
4 Agency's Report to the Legislative Body

**REPORT TO THE
LEGISLATIVE BODY
OF THE
MARCH JOINT POWERS
REDEVELOPMENT AGENCY**

REDEVELOPMENT PLAN

for the

**MARCH AIR FORCE BASE
REDEVELOPMENT
PROJECT**

Prepared By:

URBAN FUTURES, INC.

In Conjunction With:

**THE MARCH JOINT POWERS
REDEVELOPMENT AGENCY**

JUNE 1996

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I. INTRODUCTION AND BACKGROUND

The March Air Force Base Redevelopment Agency (the "Agency") has elected to prepare a Redevelopment Plan (the "Redevelopment Plan" or "Plan") for the March Air Force Base Redevelopment Project (the "Project") pursuant to the California Community Redevelopment Law (the "CCRL"; also sometimes referred to as Sections 33000 *et seq* of the State of California Health and Safety Code), and all applicable laws and ordinances. This Report to the Legislative Body (the "Report") is prepared in full compliance with CCRL 33352 as it relates to CCRL Sections 33492.80 through 33492.89.

A. Actions Leading to Creation of the Redevelopment Agency and Preparation of the Redevelopment Plan

1. Actions Leading Specifically to Creation of the Agency

The Federal Government has, since 1988 and the end of the Cold War, embarked upon a program of closing and realigning its military bases throughout the Country.¹ Such closure and realignment has created severe economic dislocations in the State of California generally and specifically in the communities which were adjacent to and had become economically dependent upon the military bases being closed or realigned.² The State Legislature recognized that one method to partially ameliorate the deleterious economic effects of these base closures and realignments was to allow local, affected communities to form joint powers authorities which, in turn, could activate redevelopment agencies with all the powers and capabilities thereof. Redevelopment agencies throughout the State had, in the past, proven very successful in eradicating blight and substantially improving the economic base of their respective project areas, *without the expenditure of any additional tax dollars from Sacramento or Washington, D.C.*

Consequently, the State Legislature enacted general legislation for all military bases in the State which were being either closed or realigned (Article 1 of Chapter 4.5 of the Health and Safety Code [CCRL Sections 33492 through 33492.29). In 1994, one year after the Federal Government called for the realignment of the March Air Force Base (the "Base"), the Legislature enacted Assembly Bill No. 3769 ("AB3769"), to provide a *specific* means

¹ On October 24, 1988, the Congress and President approved the charter for the Commission on Base Realignment and Closure by adopting the Defense Authorization Amendments and Base Closure and Realignment Act (Public Law 100-526). The Commission, on December 29, 1988, recommended to the Secretary of Defense that 145 military installations be either fully closed (86 such installations), partially closed (5 such installations), or experience realignment of their strategic and tactical missions (54 such installations). The March Air Force Base was *not* among those installations originally recommended for closure or realignment. A second round of closure was announced in 1991, and again, the March Air Force Base was not one of the casualties; the Base finally fell to realignment in the third round of military base cutbacks in 1993.

² For instance, the March Air Force Base Support Group has estimated that the March Air Force Base "pumped" some \$500 million annually into the local economy annually when the Base was fully operational.

for mitigating the economic and social degradation facing communities impacted by the Base realignment. This legislation amended certain portions of the CCRL and added Article 5 (commencing with CCRL Section 33492.80) to Chapter 4.5 of Part 1 of Division 24 of the Health and Safety Code. Among other things, AB3769 authorized the March Joint Powers Authority (the "Authority", of which the neighboring communities of Moreno Valley, Perris, the City of Riverside and the County of Riverside are "Participating Entities") to establish a redevelopment agency and granted special authority to permit the redevelopment of the Base and other areas adjacent to the Base.

Anticipating the adoption of AB3769, the Authority, on September 7, 1994 agreed that an express purpose of the Authority was to create a redevelopment agency having all the rights, powers, and duties related thereto and agreed to carry out the necessary actions to form and implement a redevelopment project area, as appropriate.

On January 15, 1996, the Authority authorized its staff to commence the preparation of planning studies and analyses required prior to and necessary for the creation of a redevelopment plan and the formulation of a redevelopment project area. On January 24, 1996, the Authority established the Agency.

2. Other Related Actions

The Authority and other interested entities have initiated research and drafted and adopted or approved the following documents relating to the reuse of the Base. UFI has utilized this information as appropriate in this Report.

- ▶ *March Air Force Base "Master Reuse Plan,"* including the *Land Use Plan and Alternatives*, March Joint Powers Authority, December 6, 1995 (the "Reuse Plan"). Inasmuch as there is no "general plan" for the Base Territory, Exhibit "A" Preferred Pattern of this plan was deemed to be the general plan for the Base Territory.
- ▶ *Final Environmental Impact Statement, Disposal of Portions of March Air Force Base, California*, Department of the Air Force, February, 1996 (the "EIS"). Rather than "reinventing the wheel" this document will be referred to for in- depth discussion of appropriate indices of blight found on the Base Territory.
- ▶ *Analysis of the Feasibility of Creating a Redevelopment Project Area*, March Joint Powers Authority, September, 1995 (the "Feasibility Analysis"). This document has provided some portion of the background information included in this Report.
- ▶ *Draft March Air Force Base Comprehensive Land Use Plan*, County of Riverside Airport Land Use Commission, March, 1994 (the "Comprehensive Land Use Plan").
- ▶ *Comprehensive Base Layout Plan for March Air Force Base*, Department of the Air Force, 1985. This document has been superseded and is included for reference only.
- ▶ *Air Installation Compatible Use Zone*, Department of Defense, updated 1992 (the "AICUZ").

B. Redevelopment Defined

As stated above, redevelopment in California is authorized pursuant to CCRL Sections 33000 *et seq.* CCRL Sections 33020 and 33021 define redevelopment and stipulate, in general terms, what it includes.

CCRL Section 33020 states in part that:

"'Redevelopment' means the planning, development, replanning, redesign, clearance, reconstruction, or rehabilitation, or any combination of these, of all or part of a survey area, and the provision of those residential, commercial, industrial, public, or other structures or spaces as may be appropriate or necessary in the interest of the general welfare, including recreational and other facilities incidental or appurtenant to them...."

CCRL Section 33021 states in part that redevelopment includes:

The alteration, improvement, modernization, reconstruction or rehabilitation, or any combination of these, of existing structures in a project area.

Provision for open-space types of use, such as streets and other public grounds and space around buildings, and public or private buildings, structures and improvements, and improvements of public or private recreation areas and other public grounds.

The replanning or redesign or original development of undeveloped areas as to which either of the following conditions exist:

- The areas are stagnant or improperly utilized because of defective or inadequate street layout, faulty lot layout in relation to size, shape, accessibility, or usefulness, or for other causes.
- The areas require replanning and land assembly for reclamation or development in the interest of the general welfare because of widely scattered ownership, tax delinquency, or other reasons.

With reference to the redevelopment of closed military reservations, and the communities surrounding them, CCRL Section 33492 states, in part, that "it is the intent of the Legislature to provide a means of mitigating the economic and social degradation that is faced by communities the jurisdictions of which include military bases that have been ordered to be closed by the federal Base Closure Commission"; while CCRL Section 33492.1 goes even further by stating that "extraordinary measures must be taken to mitigate the effects of the federal government's efforts to reduce the number of military bases throughout the country."

C. Selection of Survey Area and Proposed Project Area to Achieve Agency Goals and Objectives

The Authority, at its meeting of January 17, 1996 and acting pursuant to CCRL Sections 33310 and 33492.86(b)(2)(A), designated a Survey Area to encompass the Base and territory outside the Base but contained within a one-mile perimeter of the boundaries of the Base which could, upon further analysis, conceivably qualify for designation as the proposed Project Area

and be made subject to the Redevelopment Plan³. Upon further examination, the Agency selected a portion of the survey area and proposed its designation as the proposed Project Area (the "proposed Project Area") subject to its meeting the tests for such designation set forth in CCRL Section 33492.82 for that portion of the proposed Project Area contained within the boundaries of the Base (the "Base Territory") and (in accordance with CCRL Section 33492.82(b)) as set forth in CCRL Section 33030 for that portion of the proposed Project Area outside the boundaries of the Base but within the Survey Area (the "Outside Territory").

In making its decision, the Agency was guided by the results of its examination of existing physical and economic conditions in the Survey Area; the requirements of CCRL Section 33492.3 (for that portion of the proposed Project Area within the Base) and CCRL Section 33320.1 (for that portion of the proposed Project Area outside the Base); the various planning and land use documents listed above; including, without limitation, the General Plan of the City of Moreno Valley (the "Moreno Valley General Plan"); and direction from the Agency, the various Participating Entities, and its own and Participating Entities staff.

It is the Agency's primary goal to redevelop the proposed Project Area because only through this process can the physical and economic decline exhibited in the proposed Project Area and found by the State Legislature to attend base closures be reversed. It is for this reason the proposed Project Area has been selected.

All participants in the process were guided by the intent to use the redevelopment process within the proposed Project Area to achieve both long-term and short-term goals of the Agency and the purposes of the CCRL in two categories: i) generalized goals and objectives of the Agency with reference to the elimination of blight as broadly defined in the CCRL, and ii) those goals and objectives of the Agency with reference to the elimination of blight as outlined in the Goals and Policies Section of the Reuse Plan.

1. Generalized Goals

- ▶ To manage and redevelop the Base and facilitate its successful reuse.
- ▶ To mitigate the adverse impacts of the Base closure on the economy and physical conditions of the proposed Project Area as well as, to the extent possible, that of the Participating Entities.
- ▶ To ensure that adequate and necessary access is created to and from the major transportation systems and the Base including, without limitation, air, rail and vehicular access.
- ▶ To arrest and eliminate existing blighting conditions within the proposed Project Area and to ensure, to the extent possible, the non-occurrence of future conditions leading to blight through; i) the upgrading of deteriorated structures and other blighting influences; ii) the revitalization rehabilitation and upgrading of commercial, industrial and residential buildings as appropriate; iii) the installation, construction, reconstruction or redesign of necessary infrastructure including streets, utilities, walkways, lighting, and landscaping and other public improvements; and iv) the construction and/or improvement of recreation, cultural, community and open space facilities.

³ Please note that the area shown on Figure 1 on page 14 as "Air Force Village West" is not a part of the Base, but is included in the survey area.

- ▶ To promote economic development in the proposed Project Area.
- ▶ To provide for an increase or improvement of affordable housing opportunities for persons and families of very low-, low- and moderate-income.
- ▶ To assure social and economic stability by; i) promoting public/private reinvestment; ii) promoting aesthetic and environmental improvements; iii) providing adequate infrastructure; and iv) helping to create jobs and housing opportunities for area residents.

It is necessary to revitalize and upgrade the proposed Project Area in order to achieve the above listed goals.

2. Goals Specific to the Reuse Plan

- ▶ Replace lost jobs with new and expanded employment opportunities.
- ▶ Support private investment that can create new property taxes, sales taxes, and increased local spending.
- ▶ Maximize joint use (military and civilian) opportunities at airport-related land and facilities.
- ▶ Encourage the creation of public/private partnerships that will invest in the implementation of an ultimate MAFB Reuse plan.
- ▶ Support actions to attain a clean environment at and around MAFB.
- ▶ Implement the requirements of federal, state, regional, and local regulations, that apply to water and air quality, wetlands, endangered species, and other environmental considerations.
- ▶ Support the USAF commitments to maintain the integrity of the March Air Force Base Historic District.
- ▶ Support new uses and reuses that do not preclude air-related joint use with the U. S. Air Force Reserves.
- ▶ Emphasize the development of aviation uses other than federal aviation, such as commercial and/or freight carrier services.
- ▶ Develop active and passive open space areas that offer community recreational opportunities and open land areas for public enjoyment.
- ▶ Work to resolve conflicts that would otherwise delay or negatively impact the reuse planning and redevelopment processes.
- ▶ Plan for the economic use, reuse, and joint use of those areas of March Air Force Base outside of the cantonment area.
- ▶ Consider the impacts on and from the areas adjacent to March Air Force Base outside of the cantonment area.

- ▶ Eliminate blight and generate new development within the confines of and adjacent to March Air Force Base.
- ▶ Facilitate the provision of public services, i.e., sewer, water, streets, and public safety, to be provided in an efficient and cost-effective manner.
- ▶ Plan for the demands for all public services necessary to support new uses, reuse, and joint use at March Air Force Base.
- ▶ Maximize the development potential as a regional Intermodal Transportation facility to support both passenger and freight-related air services.

D. Use of Redevelopment Authority to Achieve Purposes of Redevelopment in the Proposed Project Area

The purposes of the CCRL are to protect and promote the sound development and redevelopment of blighted areas and to improve the general welfare of their inhabitants and visitors. These purposes will be attained by redeveloping the proposed Project Area, including, without limitation, planning, developing, replanning, redesigning, clearing, reconstructing or rehabilitating (or any combination of the foregoing) structures within the proposed Project Area.

These purposes will further be attained by providing for residential, commercial, industrial, public or other structures or spaces as may be appropriate or necessary in the interest of the general welfare, including recreational facilities and other facilities incidental or appurtenant to them, thereby contributing to the public health, safety and welfare. Redevelopment of the proposed Project Area will also obtain the purposes of the CCRL by stimulating construction activity and increasing employment opportunities in residential, commercial, and industrial areas by providing financial assistance in connection with the construction and reconstruction of walkways, lighting, landscaping, and other public facilities. Such purposes will also be attained by attracting residential, commercial and industrial uses to stagnant, unproductive and/or underproductive areas, including the recycling of land uses into viable productive uses consistent with goals, objectives and policies of the Reuse Plan (for the Base Territory) and the Moreno Valley General Plan (for the Outside Territory).

Furthermore, the Agency will provide financial assistance for the development of additional residential, commercial and industrial construction and rehabilitation in a manner which will make such development economically feasible.

Redevelopment of the proposed Project Area will attain the objectives and purposes of CCRL Section 33000, *et seq* by reversing the physical and economic decline described in this Report.

E. Required Components of the Report to the Legislative Body

This Report to the Legislative Body of the March Joint Powers Authority for the Project has been prepared by the Agency pursuant to Section 33352 of the California Health and Safety Code, quoted as follows:

"33352. Every redevelopment plan submitted by the agency to the legislative body shall be accompanied by a report containing all of the following:

- (a) The reasons for the selection of the project area, a description of the specific projects then proposed by the agency, a description of how these projects will improve or alleviate the conditions described in subdivision (b).

(b) A description of the physical and economic conditions specified in Section 33031 that exist in the area that cause the project area to be blighted. The description shall include a list of the conditions described in Section 33031 that exist within the project area and a map showing where in the project the conditions exist.

(c) An implementation plan that describes specific goals and objectives of the agency, specific projects then proposed by the agency, including a program of actions and expenditures proposed to be made within the first five years of the plan, and a description of how these projects will improve or alleviate the conditions described in Section 33031.

(d) An explanation of why the elimination of blight and the redevelopment of the project area cannot reasonably be expected to be accomplished by private enterprise acting alone or by the legislative body's use of financing alternatives other than tax increment financing.

(e) The proposed method of financing the redevelopment of the project area in sufficient detail so that the legislative body may determine the economic feasibility of the plan.

(f) A method or plan for the relocation of families and persons to be temporarily or permanently displaced from housing facilities in the project area, which method or plan shall include the provision required by Section 33411.1 that no persons or families of low and moderate income shall be displaced unless and until there is a suitable housing unit available and ready for occupancy by the displaced person or family at rents comparable to those at the time of their displacement.

(g) An analysis of the preliminary plan.

(h) The report and recommendations of the planning commission.

(i) The summary referred to in Section 33387.

(j) The report required by Section 65402 of the Government Code.

(k) The report required by Section 21151 of the Public Resources Code.

(l) The report of the county fiscal officer as required by Section 33328.

(m) If the project area contains low- or moderate-income housing, a neighborhood impact report which describes in detail the impact of the project upon the residents of the project area and the surrounding areas, in terms of relocation, traffic circulation, environmental quality, availability of community facilities and services, effect on school population and quality of education, property assessments and taxes, and other matters affecting the physical and social quality of the neighborhood. The neighborhood impact report shall also include all of the following:

(1) The number of dwelling units housing persons and families of low or moderate income expected to be destroyed or removed from the low- and moderate-income housing market as part of a redevelopment project.

