS

- REGIONAL CIRCULATION CORRIDORS

- TRAILS

Design References

- SAMPLE TRAIL SECTIONS *(pages 34-35)*

Measures

- **Width.** Major Trails have a minimum width of 12 feet. Minor Trails have a minimum width of 10 feet. Equestrian trails have a minimum width of 20 feet.

- **Surface.** Surface Major Trails with asphalt or concrete, a wood plank surface may be permitted on causeways or boardwalks. Surface Minor Trails with concrete. Surface equestrian trails with dirt or sand.

- **Coordination.** Coordinate jurisdiction trail planning and development to ensure a continuous, connected trail network.

- **Safety.** Separate trail segments from the vehicle roadway to maximize safety and rider/walker confidence whenever feasible.

- **Use.** Accommodate a variety of user types and levels: walkers, cyclists, and equestrians have different needs and abilities. Design for both casual users and serious athletes, whether on single, multi-use trails or multiple, single-use trails. Plan separate use trails for equestrians, hiker, and bikers where feasible. Use coordinated multi-use signage when separation is infeasible.

- **Viewsheds.** Prioritize opportunities to access regionally valuable viewsheds and landscape experiences, as well as to link businesses, economic development opportunities, and housing with trails.

- **Context.** Transition trail character from rustic to formal according to rural or urban contexts. Consider the character of ground surfaces, railings, signage, widths, landscaping, lighting and amenities. Stay within the regional palette while allowing for local variety.

- **Wayfinding.** Make trails easy to follow. Use signage to clarify directions, distances, difficulty, destinations, permitted uses, and points of interest. Integrate local jurisdiction design preferences into the regional signage design standards.

- **Trailheads.** Plan trailhead facilities for key access points to the Fort Ord National Monument and Fort Ord Dunes State Park.

- **Connectivity.** Incorporate trails into the Monterey Bay region's transportation network. Ensure town & village centers are linked. Connect new trails to existing trails. Design so that people can travel as far as possible without a car. Provide linear-trail systems for commuting and looped-trail systems for recreation.

Samples Trail Sections

Rural Corridor Trail

This cross-section illustrates a trail that is parallel to, but separated from, a roadway in order to utilize the open space of rural settings. The trail meanders and follows contours in the terrain and arrives at vistas and viewpoints. Both horizontal and vertical separation from the roadway are important to creating a user experience that is relived of roadway noise. Design elements and spacing create a pleasant user experience for people on the corridor on foot, bike, or horse. Paved paths are to be provided for pedestrians and bicyclists, and dirt paths for people on horseback. Trees can be used to help create separation and create view corridors and shade opportunities. It is important that trees be set back from equestrian users.
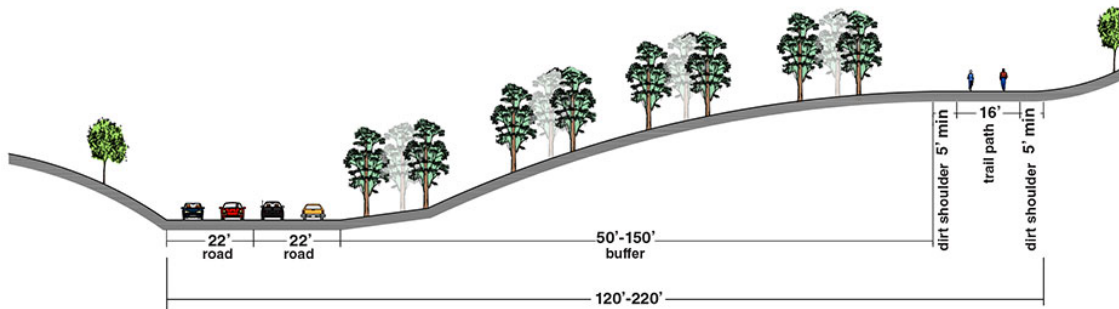
Figure 3.57: Rural Corridor Trail

Greenway Corridor Trail

The intent of this trail cross-section is to show various types of trails that are separated within a linear park or "Greenway".
When the backs of the buildings line the greenway linear park it is important for these buildings to create activation and "eyes" on the corridor with outdoor dining, benches, tables, and storefronts. Trees can create linear corridors and be clustered to provide rooms of open space.
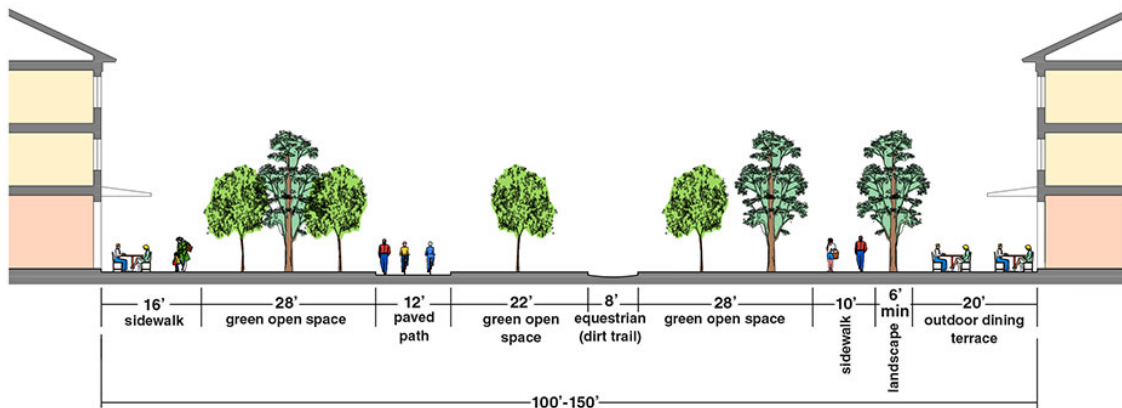

Figure 3.58: Greenway Corridor Trail

Urban Corridor Trail

The cross-section separates motorist users from other users. Tree lined roadways and trails help define the corridors and provide shade. The Urban Corridor Trail provides a greater variety of destinations like cafes and stores. It is essential that the urban pathway be legible to users moving from more rural areas. This section shows a distinct hike-bike pathway and a possible equestrian pathway.
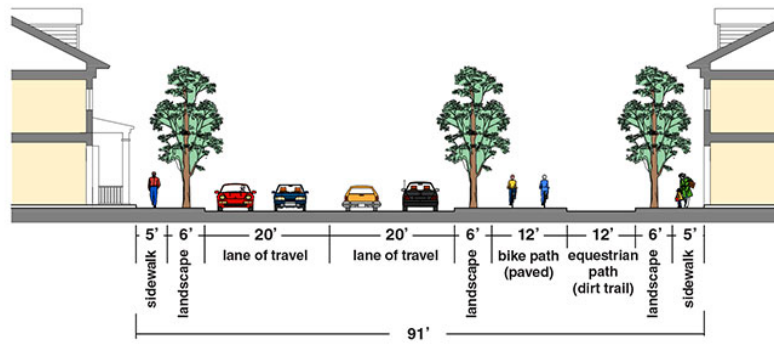

Figure 3.59: Urban Corridor Trail

Building Orientation

Objectives

- Provide design guidelines to address architectural qualities, building massing and orientation, parking, fencing, lighting, and signage (BRP p. 154).

- Orient buildings to ensure public spaces have natural surveillance, enhance sociability where people know their neighbors, and promote walking by providing safe, appealing, and comfortable environments.

Relevant Locations

- TOWN & VILLAGE CENTERS

- REGIONAL CIRCULATION CORRIDORS

Measures

- **Fronts.** Face fronts of buildings to public spaces, fronts of other buildings, or sides where unavoidable. Do not face building fronts to building backs. Orient principal building façades parallel or tangent to the front lot line. Face buildings with frontage on two streets toward the street that accommodate the most pedestrian traffic.

- **Backs.** Prevent backs of buildings from facing public spaces or fronts of other buildings. Avoid garage doors, service entrances, blank walls, or parking lots as dominant streetscape visual images.

- **Scale & Massing.** Where feasible, cluster multiple buildings to achieve an intimate village scale. Incorporate elements into the design of large structures which provide a transition to the human scale, particularly at the ground. Such elements include covered walkways, building arcades, and trellises.

Types, Setbacks, & Heights

Objectives

- Implement the BRP mixed-use development vision.

- The BRP designates mixed-use, high-density areas adjacent to CSUMB.

- In mixed-use development, a variety of compatible land uses are proximately located. If a mixed-use development includes commercial space/offices and/or residences, employees and residents can patronize the commercial uses without making vehicle trips.

- Development may include commercial variety including restaurants and entertainment facilities that enable single vehicle trips to the mixed-use development.

- Regardless of arrival at such a center, multiple access is by walking at such a mixed-use center.

- Increasing mixed-use development density decreases distances between uses, further encouraging walking and reducing vehicle travel.

- In single-use developments, higher densities offer greater opportunities for carpooling and transit s (BRP p. 121).

- Encourage establishment of life-cycle or multi-generational neighborhoods with a variety of building types that allow residents to trade-up or downsize their homes at different life stages.

Relevant Locations

- TOWN & VILLAGE CENTERS

- REGIONAL CIRCULATION CORRIDORS

Design Reference

- SAMPLE BUILDING TYPES *(pages 38-40)*

Measures

- **Building Types.** Plan the broadest range of building types within Centers. Include a minimum of three building types in every major project.

- **Setbacks and Height.** See Sample Building Types for illustrations of setbacks and height on a variety of building types: Single Family House, Accessory Dwelling Unit, Cottage, Duplex, Apartment House, Courtyard Apartment, Rowhouse, Mixed-Use Building, Corner Store, Small Market/Gas Station, Park-Under Building, and the Large-Footprint Building.

Sample Building Types

Single Family House

- Detached building which occupies a single building lot and is typically used for residential
- Height: 1 – 2.5 stories
- Front Setback: 10' – 20'
- Side & Rear Setback: Variable
- Lot Frontage Width: 50' – 80'

Accessory Dwelling Unit

- A subordinate living unit detached from a single-family dwelling that provides basic requirements for independent living usually located above a garage.
- Height: 1 – 2 stories
- Front Setback: Variable
- Side & Rear Setback: 5' from rear property line
- Accessory Dwelling Units are recommended to have a maximum foot print of 800 square feet.

Cottage

- A small single-family residence.
- Height: 1 – 1.5 stories
- Front Setback: 5' – 15'
- Side & Rear Setback: Variable
- Lot Frontage Width: 25' – 50'
- A front porch or stoop is recommended along at least 50% of the building's street frontage.

Duplex

- Two single-family semi-detached dwelling units which occupy a single building lot.
- Height: 1 – 2.5 stories
- Lot Frontage Width: 40' – 80'
- Each dwelling unit has its own primary entrance that will face the street.
- Required Features: Stoop or Front Porch.

Apartment House

- Multi-family attached dwelling units which occupy a single building lot.
- Height: 1 – 2.5 stories
- Front Setback: 5' – 25'
- Side Setback: 5'
- Rear Setback: 65' to accommodate parking
- Lot Frontage Width: 80' – 150'
- Each dwelling unit has its own primary entrance that will face the street.
- Required Features: Stoop or Front Porch.

Courtyard Apartment Building

- Apartment building which wraps around a central common courtyard that opens to the street. Courtyard buildings require extra deep lots.
- Height: 1 – 3 stories
- Front Setback: 0' – 15'
- Side & Rear Setback: 15'
- Lot Frontage Width: 100' – 200'

Rowhouse

- Also known as a Townhouse. Single-family attached residences which each occupy a single lot.
- Height: 2 – 3.5 stories
- Front Setback: 0' – 5'
- Side & Rear Setback: 0'
- Lot Frontage Width: 16' – 32'
- Required Features: Stoop or Front Porch.

Park-Under Building

- A shallow building type with parking on the ground floor and residential or office spaces in the upper floors which is used to hide parking lots.
- Height: 2 – 3 stories
- Front Setback: 5' – 25'
- Side & Rear Setback: 5'
- Lot Frontage Width: 40' – 100'
- Typical Uses: Office or residential
- Provide a minimum of one ground floor street front building entrance.

Large-Footprint Building

- A commercial building over 10,000 square foot footprint.
- Height: 1 – 2 stories
- Front Setback: 25' and up
- Side & Rear Setback: 25' and up
- Lot Frontage Width: 100' – 500'
- Typical Use: Street-level retail, industrial, office and/or lobby space, upper level offices.
- Shopfronts along the sidewalk over at least 50% of the building street frontage.
- Sidewalks adjacent to shopfronts may be covered by awnings, arcades, or marquees.
- Mask blank walls and parking lots from the street by Liner or Park-Under Buildings.
- Locate parking to the rear of the building, out of view from adjacent streets (if parking is to be provided on site).

Corner/Convenience Store

- A building type that features shopfronts along the sidewalk at the street level with residential spaces potentially in the upper floors. Design this building to fit in character and scale with a single-family residential neighborhood.
- Height: 1 – 2.5 stories
- Front Setback: 0' – 5'

- Side & Rear Setback: 0' & 18'
- Lot Frontage Width: 20' – 50'
- Typical Uses: Street-level retail or office, upper level office or residential.
- Required Features: Arcade or Awnings.
- Locate parking in the rear of the building, out of view from adjacent streets.

Mixed-Use Building

- A building type that is mixed-use in nature and features shopfronts along the sidewalk at the street level, with office or residential spaces in the upper floors.
- Height: 2 – 5 stories
- Front Setback: 0' – 5'
- Side Setback: 5'
- Rear Setback: Sufficient to allow parking
- Lot Frontage Width: 40' – 300'
- Typical Uses: Street-level retail or office, upper level office or residential.
- Cover sidewalks adjacent to shopfronts by arcades or marquees.
- Locate parking in the rear of the building, out of view from adjacent streets.

Mixed-Use Building

- A building type that is mixed-use in nature and features shopfronts along the sidewalk at the street level, with office or residential spaces in the upper floors.
- Height: 2 – 5 stories
- Front Setback: 0' – 5'
- Side Setback: 5'
- Rear Setback: Sufficient to allow parking
- Lot Frontage Width: 40' – 300'
- Typical Uses: retail or office at street level, office or residential in upper levels.
- Cover the sidewalks adjacent to shopfronts by either arcades or marquees.
- Locate parking in the rear of the building, out of view from adjacent streets.

Small Market / Gas Station

- A building primarily devoted to the sale of automotive gasoline in a way that is not destructive to walkability. The primary building is mixed-use in nature and features shopfronts along the sidewalk at the street level, with office space in the upper floors. Gas pumps are located in the rear of the building.
- Height: 1 – 2.5 stories
- Front Setback: 0' – 5'
- Side & Rear Setback: Variable
- Lot Frontage Width: 50' – 100'
- Typical Uses: retail at street level, office in upper levels.
- Locate gas pumps and parking in the rear of the building, out of view from adjacent streets.
- These building type must have doors at both front and rear and front doors may not be locked during business hours.

Landscape Palettes

Objectives

- The visual character of the Monterey Bay Region 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 oak woodlands and maritime chaparral

- As the former Fort Ord will be developed over time, major vegetation and landscaping should be introduced or enhanced in development areas to create or strengthen an inviting and pedestrian scale environment, and to integrate the site as a whole into the larger Monterey Bay Region environment (BRP p.71).

- 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 (BRP p.71).

- Enhance the physical appearance of existing neighborhoods with special street and landscaping treatments (BRP p.67).

Relevant Locations

- TOWN & VILLAGE CENTERS

- GATEWAYS

- REGIONAL CIRCULATION CORRIDORS

- TRAILS

- REGIONAL TRANSIT FACILITIES

Measures

- **Preservation.** Preserve the environmental quality and biodiversity of the Monterey Bay region.

- **Existing Trees.** Incorporate and retain existing healthy trees on site and integrate into site landscaping whenever possible.

- **Natives.** Use native vegetation whenever possible and fill in gaps between trees to maintain the natural character of the Fort Ord Monument.

- **Functions.** Use plant species that thrive in low-water conditions and serve a variety of needs, including shade, soil conservation, and aesthetic improvements.

- **Palettes.** Refer to the following potential plant type lists.

- ***Layouts.*** *Placement/arrangement guidance still needed* (consider Irrigated vs Non-irrigated as in East Garrison Pattern Book).

Lighting

Objectives

- Provide appropriate illumination to meet community orientation and safety needs to compliment architectural aesthetics and the surrounding coastal environment.

- Maximize community sustainability by using energy efficient fixtures and programming.

Relevant Locations

- TOWN & VILLAGE CENTERS

- GATEWAYS

- REGIONAL CIRCULATION CORRIDORS

- TRAILS

- REGIONAL TRANSIT FACILITIES

Measures

- **Scale.** Use pedestrian-scaled fixtures on all streets within walkable areas. Intersection-scaled lighting may be used in addition to pedestrian-scaled lights as necessary on major thoroughfares.

- **Height.** Keep the height of pedestrian-scaled light fixtures low (generally below fifteen feet) to promote a pedestrian scale to the public realm and to minimize light spill to adjoining properties.

- **Placement.** Align street lights between street trees. Coordinate the placement of fixtures with the organization of sidewalks, street furniture, landscaping, building entries, curb cuts, and signage in order to produce well-lit streets. Light fixtures may be downcast or low cut-off fixtures to prevent glare and light pollution. Use pole lighting in parks to preserve neighborhood/residential character and provide minimum lighting for orientation and wayfinding. Light the following street elements to increase safety and highlight the specific identity of an area:

  - *Transit Stops:* People feel more secure when transit stops are well-lit. Lighting also draws attention to and encourages use of such amenities.

  - *Edges:* Light the edges of a parking lot or plaza define and identify the space.

  - *Focal Points:* Lighted sculptures, fountains, and towers in a neighborhood, especially those visible to pedestrians and vehicles, are forms of wayfinding.

- **Energy.** Energy-efficient lamps are recommended for all public realm lighting in order to conserve energy and reduce long-term costs.

- **Design.** Use pole lights to illuminate streets. Use fixtures with a shielded light source with optics that direct the light down to the ground so that the light source is not visible outside of the light

distribution area. Light poles may include armature that allows for the hanging of banners or other amenities. *Mount Street identification signs and traffic control signs on light poles to integrate these elements into the design and minimize the number poles at intersections whenever possible.*

- **Configuration.** Use the Street Light Configurations figure as a guide to selecting fixtures. Each lighting type can be used within Centers, but use lighting with a greater brightness within the core of the Center, where pedestrian activity is greatest. Variety in character establishes identity and uniqueness. However, consistency within each neighborhood or corridor creates a unifying scheme of illumination that is appropriate to the scale of the street and the level of nighttime activity. Lamp styles are not to be mixed along any one particular block of a street.

Gateways

Objectives

- Create defined and discernible community form; distinctive within the larger Monterey Bay Region, but/and compatible with form and character of other Monterey Bay Region communities.

- Former Fort Ord reuse will be primarily related/connected to the cities of Marina and Seaside. However, the former Fort Ord area will 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 regional prototypes.

- Link reuse neighborhoods with the surrounding cities' development fabric.

- Establish specific design and signage standards for the State Highway 1 Scenic Corridor to minimize visual impact.(BRP p.62)

- Assure that the Eighth Street Bridge serves as a major gateway to the Fort Ord Dunes State Park from the former Fort Ord (BRP p. 154)

Relevant Locations

- TOWN & VILLAGE CENTERS

- GATEWAYS

- REGIONAL CIRCULATION CORRIDORS

- TRAILS

Measures

- **Character.** Create welcoming gateways and establish the aesthetic character of the community. Leverage the academic reuse of the former Fort Ord. Ensure gateways acknowledge military history while focusing on the emerging educational community.

- **Design Elements.** Mark gateways by design elements such as; signage, landscaping, statues, sculptures, architectural features, roadway surface materials, lighting, viewpoints, interpretive facilities. Well-designed gateways will allow travelers to recognize that they are entering or exiting former Fort Ord lands. An element that is repeated becomes readily recognizable.

- **Edges.** Use gateways to mark edges and boundary clarification so that visitors are aware they have entered a new community. Gateways that identify edges serve a wayfinding purpose and help orient visitors.

- **Entryways.** Utilize a variety of entryways that are well-designed, welcoming, and varying in scale on former Fort Ord lands.

Wayfinding

Objectives

- Provide consistently identifiable and informative wayfinding signage to support efficient and safe resident and visitor movement.

- Incorporate regional wayfinding signage standards that also provide for unique jurisdiction and community identities.

- Promote connectivity between communities and encourage connectivity to regional destinations, such as parks, trails, educational institutions, employment centers, transit, park and ride lots, and tourist destinations.

- Create safer pedestrian and bicyclists facilities by using wayfinding signage to make bicycle and pedestrian routes more visible.

Relevant Locations

- TOWN & VILLAGE CENTERS

- GATEWAYS

- REGIONAL CIRCULATION CORRIDORS

- TRAILS

- REGIONAL TRANSIT FACILITIES

Measures

- **Clarity.** Ensure wayfinding signage is clear and readable to the intended audience (i.e. pedestrians, cyclists, equestrians and motorists).

- **Identity.** Incorporate regional wayfinding standards that also allow for unique jurisdiction and community identity.

- **Connectivity.** Ensure signage provides guidance for seamless connections to town & village centers, public open spaces, and educational institutions, locations of interest, transit facilities, and trails.

- **Safety.** Ensure signage placement considers user safety.

Public Spaces

Objectives

- Establish a unified open space system to preserve and enhance the natural environment and revitalize the former Fort Ord by adding a wide range of accessible recreational experiences for residents and visitors (BRP p. 17).

- Ensure that open space connections link major former Fort Ord recreation and open space amenities and adjacent regional resources (BRP p. 71).

- Provide a generous patterns of open space and recreation resources through public facilities and publicly accessible private development (BRP p. 71).

- Ensure that CSUMB and other major development open space resources are accessible to the community. Encourage a pattern neighborhood and district generates significant/generous open space resources (BRP p. 71).

Relevant Locations

- TOWN & VILLAGE CENTERS

- TRAILS

- REGIONAL TRANSIT FACILITIES

Measures

- **Proximity.** Design projects so that public spaces are within walking distance of every home. Locate new and existing development within 1/4 mile of a small public plaza or playground, and within 1/2 mile of a green, square, or park.

- **Civic Buildings.** Utilize prominent locations, like the ends of streets, the tops of hills, or land adjacent to parks, for civic buildings including churches, schools, shared pool facilities, community halls, memorials, and simple pavilions.

- **Coordination.** Design outdoor public spaces using a coherent palette. Design elements include landscaping, hardscaping, lighting, signage, furnishings, and accessory structures.

- **Locations.** Ensure outdoor public spaces are visible, abutting trails, transit and surface streets, and marking important intersections, views, or civic amenities. Locate urban open-space types (plazas and squares) close to centers, and locate rural types (greens and parks) closer to the edge of development. Provide an ample number of functional public spaces to new neighborhoods, and add more public space to existing neighborhoods as they evolve.

- **Context.** In urban places, design plazas and squares enclosed by surrounding buildings to form outdoor rooms. Keep parks and greens more open – bounded on at least one side by buildings and framed by plantings. Design other types of public spaces, including community gardens and play fields to be more open – occasionally shaped by buildings or formal plantings.

Centers

Objectives

- 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 activity level and campus vitality.

- The Marina Town Center, west of CSUMB and adjacent to State Highway 1, will contain the highest retail, office and housing density on the former Fort Ord.

- The Marina Town Center will play an important role flanked by the 12th Street and Main Gate entries to the Fort Ord community and to CSUMB.

- North and south of CSUMB, major village centers will support university uses.

- The South Village, located adjacent to early CSUMB reuse, will have an earlier start and complements university amenities, such as performance and athletic facilities with cafes and restaurants, shops and other student and local-serving uses. Away from the campus, 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 (BRP p.63-64).

Relevant Locations

- TOWN & VILLAGE CENTERS

- GATEWAYS

- REGIONAL CIRCULATION CORRIDORS

- TRAILS

- REGIONAL TRANSIT FACILITIES

Measures

- **Center & Edge.** Include at least one outdoor public environment within Centers that acts as a well-defined outdoor room. Edges are characterized by landscaping, density, and use patterns changes.

- **Size.** Situate public spaces requiring a great deal of acreage such as schools and play fields where they can be shared.

- **Uses.** Mix uses to alleviate traffic congestion by reducing the number of car trips. Centers have a mix of uses that enables residents to live, work, socialize, exercise, shop, and satisfy daily needs within walking distance.

- **Housing.** Mix housing types to allow people with diverse lifestyles to live in the same neighborhood. *Residents have the choice to move elsewhere within their community as their housing needs change over time. In addition, households with varied schedules and interests will*

activate the neighborhood at different times of day, adding both to the vibrancy and security of a place.

- **Blocks.** Form blocks to establish logical sites for development. The maximum average block perimeter to achieve an integrated network is 1,500 feet with a maximum uninterrupted block face of ideally 450 feet, with streets at intervals no greater than 600 feet apart along any one single stretch.

- **Streets.** Design streets in Centers to be walkable first while also serving cars and emergency vehicles. Design street networks to allow pedestrians, cyclists, and motorists to move safely and comfortably through neighborhoods. Integrate narrow curb-to-curb cross sections, street trees, on-street parking, buildings close to the street edge, and tight turning radii at the street corners to slow traffic and create highly walkable environments. Provide routes for multiple modes of transportation, and provide non-motorized alternatives to those under the driving age, to those who do not have an automobile, and to senior citizens.

- **Landmarks.** Set aside unique settings such as terminated vistas or locations with greater activity for landmark buildings that will act as community anchors. Similarly, set aside special sites for parks, greens, squares, plazas, and playgrounds. Include at least one special gathering place at each neighborhood core. Designate and site landmarks memorably. Locate civic buildings on high ground, adjacent to public spaces, within public spaces, or at the terminal axis of a street or long view to increase their visibility.

- **Shopfronts.** Design projects so that 80% of the ground floor is within 5' of the front property line. Include un-tinted transparent storefront windows and/or doors covering at least 60% of the wall area between 3' and 8' above sidewalk on buildings with ground floor retail or office uses. Extend storefront windows 8' to 14' above the sidewalk. Provide at least one entrance for each 50' of linear shopfront frontage. Shade shopfronts from above with an appurtenance like an awning or arcade.

- **Walkways.** Maintain a minimum clear walkway of 5' along sidewalks. Support different zones of walkers, such as window shoppers, people leisurely strolling, and people walking briskly.

- **Sidewalks.** Provide space along sidewalks for a variety of activity zones. *Providing space on the sidewalk for restaurant dining is encouraged to activate the public space. Extending sidewalk dining into the on-street parking zone, also known as a "parklet," quickly and affordably optimizes retail opportunities.*

- **Civic Buildings.** Embed schools, recreational facilities, and places of worship within communities or within walking distance of the community edge.

- **Lighting & Trees**. Use street lighting and trees as vertical elements to define the public realm and make the pedestrian feel safer and more comfortable.

- **Parking.** Provide on-street parking to allow easy vehicular access to storefronts and act as a buffer from roadway traffic. Share on-site parking between uses with different peak hours in order to minimize excessive parking.

- **Furniture.** Add benches, trash and recycling bins, and planters to transform streets into places and to prompt the pedestrian to linger next to the retail shops.

Transit Facilities

Objectives

- 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 (BRP p. 59).

- Link villages by transit routes and open space corridors suited for cycling and walking (BRP p. 59).

- Locate concentrations of activity and density along future transit rights-of-way for efficient movement (BRP p.63).

- 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 (BRP p.70).

- Use transit hubs for meeting and gathering spaces, news stand access, cafes,convenience stores, orientation to surroundings, public restrooms, shelter, bicycle storage, internet connectivity, and creating/enhancing neighborhood identity.

Relevant Locations

- TOWN & VILLAGE CENTERS

- REGIONAL CIRCULATION CORRIDORS

- TRAILS

- REGIONAL TRANSIT FACILITIES

Measures

- **Style.** Though sizes and amenities may vary, ensure that all Regional Transit Facilities share a common architectural style. Use color and graphic design to visually link transit vehicles with stops/stations.

- **Amenities.** Provide shelter, seating, route information, and lighting at transit hubs.

- **Location.** Ensure all residences have access to regional transit stops within 1/4 mile. Locate stops adjacent to conveniences such as mixed-use and commercial areas to maximize ridership and access.

- **Identity.** Use academic and nature themes for design inspiration.

- **Concentrate Development.** Use transit hubs to seed transit oriented developments and discourage sprawl. Locate hubs to maximize connectivity with pedestrian, cyclist, and vehicular transportation.
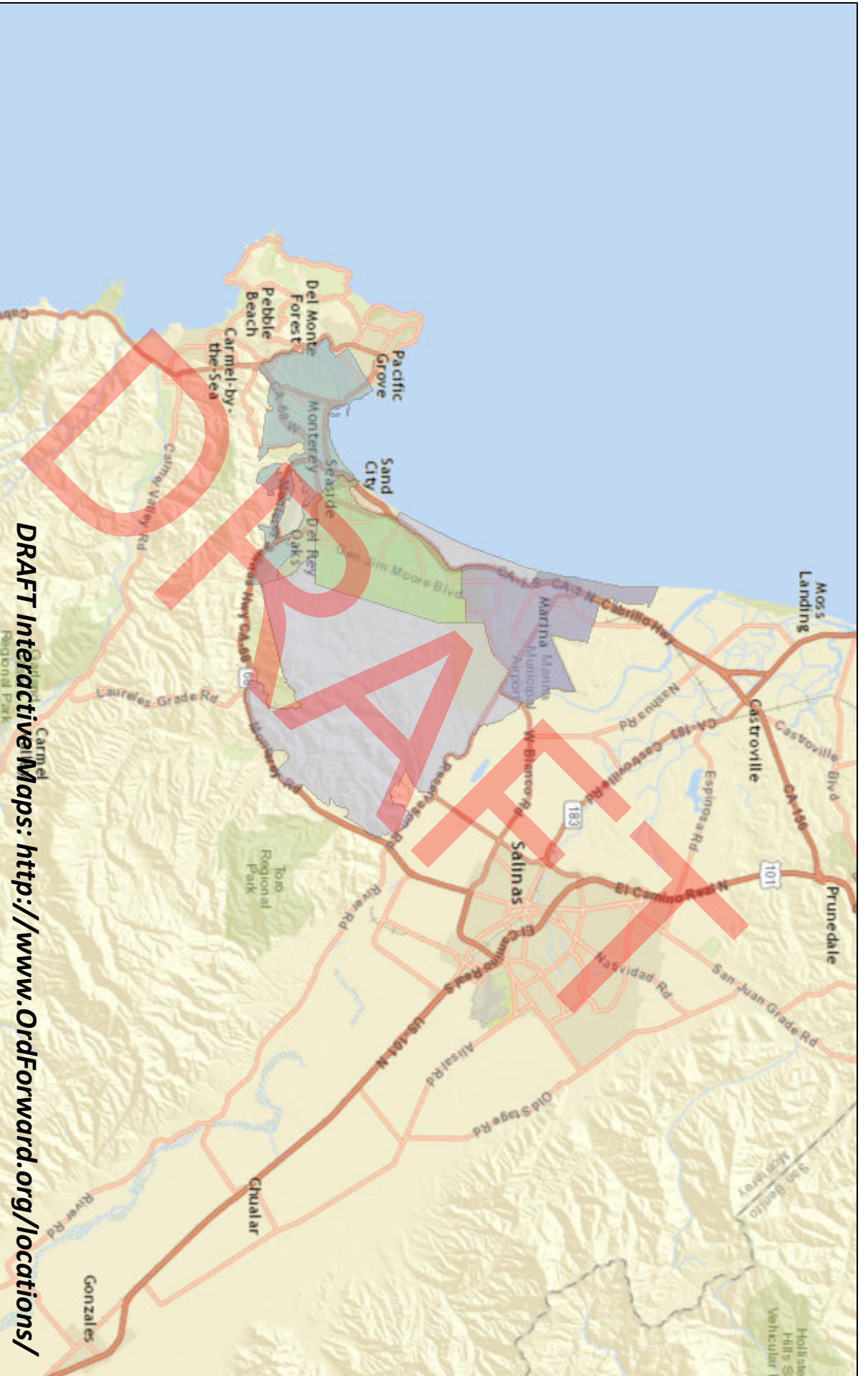
Locations

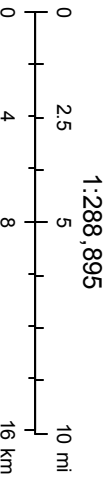March 2, 2016

FORA-Jurisdictions

DEL REY OAKS

MARINA

MONTEREY

MONTEREY COUNTY

SEASIDE

DRAFT Interactive Maps: http://www.OrdForward.org/locations/

Sources: Esri, HERE, DeLorme, USGS, Intermap, increment P Corp.,
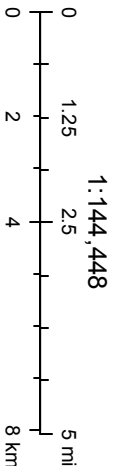NRCAN, Esri Japan, METI, Esri China (Hong Kong), Esri (Thailand),

1:288,895

0   2.5   5   10 mi
0   4   8   16 km
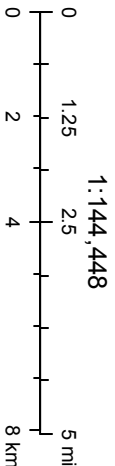
Town & Village Centers

March 3, 2016

Centers

■	Center
□	Opportunity

FORA-Jurisdictions

DEL REY OAKS

MARINA

MONTEREY

MONTEREY COUNTY

SEASIDE

FORA Boundary

DRAFT Interactive Maps: http://www.OrdForward.org/locations/

0   1.25   2.5   5 mi

0   2   4   8 km

1:144,448

Sources: Esri, HERE, DeLorme, USGS, Intermap, increment P Corp., NRCAN, Esri Japan, METI, Esri China (Hong Kong), Esri (Thailand),

Gateways
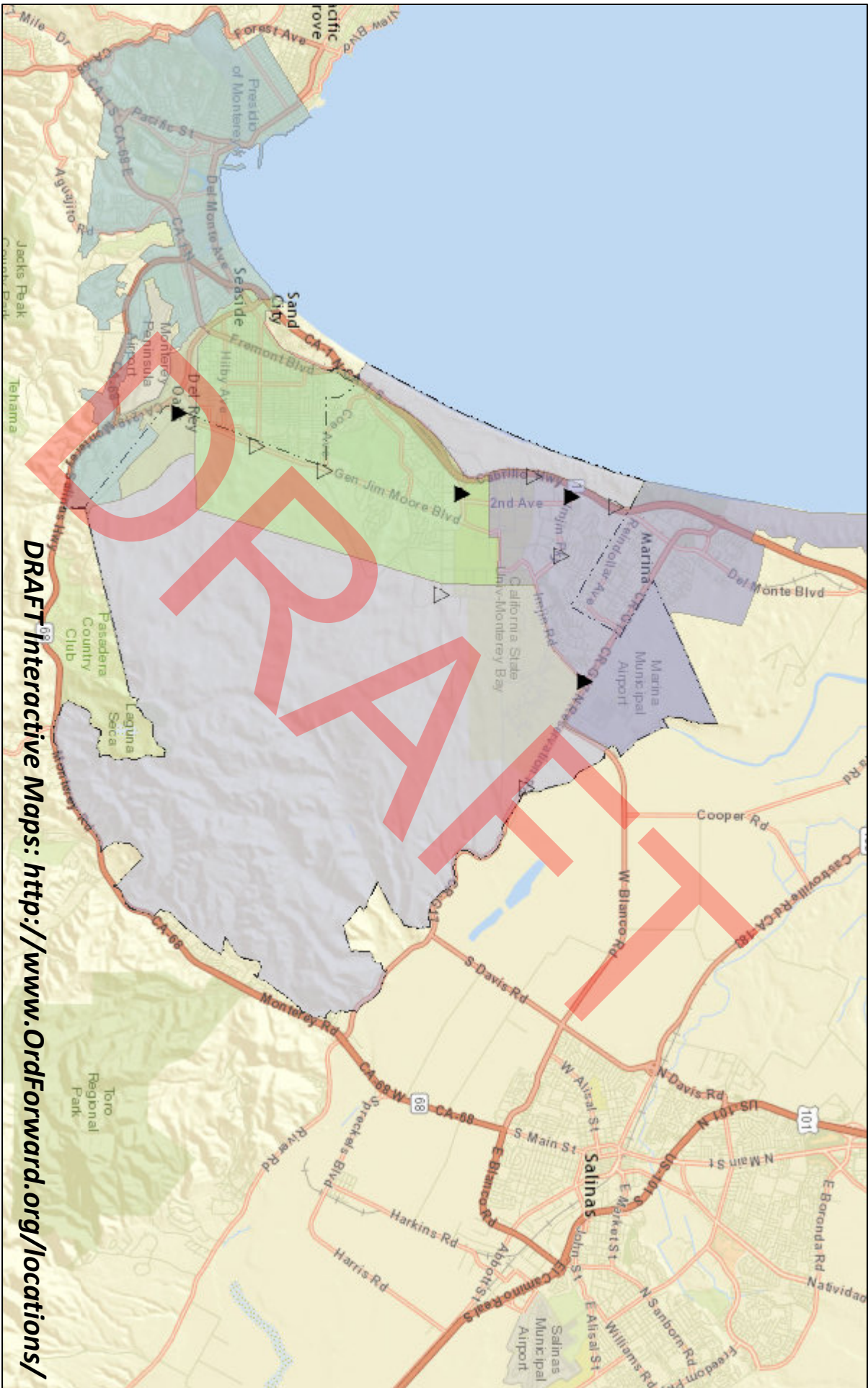
Gateways

► Gateway

△ Opportunity

FORA-Jurisdictions
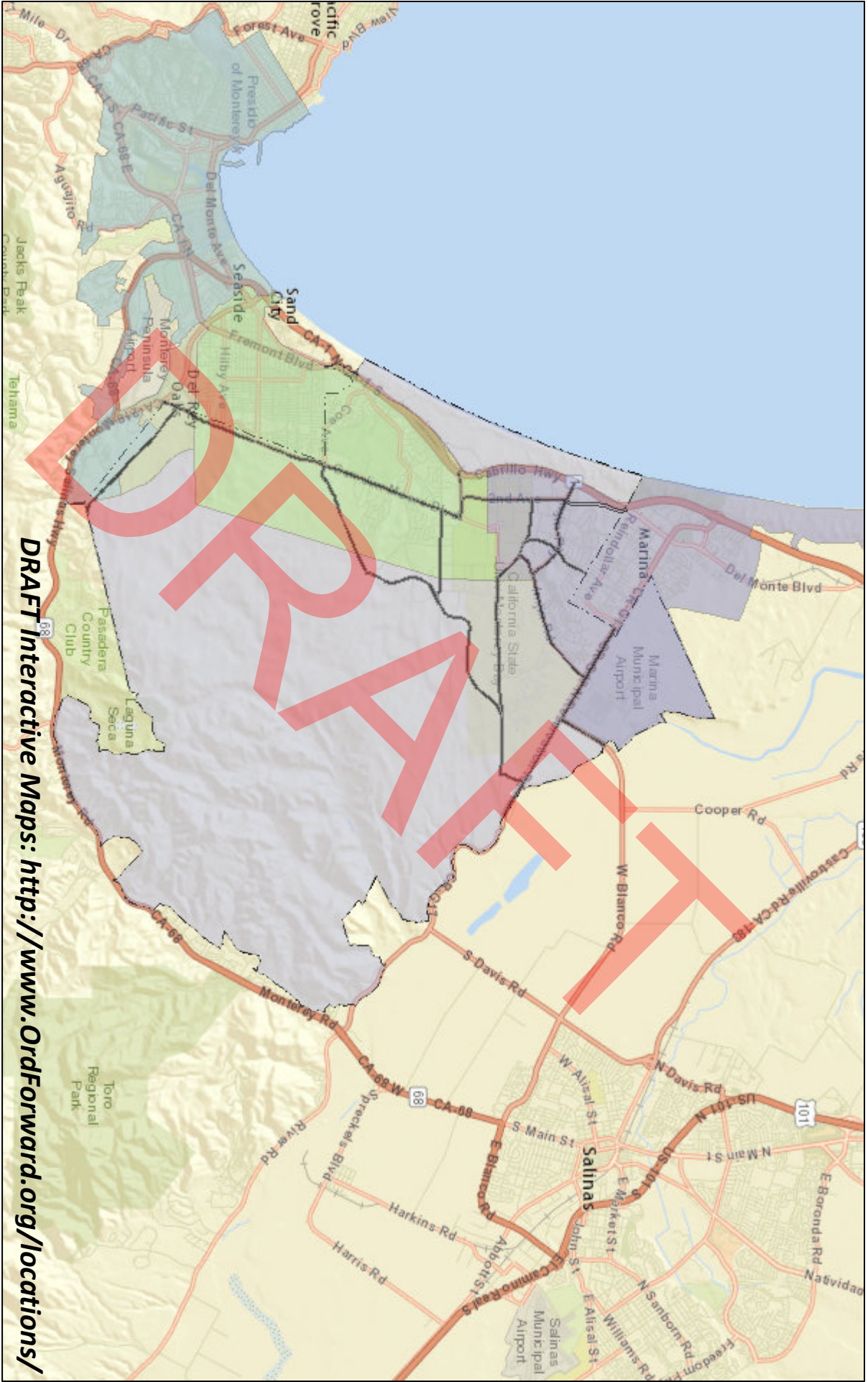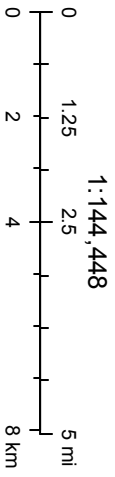
DEL REY OAKS

MARINA

MONTEREY

MONTEREY COUNTY

SEASIDE

FORA Boundary

DRAFT Interactive Maps: http://www.OrdForward.org/locations/

Sources: Esri, HERE, DeLorme, USGS, Intermap, increment P Corp.,
NRCAN, Esri Japan, METI, Esri China (Hong Kong), Esri (Thailand),

1:144,448

0   1.25   2.5   5 mi

0   2   4   8 km

Regional Circulation Corridors

Corridors
- ▓ Regional Corridor
- ☐ Opportunity

FORA-Jurisdictions
- DEL REY OAKS
- MARINA
- MONTEREY
- MONTEREY COUNTY
- SEASIDE

FORA Boundary

March 3, 2016

DRAFT Interactive Maps: http://www.OrdForward.org/locations/

1:144,448

| 0 | 1.25 | 2.5 | 5 mi |
| 0 | 2 | 4 | 8 km |

Sources: Esri, HERE, DeLorme, USGS, Intermap, increment P Corp., NRCAN, Esri Japan, METI, Esri China (Hong Kong), Esri (Thailand),

Trails
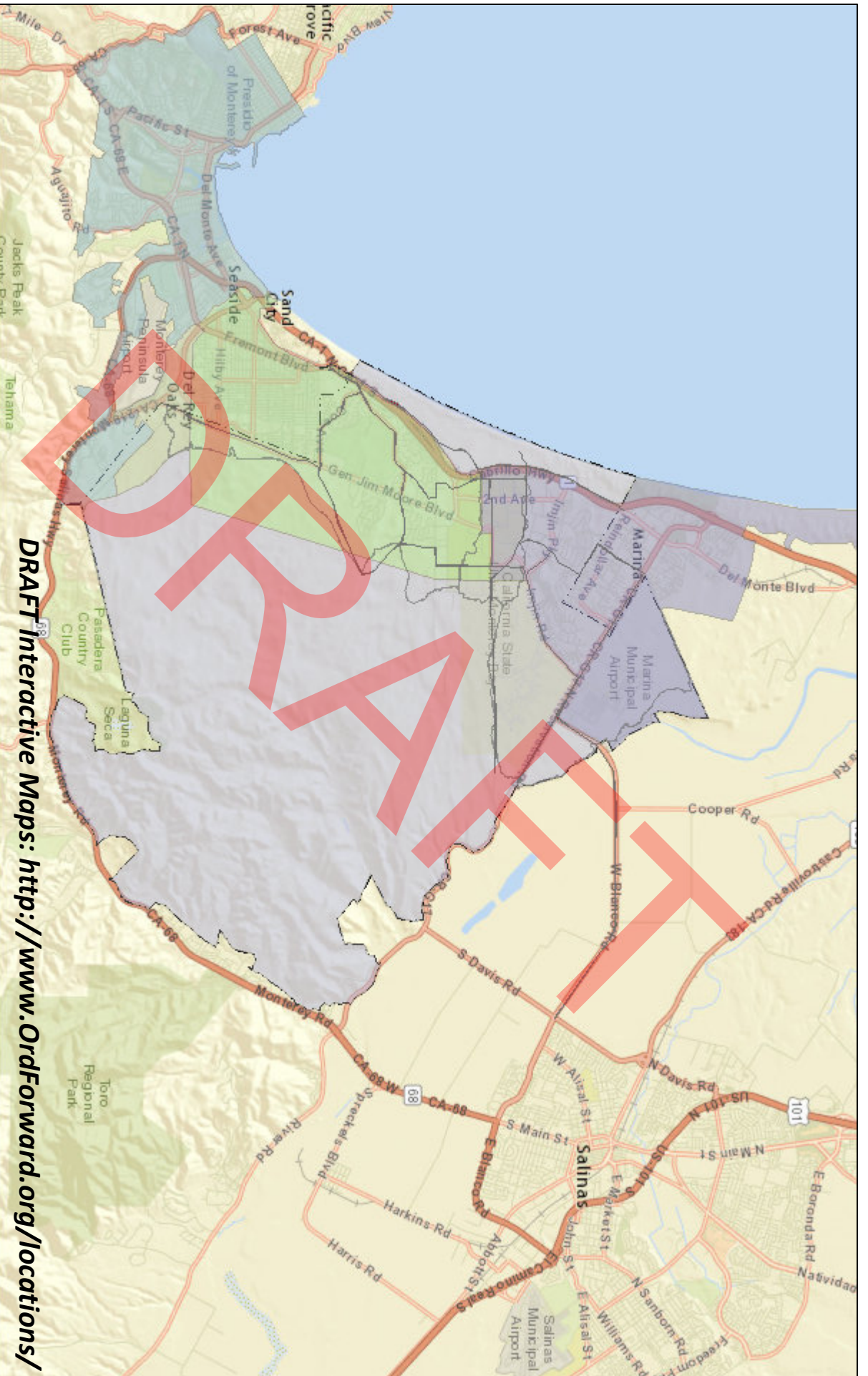
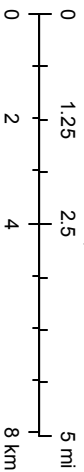March 3, 2016

BRP_Trails
- Major Trail
- Minor Trail

Trails_Blueprint
- Opportunity

FORA-Jurisdictions
- DEL REY OAKS
- MARINA
- MONTEREY
- MONTEREY COUNTY
- SEASIDE

FORA Boundary

1:144,448

0   1.25   2.5   5 mi
0 2   4   8 km

Sources: Esri, HERE, DeLorme, USGS, Intermap, increment P Corp., NRCAN, Esri Japan, METI, Esri China (Hong Kong), Esri (Thailand),

DRAFT map pending

Appendices

- **Public Process**
- **Illustrations**
- **Market & Economic Report**

Available online: http://ordforward.org/appendices/

3/3/2016