

5. Plan Implementation Strategy

5.1 PURPOSE

This implementation strategy chapter is intended to provide guidance for the successful transition of MCAS, Tustin from military to civilian uses.

5.2 MANAGEMENT/ORGANIZATIONAL FRAMEWORK

In order to ensure implementation of the MCAS Tustin Specific Plan/Reuse Plan, specific entities or staff positions associated with the local governmental entities of the City of Tustin and Irvine will need to be identified with district management, marketing, financing and operational responsibilities.

During planning phases of reuse efforts for MCAS, Tustin, the City of Tustin has been the Local Redevelopment Authority. However, as we proceed to implementation, an effective organizational framework to guide the redevelopment, marketing and management of property disposition will be necessary. The framework must recognize that approximately 95 acres of the approximately 1,585 surplus acres at MCAS, Tustin are located within the incorporated jurisdictional boundaries of the City of Irvine, who will retain land use entitlement and police powers over that portion of the base in their city. However, there also needs to be a recognition that portions of the base within Irvine will require utility connections and service as well as access through portions of the base within the City of Tustin. This will necessitate close

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coordination in subsequent detailed planning, engineering, marketing and disposal of property.

Any organizational framework must be designed to consider internal governmental relationships and external private sector relationships. The designated Local Redevelopment Authority (LRA) for purposes of implementation must be capable of carrying out a full array of development responsibilities, including infrastructure financing, marketing, leasing, property disposition and asset management.

While the ultimate responsibilities of an implementing LRA have not been fully defined, it appears that the organizational framework best suited for implementation activities in Tustin would be the Tustin Community Redevelopment Agency and/or Tustin Public Financing Authority. Should the City of Tustin decide to create a Redevelopment Area for that portion of the former MCAS Tustin within its jurisdiction, it is recommended that a Redevelopment Project Area be established. The Project Area would be created consistent with legal requirements of California Community Redevelopment Law. The Tustin Community Redevelopment Agency is already in place and has an existing Agency Board of Directors.

Through the Redevelopment Agency mechanism, existing Community Redevelopment Law provides the latitude for the Agency to undertake the kinds of activities necessary to make redevelopment work for the base including a broad range of powers, including but not limited to: financing, property acquisition, structural demolition and site preparation, property disposition, public improvements and facilities installation, property disposition, property rehabilitation and development, and activities related to necessary improving or preserving the supply of affordable housing. In addition, the existing Agency would also be eligible as a recipient of any economic development conveyance application approved by the Department of the Navy or Department of Defense.

The LRA entity would be intended to supplement, not override, the activities and responsibilities of those agencies that will be an active part of the reuse of MCAS, Tustin including the complete range of municipal services including operational and maintenance costs which will be borne by each jurisdiction upon final transfer of property.

The implementation of a long range development plan will require an ongoing management effort by the LRA. It can range from a relatively passive involvement-whereby the LRA project staff consist of one or two staff that draw on existing expertise of City departments and who utilize a master developer to oversee all development activities-to a very active role in which the LRA creates the internal staffing necessary to coordinate the orderly disposition of individual parcels to private users and or developers.

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As parts of the base are obtained through an economic development conveyance, the scale, rather than necessarily the scope of activities required by the management entity are likely to increase.

While the ultimate responsibilities of a management entity have yet to be determined, it would be anticipated that the LRA would consider the feasibility of certain options such as:

- Utilization of a primary developer to oversee and take responsibility for the development of the site(s), either as an active developer or through the hiring of subdevelopers or subcontractors to complete the specialized phases of the project;
- Creation of an internal development solicitation and implementation process, including issues of staffing and skill requirements;
- Utilization of a development advisor who would be responsible for contracting out the development and construction management of the entire base or portions of the base to one or more developers; and
- Other alternatives that may be deemed appropriate.

Based on the above, the appropriate role for the LRA or a private developer or advisor in the MCAS, Tustin reuse process can be established including, any role in tenant recruitment, development oversight and financing of private improvements and public infrastructure for both interim leases and long term development, and property management.

The LRA will need to seek assistance in creating disposition schedules, drafting requests for development proposals for land being sold or put up for long term leases, establishing evaluation criteria for responses, performing due diligence on prospective developers, and other tasks when dealing with anticipated real estate assets from the base. An approach will need to be developed which maximizes the benefits of the reuse process.

The LRA's responsibilities will cover a broad range of issues similar to that of developing a small community. The magnitude of these efforts will require close involvement of the LRA. Table 5-1 is a summary of specific implementation tasks which should be undertaken during the next 5 years. Where appropriate, a more thorough discussion of certain tasks follows.

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TABLE 5-1 IMPLEMENTATION TASKS								
Tasks	Responsibility	Timeframe						
		1997	1998	1999	2000	2001	2002	Beyond
MANAGEMENT/ORGANIZATIONAL ACTIONS								
▪ Task Force Recommends Reuse Plan to HUD and Navy	LRA							
▪ Final EIS/EIR Completed	LRA/Marine Corps/Navy					X		
▪ Reuse Plan Adopted	Tustin/Irvine							
▪ Adopt Specific Plan	Tustin/Irvine						X	
▪ Amend General Plan (as needed)	Tustin/Irvine					X		
▪ ROD Published	Navy					X		
▪ Evaluate Alternatives and Determine Management Approach and Necessary Support for Implementation Budget Interim Use Program Long Term Development Plan Interim and long term marketing Interim and management of project tasks Financing	LRA	-----	-----	-----	-----	-----X	----X	
▪ Create Redevelopment Project Area	LRA	---X	-----	--X--	--X--	-----	-X-----	---X
PROPERTY MAINTENANCE								
▪ Explore Feasibility of Cooperative Agreement or Caretaker Agreements	LRA/Marine Corps/Navy	---X	---X--	--X--	--X	---X--	---X	
▪ Determine Initial and On-Going Maintenance Levels, Timeframes and Funding	Marine Corps/Navy/LRA	-----	---X--	--X--	--X	-----	---X	
▪ Determine Government Furnished Property Available for Maintenance	Marine Corps/Navy	-----	---X--	--X--	--X--	-----	---X	
▪ If agreed, prepare and solicit RFP for Cooperative Agreement Services	LRA	-----	---X--	-----	--X--	-----	---X	
▪ If Agreed and Feasible, Negotiate Cooperative Agreement	LRA/Marine Corps/Navy	-----	---X--	--X--	--X--	---X		
▪ Transfer of Installation Maintenance Responsibilities	Marine Corps/Navy/Navy		X---	--X	---X--	---X--	---X	
PROPERTY CONVEYANCES								
▪ Public Conveyances								
ROD	Marine Corps/Navy					---X		
Fost(s)		X--	-----	-----	-----	-----	---X--	--X
Clean Parcel	Marine Corps/Navy	-----	---X	-----	-----	-----	---X	
Terms/Conditions of Transfers	Marine Corps/Navy	X--	-----	---X	-----	-----	---X	
Transfers	Marine Corps/Navy	X--	-----	---X	-----	-----	---X	
▪ Economic Development Conveyance	Marine Corps/Navy							
Business Development Plan Preparation	LRA	--X--	---X--	--X				
Reuse Plan Adopted	LRA							

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TABLE 5-1 IMPLEMENTATION TASKS								
Tasks	Responsibility	Timeframe						
		1997	1998	1999	2000	2001	2002	Beyond
Application Preparation	LRA	X-----	----X--	--X				
Application Submittal to DON	LRA	-	X--	---X				
Negotiate Payment Terms/Conditions	LRA/Navy/Marine Corps	X--X	X--	---X--	--X	--X----	----X	
ROD	Marine Corps/Navy				X--	--X		
Clean-up	Navy/Marine Corps	-----	-----	-----X-	-----	-----	-----X	
Fost(s)	Navy/Marine Corps	X--	-----	-----	-----	-----	---X-----	---X
Transfers	Navy/Marine Corps	X--	-----	-----	-----	-----	---X----	---X
▪ Public Bid Sale	Navy/Marine Corps							
Appraisals	Navy/Marine Corps	X--	-----	-----	----X	-----	---X	
Market Property	Navy/Marine Corps		X----	-----	-----	-----	---X	
Solicit Offers	Navy/Marine Corps		X----	-----	-----	-----	---X	
Conclude Agreements	Navy/Marine Corps		X----	-----	-----	-----	---X	
Clean Parcel	Navy/Marine Corps	-----	-----	----X	-----	-----	---X	
Fost(s)		X--	-----	-----	-----	-----	---X	
Sell/Transfer	Navy/Marine Corps	X----	-----	-----	-----	-----	---X	
▪ Personal Property	Navy/Marine Corps							
Inventory of Property	Marine Corps/ Navy/LRA	-----	----X					
Determination of Need for Reuse	LRA/Navy/ Marine Corps	-----	----X-	--X				
Consultation	LRA/Navy/ Marine Corps	-----	-----	---X--	--X			
Public Conveyance/ Economic Conveyance Determined		X-----	-----	---X--	-----	---X--	---X	
ROD		X-----	-----	-----	-----	---X--	---X	
Transfer to LRA/Public Agencies	Navy/Marine Corps				----X	-----	---X	
MARKETING								
▪ Develop Master Marketing Plan	LRA		X----	---X--	---X			
▪ Adopt Prospect Handling and Screening Process	LRA	-----	---X--	---X--	---X			
▪ Coordinate with Regional/State Marketing Programs	LRA	-----	-----	-----	-----	-----	-----	
▪ Develop Brochure and Marketing Materials	LRA		---X--	-----	---X--	---X--	---X----	---X
▪ Develop and Identify Incentive Program	LRA	X	---X--	-----	---X--	---X--	---X----	---X
▪ Establish Brokerage Relationships	LRA			---X--	-----	-----	-----	

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TABLE 5-1 IMPLEMENTATION TASKS								
Tasks	Responsibility	Timeframe						
		1997	1998	1999	2000	2001	2002	Beyond
DEVELOPMENT ACTIONS								
<ul style="list-style-type: none"> ▪ Prepare Interim Use Plan Evaluate Site for Appropriate Interim Uses and Improvement Costs 	LRA	---X	---X--	---X	-----	-----	---X	
Determine Lease Rates		X---	-----	--X---	-----	-----	---X	
Fosl		-----	-----	---X-	---X-	-----	---X	
<ul style="list-style-type: none"> Prepare Property for Market ◆ Infrastructure Needed ◆ Building/Grounds Preparation ◆ Provisions for Tenant Access/Security 	LRA/Navy/Marine Corps	-----	-----	-----	-----	-----	-----	---X
Define Structure for Efficient Lease Negotiations and Approval Process	LRA/Navy/Marine Corps	X---	-----	---X---	---X---	---X--	---X	
Create Standard Contracts, Type Authorized Tenant Improvements, etc.	LRA/Navy/Marine Corps	X	-----	---X--	---X---	---X--	---X	
Establish Property Management	LRA		X-----	---X---	---X--	---X--	---X	
<ul style="list-style-type: none"> ▪ Long Term Development Plan 								
Monitor Environmental Clean-up	LRA/RAB/Navy/Marine Corps	-----	-----	-----	-----	-----	-----	--X
Determine Environmental and Demolition Issues Affecting Site Delivery	LRA/Navy/Marine Corps	-----	-----	-----	-----	-----	-----	--X
Establish Critical Path for Property Development	LRA	X-----	-----X	---X---	---X---	---X--	---X	
Determine/Manage Studies Needed to Implement Plan (examples follow)	LRA	X-----	-----	-----	-----	-----	-----	---X
<ul style="list-style-type: none"> ◆ Utility Provision Agreements/Easements 		-----	-----	---X--	---X---	---X---	---X	
<ul style="list-style-type: none"> ◆ Surveys 		-----	-----	-----	-----	-----	---X---	---X
<ul style="list-style-type: none"> ◆ Parcelization Plan or Master Subdivision Plan 		X-----	-----	---X--	---X---	---X--	---X	
<ul style="list-style-type: none"> ◆ Programmatic Agreements on Historical Resources 	Marine Corps/Navy Property Transferees	---X	-----	---X--	---X			
Develop Strategy for Construction and Completion of Phased Infrastructure	LRA	--X--	---X--	---X--	-X----	-----	---X	
Develop Packages for Sales/Ground Leases	LRA	X-----	-----	---X--	-----	-----	---X	

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TABLE 5-1 IMPLEMENTATION TASKS								
<i>Tasks</i>	<i>Responsibility</i>	<i>Timeframe</i>						
		<i>1997</i>	<i>1998</i>	<i>1999</i>	<i>2000</i>	<i>2001</i>	<i>2002</i>	<i>Beyond</i>
FINANCING								
▪ Submit Grant Applications to:	LRA							
California Trade and Commerce		X	X---	X---	X--	-----	X----	
OEA		X		X				
EDA			X---	-----	X--	-----	----	
HUD		X	X---	X---	X--	-----	X	
▪ Apply for California Military Base Enterprise Zone	LRA	---X						
▪ Undertake a Comprehensive Financing Feasibility Analysis for Implementation of:	LRA	X-----	----X---	-----	-----	-----	---X	
Developer Fee Programs				X---	---X---	-----	--X	
Tax Exempt Financing				X---	---X---	-----	--X	
Other Public Improvement and Facility Financing Programs				X---	---X---	-----	--X	
▪ Explore Other Venture Capital Opportunities		X-----	----X--	-----	---X---	-----	--X-----	--X

In addition to the responsibilities noted above, it will be critical to develop an annual and long-term operating budget for the LRA. The budget will allow staff to identify in more detail the capital investments needed, assess funding requirements, and prioritize marketing efforts. A strategy will also be needed to identify start-up funds needed for the LRA.

5.3 PROPERTY MAINTENANCE/COOPERATIVE AGREEMENT/CARETAKER SERVICES

When a military base is closed and its active duty mission concluded, the Department of Defense and more specifically the Marine Corps will still have an obligation to provide a certain minimum level of maintenance for the remaining buildings and infrastructure on the base until all buildings and property have been transferred to the LRA or other private or public sector owners. At this point of closure, the base is said to revert to Caretaker Status. A Caretaker Site Office (CSO) is then established on base. The CSO is under the control of the base's Officer in Charge (OIC). The OIC's charge is to administer both the ongoing environmental remediation efforts, and the Caretaker contract. The contract of caretaker services provides funding for certain specified levels of maintenance on buildings, utility systems, as well as the roads and sewer networks. These caretaker services are funded out of BRAC funds and act as a budget for basic property maintenance services until the land and buildings are transferred. The intent is to ensure that buildings with a potential reuse are properly maintained, and important utility services are protected in order to maximize their reuse potential.

The standard avenue that most military departments have taken to provide for caretaker services is to assemble contract documents, put the project out for bids and then award the contract to the lowest responsive bid. In the past few years, however, the Department of Defense has identified an alternative approach whereby a "Cooperative Agreement" is reached between the military service and the LRA. Instead of setting up a contractual (and often adversarial) relationship between a third party company, it would seem more preferable to use available funding to help train the LRA to maintain the base's buildings and infrastructure. This approach not only keeps military dollars in the local community instead of being passed to a distant contractor, but it also invests the LRA in the decision making process about where and how the limited Caretaker dollars can best be spent. It is hoped that the end result is a mutually beneficial approach whereby cost effective caretaker services are provided to the military, and those same military dollars can work double duty by paying people in the local community to gain valuable experience and knowledge in the maintenance of the closed military base.

Specifically relating to MCAS, Tustin, it is recommended that the LRA explore the feasibility of either a Cooperative Agreement between the Marine Corps and Navy and the LRA or an actual caretaker contract for certain services with the LRA. The intention is that by continuing the high level of mutual respect for one another's interests and the cooperative

spirit that has exemplified the relationship between the LRA, Marine Corps and the Navy, real savings will result. While the LRA would like to move forward with the Marine Corps and Navy to discuss either negotiation on a Cooperative Agreement or caretaker contract, the changing time schedule for realignment of military operations has fluctuated dramatically based on funding issues. Prior to such deliberation, initial and on-going maintenance levels must first be established in consultation with the LRA as well as development of a timeline for initial and transitional maintenance levels and funding.

5.4 PROPERTY CONVEYANCES

After completion of the EIS/EIR and supporting documentation, the Navy is responsible for making final disposal decision and will issue a disposal Record of Decision (ROD). Once these decisions are made, the reuse process enters the implementation phase. This includes conveyance of installation property. Available methods for conveyance will include:

- Public conveyances
- Homeless assistance conveyances
- Economic development conveyances to the LRA for job creation. Depending on the circumstances, this conveyance may be at discounted price.
- Negotiated sales
- Advertised public sales

For properties with on-going clean-up efforts, leases may need to be used to achieve prompt reuse. Prior to leases, however, remedial actions necessary for removal of contamination must be put in place and operating successfully.

Since the public benefit conveyance process can require a significant amount of time to complete, it is recommended that this process begin as soon as possible. Although public benefit transfers may not take place prior to issuance of a ROD, the Navy may grant an interim lease for that period until the transfer process is completed. This would provide a number of public agencies with the ability to begin establishing their presence at the base prior to the official closure date and also offset caretaking and maintenance costs to the military.

5.5 ECONOMIC DEVELOPMENT CONVEYANCE

The LRA is extremely interested in pursuing an Economic Development Conveyance (EDC) over portions of the base to facilitate job creation and rapid property transfers. If property is conveyed to the LRA through an economic development conveyance, the LRA will have maximum control over its reuse. There are several advantages to the economic development conveyance option. The LRA will have complete control over the rehabilitation, redevelopment and disposition of the property. Problems associated with land assembly, inconsistent development and inappropriate tenants can be avoided.

However, the economic development conveyance would impose interim maintenance costs on the LRA. While additional control may benefit the long-term marketing of the base, the LRA cannot afford the added control if it implies significant short-term cost impacts. Two principals must prevail in any EDC relationship with the Navy:

- Resources must be greater than any costs.
- An agreement must work for all parties if redevelopment is to work.

The LRA has submitted to the Navy an EDC application that includes a detailed Business and Development Plan that requests conveyance of property at MCAS, Tustin.

5.6 PERSONAL PROPERTY

The Marine Corps has been unable to provide the community an inventory of personal property at the former base. The LRA has identified personal property it believes necessary to support the objectives of the reuse plan. While it is expected that on going discussions and consultation will occur, the LRA will strive to ensure that every reasonable effort is made to obtain available personal property needed to implement the redevelopment plan and to ensure that buildings can be fully functional. It is anticipated that personal property necessary for the effective implementation of the Reuse Plan and approved for transfer by the military will be conveyed to the LRA as part of an Economic Development Conveyance. Although consultations and negotiations are not yet completed, the LRA has identified that certain buildings should be left with certain personal property to enhance their building values and speed reuse (as annotated in Table 5-2).

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**TABLE 5-2
REQUESTED PERSONAL PROPERTY**

Land Use Designation	Intended Recipient/Use	Building/Facility No.	General Description of Type of Personal Property Requested
Learning Village	LRA for South Orange County Community College District/Educational Facilities	2, 3, 4, 5, 26, 77, 86, 76, 88, 132, 134, 159, 160, 165, 166, 167, 168, 172, 177, 184, 189, 191, 192, 193, 194, 209, 213, 218, 225, 227, 236, 238, 239, 245, 246, 249, 254, 258, 278, 279, 300, 303, 306, 505, 506, 524, 526, 538, 539, 549, 550, 561, 563, 573, 574, 594, 602, 603	Office equipment (desks, conference tables, chairs, computers, business machines, etc.), housing items (bed, dressers, portable closets, linens, refrigerators, stoves, food warmers, pots, pans, utensils, tables, chairs, etc.), recreational equipment (weights, treadmills, rowing machines, etc.), service items (barbers chairs/equipment, cash registers, stock and display shelving, freezers/ refrigerators, etc), maintenance equipment (housekeeping, groundskeeping equipment), and other items to support reuse activities.
	LRA for County of Orange/Children's Shelter (Emergency Housing)	1, 42	Office equipment, medical equipment, housing and furniture items, kitchen equipment, landscape/ maintenance equipment, and other items to support reuse activities.
	City of Tustin (LRA)/Child Care Facilities	547, 199	Office equipment, industrial equipment, kitchen equipment, furniture items, landscape/maintenance equipment, and other items to support reuse activities.
Urban Regional Park	LRA for County of Orange/Regional Park	19, 20A, 20B, 21, 27, 28, 28A, 29, 30, 35, 35A, 40A, 71A-J, 90, 92, 103, 106, 161, 169, 170, 171, 178, 179, 183, 201, 203, 207, 210, 226, 234, 242, 247, 248, 257, 259, 260, 261, 262, 263, 264, 502, 503, 504, 511, 512, 513, 523, 533, 564, 576, 577, 578, 579, 580,	Office equipment (shelving units, filing cabinets, furniture, computers, printers, audio visual equipment, fans, etc.), kitchen equipment, weight training equipment, landscaping/maintenance equipment (lawn mowers, etc.), hand/power tools (drill press, table saw, lathe, compressor, battery charger, etc.), fire fighting equipment (fire engine, extinguisher, etc.), communication items (satellite dish, intercom, etc.), warehouse pallets and freestanding shelving, and other items to support reuse activities.
	LRA for County of Orange/Sheriff's Training Facility	11, 12, 13, 49, 185, 173, 230, 240, 253, 509	Office equipment, kitchen equipment, maintenance equipment, weight training equipment, and other items to support reuse activities.
Community Park	City of Tustin (LRA)/Community Park	93, 106, 128, 142, 143, 144, 145, 146, 148, 162, 163, 164, 202, 208, 216, 221, 222, 256, C3, C4	Office equipment, kitchen equipment, landscaping/maintenance equipment, and other items to support reuse activities, housing items (bed, dressers, portable closets, linens, refrigerators, stoves, food warmers, pots, pans, utensils, tables, chairs, etc.),
Neighborhood Park	City of Tustin (LRA)/Neighborhood Parks	23E	Furniture items, kitchen equipment, communication devices, and other items to support reuse activities.
Elementary School	LRA for Tustin Unified School District/K-6 Instruction	Command Office Housing	Office equipment, furniture items, landscaping/ maintenance equipment, kitchen equipment, and other items to support reuse activities.

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**TABLE 5-2
REQUESTED PERSONAL PROPERTY**

<i>Land Use Designation</i>	<i>Intended Recipient/Use</i>	<i>Building/Facility No.</i>	<i>General Description of Type of Personal Property Requested</i>
Commercial Business	LRA/Economic Development Purposes/Business Attraction	180, 181, 182, 195, 196, 197, 197, 198, 205, 212, 219, 220, 229, 231, 241, 244, 250, 251, 252, 255, 269, 273, 508, 517, 520, 525, 528, 529, 530, 535, 536, 537, 543, 544, 545, 546, 551, 552, 555, 558, 559, 560, 565, 566, 568, 570, 581, 582, 583, 591, 593, 597, 598, 599, 600, 610, 611,	Office equipment, furniture items, landscaping/maintenance equipment, kitchen equipment, and other items to support reuse activities.
Commercial	LRA/Economic Development Purposes/Business Attraction	531, 532, 571, 572, 601	Office equipment, furniture items, landscaping/maintenance equipment, kitchen equipment, and other items to support reuse activities.
Village Services	LRA/Economic Development Purposes/Business Attraction	None	None
Community Core	LRA/Economic Development Purposes/Business Attraction	29, 29A, 40B, 149, 174, 175, 187, 204, 233, 265, 266, 507, 514, 515, 534, 562, 569, 584, 587, 589, 592, 604, 607, 608, 609, 3000T	Industrial equipment, office equipment, furniture items, landscaping/maintenance equipment, kitchen equipment, and other items to support reuse activities.
Low Density Residential	LRA/Residential Uses	3002T, 6798	Office equipment, furniture items, communication devices, and other items to support reuse activities.
Medium Density Residential	LRA/Residential Uses	47, 53, 66, 89, 98, 268, 575, 6857,	Industrial equipment, office equipment, furniture items, kitchen equipment, landscaping/maintenance equipment, and other items to support reuse activities.
	LRA for Irvine Temporary Housing (14 units)/Homeless Accommodations	3003T	Office equipment, furniture items, communication devices.
Transitional-Emergency Housing	LRA for Orange County Rescue Mission/Homeless Accommodations	553, 554, 557	Housing items (furniture, beds, dressers, portable closets, linens, etc.), office equipment, landscape/maintenance equipment, and other equipment to support reuse activities.
Golf Village	LRA/Economic Development Purposes/Business Attraction	23A, 23B, 23C, 23D, 23F, 39, 186, 540, 567, 590, 596, 605, 606, 6168	Office equipment, kitchen equipment, landscape/maintenance equipment, and other equipment to support reuse activities.

5.7 MARKETING

5.7.1 Marketing Strategy

The key objectives in any marketing strategy for the LRA should be primarily to create those development activities that meet community needs, have a market ready demand, and have job creation potential. To maximize MCAS, Tustin's competitive position in the marketplace, the appeal of the site as a mixed-use, master planned development which will include a wide range of uses, supporting services, recreational activities and amenities should be emphasized. The site's central Orange County location, with direct and easy access to land and air transportation facilities, should also be stressed.

The marketing effort must be a strategic one, specifying target markets and identifying concrete objectives. It requires a strong implementation component to reach the target market and the defined goals. Marketing techniques will need to focus on achieving the goals of the reuse plan, creating jobs, and attracting viable businesses.

Any marketing plan must be long-range in its scope, recognizing the different development options for the various components of the base, but include short-term objectives such as taking advantage of appropriate interim uses. Portions of the base will be available immediately upon closure and the marketing plan must be prepared to find users and developers for these areas while meeting the long range goals of the reuse plan. Other areas, due to the toxic clean-up schedule or the need for more extensive infrastructure, may not be marketed for permanent uses until later.

Certain areas of the site may require a "master developer" approach to ensure individual developments will have the quality that can only come from overall coordination and control. Other facilities will require upgrading and maintenance work in order to make them more attractive to civilian reuse. In particular, existing family housing areas offer an almost immediate opportunity for rehabilitation and can be marketed as affordable housing.

A detailed marketing strategy should be developed to create a plan and recruitment goal for the marketing effort. A number of key elements should be included in an effective strategy:

- An organizational structure with marketing and response capability to search out and follow-up on leads and to ensure that commitments

to developers and users are met. This will require development and identification of budgeting, personnel and relationships.

- Identification of specific strengths of the site including physical location, business climate, transportation facilities, school system, recreational amenities, etc.
- Determination of target markets which will be most advantageous in providing job-creating businesses, industries and other types of businesses and development projects for the site. This involves the review of market conditions—present and future—the determination of competitive products, and setting land values and leasing rates.
- Cooperative leveraging of resources and contracts with other associations and trade groups.

5.7.2 Marketing Campaign

In conjunction with the marketing strategy, a specific marketing and advertising campaign needs to be developed. Responsibilities of the LRA in regards to the marketing effort include: overall management, management of participating entities, database creation and maintenance, and creation of advertising and marketing materials. A typical program might include:

A. Development of marketing materials for disseminating information including:

1. A professionally designed sales brochure;
2. A technical package that will provide supplementary inventory information and description of facilities;
3. Basic print media advertising photos, a logo, art work, etc. for use in print media advertising the MCAS, Tustin facilities in various economic development targeted trade group publications. Versions of ads with and without photos should be developed.
4. A video that highlights the base as an economic development resource, conveying the ultimate design and function of the site to prospective tenants.
5. A newsletter detailing LRA activity either by contributing a column to the community Redevelopment newsletter, local newspapers or by developing its own periodic newsletter to be

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mailed out to current prospects, corporate location offices and other interested parties.

6. The possible development of an on-base marketing center.
7. The creation of a "web" page to provide up-to-date information on development and leasing opportunities and highlights of new development or reuse activities.

B. Contacts and Mailings to Trade and Professional Groups/Associations

Trade groups undertake efforts to aid their members. These efforts include providing membership lists, notifying members of site availability, and forwarding pertinent, useful information to members.

To effectively use trade and professional groups/associations networks, the LRA would:

1. Screen and prioritize relevant target industries.
2. Compile a database of associations, including names, addresses, contact persons, and telephone numbers.
3. Telephone the appropriate contact with the group to explain the purpose, facilities, and opportunities and to request assistance.
4. Follow-up as appropriate; minimum should be a letter regardless of receptivity, and may possibly also include brochures, maps and a marketing package.
5. As appropriate, conduct direct marketing contacts to association members.
6. Participate as a member of relevant economic development associations, specifically the National Association of Installation Developers (NAID).
7. Participate as an exhibitor at trade shows of target industry groups to expose MCAS, Tustin economic advantages and available facilities.

C. Print Media Campaign

Print media can be a somewhat helpful means of cultivating leads and inquiries from non-local firms. This campaign might include traditional industrial facility/economic development and consumer oriented publications where it is found to be effective. To use print media, the LRA should:

1. Develop a list of the best publications for advertising and conduct initial screening based on their value in meeting the marketing goals. Take advantage of the experience of others, with respect to coverage, cost, and response, or perhaps engage marketing consultant.
2. Contact advertising offices of the selected publications about cost, publication schedule, types of reader response mechanisms, and plans for "special issues" that would be appropriate to advertise "successes" in base reuse and tenant attraction at MCAS, Tustin.
3. Take advantage of non-cost advertising. Identify when publications schedule features on particular states, regions or issues and will accept short articles for inclusion in the publication. Write and submit favorable articles for publication.

D. Direct Response Contacts and Mailings

This element consists of traditional marketing, both as a response to inquiries generated directly by the LRA, as well as cultivating prospects from other sources.

E. Cooperative Marketing Efforts

1. The LRA should move aggressively to integrate its marketing strategy, efforts, materials and information with the California Trade and Commerce Agency.
2. Contacts should be established with other regional, statewide and national economic development entities, such as the Small Business Administration, the U.S. Department of Commerce, the Los Angeles Area Chamber of Commerce and the Orange County Economic Development Consortium. Each of these organizations should be provided with maps, descriptions, an inventory of facilities, and the LRA's economic development incentives.

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3. Explore the use of electronic data dissemination. The LRA should definitely participate in EDA's "PARCELS" and also explore other internet opportunities.
4. Explore the availability of funds or cooperative advertising programs available to leverage the LRA's resources.

F. Economic Development Incentive Programs

The LRA, working in conjunction with the cities of Tustin and Irvine, should develop and identify incentive programs which can be used to attract new prospective tenants to the base. The City of Tustin has received approval for MCAS Tustin designation as a Local Agency Military Base Recovery Area (LAMBRA) by the State of California. Similar to State Enterprise Zone designation, LAMBRA designation provides significant tax credits and other incentives to businesses which locate to and redevelop the closing base property. Any air emission credits maintained at the site should also be used in attracting industries. Since the base is in a non-attainment area, certain businesses are required to obtain air emission reduction credits that have a corresponding dollar value.

G. Use of the Commercial Brokerage Community

The LRA should explore the procedures to be used in listing property at the base with the brokerage community and in enlisting the brokerage community to support its efforts.

5.8 FINANCING

In order to make the site attractive to developer and tenants, significant infrastructure improvements will be required to accommodate new development. Total backbone costs for MCAS Tustin which does not include local parcel-serving infrastructure is estimated to be approximately 140 million dollars.

The pace of development will respond to market conditions and the effectiveness of the marketing program. As described in the previous Chapter, the installation of infrastructure will be phased to correspond to the anticipated pace of development. However, the infrastructure phasing strategy will be continually updated to reflect the availability of funding for infrastructure improvements and general market conditions.

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Any financing strategy will be controlled by:

- Ability of early phases of development to use existing infrastructure prior to the funding of new or reconstructed infrastructure;
- Ability of infrastructure to be phased so public and private land uses can financially support planned improvements;
- Ability to apply lease, sale and conventional development fees and special tax revenues (such as Public Improvement Act of 1913 or 1915, and Community Facility Act financing) to the infrastructure program;
- Ability to obtain cash advances from developers that will develop later in the program;
- Timing of funding from redevelopment tax increment revenues to fund a portion of project costs;
- Ability of MCAS Tustin to receive state and federal funding (such as an EDA grant to be used for infrastructure improvements and economic development purposes) in a timely manner; and
- Timing of toxic remediation of affected parcels by the federal government.
- As a result of these factors, the financing objectives of the implementation strategy should be to:
 - Encourage Interim leasing and initiate development and early use of the property to begin generating lease, fee, special tax, and tax increment revenue without significant infrastructure costs;
 - Phase infrastructure in manageable and fundable increments;
 - Leverage revenue from state, federal, and other non-development sources; and
 - Establish contractual and funding commitments from public agencies receiving property.

As the LRA continues to refine its Business and Development Plan, a more detailed financing strategy for development and infrastructure and program administration will be developed.