

MARCH AIR
FORCE BASE

FINAL REUSE PLAN

AUTHOR: March Air Force Base Joint Powers Authority

MARCH AIR FORCE BASE MASTER REUSE PLAN

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Background

MARCH AIR FORCE BASE MASTER REUSE PLAN

BACKGROUND AND HISTORICAL PERSPECTIVE

March Air Force Base (AFB), California, a military installation in use almost continually since 1918, served as an active duty aerial refueling and deployment base. In recent years, it was also home to Air Force Reserve (AFRES) and California Air National Guard units. Located in the western Riverside County region of Southern California, March AFB encompasses approximately 6,500 acres. The base is bisected by Interstate 215 (Highway 395) approximately 3 miles south of State Highway 60. The surrounding communities include the cities of Moreno Valley, Perris and Riverside, and unincorporated areas of Riverside County.

March AFB was one of the bases recommended by the 1993 Defense Base Realignment and Closure Commission (BRAC) for realignment. The Commission's recommendation included departure of the active duty wing, with AFRES and other federal agency units remaining within a military cantonment area. The Commission's recommendations were accepted by the President and submitted to Congress on July 2, 1993. Since Congress did not disapprove the recommendations within the time period provided under the Defense Base Closure and Realignment Act, the recommendations became law. March AFB converted to March Air Reserve Base (ARB) on April 1, 1996.

With the announcement of base realignment at March, the adjacent jurisdictions immediately formed a "joint powers authority" under the enabling laws in California. The March Joint Powers Authority (JPA) is a public entity created for the purpose of addressing the use, reuse, and joint use of the realigned March AFB. The four individual public entities that cooperatively formed the JPA are the cities of Moreno Valley, Perris and Riverside and the County of Riverside. The JPA was created by separate resolutions of each of the four jurisdictions in September 1993.

The JPA is governed by the provisions of the Joint Powers Agreement that created the Authority. The JPA Agreement created the March Joint Powers Commission (JPC). This Commission is the governing body for the Authority. It is comprised of eight elected officials (two from each of the four jurisdictions) who are selected by the jurisdictions' respective governing bodies. In addition to completing the organizational requirements of initiating a new governmental jurisdiction, the JPA quickly assumed the leadership position in looking towards the future of March. The March JPA was established to plan for the economic revitalization of the base and was subsequently recognized by the Department of Defense (DOD) and the State of California as the official "local redevelopment agency" (LRA) for March AFB.

With the formation of March JPA by the four jurisdictions, reuse planning authority was delegated to the March JPA for the March base realignment process. With the development of the Master Reuse Plan, the March JPA fulfilled its critical role as the LRA to the DOD. The base reuse process is primarily delegated to the LRA, in compliance with the DOD base reuse implementation requirements. Base-wide reuse planning requires the preparation and

submittal of the LRA's redevelopment plan to the Department of Air Force. The Air Force then completes any required environmental documentation needed to final disposal decisions.

The primary function of the Master Reuse Plan is to identify through the solicitation process of property disposition for reuse and the resulting generation of a plan that will implement the reuse and revitalization opportunity as identified by the LRA. The Plan needs to identify and implement means of revitalizing or redeveloping realigned military installations in a beneficial manner or otherwise revitalizing the economies of the impacted communities. In short, the goal of the Plan is to facilitate economic recovery resulting from base realignment.

Conversion of March AFB from an active duty military installation to an ARB has resulted in the need to dispose of and reuse approximately 4,400 acres of land and a number of surplus buildings. The changes to the base will result in a significant impact to the local economy. The impacts are measured in direct loss of military and civilian jobs, loss of contract spending by the base, and loss of indirect economic activity as a result of the changes. However, the opportunity that is created relates to the portions of the base that are not required for use by the DOD. Planning and implementing new uses for currently vacant lands, reuse of existing facilities, and joint use of the airfield facilities in cooperation with the AFRES is the challenge.

The base reuse planning process consists of a series of activities which are conducted concurrently. The process can be defined into three primary phases: base-wide reuse planning; disposal decision making; and parcel-by-parcel decision implementation. The first phase includes the development of the Master Reuse Plan and required environmental documentation. Generally, this phase commences upon the approval date for base realignment and concludes with the preparation of the Master Reuse Plan by the LRA and its submittal to the Air Force.

The Plan represents the first of several stages in planning for the reuse of areas to be made available at March AFB. The primary purposes of the first phase is to complete the reuse planning process and prepare alternative scenarios for the Air Force Center for Environmental Excellence to assess in the preparation of an Environmental Impact Statement (EIS). The EIS is required prior to the transfer of any properties from federal ownership. As part of the reuse planning phase, the Air Force in compliance with National Environmental Policy Act must consider all reasonable disposal alternatives and their respective environmental impacts. In the case of March's realignment, this included preparation of an EIS. Upon completion of the EIS, a Disposal Record of Decision (ROD) can be issued. This delineates the disposal actions that have been selected. No property may be disposed until such time that the ROD has been issued.

The reuse planning activities can be classified into four categories: comprehensive land use and transportation planning; environmental impacts and other impact analysis; the BRAC environmental assessment process; and installation management. The principal task in this phase is the development of alternative land use patterns for the reuse lands which (1) are logical and reasonably feasible based on available information, (2) reflect the consensus of representatives from the four jurisdictions around the base, and (3) includes a "Community Preferred" pattern, which reflects the ultimate reuse goals of neighboring communities.

The Master Reuse Plan includes the following sections: land use; circulation/transportation; homeless assistance; property disposition; environmental impact analysis; joint use aviation; and marketing strategy. The Plan has been approved by the March JPC in multiple phases. While the plan has been submitted to the Air Force, no complete ROD has been made as of this date. A ROD establishes Air Force policy regarding how the surplus properties will be conveyed for new uses.

To further the redevelopment and base reuse efforts, March JPA created a March Joint Powers Redevelopment Agency, subsequent to the passing of Assembly Bill 3769. The assembly bill was passed in 1994 to provide specific means for mitigating the economical and social degradation facing communities impacted by base realignment by forming a "redevelopment agency." The Agency adopted a Redevelopment Project Area Plan in July 1996. The Redevelopment Plan, which should not be confused with the Master Reuse Plan, incorporates the entire base area and a limited portion within the City of Moreno Valley that is contiguous to the base.

Implementing the elements of the Master Reuse Plan requires further planning and actions to be undertaken by the March JPA. The majority of these subsequent actions will be done to satisfy the requirements of land use governance and development criteria as stipulated within the California Government Code. With the formal transfer of local land use authority from the County of Riverside to the March JPA, these actions will include: the development of a General Plan; associated environment documentation to satisfy the requirements of the California Environmental Quality Act; and the completion and adoption of implementing development codes and zoning. Further actions may also include adoption of specific plans, development proposals, and capital improvement plans to actuate specific development and base reuse.

TABLE I-1
OUTLINE OF CHRONOLOGY--MILESTONES
MARCH AFB

MILESTONE	DATE	ACTION
March Field Established	1918	Riverside community purchases property to convey to the U.S Army at Alessandro Heights.
March Air Force Base (MAFB)	1947	U.S. Army airfield converted into U.S. Air Force Base.
MAFB - Pre-Realignment	1947-1996	Multiple Air Force, Reserve, and National Guard missions. Over 8,000 full-time employees at realignment.
Pre-BRAC	1992-1993	Communities generate support to keep MAFB open and make their position to the public and the BRAC Commission.
BRAC Decision	July 1993	BRAC Commission announced the realignment of MAFB to an Air Force Reserve installation, effective April 1996, with the President accepting the proposal.
Formation of March JPA	September 1993	Resolutions from Riverside County and the Cities of Perris, Moreno Valley, and Riverside.
JPA Operations	January 1994	Joint Powers Commission sets policies; hires initial staff; procures first grant from Office of Economic Adjustment; initiates base reuse planning process.
MAFB <u>Master Reuse Plan</u>	September 1994	First draft plan completed to include Land Use and Circulation sections; used as preferred alternative for EIS.
AB 3769	September 1994	Assembly Bill 3769 was passed by the California Legislature, granting special authority to permit the development of the Base.
Federal Real Property Screening	May 1994	Air Force publishes a listing of properties that are excess to its needs in Federal Register; other agencies have opportunity to "claim" for their use.

TABLE I-1
OUTLINE OF CHRONOLOGY--MILESTONES
MARCH AFB

MILESTONE	DATE	ACTION
Homeless Assistance Planning	December 1994	JPA submitted request to Secretary of Defense to conduct homeless assistance screening and planning under new legislation.
Homeless Assistance Plan	December 1995	JPA adopted the homeless assistance plan.
Interim Leases	1995-97	The JPA and the Air Force agree to terms on a number of interim leases; the JPA sub-lease the facilities to tenants.
Establish March JPA Redevelopment Agency	January 1996	The JPA established the Agency, after July 1995 the JPA instituted feasibility analyses to examine the potential of establishing a redevelopment agency.
Final EIS	March 1996	The Air Force issued the Final Environmental Impact Statement (FEIS)
Adoption of Redevelopment Plan	July 1996	Certification of Final Environmental Impact Report (FEIR), and adoption of March JPA Redevelopment Agency Project Area & Plan
Golf Course Public Benefit Conveyance	December, 1996	The National Park Service approved the JPA's application for a no-cost conveyance of the March AFB Golf Course.
<u>General Plan</u>	January 1997	JPA assumes land use control for all surplus property; JPA staff begins process of completing California <u>General Plan</u> .
"Joint Use Agreement"	May 1997	The Air Force and the JPA formally signed a "Joint Use Agreement" for the shared use of the airfield facilities.
First Partial "Record of Decision" (ROD)	May 1997	The Air Force signed the first Partial ROD designating the final cantonment area boundaries and the properties to be designated as "airport related" in a future conveyance.

**TABLE I-1
OUTLINE OF CHRONOLOGY--MILESTONES
MARCH AFB**

MILESTONE	DATE	ACTION
Airport Public Benefit Conveyance	June 1997	The Federal Aviation Administration approved the JPA's public benefit conveyance application for the "airport related" properties.
Economic Development Conveyance	1996 -	The Air Force and the JPA negotiate the terms and conditions of an economic development conveyance, which is the sale of the remaining surplus property to the JPA.
Property Conveyance	1998 -	The Air Force conveys property to new owners per the multiple ROD.



Land Use

LAND USE PLAN

MARCH AIR FORCE BASE MASTER REUSE PLAN

**Authorized for Submittal to the U.S. Air Force
by the March Joint Powers Authority**

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MARCH AIR FORCE BASE MASTER REUSE PLAN

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MARCH AIR FORCE BASE MASTER REUSE PLAN

LAND USE PLAN - SUMMARY

March Air Force Base (AFB) is located in western Riverside County and encompasses approximately 6,500 acres of land, straddling Interstate 215 (Highway 395) just south of Highway 60. March AFB was first established as a military installation in 1918 and has operated almost continually since. In July of 1993, March AFB was selected to be realigned, and subsequently converted from an active duty to a Reserve Base, effective April 1, 1996. The decision to realign March AFB resulted in approximately 4,400 acres of property and facilities being declared surplus and available for some disposal action.

Prior to realignment, the base employed over 9,000 military personnel and civilian employees. The existence of the base in its pre-realignment condition contributed an estimated \$500 million annually to the regional economy. With the announcement of the realignment, the regional economic loss with the change in military mission at March was immediately recognized. However, realignment of March presents a set of unique opportunities, with the release of approximately 4,400 acres for base reuse, and joint use of the airfield with the Air Force Reserves. While the realignment of March resulted in an immediate economic loss to the region, the economic and job employment opportunities associated with realignment include long-term planning and development plans.

The creation of a Land Use Plan as a component of the Master Reuse Plan is a Phase One component of the three-phase base reuse implementation process. The Land Use Plan delineates the spatial distribution and land use pattern for base property not within the Cantonment Area, of which an analysis is incorporated into the environmental assessment completed for the Master Reuse Plan comprehensively. The plan sets forth the framework for redevelopment and reuse of the non-cantonment area.

The purpose and function of the Master Reuse Plan Land Use component is specific to the regulations of the Department of Defense for reuse assessment. It is to be inclusive of providing a base line analysis to satisfy the requirements of the National Environmental Policy Act (NEPA). Pursuant to the Base Closure Community Assistance Action, the primary objective of the land use plan is to develop a land use pattern that will implement the reuse and revitalization opportunities as identified by the local redevelopment agency (JPA). In short, the Land Use Plan identifies the reuse land use pattern, to facilitate base redevelopment and realize the economic opportunities available from March's changed military mission.

The base reuse planning process consists of several components. First is the development of a land use pattern. With the formulation of the Land Use Plan, the planning processing was designed to incorporate consensus of the adjacent communities, creation of a "Community Preference" land use plan consistent with the goals of the community relative to base reuse, and to maximize the opportunity for citizen involvement with base reuse. The creation of the Land Use Plan was undertaken by a Planning team consisting of senior planner level persons

representing each of the JPA's member jurisdictions, as well as staff members from Western Riverside Council of Governments, which led the planning process under the direction of the JPA.

To commence the planning process, the team began its work with a list of planning assumptions to guide them. The basic assumptions included: remediation of IRP sites; mitigation of wetlands and wildlife habitat areas; reuse of existing structures; cantonment area boundaries; generation of job opportunities and local revenue; on-site and off-site land use compatibility; and land use designations consistent with the level of detail associated with general plans. These assumptions were modified periodically as goals and policy direction were solidified by the Joint Powers Commission.

The goals and policies from which the preferred Land Use Plan and alternatives were derived are comprehensive and analogous to base redevelopment. The team was directed by the JPC to incorporate the following objectives within the land use plan: support continued operation of the military base; emphasize job creation; maximize joint use of airfield for civilian aviation; create non-competing land uses; support public service facilities; preservation of the historic and environmental character; and maximize potential reuse and economic development opportunities.

Through the planning process, the team integrated not only the goals and policies of the JPA, but also additional planning considerations and influencing factors. Primary considerations with the creation of the reuse land use plan were: civilian aviation use; development of economic benefit without creating competing land uses; land use compatibility with military operations and adjacent land uses; and supporting uses inclusive of historical elements and assets. Other elements were considered relative to environmental setting and infrastructure.

The team approached the Land Use Plan by segregating the area into the subareas, each with distinct geographical characteristics. The most developed portion of the non-cantonment area is the *Northeast Area*, which is part of the main base and immediately adjacent to the cantonment area. *West March* consists of the entire base property west of Interstate 215 and is primarily undeveloped and contains various environmental elements and habitat. The area prime for civilian aviation use is the *Southeast Area*, which is under-utilized and immediately adjacent to the aviation field cantonment area. Furthermore, the team recognized that reuse and intensification of land uses within each subarea may affect and influence neighboring areas. Therefore, the team established "Planning Areas" to denote such areas of influence outside the cantonment and non-cantonment areas.

While drafting the plan, the team held various public forums to encourage public input and participation with the development of the land use reuse plan. This part of the process was designed to permit maximum involvement of the community affected by base reuse. The involved parties included: the Joint Powers Authority (JPA), as represented by members of the Joint Powers Commission (JPC); the Technical Advisory Committee (TAC); 12 TAC Subcommittees each with specific charges; and the communities of the four member jurisdictions. In addition to the numerous meetings the team held with the aforementioned

parties, two planning workshops were conducted with the public at-large, and public presentations made at public meetings within each member jurisdiction.

Based upon the planning process, inclusive of public participation and JPC direction, the team refined the Land Use Plan into three composite plan alternatives and one alternative constrained by the Stephens' Kangaroo Rat (SKR) habitat management area. The concluding phase of the planning process was the creation of a *Preferred Community Land Use Pattern*, which was presented to the Air Force as the preferred land use alternative to be analyzed within the base reuse documents, including the Environmental Impact Statement (EIS). However, the acceptance by the Air Force of the preferred land use alternative, and its inclusion within the Master Reuse Plan, does not propose that the plan represents the "final" land use plan for the base. Summaries of the Preferred Community Land Use Pattern and alternatives are identified within Exhibit 8 of the Land Use Plan.

While the Land Use Plan component of the Master Reuse Plan satisfies the criteria as set forth in the base reuse planning process, other phases of the base reuse implementation process must be satisfied. Additionally, specific tasks relative to land use authority and implementation must be accomplished to satisfy the criteria set forth within the California Government Code. Inclusive of this process is the need to develop a General Plan, and subsequent actions may include adoption of development code/zoning, consistency zoning and/or specific plan, and capital improvement plans.

In July of 1996, the JPA adopted a California Redevelopment Project Area to assist the redevelopment and reuse of the property based upon the Land Use Plan. Enabling legislation, Assembly Bill 3769, specifically authorized the establishment of a Redevelopment Project Area to effectuate the redevelopment plan of the base. The establishment of the Redevelopment Project Area will facilitate the implementation and economic development opportunities of the base.

Other considerations relative to implementation of land use and reuse for the base include: market feasibility; feasibility study of joint use aviation conducted by SCAG/FAA; infrastructure and circulation studies; planning design standards; possible no-joint use aviation facility; and final disposition and ultimate implementation of facility reuse requests. Future planning activities will assess the final disposition of the previously cited elements, and the findings of these actions incorporated into the planning implementation documents. Final details are being completed for the SCAG/FAA joint use feasibility study which endorses the need and viability of establishing a joint use civilian aviation airport at March. Future marketing studies, plans and documents will be conducted and ultimately reflect the findings of final actions and determinations.

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LAND USE PLAN

MARCH AIR FORCE BASE MASTER REUSE PLAN

I. INTRODUCTION

A. Project Setting

March Air Force Base (MAFB) covers approximately 6,500 acres in Western Riverside County and is located a few miles south of State Highway 60 and on both sides of Interstate 215 (see Exhibit 1). A military base almost continuously since 1918, March AFB currently serves as an active duty aerial refueling and deployment base, as well as the home for Air Force Reserve and California Air National Guard units. Surrounding communities include the cities of Moreno Valley, Perris, Riverside, and unincorporated land within Riverside County.

The approximately 10,000 military personnel and civilian employees at the base contribute an estimated \$500 million annually to the regional economy according to 1993 estimates by the March Air Force Base Support Group. The 1993 federal decision to "realign" or downscale military activities at March will result in immediate and significant economic loss to the region -- but the release for civilian use of approximately 4,400 acres of land at the base also provides a significant opportunity for long-term development of the March property as a major employment center for the Western Riverside County region. Planning for that development is underway and the first phase has now been completed. This report describes the conclusions of that Phase I planning program.

B. Base Realignment

1. Realignment Decision

Cutbacks in military bases began after passage of the Defense Base Realignment and Closure Act in 1988. Although spared in the first two rounds of cuts in 1988 and 1991, MAFB was among the bases selected to be closed or "realigned" in 1993. The base is to be realigned, or downscaled and converted from an active duty to a Reserve Base, effective April 1, 1996. The Air Force will retain

a portion of the base (about 2,100 acres) for continuing military operations; this is called the "cantonment" area and is shown on Exhibit 2. All or most of the remaining acreage and properties (about 4,400 acres) ultimately will be disposed of through conveyance, sale and other methods.

2. Requests and Screening

Federal law requires that buildings and land not needed for the base's new mission are to be released for reuse to other military, public and/or private interests. The Air Force will make these reuse decisions, following a lengthy screening process, based on written requests for properties or land. By law, priority consideration of these requests, in declining order, is as follows:

- Department of Defense (DOD - Army, Navy, etc.);
- Other Federal government agencies;
- Homeless assistance groups and agencies;
- Other economic conveyances;
- State and Local government agencies; and
- private groups and individuals.

Requests for structures at March AFB were submitted for many of the surplus buildings and some of the vacant land. In many cases multiple requests were made for the same building or acreage. Several military reserve units from other branches (Army, Navy and Marines) requested properties both within and outside of the cantonment area.

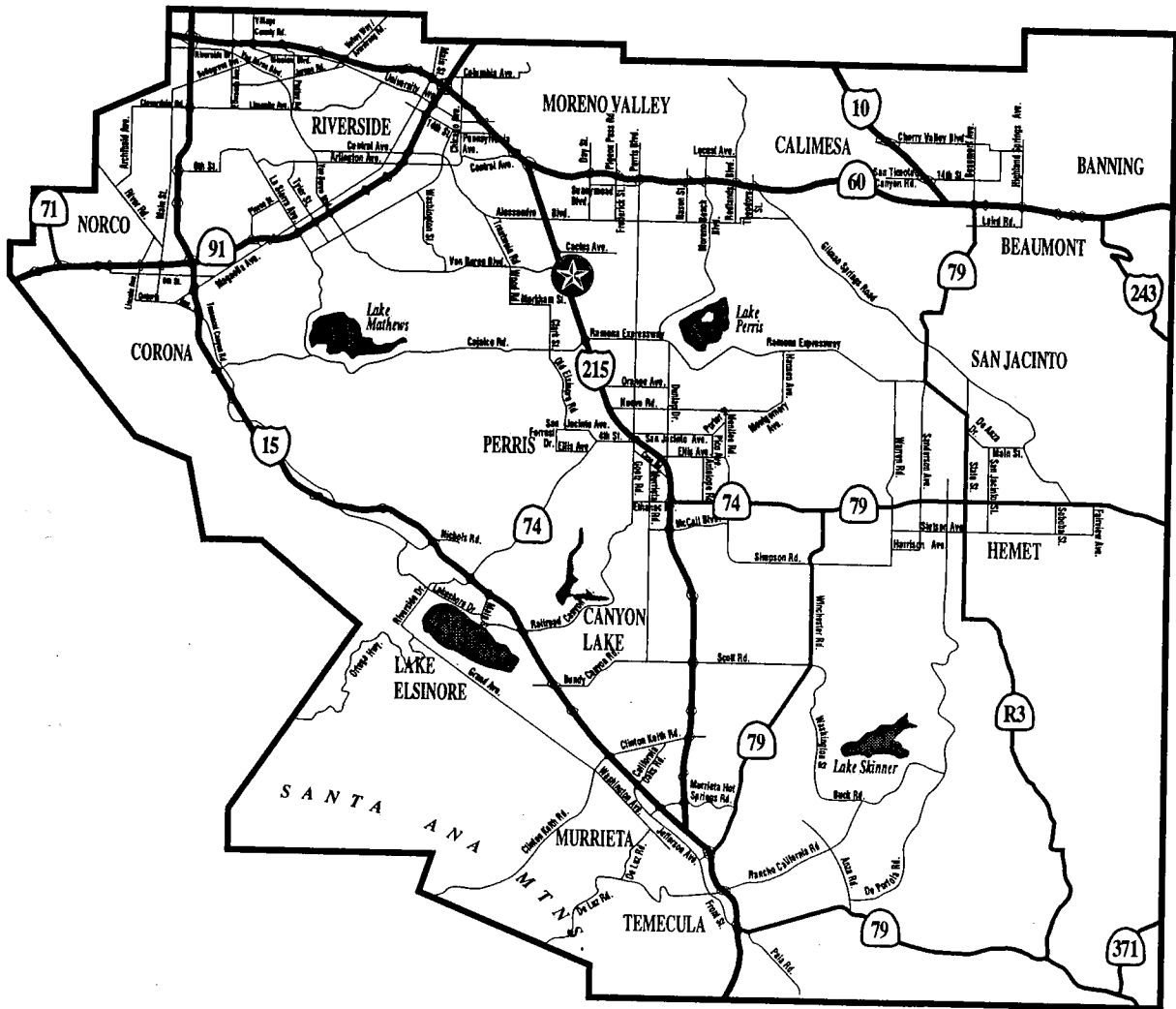
Requests by military reserve units and other federal departments were considered prior to the Secretary of the Air Force issuing a "surplus determination." This surplus determination reserved some of the properties for continued use by DOD entities. They did not create a significant impact on the preliminary land uses proposed for consideration by the March Joint Powers Authority.

3. Military Mission of March Air Force Base After Realignment

Upon realignment in 1996, MAFB will convert from an active duty base to "March Air Reserve Base." The following changes will be made in the base's mission:

- The 452nd Air Mobility Wing (Air Force Reserve), 163rd Air Refueling Group (California Air National Guard), the Air Force Audit Agency, and the Armed Forces Radio and Television Services (DOD) will remain. Based on the surplus determination, other military reserve units will also occupy buildings and property outside the cantonment area of the Air Force Reserves.

Exhibit 1 VICINITY MAP



LEGEND

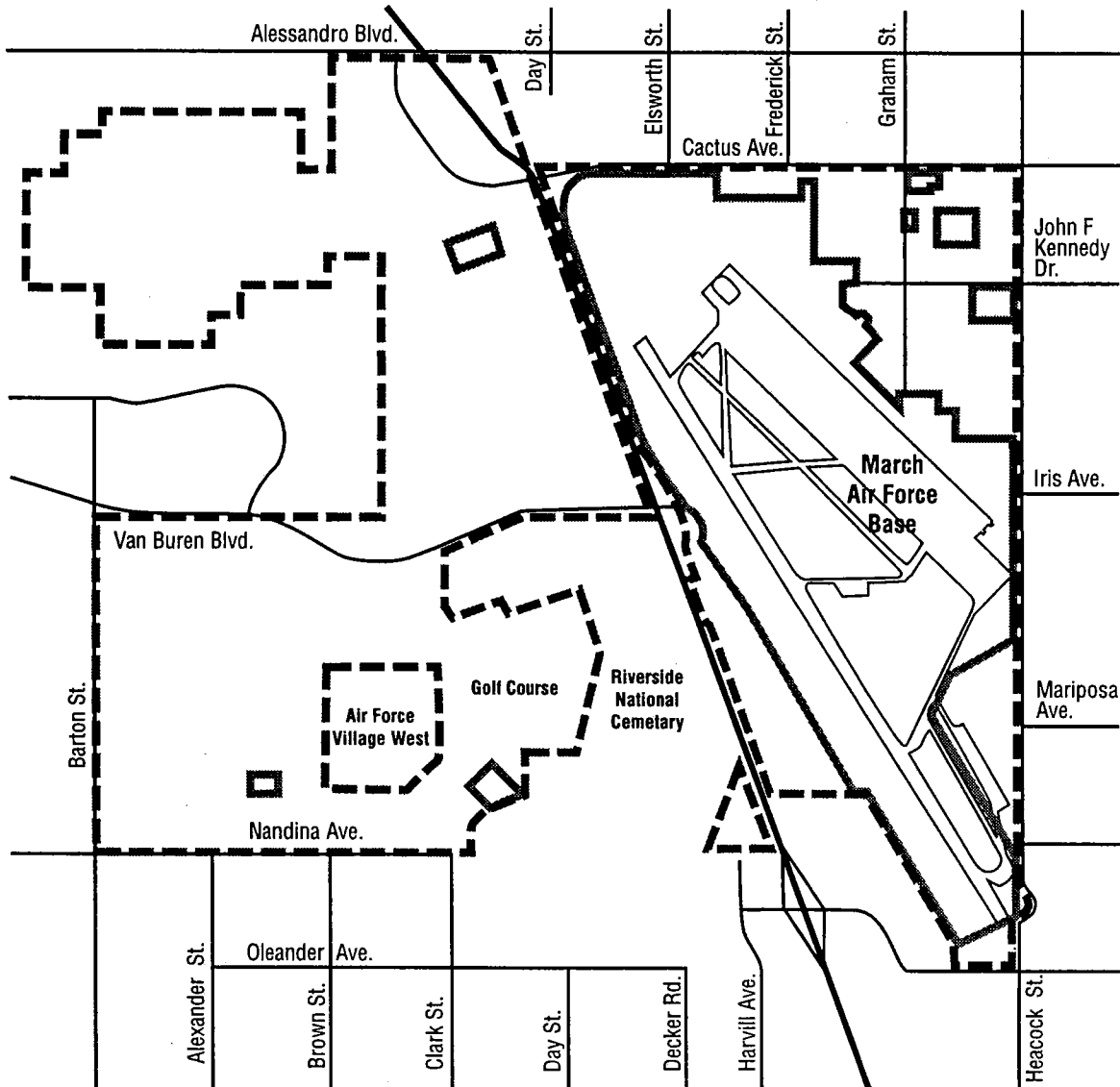


Master Reuse Plan Area





Exhibit 2 BASE MAP



LEGEND

- Roads
- Cantonment Area
- - - Base Boundary



- The Army Corps of Engineers Unit, the U.S. Customs Aviation Operations Center West, and the Drug Enforcement Agency aviation unit will remain.
- The 722nd Air Refueling Wing will be inactivated, and the KC-10 Active Duty unit, along with the Reserve personnel of the 79th Refueling Squadron, will be transferred to Travis Air Force Base, California.

In the Spring of 1996, the 452nd Air Mobility Wing (AMW) will assume missions now performed by the active duty force. This will include refueling aircraft around the world and airlifting equipment and cargo, as well as flying medical air evacuation missions.

In addition to daily routine flying missions, the 452nd AMW will continue its mission of airlifting the 1st Marine Expeditionary Force from Camp Pendleton to anywhere in the world within 72 hours. U.S. Army contingency transportation needs are now also under review.

The 163rd Air Refueling Group of the California Air National Guard will maintain the capability to conduct air refueling operations in all parts of the world. In addition, the 163rd ARG provides assistance to the State of California, responding to state emergencies upon the Governor's request.

March AFB has been designated by the Department of Defense as one of three repatriation centers on the West Coast, as well as one of the medical air evacuation centers for the Pacific Theater. The base also has been designated by the Federal Emergency Management Agency (FEMA) as a mobilization site for federal and state disaster support.

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LAND USE PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

II. REUSE PLANNING PROCESS

A. Planning Phases

1. Phase I

The Phase I plan represents the first of several stages in planning for the reuse of areas to be made available at March Air Force Base (AFB). The primary purposes of the first phase were to initiate the reuse planning process and to prepare alternative scenarios for the Air Force Center for Environmental Excellence (AFCEE) to assess in the preparation of an Environmental Impact Statement (EIS). The EIS is required prior to the transfer of any properties from federal ownership.

The principal task in Phase I was to develop alternative land use patterns for the reuse lands which (1) are logical and reasonably feasible based on available information, (2) reflect the consensus of representatives from the four jurisdictions around the base, and (3) include a "Community Preferred" pattern, which reflects the ultimate reuse goals of neighboring communities. A preliminary road circulation map also was developed in this phase. Another major Phase I objective was to provide maximum opportunity for citizen involvement early on in the March reuse process.

The patterns in Section V represent the completion of Phase I and are considered to meet the above objectives.

The next step is to submit these patterns for analysis in the federal Draft Environmental Impact Statement (DEIS). The DEIS was prepared by Earth Technologies Corporation, the environmental consultant under contract with AFCEE to evaluate the impacts of realignment and reuse at MAFB. Use of these alternative patterns is limited to analysis in the DEIS. The Air Force is obligated to analyze the Preferred Alternative in the DEIS and may analyze all or some of the others as well. But the patterns in this report do NOT represent

the "final" land use plan for the base. Many factors which will affect land uses at the base are unknown at this time; information on some of these factors will be provided by the DEIS once it is completed in mid 1995. Other factors affecting land uses will evolve over the long term as development occurs. The ultimate development pattern at March may or may not resemble the patterns included in this Phase I report.

2. Subsequent Phases

Three more phases remain in the March Reuse Plan process before property can be transferred and new development begins after the scheduled realignment date in March 1996. These phases and the principal tasks in each are:

Phase II: Land Use Plan Refinement/Adoption

- Public review of the DEIS;
- Public review, hearings and changes to the land use element of the Master Reuse Plan and supporting documents;
- Review by member jurisdictions of the JPC; and
- Adoption as part of the "Master Reuse Plan" by March Joint Powers Commission (JPC).

Phase III: Plan Implementation Analysis

- Expanded planning studies and analysis, including conformity to California General or Specific Plan requirements;
- Development of specific implementation plans for:
 - Airport Joint Use
 - Utilities
 - Infrastructure
 - Circulation
 - Housing
 - Public services
- Some of these plans may be completed prior to the JPC's consideration of the Master Reuse Plan. If they are completed, the JPC may consider adopting them as supporting documentation for the implementation of the Reuse Plan.

Phase IV: Financing Plan

- Preparation of development and infrastructure financing plan.

B. Community Involvement

The reuse planning program, including the first and second phases of the plan's development, is structured to allow maximum involvement by the local public and private sectors, as follows:

1. Involved Parties

a. March Joint Powers Authority (JPA)

With the announcement of the March realignment, the March JPA was formed, consisting of the four adjoining jurisdictions:

- 1) City of Moreno Valley
- 2) City of Perris
- 3) City of Riverside
- 4) County of Riverside

b. Joint Powers Commission (JPC)

To govern the JPA, a Commission was designated. Each jurisdiction's legislative body appointed two members from its City Council or the Board of Supervisors. The eight person Commission is the decision-making body of the Authority.

c. Technical Advisory Committee (TAC)

There are five voting members serving on the TAC. The TAC is comprised of each member jurisdiction's City Manager/Chief Administrator (or his/her designee), and the designee of Representative Ken Calvert, whose congressional district includes MAFB. The Air Force's Base Transition Coordinator, and the Executive Director of the Western Riverside Council of Governments are non-voting ex-officio members of the TAC. The TAC advises JPC on policy, program, budget, and other administrative issues.

d. JPC Subcommittees

To guide the base realignment process, 12 subcommittees were formed consisting of members from various agencies and the public at large. The committees were organized to permit early and continuing public participation and input in the reuse planning process. These subcommittees were given specific charges, as identified by their titles:

- 1) Air Force Village West/Residential
- 2) Airport Development
- 3) Community Involvement and Education
- 4) Economic Development
- 5) Environmental Analysis
- 6) Historic Preservation
- 7) Homeless Assistance Application Review
- 8) Housing/Community Services
- 9) Infrastructure
- 10) Land Use
- 11) Parks and Recreation
- 12) Retired Military

e. March Planning Team

The JPA contracted with the Western Riverside Council of Governments (WRCOG) to conduct Phase I planning. To accomplish this task, WRCOG organized the Planning Team, consisting of a senior level planner or other staff member from each JPA member jurisdiction and three planners from WRCOG.

f. Public Participation

Phases I and II included various forums to provide opportunity for public participation in an effort to maximize public input. Emphasis on public involvement also will continue during later stages of the reuse program.

Citizen Participation efforts in developing the Land Use Plan in Phases I and II included numerous opportunities for unstructured public input:

- Kickoff workshops in Moreno Valley, Perris, and Riverside;
- Frequent meetings of the JPC, TAC, and subcommittees, including public comments on the evolving Phase I preferred plan and alternatives;
- Two planning workshops involving the public and members of the subcommittees on June 21 and July 20, 1994;
- Presentations by Planning Team members before the three City Councils and the Board of Supervisors;
- Articles on upcoming Phase I activities in the WRCOG newsletter and in area newspapers;
- Numerous update presentations at City Councils and Board of Supervisors meetings; and
- Public comments received at JPC meetings.

C. Planning Process Used

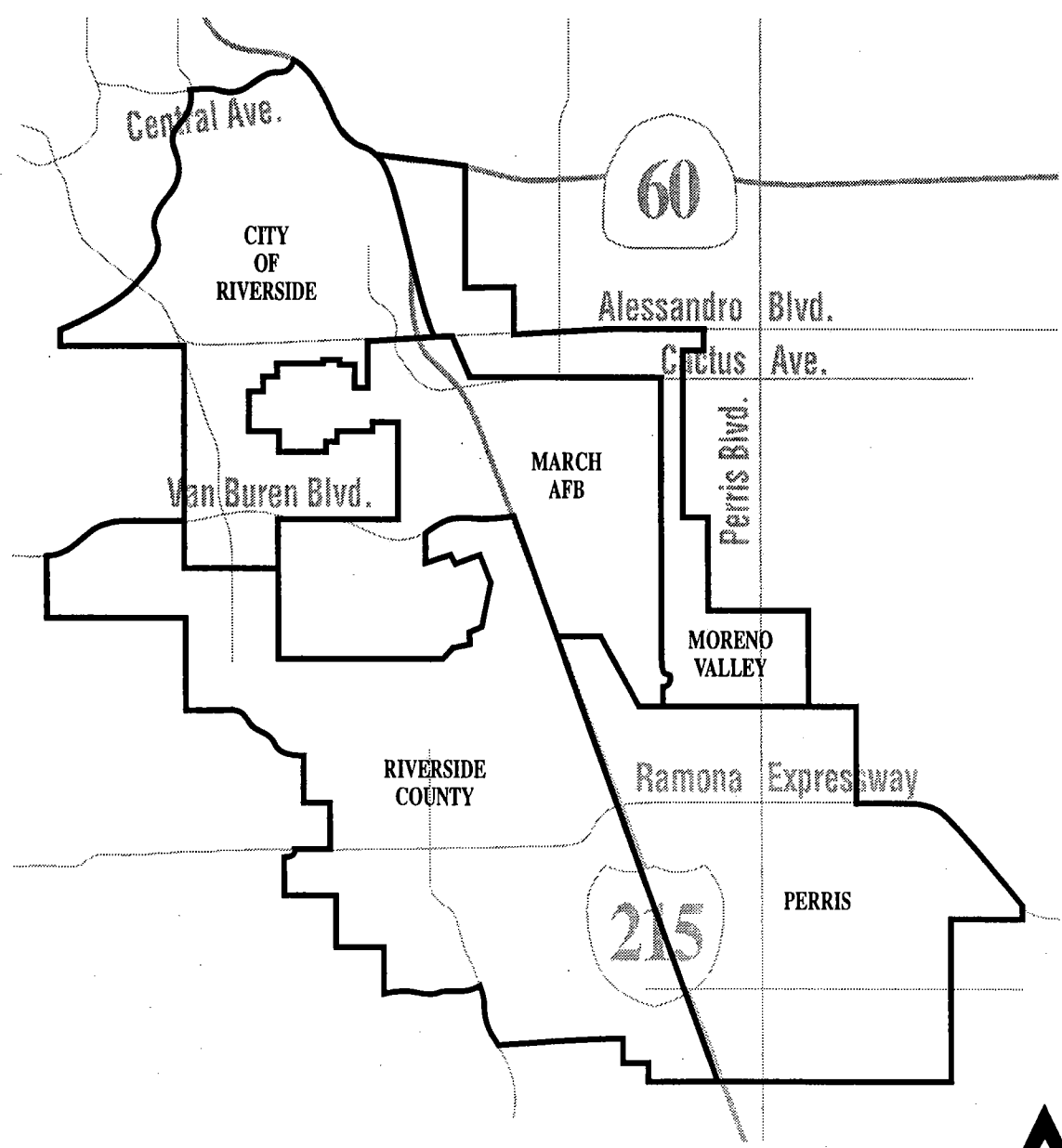
1. Planning Assumptions

The Planning Team began its work with a list of working assumptions to guide the Team in developing land use alternatives. Modifications were made as JPC goals and policy direction solidified during the planning process. The initial assumptions were:

- a. Land use designations in the alternative plans will be at the typical General Plan level of detail.
- b. Preferred reuses will be compatible with existing or General Planned land uses in areas adjacent to the base.
- c. Reuses will contribute to the continuing military presence on the base when possible.
- d. Reuses must be compatible with the realigned military mission of MAFB.
- e. Preferred reuses will consider job creation and local revenue generation, to the extent the two are not mutually exclusive.
- f. Serious and careful consideration will be given to the wishes of existing land users and owners in areas adjacent to the base.
- g. Cantonment boundaries exist and were finalized by the "Surplus Property Determination" in March, 1995.
- h. Existing structures will be reused to the extent possible.
- i. All or most of the land under current or potential SKR management status will be made available for other uses.
- j. All or most wetlands will be made available, with mitigation, for reuse.
- k. Surface and subsurface contamination can and will be remediated to a level appropriate to any preferred reuse.
- l. Airport activity, either as exclusive military use or as joint use, will continue.
- m. The costs of infrastructure will not be the deciding factor in Land Use decisions.



Exhibit 3 PLANNING BOUNDARIES



- n. Use limitations based on realigned noise contours, including any civilian increment, will for practical purposes be limited to the existing base noise contours. Use constraints imposed by the Clear Zone and Accident Potential Zones will continue to apply.
- o. Land Use designations will be based on market and economic feasibility data available and may be modified in light of subsequent feasibility analyses.

2. Plan Area

The Planning Team identified three distinct geographic subareas for planning purposes:

- The Northeast Area - generally bounded by Cactus Avenue on the north, Heacock Street on the east; and the MAFB cantonment border on the west.
- The Southeast Area - generally located easterly and westerly of the southern portion of the main MAFB runway.
- West March - the portion of MAFB located westerly of Interstate 215.

It was also recognized that reuse and intensification of land uses at March would impact, and be impacted by, existing and planned land uses in neighboring jurisdictions, including city or county land beyond properties immediately abutting the MAFB boundary. As a result, local officials identified a broader "Planning Area" to denote the affected area (see Exhibit 3).

3. Plan Refinement

Three alternative concept plans for each subarea were presented to a joint session of all subcommittees and subsequently to the JPC. The primary purpose at this stage was to stimulate discussion on the types of land uses that the community wished to pursue for surplus MAFB properties.

The next stage of plan development consisted of refinement of the alternatives, into three composite plan alternatives and an additional alternative to recognize the current limitations on west MAFB due to the Stephens' Kangaroo Rat (SKR) management area. Land use interrelationships were assumed relative to basic assumptions, such as the various types of joint aviation development which might occur on the base. Composite refinements were based on input provided by individuals, subcommittee review, and by policy direction from the JPC.

The final stage of Phase I planning resulted in the preparation of a preferred community land use pattern for presentation to the Air Force as the preferred

land use alternative to be analyzed in the MAFB realignment EIS. An alternative preferred pattern, as well as two patterns which acknowledge the possible continuing presence of SKR land on the base, were also prepared by the Planning Team. The four alternatives were again refined following public and JPC review. Each of the four patterns is described and compared in Section V. of this report.

D. Plan Approval

1. The "Land Use Plan" component of the Master Reuse Plan was approved unanimously by the March JPC at its regular meeting on December 6, 1996. This approval stipulated that the Master Reuse Plan is a policy document that is susceptible to change prior revision and refinement prior to (a) Air Force disposition of the property, and (b) completion of a "General Plan" that meets the full requirements of California law.
2. The "Land Use Plan" was revised by the March JPC at its regular scheduled meeting on October 2, 1996. The following revisions were unanimously approved by the Commission:
 - a. Refinements to property requests supported to be transferred from the Air Force to the U.S. Army;
 - b. Refinements to the surplus property determination that released property for reuse associated with the Army/Air Force Exchange Service (AAFES); and
 - c. Refinement to the proposed property lines on the western portion of the base related to disposition of property for the Riverside County Public Safety Training Center, expansion of the Riverside National Cemetery, expansion of Air Force Village West, and the boundary limits of the Proposed March Regional Park.

None of these recent refinements affect the land uses previously approved in the "Land Use Plan." These changes are also reflected in the approved "Property Disposition Plan."

LAND USE PLAN

MARCH AIR FORCE BASE MASTER REUSE PLAN

III. GOALS AND POLICIES

A. JPC Goals

The March Joint Powers Commission (JPC) adopted goals statements to guide the development of the Master Reuse Plan in June, 1994, which are listed below. The objectives and strategies statements, printed in italics, describe approaches and methods of achieving the adopted goals. The objective and strategy statements are staff interpretations of JPC discussions, and are not included as being formally adopted by the Commission:

1. COMMUNITY INTERESTS

- a. Protect the interests and existing commitments to adjacent residents, property owners, and local jurisdictions in planning new land uses.

Objective: To the extent feasible, involve local residents, property-owners, and businesses in the reuse planning process.

Strategy: De-emphasize commercial retail uses that are adequately provided in neighboring jurisdictions.

- b. Consider the compatibility with reuse requests that are submitted and approved as a result of the screening process for the identified surplus properties at March Air Force Base (AFB). Encourage the location of public uses that offer a public service that is compatible with needs of the adjacent jurisdictions.

2. ECONOMIC DEVELOPMENT

- a. Support private investment that can create new property taxes, sales taxes, and increased local spending.

Strategy: Designate an area in the reuse plan that would be suitable for the location of a destination recreation or theme park facility.

- b. New, reuse, and joint use opportunities should maximize the enhancement of local revenues.

Strategy: Facilitate the development of a Southern California Emergency Services Center.

Strategy: Minimize housing development areas that would not facilitate the creation of permanent jobs.

- c. Encourage the creation of public/private partnerships that will invest in the implementation of an ultimate March AFB Reuse Plan.

3. ENVIRONMENT

- a. Support actions to attain a clean environment at and around March AFB.
- b. Implement the requirements of federal, state, regional, and local regulations, that apply to water and air quality, wetlands, endangered species, and other environmental considerations.

Objective: Where possible, combine the requirements of federal and state environmental regulations.

Strategy: Pursue the release of lands designated as suitable endangered species habitat through a process of land trades for more and better habitat.

4. HISTORIC PRESERVATION

- a. Support the USAF commitments to maintain the integrity of the March AFB Historic District.

Objective: Support a coordinated approach to planning for the entire historic district.

Strategy: Continue to utilize the housing units at Green Acres for housing or for limited commercial (office use) development.

- b. Support the retention and expansion of the March AFB Museum.

Strategy: Allow for the March Field Museum, including possible expansion, in the land use plan.

5. JOBS

- a. Replace lost jobs with new and expanded employment opportunities.
- b. Support the development of educational and specialized facilities that will train persons for new and improved employment opportunities.

Objective: Reduce commuting to Orange and Los Angeles Counties by making available new and expanded job opportunities in the public and private sectors.

Strategy: Minimize housing development as a reuse strategy for March AFB.

6. JOINT USE/AVIATION

- a. Maximize joint use (military and civilian) opportunities at airport-related land and facilities.

Strategy: Do not permit the location of any housing areas where there would be conflicts resulting from noise, accident potential, or non-complementary land use development.

- b. Support new uses and reuses that do not preclude air-related joint use with the U.S. Air Force Reserves.
- c. Emphasize the development of aviation uses other than federal aviation, such as commercial and/or freight carrier services.

Objective: Determine the market feasibility of joint use either as a commercial passenger or a commercial freight airport.

Strategy: Set aside properties where joint aviation uses or commercial and industrial land uses relating to aviation activities can be accommodated.

7. NATIONAL DEFENSE

- a. Planning and project implementation should always consider the importance of March AFB to the overall needs of the national defense.

Objective: Assure that the land use planning effort considers the long-term needs of the Air Force Reserve in terms of encroachment, noise, accident zone, constraints, etc.

Strategy: Support the location of additional military reserve functions, where on a case-by-case basis the activity is deemed to be beneficial to the overall reuse plan.

Strategy: Concentrate military reserve uses in designated areas in the reuse plan.

8. PARKS/OPEN SPACE

- a. Develop active and passive open space areas that offer community recreational opportunities and open land areas for public enjoyment.

Strategy: Designate an appropriate location on the land use plan suitable for a regional sports facility.

Strategy: Maintain the USAF Golf Course on west March, and facilitate land uses that will complement the golf course.

9. PLANNING

- a. Work to resolve conflicts that would otherwise delay or negatively impact the reuse planning and redevelopment processes.

Strategy: Minimize the designation of retail uses that would compete with the existing retail developments in the surrounding jurisdictions.

- b. Plan for the economic use, reuse, and joint use of those areas of March AFB outside of the cantonment area.

Strategy: Avoid land use plan designations that would permit the development of new housing units.

- c. Consider the impacts on and from the areas adjacent to March AFB as identified by the four member jurisdictions as the "planning areas."

Strategy: Maximize the potential for aviation related land uses.

10. REDEVELOPMENT

- a. Eliminate blight and generate new development within the confines of and adjacent to March AFB.

Objective: Secure state enabling legislation that would permit the creation of a redevelopment agency and a project area at March AFB.

11. SERVICE PROVISION

- a. Facilitate the provision of public services, i.e., sewer, water, streets, and public safety, to be provided in an efficient and cost-effective manner.

Objective: Coordinate the transition of the different public services from USAF provision to public service providers.

Objective: Support requests for public benefit transfer of the infrastructure, where appropriate.

- b. Plan for the demands for all public services necessary to support new uses, reuse, and joint use at March AFB.

12. TRANSPORTATION

- a. Maximize the development potential as a regional Intermodal Transportation facility to support both passenger and freight-related air services.

Strategy: Consider the location of a Metrolink Station on property being planned for reuse.

Strategy: Consider a desirable site for an intermodal transportation center on property being planned for reuse.

B. JPC Policy Direction

In reviewing the land use concepts on July, 1994, the JPC provided the following additional policy direction to the Planning Team:

1. Support continued use of March as a military base.
2. Emphasize job-creating land uses which provide a wide range of job types and opportunities.
3. Maximize potential for joint military and civilian aviation uses on base property and on land in adjacent planning areas. Also maximize aviation support uses and aviation commercial uses in these areas.
4. Eliminate new residential land use designations on base land. Retain and accommodate some expansion of Air Force Village West. Accommodate expanded low/moderate income housing in surrounding communities.
5. Limit amount of land designated for local retail commercial uses.

6. Accommodate a potential theme park or other major destination-recreation use.
7. Accommodate a possible regional sports complex at a western subarea site with good access. Limit existing recreation facilities in the northeast subarea to community park uses, or provide for alternate uses. Provide opportunity for trails system within the western subarea.
8. Provide opportunity for development of a Transportation Center to capitalize on range of transportation available on site (air, rail, ground transit and automobiles/trucks). Accommodate potential for development of transportation-related technology.
9. Provide opportunity for location of a Regional Emergency Service Center.
10. Retain the existing golf course.
11. Provide for military reserve uses within a concentrated area to allow maximum flexibility for civilian reuses.
12. Maximize the potential reuse of existing facilities.

In reviewing the refined land use composites in August, 1994, the JPC provided the following additional policy direction.

1. Locate the Destination Recreation site adjacent to I-215 at Van Buren Boulevard in a manner which will (1) accommodate a transportation center in the northwest corner, and (2) accommodate possible use of the Destination Recreation site as a transportation-related theme park in conjunction with the transportation node and the March Field Museum.
2. Designate the Van Buren/I-215 intersection as a "special entry statement area" to denote that special design and use standards will be applied there during the site planning stage.
3. Reduce retail commercial acreage along Van Buren and elsewhere to avoid competition with existing or planned retail development in adjacent communities.
4. Note in text that uses, signage, etc. on the north side of Van Buren west of I-215 and areas next to the National Cemetery must be compatible with the Cemetery.
5. Use the Historic District land use designation for Green Acres.

6. Reduce the acreage in the Open Space designation at the Heavy Weapons Storage Area, but generally increase the use of open space in West March by promoting the use of open space as a visual amenity in all land use designations.
7. Provide additional protection for wetlands.
8. Retain the community recreation designation in the northeast and expand the use by eliminating the band of Aviation Commercial south of the park to the cantonment boundary.
9. Configure the expansion area for Air Force Village West to the north and south of the existing site, as in the SKR Fully Constrained Composite.
10. Retain the Regional Sports Complex site at or near the southeast corner of Van Buren and Barton Street.

At subsequent review in August, 1994, the JPC reviewed the land use patterns and provided the following direction:

1. The JPC discussed its previous policy regarding the provision of residential uses. JPC staff was directed to examine rehabilitation as well as demolition costs of Arnold Heights housing (northwest sector of March AFB). If feasible, some or all of these units might be considered in meeting housing set aside requirements should a March AFB redevelopment authority be established. The Planning Team also was directed to note this issue in the text.
2. Eliminate the Commercial (C) designation along Alessandro Boulevard west of I-215 and replace it with Industrial.
3. Identify land use designations adjacent to the base property on the land use maps.
4. Note in the text that design standards will be required to ensure compatibility among adjoining uses, e.g., buffering requirements between the Orangecrest residential development in the City of Riverside and the adjoining Business Park uses proposed in the Preferred Land Use Pattern.
5. Eliminate or modify the job generation figures in the jobs/acreage matrix because the currently reflected numbers are too high and misleading.
6. Clarify in the text that ancillary Commercial (C) uses will be permitted within Transportation Centers.
7. Clarify in the text that the JPC supports job training and educational uses at March and that such uses will be permitted where appropriate.

8. Note in the text that the JPC is sensitive to the Air Force Reserve's concern about use restrictions in Accident Potential Zones and the impacts of aircraft noise and overflights on planned land uses, particularly in the northwest area. Note that future development proposals in the affected areas will need to address and mitigate these issues.

In September, 1994, the Commission provided the following additional direction:

1. Modify the Preferred Pattern to expand the Regional Recreation and Sports Complex and provide frontage on Van Buren Boulevard by deleting the abutting 53-acre "Office" area and adding it to the complex.
2. Discuss the land use consequences if civilian aviation uses at the base ultimately prove to be infeasible.

In January, 1995, the JPC considered reuse requests by DOD agencies and other federal departments. The Commission made the following recommendations to the Air Force:

1. Support the request for buildings by the Navy and Marine Corps Reserves.
2. Support the request for buildings by the Army Reserve (63rd ARCOM).
3. Support the request for land by the California Army National Guard.
4. Request that all military vehicles be stored inside the cantonment area in a shared facility.
5. Request that the Reserve units arrange the cooperative use of the existing vehicle maintenance facility inside the cantonment area.
6. Request that all properties be transferred to the JPC, which in turn would lease them back to the military users. This would enable the JPA to maintain some control over landscaping, fencing, and other aesthetic interests.

In April, 1995, the Commission discussed the draft Land Use Plan in relation to the federal surplus property determination and added the following policy amendments:

1. Support the request for 180+/- acres to support expansion of the Riverside National Cemetery by the Veterans' Administration.
2. Designate on the Land Use Plan approximately 15 acres in the northeast corner of the base for a future site for a California Army National Guard Armory.

LAND USE PLAN

MARCH AIR FORCE BASE MASTER REUSE PLAN

IV. PLANNING CONSIDERATIONS

A. Principal Considerations

Several categories of general considerations or assumptions have underlain the land use plan preparation process. While some considerations were assumed from the onset, others were added or evolved through community or Joint Powers Commission input. The general categories and descriptions of plan considerations are listed below.

1. Aviation Use

The Planning Team looked at alternate aviation assumptions as driving factors in the development of plan alternatives. They were:

- a. Military Air Use - This concept envisioned no joint use of March Air Force Base (AFB). Only Air Force Reserve air operations would occur at the Base.
- b. Passenger Air - This concept assumed that ultimately there would be commercial passenger air service jointly using March AFB with the Air Force Reserve.
- c. Cargo Air - This concept assumed that joint civilian/military use of March AFB would consist of Air Force Reserve activities and civilian air cargo uses. No commercial passenger air service was envisioned.

A combination of the latter two alternatives could be accommodated but was not specifically considered.

2. Economic

A basic premise of the planning process was to develop land use alternatives that would not be in direct competition with existing and planned developments

in surrounding communities. To this end, it was determined that existing regional commercial centers such as TownGate, Canyon Springs, and Mission Grove will essentially satisfy regional commercial needs for the foreseeable future. As such, no plan alternative accommodates this type of commercial use.

Another example of competing land use not accommodated in any of the plan alternatives is general aviation (private aircraft operations).

All plan alternatives propose significant amounts of industrial, business park and office land uses. These acreages may appear to be competitive considering the fairly large tracts of similarly planned lands in surrounding communities. These designations are not considered as competing, however, and are based on an assumption that growth trends in this region will continue to require additional industrial, business and office lands to meet long-term economic conditions and growth demands. As the currently housing-rich Inland Empire matures it is assumed that additional jobs producing growth will occur. This type of growth is not dependent on the demographic characteristics that determine growth in retail commercial expansion.

3. Land Use

a. Compatibility With Continuing Military Operations

A main consideration throughout the planning process was to design land use patterns that will be compatible with March AFB operations and the continuing use of March AFB as a military base. To the extent possible, land use designations minimize the introduction of new residences, which is the use least compatible with aircraft operations. Other uses also will be governed by height, light reflection, electronic interference and other standards compatible with military operations.

The Planning Team took into account the recommendations of the Air Installation Compatible Use Zone Report (AICUZ) for March AFB which sets out guidelines to minimize conflicts between aircraft operations and surrounding development. Industrial and business park uses are generally considered compatible by the AICUZ and have been considered for the majority of the reuse area that is impacted by March AFB flight operations.

b. Compatibility With Adjacent Land Uses

The Planning Team, composed primarily of local planners, is familiar with the surrounding communities' existing and planned land uses. The team recognized that specific planned developments, redevelopment project areas, major regional commercial centers and other sensitive land uses surround the March AFB project area; compatibility with these uses

was considered from the onset of planning. The four land use alternatives presented in this report are considered to be compatible with adjacent land uses, although it is recognized that general development standards will have to be formulated to specifically address land use compatibility issues. However, development standards were not proposed in Phase I because the JPC had not yet addressed how, or by whom, ultimate land use and development proposals will be reviewed and approved.

In mid 1995, the Commission proposed to transfer all land use authority of the March AFB area to the March Joint Powers Authority (JPA). This action was completed March 11, 1997.

c. Accident Potential and Clear Zones

Portions of March are affected by the Accident Potential Zones and Clear Zone (APZ/CZ) extending north and south from the main runway. Within the CZ no development is permitted due to the high risk of accident from aircraft operations; all plan alternatives recognize this fact and no land uses are proposed other than open space. Within the APZs, however, the degree of risk of accidents is sufficiently reduced as to allow lower intensity development. Industrial or other uses that do not attract large numbers of people are acceptable. The determination of compatibility is based primarily on the Air Force's AICUZ Report for March AFB.

d. Historic District

The Green Acres housing development in the Northeast portion of the plan area has been nominated as a National Register Historic District. It has been assumed that this designation will be confirmed and as such the area is shown on all alternatives as an historic district. Future uses of the area will be subject to appropriate historic review processes.

e. Homeless Assistance

It is acknowledged that the disposition of real property must consider the unmet needs of Homeless Assistance providers in the region. It is the responsibility of these providers to solicit property after a thorough public awareness program. As a land use issue, the provision of homeless services may relate to housing, commercial/retail activities, office/businesses, or warehousing. All of these uses can be accommodated in the Land Use Plan, and therefore meeting the eventual needs of the Homeless Assistance Plan is not anticipated to be a land use issue.

f. Air Force Village West/Golf Course

Community input and guidance from the JPC identified two existing uses within the plan area which should be continued and perhaps expanded. They are the golf course and the retired officers' housing area, Air Force Village West. Both uses are located in West March, south of Van Buren Boulevard. All plan alternatives retain these land uses.

B. Environmental Considerations

March AFB is affected by a variety of environmental factors that influence existing and future land uses. A great deal of technical information on these environmental constraints is not available at this time. However, this information will be developed as part of the federal Environmental Impact Statement being prepared for the Air Force on the base realignment. Once the EIS is completed, the environmental information can be reflected in future revisions to the Master Reuse Plan and in site designs as development applications are submitted and reviewed. Known or potential environmental constraints are depicted on the Constraints Map (Exhibit 4) and are summarized as follows:

1. Soils and Topography

The topography of the base is generally characterized by rounded ridges and incised drainage on West March, and relatively flat slopes east of Interstate 215. Elevations range from approximately 1,760 feet mean sea level (MSL) in West March, to about 1,465 MSL in the southeast corner.

Two major soil associations exist in the March AFB area: the Cienega-Rockland-Fallbrook association on the western portion of the base, and the Monserate-Arlington-Exeter association on the eastern portion. Large areas in West March and isolated pockets in the southerly portion of the main base have soils that are eligible as "statewide important farmland" soils, and other soils that are "prime farmland" soils when irrigated. However, these soils are not irrigated for agricultural purposes, are covered by existing structures or have been disturbed to some degree by former human activity, and therefore, may not be suitable for classification as "prime" or "statewide important" farmlands.

2. Seismic Hazards

March is located in Southern California, an area well known for its seismic hazards and activity. The main source for potential earthquake damage in the March area is from seismic activity along the San Jacinto fault, about five miles east of the base. Another major fault, considered "potentially active," is the Casa Loma fault, located approximately 1.5 miles southwest of the San Jacinto fault.

The San Jacinto fault is considered to be the most "active fault" within Southern California. March AFB is located in Seismic Intensity Zone III, which has a moderately high potential for strong to severe groundshaking. Extensive damage to structures from intensive groundshaking could result from a major seismic event occurring along the San Jacinto fault. Other regional faults of significance which could affect the base in terms of groundshaking are the San Andreas and Lake Elsinore faults. The San Andreas is an "active" fault, and is located approximately 15 miles northeast of the base. The Lake Elsinore fault is considered "potentially active", and is located about 17 miles southwest of the base.

Many structures on the base apparently were not built to current seismic building codes, although the base hospital has been retrofitted for earthquake safety due to its status as a "critical" emergency facility. Future determinations regarding the suitability of various specific land uses at specific locations on the base will need to consider safety and disaster recovery, especially any uses involving large concentrations of people or uses considered to be "critical or essential" facilities, such as an emergency service center.

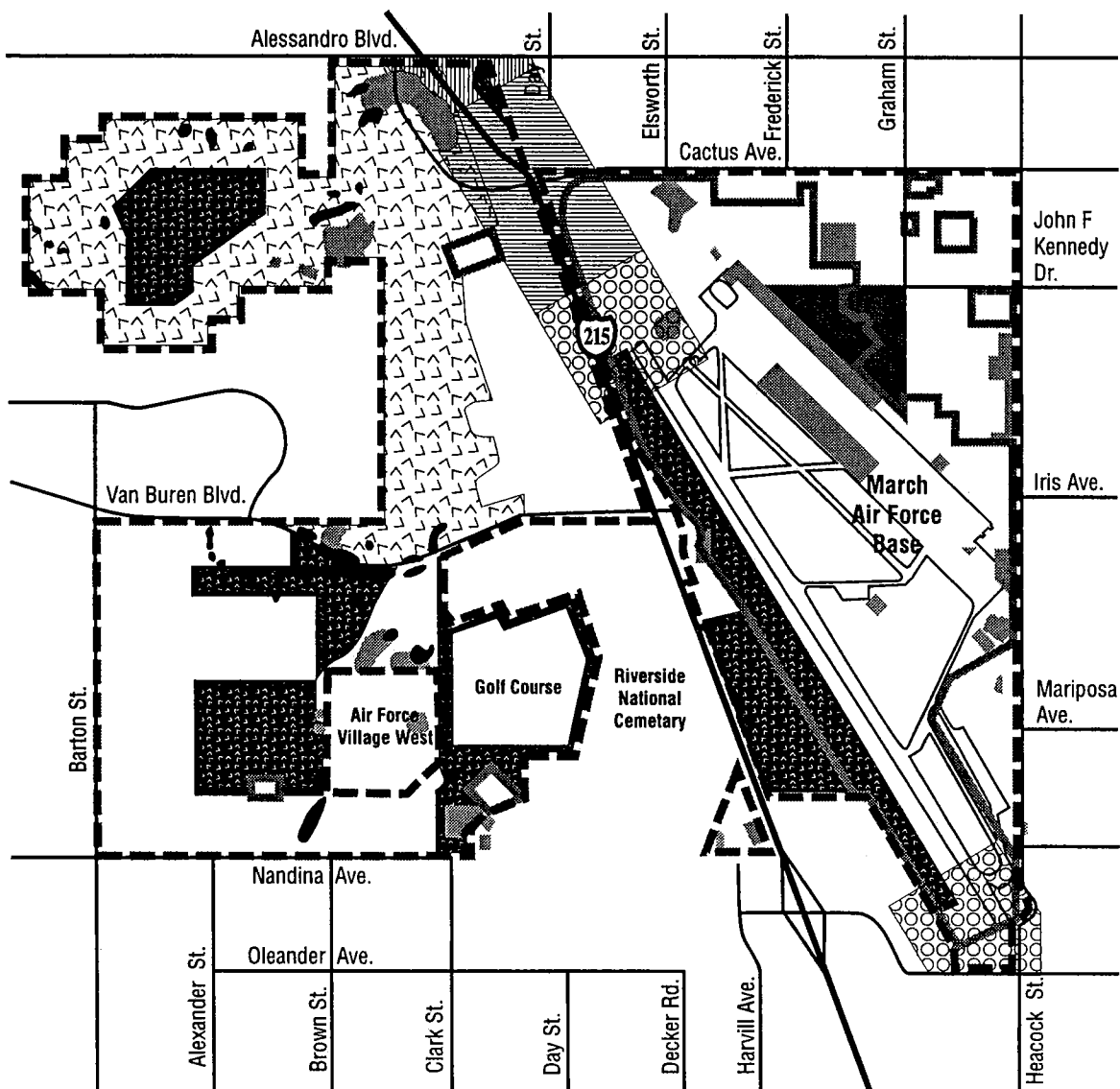
3. Drainage and Flood Plains

In general, surface water runoff from March AFB is directed southeast through a series of storm drains and surface drainage ditches. Storm sewers and other drainage facilities and improvements on the base are minimal. The primary drainage facilities are the Cactus storm drain channel which runs in an east-west direction parallel to Cactus Avenue along the northern boundary of the main Base, and the Heacock storm drain channel which runs north-south adjacent to Heacock Street along the eastern perimeter of the main Base; both are unlined and have been designated as "wetlands" (i.e., "waters of the United States"). These unlined drainage channels flow into the Perris Valley Storm Drain. The Cactus Channel has very little capacity, and the Heacock Channel is in need of upgrade to accommodate the increased flows attributable to development in the adjacent community of Moreno Valley. All drainage and channels on base connect into either the Heacock or Perris Valley storm drains.

March AFB is within the San Jacinto watershed, which encompasses about 760 square miles. The main base is surrounded by areas within the 100-year flood plain as designated by the Federal Emergency Management Agency (FEMA). On base, areas subject to 100-year floods are located along the northern and eastern boundary, as depicted on Exhibit 5. The unlined natural drainage and channels on the base may become flood plains during inundation by 100-year flood events.

Exhibit 4

CONSTRAINTS MAP



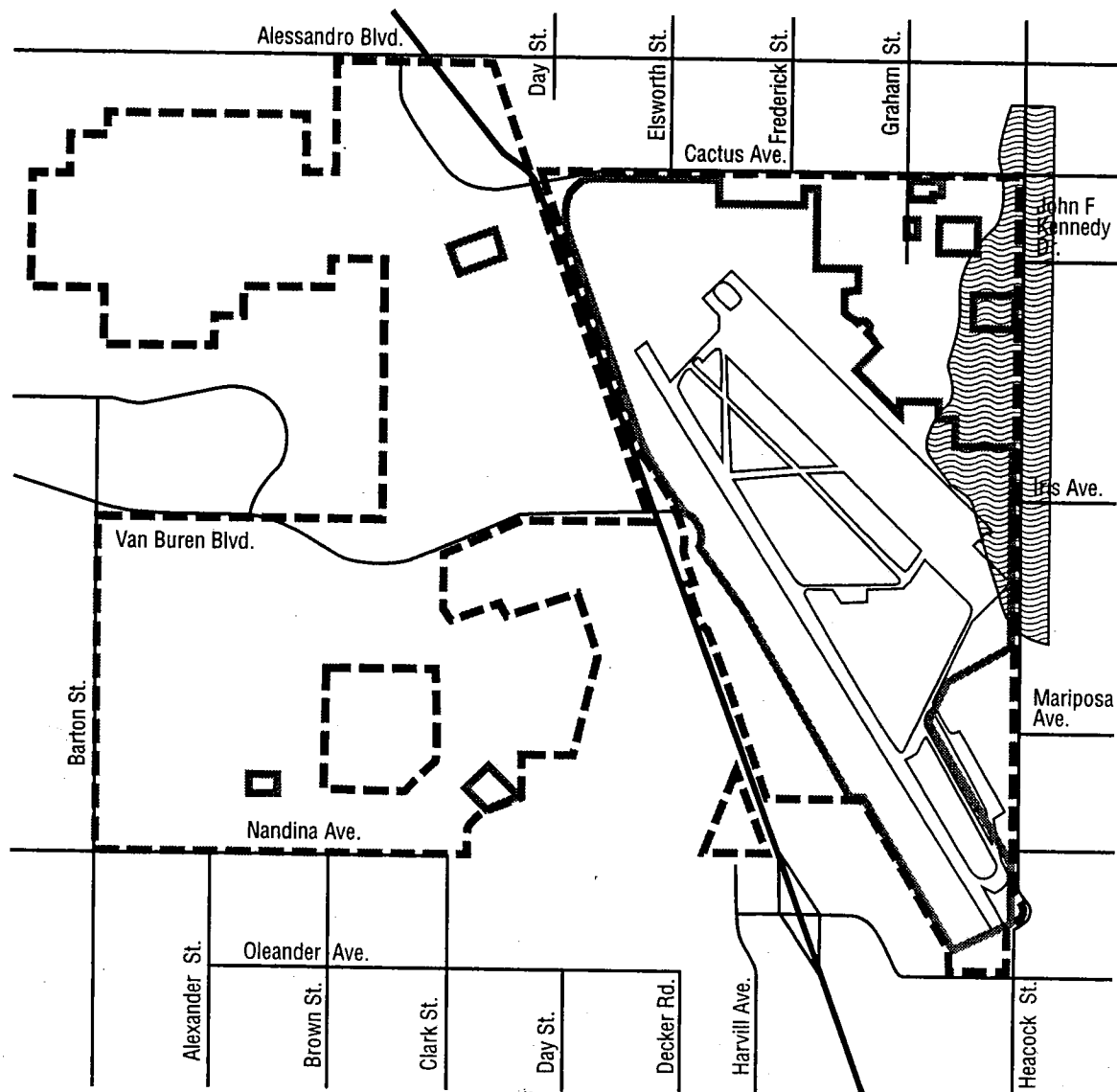
LEGEND

	Wetlands		Clear Zone
	Historic Site		APZ-2
	Stephens Kangaroo Rat Management		APZ-1
	Stephens Kangaroo Rat Open Space		Cantonment Area
	Installation Restoration Program		Base Boundary



Exhibit 5

100-YEAR FLOOD PLAIN



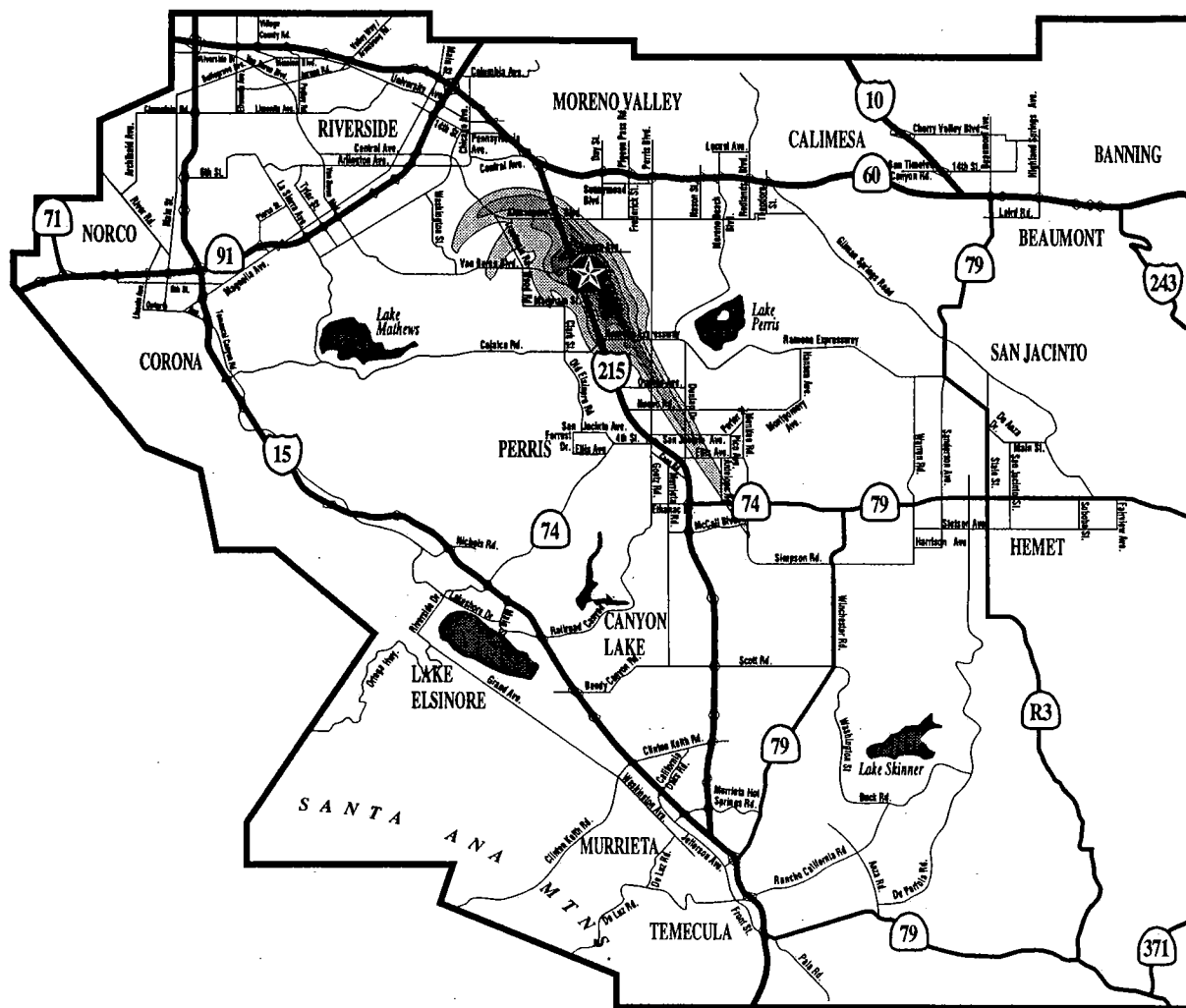
LEGEND

 Flood Plain

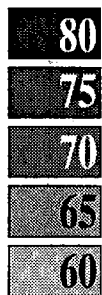




Exhibit 6 NOISE CONTOURS MAP



LEGEND



Taken from 1992 AICUZ Report

4. Air Quality

March AFB is located in the South Coast Air Basin (SCAB), an area which is governed by the regulations of the South Coast Air Quality Management District (SCAQMD). Southern California has the worst air quality in the nation, two to three times worse than any other area of the country. State and federal ambient air quality standards are regularly exceeded for four of the six criteria pollutants. Despite considerable improvements made to provide for cleaner air in the SCAB, additional improvements are necessary to meet federal and state requirements for clean, healthful air.

The problem of air quality for the region is addressed through the "Air Quality Management Plan" (AQMP) for the SCAB. The AQMP contains a series of measures designed to reduce air pollution from both stationary and mobile sources. The Department of Defense is regulated by the AQMP, and there are currently many stationary permits that control emissions from equipment on the base.

The 1991 AQMP identifies several actions that local governments are called upon to implement in order to improve air quality. These actions focus primarily on reducing emissions from automobiles, either directly by inducing people to drive less, or indirectly by influencing land uses so that the lengths of trips will be reduced. The Air Quality Element of the Western Riverside Subregional Comprehensive Plan identifies approaches and strategies (transportation control measures) for reducing or shortening the length of vehicle trips.

Because the Western Riverside County region is housing-rich and job-poor, many local residents commute to work in other areas, thus increasing emissions. The preferred March land use pattern proposes to create a major employment center at the base, thus increasing the number of jobs available locally, and providing the basis for a better balance of jobs and housing. This is consistent with the AQMP and local air quality strategies.

5. Wetlands

Approximately 86 acres of localized jurisdictional wetlands/riparian habitats occur on base along draws and drainage depressions. These wetlands are dominated by willow riparian woodland vegetation, and are considered a "sensitive" habitat type by responsible resource agencies. Wetlands occur mostly in West March, but are also located along portions of the Cactus storm drain and Heacock ditch channels at the northeastern corner of the Main base. Both channels are considered to be "Waters of the U.S." along their entire lengths on the base. The Constraints Map (Exhibit 4) illustrates the locations and extent of the wetlands areas.

6. Contaminated Sites

Contaminated sites exist at various locations on the base as a result of the storage, use, and disposal of household refuse, construction debris, hazardous substances, and petroleum products and their derivatives over the course of the installation's history. Exhibit 4 (Constraints Map) depicts the known locations of these hazardous sites. The entire base has 43 identified Installation Restoration Program (IRP) sites. Of these, 16 sites occur on lands proposed for release outside of the cantonment area; an additional three sites occur on Air Force Village West property, and two on National Cemetery lands.

An Environmental Baseline Survey (EBS) and BRAC Cleanup Plan (BCP) have been prepared for March. These Air Force documents outline the status, management and response strategy, and action items related to the cleanup of hazardous and contaminated sites at the base. These programs support the cleanup and restoration of the base property, which is necessary to meet the requirements for property disposal and reuse activities associated with the realignment of March AFB.

The BCP should be revised when the Master Reuse Plan is completed in order to ensure that timely economic reuse is not precluded by cleanup phasing (sites within the cantonment area versus sites outside cantonment) or by funding phasing. In addition, the level of cleanup should be consistent with the proposed land use for a particular contaminated site, and the IRP strategy should be revised to be consistent with the Master Reuse Plan ultimately adopted by the March JPC.

7. Noise

Substantial portions of March AFB are impacted by noise from military aircraft operations and overflights. Exhibit 6 shows the existing (1992 AICUZ) noise contours for March and surrounding lands. On West March, the Arnold Heights housing area is exposed to noise levels ranging from 70-75 dBA, while noise levels at Air Force Village West are in the 60-65 dBA range. On the main base, noise levels at the Green Acres housing area are on the order of 65-75 dBA.

Noise levels associated with the realigned military mission at March are assumed to be somewhat less than the 1992 noise levels due to less frequent flights, fewer fighter aircraft operations, and the installation of "quieter" engines in military aircraft. The EIS will develop new noise contours based on the realigned mission and related aircraft operations.

In any event, noise will be an influencing factor in future land uses at March and their locations. The land uses proposed within the reuse plan and alternative land use patterns, have considered noise impacts throughout the planning process, and have attempted to locate noise compatible land uses accordingly.

Nonetheless, it will still be necessary to mitigate noise impacts for some uses in areas subject to excessive noise levels.

Future land use developments will need to be reviewed for their potential exposure to noise levels to determine the suitability of a particular use in a particular location and appropriate mitigation, if necessary. The 1992 AICUZ Study Land Use Compatibility matrix (reference Section IV.A.3) lists land uses and their compatibility with various noise zone exposure levels.

8. Stephens' Kangaroo Rat (SKR)

Major portions of West March, as well as about 441 acres of the main base between the runway and the I-215 freeway, are habitat for the federally listed endangered SKR. Habitat areas amount to approximately 2200 acres for the entire base (see Constraints Map, Exhibit 4). March AFB established an SKR Management Area and SKR Open Space area as part of a December 4, 1991 agreement with the US Fish and Wildlife Service, as mitigation for the development of base properties to meet current and future Air Force needs. The SKR areas are managed by the Nature Conservancy using funds supplied under the agreement.

The Management Area covers about 1000 acres of grasslands in the northern portion of West March. Destruction or "take" of individual SKR in the preserve is limited, and loss of habitat is constrained by the agreement. The agreement also provided that an additional 1200 acres to be set aside as "open space" for the SKR, where take of individual animals and habitat is, to a lesser degree, also limited.

The Riverside County Habitat Conservation Agency (RCHCA) is preparing a Long-Term Habitat Conservation Plan (HCP) for the SKR in Western Riverside County. The draft SKR HCP initially showed the Sycamore Canyon-March AFB SKR habitat as a proposed "core reserve" area for long-term SKR management purposes. Subsequent to the decision to realign March, a strategy was developed to trade SKR habitat on March in exchange for purchasing SKR habitat elsewhere in Western Riverside County in order to take full advantage of the economic redevelopment potentials afforded by surplus lands at March.

The SKR habitat at March is surrounded by urban and urbanizing uses that will diminish the biological value of those lands as viable SKR habitat over the long-term. Under these conditions, and given the value of March properties for development to replace jobs lost by the realignment, it was determined that more and better quality SKR habitat could be purchased elsewhere. As such, the RCHCA has requested a reopening of the 1991 agreement to pursue this land use/management strategy.

The "Preferred" and "Alternative" land use patterns proposed in this report assume that this strategy will be successful, and that the lands currently designated for SKR management and open space purposes will be available for development. The "SKR Partially Constrained" option assumes that only the SKR open space areas and a portion of the Management Area are made available for development, while the "SKR Fully Constrained" option assumes that the SKR management and open space areas remain in effect.

C. Infrastructure Issues

1. Utilities

For the most part, adequate utility capacity and delivery systems exist at March AFB to serve the existing and future military mission of the base. As lands are released for private development, however, utility and other infrastructure requirements will be major factors in the phasing and intensity of future development. It is acknowledged that the level of potential development proposed under any of the land use scenarios is beyond the current capacities of the utility purveyors. An opportunity exists, however, to jointly plan for the provision of utility services to the March AFB plan area, similar to the cooperative planning effort that has been initiated under the JPA process.

2. Circulation

As with utilities, adequate circulation and transportation infrastructure exist to serve the March AFB military mission. Again, however, as private development occurs in the future, circulation issues and potential associated impacts will constrain the timing and levels of development unless there are significant improvements in the overall transportation network. These impacts will be identified and evaluated in the EIS, as well as in subsequent studies in the reuse planning process.

The existing circulation network around March AFB provides opportunities relative to future land use decisions for the area. The I-215 Freeway bisects the plan area. The 60 Freeway is within easy access. Major rail lines cross the area and, as assumed in this planning process, air related access may become a reality. The existence of these circulation features have led to the introduction of certain land use concepts. Industrial distribution centers, employment generating activities in general, destination recreational uses and regional sports and recreational centers could all be well served by the area's desirable locational characteristics.

Major existing circulation routes adjacent to or through the March AFB plan area are:

- The I-215 Freeway - with existing exits at Alessandro Boulevard, Cactus Avenue and Oleander Avenue
- Alessandro Boulevard - a major east-west arterial serving the entire plan area
- Van Buren Boulevard - a major east-west arterial serving the West March area and perhaps a primary access point to commercial air service
- Cactus Avenue - a major east-west arterial serving the northeast portion of the planning area
- Heacock Street - a major north-south arterial abutting the eastern edge of the planning area

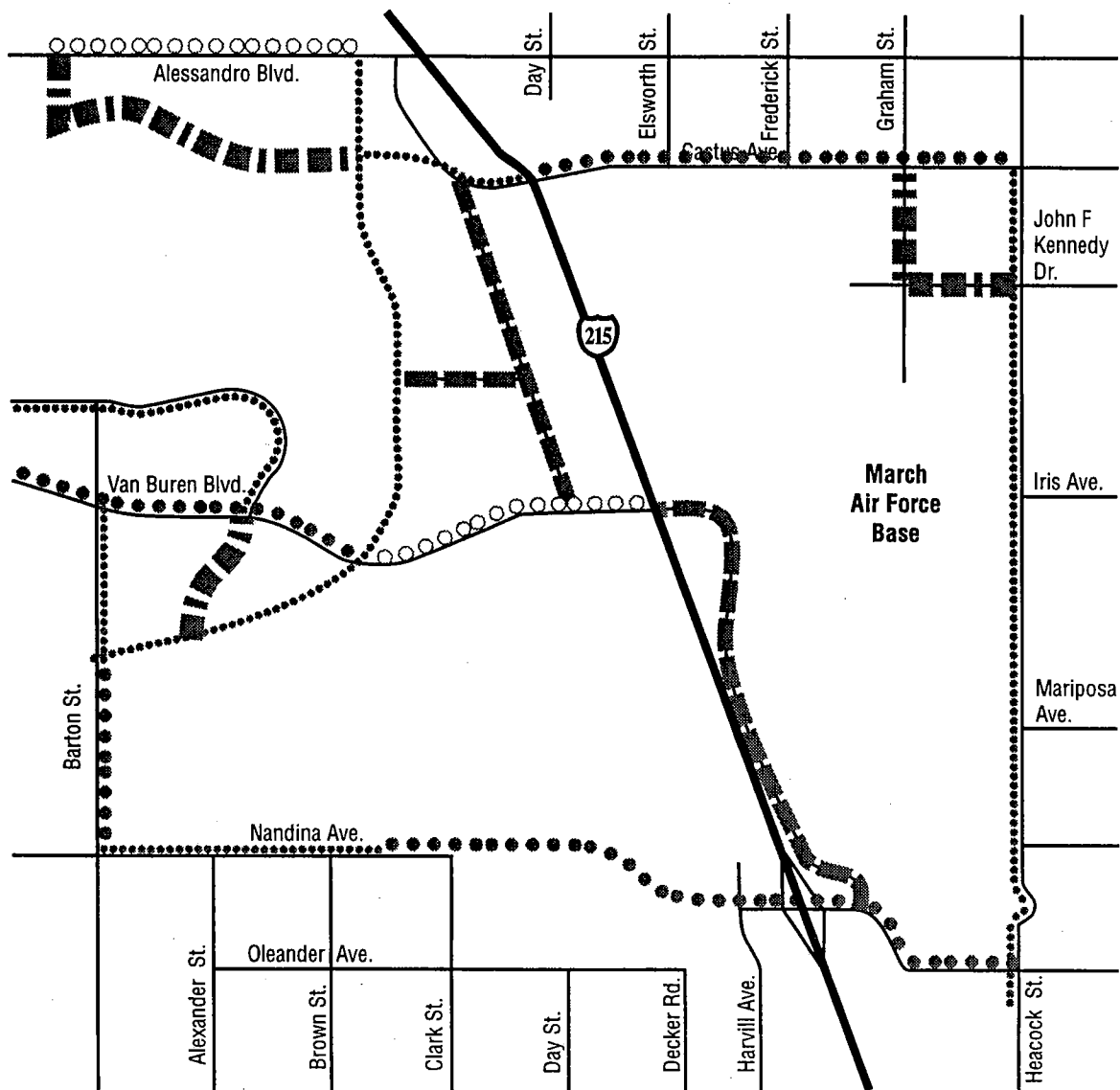
A conceptual circulation pattern was developed and is shown on Exhibit 7. This was a preliminary review of a circulation system that was amended by the completion of a "Circulation and Transportation Plan" portion of the Master Reuse Plan.

In addition to the existing roadways noted above, the conceptual circulation plan recognizes the need for additional major roadways to adequately serve future development of the area. A major north-south corridor will be necessary to facilitate development in West March. This could perhaps be an extension of Sycamore Canyon Boulevard southerly from Alessandro Boulevard to Van Buren Boulevard and continuing south through the remainder of the plan area. Another major proposed conceptual roadway is an extension of Cactus Avenue looping around the weapons storage area to provide access to the business park area. The conceptual circulation exhibit also notes several additional roadways internal to the plan area. It should be noted that the EIS process for this plan will analyze and likely propose circulation systems necessary to serve proposed land uses.









Exhibit 7

CONCEPTUAL CIRCULATION MAP



LEGEND

-  Collector Street
-  Minor Arterial
-  Arterial
-  Major Arterial
-  Principal Arterial
-  Freeway



LAND USE PLAN

MARCH AIR FORCE BASE MASTER REUSE PLAN

V. PREFERRED LAND USE PATTERN AND ALTERNATIVES

A. Description of Alternative Land Use Patterns

The constraints, policies, assumptions and other considerations previously described in this report have culminated in the preparation of a draft community preferred land use pattern, an alternative land use pattern, and two other land use patterns that assume varying amounts of SKR lands will continue to be closed to development.

Exhibit 8 provides a summary of acreage by land use category for each of the four plan alternatives.

Exhibit 9 provides an estimate of the total number of jobs, by land use designation and pattern, which could be created at the base in the next twenty years.

Exhibit 10 describes some, but not necessarily all, of the typical land uses which would be appropriate in the various land use categories.

The alternative land use patterns were completed for the purpose of the Environmental Impact Statement (EIS). They are being described in this Plan only for the purpose of providing background information. The Joint Powers Commission will consider for adoption this entire Land Use Plan, and the alternatives are being described in this document as background information.

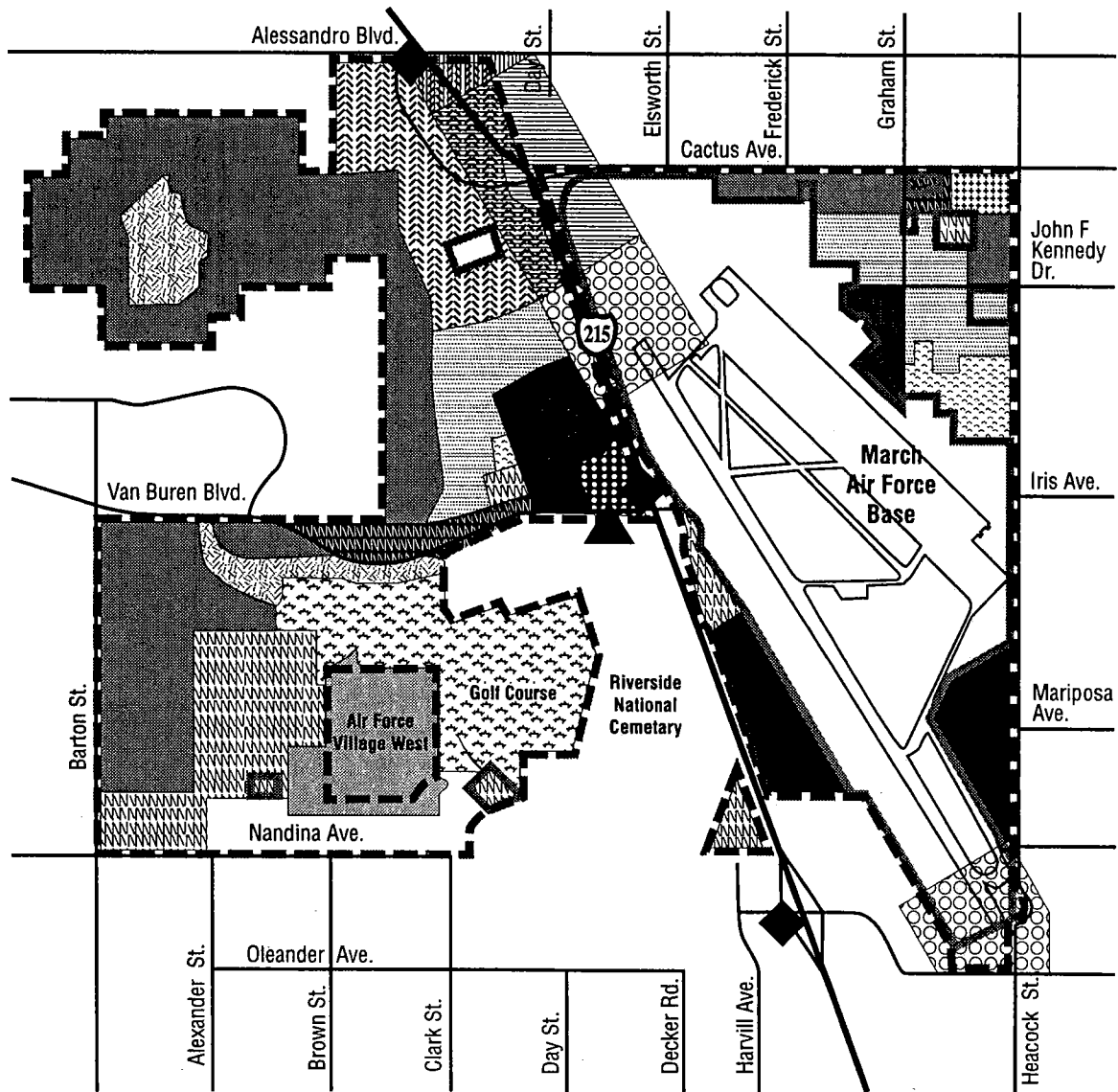
1. Preferred Land Use Pattern (Plan Map Exhibit "A")

The preferred pattern emphasizes maximum economic potential with large blocks of acreage devoted to business park, industrial and office uses. The primary assumption is that there will be some commercial joint use of the airfield. The main features of the preferred pattern are described by subarea below.



Exhibit A

PREFERRED LAND USE PLAN



LEGEND

	Airfield/Military		Residential		Clear Zone
	Aviation Support		Parks/Recreation		APZ-2
	Industrial/Warehousing		Public/Semi Public		APZ-1
	Business Park		Open Space		Cantonment Area
	Commercial		Mixed Use		Base Boundary
	Office		Historic District		Special Design & Entry Treatment
	Medical		Destination Recreation Center		Transit Station/Inter/Multi-modal



Northeast Area Within this subarea, a large block of land would be reserved for aviation commercial related uses that could be accommodated in "mixed use" designated areas. This would facilitate ancillary commercial air uses such as hotels, car rental agencies and other travel related services. The historic Green Acres housing area is shown as an historic district with ultimate uses to be compatible with that designation. It is planned to continue the use of the Green Acres area for single family residential.

The existing recreational fields in this subarea are designated for recreational uses to accommodate the recreational needs of the Moreno Valley and Perris communities. The remaining land use designations in this subarea attempt to recognize the current and potential uses of existing structures to the extent feasible. This includes recognition of the surplus property determination whereby a number of parcels and buildings will be retained by the Department of Defense for use by Army, Navy, Marine, Army/Air Force Exchange Service, and Armed Forces Radio and Television Services uses. This area would also house the facility needs of the California Department of Forestry's FIREScope program.

Finally, it is in this area of the base where most of the surplus buildings exist. Interest from Homeless Service providers has concentrated in the Northeast Area, and as a result the eventual Homeless Assistance Plan may designate land or buildings for homeless assistance uses.

Southeast Area This subarea is shown for aviation uses. Commercial passenger service, cargo uses or a combination of the two could be accommodated by this pattern. Should passenger service become a viable option in the future, it is assumed that passenger and/or freight facilities would be developed on either of the two parcels made available for joint use of the air facilities. The Land Use Plan also supports the continued location of the March Field Museum at its current location at the I-215/Van Buren Interchange.

In addition, should commercial aviation occur, it is assumed that demands would justify additional commercial and aviation related uses outside of the planning area in this vicinity. These general or "bubble" areas are noted by red and blue hatched patterns in the land use alternatives.

West March This subarea contains the greatest acreage of vacant land available for new uses. A major feature of this pattern is a destination recreation area that could accommodate a theme park or other large-scale commercial recreational use designed to attract tourist and commercial uses catering to visitors. This use is depicted by red and green hatch marks in Plan Map Exhibit "A" and is located northerly of Van Buren Boulevard, westerly and adjacent to the I-215 Freeway. In the event such a use did not occur, the underlying land uses would apply for EIS analyses purposes (Office use along Van Buren and Mixed Use north of the Commercial area on Plan Map Exhibit "A.")

Another major feature is an area located southerly of Van Buren Boulevard that is for a regional park. Along with the potential for regional sports fields and a regional recreational area, this designation could accommodate a regional cultural center. Much of the remainder of this subarea southerly of Van Buren Boulevard is shown as a mix of office and business park uses. Additionally, approximately 180 acres of property has been designated for expansion of the Riverside National Cemetery, and approximately 360 acres has been reserved to create a Riverside County Public Safety Training Academy. Office uses would buffer Air Force Village West and capitalize on the interface with Recreation and Open Space areas.

Northerly of Van Buren Boulevard, the preferred pattern includes industrial uses adjacent to the I-215 Freeway. Opportunities exist here for regional industrial distribution centers because of excellent access to freeways, rail lines and the airfield. Westerly of this area, the pattern shows business park uses surrounding the Orangecrest community of Riverside. This area could be designed in future planning efforts as a high quality development utilizing natural open space areas in tandem with generous landscaped setback areas, in a campus-like setting. The open space area shown for the existing Heavy Weapons Storage Area would be a central feature of future designs for the area. Efforts should be taken to ensure land use compatibilities with the existing and planned residential areas adjacent to the base, including Orangecrest, Mead Valley, and residences east of Heacock Street in Moreno Valley.

2. Alternative Pattern (Plan Map Exhibit "B")

The main differences between this alternative and the preferred pattern are the deletion of the destination recreation designation and relocation of the regional sports and recreation designation. Other differences include more Industrial and less Business Park acreage in the northwest area. This alternative also adds Mixed Uses in the southwest. The northeast and southeast subareas remain unchanged from the preferred land use pattern.

The destination recreation area is deleted and is shown on this alternative as Industrial and Mixed Uses. This option has been included to give a comparison of the impacts of the destination recreation area to other land uses in the area. In addition, the regional recreation designation site has been moved west to another location adjacent to Van Buren Boulevard in order to facilitate comparative impact analysis.

3. Partially Constrained SKR Pattern (Plan Map Exhibit "C")

This alternative assumes that the portion of West March currently designated as Stephens' Kangaroo Rat (SKR) reserve would remain constrained. But it is also assumed that the Heavy Weapons Storage Area would be designated for SKR management in return for allowing Industrial development in a portion of the

existing Management Area. The SKR reserve area currently covers about 1200 acres generally surrounding the Orangecrest community.

Essentially all other land use designations are similar to the preferred pattern. Some additional mixed use land uses are introduced in this scenario southerly of Van Buren Boulevard, primarily to economically offset the acreage devoted to SKR preserves.

4. Fully Constrained SKR Pattern (Plan Map Exhibit "D")

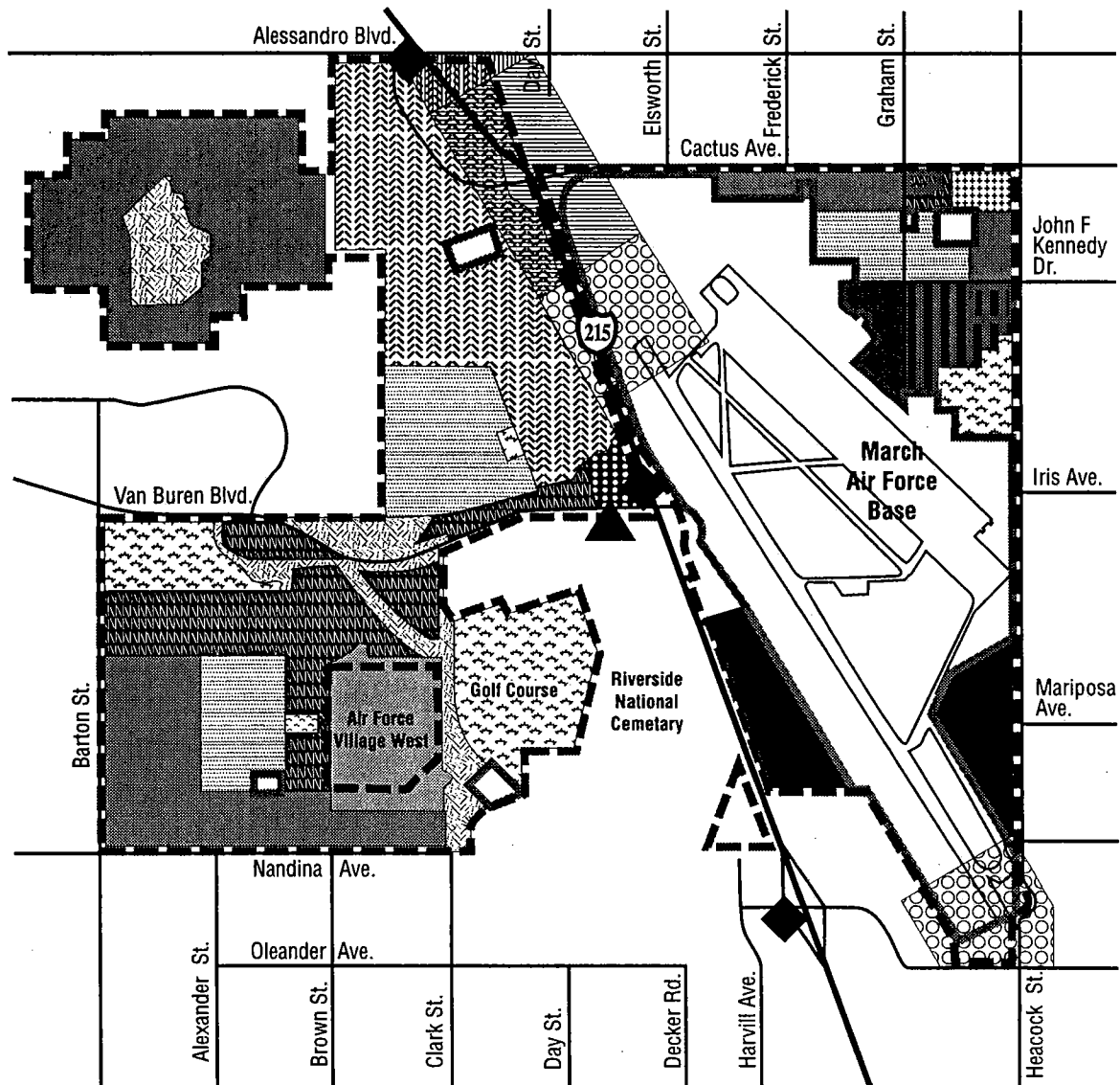
As mentioned in the constraints section of this report, approximately 2200 acres of the March AFB plan area are currently constrained by the existence of the SKR and SKR habitat. This alternative assumes that none of the SKR lands would be released by the U.S. Fish and Wildlife Service for development.

In order to maintain sufficient acreage to support commercial aviation needs, this alternative proposes an increase of aviation related commercial uses in the northeast subarea. This would be in the area shown on the other alternatives for recreational uses westerly of Heacock Street. The reasoning for the increase in this area is that the opportunities for private aviation uses would be restricted to an area easterly of the runway due to the presence of SKR open space on the west side of the runway.



Exhibit B

ALTERNATIVE PATTERN



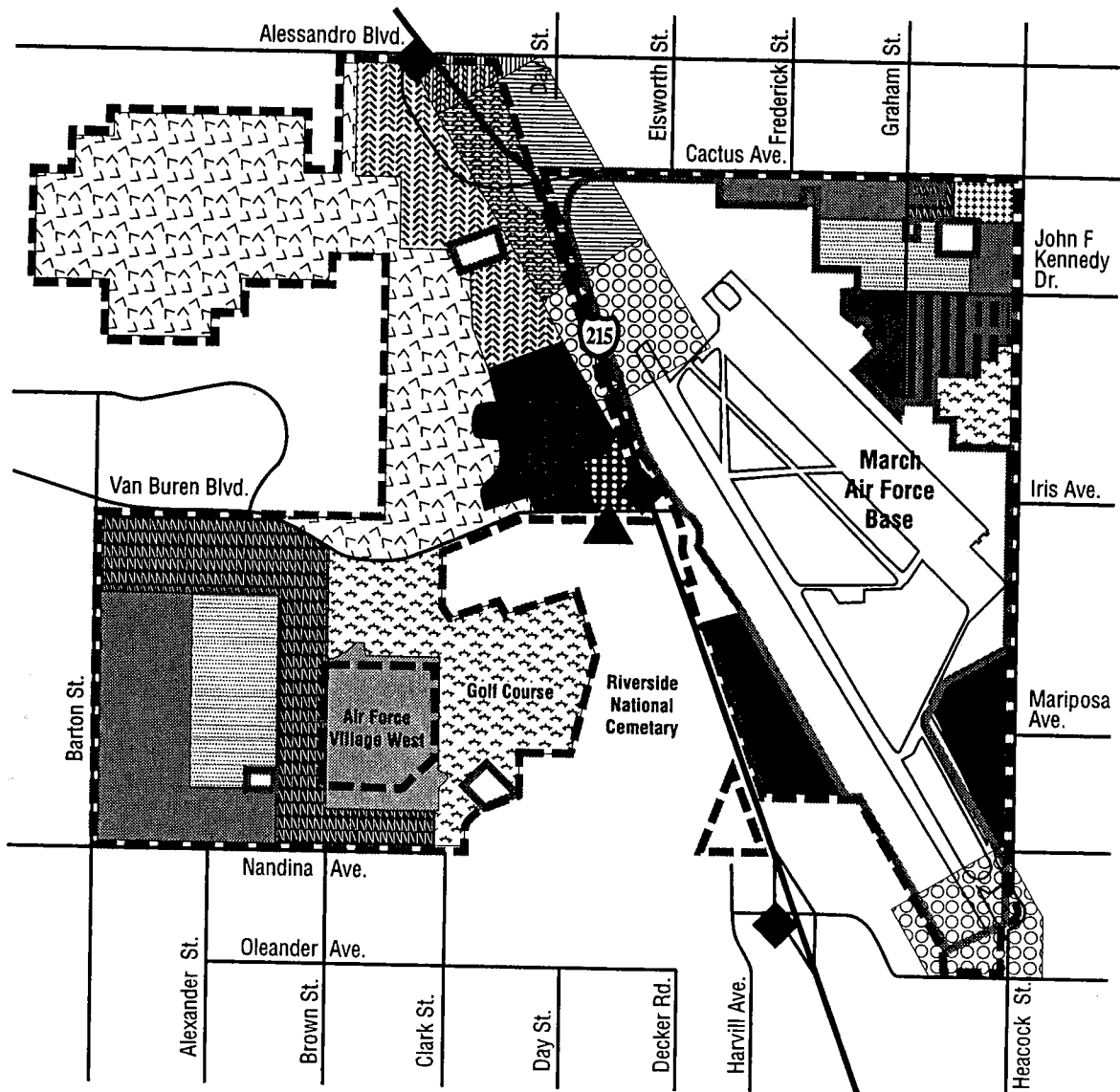
LEGEND

	Airfield/Military		Residential		Clear Zone
	Aviation Support		Parks/Recreation		APZ-2
	Industrial/Warehousing		Open Space		APZ-1
	Business Park		Mixed Use		Cantonment Area
	Commercial		Historic District		Base Boundary
	Office		Aviation Commercial		Special Design & Entry Treatment
	Medical				Transit Station/Inter/Multi-modal



Exhibit C

SKR PARTIALLY CONSTRAINED PATTERN



LEGEND

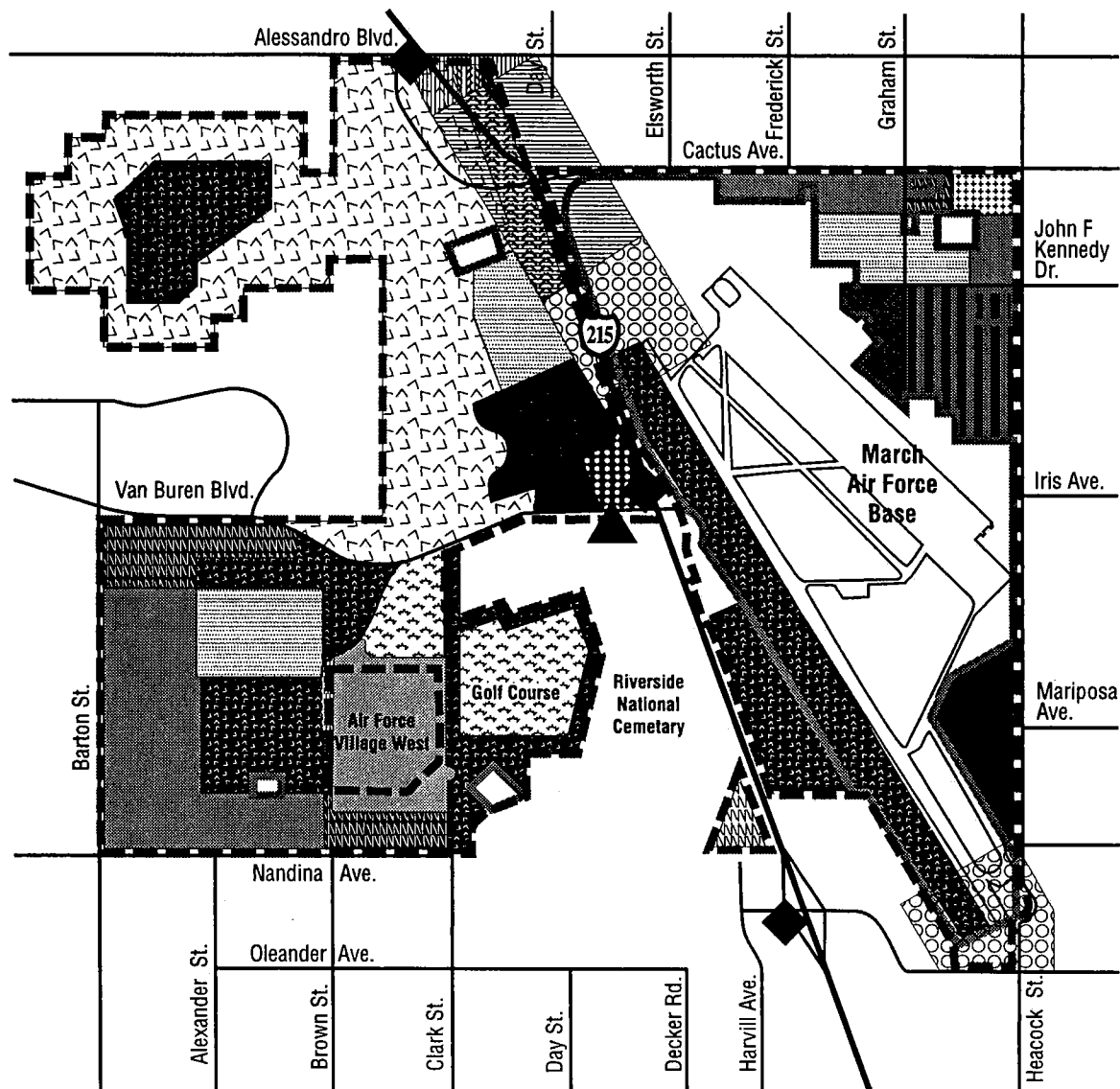
	Airfield/Military		Residential		Clear Zone
	Aviation Support		Parks/Recreation		APZ-2
	Industrial/Warehousing		Mixed Use		APZ-1
	Business Park		Historic District		Cantonment Area
	Commercial		Stephens Kangaroo Rat Management		Base Boundary
	Office		Destination Recreation Center		Special Design & Entry Treatment
	Medical		Aviation Commercial		Transit Station/Inter/Multi-modal





Exhibit D

SKR FULLY CONSTRAINED PATTERN



LEGEND

	Airfield/Military		Residential		Aviation Commercial
	Aviation Support		Parks/Recreation		Clear Zone
	Industrial/Warehousing		Mixed Use		APZ-2
	Business Park		Historic District		APZ-1
	Commercial		Stephens Kangaroo Rat Management		Cantonment Area
	Office		Stephens Kangaroo Rat Open Space		Base Boundary
	Medical		Destination Recreation Center		Special Design & Entry Treatment
					Transit Station/Inter/Multi-modal



Exhibit 8

Acreage

March AFB Reuse Plan

Land Use Category	LAND USE PATTERNS & ACREAGE ESTIMATES		
	PREFERRED PATTERN	ALTERNATIVE PATTERN	SKR FULLY CONSTRAINED PATTERN
AVIATION SUPPORT	333	333	175
AVIATION COMMERCIAL	0	128	197
INDUSTRIAL/WAREHOUSING	463	802	119
BUSINESS PARK	1303	1107	537
MIXED USE	322	465	358
OFFICE	107	526	244
COMMERCIAL	46	46	46
DESTINATION CENTER	146	0	185
MEDICAL	34	34	34
RESIDENTIAL	155	155	155
PARKS/RECREATION	587	479	283
OPEN SPACE	223	340	2046
PUBLIC/SEMI-PUBLIC	458	0	0
HISTORICAL DISTRICT	58	58	58
CEMETERY EXPANSION	160	0	0
AIRFIELD/MILITARY	2102	2102	2102

NOTE: Acreage amounts are estimates only and may not indicate the same total for each land use pattern.

Exhibit 9a Preferred Pattern Employment Generation by Land Use Per Acre							
LAND USE CATEGORY	Acreage	Factor*	Build-out Employment	PROJECTED EMPLOYMENT			
				2001	2006	2011	2016
AVIATION SUPPORT	333	32.53	5416	1354	2708	4062	5416
AVIATION COMMERCIAL	0	108	0	0	0	0	0
INDUSTRIAL/WAREHOUSING	463	29	6713	1678	3357	5035	6713
BUSINESS PARK	1303	96	62544	15640	31272	46912	62544
MIXED USE	322	65.5	10545	2636	5273	7909	10545
OFFICE	107	108	5778	1444	2889	4333	5778
COMMERCIAL	46	67	1541	385	770	1156	1541
DESTINATION CENTER**	146	14	1022	255	511	766	1022
MEDICAL	34	58	986	246	493	739	986
PARKS/RECREATION	587	0.25	73	19	37	55	73
OPEN SPACE	223	0.50	6	1	3	4	6
PUBLIC/SEMI-PUBLIC	458	4	916	229	458	687	916
TOTAL EMPLOYMENT			95540	23885	47770	71655	95540

*Source: Urban Land Institute

**Source: Staff Estimate

Note: Job totals are calculated on net acreage or 50% of the gross acreage figures in the "Acreage" column. Reductions include 30% for street, utilities, etc. and 20% landscaping, setbacks etc...

Exhibit 9b

Alternative Pattern Employment Generation by Land Use Per Acre

LAND USE CATEGORY	Acreage	Factor*	Build-out Employment	PROJECTED EMPLOYMENT			
				2001	2006	2011	2016
AVIATION SUPPORT	333	32.53	5416	1354	2708	4062	5416
AVIATION COMMERCIAL	128	108	6912	1728	3456	5184	6912
INDUSTRIAL/WAREHOUSING	802	29	11629	2907	5814	8722	11629
BUSINESS PARK	1107	96	53136	13284	26568	39852	53136
MIXED USE	465	65.5	15229	3807	7614	11422	15229
OFFICE	526	108	28404	7101	14202	21303	28404
COMMERCIAL	46	67	1541	385	771	1155	1541
DESTINATION CENTER**	0	14	0	0	0	0	0
MEDICAL	34	58	986	246	493	740	986
PARKS/RECREATION	479	0.25	60	15	30	45	60
OPEN SPACE	340	0.50	85	21	42	64	85
PUBLIC/SEMI-PUBLIC	0	4	0	0	0	0	0
TOTAL EMPLOYMENT			123398	30849	61699	92549	123398

*Source: Urban Land Institute

**Source: Staff Estimate

Note: Job totals are calculated on net acreage or 50% of the gross acreage figures in the "Acreage" column. Reductions include 30% for street, utilities, etc. and 20% landscaping, setbacks etc...

Exhibit 9c SKR Partially Constrained Pattern Employment Generation by Land Use Per Acre							
LAND USE CATEGORY	Acreage	Factor*	Build-out Employment	PROJECTED EMPLOYMENT			
				2001	2006	2011	2016
AVIATION SUPPORT	333	32.53	5416	1354	2708	4062	5416
AVIATION COMMERCIAL	128	108	6912	1728	3456	5184	6912
INDUSTRIAL/WAREHOUSING	424	29	6148	1537	3074	4611	6148
BUSINESS PARK	510	96	24480	6120	12240	18360	24480
MIXED USE	319	65.5	10447	2612	5223	7835	10447
OFFICE	462	108	24948	6237	12474	18711	24948
COMMERCIAL	46	67	1541	385	771	1155	1541
DESTINATION CENTER**	215	14	1505	376	753	1129	1505
MEDICAL	34	58	986	247	493	740	986
PARKS/RECREATION	155	0.25	19	5	10	15	19
OPEN SPACE	545	0.50	136	34	68	102	36
PUBLIC/SEMI-PUBLIC	0	4	0	0	0	0	0
TOTAL EMPLOYMENT			82538	20635	41269	61904	82538

*Source: Urban Land Institute

**Source: Staff Estimate

Note: Job totals are calculated on net acreage or 50% of the gross acreage figures in the "Acreage" column. Reductions include 30% for street, utilities, etc. and 20% landscaping, setbacks etc...

Exhibit 9d

SKR Fully Constrained Pattern
Employment Generation by Land Use Per Acre

LAND USE CATEGORY	Acreage	Factor*	Build-out Employment	PROJECTED EMPLOYMENT			
				2001	2006	2011	2016
AVIATION SUPPORT	175	32.53	2846	712	1423	2135	2846
AVIATION COMMERCIAL	197	108	10638	2660	5319	7979	10638
INDUSTRIAL/WAREHOUSING	119	29	1726	432	863	1295	1726
BUSINESS PARK	537	96	25776	6444	12880	19332	25776
MIXED USE	358	65.5	11725	2931	5862	8793	11725
OFFICE	244	108	13176	3294	6588	9882	13176
COMMERCIAL	46	67	1541	385	771	1155	1541
DESTINATION CENTER**	185	14	1295	324	648	971	1295
MEDICAL	34	58	986	247	493	740	986
PARKS/RECREATION	283	0.25	35	9	18	26	35
OPEN SPACE	2046	0.50	512	128	256	384	512
PUBLIC/SEMI-PUBLIC	0	4	0	0	0	0	0
TOTAL EMPLOYMENT			70256	17564	35128	52692	70256

*Source: Urban Land Institute **Source: Staff Estimate

Note: Job totals are calculated on net acreage or 50% of the gross acreage figures in the "Acreage" column. Reductions include 30% for street, utilities, etc. and 20% landscaping, setbacks etc...

Exhibit 10

LAND USE CATEGORIES

March AFB Reuse Plan

CATEGORY	COLOR	TYPICAL LAND USES
AIRFIELD/MILITARY	<i>White</i>	Runways, taxiways and aprons used for aircraft access to runways; overruns; clear/safety zones and other lands required for aviation safety; navigation aids, including control tower, approach control facilities, and other aviation related radar and communications facilities; FAA facilities; lands retained by Department of Defence for military mission and operations.
AVIATION SUPPORT	<i>Dark Blue</i>	Flightline, including hangars and aircraft/support maintenance facilities; aircraft parking aprons; fuel systems; aviation training facilities; commercial aviation, general/corporate aviation, including passenger terminal, air cargo/freight terminal; aircraft manufacturing; fixed base operations.
AVIATION COMMERCIAL	<i>Blue/Red Hatch</i>	Airport-related commercial uses including motels/hotels; restaurants; car rental; aviation support administrative offices.
INDUSTRIAL/ WAREHOUSING	<i>Grey</i>	Warehousing; open storage; fuel storage; office/industrial park; light industry; manufacturing; research and development centers; maintenance shops; fire training; emergency services center; solid/liquid waste facilities; transit stations; vocational education and training facilities; business and trade schools.
OFFICE	<i>Light Blue</i>	Offices; office buildings; office parks; universities, colleges, vocational education and training facilities; business and trade schools.
COMMERCIAL	<i>Red</i>	Retail establishments; shopping centers; administrative, financial, service, government, and community support services and offices; transit stations.

Exhibit 10

LAND USE CATEGORIES

March AFB Reuse Plan

CATEGORY	COLOR	TYPICAL LAND USES
BUSINESS PARK	<i>Orange</i>	Administrative, financial, service, government, and community support services; research and development centers; light manufacturing; vocational education and training facilities; business and trade schools; emergency services.
RESIDENTIAL	<i>Yellow</i>	Single and multiple-family housing.
MIXED USE	<i>Brown</i>	A variety of complimentary land uses are permitted (commercial, business park, office, medical, universities, colleges and vocational training facilities, business and trade schools, parks/recreation, emergency services center). Industrial and major warehousing area excluded.
DESTINATION CENTER	<i>Green/ Red Hatch</i>	Commercial recreation theme parks; amphitheaters; exposition centers; related destination recreation commercial uses other than retail.
MEDICAL	<i>Purple</i>	Hospitals; medical/dental clinics; nursing homes; convalescent centers; pharmacies.
HISTORIC DISTRICT	<i>Lavender</i>	Residential or other use which maintains the historical integrity of the district and meets Historic District use and design restrictions.
PARKS/ RECREATION	<i>Light Green</i>	Parks; golf courses; picnic areas; campgrounds; playing/sports fields; indoor/outdoor recreation and physical training facilities; museums, performing arts, amphitheaters, and other cultural facilities; local, state and federal government recreation facilities; playgrounds; bicycles and pedestrian trails; equestrian facilities, stables and trails.
OPEN SPACE	<i>Dark Green</i>	Natural and landscaped open space; wildlife habitat (SKR, burrowing owls, and other sensitive species); wetlands; agriculture/ cropland; rangeland; cemetery; open space between paved airfield areas; equestrian, bicycle and pedestrian trails.

Exhibit 10

LAND USE CATEGORIES

March AFB Reuse Plan

CATEGORY	COLOR	TYPICAL LAND USES
TRANSIT STATION/ INTER/MULTI- MODAL	<i>Diamond</i>	Railroad, rapid rail transit, street railway, bus, aircraft, jitney, bicycle, and automobile transportation facilities; related transit stations and passenger terminals, and support maintenance shops and facilities; park-n-ride lots; vehicle parking/storage; ancillary commercial uses.
SPECIAL DESIGN/ ENTRY TREATMENT	<i>Triangle</i>	Special design and use standards will be applied along the Van Buren Boulevard/I-215 intersection at the site planning stage to ensure compatibility with the National Cemetery and to provide a higher level of quality and aesthetic design and entry treatment.

LAND USE PLAN

MARCH AIR FORCE BASE MASTER REUSE PLAN

VI. FUTURE CONSIDERATIONS

Future planning efforts will need to consider a variety of factors that could affect reuse development, land uses and patterns, intensity of development, and similar activities. These future considerations are summarized, as follows:

A. Disposition of Pending Facility/Reuse Requests

1. Exhibit 11 lists the pending requests (as of September 30, 1995) for various facilities at the base through the federal screening process and compares these as to their conformity with the land use alternatives and associated typical uses.
2. For the most part, the requests conform to the proposed land uses. However, some requests are not consistent with the proposed land use designation and would establish a non-conforming use if granted. In some cases, there are multiple requests for the same facility.
3. Cumulatively, approval of too many reuse requests could preclude economic development of a large portion of the base in a manner inconsistent with the Joint Powers Commission's (JPC) desire for economic development activities. This is especially true considering the multiple requests for so many of the existing facilities located in the northeast subarea.
4. Future planning phases will need to consider individual reuse/facility approvals and either (1) make adjustments to the plan designation for that land use accordingly, or (2) designate as non-conforming a reuse which is inconsistent with the approved plan and related goals and objectives, or is incompatible with other adjacent and surrounding uses or designations.

Exhibit 11

Updated Comparison of Screening Requests with Proposed Reuse Alternatives March AFB Reuse Plan

Organization and Expression of Interest/ Screening Request	REUSE/SCREENING COMPATIBILITY ANALYSIS											
	PREFERRED PATTERN			ALTERNATIVE PATTERN			SKR PARTIALLY CONSTRAINED			SKR FULLY CONSTRAINED		
	C	N	U	C	N	U	C	N	U	C	N	U
1. NAVAL/MARINE RESERVES: HQ Specified (Bldg 2640) Request approved	x			x			x			x		
2. ARMY JOINT READINESS TRAINING COMMAND: Request Withdrawn												
3. 63rd ARMY RESERVE COMMAND: Res Comp Med Trng (bldg 2996) Res Forces Training (bldg 2998) SWADS (bldg 602)	x x	 x		x x	 x		x x	 x		x x	 x	
4. MARINE RESERVE FORCE: DPI Computer Center (bldg 2670)	x			x			x			x		
5. US AIR FORCE: 22nd COMBAT COMMUNICATIONS SQUADRON: Request Withdrawn												
6. CA ARMY NATIONAL GUARD 15 acres to construct an armory building			x			x			x			x
7. US FISH & WILDLIFE SERVICE		x			x			x		x		
8. USDA-FOREST SERVICE: FIREScope (Emergency Srv Ctr) Request to be accommodated with Co Sheriff	x			x			x			x		
9. US DEPT TRANSPORTATION-FAA: 150x150 site to relocate VOR navigational aid			x			x			x			x
10. DEPT VETERANS AFFAIRS (VA): Property for expansion of National Cemetery	x			x			x			x		
11. ARMY/AIR FORCE EXCHANGE SRVC: BX Facility (bldg 758) Exch Service Station (bldgs 548, 549 & 550) Burger King (bldg 942) Old Commissary (bldg 960) New Commissary (bldg 1000)	x x x x x			x x x x x			x x x x x			x x x x x		
12. City of Moreno Valley - Parks/Recreation Youth Center (bldg 823) NCO Club (bldg 2706) Recreation Center (651) Sports Fields	x x x x			x x x x			x x x x			x x x x		
13. MORENO VALLEY UNIFIED SCHOOL DISTRICT: Arnold Heights Elementary School Child Care Center (bldgs 2594 & 2595) Youth Center (bldg 2593) Civil Engineering Complex (bldgs 2506 et al)	 x x x	x 		 x x x	x 		 x x x	x 		 x x x	x 	

Exhibit 11

Updated Comparison of Screening Requests with Proposed Reuse Alternatives March AFB Reuse Plan

Organization and Expression of Interest/ Screening Request	REUSE/SCREENING COMPATIBILITY ANALYSIS											
	PREFERRED PATTERN			ALTERNATIVE PATTERN			SKR PARTIALLY CONSTRAINED			SKR FULLY CONSTRAINED		
	C	N	U	C	N	U	C	N	U	C	N	U
14.RIVERSIDE UNIFIED SCHOOL DIST.: Two sites for elementary schools Site for sod farm			x x			x x			x x			x x
15.RIVERSIDE COMMUNITY COLLEGE: Acquire land for vocational/tech education			x			x			x			x
16.CALTRANS: 10 acres for replacement of CALTRANS Riverside Maint. Station, not site specific.			x			x			x			x
17.WESTERN REGIONAL COLLEGE FOR THE DEAF: Recreation Library (bldg 938) Auto Hobby Shop (bldg 941) Recreation Center (bldg 651) Old Dorm (bldg 977) New Dorm (bldg 1054) Dining Hall (bldg 962) Sharing use of athletic fields, the swimming pool, and tennis courts.	x	x x x x x x		x	x x x x x x		x	x x x x x x		x	x x x x x x	
18.RIVERSIDE COUNTY SHERIFF -Training Center: 15th Air Force HQ (bldg 3402) NOC Adv Training Fclty (bldgs 3408&3409) Band Center (bldgs 3417 & 3418) 400 acres	x x x x			x x x x			x x x x			x x x x		
19.RIVERSIDE COUNTY OFFICE OF EDUCATION: Request Withdrawn												
20.RIVERSIDE COUNTY TRANSPORTATION AND LAND MANAGEMENT AGENCY: Land / facilities for relocation of a highway Operations Center; no specific site or bldgs id.			x			x			x			x
21.LITTLE LEAGUE BASEBALL, INC. Request Withdrawn												
22.CACTUS AVENUE REGULARS -Model Airplane Club: Request for deed to existing site next to DRMO facility.			x			x			x			x
23.CALIFORNIA DEPT. OF CORRECTIONS Request Withdrawn												
24.MARCH MORENO VALLEY LITTLE LEAGUE: Youth Center (bldg 2593) Adjacent land to construct 8 new baseball fields along Cactus Avenue by Main Gate	x			x			x					

Exhibit 11

Updated Comparison of Screening Requests with Proposed Reuse Alternatives March AFB Reuse Plan

Organization and Expression of Interest/ Screening Request	REUSE/SCREENING COMPATIBILITY ANALYSIS											
	PREFERRED PATTERN			ALTERNATIVE PATTERN			SKR PARTIALLY CONSTRAINED			SKR FULLY CONSTRAINED		
	C	N	U	C	N	U	C	N	U	C	N	U
25.SAN MANUEL BAND OF MISSION INDIANS: Obtain excess property and buildings; no sites, bldgs or specific uses identified.			x			x			x			x
26.EWIIAAPAAYP TRIBAL OFFICE: Request for entire base; uses include in-patient hospital & health services, regional substance abuse treatment center, a job training center, and a procurement center.			x			x			x			x
27.AIR FORCE VILLAGE WEST: 40-80 acres for expansion, south of existing development.	x			x			x			x		
28.VAL VERDE UNIFIED SCHOOL DIST.: Dorm (bldg 3407) NCO Ed Bldg (bldg 3408) NCO Meeting Room (bldg 3409) Request for land acq. for high school site	x x x			x x x			x x x			x x x		x
29.RIVERSIDE TRANSIT AUTHORITY: Facilities to serve proposed reuse plan.	x			x			x			x		
30.CALIFORNIA DRUG CONSULTANTS: Environmental Health Bldg. (bldg 500)			x			x			x			x
31.VETERANS IN NEED: No JPA application filed.												
32.VALLEY RESTART SHELTER: No JPA application filed.												
33.PECULIAR TREASURES: No JPA application filed.												
34.HOUSE OF PRAYER REFORMATION CHURCH: Chapels 1 & 2 (bldgs 2600 & 6702) Child Care Center (bldgs 2594 & 2595)	x x			x x			x x			x x		
35.DEVELOPMENTAL CLIENT CARE INDUSTRIES: No JPA application filed.												
36.BODY OF CHRIST PENTECOSTAL CHURCH: No JPA application filed.												
37.TRINITY BAPTIST CHURCH: No JPA application filed.												

Exhibit 11

Updated Comparison of Screening Requests with Proposed Reuse Alternatives March AFB Reuse Plan

Organization and Expression of Interest/ Screening Request	REUSE/SCREENING COMPATIBILITY ANALYSIS											
	PREFERRED PATTERN			ALTERNATIVE PATTERN			SKR PARTIALLY CONSTRAINED			SKR FULLY CONSTRAINED		
	C	N	U	C	N	U	C	N	U	C	N	U
38.FIRST APOSTOLIC CHURCH OF MORENO VALLEY: Chapel 1 (bldg 2600) Youth Complex (bldgs 2593, 2594 & 2595) (HHS application approved)	x x			x x			x x			x x		
40.LUTHERAN SOCIAL SERVICES OF SOUTHERN CALIFORNIA: Transitional Lodging (bldgs 501 & 502)			x			x			x			x
41.POMONA MINISTRY OF ECONOMICS: No JPA application filed.												
42.SURVIVE FOOD BANK: Unspecified land.			x			x			x			x
43.SHELTER FOR THE HOMELESS: Family housing units (200-237, 328-341)	x			x			x			x		
44.RIVERSIDE COUNTY DEPARTMENT OF SOCIAL SERVICES: No JPA application filed.												
45.OPERATION SAFEHOUSE: No JPA application filed.												
46.RIVERSIDE COUNTY DEPARTMENT OF PUBLIC HEALTH: Single family units (150, 152, 156, 158)	x			x			x			x		
47.VOLUNTEER CENTER FOR GREATER RIVERSIDE: Dental Clinic (bldg 2995)			x			x			x			x
48.SECOND CHANCE SOCIAL SERVICES: No JPA application filed.												
49.INLAND AIDS PROJECT: No JPA application filed.												
50.COMMUNITY ASSISTANCE PROGRAM: No JPA application filed.												
51.DISCOVERTORIUM: Rec Center (bldg 651) Red Cross (bldgs 641 & 641a) Package Store (bldg 755) Dorm (bldg 3404) Dorm (bldg 3407) NCO Meeting Room (bldg 3409) Vacant land for museum.	x x x x x x	x x x		x x x x x			x x x x x			x x x x		x

C: Consistent

N: Not Consistent

U: Unknown

B. Market Feasibility

The preferred land use pattern and alternatives designate extensive areas of the base for the development of industrial, office, business park, mixed uses, and other land uses without the benefit of a market feasibility analysis to determine the actual demand for or absorption of the proposed uses over time. Riverside and San Bernardino Counties have entered into a cooperative agreement to develop an Economic Recovery/Defense Conversion Strategic Plan in order to improve mutual opportunities for successful defense conversion in the Inland Empire. The firm of Economic Research Associates (ERA) was retained to prepare the Strategic Plan.

The March Joint Powers Authority (JPA) had prepared a "Marketing Strategy" of the reuse plan using Office of Economic Adjustment (OEA) funding. The analysis provides a basis for determining actual market feasibility and absorption of the proposed land uses, and set the stage for additional planning of infrastructure, development phasing and timing, and actions for marketing the surplus property.

C. SCAG/FAA Aviation Feasibility Study

The Southern California Association of Governments (SCAG) received a grant from the Federal Aviation Administration (FAA), and undertook a Study of the Feasibility of a Joint Use Airfield at March. Results of the study were completed, with the final report issued early 1997. The findings of the study further emphasizes the marking strategy of an inland port.

The findings of SCAG's 1994 study Commercial Air Service Potential of Military Bases in the SCAG Region, a more general analysis of Southern California airports, indicates the following:

1. Analysis of small air carrier and commuter airports in the region suggests that 0.5 to 0.8 million annual air passengers (MAP) is the minimum range of air service necessary to support non-resort jet air carrier service.
2. Analysis suggests that a commercial passenger airport at March would support .45 MAP in 1992, and 1.74 MAP in the year 2010.
3. The Inland Empire market is apparently insufficiently large to currently support two additional commercial air carrier airports (Norton and March) located so closely together and in close proximity to an existing airport (i.e., Ontario).
4. Norton and March compete head-to-head, but both cannot support a commercial aviation airport. Although both would be competitive, their potential viability is strictly contingent upon Ontario maintaining its 12 MAP capacity constraint, and the potential development of a passenger facility at El Toro in Orange County.

5. Both Norton and March are bases rated as having potential for serving air cargo. March has considerable assets that could facilitate cargo use. Because of their close proximity to one another, March and Norton would compete for air cargo generated in the Inland Empire.
6. March would serve 80 percent of Riverside County's air cargo volume needs, the remainder going to Ontario. Norton would serve 50 percent of San Bernardino County's air cargo volume needs, the remainder going to Ontario. Neither would draw substantial volumes from Orange County if El Toro provides air cargo service.
7. March is estimated to be able to support two daily all-cargo operations, and 8 by the year 2010.

Because the proposed land use plan is largely predicated on the development of a joint use military/civilian commercial airport (passenger and cargo) at March, the feasibility of realistically developing such a facility will also profoundly affect development of the other land uses being proposed.

Liquid aviation fuels are fed to the base by a Santa Fe pipeline. Civilian and military grades of aviation fuel are of different quality; military fuel is a higher grade. The closest civilian fuel pipeline is at Ontario airport. A future consideration is the feasibility of using the military pipeline to supply both military and commercial aviation fuel, or delivering commercial fuel by rail or other means.

D. No Joint Aviation Use

As noted above, the future of commercial passenger and/or cargo aviation at March is uncertain at this time. Ultimately, significant levels of both passenger and cargo traffic may prove feasible or, alternatively, only cargo service may occur. The possibility also exists that no joint aviation uses will be developed and that March aviation will be limited to military flights.

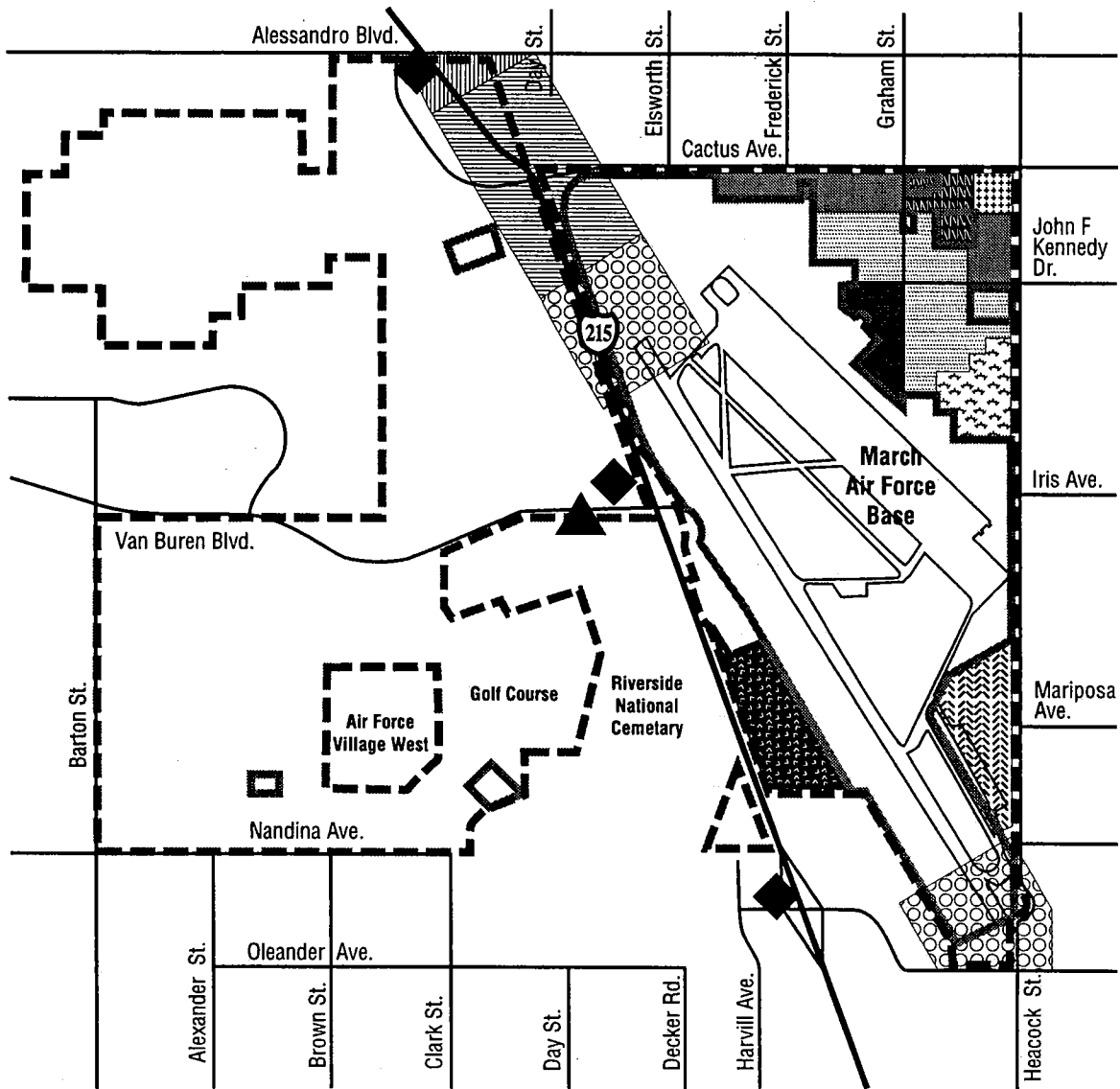
All land use alternatives in this report show joint aviation uses in the southeast portion of the base. This designation is in keeping with the JPC's emphasis on maximizing economic development in the reuse plan, and with the Commission's clear preference for civilian air service as a primary focus of economic attraction and activity at the base following realignment.

If, however, economic realities preclude civilian aviation uses, the JPC will need to revisit land use-related aspects of the Reuse Plan. Two key aspects would be:



















Exhibit 12

NO JOINT AVIATION USE



LEGEND

	Airfield/Military		Mixed Use		Cantonment Area
	Industrial/Warehousing		Stephens Kangaroo Rat Open Space		Base Boundary
	Business Park		Clear Zone		Special Design & Entry Treatment
	Office		APZ-2		Transit Station/Inter/Multi-modal
	Medical		APZ-1		
	Parks/Recreation				
	Historic District				



1. Types and Distribution of Land Uses

In the absence of a civilian airport, land uses in at least the Northeast and Southeast sections would be affected. One possible modified pattern is shown in Exhibit 12. In the exhibit, the Aviation Support designation east of the runway is changed to Industrial/Warehousing and the area between the runway and Interstate 215 remains as SKR open space. The Aviation Commercial land in the Northeast is replaced with Mixed Use since demand for aviation-related commercial uses would be limited under this scenario. Preferred Pattern land uses west of Interstate 215 are designed to create maximum economic activity and, therefore, no changes are proposed in that area. Different modifications also might be appropriate, depending on circumstances at the time.

2. Infrastructure Requirements

Infrastructure improvement levels, location, sizing, phasing, and financing would be affected by less intense, non-aviation development in the Southeast.

Another key consideration would be effective assurances that potential aviation-related land uses are protected from incompatible development proposals until it is known what type and when (or if) civilian aviation uses will be possible. The need to preserve civilian airport options would apply to the affected areas on the base, as well as in the adjoining jurisdictions. Any civilian air services at the base clearly would take several years to develop. In the interim, and until it is known when or if civilian uses are feasible, the JPC and its member jurisdictions should consider exercising effective policies and practices to ensure that any new locally approved development in the affected area is consistent and compatible with aviation uses.

To ensure that aviation option is not prematurely foreclosed, the JPC should consider preparing a Specific Plan for the Southeast and Northeast areas as soon as possible after the base is released to the JPA. This plan should include:

1. Reservation of the area between the I-215 and the runway for aviation-related uses only until such time as the feasibility of the commercial passenger or cargo aviation at March is determined.
2. Specified uses in the Aviation Commercial area in the Northeast and Aviation Support areas east of the runway should be restricted to uses which will be compatible with aviation operations, but which can also stand on their own if commercial or cargo operations prove infeasible (i.e., warehouse, hotel, restaurant, etc.)
3. Sufficient access and right-of-way to the runway from these areas should be reserved to guarantee development does not preclude civilian aviation uses.

E. Infrastructure

It is DOD policy not to serve as a utility provider except to military users. As such, following realignment, the Air Force will either transfer ownership of on-base utilities to private sector service providers or will enter into service agreements with private sector utilities for maintenance and operations. The JPA has indicated its desire to assume responsibility for the utilities as a necessary service for economic reuse.

Based upon preliminary information, it is apparent that existing on-base "dry" utilities (other than sewer and water) are, in general, not adequate in terms of meeting Public Utilities Commission (PUC) standards.

"Order of Magnitude" engineering feasibility studies will be needed to analyze existing utilities and the standards to which they are currently built to determine the degree of upgrades needed to meet civilian codes and PUC standards.

For planning purposes, it was assumed that adequate infrastructure will be made available to serve the designated land uses. Detailed infrastructure studies and improvement plans will be needed to determine actual utility needs, availability, capacities, costs and phasing of utilities to serve the proposed land uses.

F. Circulation

In addition to circulation issues external to the base, several on-base circulation problems will need addressing in order to provide an efficient circulation system within the reuse area. These include, but are not necessarily limited to:

1. Road access from the Van Buren intersection south to an airport terminal or other developments between the runway and I-215.
2. Constraints imposed by the south runway Clear Zone on an access street from Oleander Avenue into the Aviation Support area east and west of the runway.
3. Possible joint use of an on-base access road running south from the cantonment boundary in the Northeast area to the Aviation Support area in the Southeast section of the project.
4. The addition of one or more street overcrossings of the Heacock Channel in the Northeast area.
5. Engineering design and alignment issues at the cantonment boundary.
6. Decisions on the location(s) and type of transportation nodes to be located along the I-215 corridor.

G. Planning and Design Standards

The compatibility of proposed uses in the project area with adjacent land uses in adjoining communities will need to be considered in future planning efforts. Compatibility considerations should include actual land uses, floor area ratios and other development intensity requirements, buffering, setbacks, building heights and bulk, and other design standards like noise attenuation, outdoor storage, landscaping, lighting, screening and similar factors.

Development standards should also consider the compatibility of land use patterns and intensities of development with the continuing Air Force Reserve mission and realignment/cantonment operations, as well as with civilian airport development and operations. Factors to be considered would include:

- Aircraft overflight patterns and associated noise levels
- Security to ensure that national defense needs are not compromised
- Aircraft accident potential and clear zones (APZs)
- Height and obstructions criteria
- Population density guidelines
- Other regulations to prevent uses which might be hazardous to, or otherwise interfere with, aircraft operations.

Land uses, population densities and intensity of development within the accident potential and clear zones (APZs), and noise zones, should be evaluated for their compatibility with the land use guidelines of the 1992 March AFB AICUZ Study.

The JPC has indicated its desire to have the member jurisdictions transfer land use authority to the JPA. This goal was achieved March 11, 1997, less than one year after the April, 1996 realignment date.

H. Development Phasing

Phasing of development will need to be coordinated with the provision and capacity of infrastructure, including roads, utilities, and other support services and facilities. In turn, these will need to be phased in accordance with market conditions and demands.

I. California Redevelopment Status

Legislation (AB 3769) authorizing the formation of a special redevelopment authority at March provides a mechanism for future planning and development of the base with the powers and financing capabilities of a traditional redevelopment agency. These capabilities will need to be further analyzed with regard to their feasibility for use in base development activities, financing of infrastructure improvements, bonding, and

related matters. This bill was passed, and the March JPA Redevelopment Agency formed in 1996.

J. Final Cantonment Boundary

The final cantonment boundary was decided in April, 1995. This boundary set the framework for separating the AFRES property from reuse planning by the JPA.

K. Housing/Homeless

Numerous requests for surplus land and/or housing units (Green Acres, barracks and dorms, other surplus buildings) have been received from homeless services providers under the auspices of the federal McKinney Act, revisions to that act, and the provisions of the base realignment screening process.

At the time of selecting preferred and alternative land use patterns as part of the land use planning process, it was unknown which, if any, of these homeless requests will be granted.

Given the abundance of existing dwellings and lands zoned for housing development in the surrounding jurisdictions, and the need to replace and expand local employment opportunities for area residents resulting from realignment of the base, the JPC has indicated a preference for job producing land uses as a major emphasis of the base reuse plan. Regardless, there remains the potential to address homeless service demands in a reasonable manner with some surplus properties at March AFB.

Planned uses may need to be revised and/or changed in accordance with and in response to the disposition of homeless screening requests which may be granted as part of the official Record of Decision for March AFB.

L. Biological and Other Environmental Factors

Several known or potential environmental constraints were described in Section IV C, including physical and biological considerations. Changes in land uses may be necessary as the effect of these factors on reuse development is evaluated in the Environmental Impact Study and subsequent detailed studies.

In addition to the wetlands and SKR issues described previously, other potential biological constraints to base reuse were identified during the Phase I process, primarily concerning the occurrence of sensitive wildlife species and their habitats.

Exhibit 13

Potential and Listed Endangered, Threatened and Candidate Species at March AFB, Riverside County, California

COMMON NAME	SCIENTIFIC NAME	FEDERAL STATUS
BIRDS		
Brown Pelican	<i>Pelecanus occidentalis</i>	E
Least Bell's vireo	<i>Vireo bellii pusillus</i>	E
Ferruginous hawk	<i>Buteo regalis</i>	2
Mountain plover	<i>Charadrius montanus</i>	1
California horned lark	<i>Eromophila alpestris actia</i>	2
Loggerhead shrike	<i>Lanius ludovicianus</i>	2
Bell's sage sparrow	<i>Amphispiza belli belli</i>	2
Tricolored blackbird	<i>Agelaius tricolor</i>	2
MAMMALS		
Stephens' kangaroo rat	<i>Dipodomys stephensi</i>	E
San Diego black-tailed jackrabbit	<i>Lepus californicus bennittii</i>	2
Los Angeles little pocket mouse	<i>Perognathus longimembra brevinasus</i>	2
AMPHIBIANS AND REPTILES		
San Diego horned lizard	<i>Phrynosoma coronatum blainvillei</i>	2
San Diego banded gecko	<i>Coleonyx varigatus abbotti</i>	2
Orange-throated whiptail	<i>Cnemidophorus hyperythrus</i>	2
Northern red diamond rattlesnake	<i>Crotalus ruber ruber</i>	2
Costal western whiptail	<i>Cnemidophorus tigris multiscutatus</i>	2
Legend (E) Endangered (2) Category 2: Taxa for which existing information indicated that the listing may be warranted, but for which substantial biological information to support a proposed rule is lacking.		

The open areas of the base consist mainly of grasslands comprised of non-native species of European origin, isolated coastal sage scrub remnants, and localized wetlands/riparian habitats along draws and drainage depressions. The coastal sage scrub is considered to be the Riversidian sub-type.

Field surveys of the base conducted by the US Fish and Wildlife Service (March, 1994; USFWS) have documented a total of 98 bird species as occurring on March AFB.

Two are state and federally listed as "endangered" (Bald eagle; Least Bell's vireo), five are federal Category 2 candidates, and nine others are noted on various watchlists as "sensitive." An endangered species, least Bell's vireo, was identified in drainage with willow riparian habitat along Van Buren Boulevard on West March. Burrowing owls are also known to occur on the base. California gnatcatchers were not observed to occupy the remnant coastal sage scrub environs.

Other field surveys (USFWS; January, 1994) also noted the presence of several reptile and amphibian species of concern; a total of 15 herpetological species are known to occur on the base.

Of these, four are Category 2 candidates for listing as federal threatened or endangered species; (San Diego horned lizard; Orange-throated whiptail; Coastal western whiptail; Northern red diamond rattlesnake). Four individuals of the Western spadefoot toad were also incidentally captured during the surveys near Plummer Road in the northwest portion of the base, and is considered "...extinct throughout much of lowland southern California" (Stebbins 1985).

Previous surveys (USFWS, 1993) also noted the presence or possibility of other sensitive wildlife species on the base, including the Los Angeles pocket mouse (federal Category 2 subspecies), Bell's sage sparrow (Fed Cat 2), and the Ferruginous hawk (Fed Cat 2); among others.

Exhibit 13 lists the various sensitive wildlife species known to occur on the base.

Future development activities on the base will need to consider these factors during the planning process in order to comply with California Environmental Quality Act (CEQA) procedures and associated mitigation measures, and applicable provisions of the state and federal endangered species acts. The issue of conserving wetlands/riparian habitats will also need to be addressed.



Circulation/Transportation



CIRCULATION AND TRANSPORTATION PLAN

MARCH AIR FORCE BASE MASTER REUSE PLAN

**Authorized for Submittal to the U.S. Air Force
by the March Joint Powers Commission**

December 6, 1995

March Joint Powers Authority

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CIRCULATION AND TRANSPORTATION PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

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CIRCULATION AND TRANSPORTATION PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

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MARCH AIR FORCE BASE MASTER REUSE PLAN

CIRCULATION AND TRANSPORTATION PLAN - SUMMARY

In conjunction with the Base Reuse Land Use Plan, the Circulation and Transportation Plan was prepared to identify and address the future circulation needs associated with the reuse of the realigned base. The Circulation and Transportation Plan analyzes the needed transportation network to support the base reuse land use plan, as well as the opportunity to provide circulation to an area that has been an island within the sub-regional transportation network. The downsizing of military operations provides an opportunity for long-term circulation systems to be developed, inclusive of a joint use airfield for civilian aviation.

The Western Riverside Council of Governments (WRCOG) was retained by the March Joint Powers Authority (JPA) to conduct preliminary analysis of circulation and transportation system needs, based upon the preferred land use pattern and the constrained Stephens' Kangaroo Rat (SKR) alternative land use pattern. With the disposal of 4,400 acres, the long-term development of an employment base will impact the area's transportation and circulation system. The employment generation estimate for base reuse is approximately 37,400 employees, based upon the preferred land use pattern.

Under contract to WRCOG, Parsons Brinckerhoff Quade & Douglas, Inc. prepared the Circulation and Transportation Plan. The preliminary study addresses necessary transportation facilities for base reuse, based upon the existing roadway system and the proposed land use patterns. The study examines the condition of the existing transportation system and current level of service (LOS), and it outlines the projected demand and needs of the transportation network.

Opportunities and constraints is a key component of the plan. The regional capacity of Interstate 215 and the arterial roadway system will be constrained as interchanges connecting the local and regional transportation systems must be upgraded to accommodate projected traffic volumes. Linking civilian aviation areas with the regional transportation network also must be accommodated, including the planned realignment of Oleander Avenue to serve the southeastern non-cantonment (aviation) area. Additionally, the procurement of a regional east-west corridor via the Ramona and Cajalco Expressways is necessary. Future constraints of the transportation system are regional, as well as local.

The transportation opportunities include availability to create or link local and sub-regional facilities within an area previously precluded from the transportation network. Additional opportunities include the establishment of multi-modal systems and the implementation of transportation demand management strategies. The premiere transportation opportunity is establishment of civilian aviation through joint use of the airfield, along with associated goods movement system. Furthermore, plans by Riverside County Transportation Commission (RCTC) to establish commuter rail service along the San Jacinto Branch Line, linking to

Downtown Riverside and connecting with Los Angeles and Orange Counties, is an opportunity to provide non-motorized transportation to the reuse area.

Improvements determined necessary for base redevelopment include upgrading roadway segments and facilities. With base reuse and development, the circulation system must maintain an acceptable Level of Service (LOS) E in accordance with the regional transportation authority (RCTC), to assure compliance with the Congestion Management Plan (CMP) and related facilities. Development of a transportation demand management program will maximize development potential for base reuse, while minimizing the impact to the surface transportation system and required infrastructure improvements.

Future activities necessary to implement the Base Master Reuse Plan include the development of a General Plan Transportation Element, which will consist of a detailed analysis based upon land use designations and development ratios of the General Plan Land Use Element. Further review and analysis of the Southern California Association of Governments (SCAG)/Federal Aviation Administration (FAA) report findings relative to joint use will be explored and marketing strategies created, along with examination of goods movement and site accessibility. As specific development proposals are identified, such as joint use aviation-cargo, traffic impact studies may be conducted and improvements delineated.

A capital improvement program (CIP) for the entire base reuse, individual projects, or phases of reuse will be developed. A CIP identifies the necessary improvements to accommodate land development and base reuse. With identification of funding sources, funding programs will be pursued. Multi-modal and transportation demand management systems, along with infrastructure improvements to the transportation network, will be required as deemed necessary through the Transportation Element and traffic studies conducted for development proposals.

TRANSPORTATION AND CIRCULATION PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

I. INTRODUCTION

A. Project Setting

March Air Force Base (AFB) is located on approximately 6,500 acres in Western Riverside County, three miles south of SR-60 and on both sides of I-215. It lies in unincorporated Riverside County, adjacent to the Cities of Moreno Valley, Perris, and Riverside (see Exhibit 1). In 1993, it was identified for realignment as part of the Defense Base Realignment and Closure Act of 1988.

Realignment of the base from an active duty to reserve base was planned for April 1, 1996. At that time, the Air Force will retain about 2,100 acres of cantonment area for continuing military operations. The remaining 4,400 acres will become available for alternative use. Although planning for the base is still preliminary, the down scaling of military activities at the base presents an opportunity for a long-term circulation system to be identified in conjunction with the development of land use plans.

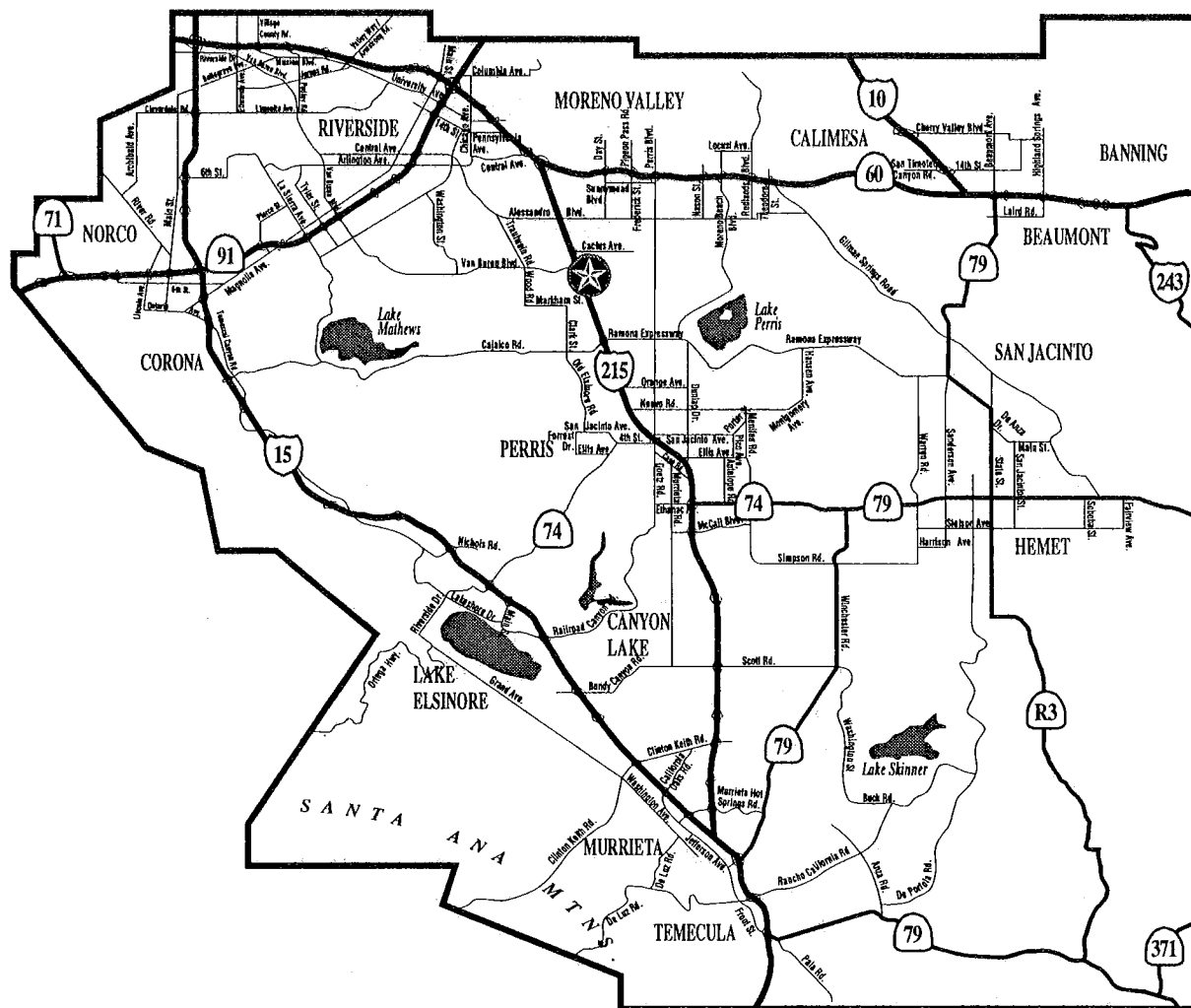
It is expected that the airfield may be used for civilian aviation uses such as passenger service, cargo service, and joint use. Due to practical considerations such as access to the runway and available airspace, the principal location of civilian aviation uses is limited to the southern part of the base east of I-215. Specific locations for each type of civilian aviation use were studied by the Southern California Association of Governments (SCAG).

B. Land Use Patterns

Two optional land use patterns for the area have been identified by the Land Use Subcommittee of the Joint Powers Commission (JPC). The Preferred Pattern emphasizes maximum economic potential. The Fully Contained Stephens Kangaroo Rat (SKR) Land Use Pattern assumes a 2,200-acre SKR reserve in addition to the uses in the Preferred Pattern.

Exhibit 1

MARCH AIR FORCE BASE AND SURROUNDING VICINITY MAP



LEGEND



Master Reuse Plan Area



Both of these land use patterns are expected to generate significantly greater travel demands than that which existed prior to base realignment. Prior to base realignment, 10,000 military personnel and civilian employees were stationed at the base. The Environmental Impact Statement for the Base Reuse estimates that the Preferred Pattern would generate approximately 37,400 employees by 2020 and the SKR Pattern would generate approximately 25,800 employees. The ultimate development potential of the area is even higher - the acreage and land use types included in the Preferred Pattern could accommodate up to 127,900 employees, while the SKR Pattern could accommodate up to 69,800 employees. A market study was completed to develop refined estimates of the area's development potential.

C. Plan Preparation

The JPC retained the Western Riverside Council of Governments (WRCOG) to conduct preliminary circulation planning for the base. WRCOG retained Parsons Brinckerhoff to review the adopted land use patterns and to develop a circulation system plan designed to address the future circulation needs.

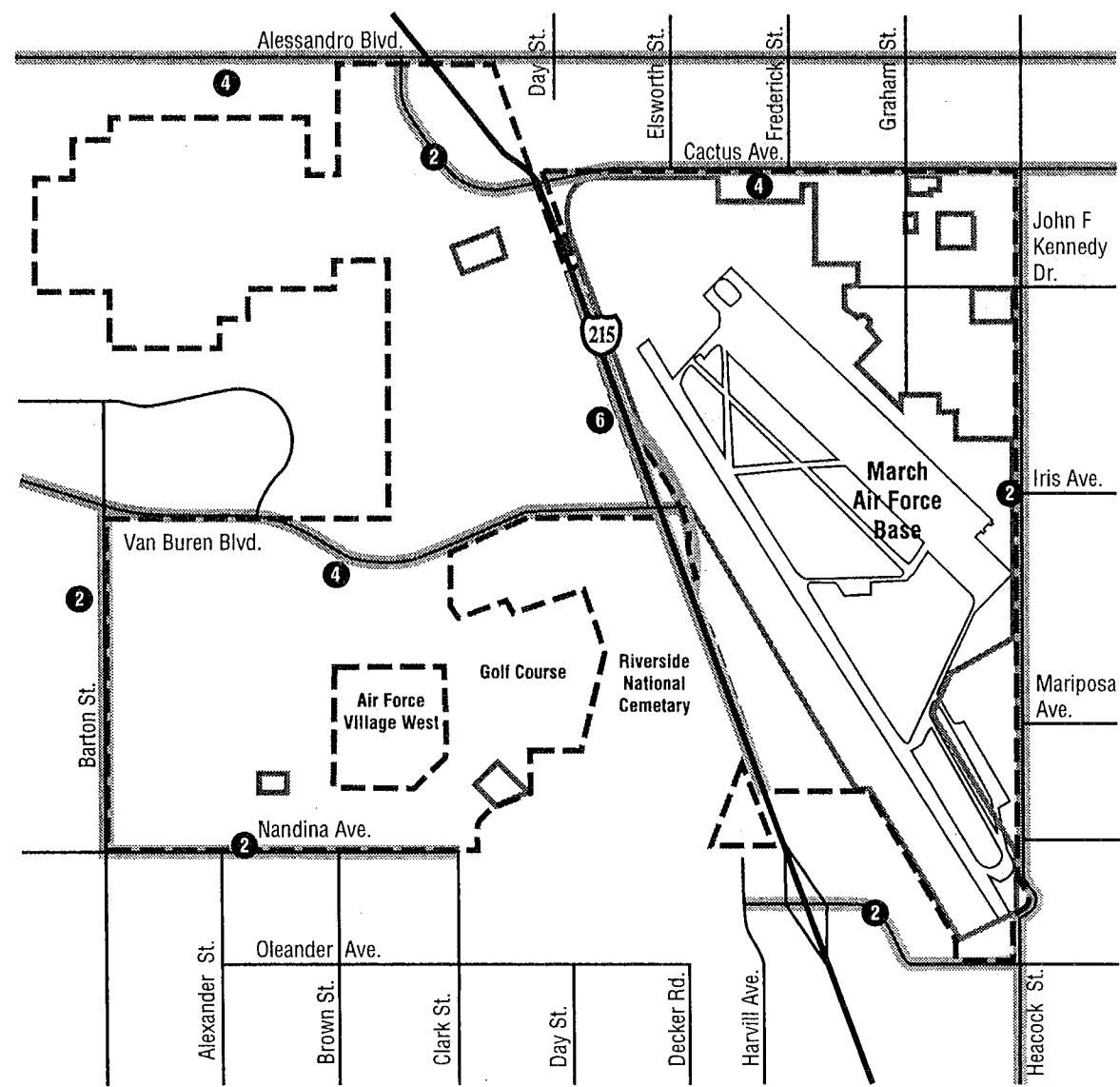
D. Report Organization

This report is divided into six sections. Section 1 provides an introduction to the study while Section 2 documents the existing traffic conditions on the base. Section 3 discusses the opportunities for improvements to the circulation system and identifies constraints to further improvements. Section 4 describes the future baseline traffic conditions if no civilian uses are developed on the base, while Section 5 describes the future traffic conditions with civilian developments. Section 6 presents circulation plans for the two alternative land use patterns.






Exhibit 2

EXISTING NUMBER OF LANES



LEGEND

-  Roads With Number of Existing Lanes Indicated
-  Cantonment Area
-  Base Boundary



TRANSPORTATION AND CIRCULATION PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

II. EXISTING CONDITIONS

This section describes the existing (1995) traffic conditions around March Air Force Base (AFB), including the physical characteristics of the circulation system. It also discusses the methodology used to calculate level of service (LOS).

A. LOS Methodology

LOS describes the quality of traffic flow, using a scale from A to F. LOS A indicates that operating conditions are very good, with little or no delay. LOS E represents operating conditions at or near capacity, and LOS F indicates breakdown of the system with very long delays.

The Highway Capacity Manual (HCM) Modified LOS Methodology, employed by the Riverside County Transportation Commission (RCTC) for the Congestion Management Program (CMP), was used to calculate the LOS. The HCM Modified methodology estimates the peak hour delay that is typically encountered at intersections, based on total daily traffic volumes, peak hour traffic percentage and directional split, and other factors such as adjacent development intensity, distance from freeway interchange, distance from downtown core, and terrain.

The circulation plans have been developed using peak hour LOS E or better as the level of service objective.

B. Roadway System

The study area for this analysis includes those roads immediately adjacent to and within the boundaries of the base.

Exhibit 2 illustrates the existing roadway system at the base and the number of lanes on each facility. Regional access is provided by I-215, which was recently improved to a six-lane freeway, and SR-60 which is located to the north.



Exhibit 3

1994 AVERAGE DAILY TRAFFIC



Note: Volumes in 1,000s

The regional arterials currently have two or four travel lanes. North-south circulation is provided on Barton Street and Heacock Street. Barton Street is currently two lanes wide and runs along the western edge of the base. Heacock Street is also two lanes wide and runs along the eastern edge of the base. To the north, it has an interchange with SR-60 while to the south in the City of Perris, it becomes Webster Avenue.

East-west circulation is provided by Alessandro Boulevard, Cactus Avenue, Van Buren Boulevard, Nandina Avenue, and Oleander Avenue. Each of these roads with the exception of Nandina Avenue has an interchange with I-215.

Alessandro Boulevard is a four-lane roadway that lies along the northern edge of the base west of I-215. It continues west to the City of Riverside while on the east, it proceeds through Moreno Valley. Cactus Avenue is a four-lane roadway that lies along the northern edge of the base east of I-215. Van Buren Boulevard is four lanes wide and runs through the center of the base west of I-215. To the west, it has an interchange with SR-91 in the City of Riverside. Nandina Avenue and Oleander Avenue are two-lane roads which form the southern edge of the base. The Oleander Avenue interchange with I-215 was recently relocated so that the interchange is now several hundred feet north of the Oleander Avenue alignment. East of the interchange with I-215, Oleander Avenue jogs to the south.

C. Traffic Volumes

Exhibit 3 illustrates the existing average daily traffic (ADT) volumes in the area, based on traffic counts provided by the cities and Caltrans. The ADT on I-215 is 69,000 south of Van Buren Boulevard. Alessandro Boulevard carries a daily volume of 35,000 west of I-215. Van Buren Boulevard carries 24,000. Cactus Avenue carries 24,000 east of I-215. Heacock Street carries 8,000 south of Cactus Avenue.

D. LOS Analysis

Exhibit 4 illustrates the existing LOS for the roads in the study area. All of the roads currently operate at LOS B or better, except Alessandro Boulevard west of I-215 which is LOS E.

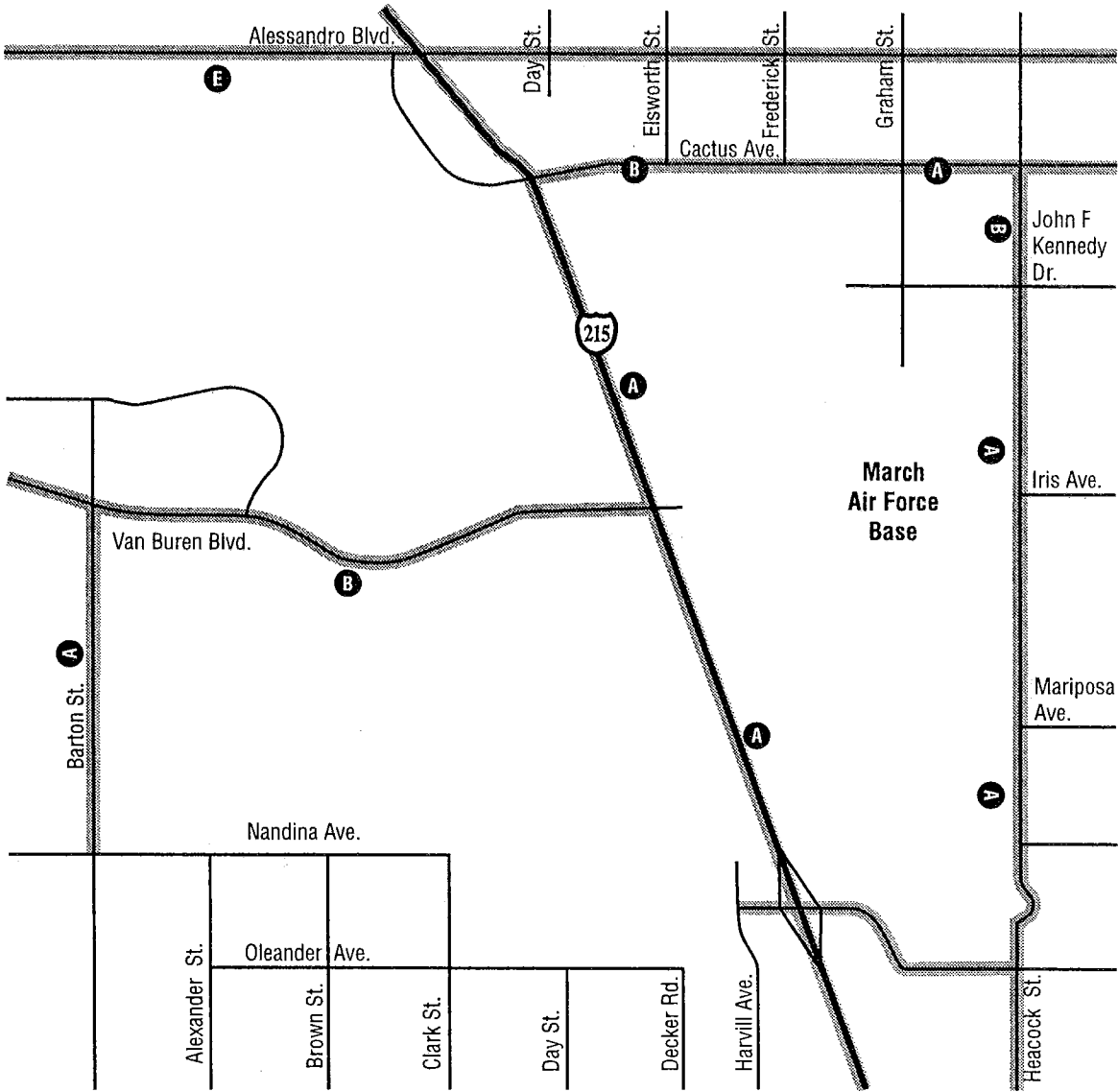
E. Transit Routes

Existing transit service in the area is provided by the Riverside Transit Agency (RTA). RTA service is limited to two bus routes that serve the periphery of the base on Alessandro Boulevard. Exhibit 5 illustrates the transit service.



Exhibit 4

1994 LEVEL OF SERVICE

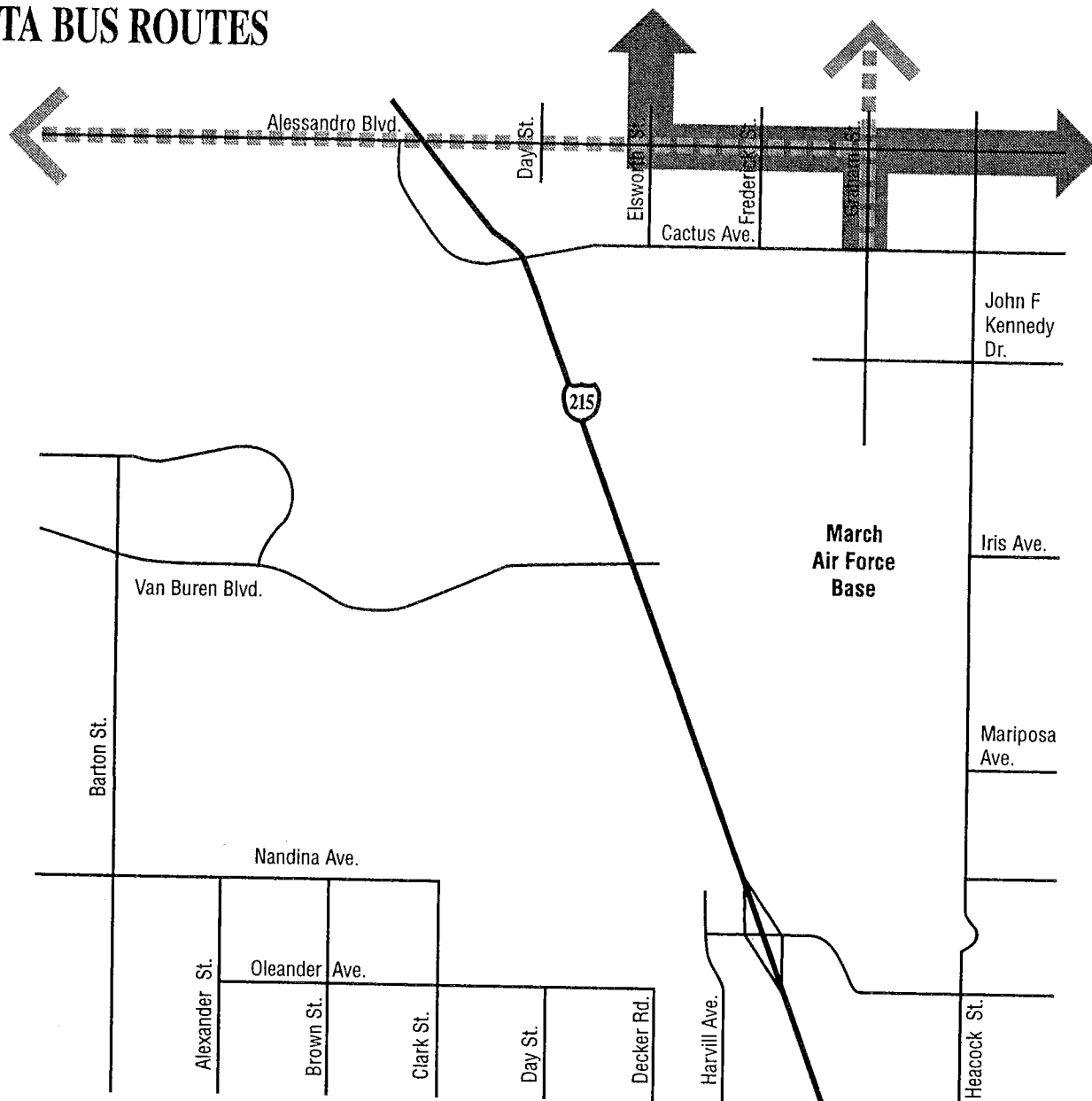


LEVEL OF SERVICE DESIGNATION



Level of Service	Volume to Capacity Ratio
A	0 - .59
B	.60 - .69
C	.70 - .79
D	.80 - .89
E	.90 - 1.00
F	Over 1.00



Exhibit 5 RTA BUS ROUTES



LEGEND

-  Route 17
-  Route 16

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TRANSPORTATION AND CIRCULATION PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

III. OPPORTUNITIES AND CONSTRAINTS

This section describes the opportunities for improving the circulation system to serve potential future land uses, and constraints to implementing the potential improvements. This discussion includes roadway circulation and access, multimodal circulation and access, and airport terminal access.

A. Roadway Circulation and Access

1. Regional Roadway Access

Since I-215 is the primary regional roadway access route into the area, good access to and from I-215 will be essential. As the arterial system and freeway interchanges are presently configured, three of the four interchanges in the study area could be conveniently used for access to the area west of I-215: Alessandro Boulevard, Cactus Avenue, and Van Buren Boulevard. Access to the western portion of the base could be further enhanced if Nandina Avenue west of I-215 is realigned to connect with the interchange at Oleander Avenue (as proposed in the City of Perris Circulation Element).

Interchange capacity could constrain the volume of traffic which can access I-215. Although I-215 was recently improved to a six-lane freeway through this area, the interchanges may need to be improved to provide sufficient capacity to serve the potential level of development on the base. In particular, the current capacity of the interchange at Van Buren Boulevard is very limited. In addition, the close proximity of the Atchison Topeka & Santa Fe Rail Line to the west side of I-215 severely limits the range of potential improvements to the southbound on-and off-ramps at all four interchanges.

In the long-term future, the Cajalco and Ramona Expressways are planned to form a major east-west corridor through Western Riverside County south of the base (though these improvements have not yet been approved other than to be

included on the County's roadway plan). It would therefore be desirable to have north-south arterials through the base area link with roads which will intersect the Cajalco Corridor. The County of Riverside's roadway master plan presently includes five north-south streets south of the base and west of I-215 which would connect to the Cajalco Corridor as secondary arterials: Alexander Street, Brown Street, Clark Street, Day Street, and Decker Road. Barton Street, the only existing north-south arterial on the base west of I-215, is not currently planned to extend south to the Cajalco Corridor. If Cajalco and Ramona are not developed as expressways, it will still be important to have an arterial connection to the south to serve local circulation needs, though a minor arterial connection would be sufficient.

2. Arterial Street Capacity

Current plans for arterial streets serving the base area were developed prior to the base realignment planning, so planned capacities may not be sufficient to accommodate traffic from the planned uses on the base in addition to traffic from surrounding areas.

Section 5 of this report evaluates the adequacy of currently-planned roadway capacity to serve future needs including additional demand generated by the potential civilian uses.

3. Land Use

Existing and potential future land uses limit opportunities to develop new roads which might otherwise be desirable for circulation within the base area. Exhibit 6 shows the locations of the land use constraints identified below.

In one potential land use pattern, much of the base area west of I-215 and north of Van Buren Boulevard is dedicated to Stephens' Kangaroo Rat (SKR) management. In this option, this designation would effectively eliminate opportunities to extend Barton Street north from its present terminus at Nandina Avenue to connect with Alessandro Boulevard, to extend Cactus Avenue west to Barton Street, or to build Plummer Road between Van Buren Boulevard and Cactus Avenue.

In the Preferred Land Use Pattern, the area west of I-215 is not dedicated to SKR management, so an opportunity exists to develop a new north-south arterial between I-215 and Barton Street. However, such a road would have to be east of the Orangecrest residential area north of Van Buren and might conflict with wetlands and open space south of Van Buren. There is also an opportunity to extend Cactus Avenue west through the base in this option, though it would need to avoid the weapons storage area.

Two current land use proposals would minimize opportunities to develop new north-south road south of Van Buren Boulevard. One proposal would expand the Riverside National Cemetery along the entire south side of the base. The other would develop a Sheriff's training facility between Air Force Village West and Barton Street. In addition, an arterial street would not be desirable adjacent to Air Force Village West, the golf course, or the cemetery. If these development proposals go forward as expected, the street system should be planned to function effectively without this additional north-south road.

Two constraints exist which would make it difficult to develop Barton Street as a continuous north-south arterial street between Van Buren Boulevard and Alessandro Boulevard. North of Van Buren (between Van Buren and Orange Terrace Parkway), Barton Street is approximately 50 feet wide, and passes through a residential area, with houses fronting on the street. This segment of Barton Street is therefore not desirable for carrying large volumes of traffic. South of Alessandro, the existing segment of Barton Street serves a residential area, and a few homes front on Barton Street.

East of I-215, the airfield presents a major barrier to north-south circulation, so with the possible exception of a frontage road along I-215, there are no opportunities for additional north-south circulation through this area.

The Cities of Moreno Valley and Perris plans to realign Oleander Avenue to minimize its intrusion in the clear zone. The new alignment will follow California Street (about one-eighth of a mile south of the Oleander Avenue alignment), and will intersect Heacock Street outside the clear zone.

B. Multimodal Circulation and Access

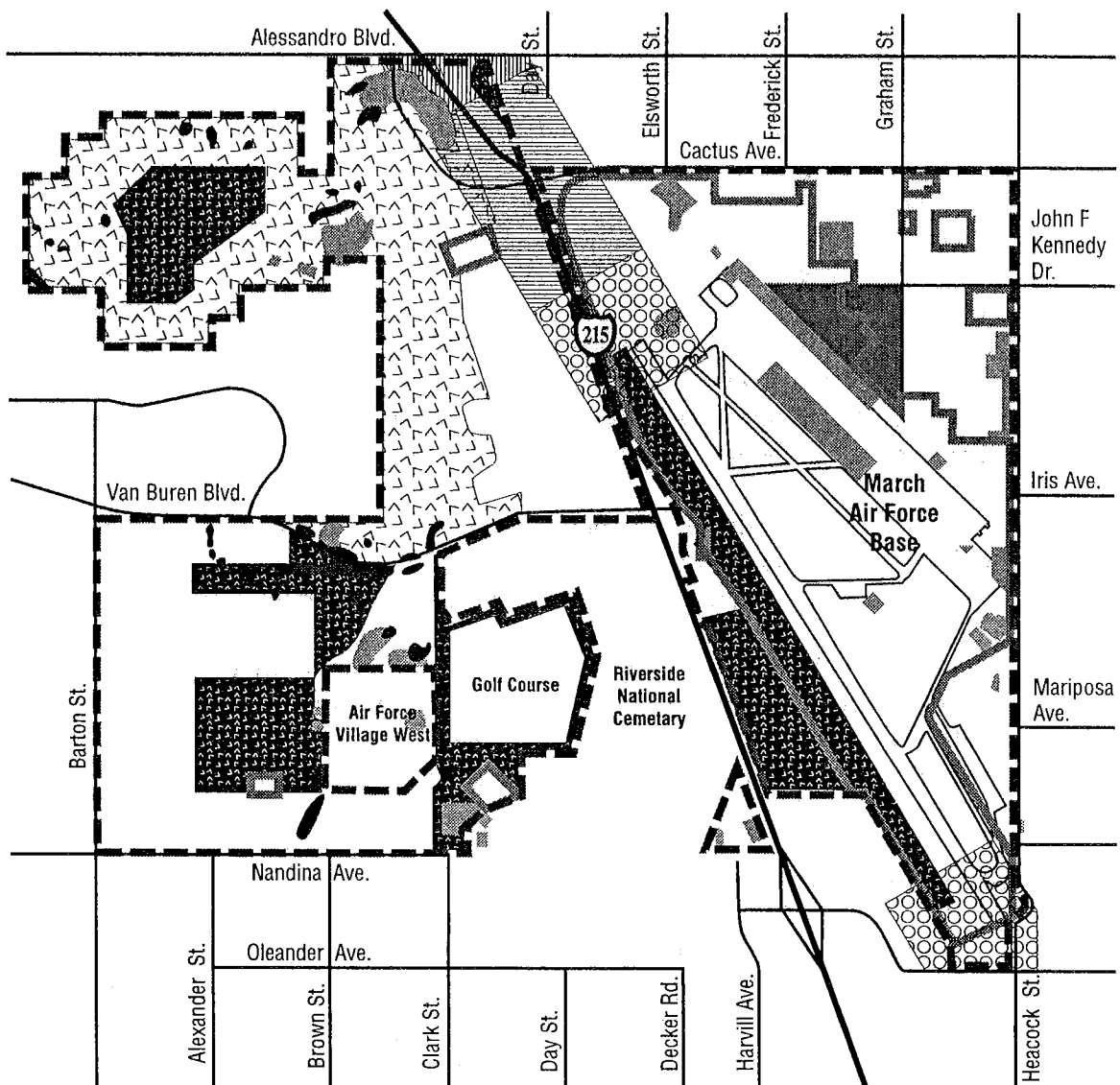
Several planned improvements to the existing transit system will provide better access to the area. Commuter rail service is planned on the San Jacinto Branch Line (the rail line adjacent to I-215) between downtown Riverside and the San Jacinto Valley. Two stations are presently planned within the study area--at Alessandro Boulevard and Van Buren Boulevard. An additional station is planned three-miles to the south at the Ramona Expressway.

Initially, commuter rail service on this line would operate from San Jacinto to Riverside in the morning peak, and from Riverside to San Jacinto in the afternoon. Ultimately, commuter rail service could be provided in both directions throughout the day. Local bus service will need to be enhanced to provide basic levels of transit service in the area, and circulator service could be implemented to connect the commuter rail stations with nearby employment centers. Both of the stations are intended as multimodal facilities that include park-and-ride lots for about 300 commuters, as well as bus transfer facilities.













Exhibit 6

LAND USE CONSTRAINTS



LEGEND

- | | | | |
|---|----------------------------------|---|-----------------|
|  | Wetlands |  | Clear Zone |
|  | Historic Site |  | APZ-2 |
|  | Stephens Kangaroo Rat Management |  | APZ-1 |
|  | Stephens Kangaroo Rat Open Space |  | Cantonment Area |
|  | Installation Restoration Program |  | Base Boundary |



C. **Airport Terminal Access**

The Southern California Association of Governments (SCAG) conducted a study to determine appropriate civil aviation uses for the airfield. Civilian aviation has the potential to serve passenger service, cargo service, or a combination of the two. Two locations have been identified as potential sites for passenger or air cargo terminal facilities--one on the west side of the airfield and one on the east. Exhibit 7 illustrates potential access routes to the two sites.

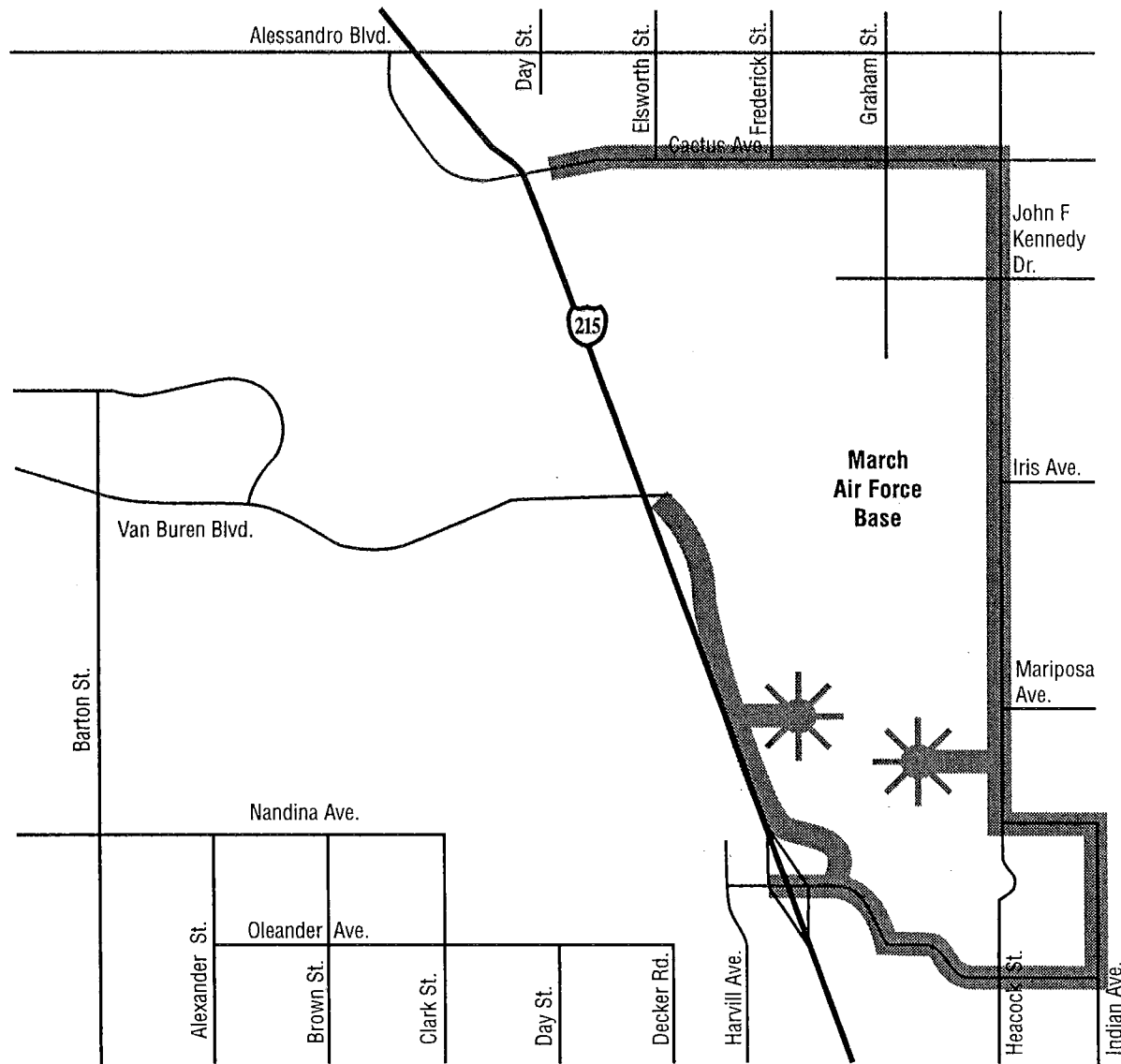
On the east side of I-215, it would be desirable to develop a frontage road from Van Buren Boulevard to Oleander Avenue, providing access to the west terminal from both interchanges. Parking would be located adjacent to the terminal, but since the terminal site is limited in size, remote parking with a shuttle service or fixed guideway might be required depending on the type and level of operations. For a passenger terminal, shuttle service could be provided between the Van Buren commuter rail station and the terminal.

For the terminal on the east side of the base, access to the terminal would be from Heacock Street. Users coming from I-215 could exit at either Oleander Avenue or Cactus Avenue, proceed east, then follow Heacock Street to the terminal entrance.

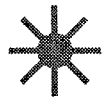


Exhibit 7

AIRPORT TERMINAL ACCESS



LEGEND



Terminal Locations Potential



Terminal Access



TRANSPORTATION AND CIRCULATION PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

IV. FUTURE BASELINE CONDITIONS

This section describes the future baseline traffic conditions at the base assuming that civilian uses are not developed.

A. Future Year Forecasts

The year 2020 was analyzed to provide a future time horizon for analysis of circulation needs.

The traffic forecasts were developed from the regional travel demand model, the Comprehensive Transportation Plan (CTP) model, maintained by Southern California Association of Governments (SCAG). The CTP model forecasts used for this analysis assume that all currently planned roadway projects in Western Riverside County are constructed.

B. Currently Planned Roadway System

Future roadway plans were obtained from the jurisdictions located adjacent to the base. Those roadway plans are illustrated in Exhibit 8. Current plans call for I-215 to be widened to an eight-lane freeway with six general purpose lanes and two lanes dedicated to high occupancy vehicles (HOV). Six travel lanes are planned for most of the east-west roads, and four lanes of travel for the north-south roads.

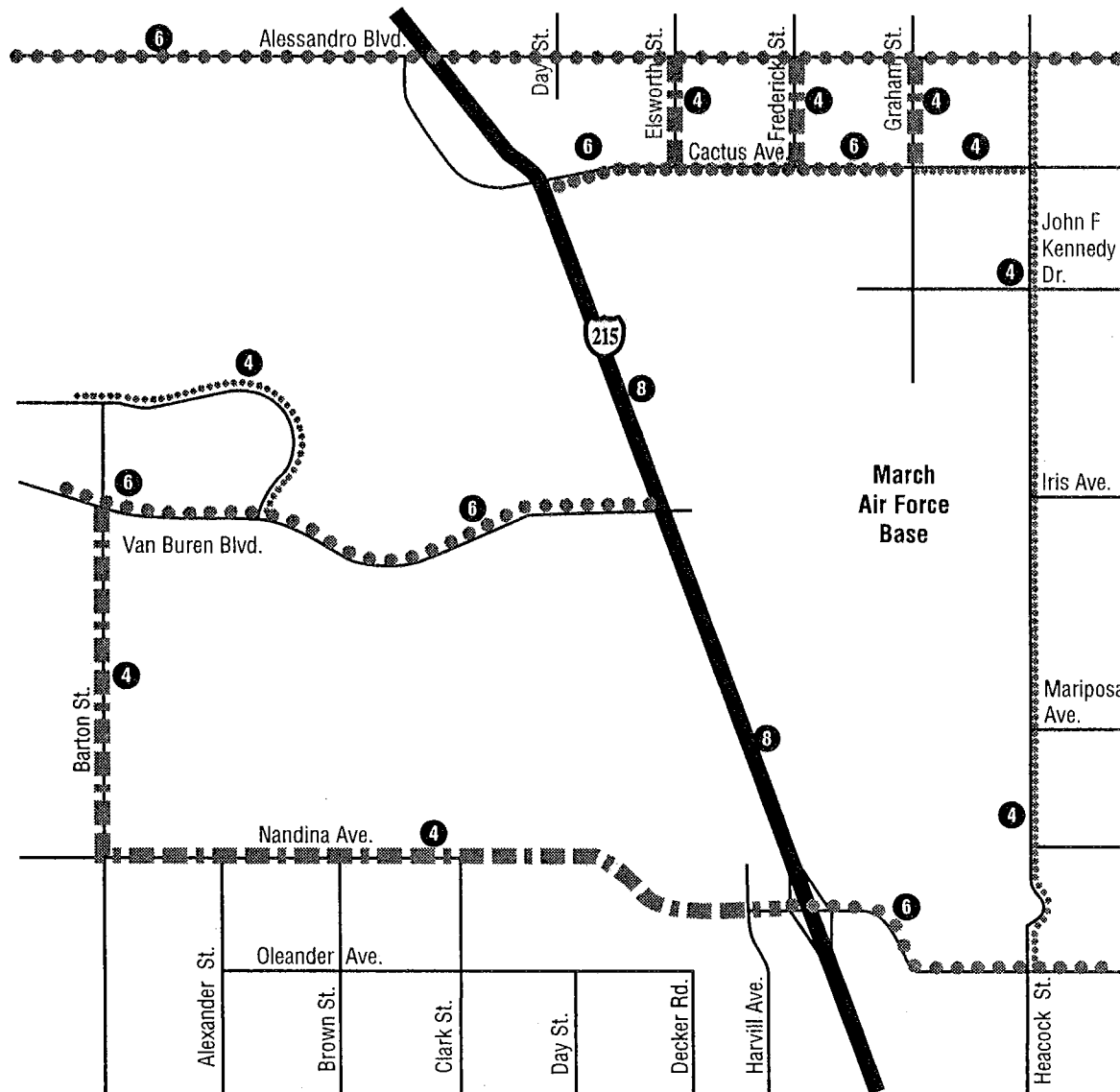
C. Currently Planned Transit System

Several improvements are planned for the transit system by 2020. They include construction of the San Jacinto Branch Line and the expanded transit system discussed earlier in Section 3 - Opportunities and Constraints.







Exhibit 8

CURRENTLY PLANNED NUMBER OF LANES



LEGEND

-  Minor Arterial
-  Arterial
-  Major Arterial
-  Freeway



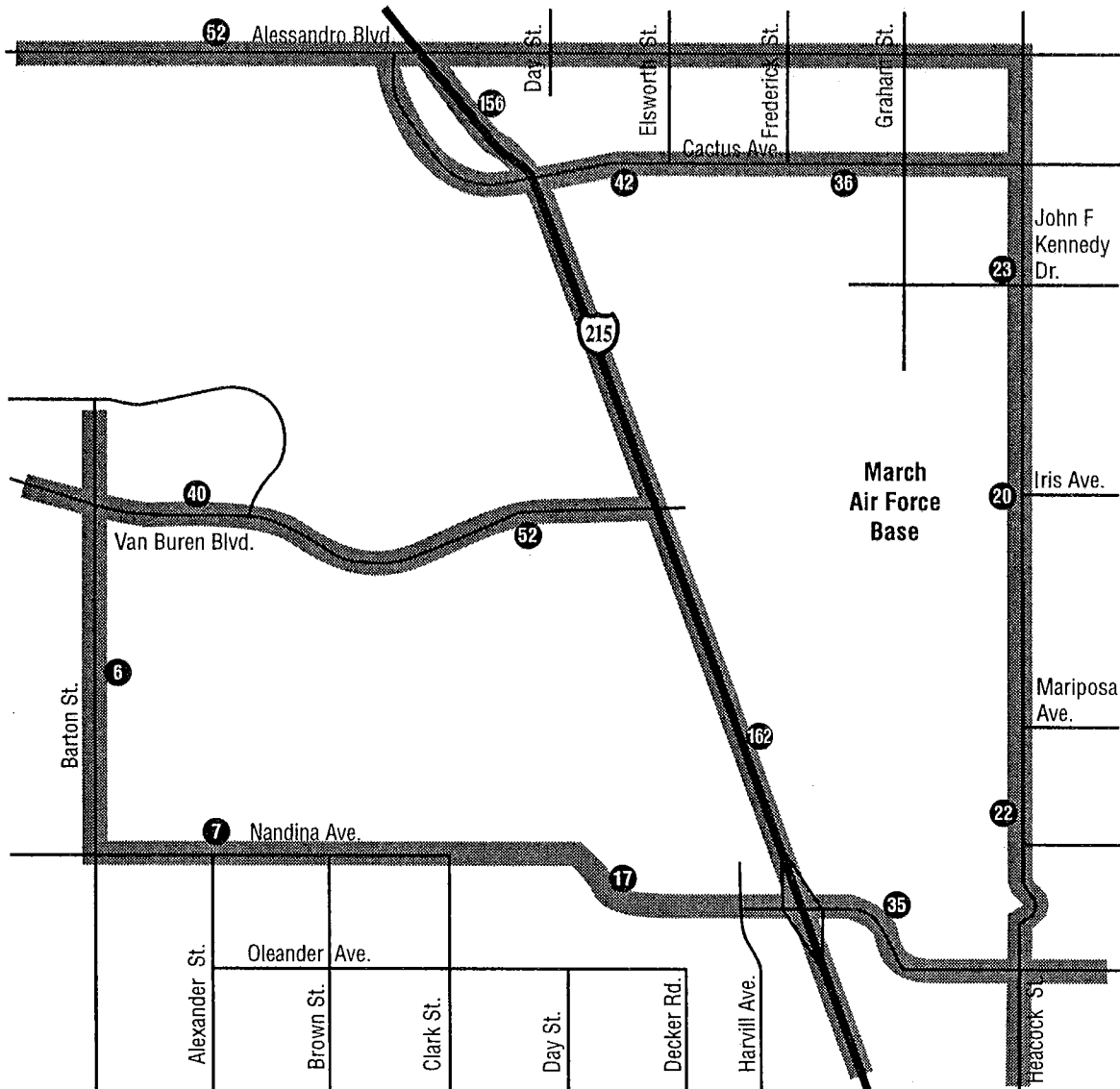
D. Traffic Volumes

Future growth in daily traffic volumes was obtained from the SCAG CTP model; the resulting future traffic volumes are illustrated in Exhibit 9. Volumes along I-215 are expected to reach 162,000 vehicles per day while volumes along Alessandro Boulevard and Van Buren Boulevard are expected to be as high as 52,000 vehicles per day.



Exhibit 9

FUTURE ADT WITHOUT CIVILIAN USES



Note: Volumes in 1,000s

TRANSPORTATION AND CIRCULATION PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

V. FUTURE CONDITIONS WITH MARCH REALIGNMENT

This section discusses the two potential land use patterns that have been identified for the base, and their potential impacts upon traffic.

A. Land Use Patterns

The two potential land use patterns, the Preferred Land Use Pattern and the Fully Constrained Stephens Kangaroo Rat (SKR) Pattern, are illustrated in Exhibits 10 and 11.

The Preferred Pattern proposes large blocks of acreage devoted to business park, industrial and office uses. These uses maximize the economic potential of the land. The SKI Pattern assumes a 2,200-acre SKR reserve, with other uses similar to the Preferred Pattern. Additional acres of mixed use are proposed south of Van Buren Boulevard to compensate for the loss of land to the SKR reserve. Both Land Use Patterns assume commercial joint use of the airfield.

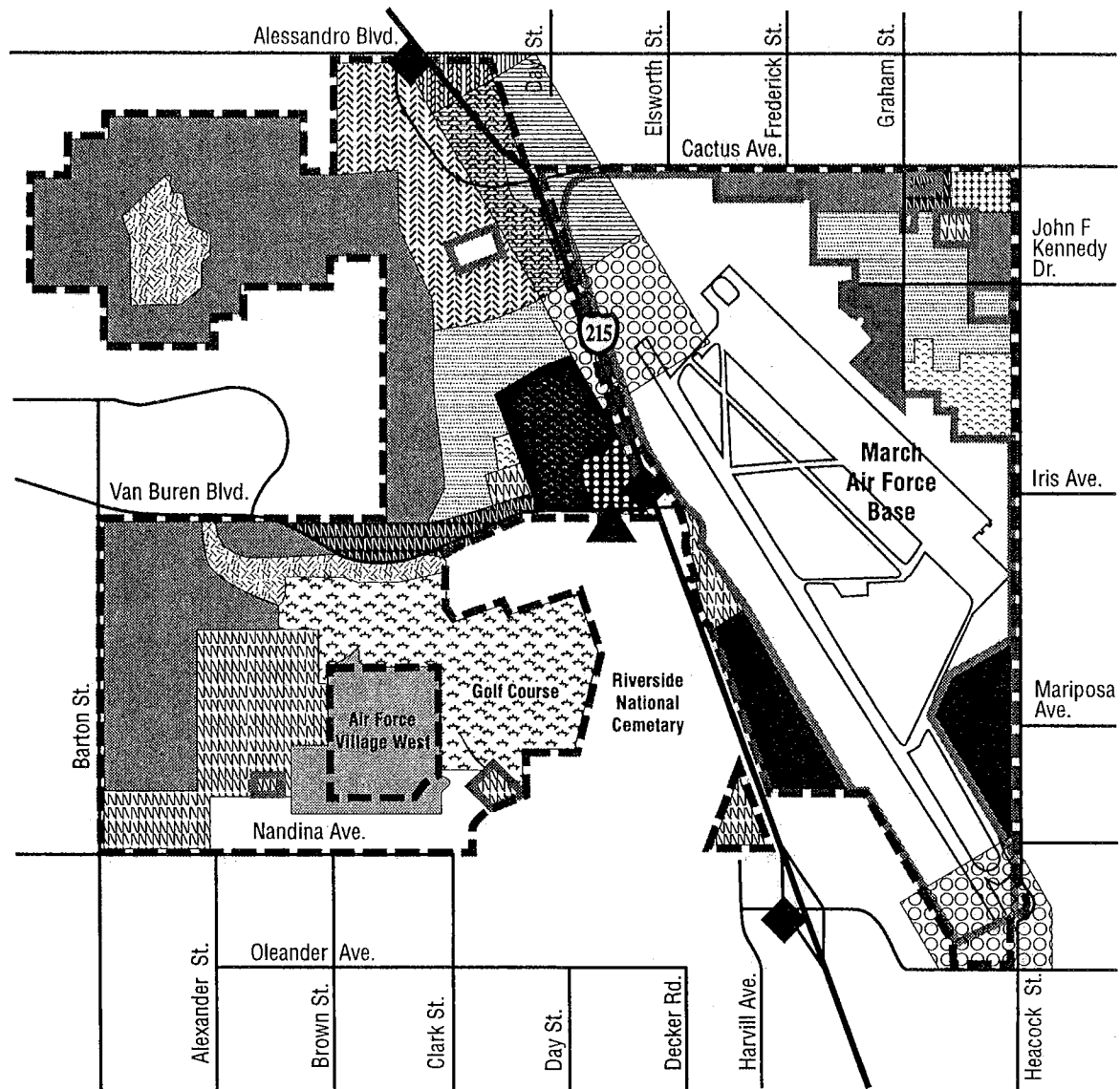
The Preferred Pattern has been estimated to generate approximately 37,400 employees, and the SKR Pattern about 25,800 employees. These employment projections are described further in the Final Environmental Impact Statement (FEIS) for Disposal of Portions of March AFB, California.

These projections are preliminary estimates, which will be refined when the market analysis is complete. These are substantially less than the maximum potential employment for the area based on the planned land uses and typical employment density for these types of uses, as estimated in the Draft Land Use Plan. The maximum potential employment for the Preferred Pattern is 127,900 employees, while the maximum for the SKR Pattern is 82,500 employees.



Exhibit 10

PREFERRED LAND USE PATTERN



LEGEND

	Airfield/Military		Residential		Clear Zone
	Aviation Support		Parks/Recreation		APZ-2
	Industrial/Warehousing		Public/Semi Public		APZ-1
	Business Park		Open Space		Cantonment Area
	Commercial		Mixed Use		Base Boundary
	Office		Historic District		Special Design & Entry Treatment
	Medical		Destination Recreation Center		Transit Station/Inter/Multi-modal



B. Traffic Volumes

To estimate the daily traffic volumes associated with the Preferred and SKR Land Use Patterns, trip generation was estimated for each of the proposed uses. These trips were distributed onto the roadway system and added to the trips from the Future Baseline scenario. Exhibits 12 and 13 illustrate the daily traffic volumes that are forecast for the Preferred and SKR Land Use Patterns.

C. Level of Service (LOS) Analysis

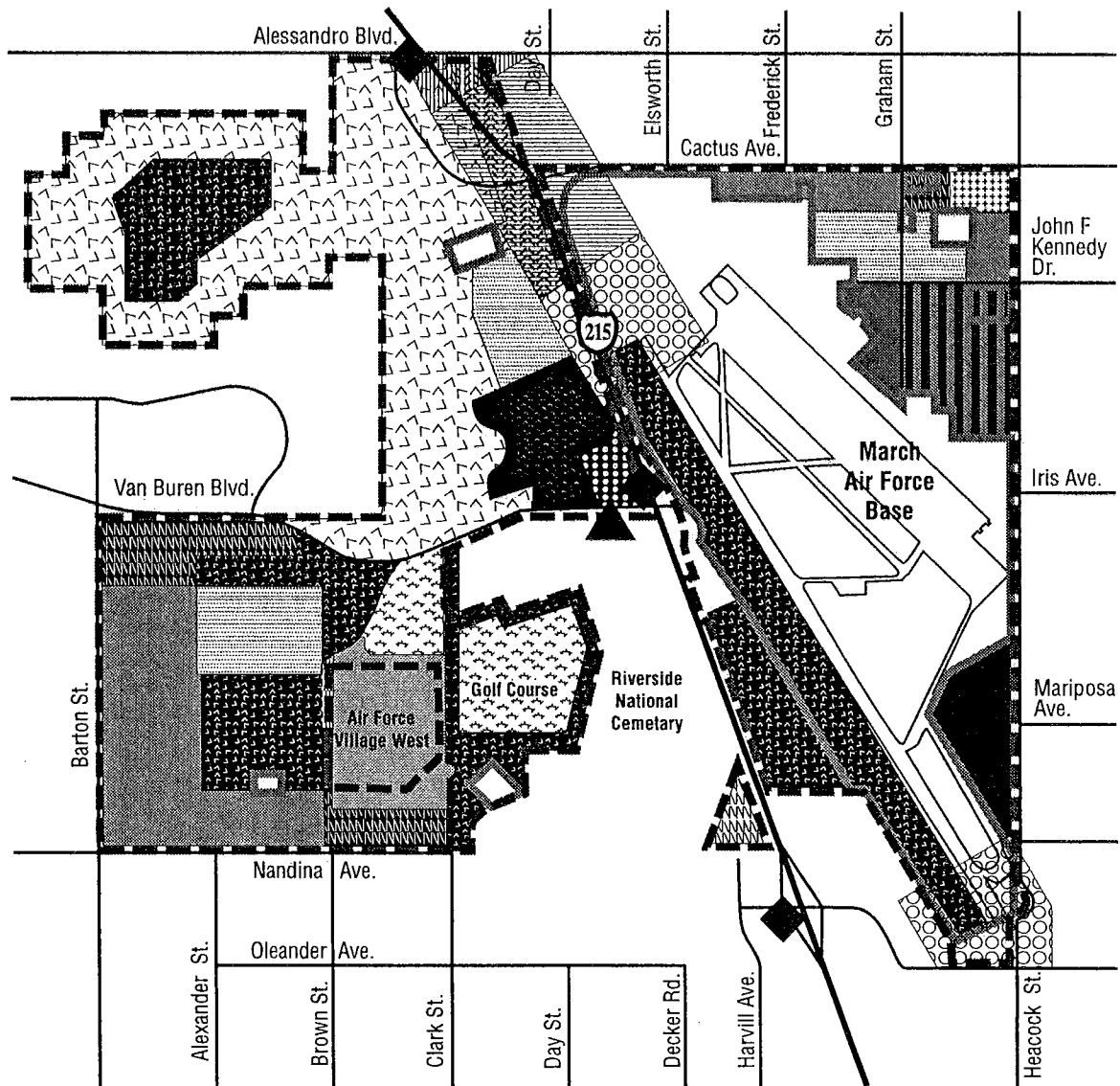
Exhibits 14 and 15 illustrate the peak hour LOS that is expected for each Land Use Pattern, assuming full development of the currently-planned roadway system.

For both land use patterns, I-215 and the three arterials west of the freeway (Alessandro Boulevard, Van Buren Boulevard, and Nandina Avenue), are projected to operate at LOS F. Cactus Avenue is projected to operate at LOS E from I-215 to Elsworth Street and LOS F from Graham Street to Heacock Street. The remaining roadways are expected to operate at LOS D or better.



EXHIBIT 11

SKR FULLY CONSTRAINED PATTERN



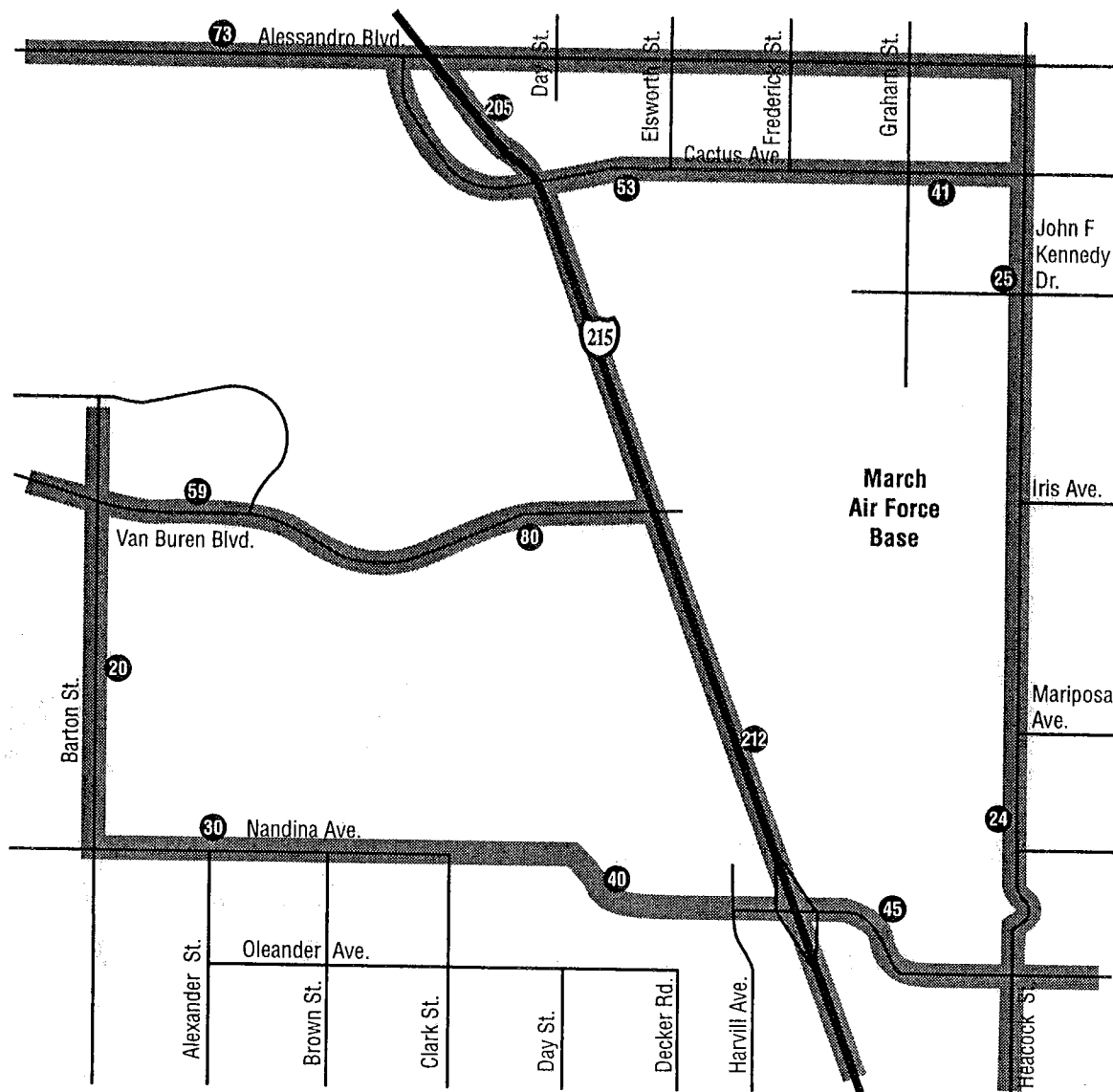
LEGEND

	Airfield/Military		Residential		Aviation Commercial
	Aviation Support		Parks/Recreation		Clear Zone
	Industrial/Warehousing		Mixed Use		APZ-2
	Business Park		Historic District		APZ-1
	Commercial		Stephens Kangaroo Rat Management		Cantonment Area
	Office		Stephens Kangaroo Rat Open Space		Base Boundary
	Medical		Destination Recreation Center		Special Design & Entry Treatment Transit Station/Inter/Multi-modal



Exhibit 12

FUTURE ADT/ PREFERRED LAND USE PATTERN

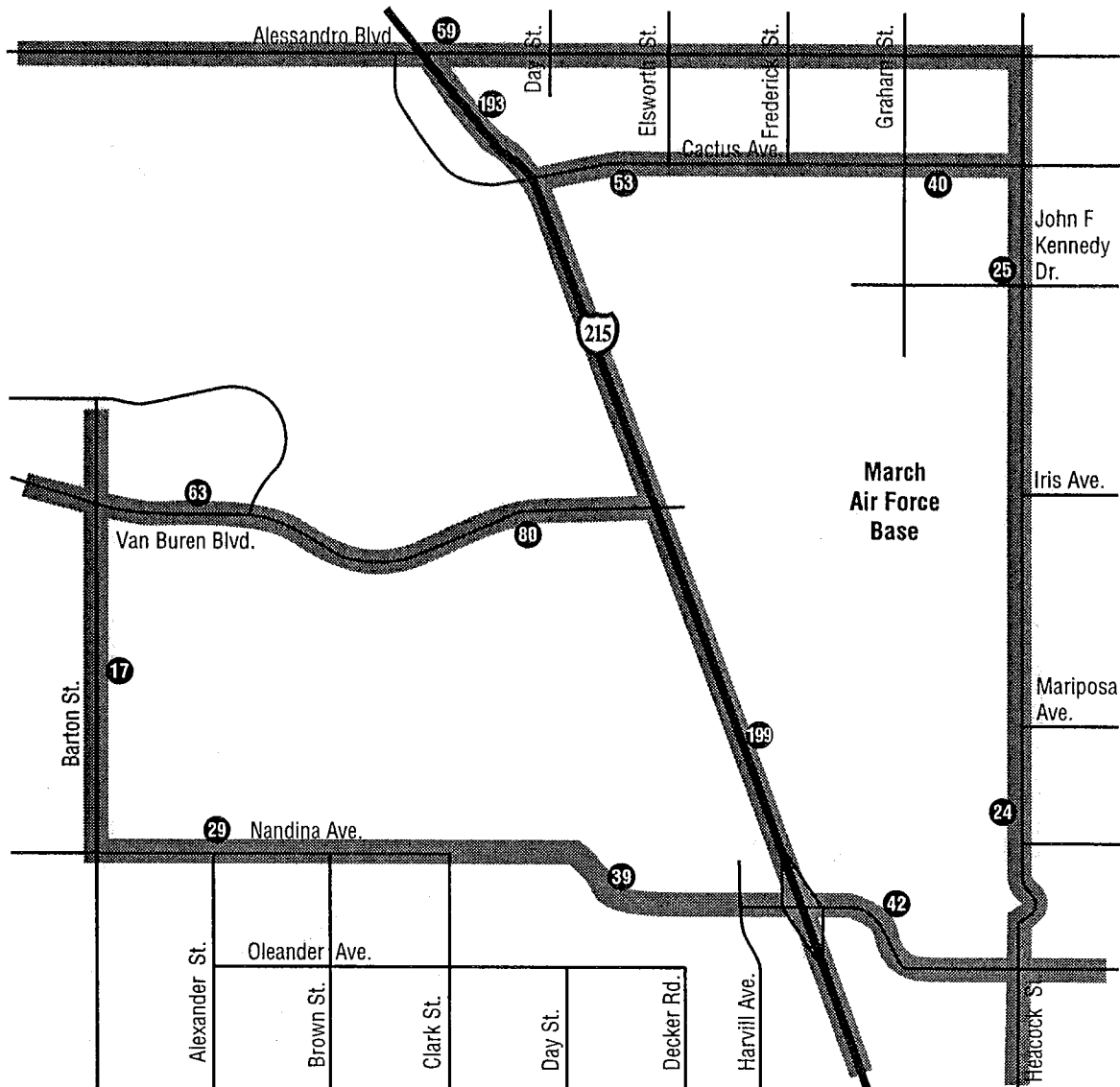


Year 2020 Build Out

Note: Considers 37,360 employees;
Volumes in 1,000s



Exhibit 13 FUTURE ADT/ SKR Pattern

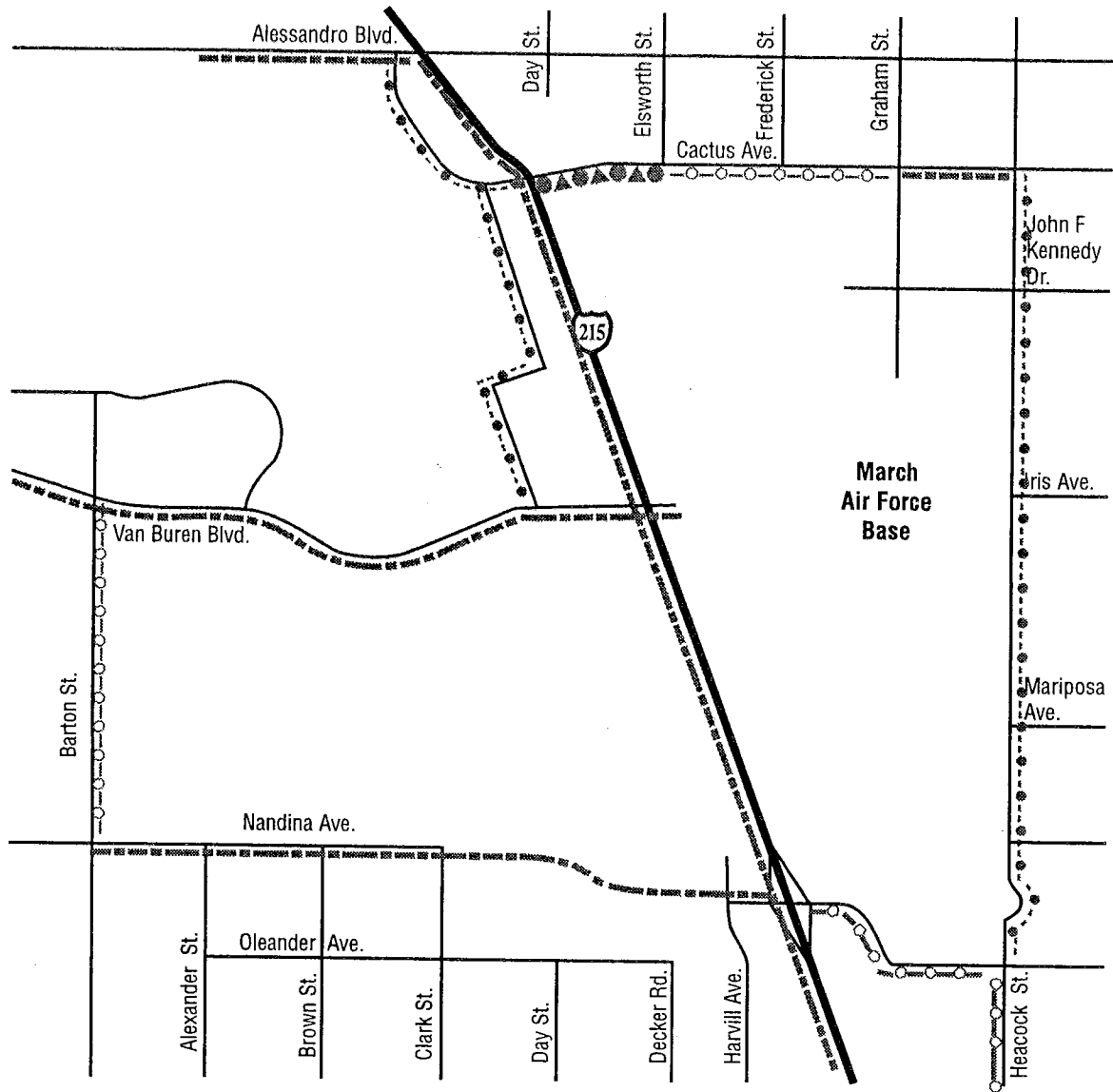


Year 2020 Build Out

*Note: Considers 24,794 employees;
Volumes in 1,000s*

Exhibit 14

FUTURE PEAK HOUR LOS/PREFERRED LAND USE PATTERN



LEGEND

- A-C
- D
- ▲●▲●▲ E
- F

Year 2020 Build Out

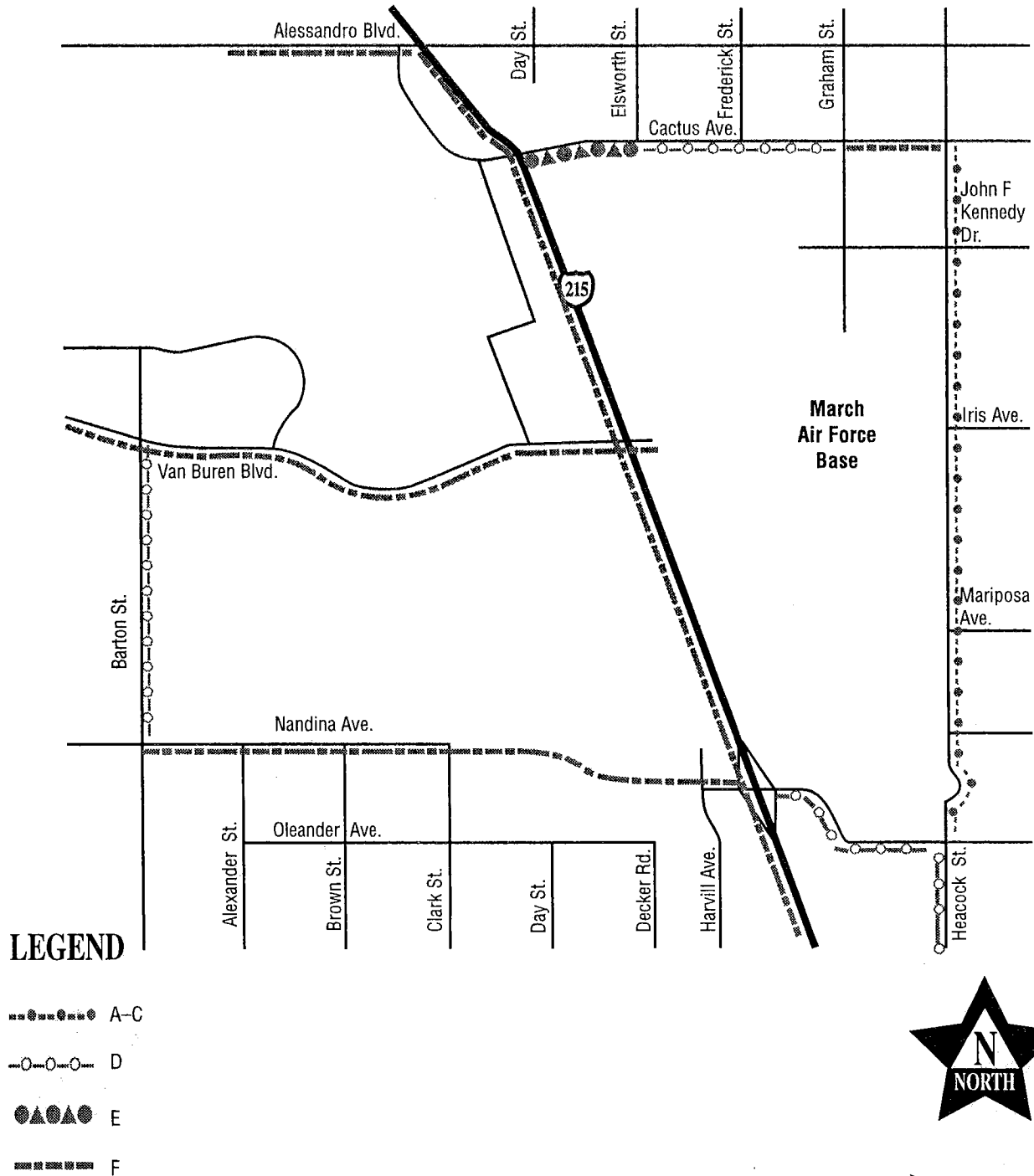
Note: Considers 37,360 employees





Exhibit 15

FUTURE PEAK HOUR LOS/SKR PATTERN



TRANSPORTATION AND CIRCULATION PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

VI. CIRCULATION PLAN

This section presents circulation recommendations for March AFB area based upon the evaluation of opportunities and constraints and estimated traffic volumes associated with the proposed Land Use Patterns. A subsequent study will be required to identify circulation improvements needed outside the immediate base area.

A. Preferred Land Use Pattern

1. Roadway Circulation and Access

The recommended roadway plan is presented in Exhibit 16. In general, this plan is expected to coincide with and support current local circulation plans and the subregional transportation improvement programs being studied in the California Transportation Plan (CTP). Recommended modifications to the local agencies' current roadway plans are described below. It should be noted that these improvements will be needed to accommodate projected future development at peak hour Level of Service (LOS) E; if LOS D were the objective, most of the study area arterials would require two additional lanes.

2. Modifications to Existing Roadways

- a. Increase the planned capacity on Van Buren Boulevard to eight lanes between I-215 and Plummer Road. The additional capacity is needed to accommodate the higher traffic volumes associated with the planned development of the base.
- b. Realign Nandina Avenue to connect directly with the interchange of I-215 at Oleander Avenue (this improvement is planned by the City of Perris, and should also be reflected on the County of Riverside's roadway plan), upgrade Nandina Avenue to an Arterial between Barton Street and Clark Street, and build Nandina Avenue as a six-lane Major Arterial from Clark Street to I-215. This improvement will enhance access into

- the southwestern portion of the base, which would primarily be served by the interchange at Van Buren Boulevard without this improvement.
- c. Realign Oleander Avenue to follow the California Avenue alignment (as planned by the Cities of Perris and Moreno Valley) to intersect Heacock Avenue south of the clear zone. Continued coordination will be needed with the Cities of Moreno Valley and Perris to ensure that Oleander Avenue and Heacock Street are aligned in a way which provides convenient access from I-215 to the east side of the base and in particular to the air terminal facility.
 - d. Upgrade Cactus Avenue to a six-lane Major Arterial from Graham Street to Heacock Street.
 - e. Maintain (and upgrade roadway if necessary) Graham Street and John F. Kennedy Drive to serve land uses in the northeast portion of the base. Designate other existing streets in the northeast area as collector streets.
 - f. Develop a frontage road on the east side of I-215 to provide a collector street between Van Buren Boulevard and Oleander Avenue, to serve the proposed air terminal.
 - g. Upgrade and realign Arnold Boulevard between Cactus Avenue and Van Buren Boulevard to serve as a collector street for land uses west of I-215.
 - h. Upgrade Barton Street to Arterial from Van Buren Boulevard to Plummer Road, and to a six-lane Major Arterial from Plummer Road to Nandina Avenue. Subsequent studies of needed off-site improvements should evaluate the feasibility of extending Barton Street south to the Cajalco Corridor.

3. New Roadways

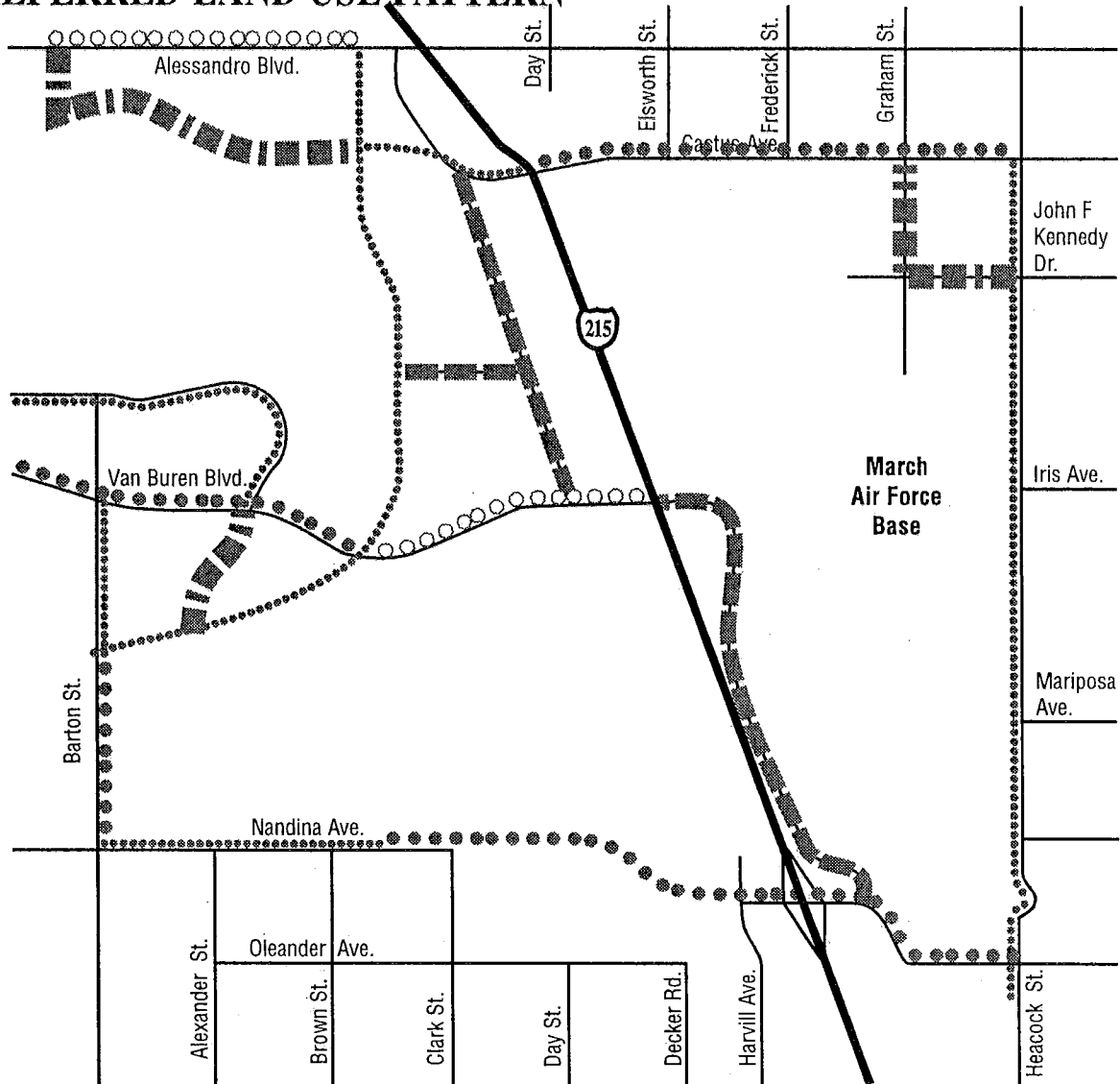
- a. Extend Cactus Avenue as a four-lane arterial westerly from I-215 through the base area to provide access to the potential business park development in the northwest portion of the base. This improvement will enhance access to this portion of the base from I-215, and will relieve Alessandro Boulevard.
- b. Build/widen Barton Street as a four-lane arterial from Cactus Avenue north to Alessandro Boulevard. This improvement will provide convenient access into the base from the north and west, and can probably be implemented without severe adverse impact to existing residential development. Extension of Barton Street southerly to Orange Terrace Parkway is not recommended because a continuous street is not needed for adequate circulation in this scenario, and development of a continuous street would bring high traffic volumes through the residential segment of Barton Street between Van Buren Boulevard and Orange Terrace Parkway.
- c. Build Plummer Road as a four-lane arterial between Alessandro Boulevard and Van Buren Boulevard. In this land use pattern, it is important to have an additional north-south arterial between I-215 and

Barton Street, especially since Barton Street is not recommended as a continuous street north of Van Buren Boulevard.

- d. Extend Plummer Road from Van Buren Boulevard to Barton Street. This extension will enhance circulation within the base, and provide a route into the northern part of the base for traffic from the south. This alignment is not as advantageous for circulation as a north-south connection linking Van Buren Boulevard and Nandina Avenue, but the expansion of the Riverside National Cemetery and development of a Sheriff's training facility preclude such a north-south alignment. The recommended alignment should provide adequate circulation if the capacity of Barton Road is increased to six lanes south of Plummer Road. If the cemetery expansion and training facility do not materialize, it would be desirable to develop Plummer Road as a continuous north-south arterial from Alessandro Boulevard to Nandina Avenue, and connect it with one of the north-south arterials which will provide access to the Cajalco Corridor.
- e. Build a frontage road on the east side of I-215 between Van Buren Boulevard and Oleander Avenue to provide access to a passenger or cargo air terminal. Subsequent studies should determine capacity needs for this roadway based on the proposed use and intensity of activity at the terminal.
- f. Extend Orange Terrace Parkway south from Van Buren Boulevard to Plummer Road. This will enhance circulation within the base, and provide a route into the northern part of the base for traffic from the south. This alignment is not as advantageous for circulation as a north-south connection linking Van Buren Boulevard and Nandina Avenue, but the expansion of the Riverside National Cemetery and development of a Sheriff's training facility preclude such a north-south alignment. The recommended alignment should provide adequate circulation if the capacity of Barton Road is increased to six lanes south of Plummer Road. If the cemetery expansion and training facility do not materialize, it would be desirable to develop Plummer Road as a continuous north-south arterial from Alessandro Boulevard to Nandina Avenue, and connect it with one of the north-south arterials which will provide access to the Cajalco Corridor.
- g. Build a frontage road on the east side of I-215 between Van Buren Boulevard and Oleander Avenue to provide access to a passenger or cargo air terminal. Subsequent studies should determine capacity needs for this roadway based on the proposed use and intensity of activity at the terminal.
- h. Extend Orange Terrace Parkway south from Van Buren Boulevard to Plummer Road. This will improve access into the southern part of the base and help relieve traffic on Barton Street between Van Buren Boulevard and Orange Terrace Parkway.
- i. Build a new collector street to connect Plummer Road with Arnold Avenue.



Exhibit 16 DRAFT PROPOSED ROADWAY PLAN/ PREFERRED LAND USE PATTERN



LEGEND

- Collector Street
- Minor Arterial
- Arterial
- Major Arterial
- Principal Arterial
- Freeway

Assumes 37,00 employees



4. Interchange Improvements

- a. Alessandro Boulevard: The existing interchange is expected to be adequate to serve the projected future traffic demands, and could not be significantly improved even if additional capacity were desired.
- b. Cactus Avenue: The existing interchange is expected to be adequate to accommodate the projected future traffic demands. If the base is developed to a higher intensity, the capacity of this interchange could be enhanced by widening the overcrossing and increasing ramp capacity.
- c. Van Buren Boulevard: The existing interchange needs to be improved to serve projected future travel demands. The overcrossing and ramps should be widened to provide additional capacity. In addition, a loop ramp could be considered to serve eastbound traffic entering I-215 northbound.
- d. Oleander Avenue: If Nandina Avenue is realigned to connect with this interchange and high-intensity land uses are developed in the southwest portion of the base, the overcrossing should be widened and separate loop ramp should be built for eastbound traffic entering I-215 northbound.

5. Improvement Costs and Funding

An initial cost estimate was developed for the purpose of determining funding requirements for the recommended roadway improvement program. The construction cost of currently-planned improvements is estimated to be approximately \$30 million, and the additional cost to construct the recommended roadway and interchange improvements is approximately \$50 million. These cost estimates do not include the acquisition of right-of-way.

Funding for these improvements should be pursued through a number of sources, including federal and state funds, local funds, and redevelopment funds. The subregional funding program being developed through the CTP will include funding for some, but not all of, the roadway improvement needs identified in this program.

6. Public Transportation

- a. Work with Riverside Transit Agency (RTA) to achieve implementation of additional local bus service through the area as new employment centers develop and additional transit service is warranted.
- b. Work with Riverside County Transportation Commission (RCTC) to achieve implementation of commuter rail service on the San Jacinto Branch Line, with stations at Van Buren Boulevard and Alessandro Boulevard (or other locations determined to be more appropriate in subsequent planning studies).

- c. Develop multimodal transfer centers with park-and-ride lots at each commuter rail station, to facilitate transfers between modes and enhance the ease of using commuter rail, bus transit, and park-and-ride.
- d. Work with RTA to achieve implementation of express bus service to link the multimodal transfer centers with other activity centers in Western Riverside County.
- e. Develop a local-area circulator service as new employment centers develop, to link the multimodal centers with employment centers and the air passenger terminal.

7. Transportation Monitoring

The circulation plan outlined above is expected to address the base area's circulation needs in a future condition with 37,400 employees, as estimated in the Environmental Impact Statement (EIS) for the base reuse. However, as noted in Section 1, the Draft Land Use Plan could potentially accommodate a substantially higher level of development activity (up to 127,900 employees). Preliminary analysis indicates that the I-215 Freeway, arterial streets, and transit system would have to be substantially enhanced in order to adequately serve the travel demands associated with the maximum development potential of the base. The results of the ongoing market study will help to identify a more precise development estimate which will be the basis for a Specific Plan to be developed for the base.

Because of the area's potential for more intense development, a monitoring program should be established to help ensure that the transportation infrastructure is sufficient to serve the area's development. This monitoring program should:

- a. ensure that transportation improvements are phased to coincide with new development on the base by requiring a transportation impact analysis for each major development proposal. This analysis will evaluate the system's ability to provide adequate circulation when the development is operational, and identify needed transportation improvements;
- b. monitor the level of development within the base, and determine if the evolving land use pattern and intensity is likely to exceed current projections and require re-evaluation of circulation needs;
- c. evaluate long-term circulation needs and modify the circulation plan in response to changes in the land use pattern; and
- d. evaluate long-term circulation needs and modify the circulation plan in response to changes in the land use pattern.

With an aggressive program of transit improvements (commuter rail, local bus service, base-area circulators or Smart Shuttles) and transportation demand management (TDM) strategies, this circulation plan is expected to be able to provide adequate circulation for base development up to approximately 47,500

employees in the Preferred Land Use Pattern. If development is expected to exceed that threshold, or if key elements of the circulation plan become impractical to implement, the circulation plan should be re-evaluated and revised to suit the changed circumstances.

B. Fully Constrained Stephens' Kangaroo Rat (SKR) Land Use Pattern

Because of the basic similarity between the SKR Land Use Pattern and the Preferred Land Use Pattern, most of the recommended circulation improvements are the same. For the sake of simplicity, this section highlights the differences in circulation needs if the base is developed with a 2,200-acre SKR Management reserve north of Van Buren Boulevard and west of I-215.

1. Roadway Circulation and Access

The recommended roadway plan is presented in Exhibit 18. Modifications to the recommended roadway plans for the Preferred Land Use Plan are described below. It should be noted that these improvements will be needed to accommodate projected future development at peak hour Level of Service (LOS) E; if LOS D were the objective, most of the study area arterials would require two additional lanes.

2. Modifications to Existing Roadways

- a. In this land use pattern, Alessandro Boulevard does not need to be upgraded to an eight-lane arterial west of I-215.
- b. Extend the eight-lane section of Van Buren Boulevard westerly from Plummer Road to Barton Street. The additional capacity is needed in this section of Van Buren because in this Land Use Pattern, most of the new development is concentrated in the southwest portion of the base.

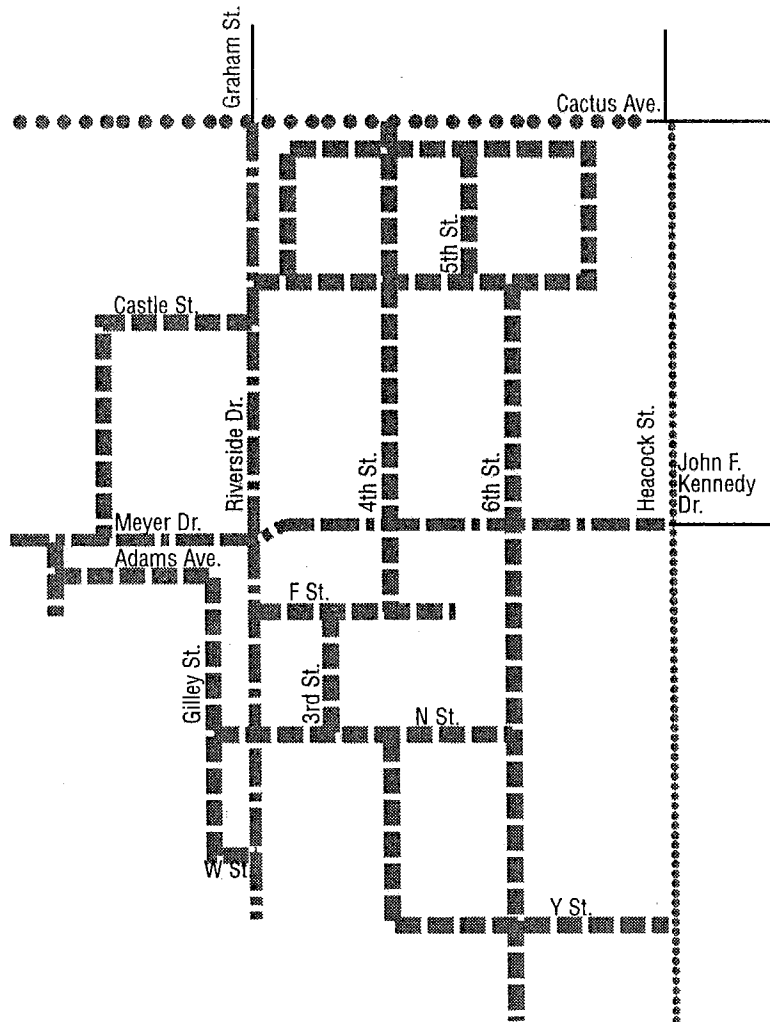
3. New Roadways

- a. Extend Cactus Avenue as a four-lane arterial westerly from I-215 only as far as Plummer Road. Since the northwest portion of the base will be devoted to SKR Management in this Land Use Pattern, extension of Cactus Avenue further to the west is not needed.
- b. The proposed development of Barton Street as a four-lane arterial from Cactus Avenue to Alessandro Boulevard will not be needed in this alternative, since the northwest portion of the base will be devoted to SKR Management in this Land Use Pattern.
- c. Build Plummer Road as a four-lane arterial between Alessandro Boulevard and Cactus Avenue. In this Land Use Pattern, the segment of Plummer Road between Cactus Avenue and Van Buren Boulevard is not needed because this area is devoted to SKR Management.







Exhibit 17

MAFB NORTHEAST AREA: RECOMMENDED RIGHTS-OF-WAY



LEGEND

-  Collector Street
-  Secondary
-  Arterial
-  Major Arterial



- d. The new collector between Plummer Road and Arnold Avenue would not be needed with this Land Use Pattern, since the segment of Plummer Road between Cactus Avenue and Van Buren Boulevard would not be developed.

4. Interchange Improvements

Interchange improvement needs are the same as identified for the Preferred Land Use Pattern.

5. Improvement Costs

For this plan, the construction cost of the recommended roadway and interchange improvements is approximately \$34 million (in addition to currently-planned improvements). This cost estimate does not include the acquisition of right-of-way.

6. Public Transportation

Public Transportation improvement needs are the same as identified for the Preferred Land Use Pattern.

7. Transportation Monitoring

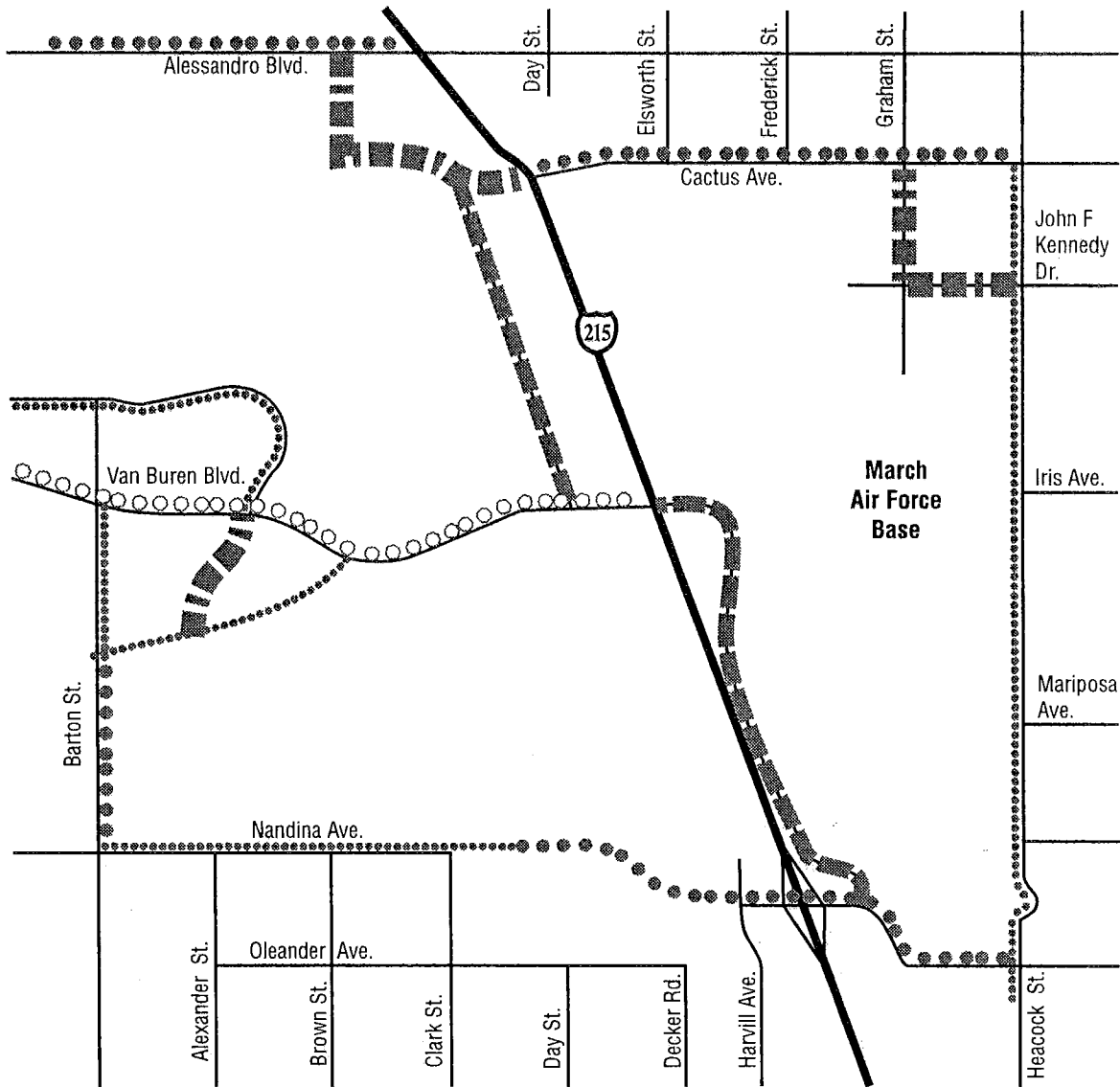
The circulation plan outlined above is expected to address the base area's circulation needs in a future condition with 25,800 employees, as estimated in the EIS for the base reuse. As with the Preferred Land Use Pattern, the SKR Pattern could potentially accommodate a substantially higher level of development activity (up to 69,800 employees). As a result, this Land Use Pattern would need the same type of transportation monitoring program as identified for the Preferred Land Use Pattern.

With an aggressive program of transit improvements (commuter rail, local bus service, base-area circulators or Smart Shuttles) and TDM strategies, this circulation plan is expected to be able to provide adequate circulation for base development up to approximately 32,500 employees in the SKR Land Use Pattern. If development is expected to exceed that threshold, or if key elements of the circulation plan become impractical to implement, the circulation plan should be re-evaluated and revised to suit the changed circumstances.









Exhibit 18

DRAFT PROPOSED ROADWAY PLAN/ SKR PATTERN



LEGEND

-  Collector Street
-  Minor Arterial
-  Arterial
-  Major Arterial
-  Principal Arterial
-  Freeway

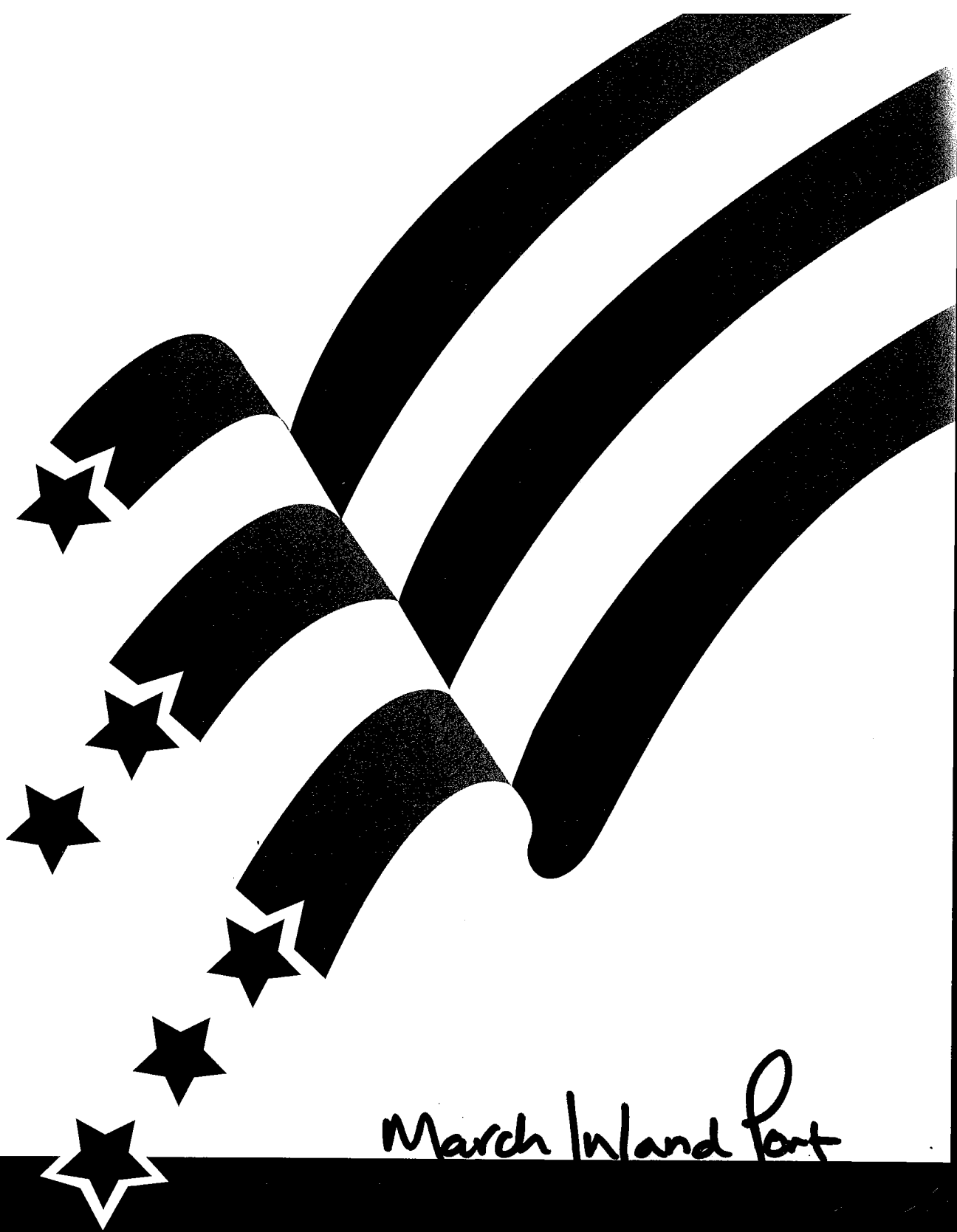


C. **Subsequent Circulation Planning**

It is anticipated that a Specific Plan and/or General Plan will be developed for the base after the market study is complete. In the Specific Plan/General Plan development process, the circulation plan should be refined to serve the needs of the refined land use plan, and to present additional detail about the needed circulation improvements. In particular, the Specific Plan/General Plan should develop an aggressive program of transit improvements and transportation demand management strategies, in order to maximize the development potential for the base with the recommended system of roadways.

As more precise development proposals are identified, traffic impact studies should be conducted to ensure that adequate transportation infrastructure is in place when new developments open, and to ensure that the long-term circulation plan is adequate for the particular land uses being developed.

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March Inland Fort

MARCH INLAND PORT

MARCH AIR FORCE BASE MASTER REUSE PLAN

**Authorized for Submittal to the U.S. Air Force
by the March Joint Powers Commission**

**June, 1996
January, 1997
April 16, 1997**

March Joint Powers Authority

Post Office Box 7480
Moreno Valley, CA 92552
Telephone: (909) 656-7000
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*The March Inland Port is the civilian airport planned to be
developed by the March Joint Powers Authority.*

September, 1994 - June, 1997

ACKNOWLEDGEMENTS

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Supervisor Tom Mullen (1997 Vice Chairman), County of Riverside *
Joy Defenbaugh (Chair-1995/96), City of Riverside *
Denise Lanning (Chair-1994), City of Moreno Valley
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Terry Frizzel, City of Riverside (Past Member)
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Dale Clark, Air Force Center for Environmental Excellence

*Thanks to the Southern California Association of Governments for
the completion of the "Joint Use Feasibility Analysis" for March
Air Force Base as funded by the Federal Aviation Administration.*

MARCH INLAND PORT MARCH AIR FORCE BASE MASTER REUSE PLAN

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MARCH AIR FORCE BASE MASTER REUSE PLAN

MARCH INLAND PORT - SUMMARY

In 1995, the March Air Force Base Joint Use Feasibility Study was prepared to assess the technical feasibility of joint use operations at March Air Force Base (AFB). The opportunity was presented by the Secretary of Defense in 1993 with the announced base realignment. The Study was prepared for the March Joint Powers Authority (JPA) by Southern California Association of Governments (SCAG) in conjunction with P&D Aviation and Advanced Transportation Systems. It was funded by a Federal Aviation Administration (FAA) grant received by SCAG. Specifically analyzed within the study is the establishment of a joint use aviation facility at March AFB to establish civilian aviation. The study analyzes both air cargo and passenger services.

The Base Reuse Plan designates approximately 330 acres of land for civilian aviation facilities at the southern end of the airfield at March. Property on both sides of the main runway is made available to the local redevelopment agency (the JPA) through the base reuse implementation process. This acreage is intended to be used for commercial aviation through a military/civilian joint use arrangement. Civilian and military entities would share essential aviation facilities such as the control towers and runways, as well as maintenance of facilities. In short, the study finds that the development of civilian aviation through joint use at March is not only feasible based on the technical capabilities of the facilities, but more importantly there is a market demand.

Establishing commercial joint use at a downsized military air base located in or near a major metropolitan area holds great promise for reversing the economic loss of base realignment. However, the standards for military aviation and commercial aviation as regulated by the FAA differ, which makes conversion and joint use of military airfields difficult or restrictive in most instances. The findings of the report support the technical ability to meet FAA criteria for both passenger and air cargo service at March.

The study investigates the question of market demand and feasibility for both passenger and air cargo service. The study identifies undeniable viability of air cargo service at March. This is based upon projected future demand, constraints and limits of volume at existing airports, and restrictions in creating new facilities in Southern California. Additionally, March is ideally located to serve the market region for air cargo, with start-up cost for an all-cargo airport requiring limited capital improvement. The study determines that the highest commercial potential of March in a joint use arrangement is to serve as an all-cargo airport. There remains future potential for providing passenger service.

Commercial aviation for passenger service at March is at a competitive disadvantage due to the numerous passenger airports within the region and realigned military installations that could serve the market. Many of these airports have established passenger service, and plans approved for expansion and/or terminal improvements are currently underway. The

commercial potential of March could not be assessed in isolation from the rest of the regional system.

Based upon March's highest commercial potential as an all-cargo joint use facility, an airport layout plan (ALP) was developed. The ALP complies with the Base Master Reuse Plan for March. The Plan identifies and delineates necessary improvements and facilities to develop and operate an all-cargo airport.

Based upon the findings of the study, preliminary marketing efforts have commenced. Upon execution of a joint use agreement with the federal government, organizational and administrative operations for civilian aviation will be formed under the umbrella of the March JPA. Additionally, funding sources and grants will be pursued to implement the necessary improvements to initiate and ultimately expand service.

MARCH INLAND PORT MARCH AIR FORCE BASE MASTER REUSE PLAN

I. CREATION OF MARCH INLAND PORT

A. Joint Use Airport

When March Air Force Base (AFB) was announced for realignment in 1993, one of the first actions of the Department of Defense was to offer the formation of a "joint use airport." The Air Force defines a "joint use airport" as one where the facilities which are owned and operated by the Air Force are made available for use by civil aviation. When the Air Force completed the screening of excess properties and formally issued its written determination of surplus properties in 1995, it declared that a total of approximately 400 acres east and west of the main runway would be made available for "airport related uses."

The creation of the civilian "joint use airport" became a centerpiece for the development of the Master Reuse Plan. The Environmental Impact Statement (EIS) evaluated all alternatives with some varying options of civilian aviation. As a policy decision, the Joint Powers Commission (JPC) never wavered from its desire to develop a joint use airport, and the creation of the facility primarily as a cargo airport has been the priority since the beginning of the planning process. Throughout that process, community support has been consistent and unwavering.

B. March Inland Port

In June 1997, the March JPC formally approved a strategy of creating an "inland port" concept at March AFB. This strategy recommended an aggressive business development campaign targeted at attracting private investment and development that would either be directly or indirectly related to air cargo carriers locating at a joint use airport.

To implement this strategy, the Commission accepted the name of **The March Inland Port** as the civilian airport at the joint use facility.

C. **Civilian Airport Development**

Immediately after naming the facility the **March Inland Port**, the JPC began to pursue the strategy of developing an air cargo facility at the joint use airport. The two main actions taken toward achieving this objective were: 1) initiating the formal joint use agreement with the Air Force; and 2) selecting a private business firm as a partner to market and develop the civilian flight line facilities for commercial cargo operations.

After a competitive process, the JPC selected the Lynxs Group, an air cargo facilities developer from Austin, Texas. The Lynxs Group subsequently formed a California corporation, the March Inland CargoPort Development, LLC, that included local area financial partners. By early 1997, marketing efforts were well underway, and the JPA was taking the other steps necessary to become a civilian airport.

MARCH INLAND PORT MARCH AIR FORCE BASE MASTER REUSE PLAN

II. SUMMARY OF SCAG JOINT USE FEASIBILITY ANALYSIS

A. Study Background

In response to a continuing decline in the national defense budget, in 1988 the U.S. Department of Defense (DOD) established the Base Realignment and Closure Commission (BRAC) to provide a rational foundation for determining future base closures and downsizings. One of the recommendations of the 1993 BRAC was to realign March Air Force Base (AFB) in Riverside County, California (Exhibit 1), by deactivating the 22nd Air Refueling Wing, relocating KC-10 aircraft to Travis AFB, California, and converting the base to a reserve base. Besides a general excess of large Air Force aircraft bases needed to support bombers, tanker, and airlift assets, the stated BRAC rationale for realigning March AFB was its low military value in a congested airspace environment, and its large active duty component required to support a relatively low active duty force structure. Its conversion to a reserve base purportedly achieves substantial savings and provides the benefits of a large recruiting population for the Air Force Reserves and Air National Guard. Since Congress did not disapprove this recommendation for March AFB, it has become law.

To provide public agency guidance to the realignment process, including the disposal and reuse of surplus property (about 68% of the base's 6,700 acres), a joint powers authority (JPA) was established in 1993. The March JPA is comprised of Riverside County and the cities of Riverside, Moreno Valley and Perris. It is the federally-designated reuse authority for the base, and as such has prepared a master reuse plan for the facility and some adjacent property. This reuse plan designates areas for commercial aviation use in the southern portion of the airfield to take advantage of surplus property on both sides of the main runway that was made available to the JPA. These areas are intended to be placed in commercial operation under a military/civilian joint use arrangement where the civilian and military entities would share essential facilities such as runways and control towers, and be jointly responsible for the maintenance of shared facilities. This decision was prompted by an offer made by the DOD to the March JPA, immediately following the BRAC decision, to make the base available for joint use. Among the policies of the March AFB Master Reuse Plan is:

"Maximize the development potential as a regional intermodal transportation facility to support both."

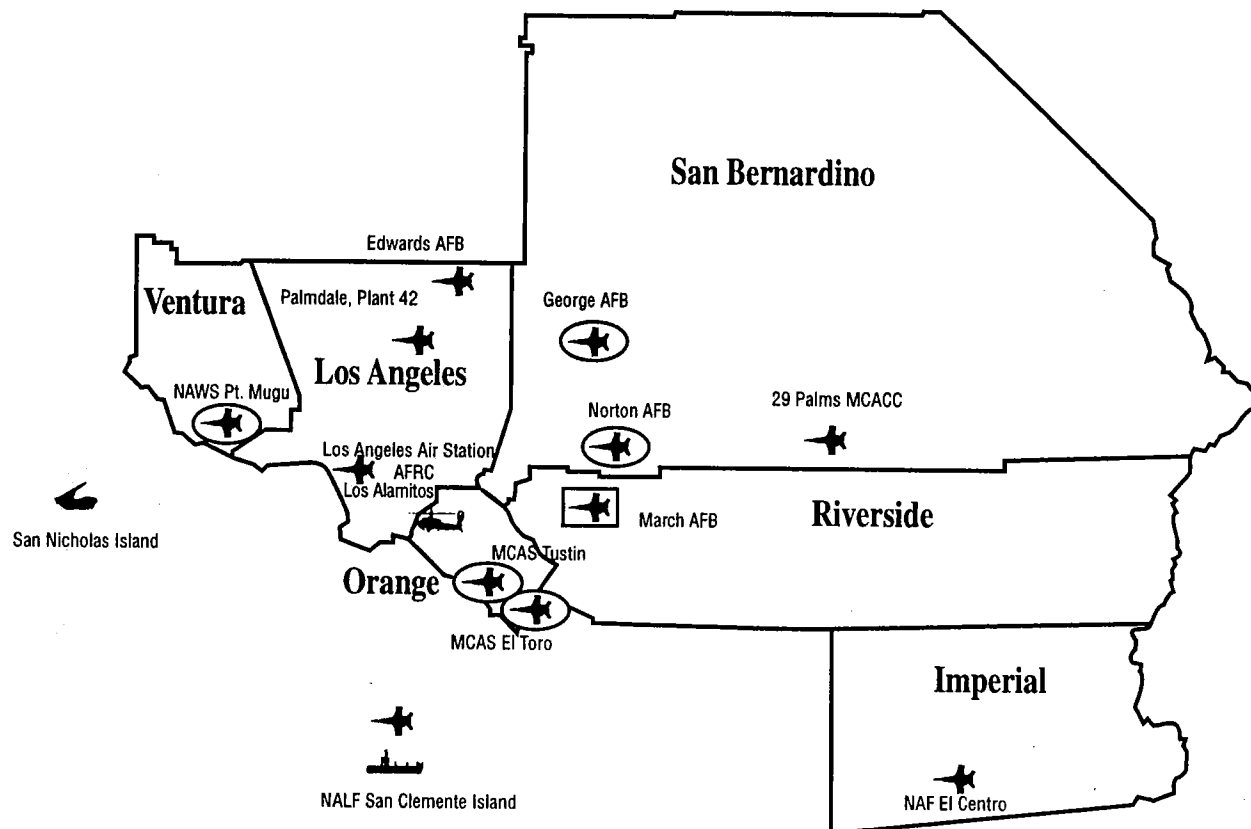
Commercial joint use of downsized military air bases located in or near major metropolitan areas can hold great promise for reversing the economic loss that follows military downsizing. However, joint use is not always technically feasible at military air bases from the standpoint of compatibility of commercial operations with DOD criteria, standards and procedures, or compatibility of aviation facilities and military operations with Federal Aviation Administration (FAA) criteria and standards for commercial use. There is also the question of whether there is sufficient future demand for passenger and air cargo services to support commercial operations at a proposed joint use facility, and if so, whether there is enough capacity in the runway and airspace systems to support this demand in conjunction with continued military service. There are technical questions that can be objectively assessed, and should be answered before any commitment to joint use operations occurs.

In late 1994 the Southern California Association of Governments (SCAG) received an FAA grant to assess the technical feasibility of joint use operations at March AFB. This occurred after the successful completion of an FAA-funded joint use feasibility study of Naval Air Weapons Station (NAWS) Point Mugu in Ventura County in August, 1995. The total amount of the grant was \$170,000 with SCAG contributing an additional \$18,000 (as well as many additional staff hours not covered in the study budget). The consulting firms P&D Technologies and Advanced Transportation Systems (ATS) were hired to assist in this effort. Work on the study commenced in January, 1995. It should be noted that March AFB was officially changed to March Air Reserve Base (ARB) in March, 1966.

B. Study Approach

The overall approach of the March AFB Joint Use Feasibility Study was based on fulfilling three general objectives: (1) to uncover any technical "fatal flaws" that could possibly preclude joint use at the base; (2) to identify the type of joint use airport that would have the highest potential for March AFB in the context of the regional airport system, and; (3) to identify basic needed improvements and their costs that are required to convert the facility to a joint use operation. In short, there were no "fatal flaws" or "show stoppers" that were found that would technically preclude joint use, and any problems that were uncovered were deemed to be minor and capable of being resolved. Also, for a number of reasons documented in the report, it was determined that the highest commercial potential of March AFB in a joint use arrangement is to serve as an all-cargo aircraft, with potential for providing passenger service in the long term. Needed improvements that were identified were estimated to range in cost from \$800,000 for start-up cargo facilities to \$268 million for full build-out of an all-cargo airport.

Exhibit 1 **MILITARY AIR BASES IN** **THE SCAG REGION**



LEGEND







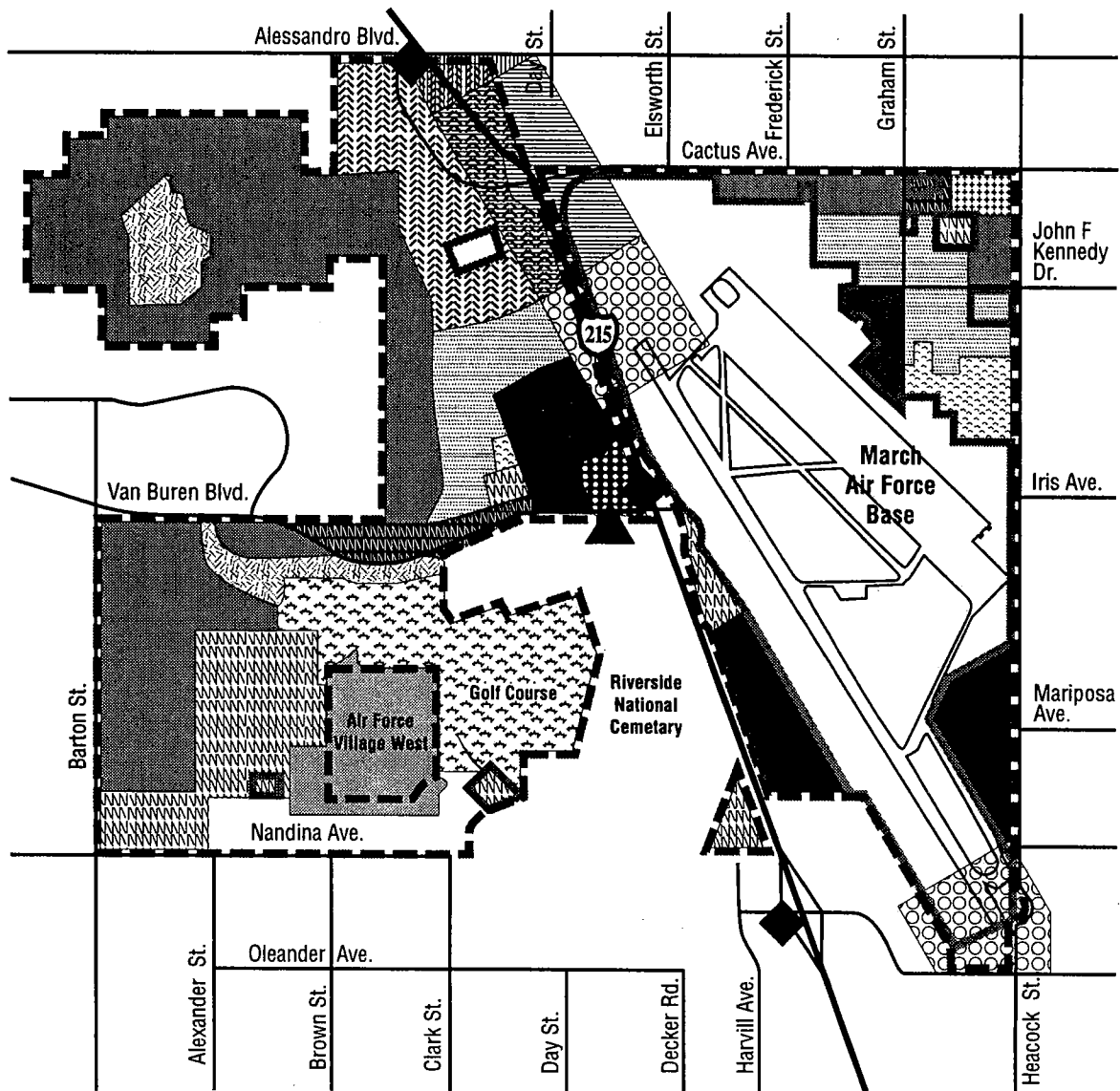
- | | |
|---|---|
|  Missile Facilities |  Closed Bases |
|  Airport Facilities |  Realigned Bases |
|  Helicopter Facilities | |
|  Carrier Practice Area | |





Exhibit 2

MAFB PREFERRED LAND USE PATTERN



LEGEND






















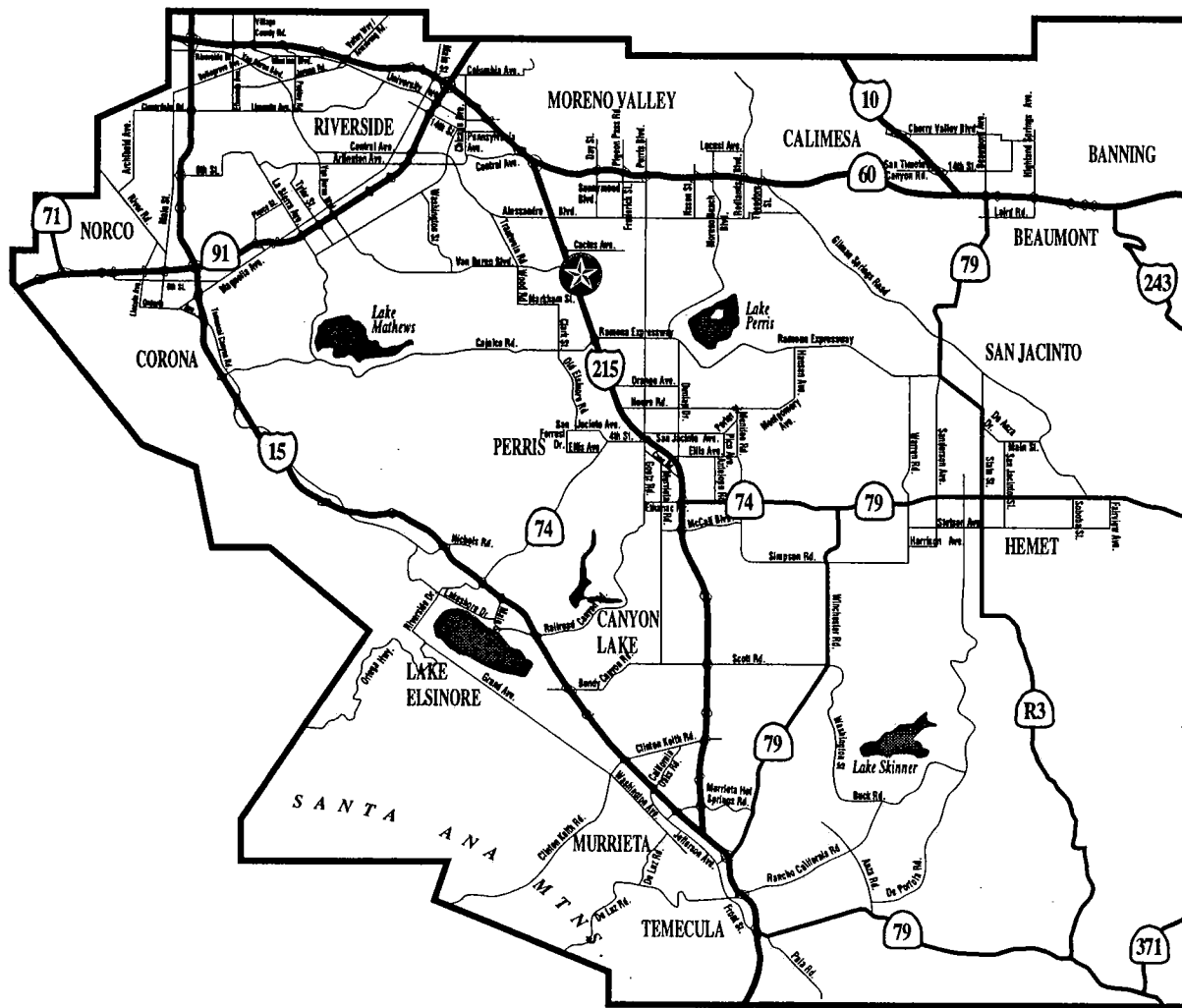
	Airfield/Military		Residential		Clear Zone
	Aviation Support		Parks/Recreation		APZ-2
	Industrial/Warehousing		Public/Semi Public		APZ-1
	Business Park		Open Space		Cantonment Area
	Commercial		Mixed Use		Base Boundary
	Office		Historic District		Special Design & Entry Treatment
	Medical		Destination Recreation Center		Transit Station/Inter/Multi-modal



Exhibit 3 VICINITY MAP



LEGEND



Master Reuse Plan Area



A commercial airport at March AFB will be in a very competitive situation since there are several existing and new airports within a 30 mile radius of its location, namely Ontario Airport and San Bernardino International (formerly Norton AFB), both of which are undergoing terminal expansions or upgrades. There are also several other former military bases in the region that could provide commercial service in the future, such as MCAS El Toro, Southern California International (formerly George AFB), and NAWS Point Mugu. The commercial potential of March, therefore, cannot be assessed in isolation from the rest of the regional system with any degree of accuracy or confidence.

Over the last several decades SCAG aviation staff have accumulated a large body of information on the regional airport system, including past and current trends, as well as the variety of environmental, policy, and physical capacity constraints that the different air carrier airports in the system are subject to. SCAG has also developed a number of innovative analytical techniques, such as the regional air passenger demand allocation model (RADAM), that have been used to assess the complex dynamics of the region system, which is the largest in the world in terms of number of airports, based aircraft and operations. The approach taken by this study was to use this information and these techniques in order to realistically and objectively evaluate the commercial potential of March AFB in the context of the entire Southern California regional airport system.

Early on in the study, it was realized that the U.S. Air Force and their consultants were intending to address some of the same issues in the environmental impact statement (EIS) for the realignment of March AFB that were outlined in the original work scope for this study. These were primarily environmental issues such as noise, air quality and ground access impacts. After consulting with Air Force environmental staff, it was mutually decided to coordinate the two efforts so as to avoid duplication and conserve resources. Forecast aircraft operations generated by this study were provided to the Air Force so that common planning factors could be used in the analysis of environmental impacts associated with the commercial aviation use alternative assessed in the EIS. In addition, regional socio-economic and transportation data needed to assess ground access impacts in the EIS was provided to the Air Force by SCAG's Inland Empire office, and the analysis of airspace capacity and impacts presented in Chapter 4 of this report was provided as well. The efficiencies thus achieved by coordinating and sharing these work efforts allowed FAA grant funds to be freed up and diverted to fund the development of an airport layout plan (ALP) requested by the FAA, which is presented in Chapter 8 of the report.

It should also be noted that Air Force personnel at March AFB provided a significant amount of data and other information pertaining to facilities and operations at the base that were vital to the successful completion of the study. Furthermore, the March JPA, as well as its Technical Advisory Committee and Airport Development Subcommittee, provided essential guidance and input at key junctures throughout the study process by reviewing and commenting on interim study products.

C. RELATED STUDIES

Military Air Base Study

In 1994 SCAG aviation staff completed the Southern California Military Air Base Study, which assessed the commercial potential of five recently closed or downsized military air bases in the region from the standpoint of being able to attract air passenger and air cargo demand in competition with existing air carrier airports in the region, as well as other converted bases. Besides March AFB, the study examined MCAS El Toro, NAWS Point Mugu, Norton AFB (now San Bernardino International) and George AFB (now Southern California International). The basic premise of the study was that it is highly unlikely that major new airports will ever be built in Southern California on pristine land that are both environmentally and politically acceptable, and that these bases represent the best opportunity to add useful new capacity to the regional system and help solve the region's looming airport capacity crisis. Also, that the commercial potential of these bases can be objectively assessed, and that this information can be provided to key governmental officials in order to assist them in making wise and efficient airport investment decisions involving scarce public resources.

Air passenger demand modeling for March AFB in this study indicated that the base has moderate passenger potential, attracting a little less than 2 million annual air passengers (MAP) by 2010 assuming competition from all of the other bases, and LAX constrained to 65 MAP. March was found to be directly competitive with Norton in attracting passengers because they are so close; with both in the system as commercial airports they basically split the same pool of potential passengers. March was determined to also have a moderate amount of air cargo-handling potential, with only El Toro being placed in the "high potential" category.

However, it is important to recognize that recent high growth rates for regional passenger and cargo activity have significantly elevated forecasts for both passengers and cargo compared to what was used for the 1994 military air base study. Also this study accounts for the substantial amount of passengers and cargo that SCAG Region airports serve from San Diego, which was not included in the 1994 study. As described in Chapter 3 of this report, there appears to be a great deal of potential for March AFB to become a successful all-cargo airport, and the base could arguably be placed in the "high potential" category for handling regional cargo volumes.

Point Mugu Joint Use Study

In 1995, SCAG completed a detailed and comprehensive study of the commercial potential of a single military air base in Ventura County, called the NAWS Point Mugu Joint Use Feasibility Study. The study was prompted by an invitation extended to local jurisdictions by the U.S. Navy to study the feasibility of joint use at the facility, because of their perception that declining military operations had provided room to accommodate commercial air activity. Like this study, the Point Mugu study found no insurmountable technical obstacles to joint use.

Although it focused on serving a different market area than the Inland Empire (i.e., Ventura and Santa Barbara counties), the Point Mugu study process uncovered several findings that could be instructive for those who wish to facilitate future joint use of March. One pertinent finding is that the most fundamental precondition for joint use is the basic desire of the military to bring it about, and that joint use is virtually impossible without the willingness of the military to make the necessary compromises and accommodations needed to make it happen. Another conclusion is that even with a demonstrated ability to attract a moderate amount of potential passenger demand, it could still be very difficult to convince most airlines to make the investments in needed facilities and services required to exploit that demand. This is particularly true of the major airlines, which after deregulation in 1978 pulled out of many smaller markets and have been very reluctant to test new markets, even growing ones. This is much less true of the newer discount airlines, which have reestablished service in a number of markets that were abandoned by the major carriers.

One of the distinct advantages enjoyed the NAWS Point Mugu in terms of supporting commercial aviation use over the long term is its freedom from urban encroachment and room to expand. This is primarily due to diligent efforts by the U.S. Navy, working in concert with local jurisdictions over the years, to enforce its land use compatibility plan (i.e., the Air Installation Compatible Use Zones [AICUZ]). March AFB is also relatively free of urban encroachment, which has severely limited the growth potential of most of the air carrier airports in the region including John Wayne, Long Beach and Burbank. Like NAWS Point Mugu, opportunities for long-term growth and expansion of commercial aviation at March AFB are highly contingent upon the continued vigilance of local elected officials in protecting the facility from encroachment by incompatible urban development.

D. Study Findings and Conclusions

The following major findings and conclusions have been made by the SCAG/FAA study, presented for each chapter of the study report:

Chapter 2--Air Passenger Demand Analysis

- It is estimated that the physical capacity of the regional airport system is about 100 million annual air passengers (MAP). In 1995 the commercial jet airports in the system served 73.3 MAP. Without new airports added to the region system, existing air carrier airports in Southern California should collectively run out of capacity in 10 to 15 years.
- SCAG sponsored the development of the state-of-the-art Regional Air Passenger Demand Allocation Model, or RADAM, because of the unavailability of technically reliable and defensible methodologies that can be used to evaluate the commercial potential of new airports added to large and complex regional aviation systems such as Southern California's. The RADAM model has been

specifically refined for this study, including expanding the study area to include San Diego County and the Coachella Valley.

- In order to include San Diego County in the RADAM passenger demand modeling for March AFB, year 2015 socio-economic data was supplied by the San Diego Association of Governments (SANDAG). Also, passenger surveys were taken at Lindberg Field (SAN) over a two-day period in order to characterize and quantify the airport choice behavior of San Diego area passengers.
- Three regional airport alternatives were modeled in order to estimate the future potential of a commercial passenger airport at March AFB to compete with different combinations of new and existing airports (constrained and unconstrained) of attracting regional air passenger demand. These alternatives include the Preferred Alternative (i.e., no new passenger airports other than March, LAX constrained and Ontario Airport unconstrained), the Maximum Demand Alternative (i.e., same as the Preferred Alternative, except with Ontario constrained), and a Minimum Demand Alternative (i.e., MCAS El Toro and San Bernardino International with commercial passenger service, and LAX unconstrained).
- RADAM modeling showed that by the year 2016, a commercial airport at March AFB would attract 2.99 MAP in the Preferred Alternative, or about half of what Ontario Airport currently serves, which is commercially viable. It is also estimated to attract 4.81 MAP in the Maximum Demand Alternative, and 2.23 MAP in the Minimum Demand Alternative. In the latter alternative, San Bernardino International attracts 2.48 MAP, which is slightly more than March's allocation.
- The RADAM allocations should be viewed as very conservative, since they do not incorporate the higher passenger trip propensities that have occurred since the recessionary period of 1988-92. However, it is also important to recognize that they represent an estimate of the potential demand for air service, and that there is no guarantee that airlines will invest in the necessary facilities and services to exploit that demand.
- The short-term prospects for March as a commercial passenger airport are problematic, since within 30 miles of its location is a well-established airport--Ontario--that is currently building a major new terminal that major airlines have committed to finance, as well as another airport--San Bernardino International--that is refurbishing its terminal and is several years ahead of March in the reuse process. For various reasons, major airlines have consolidated in large markets and have proven to be very reluctant to test smaller markets, even growing ones. The newer low-cost, discount airlines have been much less reluctant and have restored service in many markets that have been abandoned by major carriers.

- The best strategy for March to establish passenger service in the short term is arguably to attract one or more discount carriers by offering them attractive financial packages, such as low landing fees and lease rates in the beginning years. The potential low costs at a joint use facility, because of cost sharing with the military and prior existence of most essential infrastructure, are conducive to attracting price-sensitive discount airlines. Initial capital and operating costs could be kept low by utilizing existing facilities to the extent possible, and developing start-up facilities that are modest yet functional, and capable of being expanded on an as-needed basis.
- In the long-term, the relative competitive position of March as a passenger airport should be much improved. This is because most of the air carrier airports in the region, as well as in San Diego, are rapidly approaching their physical and environmental capacity constraints. It is unlikely that March will be subject to the severe operational constraints that currently afflict several air carrier airports in the region. With relatively good access to San Diego, March has long-term opportunities to serve future unmet San Diego passenger demand, especially after Lindberg Field reaches its physical capacity constraints. Long-term prospects for March are contingent upon whether or not international cargo service is established at the facility, whether Ontario is held to its 12 MAP capacity constraint, and the future success of other potential new airports, particularly MCAS El Toro.
- A vehicle-miles-traveled (VMT) analysis performed for the various alternatives using the RADAM methodology showed that compared to non-conversion of the base, conversion of the March facility to commercial passenger service has significant potential for emission reductions and regional air quality improvement.

Chapter 3--Air Cargo Demand Analysis

- The dynamic U.S. air cargo industry has grown rapidly over the last several years, and is expected to maintain a high rate of growth in the future. This is primarily because of an improved world economy and accelerating rates of international trade, spurred by the rapid globalization of business and spread of free trade agreements. Also, more products than ever are being moved by air, even ones with relatively low value-to-weight ratios. Air cargo growth rates are forecast to be the highest for countries along the Pacific Rim.
- A growing phenomenon in the ever-changing air cargo industry is a much greater emphasis on delivery options and value-added services. Carriers are now expected by many shippers to do more than just transporting cargo from one point to another, and are increasingly providing a wide array of service options including same day, overnight and deferred delivery, computerized tracking, multimodal delivery logistics, inventory management, cost control, and in some cases assembly and labeling.

- Regional air cargo volumes have increased rapidly over the last several years, averaging a 12.5% rate of growth from 1992 to 1994 (although this slowed to 3.7% in 1995). International air cargo volumes have been climbing even faster.
- Compared to past years when air cargo was carried primarily in the belly holds of passenger aircraft, most regional air cargo is now transported by dedicated all-cargo freighters. Cargo carried by freighter is estimated to range from about 60% to 64%, depending on the season. This increasing trend makes the concept of the all-cargo airport much more realistic and feasible.
- Export values out of the Los Angeles Customs District (LACD) have increased dramatically over the last twenty years, and the LACD has recently overtaken the New York Customs District in export value and is now the leading international gateway in the country. Airborne exports out of the LACD have been fairly even with waterborne exports. When service exports are included, the importance of the region's one international airport (i.e., LAX) exceeds the importance of the region's three ports (i.e., Los Angeles, Long Beach and Port Hueneme) in terms of its contribution to export-based international trade.
- One of the few causes for concern for the future of Southern California's trade-oriented regional economy is the fact that air export values from the San Francisco Customs District (SFCD) recently exceeded that from the LACD for the very first time. The very high growth rates of air exports out of the SFCD is apparently due to the successful implementation of a semiconductor trade agreement with Japan in conjunction with high-tech manufacturing in nearby Silicon Valley. The SFCD also enjoys a geographically-dispersed complex of three international airports with collectively ample air cargo handling capacity, as opposed to only one in the LACD, which is rapidly approaching its physical capacity constraints.
- Updated forecasts project a quadrupling of total regional cargo volumes over the next twenty years, to 8.89 million tons by 2016, compared to 2.15 million tons handled in 1994. The air cargo handling capacity of the region's five urban air carrier airports is estimated to total 2.96 million tons. Without major new handling capacity added to the regional system such as through the conversion of closed or downsized military air bases to cargo-handling airports, the region is expected to run out of handling capacity by the turn of the century.
- International air cargo handling capacity in the region is a particular problem. Delays during peak periods are continuing to mount at LAX, mainly because of a shortage of ramp space, on-airport warehouse space and peak-period lift capacity. Even with substantial improvements assumed to be made pursuant to the ongoing LAC Master Plan Study, it is highly doubtful that LAX by itself can handle the tremendous growth in international air cargo volumes that is forecast over the next twenty years.

- The air cargo allocation methodology used in the study assigned a total of 426,000 tons of cargo to March AFB by the year 2016 in the Preferred Alternative, and 1,245,000 tons in the All-cargo Alternative. The latter figure represents 20% of the total regional volume forecast to 2016.
- Emerging trends favor the development of all-cargo airports, including the fact that increasing amounts of cargo are being transported by all-cargo freighters, and it is now strategically possible to substantially separate cargo operations from passenger operations in order to relieve capacity-constrained passenger airports. Also, many existing air carrier airports lack the space to accommodate the extensive warehousing, manufacturing and intermodal facilities that are associated with state-of-the-art cargo-handling airports. Existing all-cargo airports in the U.S. that are being developed as high-tech manufacturing/distribution centers with intermodal capabilities, or "inland ports," include Rickenbacker International in Columbus, Ohio, Alliance International in Fort Worth, Texas, and Global Transport in Kinston, North Carolina.
- There are a number of factors that argue in favor of March AFB being developed as an intermodal all-cargo airport. These include the fact that it has the largest runway in California and can easily accommodate any size cargo plane currently flying; it has excellent freeway access and potentially good rail access with intermodal capabilities; it is free from urban encroachment and airspace congestion and has room to expand; and it can serve the cargo needs of San Diego, where Lindbergh Field is very limited in its cargo lift and handling capabilities because of its single, relatively short runway, small size, and steep surrounding terrain.
- Since a joint use commercial airport at March AFB will share costs and services with the military, there should be less pressure to recoup costs at the outset and sacrifice long-term opportunities for short-term expedients. Time should be taken to carefully construct a well-thought out strategy to maximize the commercial development of March AFB as an all-cargo airport over the long term.

Chapter 4--Air Traffic and Airspace Parameters

- Some of the existing military flight paths at March AFB, specifically those used by large military aircraft (KC-10, KC-135, C-141 etc.), would also be used by commercial aircraft at a joint use airport.
- Aircraft activity at March AFB has significantly decreased over the last several years. Annual aircraft operations decreased from 104,320 in 1992 to 40,800 in 1994. Operations are currently about 80% military and 20% general aviation.
- When considering prevailing winds, aircraft departures to the north on the base's main runway (32) can occur about 95% of the time. The other 5% of the time,

departures would be made to the south. The runway is stressed for heavy lift, and at 13,300 feet long can accommodate the largest commercial aircraft.

- In the future, military operations by large jet transport aircraft will increase to 83.4%, compared to a historic 51.7%. Fighter/trainer operations will decrease from 36.6% to 7.9%.
- Projected military operations are estimated to account for about 20% of the base's runway capacity, or annual service volume (ASV). Forecast operations associated with the civilian airport alternatives that were evaluated for the year 2016 (i.e., Preferred, Maximum Demand, Minimum Demand, and All-cargo alternatives) would utilize from 37% to 63% of available runway capacity in combination with military operations.
- Instrument flight rules (IFR) operations associated with the civilian airport alternatives, including military operations, would use from 47% to 87% available radar section (airspace) capacity. The All-cargo Alternative would utilize the least amount of both radar sector and runway capacity of all the alternatives.
- In short, there is adequate airspace and runway capacity at March AFB for commercial aircraft to operate under the various alternative forecast levels in combination with military operations. Future military operations will be primarily large jet aircraft, which are compatible with commercial aircraft. Although general aviation operations at March AFB are possible in a joint use arrangement, they are not recommended due to the anticipated preponderance of heavy aircraft operations, and the adequacy of available capacity at general aviation airports in the vicinity of the base.

Chapter 5--Facility Requirements

- Because of its 13,300-foot length, which is the longest in California, virtually any aircraft using the main runway at March AFB can take off at its maximum gross take-off weight under most conditions. The runway is stressed to accommodate the largest commercial aircraft.
- The runway safety areas, runway protection zones, and obstacle free zone at March AFB all meet FAA guidelines and standards.
- If civilian aviation facilities were to be built on the west side of the main runway, a new parallel taxiway would need to be constructed on the west side of the runway to serve this commercial-use area. In order to meet FAA design standards, the taxiway should have a centerline-to-centerline separation from the main runway of at least 600 feet.
- The required taxiway width for FAA Design Group VI, which provides for all commercial aircraft operating today, as well as those awaiting certification, is

100 feet. Existing taxiway widths at March AFB are from 50 to 75 feet and do not meet this criterion. However, most taxiways are 75 feet in width, which is adequate to accommodate the Boeing 747. For initial development, taxiways which are 50 feet in width (i.e., portions of taxiways A and F) should be improved to 75 feet, which is adequate to accommodate all existing commercial traffic. Over the long-term, taxiway widths should ultimately be upgraded to 100 feet if necessary to accommodate larger future-generation aircraft.

- All necessary navigation aids (navaids), lighting and associated facilities for commercial use are present at March AFB.
- For the Preferred Alternative, passenger terminal requirements are estimated to include the development of 12 gate positions, 12.5 acres of apron area, a 210,000 square-foot terminal building on 10.5 acres of land, and 3,770 total parking spaces on 43.3 acres of land. Required land area is estimated to total 66.3 acres. Cargo requirements for this alternative would add another 83.6 acres for required warehouse and office facilities and apron space, which brings the total land requirement to 126.9 acres.
- For the All-cargo Alternative, it is estimated that 530,000 square feet of warehouse and office development on 28.7 acres of land would be needed to handle forecast cargo volumes. With the addition of another 67.0 acres needed for truck docks and vehicle parking, and 100.1 acres for aircraft parking, the land requirement for this alternative totals 195.8 acres.
- The air traffic control tower (ATCT) at the base is currently operated 24 hours a day by Air Force personnel. After realignment, the ATCT is planned to be operated by DOD civilian personnel only 16 hours per day. The reduced hours of operations could impact the ability to satisfy the needs of international cargo operators that desire nighttime operations. The exact terms of the DOD support provided for air traffic control would be specified in an agreement between the DOD and the civilian operating authority.
- March AFB currently has 12 vehicles available for crash-fire rescue services. The capacities of these vehicles far exceed FAA requirements for civilian aircraft rescue and firefighting facilities.
- The base presently has more bulk fuel storage capacity than is needed. Consequently, one of the two above-ground storage tanks could potentially be made available for commercial use. In the initial years of joint use, civilian aircraft could be fueled by fuel trucks operating from the existing bulk storage area. As civilian fueling requirements increase, an underground pipeline could be constructed from one of the bulk storage tanks to secondary tanks in the civilian use areas. Alternatively, new bulk storage tanks could be constructed in the civilian use areas. In either case, fuel dispensing facilities would also be constructed adjacent to aircraft parking ramps to handle fuel delivery to aircraft.

- It is assumed that all airfield areas used by the military would be maintained by DOD personnel. Maintenance in non-military areas would need to be provided by the civilian operating authority or by support agreement with the DOD. Space should be set aside in the civilian use area for maintenance facilities.
- For the Preferred Alternative, civilian airport/administration staff would be located in offices in the terminal building. For the All-cargo Alternative, a number of locational alternatives are available for providing office space for airport administration staff.

Chapter 6--Joint Use Issues and Alternative Concepts

- The Air Force has indicated that joint use of the main runway would be feasible. Two portions of the disposal area (i.e., outside of the area reserved for military use) have been made available for civilian aviation use, comprising about 330 acres, or about 5 percent of base property. These include a 175-acre parcel on the southeast side of the airfield, which is currently used as an aircraft alert area, and 155-acre parcel on the southwest side of the airfield.
- Aircraft arresting cables for military aircraft are located at both ends of the main runway (14-32). The presence of the arresting gear is not expected to affect civilian aircraft operations. Aircraft taking off would be airborne before passing over the cables, and landing aircraft would be instructed to touch down past the arresting gear.
- A "hot cargo pad" is an aircraft apron located on Taxiway C that is intermittently used for the loading and unloading of explosives on aircraft. When the hot cargo pad is actively so used, an area around it (i.e., explosive safety arc) with a radius of between 1,250 and 1,800 feet (depending on the explosives handled) would be closed to civilian activity, which would also extend over and close the main runway for civilian use. The pad is typically used only several times a year, for up to three hours on a given occurrence. During a wartime situation, such as Desert Storm, the pad could be in continual use for a period of days. During periods of use, the hot cargo pad could impose significant limitations on regularly scheduled commercial air service, particularly daytime passenger service. Potential mitigation include handling smaller explosives in order to shrink the exclusion area, moving the hot cargo pad to an area farther from the runway, and loading munitions at other bases rather than March AFB.
- The F-16 alert pad will be relocated from the southeast section of the base to an area at the north end of the main military aircraft parking ramp. The explosive safety arcs around it will extend over the intersection of taxiways A and F and civilian aircraft will not be able to taxi through this area. However, that will not be a constraint since civilian aircraft landings will exit on taxiways C or D, and

civilian departures can depart at Taxiway D or use a westwide parallel taxiway if one is built.

- The munitions storage area, which is currently located west of I-215, is scheduled to be relocated to an area south of the hot cargo pad. Munitions would normally be transported by truck along Taxiway A, which would close it when this occurs. It is likely that the transport of munitions could be scheduled around civilian aviation flights, and would therefore not be a constraint on civilian operations.
- There are currently 43 Installation Restoration Program (IRP) sites at March AFB, which have been designated by the DOD for investigation, identification, and cleanup of contamination from hazardous substances, pollutants and contaminants. There are only two IRP sites in the areas designated for civil aviation use, on the east side parcel. Remedial investigations of these sites have determined that soil contamination does not exist at either of them, and no further action is recommended.
- Alternative development concepts were prepared for the Preferred and All-cargo alternatives, which are designed to accommodate all facility requirements for accommodating the year 2016 passenger and cargo demand associated with these alternatives in the civil aviation use areas. FAA and DOD criteria and guidelines were respected in the development of these conceptual plans, pertaining to runway and taxiway clearance distances, clear zones, and airport transitional surfaces. Both alternatives are forecast to require the full development of both the east and west side civil aviation parcels, with passenger and cargo facilities being segregated between the two sides in the Preferred Alternative.
- Construction costs would be greater for development of aviation facilities on the westside, which would require a new parallel taxiway and an aircraft apron. However, it would have the benefit of reduced access cost and less traffic impacts, as well as the ability to expand to the south in mostly vacant land. Besides being less costly to develop, the eastside aviation area has the advantage of being closer to existing bulk storage fueling facilities. It could also be potentially expanded if Heacock Street were to be realigned to the east.
- Because of lower starting costs, initial commercial aviation activity should begin on the eastside. For the Preferred alternative, a potential strategy is to initiate both passenger and cargo service on the eastside, and relocating and expanding either passenger or cargo service on the other side of the field when additional space becomes needed over the long term.
- Access to the civil aviation area on the westside from I-215 would be from the Van Buren Boulevard and Oleander Avenue interchanges. It is recommended that a new frontage road be constructed between these two arterials in order to

provide access to the entire civil aviation area. Access to the aviation area on the eastside would be provided by Oleander Avenue. It is recommended that Oleander be upgraded and realigned to the south to minimize its intrusion in the military clear zone. Heacock Street south of Mariposa Avenue should also be realigned to the east to avoid the clear zone, which would also provide long-term expansion opportunities for aviation facilities on the eastside.

Chapter 7--Environmental Constraints and Ecological Issues

- The Final Environmental Impact Statement (FEIS) for base realignment released by the Air Force earlier this year found that the impacts of any of the reuse-related alternatives, including those dealing with civil aviation, would be very small for most areas of concern when compared to the projected baseline growth associated with the no-action alternative. These include noise and air quality impacts associated with civil aviation use.
- March AFB is within the implementation area for the Long-Term Habitat Conservation Plan for the Stephens' Kangaroo Rat (SKR), and forms part of several reserves proposed by the plan, which was prepared by the Riverside County Habitat Conservation Agency (RCHCA).
- The civil aviation area on the east side of the runway has no significant ecological constraints. However, the topography slopes gently down to the east, and parts of the flood control channel along Heacock Street have been designated as wetlands by the U.S. Army Corps of Engineers. Thus, any developments on this site would need to incorporate National Pollutant Discharge Elimination Systems (NPDES) Best Management Practices to control surface and ground water quality runoff.
- The civil aviation area on the west side of the runway is presently designated as open space by the US Fish and Wildlife Service (USFWS), which has been actively working with the Air Force and The Nature Conservancy to incorporate ecological concerns with development and operational objectives and to establish and support an SKR conservation area. The westside parcel is protected as SKR habitat but is not under active habitat management. Under standing terms of the USFWS, the land is not currently available for the development of civil aviation facilities. However, the Habitat Conservation Planning Approach adopted by Riverside County makes provision for mitigation fees and land exchanges, to assure the viability of conservation strategies by consolidating habitat and accommodating human development needs. The Air Force and the March JPA have opened negotiations with the USFWS and the RCHCA to exchange these lands for suitable SKR habitat elsewhere in Riverside County, contingent upon approval of the County's Long-term Habitat Conservation Plan by the USFWS.
- The length of time needed to gain approval for and effectuate an SKR habitat mitigation fee or land exchange program, in order to make the westside civil

aviation area available for development of aviation facilities, is uncertain. This is another argument in favor of first beginning initial commercial aviation development on the eastside.

- Encroachment by incompatible uses can severely constrain long-term airport expansion opportunities. Even compatible uses such as industrial parks, which may be encouraged around airports in their early stages of development, can limit long-term airport expansion projects such as the addition of new runways. Land use compatibility standards designed to protect the base from encroachment by incompatible uses, such as those established by the military in their Air Installation Compatible Use Zone (AICUZ) recommendations, should be reinforced and implemented by the civilian authority in cooperation with other local agencies. Continued vigilance by local elected officials is paramount in order to preserve long-term development opportunities and future use options for the base, and not sacrifice them to short-term expedients.
- Potential impact mitigation recommended by the FEIS that are deemed to be important to the planning of the civil aviation component include the long-term improvements and realignments of access roads, control of groundwater runoff to avoid overloading drainage capacities and contaminating local communities, and coordinating an exchange of on-site SKR habitats for other off-site lands.

Chapter 8--Airport Plans, Organization and Financing

- Aviation market forces in the region and the existing facilities at March AFB favor the development of an air cargo services at the airport, as opposed to passenger services, in the short term. For these reasons, the airport plans prepared for civilian use in this chapter, including the airport layout, terminal area, land use, and airspace plans, anticipate that cargo uses would be the initial and predominant civilian aviation activity at the airport. However, the plans provide for space for passenger facilities should demand for passenger service develop over the long term.
- The initial civilian development at the base should occur on the eastside because of the presence of existing aircraft parking apron and taxiways serving the eastside of the base, and the location of the bulk fuel storage facilities on the eastside of the runway. In later years the westside would be developed, as warranted by demand, which will ultimately require the construction of a new parallel taxiway west of and parallel to Runway 14-32.
- Major improvements and features on the ALP that currently do not exist include relocation of the alert aircraft area, construction of new munitions storage igloos, a new parallel taxiway west of Runway 14-32, three high-speed exit taxiways, upgrading and realignment of Heacock Street and Oleander Avenue for improved access to the eastside, a frontage road on the westside between Van

Buren Boulevard and Oleander Avenue, civilian runway protection zones, cargo terminal facilities, airport administration, and maintenance and fueling facilities.

- Notable features of the terminal area plan include a depiction of the ultimate build-out of cargo facilities on the eastside civil use area, displaying the orientations of terminal buildings and their relationship to the aircraft apron, truck docks, and aircraft and vehicular parking. Areas reserved at the south end of the site for fuel storage and dispensing facilities are also indicated in the plan.
- The airport land use plan illustrates future land uses in the portion of March AFB that lies adjacent to the runways. It is divided into three sections: the cantonment area which consists of the airfield and the military operations area, civil aviation reuse areas, and a non-aviation civilian reuse area.
- There are only a few minor penetrations to the Federal Aviation Regulations (FAR) Part 77 imaginary surfaces, which are used to indicate obstructions. The FAA must review these penetrations as part of its airspace review for civilian use of the base or its instrument approach procedures. To protect against the occurrence of future obstructions, it is recommended that each jurisdiction under the FAR Part 77 surfaces (i.e., the County of Riverside and cities of Moreno Valley, Perris and Riverside) adopt a zoning ordinance which shows the civilian Part 77 surfaces, as well as the military Part 77 surfaces, which are somewhat different. Also, the Comprehensive Land Use Plan prepared by the Riverside County Airport Land Use Commission should similarly be amended to include both sets of surfaces.
- Civilian aviation activities at March AFB will be managed by an airport authority to be formed under the umbrella of the existing March JPA. Each jurisdiction currently in the JPA will be represented on the governing body of the authority, with the possibility of other groups or agencies also being included. The airport authority will be responsible for planning, financing, improving, operating and maintaining the civilian aviation reuse areas of the base, as well as contributing to the operations and maintenance of joint use aviation facilities.
- Staff arrangements for the airport authority could include use of airport authority staff, contract personnel, and/or staff support provided by member agencies. At Rickenbacker International in Columbus, Ohio, the organization of which is profiled in this chapter because of similarities and parallels to March AFB, airport operations and maintenance are managed by a private company under contract to the airport authority.
- Substantial public funding (a total of \$28 million between 1984 to 1988, or 35 percent of total public funding) was considered critical to the success of redevelopment and reuse efforts at Rickenbacker International. However, a significant lag occurred between public funding of critical airfield and

infrastructure improvements and the following private investment in facilities at the airport and adjoining industrial park. The majority of private funding has occurred since 1992 (\$250 million, or 86 percent of total private funding). The impact of this potential lag should be considered in planning, financing, and development of commercial joint use of March AFB.

- A FAR Part 139 certificate is required for airports with commercial passenger carriers operating aircraft with over 30 passenger seats (it is not required for all-cargo airports). March AFB currently has a Part 139 certificate through the DOD that exempts the Air Force from complying with FAA inspections and other requirements. However, this certificate might not be extended to civilian joint use activity, and if that is the case a new certificate would be required if the airport is served by passenger aircraft over 30 seats.
- Capital costs for required facility improvements over a 20-year period are estimated at \$190 million for the Preferred Alternative and \$268 million for the All-cargo Alternative. The difference between the two is primarily the large amount of warehousing and office space, estimated to cost \$200 million, associated with the assumption that the All-cargo alternative will serve 20% of the region's forecast cargo demand by the year 2016. The warehousing requirements would be smaller with less optimistic forecasts.
- These estimated capital costs should be viewed in light of the fact that much of the essential infrastructure at March AFB is already in place, and that they are far less than that required to construct an entirely new airport from scratch. Also, expansion projects at urban airports with very little room to grow can be very expensive; for example, San Francisco International and Oakland International are currently implementing expansion/improvement projects of \$2.4 billion and \$500 million, respectively. It should also be considered that facilities will likely be constructed in phases, and no sooner than required by unfolding cargo and passenger activity levels. Facility improvements on the westside, such as a new parallel taxiway, would not be required until the eastside facilities reach capacity, which in the All-cargo Alternative would be about twice the present cargo activity at Ontario Airport.
- Capital costs for start-up cargo facility on the westside is estimated to cost only \$800,000. A start-up commuter facility on the eastside is estimated to cost \$8.7 million, which would be far less if initially located on the westside.
- It is also important to recognize that high cost items such as passenger and cargo terminals are revenue-producing facilities whose cost are largely or completely defrayed by revenue from those facilities. Further, some of the large-cost items can be partially or entirely funded by airport tenants, particularly cargo terminals (i.e., warehousing facilities).

- There are a variety of potential funding sources that are available for capital funding. These include FAA Airport Improvement Program (AIP) and MAP grants, passenger facility charges, California Air to Airport Program (CAAP) grants, private capital, local government revenues, and sponsor funding (i.e., airport operating revenues and reserves). It is projected that most capital costs for both the Preferred and All-cargo alternatives would be funded by airport tenants, through either revenues generated or direct capital outlays.

The final SCAG/FAA report was issued January 1997. The document is incorporated herein by reference, and available at the offices of March Joint Powers Authority.

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MARCH INLAND PORT MARCH AIR FORCE BASE MASTER REUSE PLAN

III. MARCH AFB JOINT USE AGREEMENT

The following is text from the:

JOINT USE AGREEMENT BETWEEN THE MARCH JOINT POWERS AUTHORITY AND THE UNITED STATES AIR FORCE:

This Joint Use Agreement ("Agreement") is made and entered into this 7th day of May 1997, by and between the Secretary of the Air Force, for and on behalf of the United States of America ("Air Force") and the March Joint Powers Authority ("March JPA"), a unit of general local government in the State of California which is authorized to act as a joint powers authority, including the power of being an airport authority, and which consists of the City of Moreno Valley, the City of Perris, the City of Riverside, and the County of Riverside.

WHEREAS, the Air Force owns and operates the runway and associated flight facilities (collectively "Flying Facilities") located at March Air Reserve Base, California ("MARB"); and

WHEREAS, the March JPA will develop surplus Air Force property contiguous to MARB for aviation related uses; and

WHEREAS, the March JPA desires to use the Flying Facilities at MARB for commercial passenger and air cargo operations and for general aviation operations associated with March Field Museum activities and corporate aircraft owned, operated, or chartered by the March JPA's commercial tenants ("civil aircraft") all of which are to operate jointly with military aircraft; and

WHEREAS, the Air Force considers that this Agreement will be in the public interest, and is agreeable to joint use of the Flying Facilities at MARB; and

WHEREAS, this Agreement neither addresses nor commits any Air Force real property or other facilities that may be required for exclusive use by the March JPA to support either present or future civil aircraft operations and activities arising out of or in connection with joint use.

NOW, THEREFORE, it is mutually agreed by the Air Force and the March JPA:

1. CIVIL AIRCRAFT OPERATIONS

- a. The Air Force hereby authorizes the March JPA to permit civil aircraft equipped with two-way radios capable of communicating with the MARB Control Tower to use the Flying Facilities at MARB, subject to the terms and conditions set forth in this Agreement and those Federal Aviation Regulations (FARs) applicable to civil aircraft operations. For purposes of this Agreement, the jointly used flying facilities are the runways, taxiways, lighting systems, navigational aids, markings, and appurtenances located on MARB and open to public use as depicted on Exhibit A ("Jointly Used Flying Facilities").
- b. Prior to conducting any civil aircraft operations under this Agreement, the March JPA will directly, or by contract with a fixed base operator, provide and operate at no cost to the Air Force, all facilities necessary to support the civil aircraft operations authorized under this Agreement. This includes but is not limited to aircraft parking and tie-down, aircraft fueling, and parking for privately-owned vehicles.
- c. The Commander, 452 Air Mobility Wing (AMW), will determine the level of annual civil aircraft operations that MARB can support above 21,000 annual operations but within existing capabilities without significant impact to the military mission. An operation is a landing or a takeoff. Civil aircraft operations cannot exceed the tons per year emissions levels specified in Exhibit B.
- d. MARB is designated as a "prior permission required" (PPR) airfield for transient aircraft. Therefore, PPR numbers will be issued by MARB Base Operations for each transient or nonscheduled civil aircraft to be operated at MARB pursuant to this Agreement.
- e. Civil aircraft using the Jointly Used Flying Facilities on official government business as provided in Air Force Instruction (AFI) 10-1001, *Civil Aircraft Landing Permits*, are not subject to this Agreement and shall not otherwise count as a civil aircraft landing or take-off for purposes of this Agreement.
- f. Civil aircraft using the Jointly Used Flying Facilities under the authority of this Agreement shall be entitled use for landings, take-offs, and ground movements of aircraft and will park only in areas owned by the March JPA or leased from the Air Force and designated for that purpose. Civil and military aircraft on official government business shall have unobstructed access to any portions of the taxiway that may be within the boundary of properties leased from the Air Force by the March JPA.
- g. Civil and military aircraft operating in support of official government business will have priority over civil aircraft operating pursuant to this Agreement.
- h. The distance between the hot cargo pad and runway does not meet separation requirements; therefore, civil aircraft use of the runway will be suspended when the hot cargo pad on MARB is in use. The MARB Airfield Manager will provide the March JPA with advance notice of operations scheduled for the hot cargo pad.

- i. Certain general aviation operations are to be allowed under this Agreement. March Field Museum activities will include the movement of museum display aircraft, public air shows, and other flight operations that directly support the museum. Flights solely to transport passengers to tour the museum are prohibited. All plans for public air shows require the prior written approval of the Commander, 452 AMW, or a designated representative. All flights operating in support of the museum and non-revenue operations by aircraft owned, leased, or chartered by the March JPA's existing or prospective commercial tenants require coordination with and approval of the MARB Airfield Manager.
- j. All ground and air movements of civil aircraft using the Jointly Used Flying Facilities under this Agreement, and movement of all vehicles operating on the airfield in areas other than the March JPA ramp, will be controlled by the MARB Control Tower.
- k. Civil aircraft activity will coincide with the MARB Control Tower hours of operation. The Air Force will try to accommodate any requests from the March JPA for additional hours for the MARB Control Tower or other essential airfield management services which the March JPA may require beyond those needed by the Air Force. Any such additional hours or other services, however, must be at no expense to the Air Force.
- l. No civil aircraft may use the Jointly Used Flying Facilities for training.

2. MAINTENANCE AND CONSTRUCTION

- a. The Air Force is responsible for maintaining and repairing the Jointly Used Flying Facilities to support the military mission. The runway and apron, including any airfield pavements, lighting systems, and/or markings, are made available for use on an "as is, where is" basis. Nothing herein shall be construed to require the Air Force to improve existing facilities to accommodate civil aircraft using MARB pursuant to this Agreement.
- b. Maintenance, resurfacing, and repairs of pavement leased by the Air Force to the March JPA as depicted in Exhibit A, shall be the responsibility of the March JPA.
- c. Dust or any other erosion or nuisance that is created by, or arises out of, activities or operations by civil aircraft authorized use of the Jointly Used Flying Facilities under this Agreement will be corrected by the March JPA at no expense to the Air Force, using standard Air Force engineering methods and procedures.
- d. Every effort will be made by the Air Force to perform runway maintenance with minimal interruption to civil aircraft operations. However, the Air Force reserves the right to temporarily suspend civil aircraft operations when required for runway maintenance. Except for emergency situations, the Air Force will notify the March JPA at least five (5) days in advance of such temporary interruption. The Air Force will not be responsible for any lost revenues for such interruptions.
- e. The current level of maintenance and operation of the Jointly Used Flying Facilities maintained by the Air Force at MARB for military operations and

- activities is adequate to support military operations. Any changes required to support civil aircraft operations must be at no expense to the Air Force and requires Air Force concurrence, which may be withheld at its sole discretion.
- f. To ensure compliance with distance and height standards for structures adjacent to the runway, coordination with the MARB Base Civil Engineer is required for planning and construction of new structures or exterior alteration of existing structures located on MARB that the March JPA may lease from the Air Force or on the March JPA leased or owned properties.
 - g. The March JPA shall not post any notices or erect any billboards or signs, nor authorize the posting of any notices or the erection of any billboards or signs, at the Jointly Used Flying Facilities of any nature whatsoever, other than identification signs attached to buildings, without prior written approval from the MARB Base Civil Engineer.

3. COMPLIANCE WITH APPLICABLE LAWS

- a. The March JPA shall at all times during the existence of this Agreement promptly observe and comply, at its sole cost and expense, with the provisions of all Federal, State, and local laws, rules, regulations, orders, ordinances, and other governmental standards and requirements which may be applicable to the March JPA's use of the Jointly Used Flying Facilities for civil aircraft operations and its activities under or pursuant to this Agreement, and particularly those provisions concerning the protection of the environment, pollution control and abatement, and occupational safety and health, whether the same now are in force, or that may at any time in the future be enacted or directed.
- b. The March JPA shall comply with all applicable State and local laws, ordinances, and regulations with regard to licenses or permits to do business and all other matters.
- c. Nothing in this Agreement shall be construed to constitute a waiver of Federal supremacy or Federal sovereign immunity.
- d. Responsibility for compliance as specified in this paragraph rests exclusively with the March JPA. The Air Force assumes no enforcement or supervisory responsibility except with respect to matters committed to its jurisdiction and authority. The March JPA shall be liable for all costs associated with compliance, defense of enforcement actions or suits, payment of fines, penalties, or other sanctions and remedial costs related to the March JPA's use of the Jointly Used Flying Facilities and its activities under or pursuant to this Agreement.

4. AIR QUALITY AND NOISE RESPONSIBILITIES

- a. **Air Quality.** The March JPA shall comply with the procedural and programmatic requirements of the Federal Clean Air Act and all State, Regional, and local regulations related to clean air. This shall include, but not be limited to, any requirements to complete an "air quality conformity" analysis, the results and conditions of which shall be binding on the March JPA and its commercial

tenants. The March JPA shall provide a certified statement of its emission levels quarterly to the Commander, 452 AMW.

- b. **Noise.** The March JPA shall implement any civil aircraft noise mitigation plans associated with use of the Jointly Used Flying Facilities, at no expense to the Air Force, pursuant to the requirements of the MARB Air Installation Compatible Use Zone (AICUZ) study as it presently exists or may be updated in the future; and environmental impact statements and environmental assessments, including supplements, applicable to aircraft operations at MARB.

5. SECURITY

- a. Authority under the provisions of the Internal Security Act of 1950 in restricting or prohibiting an individual access to MARB may be exercised by the installation commander. The March JPA shall comply, at no expense to the Air Force, with all applicable Federal Aviation Administration (FAA) security measures and procedures associated with civil aircraft use as described in the Airport Security Program for MARB.
- b. The March JPA and the MARB Airfield Manager will develop procedures ensuring that the Air Force Pass and Identification Office can issue badges to individuals and passes for privately-owned vehicles requiring access to the MARB flightline for work-related duties. Vehicles will be subject to random inspections while on Air Force property. Access will be limited to hours of employment and civil aircraft facilities only, except as approved by the Commander, 452 AMW.
- c. Access to the MARB flightline for privately-owned vehicles will be limited to those required to support civil aircraft operations. The March JPA will be responsible for coordinating with the MARB Airfield Manager to develop procedures consistent with MARB 10-201, *Flightline Vehicle Operations*, that will limit privately-owned vehicles to aircraft movement areas and parking aprons and ensure that individuals are certified to drive on the MARB flightline. March JPA employees, its commercial tenants, customers, and guests are responsible for following MARB flightline driving rules. The Air Force must be reimbursed if it provides the training required for certification.

6. GROUND HANDLING AND SERVICES

- a. The March JPA shall be responsible, when necessary, for providing services (including fueling), maintenance, and emergency repairs for civil aircraft authorized to use the Jointly Used Flying Facilities under this Agreement at no cost to the Air Force. The March JPA shall comply with FAA standards in controlling materials and equipment used in such services so as to prevent aircraft foreign object damage.
- b. If Air Force assistance is provided to repair a civil aircraft, the March JPA shall reimburse the Air Force for all expenses of such services.

7. FIRE PROTECTION AND CRASH RESCUE

- a. The Air Force maintains the level of fire fighting and crash and rescue capability required to support the military mission at MARB. The Air Force agrees to respond to fire and crash and rescue emergencies on the March JPA owned or leased property involving civil aircraft outside the hangars or other structures within the limits of its capabilities, equipment, and available personnel, at the request of the March JPA, and subject to subparagraphs b, c, and d below. Air Force fire fighting and crash and rescue equipment and personnel shall not be routinely located in the airfield movement area during non-emergency landings by civil aircraft.
- b. Excluding fire fighting and crash and rescue equipment and related personnel, the March JPA shall be responsible for installing, operating, and maintaining, at no cost to the Air Force, the equipment and safety devices required for all aspects of handling and support for aircraft on the ground, as specified in the FARs and National Fire Protection Association procedures and standards.
- c. The March JPA agrees to release, acquit, and forever discharge the Air Force, its officers, agents, contractors, and employees from all liability arising out of or connected with the use of or failure to supply in individual cases, Air Force fire fighting and/or crash and rescue equipment or personnel for fire control and crash and rescue activities pursuant to this Agreement. The March JPA further agrees to indemnify, defend and hold harmless the Air Force, its officers, agents, contractors, and employees against any and all claims, of whatever description, arising out of or connected with such use of, or failure to supply Air Force fire fighting and/or crash and rescue equipment or personnel.
- d. The March JPA will reimburse the Air Force for all documented expenses incurred by the Air Force for fire fighting and/or crash services, spill response services, and rescue materials expended in connection with providing such services to civil aircraft. If mission essential, the Air Force may, at its option, with concurrence of the National Transportation Safety Board, remove damaged civil aircraft and associated debris from Air Force-owned pavements or property and shall follow existing Air Force directives and/or instructions in recovering the cost of such removal.
- e. Failure to comply with the above conditions, upon reasonable notice to cure or upon termination of this Agreement under the provisions of paragraph 12, may result in termination of fire protection and crash and rescue response by the Air Force.
- f. The Air Force commitment to assist the March JPA with fire protection shall continue only so long as a fire fighting and crash and rescue organization is authorized for military operations at MARB. The Air Force shall have no obligation to maintain or provide a fire fighting and crash and rescue organization or fire fighting and crash and rescue equipment; or to provide any increase in fire fighting and crash and rescue equipment or personnel; or to conduct training or inspections for purposes of assisting the March JPA with fire protection.

8. PAYMENTS

- a. For the March JPA's use of the Jointly Used Flying Facilities as provided in this Agreement, the March JPA shall pay, with respect to civil aircraft authorized to use MARB under this Agreement, an amount each year equal to a pro rata share of the cost of runway maintenance based on its percentage of total airfield operations. Payment shall be made quarterly in equal installments.
 - (1) Runway maintenance includes: pavements, lighting, grounds, navigational aids, and planning.
 - (2) Notwithstanding the foregoing, pursuant to the President's program to provide affordable opportunities for economic recovery and new jobs at realigned and closing bases, any payment under this paragraph is deferred until the March JPA's level of operations reaches an average of ten (10) aircraft per day for ninety (90) days or five (5) years after commercial civil aircraft begin operating at MARB, whichever occurs sooner, unless runway maintenance costs associated with civil operations exceed what the Air Force normally experiences in maintaining and operating the runway at MARB which shall be at the March JPA's expense.
- b. The March JPA also shall pay any amounts required to reimburse the Air Force for expenses incurred for any services the Air Force provides under this Agreement, including but not limited to, additional tower or other essential airfield management services (paragraph 1), civil aircraft repair (paragraph 6), and fire fighting and/or crash and rescue services and materials (paragraph 7). Payment shall be made quarterly.
- c. All payments due pursuant to this Agreement shall be payable to the order of the Treasurer of the United States of America, and shall be made to the Financial Services Officer, MARB, within thirty (30) days after each quarter. Quarters are deemed to end on December 31, March 31, June 30, and September 30. Payment shall be made promptly when due, without any deduction or setoff. Interest at the rate prescribed by the Secretary of the Treasury of the United States shall be due and payable on any payment required to be made under this Agreement that is not paid within ten (10) days after the date on which such payment is due and end on the day payment is received by the Air Force.
- d. The March JPA may collect fees and charges from civil aircraft authorized use of MARB under this Agreement; however, the March JPA is responsible for payment to the Air Force as set forth in paragraph 8a whether or not fees are charged or collection efforts are successful.
- e. Civil aircraft operating at MARB on official government business are not subject to the March JPA fees.

9. **LIABILITY AND INSURANCE**

- a. The March JPA will assume all risk of loss and/or damage to property or injury to or death of persons by reason of civil aircraft use of the Jointly Used Flying Facilities under this Agreement, including but not limited to, risks connected with the provision of services or goods by the Air Force to the March JPA or to any user under this Agreement. The March JPA further agrees to indemnify and hold harmless the Air Force against, and to defend at the March JPA expense, all claims for loss, damage, injury, or death sustained by any individual, corporation, or other entity and arising out of the use of the Jointly Used Flying Facilities by civil aircraft authorized to use MARB by the March JPA and/or the provision of services or goods by the Air Force, to the March JPA or any user, whether the claims be based in whole, or in part, on the negligence or fault of the Air Force or its contractors or any of their officers, agents, and employees, or based on any concept of strict or absolute liability, or otherwise.
- b. The March JPA will carry a policy of liability and indemnity insurance satisfactory to the Air Force, naming the United States of America as an additional insured party, to protect the Government against any of the aforesaid losses and/or liability, in the sum of not less than fifty (50) million dollars bodily injury and property damage combined for any one accident. The March JPA shall provide the Commander, 452 AMW, with a certificate of insurance evidencing such coverage. A new certificate must be provided on the occasion of policy renewal or change in coverage. All policies shall provide that: (1) no cancellation, reduction in amount, or material change in coverage thereof shall be effective until at least thirty (30) days after receipt of notice of such cancellation, reduction, or change by the Commander, 452 AMW, (2) any losses shall be payable notwithstanding any act or failure to act or negligence of the March JPA or the Air Force or any other person, and (3) the insurer shall have no right of subrogation against the Air Force.

10. **THIRD PARTY DOCUMENTS.** The March JPA shall include in contracts, leases, or operating agreements with civil aircraft operators their responsibility to use flight routes, instrument approaches, and all other procedures established by the Air Force and the FAA for MARB, and for full compliance with applicable provisions of this Agreement.

11. **TERM OF AGREEMENT.** This Agreement shall become effective immediately and shall remain in force and effect for a term of 40 years, unless otherwise renegotiated or terminated under the provisions of paragraph 12, but in no event shall this Agreement survive the termination or expiration of the March JPA's right to use, by license, lease, or transfer of ownership, of the land areas used in connection with use of the Jointly Used Flying Facilities.

12. RENEGOTIATION, SUSPENSION, AND TERMINATION

- a. Except in the case of temporary emergency situations, if significant changes in circumstances or conditions relevant to this Agreement should occur, the Air Force and the March JPA may enter into negotiations to revise the provisions of this Agreement, including financial and insurance provisions, upon sixty (60) days written notice to the other party. Any such revision or modification of this Agreement shall be processed as specified in AFI 10-1002, *Agreements for Civil Aircraft Use of Air Force Airfields*, and shall require the written mutual agreement and signatures of both parties. Unless such agreement is reached, this Agreement shall continue in full force and effect, subject to termination or suspension under this section. The Air Force, as represented by the Commander, 452 AMW, or designee, and the March JPA, as represented by the Chair of the March JPC or designee, agree in advance to review this Agreement annually in January.
- b. Notwithstanding any other provision of this Agreement, the Air Force may temporarily suspend this Agreement at any time during any national or State emergency, present or future, declared by the President or the Congress of the United States or the State of California during the period of such emergency.
- c. Notwithstanding any other provision of this Agreement, the Air Force may terminate this Agreement (1) at any time by the Secretary of the Air Force, giving ninety (90) days written notice to the March JPA, provided that the Secretary of the Air Force determines, in writing, that paramount military necessity requires that joint use be terminated, or (2) in the event the March JPA violates any of the terms and conditions of this Agreement and continues and persists therein for thirty (30) days after written notification to cure such violation. In addition to the above rights, the Air Force may at any time suspend this Agreement if violations of its terms and conditions by the March JPA create a significant danger to safety, public health, the environment, or exceed the emissions levels specified in paragraph 1c at MARB.

13. GENERAL PROVISIONS

- a. The March JPA shall neither transfer nor assign this Agreement without the prior written consent of the Air Force, with the exception of transfer to the March Joint Powers Airport Authority.
- b. The failure of either the Air Force or the March JPA to insist, in any one or more instances, upon the strict performance of any of the terms, conditions, or provisions of this Agreement shall not be construed as a waiver or relinquishment of the right to the future performance of any such terms, conditions, or provisions. No provision of this Agreement shall be deemed to have been waived by either party unless such waiver be in writing signed by such party.

14. **NOTICES.** No notice, order, direction, determination, requirement, consent, or approval under this Agreement shall be of any effect unless it is in writing and received as provided herein.
- a. Written communication to the March JPA shall be received by the March JPA at the following address:
March Joint Powers Authority
P.O. Box 7480
Moreno Valley, CA 92552
 - b. Written communication to the Air Force shall be received by the Air Force at the following address:
Commander, 452 AMW
2145 Graeber Street, Suite 117
March Air Reserve Base, CA 92518
15. **MAJOR REPAIRS AND NEW CONSTRUCTION**
- a. Major repair projects and/or new construction projects required for the Jointly Used Flying Facilities are not included under this Agreement (collectively, "Required Joint Use Projects"), and any March JPA contribution to such projects shall be the subject of separate negotiations and written agreement between the Commander, 452 AMW, and the March JPA at such time as the work is required. Such an agreement may provide for crediting all or a portion of the costs of such projects to the payments due from the March JPA for runway maintenance under this Agreement.
 - b. Major repair projects and/or new construction projects required for the Jointly Used Flying Facilities or contracts related to airfield operations or maintenance that are desirable for civil aircraft operations and are to be funded by the March JPA (collectively "Desirable Joint Use Projects") also are not included under this Agreement and shall be the subject of separate negotiations and written agreement between the March JPA and the Commander, 452 AMW, at such time as the work is desired. Such an agreement may provide for crediting all or a portion of the costs of such projects to the payments due from the March JPA for runway maintenance under this Agreement.
16. **OTHER AGREEMENTS NOT AFFECTED.** This Agreement does not affect the MARB/Riverside City and County Fire Mutual Aid Agreement.
17. **EXHIBITS.** Two (2) exhibits are attached to and made a part of this Agreement as follows: Exhibit A - Joint and Exclusive Use Properties, and Exhibit B - Civil Aircraft Maximum Annual Air Emissions Levels.

IN WITNESS WHEREOF, the respective duly authorized representative of the parties hereto have executed this Agreement on the date set forth below opposite their respective signatures.

UNITED STATES AIR FORCE

Date: May 7, 1997

By: _____
Deputy Assistant Secretary of the Air Force
(Installations)

MARCH JOINT POWERS AUTHORITY

Date: May 7, 1997

By: _____
Chair, March Joint Powers Commission
March Joint Powers Authority

***THE SIGNED AND EXECUTED DOCUMENT IS ON FILE
AT THE OFFICES OF THE MARCH JOINT POWERS AUTHORITY***

***Exhibits A and B are on file
at the offices of the
March Joint Powers Authority***

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MARCH INLAND PORT MARCH AIR FORCE BASE MASTER REUSE PLAN

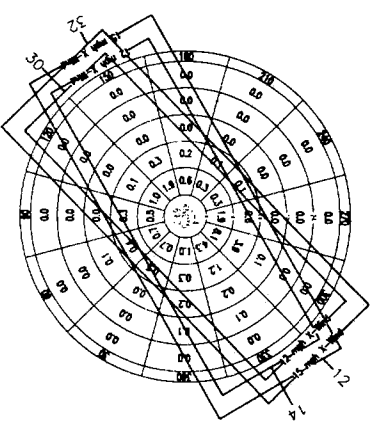
IV. AIRPORT LAYOUT PLAN SUMMARY

An airport layout plan (ALP) is a plan by which existing and proposed airport facilities, and boundaries for an aviation field and airport are depicted. The means in which these elements are delineated are in a form prescribed by the Federal Aviation Administration (FAA). Items delineated within the ALP may include, runways, taxiways, aprons, runway clearance line, airport point of reference, runway protection zones, approach surface, terminal locations, airport and runway data and building restriction line. In the case of March, both military and civilian FAA airport standards are included within the ALP.

A set of five airport plans meeting FAA criteria, was prepared for and approved by the March Joint Powers Commission (JPC) for submittal to FAA. The airport plans include; ALP, Terminal Area Plan, Airport Land Use Plan, Airport Airspace Plan, and Approach Profiles and Plans. The plans, as a set, address the requirements and criteria for March to be jointly used with the military for civilian aircraft operations, under the Joint Use Agreement.

March Joint Powers Authority received FAA approval for the airport plans, including the ALP on June 3, 1997.

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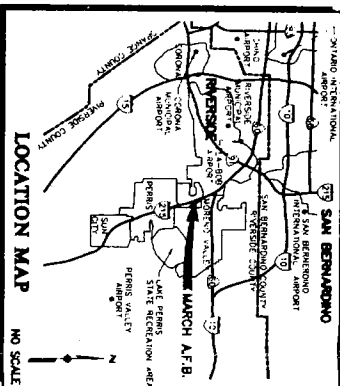


SOURCE: NATIONAL CLIMATIC DATA CENTER. BASED ON 8,7,663 HOURLY OBSERVATIONS AT MARSH AIR FORCE BASE FROM AUGUST 1979 TO JULY 1989.

RUNWAY DATA			RUNWAY 14-32	RUNWAY 12-30 *
	EXISTING	JOINT USE	EXISTING	
EFFECTIVE GRADIENT (N. 2)	56(S)	56(S)	56(S)	
PAYMENT STRENGTH (X 1000 LBS.)	260(D)	260(D)	260(D)	12.8(S)
	175(S)	175(S)	175(S)	
	530(D)	530(D)	530(D)	
PAVEMENT STRENGTH (76C NO.)	---	---	---	---
RUNWAY LIGHTING	HIR	HIR	HIR	---
RUNWAY MARKING	PRECISION	PRECISION	PRECISION	---
	11.5(32)	11.5(32)	11.5(32)	---
WAVES, VISUAL AID	VISID (4,32)	Papil (4,32)	Papil (4,32)	NONE
WIND DIRECTION (X 15 MPH)	99.8	99.8	99.8	
WIND VELOCITY (X 15 MPH)	---	---	---	
APPROACH CATEGORY (FAR PART 77)	NAI/BOI	NAI/BOI	NAI/BOI	VISUAL VISUAL
APPROACH SURFACES	561/501	561/501	561/501	201/1201
WAXWAY ELEV ABOVE WSL	1,535' (14)	1,535' (14)	1,535' (12)	3,150'
RUNWAY LENGTH	---	---	---	3,150'
RUNWAY AND TAXWAY SURFACES	300	300	300	ASPHALT
RUNWAY AND TAXWAY WIDTH	CONCRETE	CONCRETE	CONCRETE	---
RUNWAY SAFETY AREA (RSA) WIDTH	500'	500'	500'	---
RSA LENGTH BEYOND RUNWAY END	---	---	---	---
RUNWAY CATEGORY	---	---	---	---
TRANSFERT	---	---	---	---

- RUNWAY 12-30 WILL NOT BE USED FOR CIVILIAN OPERATIONS

APZ	Accident Potential Zone
ARFF	Airport Rescue and Fire Fighting
ATCT	Air Traffic Control Tower
AWOS	Automated Weather Observing System
BRML	Building Restriction Line
D	Dual Wheel Gear
DT	Dual Tandem Wheel Gear
FAR	Federal Aviation Regulations
GS	Glide Slope
HIRL	High Intensity Runway Lights
ILS	Instrument Landing System
LOC	Localizer
MSL	Mean Sea Level
PAPI	Precision Approach Path Indicator
PCN	Pavement Classification Number
PREC	Precision
REIL	Runway End Identifier Lights
RPZ	Runway Protection Zone
RSA	Runway Safety Area
S	Single Wheel Gear
ST	Single Tandem Wheel Gear
TOFA	Taxiway Object Free Area
VASI	Visual Approach Slope Indicator
VORTAC	Very High Frequency Omnidirectional Air Navigation

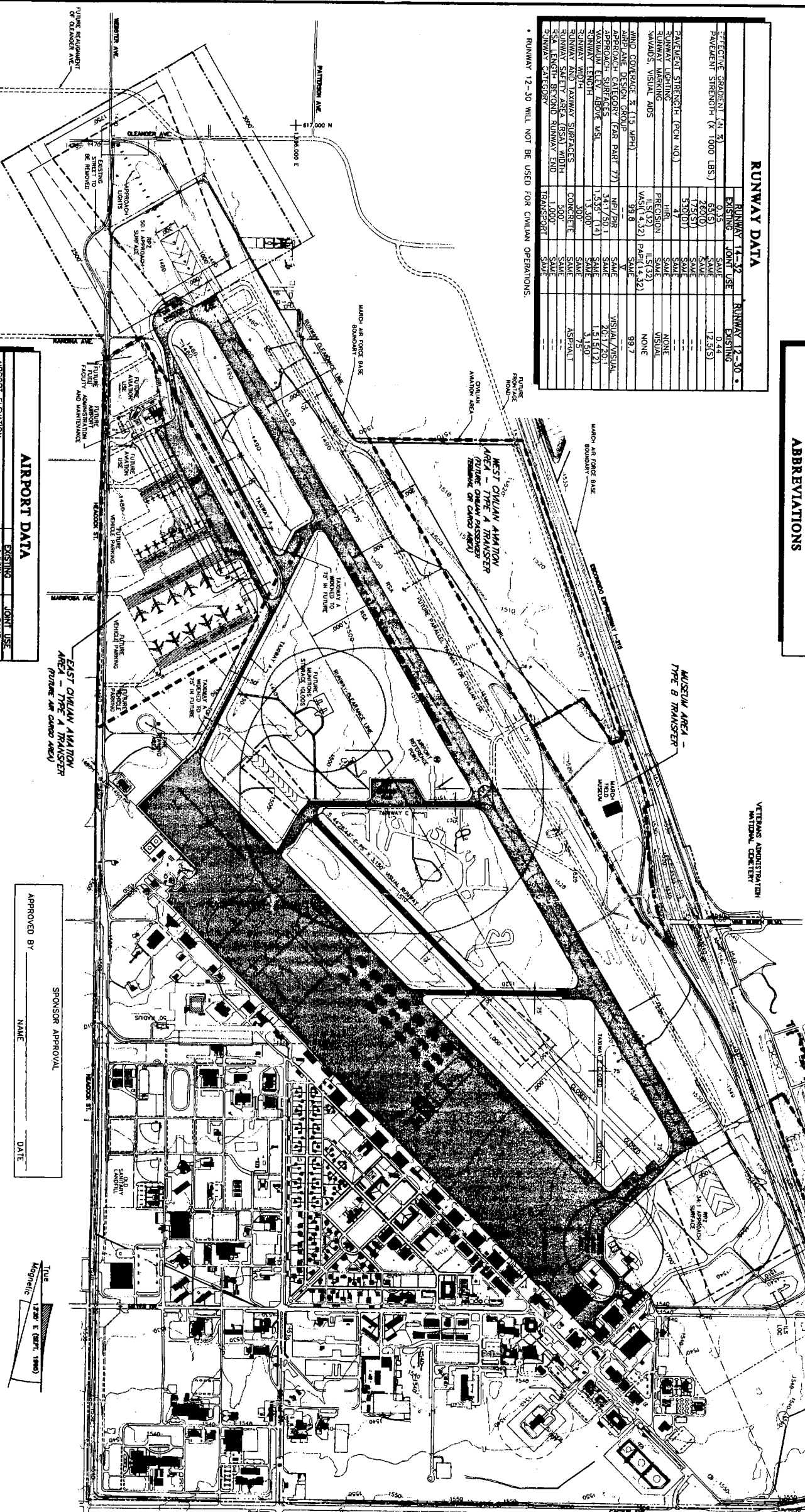


1. Existing facilities are from Tabs C-1 and E-10 by March Air Force Base.
2. All elevations given are MSL.
3. Property within RPZs is owned by the Department of Defense in fee.
4. Building Restriction Line for east side area set at military Taxiway Clearance Line

LAND CONVEYANCES		
TYPE OF TRANSFER	TRANSFER MADE	PROPERTIES OR AREAS
A	AMATION USE	EAST CHILIAN AMATION AREA WEST CHILIAN AMATION AREA NORTH CLEAR ZONE AREA
B	AMATION RELATED REVENUE PRODUCTION	MUSEUM AREA
C	NON-AMATION RELATED REVENUE PRODUCTION	NORTH APZ 1 AREA (former base property) NORTH APZ 2 AREA (former base property)

RUNWAY				
	EXISTING	FUTURE		
32	LATITUDE 35° 51' 9" N	SAVE		
	LONGITUDE 1° 48' 19" W	SAVE		
	ELEVATION 355.3 m N	SAVE		
14	LATITUDE 1° 17' 16.2" W	SAVE		
	LONGITUDE 1° 53' N	SAVE		
	ELEVATION 355.92 m N	SAVE		
30	LATITUDE 1° 50' 1" N	SAVE		
	LONGITUDE 1° 50' 1" W	SAVE		
	ELEVATION 355.93 m N	SAVE		
12	LATITUDE 1° 17' 15.6" W	SAVE		
	LONGITUDE 1° 51' 5" N	SAVE		
	ELEVATION 1,315' N	SAVE		

LEGEND	
FIELD PAVEMENT	PAVEMENT
AIR FORCE BASE BOUNDARY	BOUNDARY
RAILROAD BOUNDARY	BOUNDARY
ANCHOR REFERENCE POINT (ARP)	ANCHOR REFERENCE POINT (ARP)
ROAD CENTERLINE	ROAD CENTERLINE
FIELD CENTERLINE	FIELD CENTERLINE
GROUND CONTOURS	GROUND CONTOURS
MILITARY APPROACH ZONE	APPROACH ZONE
ROAD/VEHICLE PARKING	ROAD/VEHICLE PARKING
ROADWAY CLEARANCE LINE	ROADWAY CLEARANCE LINE
ROADWAY PROTECTION ZONE	ROADWAY PROTECTION ZONE
ROADWAY OBJECT FREE ZONE	ROADWAY OBJECT FREE ZONE
ROADWAY RESTRICTION LINE	ROADWAY RESTRICTION LINE
BOUNDARY AMBITION AREA CONVEYANCES	BOUNDARY AMBITION AREA CONVEYANCES



AIRPORT DATA			
	EXISTING	JOINT USE	
AIRPORT ELEVATION	1,318	SAME	
AIRPORT REFERENCE POINT (ARB) COORDINATES	33°52.9' N 117°15.3' W	SAME	
MEAN MAX. TEMP. OF HOTTEST MONTH	---	SAME	
AIRPORT REFERENCE CODE	92F (AUGUST)	SAME	
AIRPORT WIND COVERAGE	13.5 (AUGUST)	SAME	
MISCELLANEOUS FACILITIES	ACT	SAME	
AIRPORT TYPE	WIND COMES	SAME	
DESIGN AIRPORT	---	TRANSPORT	
		AN-124	

APPROVED BY _____ NAME _____ DATE _____

True
Magnetic
17°30' E. (SEPT, 1965)

The preparation of this plan was financed in part through a grant from the Federal Aviation Administration as provided under Section 505 of the Airport and Airway Improvement Act of 1982, as amended. The contents do not necessarily reflect the official news or policy of the FAA. Acceptance of this plan by the FAA does not constitute an endorsement of the plan. The FAA does not intend to participate in any development depicted therein nor does it intend that the proposed development is environmentally acceptable in accordance with appropriate public laws.

AIRPORT LAYOUT PLAN

**JOINT USE OF MARCH
AIR FORCE BASE, CALIFORNIA**

READ
SUNSHINE CALIFORNIA

PAID Attention
A Division of
PAID Circulation
1180 Town & Country
LOS ANGELES, CALIF. 90024

DESIGNED: S.L.A.	CHECKED: D.P.S.	SHEET 1 OF 5
DRAWN: S.K.H.	DATE: JULY 1996	

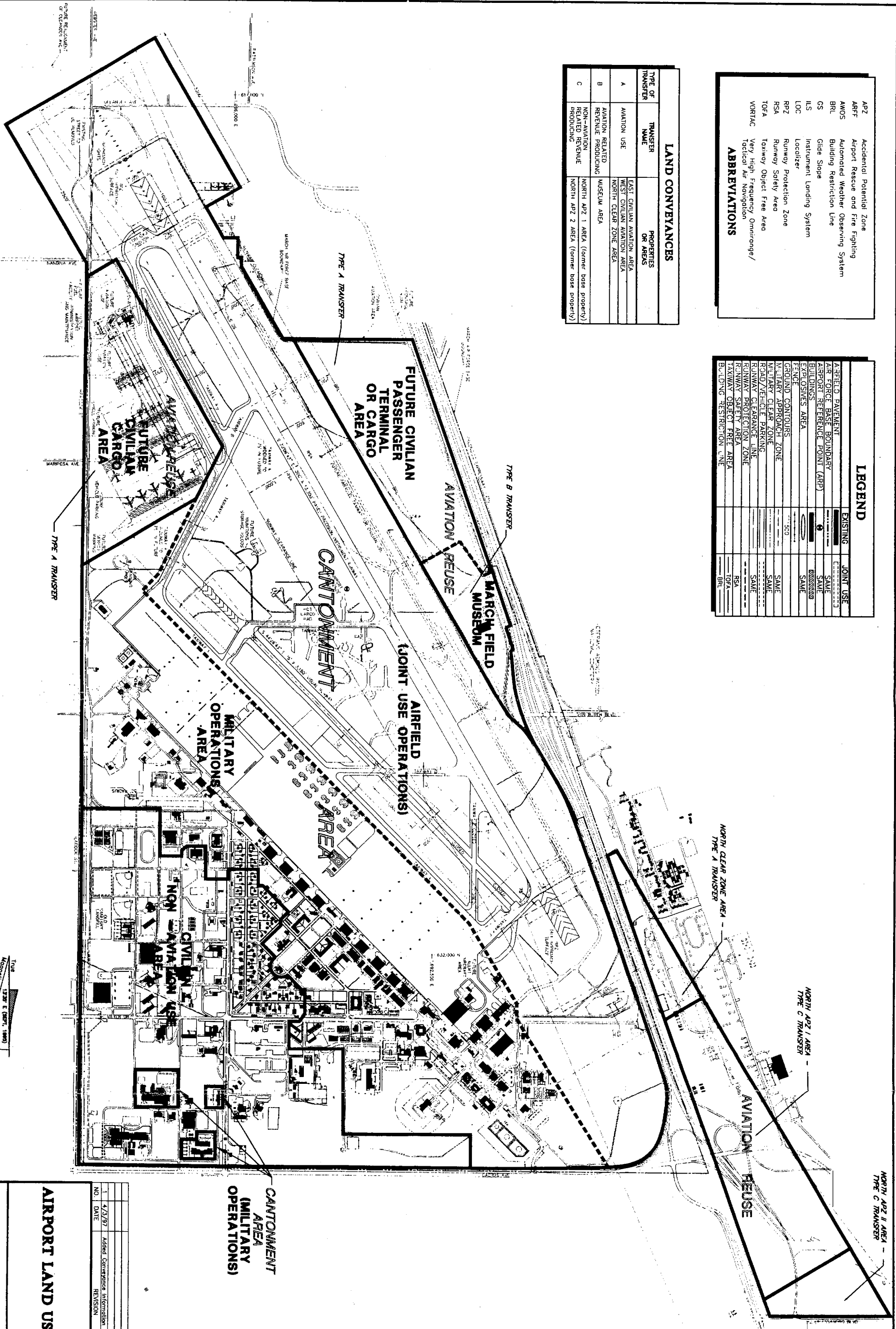
APZ	Accidental Potential Zone
ARFF	Airport Rescue and Fire Fighting
AWOS	Automated Weather Observing System
BRL	Building Restriction Line
CS	Glide Slope
ILS	Instrument Landing System
LOC	Localizer
RPZ	Runway Protection Zone
RSA	Runway Safety Area
TOFA	Taxiway Object Free Area
VORTAC	Very High Frequency Omnidirectional/Tactical Air Navigation

ABBREVIATIONS

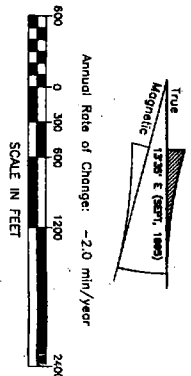
LAND CONVEYANCES	
TYPE OF TRANSFER	TRANSFER NAME
A	AVIATION USE
B	AVIATION RELATED REVENUE PRODUCING
C	NON-AVIATION RELATED REVENUE PRODUCING

PROPERTIES OR AREAS	TYPE OF TRANSFER
EAST CIVILIAN AVIATION AREA	A
WEST CIVILIAN AVIATION AREA	A
NORTH CLEAR ZONE AREA	A
MUSEUM AREA	B
NORTH APZ 1 AREA (former base property)	C
NORTH APZ 2 AREA (former base property)	C

LEGEND	
EXISTING	JOINT USE
AIRFIELD PAVEMENT	---
AIR FORCE BASE BOUNDARY	---
AIRPORT REFERENCE POINT (ARP)	●
BUILDINGS	▢
EXPLOSIVES AREA	▨
FENCE	---
GROUND CONTOURS	---
MILITARY APPROACH ZONE	---
MILITARY CLEAR ZONE	---
ROAD/VEHICLE PARKING	---
RUNWAY CLEARANCE LINE	---
RUNWAY PROTECTION ZONE	---
RUNWAY SAFETY AREA	---
TAXIWAY OBJECT FREE AREA	---
BUILDING RESTRICTION LINE	---



The preparation of this plan was financed in part through a grant from the Federal Aviation Administration as provided under Section 505 of the Airport and Airway Improvement Act of 1982, as amended. The contents do not necessarily reflect the official views or policy of the FAA. Acceptance of this plan by the FAA does not in any way constitute a commitment or endorsement by the FAA of the project or the project sponsor. The project sponsor is responsible for the accuracy of the information provided and for the results of the project. The project sponsor is also responsible for the accuracy of the information provided and for the results of the project. The project sponsor is also responsible for the accuracy of the information provided and for the results of the project.



AIRPORT LAND USE PLAN			
JOINT USE OF MARCH AIR FORCE BASE, CALIFORNIA			
DESIGNED: S.L.A.	CHECKED: D.F.S.	DATE: JULY 1986	SHEET 3 OF 5
DRAWN: S.K.H.			

1	4/3/87	Added Conveyance Information	S.L.A. (GB)
NO.	DATE	REVISION	BY
1	4/3/87	Added Conveyance Information	S.L.A. (GB)



Homeless Assistance

HOMELESS ASSISTANCE PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

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HOMELESS ASSISTANCE PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

LIST OF EXHIBITS

<u>EXHIBIT NO.</u>		<u>PAGE NO.</u>
A	Federal Register Publication, May 6, 1994	V-27
B	Listing of Homeless Assistance Providers that Responded to the Federal Register Publication	V-28
C	Listing of Homeless Assistance Providers that Applied to Health and Human Services	V-32
D	Letter of Approval from HHS to First Apostolic Faith Church of Moreno Valley, October 25, 1994	V-35
E	"Base Closure Community Redevelopment and Homeless Assistance Act of 1994"	V-37
F	Letter to Assistant Secretary Joshua Gotbaum, November 23, 1994 . . .	V-38
G	Correspondence to Homeless Assistance Providers, November 21, 1994	V-39
H	Announcement of Homeless Assistance Application Process - Riverside Press Enterprise January 6-7 & 13-14, 1995	V-40
I	Revised Application Package March Joint Powers Authority	V-41
J	Final Written Notification to Homeless Providers Regarding Application Deadline February 24, 1995	V-42
K	Written Notification of Completed Applications Sample Letter, March 25, 1995	V-43
L	Members of the "Homeless Assistance Application Review Committee" (ARC)	V-44
M	ARC - Application Review Criteria, June, 1995	V-45
N	Composite Ranking: ARC Consideration of Applications	V-46

LIST OF EXHIBITS
(continued)

<u>EXHIBIT NO.</u>	<u>PAGE NO.</u>
O Building Locations: Facilities Recommended for Homeless Assistance Services, August, 1995	V-47
P Chapel #1 Floor Plan, Proposed Use for Homeless Assistance Programs	V-48
Q Cities of Moreno Valley & Riverside " <u>Consolidated Plans</u> "	V-49
R Draft Legally Binding Agreement, Volunteer Center of Riverside	V-50
S Draft Legally Binding Agreement, First Apostolic Faith Church of Moreno Valley	V-51
T Draft Legally Binding Agreement, The Concerned Family	V-52
U Draft Legally Binding Agreement, Lutheran Social Services	V-53
V Draft Legally Binding Agreement, Survive Food Bank	V-54

As of June 1996, HUD had not formally acted on the JPA's proposed HAP. The Plan was originally submitted in draft form in 1995, updated and resubmitted for formal review in late 1996, and augmented with additional requested background information in early 1997.

HOMELESS ASSISTANCE PROGRAMS

SERVICE PROVIDER	SERVICE PROGRAM AREAS
Volunteer Center of Riverside (VCR)	Intake/Counseling Services, and Coordinator for Homeless Services on the Base
First Apostolic Faith Church of Moreno Valley	Education, Job Training and Placement Services, and Child Care (SERVICES ADMINISTERED IN VCR FACILITY)
The Concerned Family (TCF)	Temporary Shelter, Counseling Services and Training for Families
Lutheran Social Services of Southern California (LSS)	Transitional Housing for Families
Survive Food Bank	Food Distribution and Warehousing

These services are planned to be provided in four primary buildings that are all located in the northeast corner section of March AFB.

MARCH AIR FORCE BASE MASTER REUSE PLAN

HOMELESS ASSISTANCE PLAN - SUMMARY

The March Air Force Base Master Reuse Plan incorporates the Homeless Assistance Plan (HAP), which was prepared for the realignment of March Air Force Base (AFB) to a reserve facility. Pursuant to the Stewart B. McKinney Homeless Assistance Act of 1987, the Department of Defense (DOD) published its listing of available property in the Federal Register. In May of 1994, the March Joint Powers Authority (JPA) became formally involved with the homeless assistance planning requirements, as March JPA is the officially designated reuse planning agency for the realignment of March AFB.

Subsequent to the announced realignment by the Base Realignment and Closure Commission (BRAC) in July 1993, the President signed the "Base Closure Community Redevelopment and Homeless Assistance Act of 1994". Execution of this new legislation in October of 1994 permitted the local redevelopment agency (LRA) to assume primary responsibility for the planning and implementation of the homeless assistance programs. In November 1994, the JPA notified the Assistant Secretary of Defense for Economic Security that the JPA would complete the homeless assistance program screening and planning process as provided for within the new legislation. Therefore, applications which were initially screened under the provisions of the McKinney Act and filed with the Department of Health and Human Services were now to be reviewed via an application review and planning process administered by the March JPA. Under the new law, the JPA's Plan for addressing homeless service needs was then to be filed with the Department of Housing and Urban Development (HUD) for approval.

Applications submitted pursuant to the publication of available property were reviewed by the "Homeless Assistance Application Review Committee" (ARC), which was formed by the March Joint Powers Commission (JPC). Seven of the nine complete applications submitted to and reviewed by the ARC, were recommended to be approved by the JPC. Ratification of the recommendation resulted in approved homeless assistance services in six program areas, along with associated support services. Additionally, the JPC recommendation included the formation of a "March Service Council" consisting of the Homeless Assistance Program providers to create a network to interface and coordinate services for homeless persons in the area of March Air Reserve Base (ARB).

The recommendations of the Committee were unanimously approved with conditions by the JPC, as the need for homeless assistance services not currently being met within the March AFB area was demonstrated. Future actions relative to the HAP include the Record of Decision (ROD), conveyance of land for the leasing of facilities to homeless assistance program providers, and ultimately performance of services. The attached Homeless Assistance Plan Table summarizes the homeless assistance services and program areas, as contained within the locally-approved Homeless Assistance Plan.

HOMELESS ASSISTANCE PLAN

MARCH AIR FORCE BASE MASTER REUSE PLAN

**Prepared for Submittal to
The Department of Housing and Urban Development
and
The U.S. Air Force**

December 6, 1995
Revised with Draft "Legally Binding Agreements"
September 18, 1996

March Joint Powers Authority

Post Office Box 7480
Moreno Valley, CA 92552
Telephone: (909) 656-7000
FAX: (909) 697-6703 & 653-5558

The Homeless Assistance Plan was Prepared By:

**The March Joint Powers Authority
Stephen Albright, Executive Director**

Based on Recommendations from:

**The Homeless Assistance Application Review Committee
Robert Lingafelter, Chairman**

ACKNOWLEDGEMENTS

March Joint Powers Commission Members

Joy Defenbaugh (1995 & 1996 Chair), City of Riverside
Sam Torres (1995 Vice Chair), City of Perris
Virginia Wyatt Denney (1996 Vice Chair), City of Perris
Denise Lanning (1994 Chair), City of Moreno Valley
Bob Buster, County of Riverside
Robert Fletcher, City of Perris
Greg Lefler, City of Moreno Valley
Ron Loveridge, City of Riverside
Tom Mullen, County of Riverside

March Joint Powers Authority Staff

Steve Albright, JPA Executive Director
Denise Doobenen, Executive Assistant

Homeless Assistance Application Review Committee

Members Representing Moreno Valley

Louise Heil
David Hudson
John Terell

Members Representing Perris

Councilwoman Virginia Denney
Olivia Gutierrez
Jessie Washington

Members Representing Riverside

Karen Rush
Cynthia Wright

Members Representing Riverside County

Jerry Doyle (Committee Vice-Chairman)
Robert Lingafelter (Committee Chairman)
John Johnson

HOMELESS ASSISTANCE PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

I. INTRODUCTION

A. Process to Address Homeless Assistance Planning Requirements

The "**Homeless Assistance Plan**" is Chapter V of the "**Master Reuse Plan**" prepared for the realignment of March Air Force Base (AFB). March AFB was announced for realignment by the Base Realignment and Closure Commission in July, 1993. Based on that action, March AFB will become the "March Air Reserve Base (ARB)" effective April 1, 1996.

The March Joint Powers Authority (JPA) is the officially-designated reuse planning agency for March AFB. The JPA is responsible for preparing and implementing the Master Reuse Plan, with assistance from its Technical Advisory Committee (TAC) and numerous topical subcommittees. The Plan is anticipated to be completed and adopted for submission to the Department of Defense (DOD) by the end of November, 1995.

B. Unmet Needs

Homeless assistance providers who became applicants to the March JPA were asked to identify the unmet needs that were being addressed by their proposed program of services. This request was made for two basic reasons:

1. there had to be a need demonstrated for facilities being requested that could otherwise be utilized for job-producing activities; and
2. it was not the intent of this planning process to relocate existing homeless assistance programs from other sites where a need was already being adequately addressed.

In their applications, most of the providers cited a 1993 analysis of Riverside and San Bernardino Counties stating that approximately 20,000 homeless persons were requiring some levels of public services in the two-county area. That analysis did not enumerate

the needs of these persons and families by service, such as those in need of temporary housing, transitional housing, health services, or job training and placement counseling.

In their applications and in follow-up interviews, all of the applicants stated that there are many unmet needs throughout the region, but few were able to actually quantify the unmet needs or service that was being addressed by their application. They were also unable to specifically state a location where the service was most in need.

The inability to expressly define or quantify the unmet needs did not preclude any of the applicants from being considered, but it did influence the recommendations from the Homeless Assistance Application Review Committee (ARC).

HOMELESS ASSISTANCE PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

II. PLANNING PROCESS AND BACKGROUND

A. Planning Process

The March Joint Powers Authority (JPA) became formally involved with the homeless assistance planning requirements on May 6, 1994. The Department of Defense (DOD) published its listing of available properties in conformance with the Stewart B. McKinney Homeless Assistance Act of 1987. Prior to that time, staff of the JPA responded to numerous public inquiries and worked cooperatively with the local Air Force Base Conversion Agency (AFBCA) to conduct preliminary tours of buildings that were outside of the proposed cantonment area.

The following are summaries of what occurred as a result of the publication in the Federal Register of available properties:

1. Federal Register Publication

Activity: The Department of the Air Force publishes properties that are excess to the needs of the USAF. The listing of properties is basically all buildings and lands outside the proposed cantonment area that are not being kept for use by the Air Force Reserves. Sixty days are allowed for a response of interest to the AFBCA.

Responsibility: Publication prepared by AFBCA

Product: Federal Register Listing of Excess Properties for Screening Purposes

Status: Published May 6, 1994, enclosed as *Exhibit "A"*

2. Initial Letter of Interest

Activity: Potential applicants have 60 days to respond to the Federal Register Announcement by submitting a statement of interest. No information is required other than an intention to follow with an application to the Department of Health and Human Services (HHS).

Responsibility: Response to be provided by the prospective applicant.

Product: Letter of Interest.

Status: Twenty-one written statements of interest were received. A listing of the responding agencies is enclosed as *Exhibit "B"*

3. **Application Preparation and Submittal**

Activity: Agencies submitting a response were given 90 days to complete a formal application to HHS. Application forms were provided directly through HHS or by the local AFBCA office.

Responsibility: Applications are completed by the interested homeless service provider. AFBCA assists by conducting tours of excess buildings and providing information, as requested.

Product: Completed application form submitted to HHS by October 5, 1994.

Status: Of the 21 responses, 11 completed the HHS application form and submitted it within the allowable time frame. They are listed as *Exhibit "C"*.

4. **Application Review**

Activity: Applications are reviewed for their completeness and for their responsiveness to meeting homeless service requirements in the region. Time is given to the applicant to correct or supplement their application based on the initial responses of the reviewers. The review is to include the ability of the applicant to conduct the proposed program both program wise (staff and services) and financially. Consistency with the proposed reuse plan is to be considered.

Responsibility: HHS staff in Rockville, MD

Product: Application review and recommendations for decision makers.

Status: Review of the applications was underway when the President signed the new legislation. HHS immediately ceased its review until a determination was forwarded from the reuse agencies at closing or realigning military bases. It is unknown whether or not reviews and/or recommendations were made on the applications for properties at March Air Force Base (AFB).

5. **Action by HHS**

Activity: Based on the reviews by HHS staff, HHS will determine the appropriateness of approval or denial. This "action" is forwarded to the AFBCA and the applicant.

Responsibility: HHS management staff in Rockville, MD

Product: Letters of approval or denial.

Status: One applicant for property at March AFB, the First Apostolic Faith Church of Moreno Valley, was approved before HHS suspended their internal staff review. There were no actions on the other applications. That letter is enclosed as *Exhibit "D"*.

McKinney Act, and Screening and Planning Process

On October 25, 1994, the President signed the "Base Closure Community Redevelopment and Homeless Assistance Act of 1994." The new legislation permitted the local redevelopment agency (LRA) to assume the primary responsibility for planning and implementing homeless assistance programs on closing or realigning military bases. It is enclosed as ***Exhibit "E"***.

By that time, the screening period under the McKinney Act had been completed and applications had been filed with the HHS. Despite progress that had been made, the Joint Powers Commission (JPC) opted to use the new legislation and so notified the Assistant Secretary of Defense for Economic Security on November 23, 1994. That letter is enclosed as ***Exhibit "F"***.

The following events are a summary of what occurred as a result of the new legislation and the process that it established:

1. **Notification to Applicants**

Activity: Correspond with homeless service providers which have previously indicated an interest in properties at March through submittal of an application to HHS. Notify them that the application, planning, and review process has been revised.

Responsibility: JPA staff

Product: Letters to service providers.

Status: The JPA sent letter to all of the parties that indicated an initial interest in properties at March AFB. A sample letter is enclosed as ***Exhibit "G"***.

2. **Official Public Notification**

Activity: An announcement of the available properties at the base will be published in local newspapers. State agencies which provide funding to homeless services will be alerted. Allow up to 30 working days for response to the call for interest. This is in addition to the publication already published by AFBCA in May, 1994.

Responsibility: JPA staff

Product: Press release for announcement in local (Riverside County) newspapers.

Status: The JPA published official notification of the pending process and the availability of properties to address unmet homeless needs in early January, 1995. It was published on January 6-7 and January 13-14, 1995. The public notification is enclosed as ***Exhibit "H"***.

3. **Application Package**

Activity: Develop an application package using the existing HHS application as a model. Expand certain areas of that package, including the "ability to financially perform" section and the information on coordination of homeless services with other agencies.

Responsibility: JPA staff

Product: Application Package and Instructions to applicants.

Status: A revised and expanded application package was completed. The expanded package covers all of what is included in the HHS application, and in addition it concentrates in three areas: demonstration of unmet need; demonstration of the applicant's abilities and experience in providing the proposed services; and demonstration of the applicant's ability to finance the program and the requested facilities. The revised application package is included as *Exhibit "I"*.

4. **Applications for Properties**

Activity: Distribute the application package to previous HHS applicants and to others requesting it. Allow up to 30 days for submittal of an application, and up to an additional 30 days to work with JPA staff to provide a complete and reviewable package. Permit the existing applicants to offer addendum to their previously-completed applications to HHS.

Responsibility: JPA staff

Product: Application distribution, cover letters to existing applicants and firms originally indicating interest.

Status: The revised applications were distributed as requested. Existing applicants (those with an application on file with HHS) are being encouraged to review the revised application and to submit additional information regarding the three subject areas described above as appropriate. A sample letter is enclosed as *Exhibit "J"*.

5. **Application Conferences**

Activity: Meet individually with each of the applicants. Review with existing applicants should concentrate on any perceived deficiencies in their current application. Review with new applicants will be a time demanding process.

Responsibility: JPA staff, in-kind assistance from member jurisdictions

Product: Development of complete/reviewable applications.

Status: Application conferences were scheduled with each of the homeless service providers having an application on file with HHS. About half of the initial conferences have been completed. The conferences were attended by representatives of the applicant, JPA staff (and sometimes legal counsel), and the Transition Coordinator. AFBCA staff was also invited.

6. **Application Assistance**

Activity: The application conferences may result in the need to offer assistance to some of the prospective applicants. Within time constraints, staff should offer guidance to the applicants on what needs to be done in program or financial explanations. Direct assistance will be provided only in terms of information needed on the Base or related to consistency with the Draft Land Use Plan.

Responsibility: JPA staff, AFBCA, Base Engineer/Housing office.

Product: Development of complete/reviewable applications.

Status: Staff offered to assist the homeless service applicants to supplement their existing HHS applications with additional information. There was limited need to follow through with this offer.

7. **Applicant Notification**

Activity: After the conferences were completed and assistance was offered, applicants were notified regarding the status of their application. "Positive" status notification could occur at any time that an application is deemed complete. A "Negative" notification will occur after the time frame has been expired and requests for additional information or other corrections of deficiencies are not met. This would not occur before the expiration of the 60 day period.

Responsibility: JPA staff.

Product: Letter from the JPA Executive Director.

Status: Prospective service providers were to be alerted that they have a completed application. A sample letter is enclosed as *Exhibit "K"*.

8. **Formation of an "Application Review Committee" (ARC)**

Activity: JPA staff needed assistance in the following areas to review and ultimately make recommendations on the completed applications: demonstration of need for services; experience in providing services; financial capability and review of organizational financial statements; potential access to funding; and demonstration of need for facilities at March versus access to other community facilities.

Responsibility: JPC

Product: Formation of the Working Committee, to be composed of staff or community representatives, at the discretion of the JPC.

Status: A total of 11 persons were appointed to the ARC by the middle of April, 1995. The listing of members is enclosed as *Exhibit "L"*

9. **Committee Organization/Establish Review Criteria**

Activity: The committee members' first decision was to establish a quantifiable review criteria for the applications. It was their intent to make the review process as objective as possible and remove any appearance that personal bias entered into the ultimate recommendations of support and non-support for the applicants.

Responsibility: ARC Members.

Product: Working organization of the Committee and establishment of a process to complete the Committee's assignment. The established review criteria is enclosed as *"Exhibit M"*.

Status: The review criteria was completed in May, 1995.

10. **Determination of Surplus Properties**

Activity: The Department of Defense has not yet made an official determination of "surplus property" available for non-DOD uses. The JPA must attempt to estimate the properties that will be available after requested DOD uses and other federal uses are accommodated.

Responsibility: JPA staff, in cooperation with AFBCA.

Product: A listing of buildings and property which could be available for use by homeless assistance providers.

Status: The Surplus Property Determination was issued by the Air Force in late April, 1995.

11. **Coordination with Other Reuse Requests**

Activity: It is possible that requests from homeless service providers will be in conflict with other reuse requests or the economic development initiatives of the JPA. There will be an effort to coordinate the multiple objectives involved in comprehensive reuse planning.

Responsibility: JPA staff, AFBCA

Product: Reuse coordination, (potential) amended applications

Status: This was done as a part of the ARC application review.

12. **Application Review**

Activity: The Committee, with assistance from JPA staff, the AFBCA, and perhaps the Housing/Community Services (HCS) Subcommittee, will review and evaluate the applications. Ability to perform, consistency with the draft land use plan, and interaction with other reuse requests will be among the important evaluation criteria to be determined by the Committee.

Responsibility: ARC, to be supported by JPA staff.

Product: Preliminary recommendations.

Status: The Committee finished this work in June and July, 1995. The ranking of the applicants is included as "*Exhibit N*".

13. **Negotiation with Service Providers**

Activity: After the applications are deemed complete, and the Committee has been formed, applicants will be brought together to assess "competing requests" and the potential for coordinating shared services between agencies.

Responsibility: Members of the "Homeless Assistance ARC."

Product: Agency coordination, (potential) amended applications.

Status: Several of the applicants were invited for follow-up interviews and discussions in July, 1995.

14. **Description of Properties to be Committed**

Activity: Based on the negotiations with applicants and the recommendations of the ARC, a report to the JPC will be prepared and presented that outlines properties/facilities to be dedicated to support homeless service programs.

Responsibility: JPA staff

Product: Preliminary report to the JPC

Status: In forming its recommendations, the ARC concluded that some services could be more efficiently provided through a sharing of facilities and coordinated functions. This was completed in July and August, 1995 and is included as "*Exhibit O*".

15. **Plan for Coordinated Services**

Activity: Based on the recommendations from the ARC, any public comment received, and feedback from the JPC, a draft "Homeless Assistance Plan" for offering surplus property to homeless providers at March was to be developed. The proposed joint use of Chapel #1 is indicated on "*Exhibit P*".

Responsibility: JPA staff

Product: Draft "Homeless Assistance Plan"

Status: The Plan was in progress from April through June, 1995. It was submitted to the ARC on August 9, 1995 and first presented to the JPC on October 11, 1995.

16. **Public Review Process**

Activity: The JPC has always placed a high priority on public access to the reuse planning process. The Draft Plan will be presented at public forums, to the Councils/Board of Supervisors of the member jurisdictions, and to the Boards of service providers as requested. Written comments will be solicited, and responses will be completed.

Responsibility: JPA staff, coordinating assistance from the ARC members

Product: Extensive public review and comment.

Status: To be undertaken in September, October, and early November, 1995.

17. **Plan Adoption**

Activity: After the public review process, the JPC will schedule public hearings to adopt this part of the Master Reuse Plan. Depending on the timing involved, this activity may or may not be done concurrently with other portions of the plan. The legal requirements for plan approval will have to be met. If an environmental assessment is required, then that will have to be completed and reviewed concurrently with the Draft Plan.

Responsibility: JPC, coordination by JPA staff.

Product: Completed "Homeless Assistance Plan" Component of the Master Reuse Plan.

Status: Planned for November or December, 1995.

B. **Time Frame for Homeless Assistance Planning Activities**

The table on the next page outlines the homeless assistance planning activities and the time frame for each.

Activity	Completion Date/Time Period
Public Announcement/Applications of Interest	
Determination of Surplus Properties	12/31/94
Publication of Available Properties	1/6,7 & 1/13,14/95
Application Package	12/ 7/94 - 1/15/95
Applications for Surplus Properties	2/15/95 & 3/15/95
Application Conferences	1/6/95 through 3/15/95
Applicant Notification	3/31/95
Application Review	
Formation of "Application Review Committee"	4/19/95
First Committee Meeting	4/26/95
Negotiation with Service Providers	4/26/95 - 7/19/95
Coordination with Other Reuse Requests	4/26/95 - 7/19/95
Application Review	6/7/95 - 7/19/95
"Homeless Assistance Plan" Development	
Description of Properties to be Committed	7/19/95
Plan for Coordinated Services	8/9/95
Local Plan Approval/Informal Federal Submittal	
Public Review Process	September/October, 1995
Draft Plan and Process Discussion with HUD	September, 1995
Local Plan Revisions	October, 1995
JPC Plan Adoption	December, 1995
Legally Binding Agreements/Formal Federal Submittal	
Issuance of HUD Implementation Guidelines	April, 1996
Draft Legally Binding Agreements	June, 1996
Negotiate Legally Binding Agreements	July/August, 1996
JPC Approval of Agreements	September, 1996
Formal Submittal to HUD	9/27/96
HUD Review	October/November, 1996
HUD Determination	December, 1996

HOMELESS ASSISTANCE PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

III. SUMMARY OF APPLICATIONS

As a result of the Federal Register screening and the announcements placed in the local newspaper by the March Joint Powers Authority (JPA), nine completed applications were received for consideration by the March Joint Powers Commission (JPC). The Commission formed its "Homeless Assistance Application Review Committee (ARC)." That Committee was assigned the responsibility, with staff assistance, of reviewing the applications and making recommendations for homeless assistance uses and programs on March Air Force Base (AFB).

The following is an abbreviated description of the nine applications, the applicants, and their proposed programs:

1. California Drug Consultants, Inc.

The California Drug Consultants, Inc., (CDCI) filed a formal application with Department of Health and Human Services (HHS) on August 30, 1994. The name of the program proposed is "Community-Based Employment and Service Integration Program for the Homeless." HHS staff did review the application and requested additional information. HHS did not rule on the application.

The applicant requested one building and parking area to support a three-part program to educate homeless persons.

- (1) Building 500 - an older building occupied by the environmental health services - and associated land.

CDCI now runs numerous programs. None of them currently provide service to homeless persons, nor are they being operated in Riverside County. The programs can be transferrable to address unmet homeless assistance needs in the area.

2. The Concerned Family

The Concerned Family did not file an application with HHS nor an original letter of interest. The organization filed an application with the JPA in reference to a follow-up letter sent by the JPA in mid-February, 1995.

The Concerned Family is requesting one building at March AFB:

- (1) Smith Hall Dormitory - Building 976.

The primary intended use of the building is for short-term shelter for families.

3. First Apostolic Faith Church of Moreno Valley

The Church filed formal application with HHS prior to the deadline. HHS staff reviewed the application and notified the applicant and Air Force Base Conversion Agency (AFBCA) that the application was approved mid-October, 1994.

The applicant requested consideration for properties associated with job training/retraining and child care. Reference is made to food service, but this need is unclear. The applicant has no formal experience in providing these services, and a source of funding to support the programs and the facilities approved for use was not identified.

Three buildings were requested:

- (1) Building 2600 - Chapel #1 - and associated land;
- (2) Building 2594 - the youth center - and associated land; and
- (3) Building 2593 - the new child care center - and associated land.

There was potential conflict with other reuse interest for each of these buildings.

4. House of Prayer Reformation Church

The House of Prayer Reformation Church filed a formal application with HHS on August 9, 1994. HHS did not act on this application.

The applicant has requested consideration for properties associated with providing temporary shelter and associated food services. The application also requested the use of the existing main chapel as a new home to the congregation of the church. In order of preference, three options were submitted:

- (1) Chapel 1 or 2;
- (2) the Child Development Center; or
- (3) the Medical Center.

The first two options (Chapel 1 and the new Child Care Facility) include buildings where a homeless reuse request was approved by HHS. This presents a challenge to overall homeless planning efforts of the JPA.

5. **Lutheran Social Services of Southern California**

The Lutheran Social Services (LSS) of Southern California filed a formal application with HHS prior to the deadline (date unknown). HHS did not rule on the application.

The applicant requested properties which could provide temporary housing for homeless families. Two buildings were requested:

- (1) Building 501 - a transient lodging facility - and associated land; and
- (2) Building 502 - an associated out-building used as a laundry facility - and associated land.

LSS now operates a similar shelter facility in Riverside. This would not replace or relocate that one, but rather it would address unmet needs that can be quantified by the applicant. Access to the new one would be via referral and transport by van shuttle or public transportation.

6. **Riverside County Department of Health**

The County Department of Health filed a formal application with HHS on October 4, 1995. HHS did not rule on the application.

The proposed program is transitional housing for homeless persons with contagious tuberculosis. The applicant has requested housing units and an associated garage building in the Green Acres housing area:

- (1) Housing Units 200, 202, 204, and 206; and
- (2) Garage Building 252.

The application clearly identifies an unmet needs and offers the financial capability of Riverside County to support the program.

7. Shelter for the Homeless

The Shelter for the Homeless filed a formal application with HHS prior to the deadline (date unknown). HHS did not rule on the application.

The applicant requested properties which could provide transitional housing for homeless families, facilities for training, and support functions. Numerous buildings were requested in the application filed with HHS and subsequently modified for review for the JPA:

- (1) Buildings 112-138, 162-175, and 328-346 - Green Acres family housing units;
- (2) Building 1054 - New Dormitory;
- (3) Buildings 2594 and 2594 - Child Care Centers;
- (4) Building 2593 - Youth Center;
- (5) Building 651 - Recreation Center; and
- (6) Building 2706 - NCO Club.

In discussions with the applicant, it was clear that the initial application was bold in its attempt to secure facilities. The applicant modified the application to concentrate on the need for single family housing units as transition family housing for the homeless.

8. Survive Food Bank

The Survive Food Bank filed a formal application with HHS on September 29, 1995. HHS did not act on this application.

The applicant requested consideration for properties associated with the collection, storage, and distribution of surplus food. In order of preference, four options were submitted:

- (1) Building 1000 - the new commissary - and associated land;
- (2) Building 960 - the old commissary - and associated land;
- (3) Building 758 - the base exchange - and associated land;
- (4) Property north of Meyers at the East Gate for the construction of a building.

The first three options are at buildings which were subsequently requested to be retained by the DOD. The JPC has supported these reuse requests, and they were retained by the DOD in the formal surplus determination. In a follow-up correspondence, the Board of Directors of the Survive Food Bank agreed to continue to pursue the land option at a location to be determined.

9. **Volunteer Center of Riverside**

The Volunteer Center of Riverside (VCR) filed a formal application with HHS on October 3, 1994. HHS did not rule on the application.

The applicant requested one building:

- (1) the existing Dental Clinic - Building 2995.

The proposed program for use of the building is a location for coordinated homeless services, counseling, and some basic medical/dental services.

Generally, the applicant was strong in their understanding of the program demands and the proposed use of facilities. They were generally weak in their ability to quantify unmet needs and in their identification of funding sources. Finally, some of the applicants had a long history of providing homeless assistance services, while other were entering the field for the first time.

Due to their length, the applications are not included as an Exhibit to this proposed Plan. They are all available for review in the offices of the JPA.

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IV. PROPOSED PLAN

A. Summary

Of the nine applications submitted and completed for consideration by the Joint Powers Commission (JPC), the Homeless Assistance Application Review Committee (ARC) recommended that all or part of seven of the applications be supported. The seven applicants, if approved, will provide homeless assistance services in six program areas:

- intake/counseling services;
- temporary shelter;
- transitional housing;
- education, job training, and placement services;
- child care; and
- food distribution.

Associated services in support of all of these programs would be transportation assistance, access to public assistance programs, nutrition counseling, dependency counseling, other health care coordination, and clothing. In addition to the program areas, there would be improved coordination of homeless assistance services at a central location. This single location would be Chapel #1 on Riverside Drive, and it would serve as a referral location to all of the available services on the base. It is further recommended that there be a consortium of homeless assistance providers at facilities on March Air Force Base (AFB), and the members of this consortium add to their membership other local and regional agencies that provide care and assistance to homeless families and individuals.

B. Recommended Actions

The following recommended actions summarize the organizations and programs that are proposed to be supported by the JPC. The number next to the organization name is also the reference point for the map indicating the locations of buildings proposed for use by homeless assistance providers.

1. Volunteer Center of Riverside (VCR)

Chapel #1 is proposed to be made available to meet the proposed service program demands. Use of a portion of Chapel #1 as an intake, processing, and service center would be administered by the VCR. These functions would coordinate other homeless services on base. As a condition of this proposed action, the VCR would be asked to provide space in the Chapel for educational/training programs and day care for homeless families whose adults are enrolled in training programs. These programs would be administered by the First Apostolic Faith Church of Moreno Valley as describe in the next Plan proposal. March Joint Powers Authority (JPA) staff concurred with this recommendation.

The JPA has included this recommendation in its Homeless Assistance Plan.

2. First Apostolic Faith Church of Moreno Valley (FAFC)

This applicant was approved by HHS for Buildings 2593, 2594, and 2600 (Chapel #1). The JPA attempted to formally contest this approval with the Air Force and HHS, but the JPA was informed that there was no process to dispute the approval. As a result, the homeless assistance planning process needed to provide "substantially equivalent" facilities to the applicant for its proposed homeless program. The applicant is located in the City of Moreno Valley but is not included in that jurisdiction's "Consolidated Plan." That Plan is included as part of "*Exhibit Q*".

The Committee recommends that this approved request be accommodated in cooperation with the Volunteer Center at Chapel #1. The applicant did not demonstrate that it needs the entire Chapel #1 complex or the other two buildings to meet the needs of its proposed homeless programs. A portion of the education wing of Chapel #1 would be used as classrooms for training and for a child care service. If child care cannot be provided at the church facilities for any reason, then space will be reserved to satisfy homeless needs at the child care facility when it is made available for commercial use.

In discussing this application and its status of having prior HHS approval, the Committee unanimously agreed that the offer of space to meet the applicant's proposed homeless services program met the requirement and the intent of the federal law by providing substantially equivalent space to meet the needs of the proposed homeless services program. JPA staff concurred with this recommendation.

The JPA has included this recommendation in its Homeless Assistance Plan.

3. The Concerned Family (TCF)

The Plan proposes that TCF be provided the use of building #877 as a temporary shelter, including incidental use as a counseling/training center for families. If it can be coordinated and space is available, it may prove to be desirable for the training needs of TCF to be accommodated also in the education wing of Chapel #1 under an agreement with VCR.

The applicant did not provide strong financial proof of its ability to perform, and the Committee further recommends that a one-year test period for TCF to demonstrate its ability to perform would be in order. JPA staff concurred with this recommendation.

The JPA has included this recommendation in its Homeless Assistance Plan.

4. Lutheran Social Services of Southern California (LSS)

The Plan proposes that the LSS be provided the use of buildings #501 and #502 as a transitional housing facility for families. LSS has experience in this area and demonstrated to the satisfaction of the Committee that it could manage this expanded program. JPA staff concurred with the recommendation.

The JPA has included this recommendation in its Homeless Assistance Plan.

5. Shelter for the Homeless (SH)

The ARC proposed that SH be provided the use of 30 housing units in the Green Acres Historic District for transitional family housing (units 222-233, 328-346).

SH provided a financial statement that did not demonstrate its ability to fully undertake this program. Representatives stated that occupants would be charged to live in these units based on their ability to direct public assistance for this housing cost. Maintaining these historic units in an acceptable manner may be beyond the ability of this program provider, and the Committee again recommended that there be a one-year period for the applicant to prove the ability to successfully undertake this program to the satisfaction of the JPC.

In October, 1995, the JPA staff recommended against providing these 30 housing units to SH. The financial statements of the organization did not demonstrate an ability to effectively implement this transitional housing program. In addition, offering the units at a market-rate lease would be one of the few early income-providing economic development actions of the JPA.

Offering these units for homeless assistance to an organization that may not be able to perform would stifle that opportunity for at least the first year after realignment.

The JPA is not including this recommendation in its Homeless Assistance Plan.

6. Riverside County Department of Health (RCDH)

The Plan proposes that RCDH be provided four housing units for transitional housing for homeless tuberculosis patients (units 234, 235, 236 & 237). Despite the possible "stigma" of this use, the Committee concluded that the residents in these four units could be safely isolated from the remainder of the Green Acres units.

In October, 1995, the JPA staff recommended against providing these 34 units to the County Department of Health. An unmet need was never demonstrated because these homeless patients are now being housed at other locations. Location of this service could severely jeopardize the market value of the remainder of the Green Acres units.

The JPA is not including this recommendation in its Homeless Assistance Plan.

7. Survive Food Bank (SFB)

The Plan proposes that up to ten acres be reserved for SFB for the construction of a warehouse building for surplus food distribution. It is recommended that the location of this site be at Cactus Avenue and New Hope Street. It is further recommended that the reservation of land be kept in effect for five years. During that time, fund raising for the building project has to be completed and construction has to have begun. JPA staff concurred with this recommendation.

In addition, the SFB's original request for the surplus old base commissary building (Building 960) was not considered because that building was not declared as surplus property. In the event that the Air Force declares that property as surplus, then it would be the intent of the JPA and the SFB to reopen discussion for the use of that building.

The JPA has included this recommendation in its Homeless Assistance Plan.

C. Other Recommendations

In reviewing the applications and interviewing the applicants, the ARC agreed to recommend several policy actions to the March JPC. The Committee members felt strongly that a strong homeless assistance program could commence without detriment to progressive economic development efforts if these policies are followed.

1. It is proposed that the sanctuary in Chapel #1 (proposed to be managed by the VCR) be leased to a religious organization for use as a church. This lease could provide a potential source of revenue to that organization, or its tenants that are providing homeless services, to support homeless programs contained at the Chapel #1 buildings. The lease could include some office and meeting room space depending on an overall use plan for the complex.

Even though Chapel #1 (the sanctuary) was approved by HHS for use by the FAFC, that organization's planned homeless assistance programs will still be accommodated by this proposed Plan.

2. It is recommended that the homeless assistance providers named in this plan form a "March Services Council." Other service providers, such as the County Social Services, the AFRES, the March JPA, and involved local churches should be encouraged to participate. This Council could help to coordinate services provided in the March area and other functions which can be shared, such as transportation.
3. It is recommended that there be suggested changes to the local transit routes and scheduling to accommodate better service to March AFB after the realignment.
4. It is recommended that none of the actions proposed in this plan be implemented through a transfer of property ownership to any of the organizations. The Committee recommends that ownership of the properties be transferred to the JPA at no cost, and that the JPA in turn lease the properties to the homeless service providers at no cost.

These recommendations were approved unanimously by the members of the Homeless Assistance ARC at their meetings held on July 26 and August 9, 1995.

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HOMELESS ASSISTANCE PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

V. DRAFT LEGALLY BINDING AGREEMENTS

Draft "Legally Binding Agreements" are required to be submitted with the Homeless Assistance Plan. These agreements are part of the Homeless Assistance Plan as Appendices "R" through "V" of this Plan. Due to their length, all "Legally Binding Agreements" are incorporated herein by reference, and available at the offices of the March Joint Powers Authority.

EXHIBIT "R"

**Draft Legally Binding Agreement
The Volunteer Center of Riverside**

EXHIBIT "S"

**Draft Legally Binding Agreement
First Apostolic Faith Church of Moreno Valley**

EXHIBIT "T"

**Draft Legally Binding Agreement
The Concerned Family**

EXHIBIT "U"

**Draft Legally Binding Agreement
Lutheran Social Services**

EXHIBIT "V"

**Draft Legally Binding Agreement
The Survive Food Bank**

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HOMELESS ASSISTANCE PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

VI. IMPLEMENTATION RECOMMENDATIONS AND SCHEDULE

A. Time Frame for Recommended Actions

ACTION	DATE
Draft plan submittal to HUD/Air Force	September, 1995
Master Reuse Plan consideration	December, 1995
Further negotiations with providers	Mid-1996
Completion of Binding Agreements	August, 1996
Formal Submittal to HUD	September, 1996
HUD Requested Additional Information	December, 1996
Augment <u>Homeless Assistance Plan</u>	January-May 1997
HUD to declare Plan complete	Summer 1997
HUD Review and Approval Period	Late 1997

B. Proposed Method of Conveyance

At the time of the completion of this Plan, the Air Force had not issued any instructions or regulations regarding a method of conveyance of properties to be dedicated for homeless assistance uses. The Joint Powers Commission (JPC) has been consistently on record of supporting a direct no-cost conveyance to the March Joint Powers Authority (JPA). This could be accomplished either via inclusion in an Economic Development Conveyance or through a directed negotiated sale (at zero cost) to the JPA. Each method is authorized to the Air Force, and at this time there is no foreseen advantages to either method.

Once the JPA has control of the properties, the JPC would intend to execute a series of ten-year leases with service providers. These leases are formally referred to by the Department of Housing and Urban Development (HUD) in its guidelines as "legally binding agreements." Draft legally binding agreements for the approved service providers are included in this Plan. The agreements would make the properties available at zero cost to the service providers, and in return they would agree to manage the properties and conduct their programs in accordance with the approved Plan.

Once HUD approves the Homeless Assistance Plan (HAP) and issues that approval in writing, then the JPA is responsible for its implementation. This implementation requirement is limited to the provision of real estate and personal property, as identified in the HAP. It is unclear as to what ongoing role HUD may have in monitoring either the JPA (for Plan implementation) or the homeless service provider (for providing the services that were promised in the Plan and the legally binding agreement).

C. **Conditions for Use**

The "legally binding agreements" are structured as a basic lease document between the lessor (the JPA) and the lessee (the particular agency providing the homeless services). As the lessor, the JPA is responsible for providing, at no cost, the real estate and the personal property (furnishings, etc.) that are associated with that property. Real estate will be provided to the homeless services agency in the condition that it is received from the Air Force. Service providers have been cautioned, and have acknowledged, that the properties which have been vacant for some time, will require some level of investment to bring them to a condition where they can be occupied.

As the lessee, the agencies providing the homeless services will have the bulk of the responsibilities for both facilities and program management. These will include, but may not be limited to: building and grounds maintenance; setting of utility meters; ongoing utilities costs; fully providing needed furnishings and equipment; and any other desired services, such as building security, janitorial, pest control, etc. Funding for the homeless assistance program is also the full responsibility of the tenant. The JPA has not included in the HAP, direct or indirect funding assistance to the service providers.

If any of the conditions are not being met by the homeless service provider, the JPA would reserve the right to cancel the binding agreement. If that were to occur, then the JPA would be authorized to either solicit other homeless services providers to offer similar services or pursue other uses for the building(s).

Assuming that the conditions of the HAP are met by the agencies providing the homeless assistance services, the commitment of this Plan is to provide 30 years of use of these facilities for homeless assistance services. This time frame would be provided in the form of three, 10-year legally binding agreements. At the end of this period, ownership of the property would be conveyed to the homeless service provider, if services are to be continued.

EXHIBIT "A"

**Federal Register Publication
May 6, 1994**

**THE FEDERAL REGISTER PUBLICATION
ISSUED FRIDAY, MAY 6, 1994
WITHIN VOL. 59 NO.87
IS INCORPORATED HEREIN BY REFERENCE**

The Office of the Assistant Secretary for Community Planning and Development, within the Department of Housing and Urban Development (HUD) published a notice within the Federal Register as to Federal Properties Suitable as Facilities to Assist the Homeless. Facilities identified as unutilized, excess and surplus Federal property reviewed by HUD as suitability for possible use to assist homeless was noticed, and included facilities and surplus property of March AFB as well as other military installations and Federal property.

**COPY OF THE DOCUMENT IS ON FILE
AT THE OFFICES OF THE
MARCH JOINT POWERS AUTHORITY**

EXHIBIT "B"

Listing of Homeless Assistance Providers that
Responded to the Federal Register Publication

**EXPRESSIONS OF INTEREST (EOI)
March Air Force Base****Screening Under the Stewart B. McKinney Homeless Assistance Act
March Air Force Base**

Agency/Contact Person	Address/Phone	Date	Property Interest
California Drug Consultants Carl Rowe	24281 Postal Avenue, Suite 101 Moreno Valley, CA 92553 (909) 485-2640	3/14	Hawes Site (Near Barstow)
Veterans In Need Fred L. Smith	24099 Postal Avenue Suite 102 Moreno Valley, CA 92553 (909) 653-0300	5/13	Unspecified Buildings (Housing, Mess, Medical, Church, Child Care, School, Training facilities)
Valley Restart Shelter, Inc. Mary P. Morse	P.O. Box 1715 Hemet, CA 92546 (909) 766-7476	5/16	12 Maintenance Shops

EXHIBIT "B"
(CONTINUED)

Agency/Contact Person	Address/Phone	Date	Property Interest
Peculiar Treasure, Inc. Le'She Barnes	12240 Perris Blvd. Suite A-217 Moreno Valley, CA 92557 (909) 924-5061	5/17	Unspecified Facilities and Properties
House of Prayer Reformation Church John W. Thomas	13046 Kiowa Drive Moreno Valley, CA 92508 (909) 653-0424	5/21	Chapels #1 & #2 New Child Care Center Medical Training Center
Developmental Client Care Industries Carl E. Rowe	24181 Postal Avenue, Suite 101 Moreno Valley, CA 92553 (909) 243-5129	5/25	Child Care Centers Unspecified Other
Body of Christ Pentecostal Church Pastor Brian D. Goins	2081 Third Street Riverside, CA 92507 (909) 781-1912	5/31	Property 199420012
Trinity Baptist Church Reverend Joseph Gueste	22612 Alessandro Blvd. Moreno Valley, CA 92553 (909) 656-4015	6/1	Building 501
First Apostolic Faith Church of Moreno Valley Reverend James G. Bell	24804 Postal Avenue P.O. Box 343 Moreno Valley, CA 92556 (909) 247-2004	6/2	Property 199420012 (Base Chapel)

EXHIBIT "B"

(CONTINUED)

Agency/Contact Person	Address/Phone	Date	Property Interest
APIC Riverside Inland CHDO Walter Brooks	1222 Magnolia Avenue, #105-188 Corona, CA 91719 (909) 743-9388	6/7	Child Care Centers NCO PME Center Chapel #2 70 Family Housing Units
Lutheran Social Services of Southern California Jacqueline Hall	1354 North G Street San Bernardino, CA 92405 (909) 381-2256	6/21	Temporary Lodging Facility, Family Child Care Facilities
Pomona Ministry of Economics Willard Williams	177 West Monterey Pomona, CA 91767	?	The Entire Base
Survive Food Bank Daryl E. Brock	2950-B Jefferson Street Riverside, CA 92504 909 359-4757	6/16	New & Old Commissary Base Exchange, Weapons Weapons Storage Area, Unspecified Land Properties 199420008 199420009, 199420010, 199420014, 199420017 199420021, 199420021
Shelter for the Homeless Jim Miller	8291 Westminster Blvd. Suite 170 Westminster, CA 92683 No Phone #	6/23	
Riverside County Department of Social Services Lawrence E. Townsend	4060 County Circle Drive Riverside, CA 92503 (909) 358-3000	6/23	Unspecified Public Social Services for homeless service

EXHIBIT "B"

(CONTINUED)

Agency/Contact Person	Address/Phone	Date	Property Interest
Operation Safehouse, Inc. Kathy McAdara	11980 S. Mount Vernon Ave. Grand Terrace, CA 92324		2 or 3 housing units Unspecified property
Riverside County Department of Public Health Dr. Herbert Giese	4065 County Circle Drive Room 323 Riverside, CA 92503	6/28	Properties 199420011 199420009, & 199420008 Offices, Dorms & Housing
Volunteer Center for Greater Riverside Grace Slocum	P.O. Box 5376 Riverside, CA 92517 (909) 686-1102	6/29	Bldg. 768 Training Bldg.
Second Chance Social Services Lee Harts	2940 Rockwood Drive Riverside, CA 92503	6/29	Chapel #1, Bldg 3417, 3409, 1020 & Units in Arnold Heights
Inland Aids Project Carolyn Harris	1240 Palmyrita Avenue Suite E Riverside, CA 92507 (909) 784-2437	7/5	2 or 3 Family Housing Units in Green Acres
Community Assistance Program Rosemary Clayton	P.O. Box 931 Moreno Valley, CA 92556 (909) 485-7792	7/5	Unspecified Bldg for food/clothing

EXHIBIT "C"

Listing of Homeless Assistance Providers
that
Applied to Health and Human Services

**APPLICATIONS FILED WITH THE
DEPARTMENT OF HEALTH AND HUMAN SERVICES**

Application Deadline: October 8, 1994

Agency/Contact Person	Address/Phone	App Date *	HHS App Status **
APIC Riverside Inland CHDO Walter Brooks	1222 Magnolia Avenue #105-188 Corona, CA 91719 (909) 743-9388	9/16/94	Unknown
California Drug Consultants Carl Rowe	24281 Postal Avenue Suite 101 Moreno Valley, CA 92553 (909) 485-2640	-	Incomplete
First Apostolic Faith Church of Moreno Valley Reverend James G. Bell	24804 Postal Avenue P.O. Box 343 Moreno Valley, CA 92556 (909) 247-2004	-	Approved

EXHIBIT "C"
(CONTINUED)

Agency/Contact Person	Address/Phone	App Date *	HHS App Status **
House of Prayer Reformation Church John W. Thomas	13046 Kiowa Drive Moreno Valley, CA 92508 (909) 653-0424	8/25/94	Incomplete Updated
Inland Aids Project Carolyn Harris	1240 Palmyrita Avenue Suite E Riverside, CA 92507 (909) 784-2437	-	Under Evaluation
Lutheran Social Services of Southern California Jacqueline Hall	1354 North G Street San Bernardino, CA 92405 (909) 381-2256	-	Under Evaluation
Riverside County Department of Public Health Dr. Herbert Giese	4065 County Circle Drive Room 323 Riverside, CA 92503	-	Under Evaluation
Shelter for the Homeless Jim Miller	8291 Westminster Blvd. Suite 170 Westminster, CA 92683	-	Under Evaluation
Survive Food Bank Daryl E. Brock	2950-B Jefferson Street Riverside, CA 92504 909 359-4757	-	Under Evaluation

EXHIBIT "C"

(CONTINUED)

Agency/Contact Person	Address/Phone	App Date *	HHS App Status **
Trinity Baptist Church Reverend Joseph Gueste	22612 Alessandro Blvd. Moreno Valley, CA 92553 (909) 656-4015	-	Missed Deadline (?)
Volunteer Center for Greater Riverside Grace Slocum	P.O. Box 5376 Riverside, CA 92517 (909) 686-1102	-	Under Evaluation

* In most cases, the JPA is unaware of the actual date that the application was received by HHS.

** This is the known status at the time that the JPC chose to use the new legislation (November, 1994).

EXHIBIT "D"

HHS Letter of Approval to First Apostolic Faith Church of Moreno Valley October 25, 1994



DEPARTMENT OF HEALTH & HUMAN SERVICES

21-D *File-Mo Kin*
Public Health Service *1540-116*
Church-1

OCT 14 1994

Rockville MD 20857 *STW*

Mr. John Carr
U.S. Air Force, HQAFBCA
1700 North Moore Street, Suite 2300
Arlington, Virginia 22209-2802

Re: Building Nos. 2593, 2594, & 2600
March Air Force Base
Riverside, California

Dear Mr. Carr:

This Department has received and approved an application from the Moreno Valley First Apostolic Faith Church (applicant) to lease the above-referenced property. The applicant proposes to use the property to provide case management services, counseling, and job skills training for homeless individuals and families.

Pursuant to the authority vested by the provisions of the Federal Property and Administrative Services Act of 1949, as amended (FPASA), and delegations of that authority, and Title V of the Stewart B. McKinney Homeless Assistance Act, as amended, we request assignment of the property to this department for lease to the applicant for public health purposes in accordance with section 203(k) of said FPASA.

It is our understanding that on May 6, 1994, the above property was determined suitable for homeless use; that pending a transfer for the above-mentioned use, the holding agency will protect and maintain the property. It is also our understanding that the holding agency will retain custody and accountability throughout the terms of the lease.

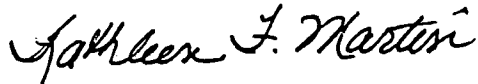
It will expedite disposal if your letter of assignment indicates that you interpose no objection to the proposed lease being made at 100 percent public benefit allowance subject to the Department's usual terms and conditions in the transfer of property for on-site use. In addition, please provide the acquisition cost and current fair market value and copies of the excess/surplus documents including a correct legal description. Also, please furnish information to establish that the mandate of the CERCLA section 120(h) has been met regarding this property.

EXHIBIT "D"
(CONTINUED)

Page 2 - Mr. Carr

Enclosed is a copy of the application. The information contained therein is confidential and should be treated accordingly.

Sincerely yours,



Kathleen Furey Martin
Director
Division of Health Facilities Planning, ORM/OM

Enclosure

EXHIBIT "E"

**"Base Closure Community Redevelopment
and
Homeless Assistance Act of 1994"**

***THE BASE CLOSURE COMMUNITY
REDEVELOPMENT AND HOMELESS
ASSISTANCE ACT OF 1994
IS INCORPORATED HEREIN BY REFERENCE***

The Base Closure Community Redevelopment and Homeless Assistance Act of 1994 amended the Defense Base Closure and Realignment Act of 1990. The amendment eliminated McKinney Act and the Pryor Amendments' requirements affecting McKinney Act screening and outreach with respect to base closures. Therefore, base closures fall under the Base Closure Community Redevelopment and Homeless Assistance Act instead of the McKinney Act.

***COPY OF THE DOCUMENT IS ON FILE
AT THE OFFICES OF THE
MARCH JOINT POWERS AUTHORITY***

EXHIBIT "F"

Letter to Assistant Secretary Joshua Gotbaum
November 23, 1994

MARCH JOINT POWERS AUTHORITY

November 23, 1994

Joshua Gotbaum
Assistant Secretary of Defense for Economic Security
3300 Defense Pentagon
Washington, D.C. 20301-3300


Dear Mr. Gotbaum:

At its regular meeting on November 16, 1994, the governing Board of the March Joint Powers Authority (MJPA) voted unanimously to use the new "Base Closure Community Redevelopment and Homeless Assistance Act of 1994" to plan for homeless assistance requests at March Air Force Base.

The MJPA has been working cooperatively with providers of homeless assistance services in Riverside County for the past nine months. The Joint Powers Commission and its staff are looking forward to addressing homeless needs of the region that could be assisted due to the realignment of March Air Force Base. Based on the requirements of the new law, it is anticipated that a "Homeless Assistance Element" of the Master Reuse Plan for March Air Force Base will be forwarded to HUD for review in mid-1995.

Thank you for the continued support of the DOD in the difficult process of base reuse planning.

Sincerely,


Stephen Albright, Executive Director

SA/

Enclosure

EXHIBIT "G"

Correspondence to Homeless Assistance Providers
November 21, 1994

MARCH JOINT POWERS AUTHORITY

November 21, 1994

Victory Children's Academy
Attn: Debra Taplin
P.O. Box 9132
Moreno Valley, CA 92553

Dear Ms. Taplin:

At its regular meeting on November 16, 1994, the March Joint Powers Commission decided to utilize the new federal legislation, the Base Closure Community Redevelopment and Homeless Assistance Act of 1994, to plan for homeless assistance at March Air Force Base. This means that homeless assistance providers which have applied to the Department of Health and Human Services will now be working with the March Joint Powers Authority to address homeless interests at the Base.

Over the next few months, staff at the March JPA will work within the guidelines of this new legislation to plan for homeless service provision at March. This means some level of re-screening for statements of interest, transfer of information from HHS to the JPA for use in the planning process, new or re-submittal "applications" to the JPA, and evaluation by the staff and the Commission. We will work cooperatively with the Health and Human Services Subcommittee of the Technical Advisory Committee. The end product will be a "Homeless Services" component to the March Master Reuse Plan that will be submitted to the Department of Housing and Urban Development for approval.

We will be in contact with you to further discuss this new process in the near future.

Sincerely,

for Stephen Albright
Stephen Albright
March JPA Executive Director

EXHIBIT "H"

Announcement of Homeless Assistance Application Process Riverside Press Enterprise January 6-7 & 13-14, 1995

NOTICE OF REQUEST TO SUBMIT NOTICE OF INTEREST IN THE USE OF MARCH AIR FORCE BASE BUILDINGS OR PROPERTY TO ASSIST THE HOMELESS

The MARCH JOINT POWERS AUTHORITY (JPA) as a redevelopment authority for purposes of Public Law 103-421 will be creating a redevelopment plan intended in part to address unmet needs of homeless service providers and to consider the use of buildings and property at March Air Force Base to assist the homeless.

State and local governments, representatives of the homeless, and other interested parties located in the communities in the vicinity of March Air Force Base may submit to the Authority a notice of interest and an application for the use of buildings or property at March Air Force Base to assist the homeless. Applications can be obtained by calling or writing:

March Joint Powers Authority
P.O. Box 7480
Moreno Valley, CA 92552
(909) 656-7000

The deadline for submittal of an initial application is February 15, 1995. Applications must be completed by March 15, 1995.

For additional information, please contact the JPA at (909) 656-7000.

EXHIBIT "I"

**Revised Application Package
March Joint Powers Authority**

***THE REVISED APPLICATION PACKAGE OF
THE MARCH JOINT POWERS AUTHORITY
IS INCORPORATED HEREIN BY REFERENCE***

The March Joint Powers Authority revised application package was prepared in response to the Base Closure Community Redevelopment and Homeless Assistance Act of 1994.

***COPY OF THE DOCUMENT IS ON FILE
AT THE OFFICES OF THE
MARCH JOINT POWERS AUTHORITY***

EXHIBIT "J"

**Final Written Notification to Homeless Providers
Regarding Application Deadline
February 24, 1995**

MARCH JOINT POWERS AUTHORITY



COPY

February 24, 1995

Victory Children's Academy
Attn: Debra Taplin
P.O. Box 9132
Moreno Valley, CA 92553

Dear Ms. Taplin:

The March Joint Powers Authority (JPA) is in the process of planning for homeless assistance needs at surplus federal properties on March Air Force Base. The JPA is conducting this planning process under the "Base Closure Community Redevelopment and Homeless Assistance Act of 1994."

In mid-1994 your organization submitted a letter of interest to the federal Department of Human Services (HHS). This statement of interest was in response to a federal register listing of potential surplus properties at March AFB. The use of surplus properties is limited to the provision of homeless services to address unmet needs in this region. However, you did not follow-up by completing an application to that agency regarding your desire to conduct homeless assistance programs on any of the surplus properties.

Since you did not complete the necessary application, the Joint Powers Authority assumes that you are no longer interested in surplus properties at March Air Force Base. The JPA is currently working with a number of homeless service providers, and the deadline for receipt of their completed applications is March 15, 1995.

Please contact me at your earliest convenience if you have any continued interest in properties at March Air Force Base.

Sincerely,

Stephen Albright, Executive Director

EXHIBIT "K"

Written Notification of Completed Applications Sample Letter

MARCH JOINT POWERS AUTHORITY

April 10, 1995

Lutheran Social Services
Attn: Gary Tate
1354 North G Street
San Bernardino, CA 92405

Dear Mr. Tate:

The staff of the March-Joint Powers Authority, with assistance from the Base Transition Coordinator, has completed its preliminary review of your application for surplus property at March AFB. We appreciated the opportunity to meet with you last month to discuss in more detail your project.

The next step in our review and planning process will begin later this month. The March Joint Powers Commission has appointed a "Homeless Assistance Application Review Committee" to help with the review and development of the "Homeless Assistance Plan" component of the March AFB Master Reuse Plan. That Committee will start its work in April, and the intent is to develop the draft "Homeless Assistance Plan" by mid-summer.

At this point, your application is deemed complete. That does not mean that it has been approved. Application approval will occur officially be the Joint Powers Commission after the planning process has been completed.

Thank you for your cooperation to date, and we will be in touch with you again in the near future.

Sincerely,


Stephen Albright, Executive Director

EXHIBIT "L"

Members of the "Homeless Assistance Application Review Committee" (ARC)

Virginia Denney, City of Perris

Jerry Doyle (Vice-Chair), Department of Community Action

Olivia Gutierrez, City of Perris

Louise Heil

David Hudson

John Johnson, County of Riverside

Robert Lingafelter (Chairman), Department of Community Action

Karen Rush, City of Riverside

John Terell, City of Moreno Valley

Cynthia Wright

Jessie Washington

EXHIBIT "M"

**ARC Application Review Criteria
June, 1995**

***THE ARC APPLICATION REVIEW CRITERIA
DATED JUNE 1995
IS INCORPORATED HEREIN BY REFERENCE***

The Application Review Committee set forth application review criteria, upon which each application submitted was evaluated and rated. From this criteria each application was ranked accordingly.

***COPY OF THE DOCUMENT IS ON FILE
AT THE OFFICES OF THE
MARCH JOINT POWERS AUTHORITY***

EXHIBIT "N"

Composite Ranking: Application Review Committee Consideration of Applications August, 1995

Agency	AVG. SCORE	ARC Committee Member						
		A	B	C	D	E	F	G
California Drug Consultants	46	29	46	41	64	48	40	54
The Concerned Family	68	70	71	64	69	60	71	71
First Apostolic Church	42	51	25	10	55	39	36	76
House of Prayer Reform Church	28	35	14	17	38	34	31	29
Lutheran Social Services	76	83	79	44	88	85	69	84
Riverside Department of Health	68	59	74	56	77	62	72	76
Shelter for the Homeless	73	86	61	58	78	64	79	87
Survive Food Bank	62	76	64	32	63	55	67	76
Volunteer Center of Riverside	53	50	53	25	44	63	81	57

EXHIBIT "O"

Building Locations: Facilities Recommended for Homeless Assistance Services
August, 1995

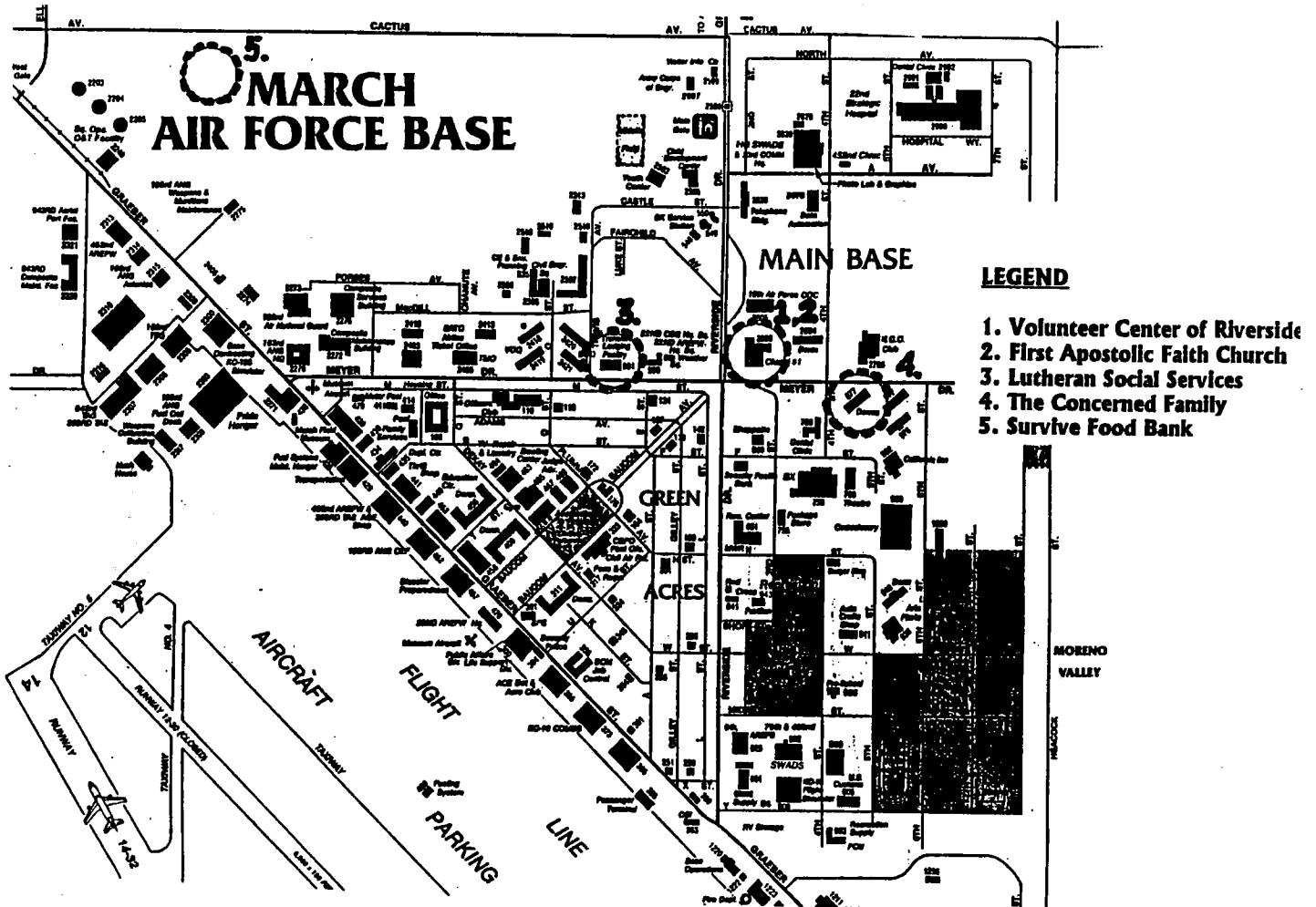


EXHIBIT "P"

Chapel #1 Floor Plan: Proposed Use for Homeless Assistance Programs
September, 1995

CHAPEL # 1 BUILDING 2600

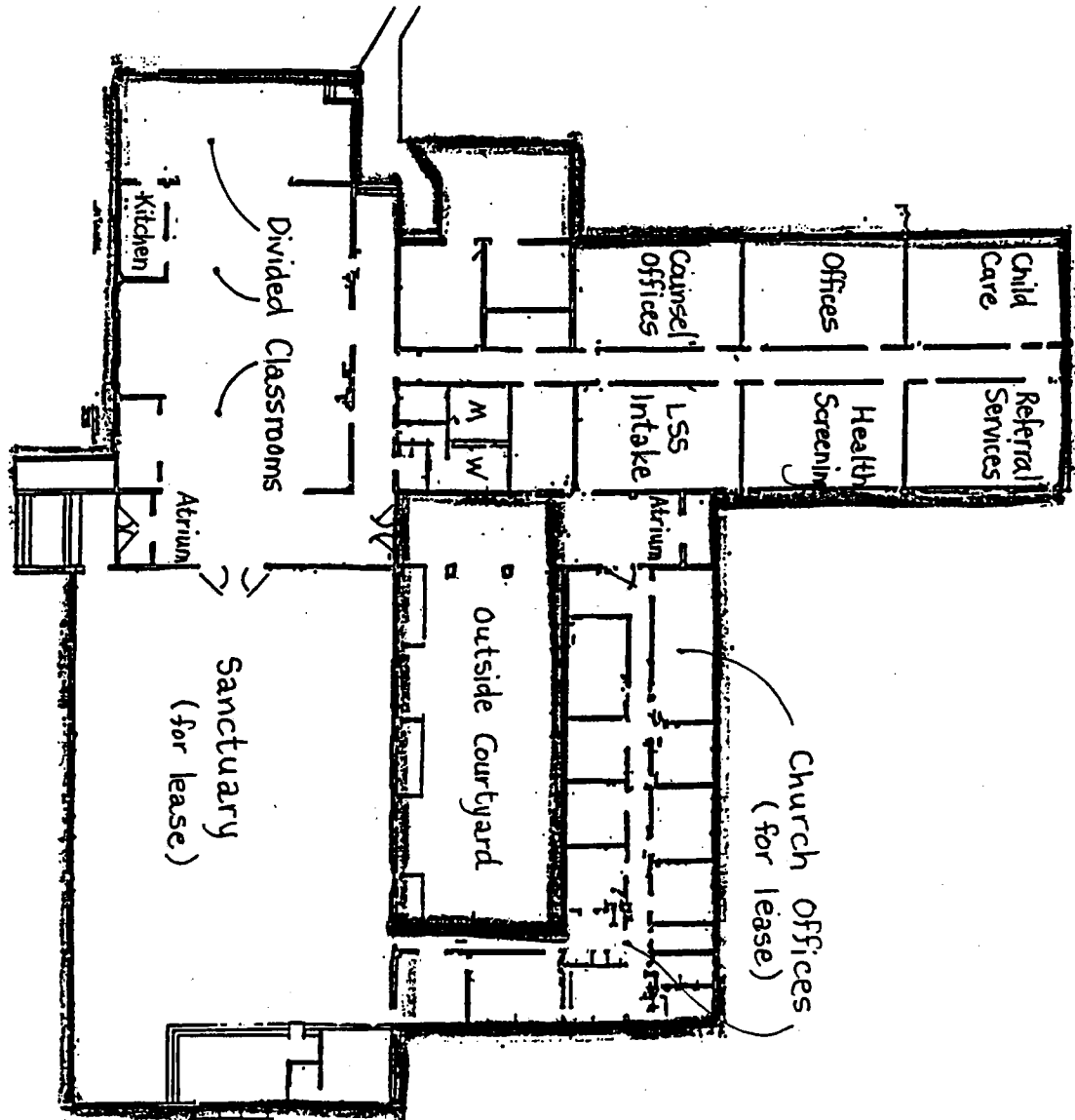


EXHIBIT "Q"

**City of Moreno Valley
&
City of Riverside
"Consolidated Plans"**

***THE CONSOLIDATED PLANS FOR THE
CITIES OF MORENO VALLEY AND RIVERSIDE
ARE INCORPORATED HEREIN BY REFERENCE***

The Consolidated Plans for the Cities of Riverside and Moreno Valley address the housing and homeless needs and assessment. They further incorporate strategic plans and priorities in addressing homelessness and assistance.

***COPIES ARE ON FILE
AT THE OFFICES OF THE
MARCH JOINT POWERS AUTHORITY***

EXHIBIT "R"

**Draft "Legally Binding Agreement"
The Volunteer Center of Riverside**

***THE DRAFT LEGALLY BINDING AGREEMENT FOR
THE VOLUNTEER CENTER OF RIVERSIDE
IS INCORPORATED HEREIN BY REFERENCE***

*The Draft Legally Binding Agreement for the
Volunteer Center of Riverside identifies a portion of
Building #2600 (Chapel #1) as premises for
conducting and operating services under the Homeless
Assistance Plan.*

***COPY OF THE DOCUMENT IS ON FILE
AT THE OFFICES OF THE
MARCH JOINT POWERS AUTHORITY***

EXHIBIT "S"

Draft "Legally Binding Agreement"
First Apostolic Faith Church of Moreno Valley

***THE DRAFT LEGALLY BINDING AGREEMENT FOR
FIRST APOSTOLIC FAITH CHURCH
OF MORENO VALLEY
IS INCORPORATED HEREIN BY REFERENCE***

The Draft Legally Binding Agreement for the First Apostolic Faith Church of Moreno Valley identifies a portion of Building #2600 (Chapel #1) as premises for conducting and operating services under the Homeless Assistance Plan.

***COPY OF THE DOCUMENT IS ON FILE
AT THE OFFICES OF THE
MARCH JOINT POWERS AUTHORITY***

EXHIBIT "T"

**Draft "Legally Binding Agreement
The Concerned Family"**

***THE DRAFT LEGALLY BINDING AGREEMENT FOR
THE CONCERNED FAMILY
IS INCORPORATED HEREIN BY REFERENCE***

The Draft Legally Binding Agreement for The Concerned Family identifies Building #877 (Dormitory Building) as premises for conducting and operating services under the Homeless Assistance Plan.

***COPY OF THE DOCUMENT IS ON FILE
AT THE OFFICES OF THE
MARCH JOINT POWERS AUTHORITY***

EXHIBIT "U"

**Draft "Legally Binding Agreement"
Lutheran Social Services**

***THE DRAFT LEGALLY BINDING AGREEMENT FOR
LUTHERAN SOCIAL SERVICES
IS INCORPORATED HEREIN BY REFERENCE***

The Draft Legally Binding Agreement for Lutheran Social Services identifies Buildings #501 & #501 as premises for conducting and operating services under the Homeless Assistance Plan.

***COPY OF THE DOCUMENT IS ON FILE
AT THE OFFICES OF THE
MARCH JOINT POWERS AUTHORITY***

EXHIBIT "V"

**Draft "Legally Binding Agreement"
The Survive Food Bank**

***THE DRAFT LEGALLY BINDING AGREEMENT FOR
THE SURVIVE FOOD BANK
IS INCORPORATED HEREIN BY REFERENCE***

The Draft Legally Binding Agreement for The Survive Food Bank identifies Building #960 as premises for conducting and operating services under the Homeless Assistance Plan.

***COPY OF THE DOCUMENT IS ON FILE
AT THE OFFICES OF THE
MARCH JOINT POWERS AUTHORITY***



Property Disposition

PROPERTY DISPOSITION PLAN

MARCH AIR FORCE BASE MASTER REUSE PLAN

**Authorized for Submittal to
The U.S. Air Force**

by

The March Joint Powers Commission

**Approved December 6, 1995
Revised October 2, 1996**

March Joint Powers Authority

Post Office Box 7480
Moreno Valley, CA 92552
Telephone: (909) 656-7000
FAX: (909) 687-6703 & 653-5558

The Property Disposition Plan was Prepared By:

**The JPA Staff
Stephen Albright, Executive Director**

With Assistance From:

**The Technical Advisory Committee
Raymond Orbach, Chairman**

ACKNOWLEDGEMENTS

March Joint Powers Commission Members

Joy Defenbaugh (Chair-1995/96), City of Riverside
Sam Torres (Vice Chair-1995), City of Perris
Virginia Denney (Vice Chair-1996), City of Perris
Denise Lanning (Chair-1994), City of Moreno Valley
Bob Buster, County of Riverside
Robert Fletcher, City of Perris (Past Member)
Greg Lefler, City of Moreno Valley
Lenwood Long, City of Perris (Past Member)
Ron Loveridge, City of Riverside
Tom Mullen, County of Riverside

March Joint Powers Authority Staff

Steve Albright, JPA Executive Director
Denise Doobenen, Administrative Assistant
Lori Stone, Secretary

Technical Advisory Committee

Raymond Orbach, Chairman
Tom DeSantis, Deputy Administrative Officer - Riverside County
Linda Guillis, Director of Economic Development - City of Moreno Valley
John Holmes, City Manager - City of Riverside
Harvey Rose, City Manager - City of Perris
A.J. Wilson, Director - Western Riverside County Council of Governments
Gerry Maneri, Base Transition Coordinator - Department of Defense

Air Force Base Conversion Agency, March Air Force Base

Shari McTiver, Site Manager

PROPERTY DISPOSITION PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

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MARCH AIR FORCE BASE MASTER REUSE PLAN

PROPERTY DISPOSITION PLAN - SUMMARY

March Air Force Base (AFB) encompassed approximately 6,500 acres prior to realignment by a 1993 decision of the Base Realignment and Closure Commission. With the realignment to an air reserve facility, approximately 4,400 acres of land was declared as excess to the needs of the Air Force, with the Air Force Reserves retaining the remaining 2,100 acres as *March Air Reserve Base (ARB)* for continued military operations. The area retained by the reserves became known as the "Cantonment Area." All or most of the remaining acreage, or the "Non Cantonment Area" will be disposed of through long-term lease, conveyance, public bid sale, or negotiated sale.

Federal law requires property determined to be excess to the Air Force be released for reuse to other interested parties, including military and public/private entities. According to law, the reuse decision for excess property and/or facilities is mandated to go through a screening process with the following priority of consideration: 1) the Department of Defense; 2) other Federal government agencies or local government with a federal agency "sponsorship"; 3) homeless assistance groups; 4) economic development conveyances; 5) negotiated sale to state and local governmental agencies; or 6) competitive bid sale to private entities. Numerous interested parties applied to the Air Force for property declared excess at March Air Force Base. Pursuant to the screening process, the need of each request was documented and each application required to comply with published guidelines.

Property disposition options for the conveyance of property declared surplus by the Federal Government include: federal/federal transfer; Economic Development Conveyance; Public Benefit Conveyance; Negotiated Sale; Public Bid Sale; and Long-Term Lease. Each of the options within the Property Disposition Plan are distinct to the purpose and type of property conveyance. **Economic Development Conveyance** is the newest method, and it is only available to the local redevelopment agency (the Joint Powers Authority - JPA). This method permits conveyance directly to the JPA for economic development purposes, of which any net sales revenue is then shared between the local redevelopment agency and Air Force. An economic development conveyance is a negotiated real estate transaction. It may include electric, natural gas, and telecommunications utility systems.

Ownership of the water and sewer utilities declared as surplus may be transferred through **Public Benefit Conveyance** since they are necessary to meet public health requirements. Additionally, real property may be disposed through Public Benefit Conveyance, as long as the conveyance results in an absolute benefit to the public. The transfer of property under **Public Bid Sale** may occur with either public or private entities, so long as the successful bidder meets the conditions of the bid. This method of conveyance is utilized with property determined to be a valued asset.

Surplus property not conveyed through Public Bid Sale may be transferred through **Negotiated Sale**. With negotiated sale, the Air Force could negotiate the sale of property with or without

terms. A negotiated sale must be to a public entity, and it requires congressional approval. Lastly, the disposition of property through **Long-Term Lease** is not an actual conveyance. Rather, it constitutes use of the property while ownership is retained by the Air Force. This method has been used when long term environmental clean-up is ongoing. Each of the last three property disposition options are applicable to real property, inclusive of public utilities **not** required for public health.

The March Joint Powers Commission (JPC) made recommendations to the Air Force relative to property disposition. The recommendations are consistent with the Master Reuse Plan relative to the Land Use and Homeless Assistance Plans. The following table summarizes the JPC recommendations.

PROPERTY DISPOSITION PLAN	
TYPE OF CONVEYANCE	PROPERTY RECOMMENDED
Economic Development	Surplus land, most buildings not committed, portion of utility systems, and necessary right-of-way and easements
Public Benefit	Portion of utility systems, land and buildings associated with recreation, education and specific public uses, inclusive of land for airport development
Negotiated Sale	None recommended
Public Bid Sale	None recommended
Long-Term Lease	Non-cantonment DOD property transferred to the JPA, as well as property for the Homeless Assistance Program

The Property Disposition Plan of the March Air Force Base Master Reuse Plan specifically addresses the property disposition options concerning utilities, as well as leases for homeless assistance programs and trading Stephens' Kangaroo Rat (SKR) habitat lands. However, in order to convey property, a Property Identification Plan ("Parcel Plan") must be prepared. This responsibility lies with the Air Force, and the plan must address ownership constraints mandated for disposed property, such as Installation Restoration Program (IRP) sites and historical property elements.

Until such time as the Parcel Plan is prepared and subdivision of property is completed, no property may be conveyed. Leases will be utilized to permit the use of facilities and property for interim reuse, and uses prior to finalization of the Parcel Plan for actual conveyance. The Golf Course, for example, is under a specific interim lease, while other facilities will be leased as the JPA receives specific interest in a particular property. Furthermore, future leases for public and private uses will be executed, including property allocated for Homeless Assistance Programs.

The JPC has requested economic development conveyance of portions of the utility system. The Air Force has not objected to this request provided that basic service needs and conditions of the Air Force can be satisfied. The JPA has stated its ability to meet these terms, and a preliminary evaluation of the utility systems was completed late 1996 by the JPA. Furthermore, the JPC is pursuing the ability to trade SKR habitat, both the Management and Open Space lands, which encompass a large portion of West March.

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PROPERTY DISPOSITION PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

I. INTRODUCTION

A. Project Setting

March Air Force Base (AFB) covers approximately 6,500 acres in Western Riverside County and is bordered by the cities of Moreno Valley, Perris, Riverside, and unincorporated land within Riverside County. March AFB was among the bases selected to be closed or "realigned" in 1993 by the Base Realignment and Closure Commission. The Air Force will retain a portion of the base (about 2,100 acres) for continuing military operations; this is called the "cantonment" area. All or most of the remaining acreage and properties (about 4,400 acres) ultimately will be disposed of through one of several methods of conveyance, negotiated sale, public bid sale, or long-term lease.

B. Process to Address Property Disposition

Federal law and regulation basically determine the order of priority for access to property that is determined to be either excess or surplus to its current user. This means that the land or building is excess to the Air Force (the current owner) if it no longer needs the property, and it becomes surplus to the federal government if no other federal agency has a documented need.

The process for disposing the excess property at March AFB began in early 1994. That process will continue until the "Real Property Record of Decision" (ROD) is published by the Secretary of the Air Force. That is anticipated to occur in early 1996.

"Screening" of property is the term used to assess the need for property by federal departments or by other entities who, by law, may fall into the line of priority within the allowed time frames. Properties are "screened" through a process that is regulated by the Air Force. Interested parties must apply to the Air Force, and the need must be documented and fall within published guidelines.

DOD Reuse Requests The first priority screening is done within the Department of Defense (DOD). Other DOD departments may request a transfer of ownership based on established needs. In the base reuse planning process, an affected community may support or object to an internal DOD transfer of ownership, but that decision is made regardless of the reuse planning efforts that may be ongoing.

Federal Agency Reuse Requests Properties "excess" to the needs of the Air Force will not be declared surplus until other federal agencies have an opportunity to transfer ownership. This transfer may require a financial arrangement between the two federal departments, and this arrangement does not include the local reuse agency. As with a DOD request, a federal transfer may occur with or without the support of the local reuse planning agency.

Indian tribes are authorized to apply for the ownership and use of property in a manner similar to another federal department. The March Joint Powers Authority (JPA) was advised by the Department of Interior, Bureau of Indian Affairs (BIA), that requests from Indian nations would only be considered if they were presented through the BIA. At March AFB, that did not happen.

Homeless Assistance Requests Homeless assistance providers have been guaranteed a priority placement in the disposition of surplus federal property. The planning process that has resulted in numerous recommendations at March AFB is fully described in a separate section (the "Homeless Assistance Plan") of this Master Reuse Plan.

Public Agency Reuse Requests Certain public agencies, such as municipalities, school districts, and qualified non-profit organizations, may apply for the long-term use of property through a federal "sponsor." Under this situation, the entity applies for a public benefit transfer through a sponsoring federal agency or department. A long-term (30 year) arrangement for the public use of the property is negotiated, typically at no cost to the applicant. This negotiation is to be included in the local reuse planning agency's Reuse Plan. If it is not included, transfer to the proponent is unlikely.

Local Redevelopment Agency (LRA) Based on the Master Reuse Plan, the LRA (or the local reuse planning agency) may ultimately request the transfer of property for public purposes and economic development after property is declared to be surplus. It is anticipated that these requests will be made as the prime strategy to implement the Reuse Plan.

State, Local, and Non-Profit Agency Reuse Requests
For Profit Business Requests

Throughout the process, the LRA receives many inquiries or formal requests for the use or ownership of buildings at the closed or realigned base. At March AFB, the JPA has kept records of these requests and will attempt to work with

the proponents after the master Reuse Plan is completed, a ROD is issued, and the process of reuse development can begin.

C. **Property Disposition Options**

The following are methods of real property conveyance when the property has been declared surplus to the needs of the federal government:

1. **Economic Development Conveyance (EDC)**

This is the newest and least tried method of conveyance. The EDC concept was first published with the "Pryor Amendment" in late 1993, and that was followed by detailed guidelines published in the Federal Register in late 1994. The EDC option is available only to the "local redevelopment agency" (the JPA). It permits the conveyance to the JPA, if requested, of real property not otherwise disposed of in the reuse planning process. The Record of Decision (ROD) would identify specific buildings and properties requested by the JPA as an EDC. An EDC can be made for "up to zero cost" at the time of conveyance. As properties are then sold or otherwise transferred by the JPA for economic development purposes, the JPA would then share the net sale revenues with the Air Force on a 60/40 split (JPA/Air Force). There are still many unanswered questions as to how this process would apply over time to the transfer of utility systems.

2. **Public Benefit Conveyance (PBC)**

Federal law permits the transfer of ownership of certain utilities through this method of conveyance. Water and sewer systems that are necessary to meet public health requirements may be conveyed as a public benefit by the federal Department of Health and Human Services. This is the case only after the current owner (USAF) has declared the system as surplus. A public benefit conveyance can be completed in any range between "full market value" (as determined by appraisal) and zero cost. In most instances historically, public benefit conveyance of water and sewer systems has occurred at zero cost to an existing local service provider.

3. **Negotiated Sale**

The Air Force could choose to convey utilities after negotiating a sale price with a prospective provider of services. There could be benefits to the continued AFRES utilities needs under this option. The Air Force, in the terms and conditions of the sale, could negotiate a favorable rate schedule for AFRES and obtain agreement that the AFRES would not incur future assessments for capital improvements required by growth in the reuse area. It would seem reasonable

that AFRES would share in an "assessment" of the capital costs associated with system improvement or replacement.

4. **Public Bid Sale**

Offering the utility systems in a public bidding process would potentially open the process to a number of service providers for each utility. Conditions of sale (bid) described above could be included in the public sale bid process. If the bidders could be adequately qualified in terms of their ability to provide sustained and quality service, then this could be a good option for the Air Force if it considers the utility systems as a valued asset instead of a necessary service.

5. **Long-Term Lease**

While a lease is not a form of conveyance in that the property ownership does not transfer, it is a form of disposition of the property that would allow continued provision of services. AFRES could choose to maintain actual ownership of the utilities, while negotiating leases for their operation and maintenance. Lease arrangements may make sense for some utilities and not for others. AFRES has shown an interest in negotiating leases in instances where there is question as to the unused capacity of a utility system.

PROPERTY DISPOSITION PLAN

MARCH AIR FORCE BASE MASTER REUSE PLAN

II. REUSE REQUESTS

A. Department of Defense (DOD) Reuse Requests

1. Naval/Marine Reserves from Pomona and San Bernardino

1st and 2nd Platoon, Company G, 2nd Battalion, 23rd Marines
4th Low Altitude Air Defense (LAAD) Battalion, MACG-48
Marine Wing Support Squadron (MWSS) 473, Det A, MWSG-47

The Joint Powers Commission (JPC) at its March 16, 1994 meeting voted unanimously to support this request. That support was forwarded to John Carr, AFBCA Northwest Program Manager. The request was subsequently approved by the Deputy Assistant Secretary of Defense for the Air Force in writing, and the requested building was held by the Air Force in the Surplus Property Determination (SPD).

The Air Force completed an Environmental Assessment (EA) to allow the move to occur in April, 1995. The Naval component of the request began relocating to the building in May, 1995.

The original building request was modified and scaled back. The need is for approximately 27,000 square feet of office space and 16-20,000 square feet of vehicle storage and maintenance. This was accommodated by using Building 2630, and shared vehicle parking could occur adjacent to the Vehicle Maintenance Facility.

2. Department of the Army, Joint Medical Readiness Training

The original interest was for land and buildings to accommodate this joint service medical training function. The request was submitted during the DOD property screening period, but it was never pursued. The request was officially withdrawn in late 1994.

3. Department of the Army, 63rd U.S. Army Reserve Command (ARCOM)

The original interest in property was submitted during the DOD property screening period. It initially referenced use of the hospital, numerous buildings, and all vacant land between the hospital south to the cantonment line. Interest by the 63rd ARCOM was modified numerous times during the reuse planning process.

This request was first discussed at the 4/6/94 meeting of the JPC, and no statements of support or non-support were made at that time. At a later meeting in January, 1995, the JPC agreed to support the 63rd ARCOM receiving the following facilities: Building 602; Buildings 2996 and 2998; and either Building 651, 2706, or 2604. The first three buildings plus one of the additional options would meet the space needs of the proposed uses.

The ARCOM also requested property sufficient to park numerous military vehicles. The JPC supported this part of the request by recommending that a joint parking area adjacent to the vehicle maintenance facility be shared by numerous military occupants (Air Force and other service branches).

The SPD awarded buildings 602, 2996, and 2998 to the 63rd ARCOM. Another building to-be-determined is to be made available. One possibility is Building 3403 on West March, but the JPC does not support this option. The stated desire of the Commission is to keep the military functions on the main part of the base.

4. Marine Reserve Force (from Stadium Way location in Los Angeles)

4th LAAD Basic Facility Requirements and MWSS-473 Basic Facility Requirements

The original request submitted during the DOD property screening period was for the purpose of relocating several Marine reserve units in the Los Angeles area. This is due to the closure of the Navy Reserve Center at Stadium Way and other ongoing consolidation efforts. The first choice offered in the request is for 1) Building 2670, 2) three tactical vehicle maintenance bays in Building 2500, and 3) part of Building 960. A second and third choice to meet the same space and function needs were suggested in the letter of request but were not pursued.

The LAAD Unit currently occupies 43,400 square feet and a vehicle maintenance building. Its unit has 43 active duty Marines, 219 selected Marine Reserves, and 51 pieces of rolling stock machinery. The MWSS Unit occupies 24,857 square feet and a vehicle maintenance building. It has 8 active duty Marines, 148 selected Marine Reserves, and 36 pieces of rolling stock

machinery. These two relocation requests would permit consolidation of the two existing centers.

In January, 1995, the Commission supported the use of Building 2670 for this function. Its recommendation for the military vehicle parking requirement was the same as the other requests. Building 2670 was subsequently retained by the SPD for use by the Marine Reserves.

5. U.S. Air Force, 222nd Combat Communications Squadron

The request is to relocate this Communications Squadron of USAF Reserves from its current site in Costa Mesa. Desired facilities include Buildings 2630, 941, and adjacent land totalling 23 acres. It was not determined why this USAF Reserve request has been submitted in addition to and outside of the USAF cantonment area reserved at March.

The JPC never considered this request, and it was not considered in the Surplus Property Determination.

6. California Army National Guard

The initial request submitted during the DOD screening period was for sufficient land (25 acres) to construct an armory building and park heavy duty equipment. A subsequent letter (6/1/94) stated additional need for buildings 2604, 2600, and 938. The need for buildings was temporary in nature until the permanent armory could be constructed.

The JPC supported the location of an armory on a 15-acre site south of the hospital in January, 1995. The JPC also recommended the use of Building 2605 as a temporary location. In the SPD, no buildings were set aside for the Army National Guard, and fifteen acres were reserved for its construction of an armory at an undesignated location. The Commission reiterated its preferred site south of the hospital at a meeting in May, 1995.

7. Army and Air Force Exchange Service (AAFES)

The letter of interest provided during the federal property screening period references a request to the DOD that the Base Exchange at March remain open to serve the Reserves and area retirees after realignment in April, 1996. The letter of interest lists specific buildings and properties that are critical to maintaining the existing exchange operations at March AFB. Seven buildings are listed in this request, and five of them are named as being "absolutely critical" to maintaining the exchange services.

The JPC supported the potential of keeping open the commissary and exchange services even before the request was submitted. In January, 1995, the

Commission officially supported the request to keep open the commissary, the base exchange, the old base exchange, the service station, and the Burger King restaurant. In the SPD, these buildings and adjacent land (parking) were retained for ownership by the AAFES.

B. Federal Agencies Reuse Requests

1. U.S. Department of Interior, Fish and Wildlife Service

The request is for increased land as management area for habitat conservation. Options for protection identified in the letter include: 1) placing an actual perpetual conservation easement on the land; 2) management by other agencies; or 3) management as part of the national wildlife refuge system. Twelve hundred (1,200) acres, in addition to the 1,000 acre existing management, is being sought.

No job or economic impact data has been provided to date.

2. United States Department of Agriculture, Forest Service

The request considers the relocation of the FIREScope (Firefighting Resources of California Organized for Potential Emergency) Operations Coordination Center from a Riverside location that will need to be relocated due to planned freeway construction.

The facility functions to manage all risk disaster coordination. It is a cooperative effort of the Governor's Office of Emergency Services, the U.S Forest Service, the Bureau of Land Management, the California Department of Forestry Protection, and the National Weather Service.

Facilities originally requested were the 15th Air Force HQ Building (west March) and 60-80 acres of adjacent undeveloped land, the Youth Center, both Child Care Centers and 55 acres of adjacent undeveloped land, and Chapel #1 plus three acres of adjacent undeveloped land. The JPC encouraged the project proponents to locate adjacent to the 15th Air Force HQ Building (# 3402) because of the potential commercial value of the child care complex.

The Forest Service modified its request with an updated site plan in March, 1996. Facilities requested are Building 2993 (the Youth Center) and approximately 55 acres of vacant property immediately west of the Main Gate to March AFB.

No specific job or economic impact data has been provided to date. A local meeting to discuss the coordination challenges of this project was held recently, and economic/job data has been requested.

3. U.S. Department of Transportation Agency, Federal Aviation Administration (FAA)

The FAA is requesting a small site for the relocation of a navigational aid. A 150' x 150' site is indicated the base for location of a VOR facility. This would be an important addition for eventual joint use for civilian air uses.

4. Department of Veterans Affairs (VA)

This letter of interest was received in late December, 1993, prior to the official screening announcement.

The VA is interested in property for expansion of the Riverside National Cemetery. No specific amount of land is mentioned. However, the interest is related to the loss of existing cemetery property due to the requirement of a one-for-one acreage mitigation for the Stephens' Kangaroo Rat.

No specific request of economic impact data was provided in the letter of interest.

5. San Manuel Band of Mission Indians

The letter outlines the desire to obtain excess property and buildings. It does not indicate any proposed uses, but the letter does state a desire to pursue all available uses that meet the economic development criteria. In addition, the letter requests an extension of time in the Federal screening process to allow the San Manuel Band adequate time to evaluate the property.

No follow-up was done by the San Manuel Band with the Department of Interior, Bureau of Indian Affairs.

No job or economic impact data has been provided to date.

6. Ewiiapaayp Tribal Office

This American Indian tribe has requested the entire property at the Base. The intended uses were not specifically described in the letter, but they included health services, an in-patient hospital, a regional substance abuse treatment center, a job training center, and a procurement center.

No follow-up was done by the Ewiiapaayp Tribal Office with the Department of Interior, Bureau of Indian Affairs.

No job or economic impact data has been provided to date.

C. Homeless Assistance Requests

The Joint Powers Authority (JPA) conducted an extensive public outreach and review process to prepare a proposed "Homeless Assistance Plan." That Plan provides a detailed description of the process used and the recommendations for assisting homeless service providers with access to properties at March AFB.

D. Public Agency Reuse Requests

1. Educational Uses

a. Moreno Valley Unified School District

The request indicates interest in obtaining title to six buildings: 1) the Arnold Heights Elementary School; 2) the Child Care and Youth Center; 3) the Pre-School; 4) the civil engineering complex; 5) the auto crafts shop; and 6) the former commissary building. The request was amended as the Education Subcommittee worked during 1995 to coordinate requests of education providers.

No job or economic impact data has been provided to date.

b. Riverside Community College, Vocational/Technical Education

The request was submitted as an interest to acquire surplus government property. Potential functional uses by RCC were listed as vocational and technical education related to heating and refrigeration, health sciences, printing and publishing, automotive technologies, aviation maintenance, environmental technologies, manufacturing technologies, public services, and child development. No specific site or building requests were submitted.

No job or economic impact data has been provided to date.

c. Western Regional Technical Training College for the Deaf

The request considers the development of a new facility in Riverside County. The Training College would offer special programs in Computer Technology, Architectural Drafting, Graphic Design, Appliance Repair, Photography, Auto Repair, Electricity Repair and Installation, Restaurant Management, and Cooking.

Requested buildings were 938 (Library), 941 (Auto Hobby Shop), 2600 (Chapel #1), 651 (Community Recreation Center), 977 (Old Dormitories),

1054 (New Dormitories), and 962 (Dining Hall). Shared use of athletic fields, the swimming pool, and tennis courts is also considered.

One hundred twenty-five (125) newly created jobs would serve the 200-250 students at the college. Reinvestment in existing facilities has not been estimated.

d. Riverside County Office of Education

The request was for surplus property to be used for (1) a Regional Occupational Education Center, (2) a Regional Center for Children's Services, and (3) a storage facility for the GRADS program.

No indication of which buildings or properties that would be needed is included. The letter of interest stated that this additional information would be sent at a later date.

This request was subsequently withdrawn by the Office of Education.

e. Val Verde Unified School District

This request was submitted originally to the Department of Education on 3/4/94 but received by the JPC on 6/16/94. It did not specify any facilities or land, but rather the request put the school district on file as being interested in land acquisition at March AFB.

In working cooperatively with the Education Subcommittee, Val Verde specified its interest in both land and buildings. It requested a fifty (50) acre high school site, and it requested buildings 3407, 3408, 3409, and 3415 to be used as a vocational education training facility.

No new job or economic impact data has been provided to date.

f. Riverside Unified School District (RUSD)

The initial letter of interest stated that RUSD will be submitting an application for surplus property to the U.S. Department of Education. It did not state needs or intended uses.

In working with the Education Subcommittee, RUSD defined its interest in three properties: two, ten acre sites for elementary schools; and a ten acre site for a sod farm.

The District provided job and economic impact data related to the impact of an elementary school.

2. Water and Sewer

No formal requests were filed for facilities on-base. Eastern Municipal Water District did request the transfer of an off-base water well.

3. Parks and Recreation

City of Moreno Valley Parks and Recreation Department

The original written request was for the acquisition of recreational facilities and fields, should they become surplus property. Interest was indicated toward the gymnasium, the Youth Center, athletic fields, the Fitness Center, the Teen Center, and raw land for recreational development.

During 1995, the City of Moreno Valley's Parks and Recreation Department refined its request into a public benefit application. That application was submitted to the Department of Interior - National Parks Service in September, 1995. The request for outdoor recreation facilities in the northeast portion of the base included two baseball fields, a multi-purpose field, a running track, four tennis courts, horse stables, picnic areas, and adjacent open space. The request for buildings in the same general area was for # 823 (Day Care Center), # 651 (Recreation Center), and # 2706 (NCO Club).

No job or economic impact data has been provided to date.

E. **State, Local, and Non-Profit Agency Reuse Requests**

1. California Department of Transportation (CALTRANS) Maintenance Facility

The request considers the replacement of the CALTRANS Riverside Maintenance Station. Ten acres is needed. Additional information is forthcoming from the CALTRANS Office of Project Development.

No job or economic impact data has been provided to date.

2. Riverside County Sheriff, Training Center

The original request contemplated the creation of a JPA for the purpose of conducting public safety training. Land and facilities requested include the 15th Air Force HQ Building, the Non-Commissioned Officers Advanced Training Facilities, and buildings currently housing the 15th Air Force Band. This totals over 300,000 square feet and 660 acres.

The request was refined in early 1995. The Sheriff's Department submitted a revised land use plan for approximately 450 acres and the shared use of the

Shooting Range Facility in September, 1995. It also included the accommodation of the "FIREScope" facility needs that had earlier been supported by the JPC.

No job or economic impact data has been provided to date.

3. Riverside County Transportation and Land Management Agency

The request is for land and facilities needed for the relocation of a Highway Operations Center. The letter includes the land and facility needs of the Center, but it does not identify existing buildings or sites on the Base that would satisfy this need.

No job or economic impact data has been provided to date.

4. Little League Baseball, Inc.

This request was submitted directly to the JPA in early 1994. The non-profit corporation has requested consideration if and when surplus equipment or property is available. Specifically, the request indicated an interest in temporary housing at tournament times when thousands of little leaguers and their families are in the San Bernardino area.

No job or economic impact data has been provided to date.

5. Cactus Avenue Regulars, Model Airplane Club

This request was also submitted directly to the JPA. This existing Club uses land on March AFB for flying its model airplanes. A site on "West March" is now used by the Club through an agreement approved by the Base Commander officially in 1979 and renewed in 1993. The Club requests that the land be deeded over to it when declared as surplus property. The actual size of the requested site is undetermined. It is adjacent to the new DRMO facility that will be retained as part of the non-contiguous cantonment area.

No job or economic impact data has been provided to date.

6. California Department of Corrections

The letter of interest was for 640 acres for the construction of a correctional facility. The letter does not identify the type of prison facility or its size.

The letter indicates that correctional facilities will only be located in communities where there is adequate support for them. In early 1995, representatives of the JPC met with the real estate officer of the State Department of Corrections. It was mutually agreed that the Department would

not pursue its interest in property at March AFB until such time as the JPA shows interest in supporting a prison facility as a reuse option.

Extensive job and general economic impact data was provided regarding the construction and operations of a prison facility.

7. March Moreno Valley Little League

The letter of interest requests land and a building for year-round use by the Little League organization.

The building of interest is the Youth Center (Building #2593) and the land adjacent. This would require the construction of eight new fields along Cactus Avenue near the Main Gate. The building would be used for equipment storage and administration.

No job or economic impact data has been provided to date.

8. Air Force Village West

The management of Air Force Village West, the residential development located adjacent to March AFB west of the I-215 freeway, has requested consideration of land for expansion of its development. The request is detailed in the letter, and a map indicating the desired land has been forwarded to AFBCA.

No new job or economic impact data has been provided to date.

9. Riverside Transit Agency (RTA)

RTA has submitted an initial request to AFBCA. They state that the ultimate need will be based on the reuse plan. Considerations will be given to both rail and bus service, again depending on the reuse plan. The intent is to specify anticipated service levels and space or improvements in the review of the alternative land use plans.

10. The Discovertorium

This non-profit organization requested buildings for a temporary location for hands-on science and technology museum ("The Discovertorium"). The buildings requested were # 651 (Recreation Center), # 755 (Class VI Package Store), and two housing units in Green Acres to be used for temporary lodging for visiting exhibit designers. The organization also requested 25 acres of land on West March as a location for a permanent museum building.

Representatives of the Discovertorium made numerous presentations and offered additional information to both the Technical Advisory Committee, the Education Subcommittee, and the Land Use Subcommittee during 1995.

Information was provided on the economic impact of existing museums of this type in other locations, but no projections were made for the projected impact and growth of this facility.

11. The March Field Museum Foundation

The March Field Museum is currently under the direction of the Air Force Museum at Wright Patterson AFB. After the realignment, the March Field Museum will be managed by the March Field Museum Foundation, a non-profit corporation.

The Museum Board initially requested land to the south of the current museum, and the JPC supported that request. In addition, it became apparent that there needed to be a strategy for conveyance of the property, and the Museum Board has informally requested that it be made a part of a negotiated public benefit conveyance.

Economic impact and growth projection of the economic impact of the museum have been provided.

F. Utilities Disposition

The March JPC has requested that the utility systems be conveyed via an economic development conveyance. That action will have to be a negotiated agreement after the realignment.

In response, the Air Force has committed that it will convey the utilities under three basic conditions:

1. that there be a willing utility provider;
2. that utility rates be offered that are similar to rates offered to local commercial customers; and
3. that the remaining military unit (AFRES) not have to share in the cost of utility infrastructure capacity expansion to meet the needs of the reuse plan.

The JPA has assured the Air Force that it can meet these conditions.

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PROPERTY DISPOSITION PLAN

MARCH AIR FORCE BASE MASTER REUSE PLAN

III. PROPERTY DISPOSITION STRATEGIES

A. Interim Leases

For the purposes of this discussion, interim leases are being divided into five areas: 1) Specific Interim Leases; 2) "Master Interim Lease"; 3) Potential Interim Leases based on marketability of certain facilities; 4) private-sector requests for interim leases; and 5) public-sector requests for interim leases.

1. Specific Interim Leases

Golf Course: This was initiated in June, 1995, and it is not anticipated that terms of the lease will be negotiated for recommendation to the March Joint Powers Commission (JPC) by the end of November, 1995.

2. "Master Interim Lease"

Air Force Base Conversion Agency (AFBCA) has recommended a strategy to accommodate continuing non-Air Force uses on the base that would desire to remain in operation after April 1, 1996. Under a "Master Interim Lease" the March Joint Powers Authority (JPA) would lease from the AFBCA the following four facilities:

- a. March Field Museum (land and buildings)
- b. Arnold Heights School (land)
- c. Bank of America (land)
- d. Red Cross (land and buildings)

It is unknown how a lease cost would be determined for the continued operation of these facilities. The terms of an interim master lease need to be discussed, but the action needs to occur quickly if the above listed uses are to remain active after the realignment.

3. Potential Interim Leases based on Marketability of Certain Facilities

Certain buildings are anticipated to have commercial market value after realignment and prior to property conveyance. They are the Dental Clinic and the Child Care Center. Assuming that the Air Force leaves these facilities in a useable condition (personal property intact), it is likely that they could have immediate potential for commercial reuse. The JPA could begin marketing these facilities almost immediately.

4. Private-Sector/Non-Profit Interest in Interim Leases

There is growing interest in leasing facilities on the base by non-profit and religious organizations. Expressed interest includes:

Chapel #2:

House of Prayer Reformation Church
Zion Worship Center (lease offer submitted)
Filipino United Methodist Church
Perris Valley United Methodist Church

Selected Facilities:

Based on the Homeless Assistance Plan

5. Public-Sector Interest in Interim Leases

Public sector interest in buildings and property may also be satisfied on a short-term basis through the interim use process.

Recreation Fields:

Moreno Valley Department of Recreation
NCO Academy/15th Air Force Headquarters/Shooting Range:
County Sheriff's Department

Dining Facility:

CSD/RCC

B. Conveyances for Lease Purposes

1. Federal, State, and Local Agencies

In January, 1995, the JPC recommended to the AFBCA that requests for uses by federal agencies be accommodated via transfer of ownership (conveyance) to the JPA. The JPA, in turn, would negotiate a long-term, low-cost lease with the ultimate user of the property. This strategy would enable the JPA to have some level of control over the maintenance and improvements made to any buildings or property outside the cantonment area.

2. Homeless Assistance Agencies

In reviewing applications for properties by homeless assistance providers, it was apparent that each of the applicants will be taking on a financial challenge to fulfill the proposed expanded program proposals. For this reason, the JPA will request that property approved for homeless service uses be conveyed to the Authority, and it will in turn lease the properties on a short-term basis (annual lease review) to homeless service providers in accordance with the approved "Homeless Assistance Plan."

C. **SKR Land Trading Proposal**

The United States Air Force made commitments several years ago to protect habitat areas of the endangered Stephens' Kangaroo Rat (SKR). Those commitments will severely impact the ability to use properties for economic development purposes primarily on the west side of March AFB.

In April, 1994, the JPC noted its concern to the AFBCA regarding the SKR issue. At that time, it was the contention of the JPC that the March realignment decision should be sufficient cause to re-evaluate the commitment to dedicate such an extensive amount of property to the SKR preserve. The following policy was approved by the Joint Powers Commission and was transmitted to all agencies involved in planning for the preservation of endangered species in Riverside County.

Policy Statement

1. The JPC is committed to planning and implementing programs that will maximize the need to provide job opportunities and economic activity on those areas of March AFB that will be declared surplus to the needs of the United States Air Force.
2. Certain properties on March AFB have been identified as habitat occupied by or suitable for the endangered SKR. Some of these properties have either been placed under a management agreement to protect the habitat or identified as open space that is also suitable as managed habitat.
3. It is the policy of the JPC that all or some of the habitat properties be made available for urban development.
4. To accomplish this policy, it is the objective of the JPC that a strategy for trading SKR habitat at March for other suitable habitat in Riverside County be enacted.
5. Development of this strategy into a working program with guidelines for implementing the trading strategy will be a joint effort of the JPA, the AFBCA,

the Riverside County Habitat Conservation Agency, the U.S. Fish and Wildlife Service, and the Bureau of Land Management.

D. Property Identification (Parcel) Plan

Prior to conveyance, a "parcel plan" or subdivision will have to be completed. It is currently unclear as to how the Air Force will legally define parcels for conveyance. This Plan will need to include parcels, right-of-way dedications, easements, and other identification of ownership constraints (such as Installation Restoration Program - IRP sites of development restrictions).

PROPERTY DISPOSITION PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

IV. PROPERTY DISPOSITION RECOMMENDATIONS

The following is a summary of actions taken to date by the United States Air Force and recommendations by the March Joint Powers Commission (JPC). These recommendations are consistent with the Land Use Plan, Section II, in the Master Reuse Plan, and they are also consistent with the recommendations included in the Homeless Assistance Plan, Section IV, of the Master Reuse Plan.

A. Economic Development Conveyance (EDC)

An EDC is being recommended as a negotiated real estate transaction between the March Joint Powers Authority (JPA) and the United States Air Force. The EDC would include much of the surplus land, most of the buildings that are not otherwise committed, a portion of the utility systems, the buildings proposed to assist homeless services providers, and the land necessary for right-of-ways and public easements.

B. Public Benefit Conveyance (PBC)

A PBC is being recommended for some of the utility systems, land and buildings associated with public parks/opens spaces and recreational uses, land and buildings in support of public education (schools), land and buildings for other specific public uses, and the land necessary to eventually support the development of a civilian (joint use) commercial airport.

C. Negotiated Sale

At this time, the March JPC does not recommend a negotiated sale of any facilities or land.

D. Public Bid Sale

A this time, the March Joint Powers Commission does not recommend the public bid sale of any facilities or land.

E. Federal Transfer/Long-Term Lease

The March JPC has recommended previously that transfer of ownership within the Department of Defense (DOD) and to other federal agencies be accommodated instead through a long-term lease to the end users via ownership transfer to the March JPA. This strategy is also recommended as the method to facilitate use by homeless assistance providers.

Table V-1 expresses in detail the recommendations of the March JPC for property disposition. The letters in the "TYPE" of disposition recommendation refer to the descriptions listed above.

TABLE VI-1a
PROPERTY DISPOSITION RECOMMENDATIONS
BUILDINGS

BLDG	DESCRIPTION	TYPE	NEW OWNER/USER
108 -346	Green Acres Housing Units and Garages	A	March JPA
500	Environmental Health Bldg.	A	March JPA
501	Temporary Living Facility	A	March JPA/Lutheran Social Services
502	TLF Laundry/Office	A	March JPA/Lutheran Social Services
534	Unused Out Building	A	March JPA
540,549, 550	Auto Service Station, Repair Garages	A	March JPA/Army-Air Force Exchange Services
602	SWADS Building	*	Retained/AFRES
641, 641A	Red Cross Buildings	B	City of Moreno Valley
651	Recreation Center	B	City of Moreno Valley
659	Bank of America (Land Lease)	A	March JPA
660	Convenience Store	A	March JPA
755	Class VI Package Store	A	March JPA/Leaseback to AAFES
758	Base Exchange	E	AAFES
760	Movie Theater	A	March JPA
768	Old Dental Clinic	A	March JPA/Leaseback to AAFES
823	Day Care Center	B	City of Moreno Valley
877	Dormitory (Renovated)	A	March JPA/The Concerned Family
938	Library	B	City of Moreno Valley
940	Dormitory (Renovated)	A	March JPA
941	Auto Hobby Shop	B	City of Moreno Valley Temporary Use by the Caretaker
942	Burger King Restaurant	A	March JPA
960	Commissary (Old)	A	March JPA/Survive Food Bank
962	California Dining Hall	A	March JPA
976	Dormitory (Renovated)	A	March JPA
977	Dormitory (Unrenovated)	A	March JPA
1000	New Commissary	E	AAFES

**TABLE VI-1a
PROPERTY DISPOSITION RECOMMENDATIONS
BUILDINGS**

BLDG	DESCRIPTION	TYPE	NEW OWNER/USER
1050	Warehouse, Troop Subsistence	A	March JPA
1054	New Dormitories	A	March JPA
1055	Maintenance Building	A	March JPA
1305 1306 1309 1313	Alert Facility	B	March JPA/Airport Authority
2504 2506 2507 2508 2509 2510 2511 2512 2513 2514 2517 2518 2519 2558 2560	Civil Engineering Complex	B	Moreno Valley Unified School District
2593	Youth Center	E	USDA/FIREScope Program
2594 2595	Child Care Complex	A	March JPA
2596	Bus Waiting Station	A	March JPA
2597	Admin Office, Non-AF	A	March JPA
2598	Main Entry Check House	A	March JPA
2599	Visitor Center	A	March JPA
2600	Chapel # 1	A	March JPA/Riverside Volunteer Center
2604	Family Services Office Building	E	63d ARCOM
2605 2606 2608	Old 15th Air Force HQ - Office Building	E	63d ARCOM
2620 2622	Communications Center	*	Retained/AFRES

TABLE VI-1a
PROPERTY DISPOSITION RECOMMENDATIONS
BUILDINGS

BLDG	DESCRIPTION	TYPE	NEW OWNER/USER
2629 2630 2631 2632 2633	Office Building Complex	E	Marine-Navy Reserves
2640 2641	New Office Complex	*	Retained/Air Force
2670	Office Building	E	Marine-Navy Reserves
2706	Non-Commissioned Officers Club	A	March JPA
2730	Media Center	*	Retained/AFRTS
2990 2991 2992 2993 2994	Hospital Complex	B	Riverside County (Sheriff's Department)
2995	Dental Clinic	A	March JPA
2996	Medical Office Building	E	63d ARCOM
2998	Medical Office Building	E	63d ARCOM
3401 3407 3408 3409 3417	NCO Complex	B	Riverside County (Sheriff's Department)
3402 3403 3404 3414	15th Air Force HQ Complex	B	Riverside County (Sheriff's Department)
3406	Storage Building	*	Retained/Air Force
3415	Storage Building	B	Riverside County (Sheriff's Department)
3419	Band Dormitory	B	Riverside County (Sheriff's Department)
3420	Band Sound Stage	B	Riverside County (Sheriff's Department)
5052	Dog Kennels	A	March JPA

TABLE VI-Ia
PROPERTY DISPOSITION RECOMMENDATIONS
BUILDINGS

BLDG	DESCRIPTION	TYPE	NEW OWNER/USER
5038 5039 5040 5041 5042 5043 5044	Weapons Storage Area Buildings	A	March JPA
6086	Firing Range	*	Retained/Air Force
6104 6105 6110 6111 6112	March Golf Course Buildings	B	March JPA
6702	Chapel # 2	A	March JPA
24101- 24750	Arnold Heights Housing Area	A	March JPA

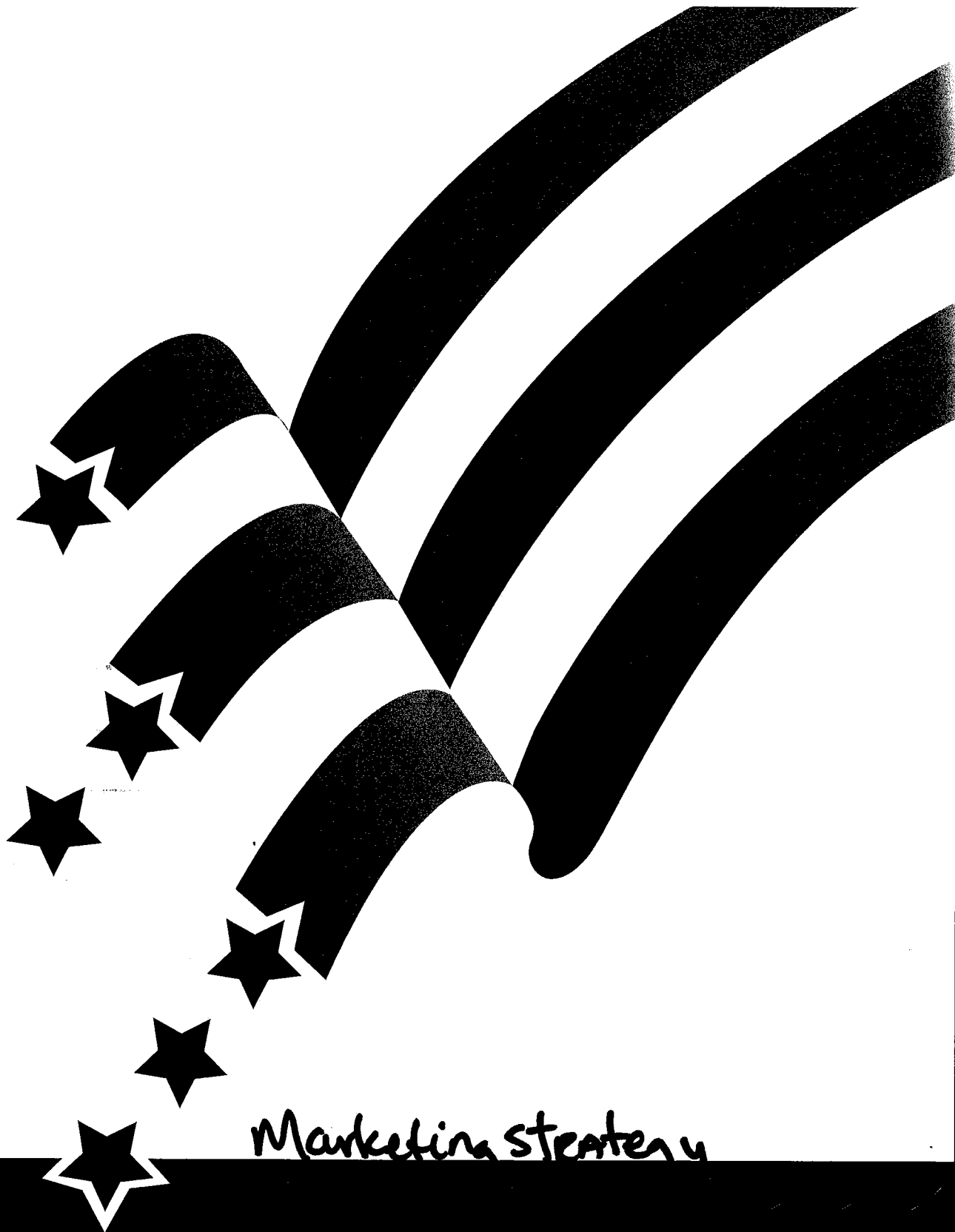
* Buildings/Facilities that were not declared surplus.

TABLE VI-Ib
PROPERTY DISPOSITION RECOMMENDATIONS
FACILITIES

FACILITY	DESCRIPTION	TYPE	NEW OWNER/USER
642, 643	Picnic Pavilions	B	City of Moreno Valley
876	Picnic Pavilion	A	March JPA/Concerned Family
1100	East Guard Gate	*	Retained/Air Force
2601	Main Flag Pole	A	March JPA
2607	Missile	*	Retained/Museum Collection
5023-5039	Weapons Storage Area Bunkers	A	March JPA
5801 5806 5813	Sewage Treatment Facility	B	March JPA
6008	Water Storage Tank	B	March JPA
6601	Water Storage Tank	B	March JPA
19050	Billboard	A	March JPA
20000	Soccer Field	B	City of Moreno Valley
20001	Baseball Field	E	USDA/FIRESCOPE Program
20002	Softball Field	B	City of Moreno Valley
20003	Four Tennis Courts	B	City of Moreno Valley
20005	Softball Field	B	City of Moreno Valley
20006	Basketball Court	A	March JPA
20019	Running Track	B	City of Moreno Valley
20020	Equestrian Area	B	City of Moreno Valley
	Arnold Heights School	B	Moreno Valley Unified School District
1917	March Field Museum	B	March JPA/March Field Museum

TABLE VI-Ic
PROPERTY DISPOSITION RECOMMENDATIONS
LAND

LOCATION	DESCRIPTION	TYPE	NEW OWNER/USER
	To be Determined Based on Surplus Availability		
East of Fuel Tanks	10 Acres for Warehouse Building Construction (Option)	A	March JPA/Survive Food Bank
South of Hospital	15 Acres for Armory Construction	E	CA Army National Guard
West March	20+/- Acres Arnold Heights School Land	B	Moreno Valley Unified School District
South of the Museum	1000 Feet of Additional Land for Museum Expansion	B	March JPA/Airport Authority
West of the Main Gate	55 +/- Acres for the FIREScope Program	E	USDA/FIREScope Program
Adjacent to Runways	Property Designated for "Airport Related Uses"	B	March JPA/Airport Authority
North Clear Zone/APZ	Property Designated for "Airport Related Uses"	B	March JPA/Airport Authority
West and South of AFVW	Approximately 75 Acres	C	Sale to Air Force Village West



Marketing Strategy

MARKETING STRATEGY PLAN

MARCH AIR FORCE BASE MASTER REUSE PLAN

**Authorized for Submittal to
The Department of Housing and Urban Development
and
The U.S. Air Force
by
The March Joint Powers Commission**

June, 1996

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MARKETING STRATEGY PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

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MARCH AIR FORCE BASE MASTER REUSE PLAN

MARKETING STRATEGY PLAN - SUMMARY

In light of the opportunities presented at March AFB in response to realignment, a Marketing Strategy Plan for the March Air Force Base "Master Reuse Plan" was prepared. The Strategy provides *A Framework for Public Policy Action and Planning* which will guide the March reuse and development process. The plan contains a fundamental strategy and outlines immediate policy directives which guide a strategic direction by the March Joint Powers Authority (JPA).

Based upon the findings of the Southern California Association of Governments (SCAG) Joint Use Feasibility Study endorsing joint use aviation, including initial economic analysis and early research, the identification of March as a *Category of One* among air cargo operations in the Southern California Region is paramount in the marketing of base reuse. The marketing strategy and policy decision stems from the concept best characterized as "seize the moment." March can make a strong statement about itself and its own unique assets through execution of the broad-based "Inland Port" concept.

Establishing an immediate identity of March as an "Inland Port" commences the process of proclaiming March as a premiere hub for west coast manufacturing and shipping. This concept identifies a hub of distribution and center of commerce, and ultimately the nucleus of a national and international goods distribution matrix. It is suggested that the success of creating an Inland Port stems from the ability to obtain a Free Trade Zone designation, develop strategic alliances with other goods movement systems, and create a cooperative partnership throughout the Inland Empire and with the economic development entities of the State of California.

The Joint Powers Commission formally adopted the name and identity of the **"March Inland Port"** for its commercial airport. Positioning March as an "Inland Port" is essential to carry the base property into its new venture as delineated within the base reuse plan. Establishing the "March Inland Port" results in the creation of an area, by name, synonymous as the manufacturing and shipping hub for the west coast.

The program to present and establish the March Inland Port as a West Coast's hub consists of short-term and long-term marketing communications strategies. Preliminary marketing communications that may be conducted immediately include the announcement of the Joint Powers Authority's position to implement the March Inland Port concept, publicizing milestones, and introduction of March's new identity by name and graphic identity. The means to publicize this message can be done through a variety of communication vehicles to reach specific target groups.

The Marketing Strategy Plan identifies key recommendations which are time sensitive to maximizing this "window of opportunity." Long-term key recommendations relative to land use development and criteria, infrastructure, and financing are still uncertain. These would

balance the mix of economic development activities. The marketing strategy attempts to achieve an important and timely balance. Demonstrating this balance is the division of key recommendations into separate phases: Phase One, includes seven key recommendations; the remaining three key recommendations would be components of Phase Two.

A preliminary market overview prepared by Keyser Marston Associates, Inc. (KMA) delineates many positive trends in the Inland Empire that will support reuse at March Air Force Base. Cited within the study are the Inland Empire's \$38 billion economy, population increases triple to that of Los Angeles County and twice as rapid as Orange County since 1980, competitive advantage of land inventory and resources, and location and access relative to major metropolitan areas. The competitive analysis specifies the need to focus on use as an all-cargo airport. This will distinguish March from other facilities within the region that serve both passenger and air cargo. By focusing on use and not facility, a sense of synergy may be created within the region. More comprehensive, second-phase competitive analysis will further address not only the March Inland Port concept, but also Destination Recreation/Cultural Center, Industrial/Warehouse, and Office/Business Park uses. Phase two competitive analysis will clearly define March's competition, as well as its competitive advantages and/or limitations.

Following the Record of Decision, long-term marketing communication programs and marketing plans will be developed. These will consider the creation of sales and development strategies, development of targeted materials, establishment of an appropriate budget, and implementation of a tracking and evaluation system. Establishment and implementation of the marketing strategy framework will optimize the unique opportunities that will contribute significant benefits to the region, while clearly articulating a strong vision for base reuse.

MARKETING STRATEGY PLAN

MARCH AIR FORCE BASE MASTER REUSE PLAN

I. INTRODUCTION

A. Overview

Stoorza, Ziegaus & Metzger (SZM) was engaged by the March Joint Powers Authority (JPA) to develop a marketing strategy and brief economic analysis as part of the March Air Force Base Master Reuse Plan. The report, in conjunction with Addendum A, the economic analysis conducted by Keyser Marston Associates (KMA), represents the completion of that work.

This first-phase marketing strategy is designed to implement marketing communications activities based on findings regarding March Air Force Base's (AFB) redevelopment to date. An update of the marketing plan should be initiated following the Record of Decision (ROD), and when the final land use, phasing plans and extended planning studies recommended here are completed.

B. Purpose

The purpose of the study is to identify recommendation for the March JPA, for specific, strategic framework for short-term and intermediate public policy actions and planning decisions to guide the March reuse and development process. It is not intended as a comprehensive market survey, nor to deliver finished artwork, advertising designs or the project's name. It is also not intended to preempt ongoing or later decisions by the JPA in the event the final ROD results in different land uses than those designated in the current reuse plan.

C. History

Although spared in the first two rounds of cuts in military bases by the Defense Base Realignment Committee in 1988 and 1991, March AFB was among the bases selected in 1993 to be realigned. Although the Air Force will retain a portion of the base for

continuing military operations, approximately 4,400 acres are designated ultimately for disposition through conveyance, sale and other methods. The March JPA, comprised of representatives of the communities surrounding the base, was formed to assume responsibility for this disposition process. In 1995, the JPA issued a Request for Proposal calling for consultant services to:

"...complete a "MARKETING STRATEGY" for the purpose of promoting for private reuse of assets at March AFB that will no longer be required for use by the Air Force and the Air Force Reserves....the CONSULTANT shall undertake some preliminary market research regarding the "Draft Land Use Plan."

The team of Stoorza, Ziehaus & Metzger and Keyser Marston Associates was selected to conduct this specified preliminary research and prepare the marketing strategy.

D. "Seize the Moment"

Timing is a critical component in a successful marketing campaign, from the repositioning of an older product to the introduction of a new one. In effect, the March AFB property is a hybrid of old and new. On the "old" side, the base has operated in a military capacity for so many years that many preconceived beliefs will exist about the property. On the "new" side, there are approximately 4,400 acres and the longest runway outside of Los Angeles International Airport on the West Coast waiting to become a notable hub for manufacturing, warehousing and shipping operations.

Initial economic analysis and early research suggest that air cargo and related operations appear feasible for the March property. To that end, it is recommended that the JPA take aggressive steps to position March as a *Category of One* among air cargo operations in the Southern California region. There are several entities already vying for the position of "primary overflow cargo operations center to Los Angeles International Airport." We recommend, therefore, that March make a significantly stronger statement about itself and its own unique assets through execution of a much broader-based "**Inland Port**" concept.

Implementing an "Inland Port" at March is an exciting prospect, and one which will compel the JPA to remain forward thinking and strategic. The concept of an "Inland Port" suggests a hub of distribution and center of commerce, rather than a simple cargo shipping operation. It is a starting point for manufacturing and shipping activity, and the nucleus of a national and international goods distribution matrix.

Case studies, such as that of Rickenbacker AFB's redevelopment, suggest that an "Inland Port's" success will hinge upon the JPA's ability to implement several critical components, including:

- a Free Trade Zone designation from the Federal government;
- strategic alliances with railroads and coastal water ports; and

- cooperative partnerships with other Inland Empire and State of California economic development entities.

In addition, March will need to develop a substantive name and graphic identity to complete this **Category of One** positioning. This is envisioned by developing a name which will become synonymous with the base's new identity as a premier center, or hub, for manufacturing and shipping operations on the West Coast, much like "Silicon Valley" is synonymous with innovation and technology. In fact, the concept of a "center" might be included in this new name for the March property to connote the desirability of March's geographic position at the heart of the Inland Empire, as well as Southern California's strategic geographic position for myriad types of manufacturing and shipping operations.

1. **Announce Availability**

March is not precluded from initiating first-phase marketing communications activities simply because it does not hold all the answers to questions concerning development phasing, infrastructure and financing. Early communications should focus on actions the JPA is taking with the property to demonstrate movement and progress until more complete information is available regarding long-term and interim uses, phasing and financing.

The adoption of this first-phase marketing strategy, and the policy decisions which ensure pursuance of an "Inland Port" concept and Free Trade Zone designation, will provide the JPA with simple, yet substantive message points with which to announce the March property's availability to the developer and influencer communities.

2. **Complete Work Needed to Finance Infrastructure and Set Timing of Development**

Several extended planning studies need to be completed even as the JPA is announcing March's availability and its strategic direction as an "Inland Port." The JPA needs to make completion of the financing, land uses and phasing plans a priority, because they will lay the foundation for everything from policy decisions to long-term marketing communications activities.

3. **Conclusion**

March is poised to take advantage of a unique opportunity that, when successful, can contribute significant benefits to the region in many diverse and important ways. In clearly articulating a strong vision for the base's redevelopment, the JPA will establish a strategic framework for navigating the fluid political landscape surrounding base closures and realignments around the country.

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MARKETING STRATEGY PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

II. KEY RECOMMENDATIONS

Key recommendations are summarized in this section and supported by information and analyses provided in the Marketing Strategy section and Addendum A of the Marketing Strategy Plan. Recommendations are spelled out in more detail, when appropriate, in these other sections.

These recommendations are based upon some immediate decisions the members of the March Joint Powers Authority (JPA) must make, and the limited "window of opportunity" time frame within which decisions and actions must be made. These immediate decisions are balanced with the long-term infrastructure, land use and related issues that were still in flux at the time this strategic marketing plan was developed.

As indicated in **Recommendation #2** and **Recommendation #9**, a first and second-phase marketing strategy is necessary in order to take into account changes that will surely occur in the time period between now (adoption of the marketing plan for policy action) and later (on-going implementation of a marketing strategy).

While no plan can predict the future, the Key Recommendations included in this marketing strategy attempt to achieve an important and timely balance. This balance addresses what should be done today to take advantage of March's immediate opportunities, while managing the expectations of the region and interested parties who may seek out the March property as a possibility for future investment and development.

Recommendation #1

Direct staff to prepare an appropriate resolution to adopt "Inland Port" positioning as policy.

Rationale: The concept of an "Inland Port" suggests a hub of distribution and center of commerce--much more than a simple cargo shipping operation. It is

a starting point for manufacturing and shipping activity, and the nucleus of a national and international goods distribution matrix.

Taking this policy action immediately will provide a newsworthy event with which to begin marketing communications activities, as well as set the tone for the JPA's seriousness and vision in undertaking March's redevelopment.

Recommended Timing: Upon adoption of marketing strategy.

Recommendation #2

Implement the first phase of the "Inland Port" marketing communications strategy outlined herein, focusing on developing and disseminating uniform communications messages about the March property throughout the marketing process.

- a. Seize the opportunity presented in the *Southern California Association of Governments (SCAG) Joint Use Feasibility Report* which identifies March as a highly feasible site for significant air cargo operations. Using the "Inland Port" concept as a message cornerstone, announce through a press conference and a mailing to all database inquiries that the JPA is immediately seeking a Free Trade Zone (FTZ) designation for the March property as its initial commitment to implementing this concept.

Rationale: It is critical that the JPA stake March's claim on the "Inland Port" concept by announcing it immediately. Knowing all of the specifics is not a prerequisite to making an announcement and planting the seed with important target audiences, i.e., the local communities, entities represented in March's database, the media and developers. The JPA should, however, be prepared to detail what steps it is taking to make the "Inland Port" concept a reality, complete with a detailed, achievable time line of events.

Recommended Timing: May 1996.

- b. Develop a name and graphic identity consistent with the "Inland Port" concept.

Rationale: It is essential that a strong name and graphic identity be developed for the March property to carry the base into its new venture. It is envisioned that developing a name will become synonymous with the base's new identity as a highly desirable place to locate manufacturing and shipping operations, much like "Silicon Valley" is synonymous with technology and innovation.

Recommended Timing: May 1996.

Recommendation #3

Create an initial brochure, produce a series of print advertisements, and implement an Internet World Wide Web page which documents the JPA's plans for the March property.

Rationale: Each of these marketing communications tools would serve as a "teaser," or information alert, targeted to arouse and hold the interest of audiences critical to March's early development, i.e., developers, media, government and industry. In addition, each vehicle will serve a specific role in building the property's identity:

- the brochure would be utilized most effectively as an initial mailing to target audiences (as well as to respond to inquiries);
- the World Wide Web page would facilitate regular updates and on-going interaction with interested audiences; and,
- the advertisements would be placed in industry trade magazines to create presence and arouse interest.

These initial communications should convey the following information as part of their message:

- Status of the reuse process, including discussion of intended "Inland Port" concept and pursuance of FTZ designation
- Time schedule
- Land uses and acreage
- Land use map
- Regional locator map
- Contact for additional information

Additionally, each communication should include a response vehicle and point of contact for additional information, i.e., a perforated response card in the brochure and an 800 number and e-mail address included in all communications.

Recommended Timing: May - September 1996.

Recommendation #4

Take necessary actions or explore alliances to gain FTZ designation and take advantage of the publicity opportunities which will be presented by milestones in the process.

Rationale: Much of Rickenbacker's success has been credited to its FTZ designation, which offers significant financial advantages to companies locating

there. Additionally, milestones in the FTZ designation process will offer rich publicity opportunities for the JPA to stay connected with its key audiences.

Recommended Timing: Upon adoption of marketing strategy.

Recommendation #5

Pursue strategic alliances with Ontario International Airport, coastal ports (Los Angeles, Long Beach, San Diego, East Coast), and railroads (Union Pacific and Southern Pacific).

Rationale: The concept of an "Inland Port" relies on several components, which in concert, provide significant competitive advantages to the businesses choosing to locate there. These components include:

- accessibility to rail and interstate highway transportation;
- accessibility to coastal ports;
- a FTZ designation; and,
- abundant land for the development of manufacturing and warehousing.

The abundant land is available at March, and is accessible to interstate highways. The need for FTZ designation is discussed above.

The formation of proprietary agreements, or partnerships known as strategic alliances, with coastal ports and railroads to facilitate goods movement by shippers will complete the "Inland Port" infrastructure.

Recommended Timing: Upon adoption of marketing strategy.

Recommendation #6

Initiate disposition, phasing and interim use plans for the sale or lease of development sites.

Rationale: A parcel of land the size of March AFB can only be developed in phases over a number of years. The March JPA, therefore, is faced with important and immediate decisions which will affect its ability to attract the early private investment critical to its long-term success. The JPA needs to establish a strategy which:

- first lays out what assets of the base are most marketable and what infrastructure modifications are needed to attract seed money; and,
- secondarily addresses the phases in which the remainder of the base's assets will be developed.

Furthermore, the JPA should immediately determine the plausibility of various interim land uses capable of generating vital revenue streams with little capital investment. With creativity, the JPA may find that many parcels, although not designated for development for 10 years or more, hold significant short-term revenue producing opportunities to support long-term development plans.

Recommended Timing: Immediately.

Recommendation #7

Develop a financing plan to absorb the costs of infrastructure, utilities, maintenance, etc.

Rationale: The financing plan should address all costs and proposed sources of revenue as well as an outline strategy for proceeding. In addition, the financial plan will need to meld these key elements:

- absorption potential of land use elements;
- infrastructure and all other costs related to the creation of the finished sites for developers and users;
- financial resources available to fund public costs;
- land proceeds from developers and users;
- development phasing; and,
- implementation strategy.

In completing its financial plan, the JPA should assess the potential for infrastructure development partnerships with utility companies in a public-private partnership agreement.

Recommended Timing: Upon finalization of reuse plan.

Recommendation #8

Initiate a second-phase competitive market analysis.

Rationale: Business advantages are inevitably gained by knowing as much about the competition as about your own entity and effectively targeting "customers" most likely to profit from allying themselves with your strengths. This analysis would:

- project the exact significance of air cargo operations in the Inland Empire;

- define March's competition and their locations, i.e., other bases in the process of realignment or closure, regional air cargo operations, regional industrial/warehouse park developments; and,
- identify March's competitive advantages and/or limitations relative to its competitors to effectively position the property in all marketing communications activities.

Recommended Timing: Upon adoption of "Inland Port" concept as policy.

Recommendation #9

Refine and implement second-phase marketing strategy in physical, objective-oriented phases based on the outcome of the finance, disposition, phasing and interim uses plans, and on findings in the competitive analysis.

Rationale: This document represents a first-phase marketing strategy designed to implement marketing communications activities based on findings regarding March's redevelopment to date. An update of the marketing plan should be initiated following the Record of Decision (ROD), when the final use and phasing plans and extended planning studies recommended here are completed.

The JPA should take care to include an extensive community outreach program in refining and implementing a second phase marketing strategy. The opportunity for substantive input into the March property's reuse will have a significant impact on the community's ultimate support for the JPA's direction, and mitigate the potential for the public controversy and dissension often associated with broad-scale development efforts.

Recommended Timing: Following ROD and development of final land use plans.

Recommendation #10

Unite with other economic development efforts and programs focused on the Inland Empire.

Rationale: The March JPA is not alone in its economic development goals. As there are significant and credible economic development efforts already underway in the Inland Empire by such entities as the Inland Empire Economic Partnership (IEEP) and the state Trade and Commerce Commission, it is recommended to find the synergy in activities to maximize both entities' business attraction efforts.

Recommended Timing: Initiate relationships immediately.

Recommendation #11

Maximize co-business partnerships with the University of California Riverside (UCR) in genetics, forensics, molecular biology and toxics.

Rationale: To this end and at the request of the JPC, preliminary overtures were made to gauge opportunity and UCR's interest for exploring co-business partnerships and both exist. The UCR representatives contacted suggested that UCR's expertise in the areas of genetics, forensics, molecular biology and toxics appear to hold the greatest opportunity for creating a strategic alliance between the JPA and its redevelopment efforts at March and the University. Specifically, UCR identified the business opportunities for March as:

UCR Expertise

Genetics
Forensics
Molecular biology
Toxics

Business Opportunities

Biotechnology/Agriculture
Crime prevention/Legal/Judicial
Biotechnology
Bioremediation

Recommended Timing: Following ROD and development of final land use plans.

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MARKETING STRATEGY PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

III. NEXT STEPS

A. Policy Actions

- Adopt first-phase marketing strategy.
- Adopt "Inland Port" positioning as policy.
- Pursue Free Trade Zone (FTZ) designation through the U.S. Department of Commerce.

B. Staff Directions

Direct staff to immediately:

- Explore air cargo developer opportunities.
- Secure funding and contractor to implement first-phase marketing communications activities.
- Secure funding and contractors to conduct extended planning studies, including development of interim land use, phasing and financing plans.

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MARKETING STRATEGY PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

III. SITUATION ANALYSIS

A. Description and Brief History of March Air Force Base (AFB)

The Western Riverside Council of Governments (WRCOG) has summarized the base and its history in the Draft Land Use Plan and Alternatives prepared for the March Joint Powers Authority (JPA) in September 1994. The Draft Land Use and Alternatives document describes March Air Force Base (AFB) as:

1. Comprised of 6,500 acres in Western Riverside County, 2,100 acres of which will be retained for Air Force use and 4,400 of which "ultimately will be disposed of through public benefit conveyance, economic development, sale and other methods."
2. Located just south of California State Highway 60, and on either side of Interstate 215. March AFB is surrounded by the communities of Moreno Valley, Perris and Riverside.
3. Prior to realignment, March AFB operated almost continuously as a military Base since 1918.
4. Realignment effective April 1, 1996 from an air force base to March Air Reserve Base (ARB).

B. Market Overview

The preliminary market review by Keyser Marston Associates, Inc. (KMA), contained in summary form as Addendum A to this report, cites many positive economic trends in the Inland Empire to support the reuse of March AFB. The following is excerpted from that review.

"The Inland Empire has been unique in Southern California as the only metropolitan area which added private-sector jobs in the 1990s.

As indicated in a recent report for the Urban Land Institute by Grubb & Ellis, the \$48 billion economy of the Inland Empire is equivalent to that of the State of Kansas and larger than that of 18 other states.

... the Inland Empire population has increased more than three times as rapidly as that of Los Angeles County and more than twice as rapidly as that of Orange County since 1980. Projections by the California Department of Finance foresee a continuation of this trend through the year 2010, resulting in an increase in the population base in the Inland Empire from 3 million in 1995 to 5 million at the later date.

Employment is also anticipated to expand rapidly in the years ahead. According to projections prepared by the Southern California Association of Governments (SCAG), employment in Riverside County will increase from about 900,000 employees in 1994 to 1.6 million employees in the year 2010. This will stimulate a major increase in demand for many kinds of commercial real estate products.

The key to the ability of the Inland Empire to compete has been its inventory of competitively priced land and housing, adjacency to the major metropolitan centers in Los Angeles, Orange and San Diego Counties, plus provision of strong transportation linkages by air, highway and rail.

Manufacturing, warehousing, and distribution have been the mainstays of the economy, with growing interest by firms to locate in the vicinity of institutions of higher learning in Loma Linda and Riverside. The financial and services sectors of the metropolitan area have lagged industry."

C. **Opportunities and Challenges**

The resources March AFB's realignment provides will afford the JPA and the region many significant opportunities, including:

1. **Multi-jurisdictional economic development**

Critical to this point is the fact that the members of the March Joint Powers Commission (JPC) form a collaborative, cooperative, stable group working in concert to ensure that March's reuse benefits the region as a whole.

2. *A unique window of opportunity to "get out ahead of the pack"*

Timing is often important to the success of effectively positioning and marketing a project. In this case, timing is critical.

For a variety of reasons, entities such as El Toro, Norton and Ontario International Airport are facing substantial challenges to their moving forward and pursuing air cargo operations or, more specifically, an "Inland Port" strategy at this immediate time. This reality provides March with a narrow, and important, window of opportunity to be out in the marketplace staking a unique and singular identity ahead of these other entities.

3. *The ability for the JPA to act as "Master Developer"*

Unlike many private land owners and developers, the JPA has the ability to hold land over the long-term until some markets (such as the business park) mature within the market area. The JPA can therefore, in effect, act as the "Master Developer," responsible for holding the property and making major land use policy and planning decisions until the market is ready for development by a traditional development firm.

4. *The ability, through implementation of the reuse plan, to shape and define the long-term identity of the region*

Implementing an "Inland Port" concept will enhance the mainstays of the region's economy -- manufacturing, warehousing and distribution -- providing opportunity and good reason for these industries' continued growth. The "Inland Port" identity is also unique to the West Coast.

5. *A significant inventory of underdeveloped and/or vacant land and vacant buildings*

The military's departure brings with it significant assets in terms of land and buildings for the region's development.

6. *The aviation applications of the property*

The potential to develop civilian, commercial aviation applications at March is, perhaps, the most exciting aspect to the base's redevelopment as the West Coast's longest runway becomes available to the region.

The JPA can also anticipate certain challenges in the redevelopment and utilization of March AFB's resources, including:

- Replacing and growing the economic activity lost because of the military's departure;
- Identifying and pursuing appropriate economic activity niches which do not undercut any of the individual JPA member jurisdictions' activities;
- Developing the infrastructure necessary to create finished sites for developers and users;
- Lack of precedence for developing and marketing a comprehensive base reuse strategy; and
- Potential competition from other Southern California bases also undergoing reuse planning.

D. Findings from Preliminary Market Review

KMA has completed a preliminary market review based on the known land uses for the March property under consideration by the JPA as of February 21, 1996 (Summary in Addendum A). KMA made significant use of various economic reports, as well as a preliminary review of the demand parameters for air cargo service in Southern California prepared by SCAG in its analysis.

Of chief interest to the JPA will be KMA's assessment of the "Inland Port" concept, excerpted here from the preliminary market review:

"The runways appear to be the major asset in respect to economic development because they provide a unique ingredient in a market in which there is relatively abundant land available for industry and distribution in other locations.

The base appears well-positioned to garner a significant share of the demand for air cargo facilities in Southern California, with a projected increase in air cargo in Southern California of 267% between 1993 and the year 2010. **Existing facilities in Southern California do not appear to have the capacity to meet future demand, and there are constraints in respect to development of facilities at alternate locations [emphasis added].**

An important opportunity could well consist of development of air cargo operations, which could be fully realized with development of an Inland Port concept. This concept has most notably been implemented at the Rickenbacker International Airport in Columbus, Ohio.

The Inland Port concept builds on the preexisting strengths of the Inland Empire in industry and distribution...

The Inland Port would include a Foreign Trade Zone (FTZ) as a major inducement to the location of firms. FTZs confer many advantages to businesses which choose to locate in the zone, with the ability to defer custom duties (most frequently cited benefit of FTZs) being only one of many benefits.

Providing a complete transportation package at March could give the base an important competitive advantage, as it has at Rickenbacker, indicating that careful considerations should be given to development of an intermodal transportation center in the vicinity of the runways, as a key part of the infrastructure package."

E. Competitive Analysis

Given the myriad uses currently outlined for the March property, defining its competition might more feasibly be accomplished by intended use category, rather than as a whole. At the forefront among these uses is, certainly, air cargo operations, coupled with an "Inland Port" concept. In this area for example, early competitive information suggests that a united front presented by the Ontario International and March Airports, wherein March supports cargo operations and Ontario supports passenger and belly cargo operations, would:

- make more efficient use of each airport's operational strengths;
- minimize presumed limitations in each airport's ability to support certain operations; and,
- create a more attractive option for businesses than either San Bernardino International Airport or Norton AFB could achieve acting alone.

The JPA, however, will need a far more comprehensive, second-phase competitive analyses for not only an "Inland Port," but also the following use categories:

- Destination Recreation/Cultural Center
- Industrial/Warehouse
- Office/Business Park

It is recommend that the JPA, following development of a phasing plan, undertake these competitive analyses independently of one another, however, clearly in recognition of all land uses and as timing necessitates according to phasing. These competitive analyses should:

1. Clearly define March's competition and their locations, i.e., other bases in the process of realignment or closure; regional air cargo operations; regional industrial/warehouse park developments, regional business parks.
2. Identify March's competitive advantages and/or limitations relative to its competitors to effectively position the property in all marketing communications activities.

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MARKETING STRATEGY PLAN

MARCH AIR FORCE BASE MASTER REUSE PLAN

IV. STRATEGY PLAN

A. Identity

1. Positioning Statement

In marketing and communications, the positioning statement serves as the basis for determining how a product is communicated to its target audiences. Therefore, developing a strong statement facilitates convincing, consistent and clear communications. In effect, the positioning statement will shape the way the March property is perceived by and identified among its target audiences.

To that end, and given our current market intelligence about the competitive environment, we believe it is essential that March swiftly position itself as a *Category of One* among air cargo operations in the Southern California region. As there are several entities already vying for the position of "primary overflow cargo operations center to Los Angeles International Airport," we recommend that March make a significantly stronger statement about itself and its own unique assets through implementation of the broad-based "Inland Port" concept discussed previously in this document.

2. Develop a Name and Graphic Identity

Establishing a name and graphic identity are critical to effective marketing communications as they, in the most simple terms, communicate quickly and consistently the essence of the product or service. Through constant exposure ultimately given to the name and graphic identity, a product or service will achieve broader public awareness than if a mixed or inconsistent message had been sent.

In March's case, a strong name and graphic identity is essential to carry the base property into its new venture. It is envisioned that developing a name will become synonymous with the base's new identity as a premier center, or hub, for

manufacturing and shipping operations on the West Coast, much like "Silicon Valley" is synonymous with innovation and technology. In fact, "center" might be included in this new name for the March property to connote the desirability of March's geographic position at the heart of the Inland Empire, as well as Southern California's strategic geographic position for myriad types of manufacturing and shipping operations.

B. Programs

1. Phase I Marketing Communications

As this document has referenced previously, timing is critical for March Air Force Base. March Joint Powers Authority (JPA) is faced with a brief window of opportunity to stake March as the West Coast's "Inland Port," and yet many significant questions persist before full-scale marketing communications efforts can commence. However, those questions do not necessarily preclude the JPA from focusing on its intentions and plans for the March property and commencing with preliminary marketing communications activities, including:

- a. Announcing in a press conference the JPA's policy position that it intends to implement an "Inland Port" concept, as well as that it has applied (or is applying) for a Free Trade Zone (FTZ) designation as its initial commitment to implementing this concept.
- b. Publicizing milestones in the FTZ designation process through press releases and bulletins.
- c. Introducing March's new name and graphic identity in a press conference for local and industry media and a briefing for developers and influences such as potential strategic partners and Wall Street financial analysts.

In concert with the development of a graphic identity and name for the March property, the JPA should also create an initial brochure, produce a series of print advertisements, and implement an Internet Web page which document the JPA's plans. These communications vehicles would be targeted as priority influences in the early phases of large-scale development projects. Such key influences include:

- Investors/financial analysts and institutions/Wall Street
- Local and state governments
- Developers
- Local and industry media
- Local community activists

Message points and/or elements of these communications vehicles which targeted audiences would find beneficial include:

- Status of the reuse process, including discussion of intended "Inland Port" concept and pursuance of FTZ designation
- Time schedule
- Land uses and acreage
- Land use map
- Regional locator map
- Point of contact for additional information

Finally, the goal through these communications vehicles is to create excitement and interest in what is happening at March, and to create a two-way dialog with influences in the process. Each communication should include a response vehicle and point of contact for additional information, i.e., a perforated response card in the brochure and 1-800 number and e-mail address in all communications.

2. Long-Term Marketing Communications Programs

An update of the marketing plan should be initiated following the Record of Decision (ROD), when the final land use and phasing plans and extended planning studies recommended here are completed. The JPA will then be able to identify the appropriate types of developers and end-users to target, as dictated by the land use scheduled for development.

The following outlines the core considerations involved in developing a final marketing plan given determination of the factors listed above.

a. Creation of Sales and Development Strategies

Every strategy will not be appropriate, nor effective, for every phase of development at March. Several which might be considered, however, are:

- One-on-one selling
- Advertising
- Industry trade shows
- Database of inquiries/Direct marketing
- Property tours
- Information center
- "Road Show"

b. Development of Targeted Materials

The sales strategies and targets will dictate the types of marketing materials needed. Commonly utilized marketing materials include:

- Brochures
- Newsletters
- Direct Mail
- Internet Home Page
- Collateral Materials/Press Kit
- CD-ROM and Videotapes

c. *Establishment of an Appropriate Budget*

Budget necessities will largely be dictated by the audiences targeted, strategies used and materials produced. Budget projections are premature prior to the adoption of a marketing strategy and time frame and resolution of the related policy decisions. Budgetary information and ranges will vary widely and be of limited use until such decisions are established.

d. *Implementation of a Tracking and Evaluation System*

Finally, the JPA needs to ensure an on-going research component is included in the final marketing strategy, based upon mutually agreed upon measurements and systems which will be implemented to track and evaluate the effectiveness of the overall marketing plan.

MARKETING STRATEGY PLAN MARCH AIR FORCE BASE MASTER REUSE PLAN

ADDENDUM "A" Summary of Keyser Marston Study

Early 1996, Keyser Marston and Associates (KMA) conducted a Preliminary Market Research on the Preferred Land Use Pattern of the Base Reuse Plan for March JPA. The work program commenced with the purpose of providing a preliminary "reality check" as to the market feasibility or viability of the plan. The research particularly identified the medium to long term potential of the plan, as opposed to the immediate return and demand/supply relationship.

The research identified the following:

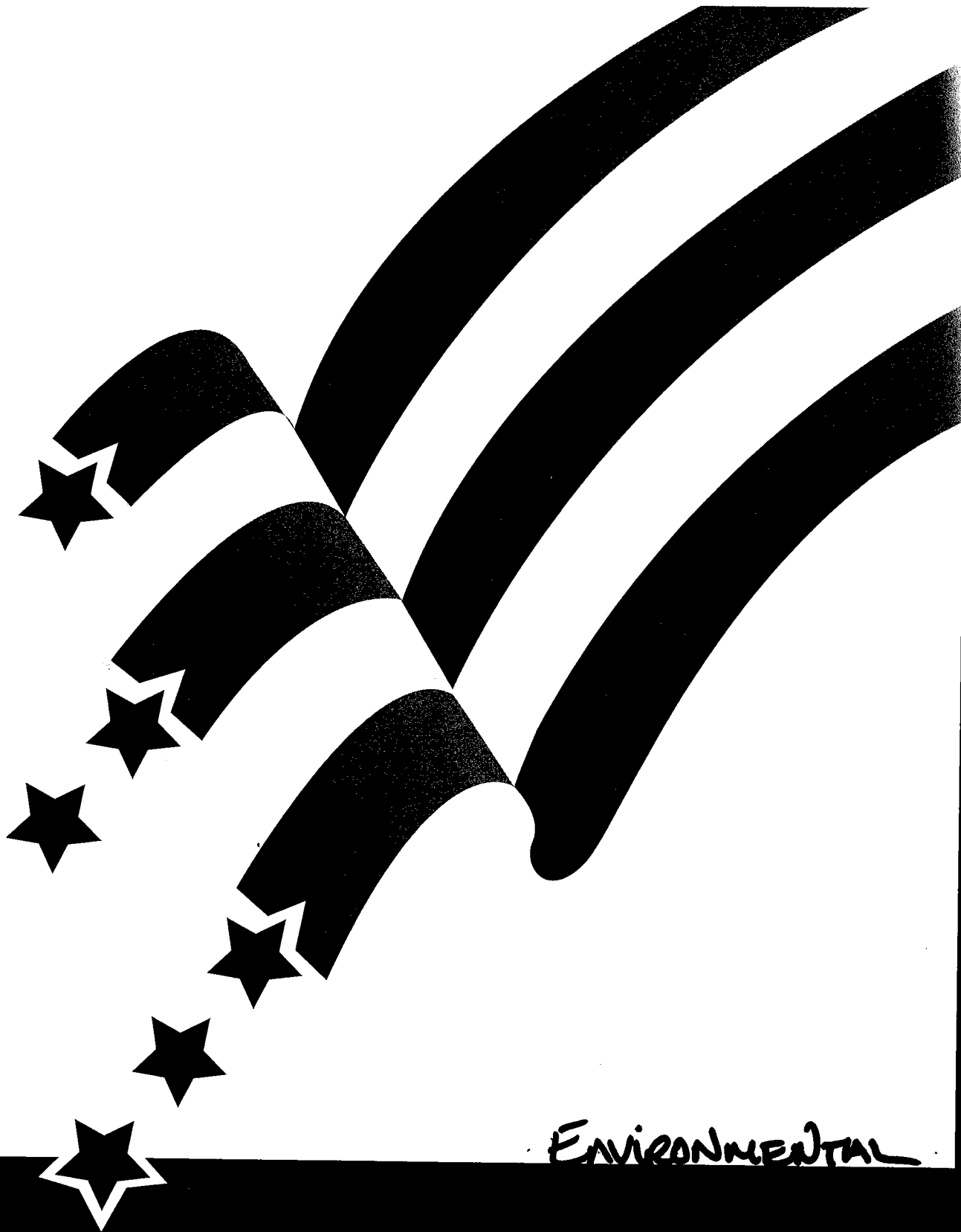
1. With the large inventory of developable land, the market in the Inland Empire will remain intensely competitive.
2. Successful marketing of property is centered on land cost, as the Inland Empire is a high price-sensitive market.
3. Capitalization on the joint use of the aviation field as an "inland port," should be a major thrust for economic development at March.
4. A financial plan should be developed to serve as a guide for repositioning March.
5. With the immensely growing economic setting of the Inland Empire, the March Joint Powers Authority (JPA) is well positioned to take advantage of the strengths of the region and the assets of March.
6. The joint use of the airfield and the existence of a 13,300 foot long runway, positions March at a great advantage to serve the exponentially growing air cargo market.

7. Specific land use designations of the Preferred Pattern have economic advantages that are either not met or under served within the region, in particular the Destination Recreation/Cultural Center and Aviation for air cargo.
8. Research identified strategies for land uses that are already in the market area, such as inventorying land for future needs, flexibility in land use controls, selective attraction based upon regional and site specific strengths, and means of expanding the basic sector of the Inland Empire economy.

The Inland Empire is the only metropolitan area of Southern California to add private sector jobs in the 1990's. Furthermore, the population of the Inland Empire increased at a rate greater than three times that of Los Angeles County, and more than twice of Orange County. Projections reflect this continued growth through the year 2010. This would result in a population of 5 million at year 2010, comparison to the 3 million of 1995. Employment projections is also anticipated to expand rapidly, with Riverside County growing from 900,000 jobs in 1994 to 1.6 million in year 2010.

The research further concludes that the key to being competitive lies with the ability to compete inventory, proximity to major metropolitan areas, and strong transportation links. Complete discussion and analysis is included within the Preliminary Market Research on the Preferred Land Use Pattern prepared by KMA.

This document is incorporated herein by reference, and available at the offices of March Joint Powers Authority.



ENVIRONMENTAL

ENVIRONMENTAL ANALYSIS

MARCH AIR FORCE BASE MASTER REUSE PLAN

**Authorized for Submittal to
The United States Air Force
by
The March Joint Powers Commission**

**December, 1995
March, 1997**

March Joint Powers Authority

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The Environmental Documents included or referenced in this section were prepared by:

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September, 1994 - April, 1997

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Draft and Final Environmental Impact Statements

Air Force Center for Environmental Excellence
Air Force Base Conversion Agency
EARTH TECH

BRAC Clean-Up Plan

Air Force Center for Environmental Excellence
Air Force Base Conversion Agency
Base Clean-Up Team
Restoration Advisory Board

Air Quality Conformity Analysis

Air Force Center for Environmental Excellence
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ENVIRONMENTAL ANALYSES MARCH AIR FORCE BASE MASTER REUSE PLAN

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MARCH AIR FORCE BASE MASTER REUSE PLAN

ENVIRONMENTAL ANALYSES - SUMMARY

March Air Force Base (AFB) was recommended by the 1993 Defense Base Realignment and Closure Commission (BRAC) for realignment to an Air Reserve Base effective April 1, 1996. The first phase of implementing this action is base-wide reuse planning, which includes environmental impact analysis activities, natural and cultural resources determinations and consultations, identification of uncontaminated property, and environmental cleanup and compliance related activities.

The Environmental Impact Statement (EIS) for the Federal Action

As part of the reuse planning phase, the Air Force, in compliance with National Environmental Policy Act (NEPA), must consider all reasonable disposal alternatives and their respective environmental impacts. In the case of the March realignment, this included preparation of an EIS. The EIS was prepared to provide information and analysis on the potential impacts resulting from disposal and proposed reuse of base property. The Notice of Intent to prepare an EIS was published in the Federal Register on October 28, 1993. With potential joint use of the airfield, the Federal Aviation Administration (FAA) was a cooperating agency to the Air Force, which was the lead agency responsible for preparing the EIS.

A preferred land use pattern and alternatives were studied within the EIS to identify the range of direct and indirect environmental consequences. A public scoping meeting was held April 20, 1994 at which information was gathered and used to determine the scope and direction of studies and analysis required to complete the EIS. A draft EIS was completed in mid 1995, and the Final EIS for the realignment of March was issued in February 1996.

Base Cleanup

The Base Realignment and Closure Cleanup Plan (BCP) sets forth the strategy for cleaning up contaminated sites at Air Force installations being closed or realigned. The BCP serves as a roadmap for cleaning up March AFB. The three main objectives of the Plan as prescribed in the President's Five-Part Plan for converting realigned military installations to productive reuse are: 1) protecting human health and the environment; 2) expeditious cleaning of sites to permit property to be conveyed to the local redevelopment agency, and; 3) optimizing program expenditures by adopting innovative remedial technologies and by using "common sense" approaches to base cleanup.

The Cleanup Plan was jointly prepared by the BRAC Cleanup Team, which includes federal, regional and local agency representatives. The team obtained input on the Plan from the public, the local redevelopment agency (the March Joint Powers Authority), and the Restoration Advisory Board (RAB). A key element to the President's plan deals with improving public involvement opportunities in the base environmental cleanup program, which includes the

formation of the RAB. The RAB consists of members of the public and persons with technical background representing the military and environmental agencies. The RAB is designed to act as a focal point for the exchange of information between March AFB and the public community concerning environmental cleanup at March.

The BCP is a planning document, and it considers all applicable federal and state laws including: the Base Closure and Realignment Act; NEPA; the Comprehensive Environmental Response, Compensation, and Liability Act; the Community Environmental Response Facilitation Act; and the Resource Conservation and Recovery Act (RCRA). The Cleanup Plan is a dynamic document that is updated regularly to reflect current status and strategies of remedial activities. The original document was issued in April 1994. The BCP contained within the Base Reuse Plan is the March 1995 version.

Forty-three Installation Restoration Program (IRP) sites have been identified on March AFB. The remediation strategies as contained within the Plan will be implemented in accordance with Congressional funding of the BRAC IRP. March AFB estimated requirements for a five year fiscal period (FY 1996 - FY 2000) is approximately \$67.7 million, with an estimated \$7.5 million for IRP related compliance activities alone. When remediation of contaminated sites on March AFB is complete, property may be conveyed with or without constraints.

Air Quality Conformity

One of the requirements for completing and signing a Joint Use Agreement for shared use of the airfield was an "air quality conformity analysis." This analysis is required of any federal action that could have an impact on air quality in non-attainment areas in the country. The joint use agreement that would permit civilian air operations could have an impact on air quality, and it is that impact that was evaluated in the analysis.

After several months of evaluation of different scenarios of joint use activity, the Air Force was able to make a finding that the joint use of the airfield facilities would not negatively impact the California State Implementation Plan to attain federal air quality standards. This finding does make assumptions regarding the assumed number of operations that would occur by civilian aircraft, and these assumptions form the basis for environmental conditions that are contained in the final joint use agreement.

While the earlier referenced actions and documents satisfy the requirements of the Department of Defense for the base reuse process, further environmental actions will occur with respect to implementation of the Master Reuse Plan. Future actions relative to environmental analysis, will primarily be through the California Environmental Quality Act (CEQA). Base reuse and redevelopment activities determined to be a "project" under CEQA will need to have an environmental assessment prepared, which may include the preparation of a notice of exemption, negative declaration, mitigated negative declaration, or possibly an environmental impact report (EIR). With the preparation of a general plan, an EIR in accordance with the requirements of CEQA will need to be prepared and certified prior to the adoption of a general plan for March.

ENVIRONMENTAL ANALYSES MARCH AIR FORCE BASE MASTER REUSE PLAN

I. SUMMARY OF FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

A. Purpose of and Need for Action

March Air Force Base (AFB), California, was one of the bases recommended by the 1993 Defense Base Realignment and Closure Commission (BRAC) for realignment. The Commission's recommendations were accepted by the President and submitted to Congress on July 2, 1993. As Congress did not disapprove the recommendations in the time given under the Defense Base Closure and Realignment Act (DBCRA) of 1990 (Public Law 101-510, Title XXIX), the recommendations have become law. March AFB is scheduled to be realigned to an Air Reserve Base (ARB) on March 31, 1996.

The Air Force is required to comply with the National Environmental Policy Act (NEPA) in the implementation of base disposal and reuse. The Air Force must now make a series of interrelated decisions concerning the disposition of excess base property. This environmental impact statement (EIS) has been prepared to provide information on the potential impacts resulting from disposal and proposed reuse of the base property. The Federal Aviation Administration (FAA) is a cooperating agency in the preparation of this EIS, and it will make decisions on its own and assist the Air Force in making related decisions concerning March AFB property. Several alternative reuse concepts are studied to identify the range of potential direct and indirect environmental consequences of disposal and reuse.

After completion and consideration of this EIS, the Air Force will prepare decision documents stating the terms and conditions under which the dispositions will be made. These decisions may affect the environment by influencing the nature of the future use of the disposal property.

B. Alternatives Including the Proposed Action

March AFB encompasses more than 6,700 acres, including the airfield, aviation support, industrial, institutional (medical and educational), commercial, residential, and public facilities/recreation areas. Surplus property will be available for disposal for civilian reuse, and a cantonment area that includes the airfield will be retained by the Air Force Reserve (AFRES). The Proposed Action and alternatives evaluated in this EIS considered all of the area within the prerealignment base boundary.

A Proposed Action and four alternatives are assessed in this EIS for the purpose of evaluating potential environmental impacts resulting from the subsequent use of this land. The Air Force has based the Proposed Action on the draft land use plan presented by the March Joint Powers Authority (JPA), the designated reuse authority. The March JPA consists of representatives from the local jurisdictions adjacent to March AFB: Riverside County and the cities of Riverside, Moreno Valley, and Perris. To encompass the range of possible reuses, the Air Force developed four other alternatives, including the No-Action Alternative, for analysis.

Proposed Action. The Proposed Action, which is based on the preferred alternative in the JPA's draft land use plan, features joint military-civilian use of the airfield. Under the Proposed Action, over 97,000 aircraft operations are expected by 2016. Of these, approximately 41,000 would be military; the remainder would be commercial passenger and air cargo operations. The plan also incorporates aviation support, industrial, business park, institutional (medical), commercial, mixed use, residential, and public facilities/recreation land uses on those portions of the base to be disposed. The Proposed Action was prepared under the assumption that all Stephen's Kangaroo Rat (SKR) (a federally listed endangered species) habitat areas on March AFB would be exchanged for other suitable habitat within Riverside County to allow the communities affected by the realignment to realize the full benefits of economic redevelopment of disposal property.

The following alternatives to the Proposed Action are also being considered:

- **The SKR/Aviation Alternative** would include joint military-civilian use of the airfield, with aviation support land uses to accommodate commercial passenger and air cargo services. Under this alternative, approximately 125,000 aircraft operations would be expected by 2016. Non-aviation civilian uses would include industrial, commercial, institutional (medical), mixed use, residential, public facilities/recreation, and agriculture. Some SKR habitat areas would continue to be protected, others would be exchanged to allow civilian development.
- **The SKR/Cargo Alternative** would include joint military-civilian use of the airfield, with approximately 75,000 military and civilian air cargo flight operations projected by 2016. All areas that have been designated as SKR habitat would continue to be protected. Other non-aviation civilian uses would

include industrial, business park, institutional (educational), commercial, residential, public facilities/recreation, and agriculture.

- **Under the Military Aviation Alternative**, the airfield would be operated and utilized solely by the military. The property available for disposal would be redeveloped for non-aviation uses, including industrial, business park, institutional (education), commercial, residential, and public facilities/recreation. All SKR habitat on West March would be exchanged to allow civilian redevelopment.
- **Under the No-Action Alternative**, AFRES operations would continue within the military cantonment. The airfield would continue to be used by the 452nd Air Mobility Wing (AFRES), tenant organizations, and transient aircraft. The remainder of the base would be placed in caretaker status with no civilian reuse. All SKR management and open space areas would continue to be protected.

Other Land Use Concepts. Seven other land use concepts have been identified as being possible components of the Proposed Action and alternatives under consideration. The SKR habitat concept would involve maintaining SKR habitat areas currently protected under a 1993 Biological Opinion. The U.S. Department of Agriculture (USDA) Forest Service has requested property and facilities to support emergency services activities conducted by the Forest Service, the Federal Emergency Management Agency, the California Office of Emergency Services, the California Department of Forestry and Fire Protection, the National Weather Service, and the Bureau of Land Management. The Department of Veterans Affairs has requested property on West March to support expansion of the Riverside National Cemetery, adjacent to March AFB. The U.S. Navy and Marine Corps Reserve Forces have requested several facilities for administrative and classroom uses. The Army and Air Force Exchange Service (AAFES) has requested several facilities to be used to provide services and merchandise to authorized Air Force personnel (active duty, reserve, and retired) and their dependents. The U.S. Army Reserve has requested three facilities for administrative and classroom training purposes. The California Army National Guard has requested 15 acres of land to construct a multi-unit armory for administrative and classroom purposes.

C. Scope of Study

The Notice of Intent to prepare an EIS for the disposal and reuse of March AFB was published in the Federal Register on October 28, 1993. Issues related to the disposal and reuse of March AFB property were identified during an ensuing scoping period. A public scoping meeting was held on April 20, 1994 at the Senior Center in Moreno Valley, California. The comments and concerns expressed at this meeting and in written correspondence received by the Air Force, as well as information from other sources, were used to determine the scope and direction of studies and analyses required to accomplish this EIS.

This EIS discusses the potential environmental impacts associated with the Proposed Action and alternatives as well as with interim activities (e.g., interim outleases). In order to establish the context in which these environmental impacts may occur, potential changes in population and employment, land use and aesthetics, transportation, and utility services are discussed as reuse-related influencing factors. Issues related to current and future management of hazardous materials and wastes are also discussed. Potential impacts to the natural environment are evaluated for geology and soils, water resources, air quality, noise, biological resources, and cultural resources. Potential environmental justice impacts to low-income and/or minority populations could occur from increased aircraft and surface traffic noise. These impacts may occur as a direct result of disposal and reuse actions or as an indirect result of changes to the local communities.

The baseline against which the Proposed Action and alternatives are analyzed consists of the conditions projected at base realignment in 1996. Although the baseline assumes a realigned base with a military cantonment, a reference to prerealignment conditions is provided in several sections (e.g., air quality and noise) to allow a comparative analysis over time. This reference will assist the Air Force decision maker and other agencies that may be making decisions relating to disposal and reuse of the properties to be excessed at March AFB in understanding potential long-term trends in comparison to historic conditions prior to realignment.

In addition to preparation of this EIS, the Air Force conducts other studies in support of base disposal and reuse. The Basewide Environmental Baseline Survey (EBS) for March AFB (U.S. Air Force, 1994a), accomplished in 1994, provides information on the condition of property to be disposed, in compliance with the federal Community Environmental Response Facilitation Act (Public Law 102-42, 42 U.S.C. Section 9620[h]). An EBS is required by Department of Defense policy before any property can be sold, leased, transferred, or acquired. The Socioeconomic Impact Analysis Study (SIAS) (U.S. Air Force, 1995g) describes the economic impacts expected in the region as a result of the disposal of portions of March AFB. This document, although not required by NEPA, will assist the local community in planning for the transition of portions of the base property from military to civilian use.

D. Summary of Environmental Impacts

This EIS considers environmental impacts of the Air Force's disposal of excess base property and portrays a variety of potential land uses to cover reasonable future uses of the property and facilities by others. Alternative scenarios, including the community's draft land use plan, were used to group reasonable land uses and to examine the reasonably foreseeable environmental effects of likely reuse of March AFB disposal property.

Potential environmental impacts of the Proposed Action and reasonable alternatives are briefly described below. Reuse-related factors include projections of the reuse activities

that would likely influence the biophysical environment, including ground disturbance, socioeconomic factors, and infrastructure demands, and are summarized within the Final Environmental Impact Statement (FEIS). The employment and population trends are also depicted in the FEIS. Under all alternatives, reuse-related increases in population and employment and associated traffic (including roadway level of service, noise, and air emissions) and utility effects would be very small in comparison to projected baseline growth in the region of influence (ROI). Potential impacts of the Proposed Action and reasonable alternatives over the 20-year study period are summarized in the FEIS.

Mitigation and Pollution Prevention. Options of mitigating potential environmental impacts that might result from the Air Force disposing of property or from the implementation of the Proposed Action or alternatives by property recipients are presented and discussed. Since most potential environmental impacts would result directly from the reuse by others, the Air Force would not typically be responsible for implementing such mitigation. Responsibility for these suggested mitigation, therefore, would be borne primarily by future property recipients or local governmental agencies. In a few exceptional cases (e.g., wetlands or cultural resources protection), the Air Force could impose mitigation requirements on property recipients by lease restrictions or deed covenants. Mitigation suggestions for affected resource areas, where appropriate, are summarized along with the environmental impacts of the Proposed Action and alternatives in the FEIS. However, the remediation of contaminated sites under the Installation Restoration Program (IRP) and other applicable regulatory programs is and will continue to be the responsibility of the Air Force.

E. Proposed Action

Local Community. Redevelopment of disposal property under the Proposed Action would result in an increase in employment and population in the ROI. Total ROI employment would increase from 1,209,100 at realignment to 2,335,871 in 2016; this represents an increase of 2.7 percent over the No-Action Alternative projections for that year. Population in the ROI would increase from 3,306,623 in 1996 to 5,794,381 in 2016, an increase of 0.3 percent over No-Action Alternative projections for that year.

Proposed land uses on disposal property would generally be compatible with existing land uses in the surrounding areas and with regional plans. Local communities may have to revise their comprehensive plans and zoning ordinances. Appropriate civilian redevelopment planning would visually integrate the disposal property into the surrounding area.

The Proposed Action would incorporate nine new access points to improve circulation and integrate the disposal property with the surrounding road network. By 2016, seven road segments would deteriorate to a level of service (LOS) below that defined as unacceptable conditions by the appropriate regional planning agencies, as a result of reuse-generated traffic. Implementation of roadway improvements could improve the

LOS to meet transportation planning standards. An increase of 56,581 civilian aircraft operations annually is projected by 2016, in addition to continuing military aircraft operations. No airspace conflicts or air transportation impacts are expected.

Utility consumption associated with the Proposed Action would represent an increase of less than 3 percent over No-Action Alternative projections in the ROI. Reuse-related effects on utility systems would be negligible compared to effects of regional growth.

Hazardous Materials and Hazardous Waste Management. The quantities of hazardous materials and waste used and generated under the Proposed Action are expected to be greater than under realignment conditions. The responsibility for managing hazardous materials and wastes would shift from a single user to multiple, independent users. Activities associated with the military cantonment would continue to require use of similar types and quantities of hazardous materials as under realignment conditions.

Reuse activities are not expected to affect remediation under the IRP, which is proceeding according to the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA) regulations. The Restoration Advisory Board (RAB) will continue to review and provide comments on proposed remedial actions and act as the liaison between the local community and the BRAC Cleanup Team (BCT) during environmental restoration. However, redevelopment of some properties may be delayed or land use restrictions may be required due to the extent and type of site contamination and by current and future IRP remediation activities. Based on the results of IRP investigations, the Air Force may, where appropriate, place limits on land reuse through deed restrictions on conveyances and use restrictions on leases.

Prior to property disposal, existing underground storage tanks (USTs) not in conformance with current regulations or not required for reuse would be deactivated and removed in accordance with applicable regulations. Unused aboveground storage tanks will be purged, and oil/water separators that would not be reused will be pumped and cleaned of any contents in accordance with applicable regulations. New storage tanks required for reuse would be subject to all federal, state, and local regulations. All federally and state-regulated polychlorinated biphenyls (PCBs) were either removed and properly disposed of prior to realignment, or are below federal and state action levels. All ordinance associated with the explosive ordnance disposal range and spent bullets associated with the small arms range will be cleared prior to disposal. The small arms range would continue to be used under civilian management, with joint use by military personnel at March AFB.

Asbestos-containing material (ACM) in such a condition that it poses a health risk will be abated prior to property disposal. Demolition or renovation of structures with ACM would be subject to applicable federal, state, and local regulations. Management of ACM on disposal property would be the responsibility of the new owner. The Air Force will be responsible for management of ACM within the military cantonment. Reuse-related pesticide usage would be subject to the Federal Insecticide, Fungicide,

and Rodenticide Act (FIFRA) and state guidelines. Random levels at March AFB are below the U.S. Environmental Protection Agency (EPA) recommended mitigation level of 4 picocuries per liter (pCi/l). Medical/biohazardous waste generated under this alternative would be disposed of in accordance with applicable regulations. Recipients of facilities constructed prior to or during 1978 would be notified that lead-based paint may exist on the premises. Demolition or renovation activities for facilities containing lead-based paint would be subject to all applicable regulations.

Natural Environment. The Proposed Action would result in minor effects on geology and soils from ground disturbances associated with facility construction, renovations, demolition, and infrastructure improvements. Construction-related disturbance of 5 acres or more would be subject to National Pollutant Discharge Elimination System (NPDES) permit requirements to reduce runoff to waters of the United States. Implementation of standard construction practices for highly erodible soils would minimize erosion and runoff effects for all development activities. Runoff from reuse development activities would exceed the planned capacity of local area drainage plans, and could have impacts on downstream facilities. New property owners may have to coordinate with the Riverside County Flood Control and Water Conservation District (RCFCWCD) regarding drainage studies and design and construction of additional facilities. Construction of detention basins would likely be required, in accordance with local jurisdiction requirements.

Air pollutant emissions generated by the Proposed Action would be greater than at realignment; however, the increased emissions would not delay regional progress toward attainment of any standard. The increase in reuse-related traffic on local roads could slightly affect localized carbon monoxide (CO) levels at intersections near the disposal property. Analysis was accomplished for six nearby intersections. Of the three intersections where 8-hour CO ambient air quality standards would be exceeded under the No-Action Alternative, reuse-related traffic under the Proposed Action would slightly increase the exceedances at two and decrease the exceedance at the third. CO standards would not be exceeded at the other three intersections. Implementation of traffic demand management programs and standard construction practices by new owners, in consultation with the local regulatory agency, would reduce emissions.

Aircraft noise from the Proposed Action civilian aviation operations would result in an increase of 441 acres and 1,357 residents exposed to Community Noise Equivalent Level (CNEL) of 60 decibels (dB) or greater by 2016, compared to realignment conditions. As a result of reuse-generated surface traffic, 779 additional residents would be exposed to CNEL 60 dB or greater. Construction of barrier walls, use of sound-insulating materials, and appropriate land use planning by local jurisdictions would reduce traffic noise to acceptable levels.

Effects to biological resources would be minor under the Proposed Action. The proposed land exchange of SKR habitat would mitigate potential impacts to that species. Development could result in direct impacts on up to 79 acres of wetlands on West March. Minimal impacts are expected, however, because ample nonwetland acreage

is available to support proposed development. No federally or state-listed threatened or endangered species are expected to be impacted by the Proposed Action.

Historic properties, which are properties listed or are potentially eligible for listing on the National Register of Historic Places (NRHP), within the cantonment will be managed in accordance with the Historic Preservation Plan (HPP). Conveyance of historic properties on disposal property to a non-federally entity may have adverse effects. The Air Force will consult with the State Historic Preservation Officer (SHPO) and the Advisory Council on Historic Preservation (Council) regarding appropriate mitigation measures, which may include avoidance, stabilization, data recovery, or placing preservation covenants in the transfer documents. The SHPO has concurred that construction of the AFRES security fence through the March Field Historic District will have no adverse effect.

F. SKR/Aviation Alternative

Local Community. Redevelopment of disposal property under the SKR/Aviation Alternative would result in an increase in employment and population in the ROI. Total ROI employment would increase from 1,209,100 at realignment to 2,318,148 in 2016; this represents an increase of 1.9 percent over the projected 2016 employment without reuse. Population in the ROI would increase from 3,306,623 in 1996 to 5,789,929 in 2016, an increase of 0.2 percent over No-Action Alternative projections for that year.

Proposed land uses on disposal property would generally be compatible with existing land uses in the surrounding area and with regional plans. Local communities may have to revise their comprehensive plans and zoning ordinances. Appropriate civilian redevelopment planning would visually integrate the disposal property into the surrounding area.

The SKR/Aviation Alternative would incorporate seven new access points to improve circulation and integrate the disposal property with the surrounding road network. By 2016, eleven road segments would deteriorate to an LOS below applicable standards as a result of reuse-generated traffic. Implementation of roadway improvements could improve the LOS to meet transportation planning standards. An increase of 84,455 civilian aircraft operations annually is projected by 2016, in addition to 40,950 continuing military aircraft operations. No airspace conflicts or air transportation impacts are expected under the SKR/Aviation Alternative.

Utility consumption associated with the SKR/Aviation Alternative would represent an increase of less than 3 percent of No-Action alternative projections in the ROI. Reuse-related effects on utility systems would be negligible.

Hazardous Materials and Hazardous Waste Management. The quantities of hazardous materials and waste used and generated under the SKR/Aviation Alternative are expected to be greater than at realignment and similar to the Proposed Action. IRP

site remediation could cause some delays in redevelopment or require some land use restrictions. Remediation of IRP sites within SKR habitat would continue to be conducted in accordance with the 1993 Biological Opinion. Other aspects of hazardous materials and waste management associated with this alternative would be similar to those discussed under the Proposed Action.

Natural Environment. The SKR/Aviation Alternative would result in minor effects on geology and soils from ground disturbance associated with facility construction, renovations, demolition, and infrastructure improvements. Compliance with NPDES permit requirements and use of standard construction practices would minimize erosion and runoff effects. Runoff from reuse development activities would exceed the planned capacity of local area drainage plans, and could have impacts on downstream facilities. New property owners may have to coordinate with the RCFCWCD regarding drainage studies and design and construction of additional facilities. Construction of detention basins would likely be required, in accordance with local jurisdiction requirements.

Air pollutant emissions generated by the SKR/Aviation Alternative would be greater than at realignment; however, the increased emissions would not delay regional progress toward attainment of any standard. The increase in reuse-related traffic on local roads could slightly affect localized CO levels at intersections near the disposal property. Of the three intersections where 8-hour CO standards would be exceeded under the No-Action Alternative, reuse-related traffic under the SKR/Aviation alternative would slightly increase the exceedances at two and decrease the exceedance at the third. Reuse-related traffic would also result in exceedance of the 8-hour CO standards at one additional intersection. CO standards would not be exceeded at the other two intersections. Implementation of traffic demand management programs and standard construction practices by new owners, in consultation with the local regulatory agency, would reduce emissions.

Aircraft noise associated with the SKR/Aviation Alternative civilian aviation operations would result in an increase of 718 acres and 616 residents exposed to CNEL 60 dB or greater by 2016. As a result of reuse-generated surface traffic, 810 additional residents would be exposed to CNEL 60 dB or greater. Construction of barrier walls, use of sound-insulating materials, and appropriate land use planning by local jurisdictions would reduce traffic noise to acceptable levels.

Effects to biological resources under the SKR/Aviation Alternative would be minor. Much of the wetland acreage is within the protected SKR habitat areas, where disturbance would be restricted. Development in other areas of West March could result in direct impacts on up to 51 acres of wetlands. Minimal impacts are expected, however, because ample nonwetland acreage is available to support proposed development. No federally or state-listed threatened or endangered species are expected to be impacted by the SKR/Aviation Alternative.

Historic properties within the cantonment will be managed in accordance with the HPP. Conveyance of historic properties on disposal property to a non-federal entity may have

adverse effects. The Air Force will consult with the SHPO and the Council regarding appropriate mitigation measures, which may include avoidance, stabilization, data recovery, or placing preservation covenants in the transfer documents. The SHPO has concurred that construction of the AFRES security fence through the March Field Historic District will have no adverse effect.

G. SKR/Cargo Alternative

Local Community. Redevelopment of disposal property under this alternative would result in an increase in employment and population in the ROI. Total ROI employment would increase from 1,209,100 at realignment to 2,298,742 in 2016; this represents an increase of 1.1 percent over the projected 2016 employment without reuse. Population in the ROI would increase from 3,306,623 in 1996 to 5,785,567 in 2016, an increase of 0.1 percent over No-Action Alternative projections for that year.

Proposed land uses on disposal property would generally be compatible with land uses in the surrounding area and with regional plans. Local communities may have to revise their comprehensive plans and zoning ordinances. Appropriate civilian redevelopment planning would visually integrate the disposal property into the surrounding area.

The SKR/Cargo Alternative would incorporate seven new access points to improve circulation on base and integrate the disposal property with the surrounding road network. By 2016, two road segments would deteriorate to an LOS below applicable standards as a result of reuse-generated traffic. Implementation of roadway improvements could improve the LOS to meet transportation planning standards. An increase of 33,945 civilian aircraft operations annually is projected by 2016, in addition to 40,950 continuing military aircraft operations. No airspace conflicts or air transportation impacts are expected under the SKR/Cargo Alternative.

Utility consumption associated with the SKR/Cargo Alternative would represent an increase of less than 2 percent of No-Action Alternative projections in the ROI. Reuse-related effects on utility systems would be negligible.

Hazardous Materials and Hazardous Waste Management. The quantities of hazardous materials and waste used and generated under the SKR/Cargo Alternative would be greater than realignment conditions but less than the Proposed Action or the SKR/Aviation Alternative. IRP site remediation could cause some delays in redevelopment or require some land use restrictions. Remediation of IRP sites within SKR habitat would continue to be conducted in accordance with the 1993 Biological Opinion. The small arms range would continue to be used by AFRES and military tenants, and would be managed under applicable Air Force regulations. Other aspects of hazardous materials and waste management associated with this alternative would be similar to those discussed under the Proposed Action.

Natural Environment. The SKR/Cargo Alternative would result in minor effects on geology and soils from ground disturbance associated with facility construction, renovations, and demolition and infrastructure improvements. Compliance with NPDES permit requirements and use of standard construction practices would minimize erosion and runoff effects. Runoff from reuse development activities would exceed the planned capacity of local area drainage plans, and could have impacts on downstream facilities. New property owners may have to coordinate with the RCFCWCD regarding drainage studies and design and construction of additional facilities. Construction of detention basins would likely be required, in accordance with local jurisdiction requirements.

Air pollutant emissions generated by the SKR/Cargo Alternative would be greater than at realignment; however, the increased emissions would not delay regional progress toward attainment of any standard. The increase in reuse-related traffic on local roads could slightly affect localized CO levels at intersections near the disposal property. Of the three intersections where 8-hour CO standards would be exceeded under the No-Action Alternative, reuse-related traffic under the SKR/Cargo Alternative would slightly increase the exceedances at two and decrease the exceedance at the third. CO standards would not be exceeded at the other three intersections. Implementation of traffic demand management programs and standard construction practices by new owners, in consultation with the local regulatory agency, would reduce emissions.

Aircraft noise associated with the SKR/Cargo Alternative civilian aviation activities would result in an increase of 560 acres and 1,104 residents exposed to CNEL 60 dB or greater by 2016. As a result of reuse-generated surface traffic, 382 additional residents would be exposed to CNEL 60 dB or greater. Construction of barrier walls, use of sound-insulating materials, and appropriate land use planning by local jurisdictions would reduce traffic noise to acceptable levels.

Effects to biological resources under the SKR/Cargo Alternative would be minor. Much of the wetland acreage is within the protected SKR habitat areas, where development would be restricted. Development in other areas of West March could result in direct impacts on up to 64 acres of wetlands. Minimal impacts are expected, however, because ample nonwetland acreage is available to support proposed development. No federally or state-listed threatened or endangered species are expected to be impacted by the SKR/Cargo Alternative.

Historic properties within the cantonment will be managed in accordance with the HPP. Conveyance of historic properties on disposal property to a non-federal entity may have adverse effects. The Air Force will consult with the SHPO and the Council regarding appropriate mitigation measures, which may include avoidance, stabilization, data recovery, or placing preservation covenants in the transfer documents. The SHPO has concurred that construction of the AFRES security fence through the March Field Historic District will have no adverse effect.

H. Military Aviation Alternative

Local Community. Redevelopment of disposal property under this alternative would result in an increase in employment and population in the ROI. Total ROI employment would increase from 1,209,100 at realignment to 2,302,701 in 2016; this represents an increase of 1.2 percent over the projected 2016 employment without reuse. Population in the ROI would increase from 3,306,623 in 1996 to 5,786,253 in 2016, an increase of 0.1 percent over No-Action Alternative projects for that year. Proposed land uses on disposal property would generally be compatible with land uses in the surrounding areas and with regional plans. Local communities may have to revise their comprehensive plans and zoning ordinances. Appropriate civilian redevelopment planning would visually integrate the disposal property into the surrounding area.

The Military Aviation Alternative would incorporate ten new access points to improve circulation and integrate the disposal property with the surrounding road network. By 2016, three road segments would deteriorate to an unacceptable LOS as a result of reuse-generated traffic. Implementation of roadway improvements could improve the LOS to meet transportation planning standards. Because there would be no civilian use of the airfield, there would be no increase in annual aircraft operations compared to realignment conditions. No airspace conflicts or air transportation impacts are expected under the Military Aviation Alternative.

Utility consumption associated with the Military Aviation Alternative would represent an increase of less than 2 percent over No-Action Alternative projections in the ROI. Reuse-related effects on utility systems would be negligible.

Hazardous Materials and Hazardous Waste Management. The quantities of hazardous materials and waste used and generated would be greater than under realignment conditions but less than for the Proposed Action and other reuse alternatives. IRP site remediation could cause some delays in redevelopment or require some land use restrictions. Other aspects of hazardous materials and waste management associated with this alternative would be similar to those discussed under the Proposed Action.

Natural Environment. The Military Aviation Alternative would result in minor effects on geology and soils from ground disturbance associated with facility construction, renovations, demolition, and infrastructure improvements. Compliance with NPDES permit requirements and use of standard construction practices would minimize erosion and runoff effects. Runoff from reuse development activities would exceed the planned capacity of local area drainage plans, and could have impacts on downstream facilities. New property owners may have to coordinate with the RCFCWCD regarding drainage studies and design and construction of additional facilities. Construction of detention basins would likely be required, in accordance with local jurisdiction requirements.

Air pollutant emissions generated by the Military Aviation Alternative would be greater than at realignment; however, the increased emissions would not delay regional progress

toward attainment of any standard. The increase in reuse-related traffic on local roads could slightly affect localized CO levels at intersections near the disposal property. Of the three intersections where 8-hour CO standards would be exceeded under the No-Action Alternative, reuse-related traffic under the Military Aviation Alternative would slightly increase the exceedances at two and decrease the exceedance at the third. CO standards would not be exceeded at the other three intersections. Implementation of traffic demand management programs and standard construction practices by new owners, in consultation with the local regulatory agency, would reduce emissions.

Aircraft noise associated with the military aviation activities would result in no change over realignment conditions. As a result of reuse-generated surface traffic, 297 additional residents would be exposed to CNEL 60 dB or greater. Construction of barrier walls, use of sound-insulating materials, and appropriate land use planning by local jurisdictions would reduce traffic noise to acceptable levels.

Impacts to biological resources under the Military Aviation Alternative would be minor. Development could result in direct impacts of up to 77 acres of wetlands on West March. Minimal impacts are expected, however, because ample nonwetland acreage is available to support proposed development. No federally or state-listed threatened or endangered species are expected to be impacted by the Military Aviation Alternative. Historic properties within the cantonment will be managed in accordance with the HPP. Conveyance of historic properties on disposal property to a non-federal entity may have adverse effects. The Air Force will consult with the SHPO and the Council regarding appropriate mitigation measures, which may include avoidance, stabilization, data recovery, or placing preservation covenants in the transfer documents. The SHPO has concurred that construction of the AFRES security fence through the March Field Historic District will have no adverse effect.

I. No-Action Alternative

Local Community. Under the No-Action Alternative, AFRES and tenant units would continue to operate within the military cantonment. The remainder of the base would be put to no further use and placed under long-term caretaker status and maintained by the Air Force Base Conversion Agency Operating Location (OL). Caretaker activities would generate approximately 1,661 direct and 951 secondary jobs throughout the 20-year analysis period. By 2016, total employment in the ROI is projected to reach 2,274,632 and total population is expected to be 5,779,846.

There would be no land use impacts from the No-Action Alternative. Upon realignment, all navigation aids will remain functional; AFRES will provide air traffic control. The number of military aircraft operations is projected to remain constant at approximately 40,950 throughout the 20-year analysis period. By 2016, 14 road segments and Interstate-215 (northbound and southbound) would deteriorate to an unacceptable LOS as a result of traffic related to regional growth. No increase in annual aircraft operations is expected. The increase in utility use associated with

regional growth would necessitate additional capacity in water and wastewater systems and landfills in the ROI.

Hazardous Materials and Hazardous Waste Management. Small quantities and various types of hazardous materials and pesticides would still be used. Hazardous materials and waste and IRP site remediation within the cantonment and outside it would be managed and controlled by AFRES and the OL, respectively, in accordance with applicable regulations. Remediation of IRP sites within SKR habitat will continue to be coordinated with the U.S. Fish and Wildlife Service (USFWS) in accordance with the 1993 Biological Opinion. Storage tanks not needed after realignment would be removed or maintained in place according to applicable regulations. AFRES would be responsible for operation and maintenance of remaining storage tanks and oil/water separators, the Bulk Fuels Storage Area, and the two hydrant fueling systems. The small arms range would continue to be used by AFRES and other military tenants, and would be managed under applicable Air Force regulations. ACM would be managed in accordance with Air Force policy to protect human health and the environment. Pesticide usage would continue to be managed in accordance with FIFRA and state guidelines. Medical/biohazardous waste generated by AFRES and tenant activities would be managed in accordance with applicable regulations. Facilities that were constructed during or prior to 1978 may contain lead-based paint and would be managed in accordance with Air Force policy.

Natural Environment. The No-Action Alternative would not cause adverse effects on geology or soils, water resources, noise, biological resources, or cultural resources. There would be no construction and, therefore, no erosion or runoff effects resulting from ground disturbance. Increased traffic resulting from regional growth would produce localized 8-hour CO concentrations that would exceed standards at three intersections near the base. Aircraft-related pollutant emissions and noise levels would be reduced from prerealignment conditions because of the reduction in military flight operations associated with realignment. This alternative could have overall beneficial effects on biological resources as a result of the reduction in human activity and ground disturbance compared to prerealignment conditions. All SKR habitat would continue to be protected under the terms of the 1993 Biological Opinion. The SHPO has concurred that construction of the AFRES security fence through the March Field Historic District will have no adverse effect. Historic properties on base would be managed in accordance with the HPP.

J. Other Land Use Concepts

Other independent land uses are analyzed in terms of their effects on employment, population, and the environment when combined with the Proposed Action and alternatives. The seven independent land use concepts analyzed in this EIS are briefly described in the following paragraphs. Impacts on the local community and the environment if these proposals are implemented are summarized in the FEIS.

SKR Habitat. The SKR habitat concept would involve preservation of SKR management and open space areas established and managed in accordance with a 1993 Biological Opinion issued by the USFWS. The SKR habitat outside of the military cantonment (1,879 acres) would likely be transferred to another federal agency that would manage the property for habitat conservation. SKR habitat within the cantonment would continue to be managed by the Air Force. Minimal ground disturbance, involving demolition of existing facilities in the weapons storage area and west of Air Force Village West, would occur. By 2016, implementation of the SKR habitat land use concept would result in no changes to the SKR/Cargo Alternative. When combined with the Proposed Action, the SKR/Aviation Alternative, or the Military Aviation Alternative, a decrease in disturbed acreage, facility construction, employment, population, and vehicle trips would result, because less acreage would be available for redevelopment.

Remediation of IRP sites would continue to be coordinated with the USFWS in accordance with the Biological Opinion. Wetlands within the SKR habitat would remain undisturbed and potentially significant cultural resource sites in these areas would remain under federal protection.

U.S. Department of Agriculture Forest Service Operations Coordination Center. The Forest Service has requested property and facilities to support an operations coordination center for federal and state agencies providing emergency services. The center would support 60 full-time employees who would be engaged in administrative functions. In times of emergency (e.g., wildfires), the number of employees could double temporarily. Facilities would include offices and communications equipment. A large open area would be used for mobilization of emergency crews, equipment, and supplies. Light aircraft and helicopters would land and take off from the AFRES airfield to support emergency activities. Environmental impacts are expected to be minimal.

Riverside National Cemetery Expansion. The Department of Veterans Affairs has requested property for expansion of the Riverside National Cemetery. Development would include grading, landscaping, irrigation, and addition of roadways and grave sites. It is anticipated that 50 percent of the property would be developed by 2016. No new construction is proposed and no increase in employment or traffic would be associated with this expansion. Because a portion of the property is within identified SKR open space area, some mitigation, such as a land exchange, would be required to develop this property. Environmental impacts are expected to be minimal.

Navy and Marine Corps Reserve Center. The U.S. Navy has requested several facilities for a Navy and Marine Corps Reserve Center. These activities would require 77 active duty personnel and a maximum of 557 reserve personnel on base for weekend duty. The facilities would be used for administrative functions, offices, and classrooms. A new parking lot would be constructed adjacent to Building 2670, requiring disturbance of about 2 acres. Environmental impacts are expected to be minimal.

Army and Air Force Exchange Service. The AAFES has requested continued use of several facilities to provide merchandise and services to authorized military personnel. These facilities are a car care center, an automobile workshop, a gas station, commissary, home and garden store, a Burger King, and the Base Exchange. No new construction would be required. These activities would employ 322 people. Environmental impacts are expected to be minimal.

Army Reserve. Headquarters 63rd Army Reserve Command has requested Facilities 602, 2996, and 2998 for administrative and classroom purposes. About 200 active duty personnel would be employed in these activities. A 4-acre parking lot for tactical military vehicles would be constructed north of Facility 2500, in the military cantonment. Environmental impacts are expected to be minimal.

California Army National Guard. Approximately 15 acres of vacant land has been requested by the California Army National Guard for construction of a multi-unit armory. Forty-two active duty personnel would use this facility daily; a maximum of 450 reserve personnel would be on base one weekend per month. The armory would be used for storage of small arms and vehicle maintenance supplies, including hazardous materials. Environmental impacts are expected to be minimal.

K. Environmental Justice

An environmental justice analysis was conducted pursuant to Executive Order 12898 in order to identify potential disproportionately high and adverse impacts to minority and low-income populations resulting from the disposal and reuse of March AFB property. Potential environmental justice impacts are summarized in the FEIS.

Proposed Action. Reuse-related aircraft noise would affect residential areas within four census tracts having disproportionately high low-income or minority populations. Surface traffic noise impacts could affect residents in seven census tracts having disproportionately high low-income or minority populations. Mitigation measures that could be implemented by the new property owners and/or local planning jurisdictions could include construction of barrier walls along affected roadways, use of sound insulating materials in building design, restricting residential development in areas exposed to high noise levels, and use of techniques such as barrier walls and buffer zones in new development plans.

SKR/Aviation Alternative. Reuse-related aircraft noise would affect residential areas within four census tracts having disproportionately high low-income or minority populations. Surface traffic noise impacts could affect residents in seven census tracts having disproportionately high low-income or minority populations. Mitigation measures that could be implemented by the new property owners and/or local planning jurisdictions could include construction of barrier walls along affected roadways, use of sound insulating materials in building design, restricting residential development in

areas exposed to high noise levels, and use of techniques such as barrier walls and buffer zones in new development plans.

SKR/Cargo Alternative. Reuse-related aircraft noise would affect residential areas within three census tracts having disproportionately high low-income or minority populations. Surface traffic noise impacts could affect residents in six census tracts having disproportionately high low-income or minority populations. Mitigation measures that could be implemented by the new property owners and/or local planning jurisdictions could include construction of barrier walls along affected roadways, use of sound insulating materials in building design, restricting residential development in areas exposed to high noise levels, and use of techniques such as barrier walls and buffer zones in new development plans.

Military Aviation Alternative. There would be no civilian aircraft operations; therefore, there would be no reuse-related aircraft noise impacts. Surface traffic noise impacts could affect residents in eight census tracts having disproportionately high-low income or minority populations. Mitigation measures that could be implemented by the new property owners and/or local planning jurisdictions could include construction of barrier walls along affected roadways, use of sound insulating materials in building design, restricting residential development in areas exposed to high noise levels, and use of techniques such as barrier walls and buffer zones in new development plans.

L. Summary of Public Comments

The Draft EIS (DEIS) for disposal of portions of March AFB was made available for public review and comment in August 1995. A public hearing was held in Moreno Valley, California, on September 4, 1995, at which time the Air Force presented the findings of the DEIS. Public comments received both verbally at the public meeting and in writing during the response period have been reviewed and are addressed by the Air Force in Chapter 9 of this EIS. In addition, the text of the EIS itself has been revised, as appropriate, to reflect the concerns expressed in the public comments.

M. Summary of Changes from the DEIS to the FEIS

Based on more recent studies or comments from the public, sections of the EIS have been updated or revised. In addition, a number of clarifications have been made in the text. These text revisions include the following:

- An environmental justice analysis was completed, and text has been added to the EIS.
- Information in Section 3.3., Hazardous Materials and Hazardous Waste Management, has been updated as of January 1996.

- Information on the status of cultural resources identification and evaluation has been updated.
- Information regarding management of burrowing owls on base has been corrected.
- Text has been added to Sections 3.4.2 and 4.4.2, Water Resources, to clarify the status of and potential runoff effects to local drainage plans.
- Disposal of the communications facility has been analyzed in one reuse alternative.
- Text addressing planned and ongoing development in the area around the base, and the potential for cumulative impacts, has been added.
- The traffic analyses has been adjusted to recognize criteria for acceptable conditions established by local planning jurisdictions.

The Final Environmental Impact Statement is incorporated herein by reference, and available at the offices of the March Joint Powers Authority.

ENVIRONMENTAL ANALYSES

MARCH AIR FORCE BASE MASTER REUSE PLAN

II. SUMMARY OF BRAC CLEANUP PLAN

A. Declaration

The Base Realignment and Closure (BRAC) Cleanup Plan or (BCP) sets forth a strategy for cleaning up contaminated sites at Air Force closure installations as expeditiously as possible. The Plan focuses on three main objectives as prescribed in the President's Five-Part Plan (July 1993) for converting closing military installations to productive reuse. These include:

1. Protecting human health and the environment.
2. Cleaning up sites quickly so that property can be conveyed to the local redevelopment agency as early as possible.
3. Optimizing program expenditures by adopting innovative remedial technologies and by using "common sense" approaches to cleanups.

The plan has been jointly prepared by the BRAC Cleanup Team (BCT) (represented by the Air Force BRAC Environmental Coordinator, the US Environmental Protection Agency, the State of California Environmental Protection Agency, Toxic Substances Control Division; and the Santa Ana Regional Water Quality Control Board), which relies on inputs from the public and the local redevelopment agency as expressed during Restoration Advisory Board (RAB) meetings, other public forums, or through written comments.

The BCT acknowledges that this BCP serves as a road map for cleaning up March Air Force Base (AFB) and agrees that the remedial strategies contained herein are to be implemented according to the schedules prescribed in the plan, subject to adequate and timely Congressional funding of the BRAC Installation Restoration Program (IRP). However, the BCT further acknowledges that the environmental condition of the property may change over time and the BCP may need to be updated to accommodate these changes as new information becomes available.

B. Introductions

In September 1993, March AFB was selected by Congress to realign its forces. Active duty Air Force personnel and aircraft assigned to the 722nd Air Refueling Wing (ARW) will depart the base by March 1996. Air Force Reserve (AFRES) and California Air National Guard (CANG) units will remain at March AFB and the base will be redesignated March Air Reserve Base (ARB).

On July 2, 1993, President Clinton announced a "Five-Part Plan" to speed the economic recovery at communities where military bases are slated to close or realign. A key element of the President's plan deals with accelerating environmental cleanup at those bases.

A March AFB BCT has been formed incorporating existing March AFB federal and state Remedial Project Managers (RPMs) and the Base RPM. The BCT will oversee the execution of the cleanup program including management of the Five-Part Plan and updating of the BCP. In July 1992, March AFB was given the initiative by Mr Gary Vest (Deputy Assistant Secretary of the Air Force for Environment, Safety and Occupational Health) to find a faster, better, and cheaper way to clean up March AFB. This resulted in a "bottom-up" review of the existing program, long before Headquarters Air Mobility Command direction to all bases to proceed with such a review.

The BCP outlines the status, management and response strategy utilizing risk-based assessments including site complexity, and action items related to the March AFB programs. These programs support full restoration of the base property, within Air Force funding constraints, taking into account proposed cleanup costs, property disposal requirements and reuse activities associated with the realignment of March AFB.

The BCP considers all applicable federal and state laws including, in part:

- Base Closure and Realignment Act
- National Environmental Policy Act
- Comprehensive Environmental Response, Compensation, and Liability Act
- Community Environmental Response Facilitation Act
- Resource Conservation and Recovery Act (RARA)

The BCP is a planning document, and the information and assumptions presented may not necessarily have complete approval from March AFB and/or federal and state regulatory agencies. It is a dynamic document that is updated regularly to reflect the current status and strategies of remedial actions. This represents the first update and represents conditions and strategy as of March 1995. The original document was issued in April 1994.

1. Strategy and Schedules

In November 1989, March AFB was listed on the U.S. Environmental Protection Agency (EPA) National Priorities List (NPL). The NPL is a list of sites that are considered to be of special interest and require immediate attention. In September 1990, March AFB signed a Federal Facility Agreement with the U.S. EPA Region IX; the California Department of Toxic Substances Control, Region 4; and the California Regional Water Quality Control Board, Santa Ana Region. This agreement required the base to prepare a comprehensive schedule of activities leading to the cleanup of IRP sites and established the protocols under which the regulatory agencies would work with the base to complete the investigations and cleanup.

The base currently has 43 identified IRP sites divided into three Operable Units (OUs). At this time, all sites are at least in the Remedial Investigation/Feasibility Study (RI/FS) stage, with some undergoing removal action. The OU 1 RI/FS documentation submitted to the regulators on 3 July 1993 and approved in August 1994 contains 12 sites that have had No Further Action Decision Documents prepared for review. The OU 1 draft Record of Decision (ROD) presently under review by the regulators presents a number of treatment methods for the remaining sites and commingled contamination plume. OU 3 is a single site removal action that was constructed in June 1994. The removal action combines dual extraction with free product skimming. The draft ROD submitted 7 November 1994 selected as the preferred alternative a remediation action utilizing the present system. An additional 29 potential sites have been tentatively identified based on the RARA 1993 Basewide Survey; 29 potential sites have been identified based on the 1994 Environmental Baseline Survey (EBS), and 2 potential sites have been identified by March AFB staff. In agreement with Federal and State regulatory representatives these potential sites will be investigated as removal actions before inclusion in an RI/FS, thereby saving time and cost. The OU 2 RI final report is scheduled for 22 February 1995, the FS is scheduled for 5 May 1995, the Proposed Plan (PP) for 22 May 1995 and the ROD for 9 June 1995. With approximately 26 sites, a variety of remediation options are being investigated.

The Reuse Plan is the responsibility of the March Joint Powers Commission (JPC), which is comprised of two representatives from Riverside County and two representatives from each of the following cities: Moreno Valley, Perris, and Riverside. The Commission is responsible for developing a plan for reuse and the Description of Proposed Action and Alternatives (DOPAA). The final EIS is required prior to base alignment in 1996.

Those parcels, which are determined to be environmentally clean, will be made available for transfer by the time the base is realigned. It is expected that land use constraints in the form of deed restrictions will be utilized. These deed or lease constraints will be initiated to prevent accidental transfer of the parcel to

a third party whose proposed use is not in keeping with the original Air Force environmental cleanup constraints. To date, no property has been transferred. March AFB will retain properties at present in use by the AFRES and CANG, in addition to a few tenant unit locations.

2. Costs

March AFB estimated requirements for the next five fiscal years (FY 96-FY 2000) total approximately \$67.6M. This does not include funds for any study phase activities since March AFB has already funded that phase. This amount includes approximately \$7.5M for IRP-related compliance activities.

3. Innovative Solutions/Technologies

The Fast-Track remediation methods initiated by March AFB since July 1992 have resulted in major savings in both dollars and time. This was accomplished first through general management improvements directed at building a team attitude between federal and state regulators and key base staff. This allowed a combined review of all actions, protocols and costs to affirm that they are driven by realistic requirements resulting in a program cost decrease from \$300M to \$122M and the date to have all remedies in place from the year 1998 to 2010.

March AFB then began overlapping various related primary documents during the review process, saving about 27 days on 100 days of document review time. Sites vary in complexity and type of contaminants, so investigative protocols need not be uniform, again saving time. The pollutants at March AFB generally fall into a few characteristic types, so similar treatment methods are feasible. This allows innovative technologies, non-time critical removal actions, and/or treatability studies that would be compatible with final remediation to be initiated in the RI/FS phase. This early action minimizes final remediation costs and operation time. During the design of removal action plans and specifications, regulator review was solicited at 30 percent, 60 percent, and 90 percent, saving review time at the end.

The use of multiple service centers has proven to be a major time saver. The base has not been tied to a single center that cannot respond to our needs as quickly as required. The use of the U.S. Army Corps of Engineers (Omaha) and their on-board contractor allowed a contract to be awarded and OU 3 RI work to be completed in approximately 45 days. Utilizing Air Force Center for Environmental Excellence (AFCEE) would have taken 8 months.

Each individual IRP site has continued to offer opportunities for additional time and money savings through brainstorming sessions at the regularly scheduled RPM meetings.

4. Community Involvement

The RAB, formerly the Technical Review Committee, conducted its first meeting on 19 January 1994. The RAB is designed to act as a focal point for information exchange between March AFB and the public. The base IRP staff has presented two days of training to RAB members in order to educate them in the operations of the restoration program including legal background, base IRP history, and tours of a number of sites.

5. Compliance Program

Compliance activities at March AFB are being conducted in coordination with environmental restoration activities under the IRP. These include any underground storage tank replacement program and upgrading of the wastewater treatment plant and lagoons. March AFB conducts a fuel pipeline leak monitoring program, a hazardous waste compliance program involving seven accumulation points, and has completed a basewide asbestos survey and a basewide remedial polychlorinated biphenyl transformer removal program. The expected compliance-related funding requirements are approximately \$1.5M annually for the next five fiscal years.

6. Cultural/Natural Resources

Previous natural resource surveys by both federal and state agencies have identified potential and listed endangered (federal) and threatened and candidate species (state). Management areas for the Stephen's Kangaroo Rat (SKR) have been established.

7. Technical/Regulatory Issues

A number of data use/information management issues remain to be resolved. These include raw data conformity with the IRP Information Management System distribution of data, and identification of data gaps.

8. Summary of Items to Complete

The BCT will continue to be the mechanism for conducting periodic program reviews to assure all parties that the cleanup program remains an active means of remediating March AFB.

The BRAC Cleanup Plan for March AFB is incorporated herein by reference, and available at the offices of the March Joint Powers Authority (JPA). Included within the BCP is a list of recommendations and issues associated with environmental restoration, compliance, and technical/management action items that require further evaluation and implementation by the BCT. The Program Review Items are presented in Appendix G of the BCP.

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ENVIRONMENTAL ANALYSES

MARCH AIR FORCE BASE MASTER REUSE PLAN

III. SUMMARY OF JOINT USE AIR QUALITY CONFORMITY ANALYSIS

With official realignment of March Air Force Base (AFB) April 1, 1996, the Air Force Reserve Command (AFRC) and other federal tenants remain at March Air Reserve Base (ARB). The airfield is owned, operated and maintained by AFRC. Through base realignment, civilian aviation through a joint-use arrangement was established. The joint use of the airfield by military and civilian aircraft includes mutual use of airfield facilities. The proposal to establish joint use in conjunction with AFRC military activities must comply with the federal Clean Air Act (CAA) through the preparation and adoption of the General Conformity Determination.

The General Conformity Determination for Proposed Multiple Uses of March ARB (the "conformity analysis"), was prepared by the U.S. Air Force, with Final Conformity Determination issued May 1997. The conformity analysis assessed and addressed the consistency of the aviation activities of the airfield through the joint use arrangement, with the California State Implementation Plan (SIP) through the 1994 Air Quality Management Plan (AQMP). The conformity analysis was prepared to meet general conformity requirements under 40 Code of Federal Regulations Part 93, Subpart B, and the South Coast Air Quality Management District (SCAQMD) Rule 1901.

Joint use of the airfield facilities at March ARB is to be initiated in 1997. Projections of civilian aircraft activities are to reach 21,000 annual aircraft operations by year 2010. Other uses for the air reserve base (ARB) airfield incorporated into the conformity analysis is Royal Singapore Air Force (RSAF). March ARB was a candidate installation considered to support the RSAF aircrew training. Although the analysis included RSAF, March ARB was not selected. Air emissions attributed to RSAF, are thereby emissions available at March.

The conformity analysis analyzed the air quality impact of emissions of nonattainment pollution resulting from the proposed multiple use of the airfield at March, and determination of compliance to the SIP. March ARB is in the South Coast Air Basin (SCAB). The SCAB is designated by the U.S. Environmental Protection Agency (EPA) as being in nonattainment of

the National Ambient Air Quality Standards (NAAQS) for ozone, carbon monoxide (CO), nitrogen dioxide (NO₂), and particulate matter equal to or less than 10 microns in diameter (PM₁₀).

The general conformity rule of the federal CAA applies to federal actions in areas that violate one or more of the federal air quality standards, and areas that are subject to attainment maintenance plans. The conformity determination evaluated the conformity of: establishing civilian joint use of the airfield and the siting of RSAF in conjunction with the activities and operations of the AFRC, for each nonattainment pollutant based upon future CO, (Volatile Organic Compounds (VOC), NO₂ (treated as NO_x) emissions.

The threshold levels for the March ARB area as defined by the general conformity rule are as follows: Ozone (VOC and NO_x)[*Extreme*] is 10 tons per year (tpy); NO₂ is 100 tpy; CO is 100 tpy; and PM₁₀[*Serious*] is 70 tpy. Regionally significant thresholds represent ten percent (10%) of the SCAB emission inventory for the nonattainment pollutants. This threshold criterion results in emissions thresholds that are greater than de minimus levels; thereby are not used as limited factors in the applicability determination.

The findings of the conformity analysis are summarized in the following two tables. Table VIII-1 specifically addresses levels of NO_x and VOC associated with use of the airfield within a contextual time frame. NO_x and VOC pollutants were specifically addressed, as the total annual emissions for the build out year (2010) and interim years are greater than the conformity threshold limit of 10 tpy for extreme nonattainment areas. Table VIII-2 delineates the emission source and projected emission to be generated from each use, for each nonattainment pollutant.

As demonstrated by Table VIII-1, the SIP annual budget for March ARB multiple uses is not expended. Based upon the emission analyses, the reasonable project emission of NO_x and VOC would not exceed the allocated March AFB SIP budget in the 1994 AQMP. The analysis demonstrates conformity, based upon the emission and modeling analyses.

The CAA General Conformity Determination, Proposed Multiple Uses of March ARB, May 1997 is incorporated herein by reference, and available at the offices of the March Joint Powers Authority.

TABLE VIII-1

**COMPARISON OF MARCH AFB SIP BUDGET
AND PROPOSED MULTIPLE USES OF MARCH ARB (in tpy)**

EMISSION SOURCE	1990	1997	1999	2000	2002	2005	2007	2008	2010
VOC									
Military		749.6	707.6	700.8	689.7	675.3	668.4	665.0	660.3
RSAF		0.0	8.0	4.8	4.1	3.2	2.7	2.4	1.9
Civil Aircraft Activities		13.3	39.1	52.4	74.3	100.9	95.1	95.6	98.9
Total Project Emissions		762.9	754.7	758.0	768.1	779.3	766.1	763.0	761.1
March AFB SIP Budget	2082.1	2029.6	1990.3	1964.6	1921.9	1866.5	1841.0	1828.3	1811.3
Remaining Budget		1266.7	1235.6	1206.6	1153.8	1087.1	1074.9	1065.2	1050.3
NO_x									
Military		253.7	256.7	254.4	245.2	235.3	230.4	228.6	225.8
RSAF		0.0	27.0	20.2	18.7	16.5	15.7	15.7	15.6
Civil Aircraft Activities		25.2	72.9	96.1	136.2	200.6	221.6	221.9	238.6
Total Project Emissions		278.9	356.6	368.7	400.0	452.4	467.7	466.2	480.0
March AFB SIP Budget	1010.7	787.3	759.5	743.8	716.4	677.5	658.1	650.3	638.8
Remaining Budget		508.4	402.9	375.1	316.3	225.1	190.4	184.1	158.8

Note: (a) Civil aircraft activities include emissions from aircraft flying and ground operations, and construction activities within MARB cantonment.

TABLE VIII-2

TOTAL DIRECT AND INDIRECT EMISSIONS FROM THE PROPOSED MULTIPLE USES OF MARCH ARB (in tpy)				
EMISSION SOURCE	EXISTING EMISSIONS (1996)	PEAK ANNUAL EMISSIONS	NET CHANGE	DE MINIMUS THRESHOLDS
CO				
Military	1235.7	1174.2		
RSAF		0.0		
Civil Aircraft Activities		40.8		
Total Project Emissions		1215.0	-20.7	
Total Direct/Indirect Emissions				100
VOC				
Military	755.3	675.3		
RSAF		3.2		
Civil Aircraft Activities		99.6		
Total Project Emissions		779.3	24.0	
Total Direct/Indirect Emissions				10
NO_x				
Military	258.2	225.8		
RSAF		15.6		
Civil Aircraft Activities		238.6		
Total Project Emissions		480.0	221	
Total Direct/Indirect Emissions				10
PM₁₀				
Military	14.0	18.1		
RSAF		2.2		
Civil Aircraft Activities		7.5		
Total Project Emissions		27.8	13.8	
Total Direct/Indirect Emissions				70

Note: (a) Peak year emissions occur in 1997 for CO, 2005 for VOCs, 2010 for NO_x, and 2005 for PM₁₀
 (b) Civil aircraft activities include emissions from aircraft flying and ground operations, and construction activities within MARB cantonment.

EXHIBIT A
FINAL ENVIRONMENTAL IMPACT STATEMENT
DISPOSAL OF PORTIONS OF MARCH AIR FORCE BASE, CALIFORNIA

- a. Responsible Agency: U.S. Air Force
- b. Cooperating Agency: Federal Aviation Administration (FAA)
- c. Proposed Action: Disposal of Portions of March Air Force Base (AFB), Riverside County, California
- d. Inquiries on this document should be directed to: Mr. Jonathan D. Farthing, Chief, Environmental Analysis Division, HQ AFCEE/ECA, 3207 North Road, Brooks Air Force Base, Texas 78235-5363
- e. Designation: Final Environmental Impact Statement (FEIS)
- f. Abstract: Pursuant to the Base Closure and Realignment Act of 1990, March AFB is scheduled for realignment to an Air Force Reserve Base (ARB) in March 1996. This Final Environmental Impact Statement has been prepared in accordance with the National Environmental Policy Act to analyze the potential environmental consequences of the disposal and reasonable alternatives for reuse of base property to be disposed. The document includes analyses of community setting, land use and aesthetics, transportation, utilities, hazardous materials and hazardous waste management, geology and soils, water resources, air quality, noise, biological resources, cultural resources, and environmental justice. A Proposed Action and three alternatives for civilian reuse of the disposal property were examined, as well as a No-Action Alternative that entails no civilian reuse. All alternatives include a retained military cantonment to be used by the Air Force Reserve and federal tenant units. The Proposed Action and two of the alternatives feature joint military-civilian use of the airfield.

Under all alternatives, reuse-related increases in population and employment, and associated traffic (including roadway level of service, noise, and air emissions) and utility effects, would be very small in comparison to projected baseline growth in the region of influence. Civilian aircraft operations would result in little additional noise. Increased aircraft-related pollutant emissions would not affect the regional progress toward attainment of any air quality standard; however, increased traffic could result in localized elevated carbon monoxide levels at nearby intersections. Increased runoff and erosion could be reduced through use of proper construction practices and compliance with permit requirements. However, runoff from reuse development would exceed the planned capacity of local area drainage plans. New owners may have to coordinate drainage studies and design and construction of additional facilities, including detention basins. Remediation of Installation Restoration Program (IRP) sites is and will continue to be the responsibility of the Air Force. Wetland areas could be

EXHIBIT A

(continued)

affected by ground disturbance during redevelopment, but ample nonwetland acreage is present to avoid wetlands and support the proposed disturbance. A land exchange for suitable habitat elsewhere could mitigate potential impacts to the federally listed endangered Stephen's Kangaroo Rat. Because cultural resources could be impacted by conveyance of the property to a non-federal entity, mitigation measures will be developed in coordination with the State Historic Preservation Officer to eliminate or reduce these effects to a non-adverse level. Potential environmental justice impacts to low-income and/or minority populations could occur from increased aircraft and surface traffic noise. Because the Air Force is disposing of property, some of the mitigation measures are beyond the control of the Air Force.