Onizuka Air Force Station

Local Redevelopment Authority

Amended Redevelopment Plan

October 4, 2011

This Redevelopment Plan was prepared under contract with the City of Sunnyvale, California with financial support from the Office of Economic Adjustment, Department of Defense. The content reflects the views of the City of Sunnyvale and does not necessarily reflect the views of the Office of Economic Adjustment.

Prepared by the Community Development Department, City of Sunnyvale, CA

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PLAN SUMMARY

The Onizuka Air Force Station Redevelopment Plan is an important milestone in City and Air Force planning for the future reuse of the Onizuka Air Force Station (AFS), which will close no later than September 30, 2011 as a result of action by the Defense Base Closure and Realignment Commission (BRAC).

The Onizuka AFS Local Redevelopment Authority (LRA) has gone through a comprehensive planning process that has included:

- Application of provisions of the existing Sunnyvale General Plan and Moffett Park Specific Plans;
- Formulation of a Citizens Advisory Committee (CAC) that held public meetings to formulate community reuse objectives and advise the LRA on reuse;
- Extensive public involvement efforts utilizing multiple LRA initiatives for community outreach;
- Consideration of Veterans Affairs' (VA) approved fed-to-fed transfer for approximately four (4) acres and evaluation of the VA transfer impacts upon the feasibility of reuse options for the remainder parcels;
- Evaluation of homeless service providers' Notices of Interest (NOIs) in nearly four (4.6) acres, approval of the NOIs, and negotiation of a proposed Legally Binding Agreement with the homeless service providers;
- Evaluation by an expert consultant team of existing site conditions, potential traffic impacts, and the market potential and development feasibility of multiple reuse options for the development of the Onizuka AFS Redevelopment Plan which was adopted by the LRA in 2008;
- Evaluated the feasibility of the preferred Auto Retail Center land use in 2010;
- Reviewed and commented on the Environmental Assessment for the closure of the Onizuka AFS;
- Participated in the Section 106 Process as required by the National Historic Preservation Act, consulting with the Air Force, Veterans Administration, State Historic Preservation Office (SHPO);
- LRA review of feasibility results, public comments and determination of the infeasibility of the auto retail center concept in August and October 2010;

- LRA review of the land use alternatives for public benefit conveyances (PBC) and other uses in February and March 2011;
- LRA direction to amend the 2008 Onizuka AFS Redevelopment Plan; and
- LRA review of amendments to Redevelopment Plan, Legally Binding Agreement and Homeless Assistance Submission and NOI from the Foothill-De Anza Community College District.

Reuse options that were considered by the LRA in 2008, based on recommendations by the CAC, include a variety of potential office including those at VA-style densities, mixed-use conference hotel and office, homeless housing and auto retailing development. However, in March 2011, the LRA initiated the amendment of the Redevelopment Plan to accommodate the VA claim, homeless services claims, emergency service, education and park (alternative) uses for the surplus areas of the site, based on information and comments received in fall 2010 and spring 2011.

The evaluation of the site's existing infrastructure and improvements determined that all existing improvements are economically obsolete and would need to be demolished for redevelopment of the site. There are adequate existing utility and infrastructure adjacent to the site, and the costs to reconfigure and enhance these systems, deal with geotechnical issues, and address environmental remediation appears to be comparable to that of other Silicon Valley sites that have been successfully redeveloped.

The LRA seeks to retain certain key historic elements on the site, potentially including one or more satellite antenna as well as the Space Shuttle Challenger memorial, in order to enhance future interpretive exhibits and activities that will commemorate the history of the site.

The primary factors affecting the feasibility of various reuse options include:

- Current market conditions;
- Unusually high demolition costs for the unique and obsolete buildings covering much of the site;
- The Moffett Park Specific Plan's limit on the density of future development to 35 percent Floor Area Ratio; and

- Compatibility with the uses allowed with the Moffett Park Specific Plan.
- Recent NOI from the Foothill-De Anza Community College District.

After eliminating potential land uses and considering current site limitations, and which reuse option would benefit the community, the LRA recommends education use and emergency service uses as the City's preferred reuse options for the site. The LRA will support a request for Public Benefit Conveyance for educational uses to be prepared and submitted by Foothill-De Anza Community College District to the Department of Education. The City of Sunnyvale Department of Public Safety will submit a Public Benefit Conveyance application for emergency service uses to the Federal Emergency Management Agency. In addition, the LRA will support the two homeless housing claims at the site.

The amended Redevelopment Plan, Homeless Assistance Submission and Legally Binding Agreement are subject to review and approval by the Department of Housing and Urban Development (HUD). Once approved by HUD, the Redevelopment Plan and potential conveyance will be subject to Air Force review and concurrence. Following final approval by the Air Force, the City would proceed to elect one of two options outlined in the Legally Binding Agreement upon further discussion with the two homeless housing providers: 1) implement the proposed homeless housing program on the Onizuka AFS site, or, 2) transfer their claims to the City's Armory site and construct a substantially equivalent housing program at this off-site location.

The Onizuka AFS Local Redevelopment Authority wishes to express its thanks to the dedicated staff of the Department of the Air Force, its Real Property Agency and its Center for Environmental Excellence, the Department of Veteran Affairs, and especially the Regional Office of the Office of Economic Adjustment for their financial and technical assistance and support during the duration of this project

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1. PLAN GOALS AND OBJECTIVES

ROLE OF THIS PLAN IN THE BRAC PLANNING PROCESS

This Plan sets forth the recommendations of the City of Sunnyvale's (City) Onizuka Air Force Station (AFS) Local Redevelopment Authority (LRA) to the U.S. Air Force for the reuse of the Onizuka AFS at North Mathilda Avenue and California Highway 237 in Sunnyvale, California (Onizuka). The site will close no later than September 30, 2011 as a result of its inclusion in the 2005 list prepared by the Defense Base Closure and Realignment Commission (BRAC).

The Onizuka AFS LRA, comprised of members of the Sunnyvale City Council, is the entity recognized by the Department of Defense as responsible for preparation of the redevelopment plan. This Plan, as set forth in the following sections, provides for the reuse and redevelopment of real and personal property pursuant to the requirements set forth in the Department of Defense Base Redevelopment and Realignment Manual (BRRM, March 2006).

Concurrent with submittal of the plan to the Air Force, the LRA will submit an application to the U.S. Department of Housing and Urban Development (HUD) regarding homeless housing accommodation, as set forth in the Defense Base Closure and Realignment Act of 1990, as amended (BRAC law). HUD will review the Redevelopment Plan, required submittal materials and determine whether it is complete and in compliance, or if there are deficiencies that must be addressed.

The Air Force will make final disposal decisions on Onizuka AFS based on the completed National Environmental Policy Act (NEPA) analysis and associated documentation. The disposal decisions identified in those documents are not contractual commitments and they can be amended. The Air Force will also decide on specific property conveyances as outlined by the LRA in the plan. As the BRRM notes, "While the [Air Force] will give deference to the redevelopment plan in preparing the record of decision or other decision documents, it always retains ultimate responsibility and authority to make the final property disposal decisions."

The BRAC process does not affect the City's control over land use and other entitlements as set forth in California planning law. This means that once the Air Force has implemented its property disposal decision(s) for Onizuka, the property recipient(s) will be responsible for securing all necessary approvals from the City in the same manner as any other property owner, including compliance with the California Environmental Quality Act (CEQA). Compliance with CEQA would apply to any non-federal use of the land.

SUNNYVALE GENERAL PLAN AND MOFFETT PARK SPECIFIC PLAN

The City's 1997 General Plan as amended by the 2004 Moffett Park Specific Plan anticipated the continued long-term operation of the Onizuka AFS site by the Air Force. The Specific Plan provides more detailed implementation of the General Plan, and provides Onizuka AFS with a modest development density of no more than 35 percent Floor Area Ratio (FAR), comparable to the historic low-density development pattern in the Moffett Park area.

The Moffett Park Specific Plan excluded Onizuka AFS from the provisions that allow other Moffett Park properties access to a "development reserve" or a transfer of development rights to allow higher density development on targeted parcels. Future development intensification or a change of use on the Onizuka AFS site was not evaluated within the scope the Moffett Park Program (Specific Plan) Environmental Impact Report (pursuant to CEQA) and would require subsequent environmental analysis prior to permit approval involving any intensification or change of use.

The General Plan's economic development goals that are applicable to Onizuka AFS redevelopment include "[sustaining] a strong economy that contributes fiscal support for desired City services and provides a mix of jobs and commercial opportunities," and "[maintaining] and [establishing] policies that promote a strong economy which provides economic opportunities for all Sunnyvale residents within existing environmental, social, fiscal and land use constraints."

The Specific Plan sets forth 11 guiding principles for overall future development in the Moffett Park area, of which the following five are relevant to this stage of the planning process:

- Guiding Principle 1.0: Positively influence the Sunnyvale business climate and enhance economic vitality by providing comprehensive land use policies and permitting processes that encourage development of additional needed Class A office space to diversify the industrial base of Sunnyvale.
- Guiding Principle 2.0: Encourage and support emerging industries.
- Guiding Principle 3.0: Foster cooperative partnerships with businesses, property owners, and the City of Sunnyvale.
- Guiding Principle 4.0: Provide opportunity for strategic retention and attraction of business and private investment.
- Guiding Principle 5.0: Focus areas of higher intensity development in areas adjacent to public transportation facilities.
- Guiding Principle 11.0: Preserve Moffett Park for Industrial Uses into the future and prevent erosion of its industrial base to non-compatible uses.

The Specific Plan also contains details that shape the recommendations and requirements of the Redevelopment Plan, including: land use; circulation and transportation; infrastructure; the general environment; urban design; and implementation and administration.

COMMUNITY REUSE OBJECTIVES

The section of the plan on public involvement describes the work of the Citizens Advisory Committee (CAC) established by the LRA to advise it on the redevelopment of Onizuka AFS. Early in its review, the CAC recommended to the LRA the following goals for guiding deliberations on Onizuka AFS's preferred reuse:

- Partner with the U.S. Department of Veterans Affairs (VA) to pursue disposition and development options that facilitate VA goals to acquire and develop office space on-site or at other more suitable locations, consistent with highest and best use (see the plan section on federal agency requests for further background).
- Seek development options which maximize "highest and best use" and the highest fair market value.

- Seek disposition and development which will appropriately recognize the historic role of the Onizuka AFS mission and achievements in space and in the Cold War, and its seminal impact on the Silicon Valley economy.
- Seek development options which leverage Federal participation in site improvements to ensure the highest development standards, highest and best use, fair market value, and public benefit.
- Seek Office of Economic Adjustment (OEA) predevelopment funding and select planning, disposition and development options which resolve environmental and development issues to accommodate preferred uses.
- Seek alternatives which create maximum employment and other direct benefits for area residents.
- Seek disposition and development which creates a highly visible and widely recognized "landmark class" facility design – identified with Sunnyvale, with an important City entryway, with Onizuka AFS and/or Silicon Valley.

The LRA considered the potential tradeoffs among these goals as it formulated the preferred reuse for the Redevelopment Plan in 2008. Upon further study, based on the direction the LRA, it was determined that the 2008 preferred land use alternative was financially infeasible due to changes in economic conditions that significantly affected the auto industry. The decision of the VA to remain on the Onizuka AFS site also reduced the available acreage and attractiveness of the site for an Auto Retail Center. Additionally, the associated costs for redevelopment of the site for the Auto Retail Center were substantial. While the Amended Redevelopment Plan proposes a significantly different direction for the site, it still achieves the original goals of the CAC.

LIMITING CONDITIONS

This plan's analysis of redevelopment potential and feasibility is based on review of the information made available to the LRA and its consultant team by the Air Force, along with evaluation of information obtained from other sources. Because of national and physical security considerations, the Air Force allowed the LRA and its consultant team only restricted access to Onizuka, its buildings, and documentation on existing structures and site improvements. This was augmented by discussions with site staff on the unclassified structure and site information that could be shared. Additional access was permitted during the feasibility analysis of the Auto Retail Center use and subsequent

alternative use consideration such as the data center concept. Consultants were allowed inside various buildings including Building 1003 ("Blue Cube"), in which case it was determined that reuse of the building was infeasible. In addition, the completed Environmental Assessment and Finding of No Significant Impact, completed by the Air Force, provided additional basis for decisions of the LRA.

This means that assumptions and findings regarding existing structure and site improvement conditions, demolition costs, redevelopment costs, and other key factors that shape this plan may change significantly once more information becomes available. With the relocation of Air Force and contractor personnel from Onizuka AFS to other sites, the Air Force should make all design, engineering, and as-built information on Onizuka AFS structures and sites available to the LRA, including such complex and heavily modified structures as Building 1003 ("Blue Cube"), to facilitate plan refinement and successful implementation.

2. EXISTING CONDITIONS

SITE LOCATION

The Onizuka AFS is an approximately 19.5 acre site located in an area known as the Moffett Business Park in the northern portion of the City of Sunnyvale. It is bordered by Innovation Way to the west and the north, North Mathilda Avenue and the Santa Clara Valley Transportation Authority's light rail track to the east and the south, and West Moffett Park Drive and California Highway 237 to the south, as shown in Figure 2-1.

Figure 2-1: Onizuka Regional Location and Site Context

SITE CONDITIONS

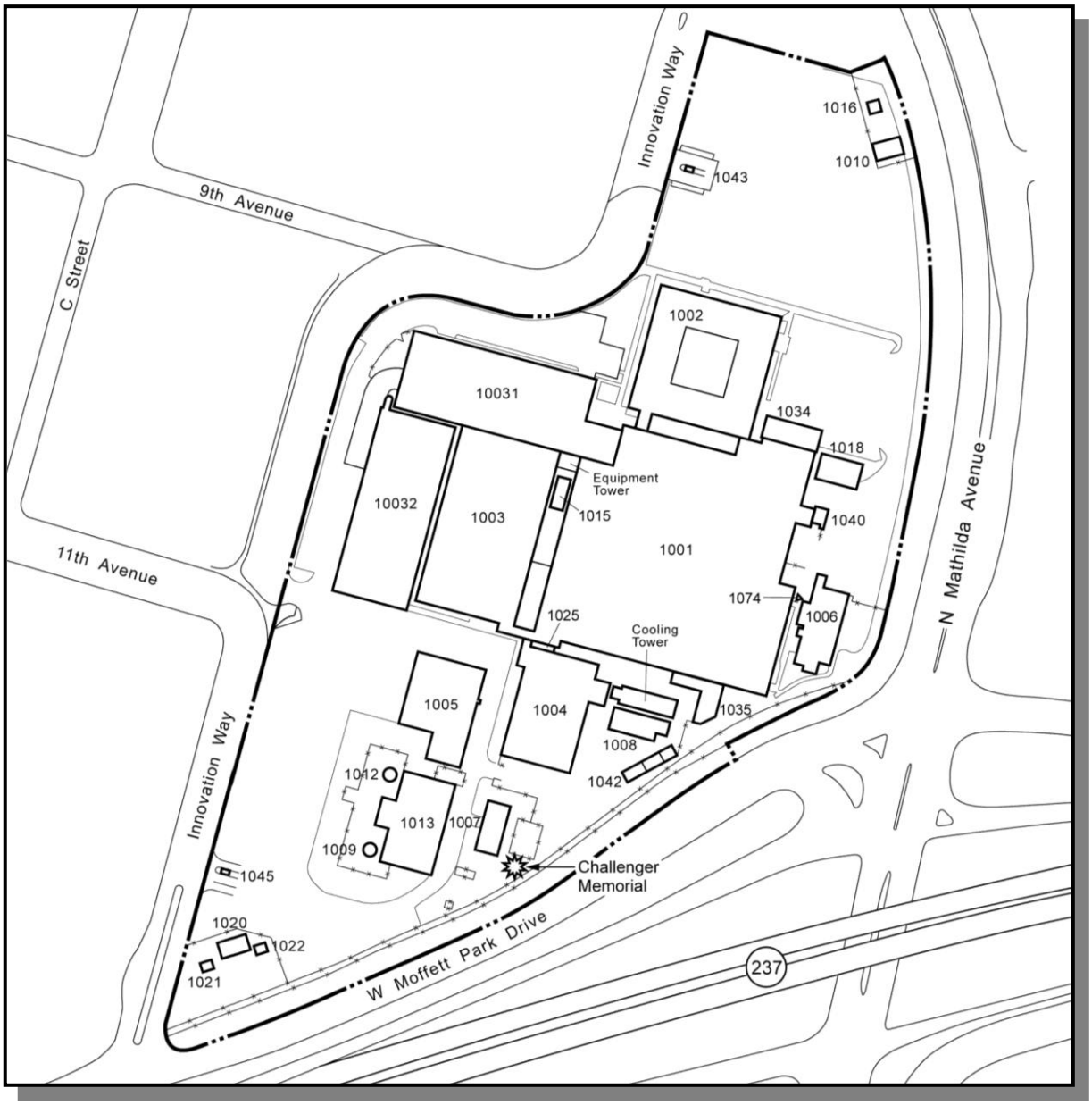
There are total of 30 existing structures totaling approximately 612,000 square feet located at the Onizuka AFS. The most notable structures are the two-story 1964 Headquarters/Administration building (Building 1002 with 50,000 square feet); the five-level 1969 "Blue Cube" Satellite Control Station (Building 1003 with 170,000 square feet); the 1985 and 1986 two-story Parking Structures that have been partially converted to storage and have had office space added on top (Building 10031 with 102,000 square feet and Building 10032 with 99,000 square feet) and three antenna dishes (see Figure 2-2: Onizuka Regional Building Locations). The rest of the facilities consist of a variety of support, facilities operations, maintenance, and other smaller structures. Many of these are steel pre-fabricated "Butler" type buildings.

In 2008, the LRA retained a team of development consultants and civil and structural engineers to evaluate the feasibility of reuse of the existing buildings during the formation of the original Redevelopment Plan. The consultant team found that all of the existing structures are to varying degrees functionally obsolete; need considerable seismic reinforcement; do not comply with current planning and building codes and disabled accessibility (ADA) requirements; and/or are uneconomic to rehabilitate. They would not offer, even if rehabilitated, the quality of space, standards of construction or building configuration that Silicon Valley commercial space users demand.

Redevelopment of the site is expected to involve demolition of all existing structures except for the retention of the VA-rehabilitated structures. The existing Challenger memorial will be relocated to the VA's claimed area. The demolition of nearly 612,000 square feet of existing buildings on Onizuka AFS is estimated to cost approximately $5 million. Of this demolition estimate, approximately $2 million is allocated just to Building 1003 (the "Blue Cube") because of the unique and complicated design of the building and its steel-walled security precautions.

Only the easternmost portion of Innovation Way, directly adjacent to Mathilda Avenue up to the current security gate, is publicly owned. The remainder of Innovation Way is owned by adjacent private property owners pursuant to their acquisition of property from Lockheed Martin. This means that reuse of Onizuka AFS will require obtaining new rights of access on Innovation Way, either through a lease, dedication, easement, or other agreement. The to-be-determined cost for future access on Innovation Way so that Onizuka AFS can be redeveloped would need to be included in the determination of fair market value.

Figure 2-2: Onizuka Building Locations



CULTURAL RESOURCES

The Onizuka AFS was initially established to serve as the command and control center for the first reconnaissance satellite program, the Corona Program. It was developed by the United States Air Force and the Central Intelligence Agency, with assistance from private contractors, such as Lockheed Missiles and Space Division. Shortly thereafter, the National Reconnaissance Organization (NRO) was established to provide oversight of the program.

The Corona Program provided the first satellite reconnaissance photographs of the Soviet Union and China, among other countries. In addition, Corona satellites, controlled from the installation, provided concrete evidence that the missile gap did not exist. As new satellite technologies developed, the installation began to support additional satellites, such as those whose purposes were communications, early missile warning, meteorology, navigation, and nuclear detonation detection. These satellite programs also provided valuable data and support throughout the Cold War. Although many satellite programs remain classified, the constant presence of the NRO at the installation clearly illustrates the crucial role that it played in satellite reconnaissance throughout the Cold War.

As noted above, many of the buildings may not be retrofitted for adaptive reuse and redevelopment would result in the demolition of the existing structures. A historic building inventory and evaluation was conducted in 2004 as part of the development of the redevelopment plan to determine if the site qualified as a significant historic resource. The inventory study found that the existing site could not be deemed eligible for the California Register of Historic Sites and that it was not a historic resource for the purposes of CEQA. However, based on the available information, the City determined that the site may be potentially eligible as a local Heritage Resource and/or as a local Heritage Resource District.

In 2009, the Air Force re-evaluated the site and buildings and conducted further consultations with the State Historic Preservation Office (SHPO) and the City of Sunnyvale. As a result of the re-evaluation, buildings 1001, 1002, 1003, 1004, 10031, and 10032 were recommended as National Register-eligible as the U.S. Air Force Satellite Test Center Historic District under the Criteria A (association with historic events) and Criteria G (achieving significance within the past 50 years).

The proposed redevelopment of the site and transition of land from the Federal Government to the LRA or private developer could result in the potential impact to a historic resource. During the consultation with the Air Force, Veterans Administration and SHPO, through the Section 106 process as required by the National Historic Preservation Act, it was determined that the historic significance of the site resulted from the missions and operations conducted within the buildings rather than the structures themselves. The discussion resulted in the following items to be preserved or recorded:

- Relocation of the Challenger memorial to the Veterans Administration site at Onizuka. *Responsible Origination: Veterans Administration*
- Interpretive display documenting the history of the Onizuka AFS within the lobby of the Veterans Administration building at the site. *Responsible Origination: Veterans Administration, subject to review and approval by SHPO*
- The completion of a Historic American Buildings Survey (HABS) Level-II Type Documentation. Materials will assist in the completion of the interpretative display. *Responsible Origination: Air Force*
- Completion of a lesson plan documenting the Air Force Station's role in the Cold War era. Responsible Origination: Air Force and to be provided to local school districts by the City of Sunnyvale.

The Air Force, Veteran Administration and California SHPO have all concurred with the recommended documentation steps through a Memorandum of Understanding in accordance with Section 106 of the National Historic Preservation Act and the BRAC process. The lesson plan has been completed and provided to the City and the HABS Level-II Type Documentation has been completed. The Veterans Administration will complete the remaining items following acquisition of the subject site.

ENVIRONMENTAL CONDITIONS

The Air Force completed an Environmental Assessment (EA) as required by the National Environmental Protection Act. The EA studied the three alternatives considered by the adopted 2008 Onizuka AFS Redevelopment Plan which included an Automotive Retail Center, Corporate Office, and a Hotel, Conference Center and Office Alternative. The assessment found the proposed alternatives would not result in either short- or long-term significant impacts. The resources analyzed in detail were: socioeconomics, land use/aesthetics, transportation, utilities, hazardous materials management, hazardous waste management, Environmental Restoration Program (ERP) sites, storage tanks, asbestos-containing material (ACM), lead-based paint (LBP), geology and soils, water resources, air quality, biological resources, cultural resources, and environmental justice.

The EA disclosed instances of the hazardous materials at the site including, Asbestos-Containing Materials (ACM), Lead-Based Paint and a few hazardous materials spills at the site. Exposure to ACM and Lead-Based Paint would be mitigated through standard demolition requirements which manage containment during demolition. According to

the Air Force document, the noted spills have been cleaned and each incident has been closed. Based on this and completion of the Final Environmental Assessment and issuance of a Finding of No Significant Impact, the Air Force has determined that the site is suitable for disposal and reuse. Supplemental soil sampling and additional environmental assessment may be warranted for either the higher education uses or park use.

Any further remediation required at the site, resulting from the additional soil sampling, would be covered under the Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA), which obligates the United States to conduct remedial action necessitated by the discovery, after transfer, of hazardous substances on the property. In addition, to CERCLA, there are several laws that provide additional protection for the City or other entity acquiring the site through the BRAC process. The parties acquiring the site may choose to obtain environmental insurance to minimize any exposure to legal liability.

LAND USE AND ZONING

The Onizuka AFS is located within the Moffett Park Specific Plan area and is currently zoned Moffett Park Industrial. The current zoning for the site allows uses such as office, higher education, hotel, public safety facilities, emergency services and parks/open space. Adjacent parcels are zoned either Moffett Park Industrial, Moffett Park Transit Oriented, or Moffett Park Commercial. Both zoning designations allow similar uses. The subject site is limited to a FAR of 35 percent, which would allow up to approximately 280,000 square feet of floor area to the entire site.

ON- AND OFF-SITE INFRASTRUCTURE

As a relatively small site located within a large business park with extensive private commercial development, Onizuka AFS is well served by a combination of private and municipal utilities and infrastructure all adjacent to the property boundary. The Onizuka AFS site utility infrastructure is well-suited for all uses and development densities that are consistent with the Specific Plan. There are no extraordinary off-site utility infrastructure costs anticipated, however; there will be costs to reconfigure utilities that are typical of redevelopment projects of the same scale as Onizuka AFS reuse. Typical sewer connection and other development impact fees would be paid. Expenses for

minimizing storm water discharge are expected to be comparable to other large developments in the area. Division of the site into multiple parcels as a result of VA's approved federal agency to federal agency transfer will necessitate added cost to create separate utility systems. Additional improvements required as part of redevelopment of the site would be addressed in the environmental review specific to the project and may include Traffic Impact Fees and associated mitigation costs for other project related infrastructure improvements.

3. FEDERAL AGENCY & HOMELESS SERVICE PROVIDER REQUESTS

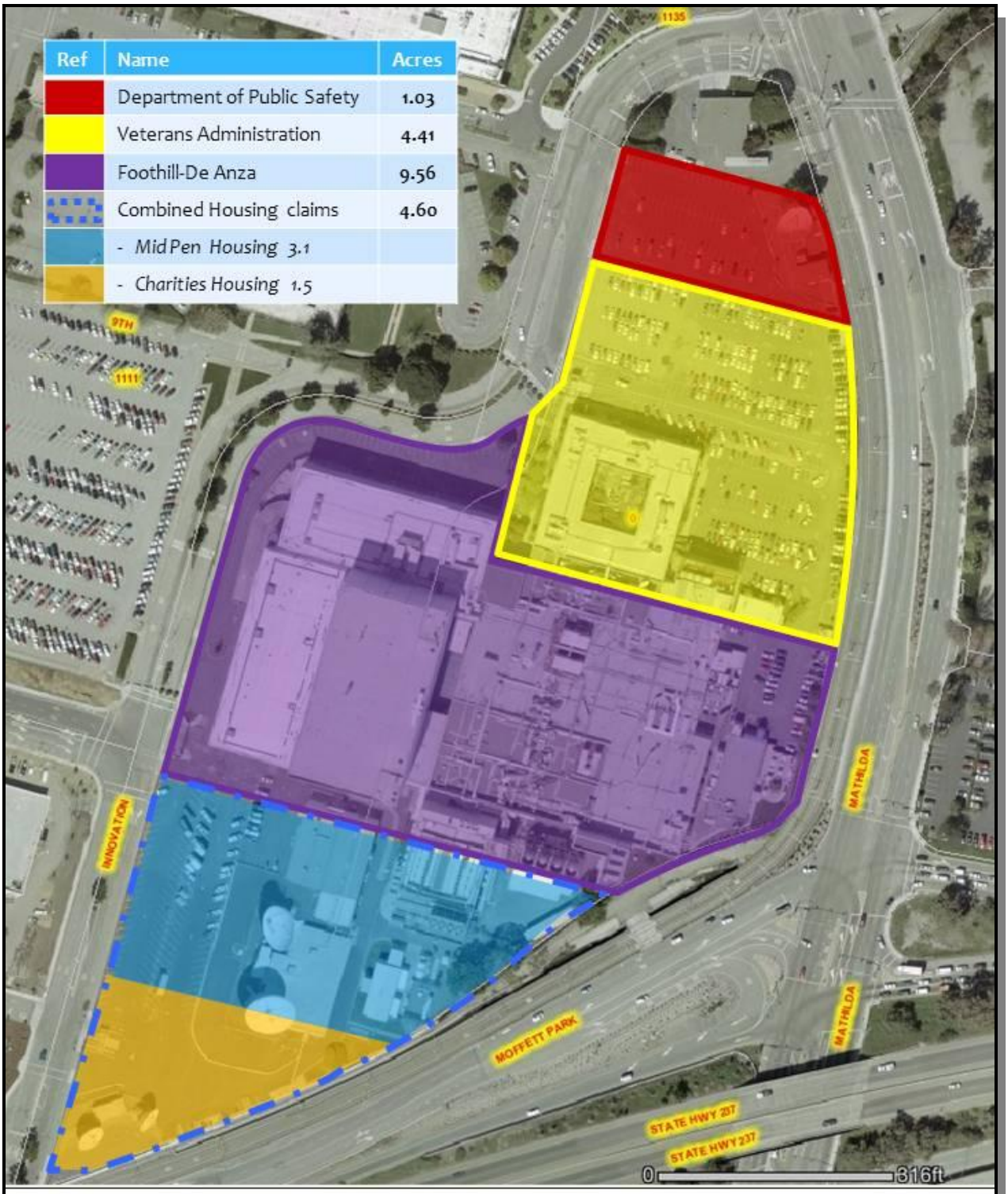
REQUESTS FOR ONIZUKA AFS PROPERTY; POTENTIAL LRA INVOLVEMENT

This section of the plan describes the requests for Onizuka AFS property that have been received in response to the two outreach processes required for all closing military bases: one for federal agencies that resulted in a request from VA; and the other for local agencies that resulted in Notices of Interest (NOI) from two local homeless service providers (Providers). Following the approved 2008 Redevelopment Plan, the LRA completed an additional feasibility study to further assess the feasibility of the preferred Auto Retail Center concept. The study indicated that it would be feasible; however redevelopment lacked the support needed from local auto dealers. On March 1, 2011, the LRA was considering alternative land uses moving forward and was informed of interest in the site from Foothill-De Anza Community College District (District). At the March 1, 2011 meeting, the LRA moved to amend the Redevelopment Plan to focus on a higher education use or park use for the remaining area. The District submitted a Draft NOI May 11, 2011 and the Final NOI on September 1, 2011. These requests are shown in Figure 3-1 on the following page.

VETERANS AFFAIRS

The VA submitted, and the Air Force approved, a request for Onizuka AFS property pursuant to the federal excess property disposition outreach process that offers excess property to other federal agencies. The VA's request is for Building 1002, a 50,000 square foot office building built in 1964; Building 1018, a 2,200 square foot commercial building built in 1978; and Building 1034, a 4,205 square foot storage building built in 1981. The VA has requested an approximate 4.413 acre site that includes these buildings; sufficient surface parking and a required security buffer around the buildings (see Figure 3-1). The requested 4.413 acres has increased from the 2.4 acres in the previously approved Redevelopment Plan. The opportunity for a larger VA site became available when one of the Providers relocated its claim to the southern portion of the site. The City also indicated an interest in a portion of the previous homeless housing claim to expand existing Fire Station #5, located immediately to the north of the Onizuka AFS site.

Figure 3-1: Onizuka Land Area Claims



BRAC Land Area Requests

Redevelopment Plan: Onizuka Air Force Station

This space request is part of a larger VA strategy to incrementally resolve a 300,000 gross square foot administrative space shortage at its Palo Alto and Menlo Park campuses as it tries to plan for a major renovation or replacement of those facilities. VA is actively looking at military bases planned for closure as potential real estate acquisitions through Fed-to-Fed transfer. The VA has also requested the Jones Hall Army Reserve Site in Mountain View which is nearer to its current campuses. The LRA understands that the VA would use the Onizuka AFS space for administrative and dry-lab research support functions.

The LRA understands from VA that under its small renovation program it can spend up to $10 million to address these issues. The VA, as a federal agency, is responsible for all aspects of its facilities and does not require planning approvals or building permits from the City for renovation or occupancy. The VA's identified budget of $10 million for Building 1002 rehabilitation appears sufficient to cover seismic retrofit, code improvements, and other renovation costs, based on rehabilitation costs for older Silicon Valley office buildings, even including the Davis-Bacon Act and other federal contracting requirements.

NOTICES OF INTEREST

The other federally-mandated local outreach process, conducted by the LRA, identifies possible local public agency and community-based agency interests to be considered during the LRA's redevelopment planning process. The local outreach produced two NOIs or requests for portions of the Onizuka AFS site from two non-profit housing agencies: MidPeninsula Housing Coalition (MPHC) in partnership with Shelter Network (SN); and The Onizuka Partnership composed of homeless service providers led by Charities Housing Development Corporation (Onizuka Partnership). In addition, the LRA received notification that the District was interested in the land at Onizuka AFS. Since the LRA was reconsidering alternative land uses, the District submitted a draft NOI on May 11, 2011 and the final NOI on September 1, 2011.

Homeless Housing

The Defense Base Closure and Realignment Act of 1990 charges the LRA with balancing homeless needs with community needs for economic and other development. The Act also requires preparation of a redevelopment plan indicating

the support (buildings, property or funding) being made available to requesting homeless service providers (as set forth in this plan). In balancing these needs the LRA analyzed and weighed a comprehensive list of factors. These included public policies such as the Sunnyvale 2005-2010 Consolidated Plan, the Sunnyvale General Plan and the Moffett Park Specific Plan. The LRA analyzed site conditions including the VA impact on the site.

The LRA received two NOI's for a total of six acres as part of the development of the original 2008 Redevelopment Plan. Originally, MidPen Housing Coalition requested 4.2 acres at the southern tip of the site and Charities Housing Development Corporation requested 1.8 acres at the northern tip of the site. Following direction from the LRA in March 2011, the Providers reduced the amount of land and consolidated both claims to the southern corner of the site. The changes resulted in MidPen Housing Coalition's claim being reduced to 3.1 acres and Charities Housing Development Corporation's claim being reduced to 1.5 acres. The revised NOIs propose to acquire a total of 4.6 acres as no-cost homeless land conveyance for 96 units of service-enriched housing for Sunnyvale's homeless population, (includes two management units) which the 2011 Santa Clara County Homeless Census and Survey estimates at approximately 3,744 persons.

The LRA reviewed the Providers' NOI submissions to identify technical deficiencies, determine financial feasibility, verify each agency's track record with similar projects, and other project criteria. The LRA also evaluated possible project impacts on the remainder parcel, the surrounding neighborhoods, and the needs of the homeless as set forth in the Consolidated Plan. The LRA hired independent expertise for specific analysis of conceptual reuse options including their capacity to feasibly relocate homeless housing and the VA to other, more appropriate locations and considered the analysis as a factor in its "balancing" considerations. Throughout the process the LRA engaged the homeless service providers at scheduled public meetings for presentation of their projects, facility tours for the Onizuka AFS CAC and LRA, and staff interviews. In all, the balancing process involved ten public meetings of the CAC.

The LRA found that the two no-cost homeless conveyances of Onizuka AFS parcels will balance the needs of local homeless (as identified in the NOIs and in the Sunnyvale Consolidated Plan) with the needs of the community for economic development as identified in the Sunnyvale General Plan and the Sunnyvale Moffett Park Specific Plan.

As a consequence, the LRA and both non-profit housing agencies agreed upon core terms of a legally binding agreement (LBA) to approve the NOI requests for two no-cost homeless conveyances. Core items include consolidation of the homeless housing claims to the southern portion of the site, LRA recognition of the housing claims at Onizuka AFS, and a preferred option for the LRA to transfer the homeless housing program to an off-site location at the City-owned "Armory" site (620 E. Maude). This preferred option is subject to further negotiations with the two providers and approval by the City of land use entitlements.

The LRA finds the Providers' NOIs for Onizuka AFS to be consistent with the needs of the homeless and the needs for homeless facilities described in the City of Sunnyvale 2010-2015 Consolidated Plan. The analysis conducted by City staff found the NOI-proposed projects to be feasible proposals from experienced and capable agencies that have constructed and managed affordable housing projects with track records of success throughout the region. The analysis included a review of the proposed financing options (County, State and Federal), cash flow projections for each Provider (included in each NOI), and a detailed review of each agency's NOI related materials to substantiate their ability to perform. The NOIs were revised to address technical deficiencies, direction from the LRA in March 2011 and to ensure compliance with HUD requirements.

The LRA approved terms of a single LBA with the two non-profit housing development corporations (the "agencies") that submitted NOIs on behalf of the homeless. The terms memorialized in the LRA's Homeless Assistance Submission (HAS) and the LBAs approve the two NOIs for a no-cost homeless land conveyance of Onizuka AFS parcels from the Air Force for the construction of homeless housing. According to the terms of the LBA, the City would proceed with one of two options upon further discussion with the two Providers: 1) implement the proposed homeless housing program on the Onizuka AFS site, or, 2) transfer their claims to the City's Armory site and construct a substantially equivalent housing program at this off-site location and provide a total of $4.1 million in City Housing Mitigation Funds to each Provider ($8.2 million total).

To facilitate the LRA's vision for reuse of the area south of the VA's claim and to expedite homeless housing construction elsewhere at current construction costs, the LRA agrees to advance pre-construction development funds to assist in the development plans for the "Armory" site at 620 E. Maude. The conceptual plans for the

Armory site include 68 low-income family apartment flats by MidPeninsula Housing Coalition and 56 low-income efficiency studio units by Development Corporation for a total of 124 dwelling units, an increase from the 96 total units proposed in the amended NOIs. On-site parking will be provided at grade with a concrete podium above, which will include open courtyard areas and three levels of housing. The overall height of the project will be four stories. The proposal for the Armory site is subject to further discussions between the City of Sunnyvale and the providers and approval of land use entitlements, lease and regulatory agreements.

Foothill-De Anza Community College District (District)

The LRA received notification that the District was interested in the land at the Onizuka AFS. Since the LRA was reconsidering alternative land uses, the District submitted a NOI as required under BRAC process expressing interest in the site for an Education Center. Confirmation of the site for this use was subject to the District completing a "request for offers" process, which was concluded in July 2011. On August 8, the District Board endorsed the Onizuka AFS site as the preferred location for a permanent Education Center, which would be relocated from the City of Palo Alto. In the meantime, District staff engaged in discussions with the Department of Education (DOE) to prepare a Public Benefit Conveyance (PBC) application, which was recently submitted to DOE for preliminary review. The PBC application is for an approximately nine acre site, which the District is hopeful will be approved by DOE as a no-cost education PBC. A final Notice of Intent was submitted to the City of Sunnyvale on September 1, 2011.

The District is requesting a parcel consisting of approximately 9.15 acres. The parcel is currently improved with approximately 550,000 square feet of obsolete improvements that have been utilized by the Air Force since the mid 1960's. The District intends to completely demolish all improvements on the site and construct a new 55,000 square foot, two-story instructional facility with surface parking for approximately 556 cars and a 16,000 square foot campus courtyard as part of the first phase of the development of the site. The second phase (long-term) would include the construction of new 50,000 square foot, two-story building and new four-story parking garage. The Onizuka AFS site will serve as a permanent home for the Educational Center and will replace the existing facilities at the Cubberley site located within the City of Palo Alto.

The District has been seeking a permanent location to replace the Educational Center that is currently located at the Cubberley Community Center, which is approximately 5 miles southwest of the Onizuka AFS site. The District has rented space at Cubberley Community Center since 1984 and currently utilizes approximately 60,000 square feet at that location to serve 4,000 students each quarter. The Cubberley site is limited by space and the facility is in poor condition. The Cubberley Community Center occupies 36 acres in Palo Alto and is a converted 1955 high school site.

District Overview

For more than 50 years, the District has demonstrated excellence and innovation in academic programs and student services. As one of the largest community college districts in the United States, the Foothill-De Anza Community College District provides credit classes for about 43,000 students per quarter. The colleges are active members of the *League for Innovation in the Community College*, a national consortium of leading two-year institutions. District colleges include the following:

- Foothill College is located at 12345 El Monte Road in Los Altos Hills, California 94022. The 122-acre campus was founded in 1957 and offered its first classes in 1958. Foothill College has an enrollment of 13,000 students and operates out of approximately 60 buildings located on the campus. The original campus design received the Honor Award in 1962 from the American Institute of Architects. The college is accredited by the Western Association of Schools and Colleges. Foothill is also accredited by the American Dental Association Council of Dental Education, American Medical Association Council of Medical Education and Federal Aviation Administration.

- De Anza College is located at 21250 Stevens Creek Boulevard, in Cupertino, California 95014. The 112-acre campus was founded in 1967 and operates out of approximately 70 buildings. De Anza College has an enrollment of 17,000 students. De Anza College is accredited by the Accrediting Commission for Community and Junior Colleges of the Western Association of Schools and Colleges. Several community resources operate at the De Anza campus including the Flint Center, Euphrat Museum of Art, Fujitsu Planetarium and California History Center. Popular majors include: Accounting, Animation, Automotive Tech, Business, Child Development, Computer Applications and Office Systems, Environmental Studies, Film/Television, Graphic Design, Intercultural Studies, Manufacturing and Design Technology, Nursing, Paralegal Studies, and Technical Communications.

- The Middlefield Education Center was founded in 1984 and is located in the Cubberley Community Center at 4000 Middlefield Road, Palo Alto, California 94303. Foothill College operates the Middlefield Education Center which serves a student population of 4,000 and operates out of approximately 60,000 square feet of rented space in the former Cubberley High School. The City of Palo Alto leases the space to Foothill for approximately $1 million per year. The facilities are obsolete and have significant deferred maintenance. Popular courses include: Accounting, Astronomy, Emergency Medical Technician (EMT), Paramedic, Pharmacy Technician, Child Development, Computer, Technology, Information Systems, and Language.

Site Selection

The Educational Center at the Cubberley site currently offers several vocational and career programs (EMT, Paramedic, Pharmacy Technology, Child Development), as well as all general education curriculum needed to complete an AA or AS degree and/or transfer to a four-year college. Foothill staff, faculty and administrators provide student services, instruction and opportunities similar to those on the main campus in Los Altos Hills. It is anticipated that these same services will continue and actually be enhanced with regional partnerships with area education institutions.

The District conducted a district-wide effort in February 2011 to find a permanent home for the Cubberley site. Of the proposals received, the Onizuka AFS site met all of the criteria used by the District in assessing potential sites. This included the following:

- Location - central to freeways and employment
- Accessibility by public transportation (bus and/or light rail)
- Parking availability
- Potential for growth (additional square footage and parking as programs or partners are added)
- Affordability for development and usage

The Onizuka AFS meets all these criteria and more. The site is ideal for access from two freeways, is on the light rail line, has plenty of parking and has a unique historical significance in the area that will be preserved and highlighted.

The District held an election on June 6, 2006 for the issuance and sale of general obligation bonds of the District for various purposes in the maximum amount of $490,800,000. As per the most recent Bond Measure Report, $38,000,000 was allocated for acquisition and construction of the new Educational Center. Of the $38,000,000 allocation, the District has spent $1,190,570 leaving a balance of $36,809,430. The total development budget is currently estimated at $36,737,237 for the Onizuka AFS site.

The LRA and the District will enter into an agreement that outlines the terms for LRA support of an Education Center as a preferred use in the amended Onizuka AFS Redevelopment Plan. The agreement will outline the expectations of the District to pursue an education PBC for the approximately nine-acre site and proposed Education Center in conformance with the City's Moffett Park Specific Plan and Redevelopment Plan.

4. PUBLIC INVOLVEMENT

OUTREACH EFFORT AND PUBLIC COMMENT

The LRA initiated outreach strategies to encourage broad community and stakeholder participation in building the consensus for LRA decisions in planning the reuse of Onizuka AFS. A key institution in the LRA's outreach program was the establishment of the Onizuka AFS CAC in April 2006. Throughout the planning process the CAC acted as an ongoing advisory body to the LRA. The CAC consisted of 14 members representing residents, public agencies and private sector interests.

In April 2006, the LRA formulated the Onizuka AFS BRAC Communication Plan, a comprehensive multi-channel informational program to provide technical reports, staff recommendations and meeting schedules to residents and stakeholders interested in the direction of reuse planning. The plan also included a web site and outreach to homeless service providers, public benefit-eligible entities and other stakeholders who might wish to participate in the federally mandated Notice of NOI process. Individuals and organizations were encouraged to review the web site through regular emails on web site updates, as well as to liaison with both the LRA and the CAC. An objective of these communications was to encourage a community-based consensus on a vision for the civilian reuse of the Onizuka AFS.

The BRAC Communication Plan

The City designed the BRAC Communication Plan to keep the public informed and to encourage public participation in the community reuse planning process. Under the plan, BRAC Project staff formulated content, implemented ongoing communications and maintained a comprehensive listing of specific communications deliverables. BRAC staff responsibilities included:

- **News Releases:** News releases in anticipation of key decision meetings, key outreach, significant decisions or actions.
- **Fact Sheets:** Fact sheets and "Overview Project Plans" inform public officials and area residents. Quarterly articles for City newsletters were prepared throughout the planning process to keep Sunnyvale residents informed of progress and status.

- **KSUN-15 TV Slides:** KSUN-15 is Sunnyvale's local government cable television channel. KSUN slides announced the LRA's and CAC's key decision meetings.
- **Onizuka AFS BRAC Web pages:** (Onizuka.inSunnyvale.com) The Onizuka AFS web pages contain comprehensive information about the Onizuka AFS planning process, updates on project milestones, and several outreach channels enabling community members to stay current with the latest project developments. The BRAC program developed, updated and maintained the Onizuka AFS BRAC Web pages as a comprehensive resource for area residents and others interested in Onizuka AFS disposition. The BRAC program notified interested parties of Web page updates. Community outreach and education features found on the BRAC Web pages are highlighted below:

LRA Reviews Amended Redevelopment Plan	Fall 2011
LRA Initiates an Amendment to the Redevelopment Plan for Educational or Public Park Use, Emergency Services Use and Expanded VA site	Spring 2011
LRA Reviews Alternative Land Uses	Winter and Spring 2011
LRA Reviews Auto Center Refinement Study and Determines Auto Retail Center to be Infeasible	Fall 2010
LRA Approves Redevelopment Plan for Auto Retail Center as Preferred Use for Economic Development Conveyance	Winter 2008
Onizuka Citizens Advisory Committee, City Commissions Weigh in on Reuse	Fall 2008
Onizuka AFS Reuse Planning Update	Summer 2008
Sunnyvale Analysis Begins on Onizuka AFS Reuse Options	Winter 2008
Onizuka AFS Reuse Planning Moves Forward	Summer 2007
Sunnyvale to Select Reuse Options for Onizuka AFS	Spring 2007
Onizuka AFS Redevelopment Update	Winter 2007
Community Meets to Help Plan Onizuka AFS Future	Fall 2006
Sunnyvale Community Encouraged to Participate in Onizuka AFS Redevelopment Plan	Summer 2006

Onizuka AFS Closure	Spring 2006
Onizuka AFS To Be Closed	Fall 2005
DOD Moves To Close Onizuka AFS	Summer 2005

- **Signage and/or Displays:** Signage was prepared as required or appropriate for CAC and LRA meetings.
- **Newspaper Ad Prepared:** Advertisement in the *San Jose Mercury News* and *Sunnyvale Sun* soliciting NOIs in the Onizuka AFS property (published not more than 30 days after declaration of surplus status.)
- **Public Inquiry Database:** This activity included sending periodic e-mails to residents, stakeholders and agencies that expressed interest in being added to an information database to receive notification of Onizuka AFS BRAC Web page updates.
- **Posting of Public Meeting Notices, Minutes and Reports:** Provided legal meeting notices, agendas, and minutes and posted these per statute and according to Brown Act regulations to the City's Onizuka AFS Web pages and, as appropriate, City Council.
- **Neighborhood Association Liaison:** Provided content and schedules to the City's Community Outreach Coordinator to include in communications to community residents.
- **Onizuka AFS Redevelopment Hotline:** Dedicated an Onizuka AFS Redevelopment Hotline (408) 730–7739, TDD (408) 730-7501 to provide another opportunity for community comment, information requests or call-backs to discuss any facet of the project.
- **Sunnyvale Auto Dealers:** Coordinated site visits and feasibility study with local auto retailers in Sunnyvale.
- **Moffett Park Business Association:** City representative attend monthly meetings, keeping local business association informed of the progress of the Onizuka AFS closure and land use alternatives.

PUBLIC MEETINGS, NOTICES AND REPORTS

The primary venue for public input regarding the Onizuka AFS property was the project's policy guiding body, the LRA, and the CAC, which the LRA specifically created to advise the LRA on the site's land reuse. Two City Commissions (Heritage Preservation Commission and Planning Commission) whose jurisdiction touched on specific aspects of the Onizuka AFS project also made recommendations to the LRA in 2008. In March 2011, the LRA determined that the original Auto Retail Center was infeasible and initiated amendments to the Redevelopment Plan to focus on a preferred educational use and an alternative park use at the site.

The BRAC Communication Plan strictly follows the City's statutory meeting, agenda and posting requirements which comply with requirements for minimum advance notification period and specifies the venues for posting notification. Below is a description of the public bodies and advisory groups that provided Onizuka AFS-related recommendations and comments during the planning phase.

Local Redevelopment Authority: In January 2006, Sunnyvale City Council unanimously approved a resolution requesting the Department of Defense recognize the City Council as the LRA for Onizuka AFS. Formally recognized as the LRA, the City Council became the primary community point of contact for all matters relating to the base closure. This includes conducting outreach efforts and designing the comprehensive reuse plan to guide Onizuka AFS's redevelopment. LRA members are listed below:

Assignment/Member
Authority Chair (Vacant)
Authority Vice Chair Otto Lee
Authority Member Melinda Hamilton
Authority Member Jim Griffith
Authority Member Christopher R. Moylan
Authority Member Anthony Spitaleri
Authority Member David Whittum
Former Authority Members
Authority Member Ron Swegles
Authority Member John Howe
Onizuka AFS LRA Executive Committee
Authority Chair (Vacant)
Authority Vice Chair Otto Lee

Assignment/Member
Authority Member Christopher R. Moylan

Citizen's Advisory Committee: One key step in the early planning process was the establishment of a CAC representing residents and diverse stakeholders within the community. The CAC provided advisory recommendations to the LRA throughout the planning process and development of the 2008 Redevelopment Plan. CAC members are listed below:

Assignment/Member
LRA Chair, Ron Swegles, Chair
Community Representative, Dean Chu, Vice Chair
LRA Member, John Howe
Mountain View City Council, Nick Galiotto
Organized Labor, Raymundo Ferdin
Sunnyvale Business, Thom Bryant
Sunnyvale Business, Howard Chuck
Sunnyvale Education, Glenn Evans
(Preceded in the position by Geoffrey Kiehl)
Sunnyvale Education, Nancy Newkirk
Homeless Assistance Volunteer, Sarah Wasserman
Community Representative, Robert Lopez
Community Representative, Josephine Lucey
Community Representative, Charles Rogers
Community Representative, Cynthia Cotton
Note: Santa Clara County Supervisors declined representation on the CAC.

Sunnyvale Heritage Preservation Commission: The Sunnyvale Heritage Preservation Commission held a public hearing on August 6, 2008 to review and comment on the preliminary assessment of Onizuka AFS's historic significance. The commission was specifically charged with reviewing and making recommendations regarding landmark sites. Comments were forwarded to the LRA in the December 2, 2008 staff report. Recommendations from the Heritage Preservation Commission were further addressed in the Environmental Assessment (May 2011) prepared by the Air Force for the closure of

the Air Force Station. The recommendations resulted in the evaluation of the site structures, documentation of the programs conducted at the site, formal historic survey, integration of an interpretive display within the lobby of the VA building to commemorate the role of Onizuka AFS in the Cold War era, and relocation of the Challenger Memorial to the VA property. City staff also requested the Air Force to retain the satellite dish for possible future use or incorporation into the site as an artifact. Interest has been expressed by a non-profit group to refurbish and reactivate the remaining dish and ancillary structure for educational purposes. In addition, the LRA participated in the Section 106 process which included consultation with the Air Force, Veteran Administration and California SHPO. No further review was required by the Heritage Preservation Commission, due to completed environmental review and concurrence with SHPO.

Sunnyvale Planning Commission: The seven-member Sunnyvale Planning Commission conducted a public hearing on July 28, 2008 to discuss and receive public comments on the Onizuka AFS land reuse options and the CAC recommendations. The comments of the commission and the public who spoke at the hearing were forwarded to the LRA for consideration at the December 2, 2008 and December 9, 2008 meetings. The Planning Commission conducted a public hearing on September 26, 2011 to discuss and receive public comments on the Amended Onizuka AFS Redevelopment Plan. Similarly, comments were received and forwarded to the LRA for consideration. The Commission's overall responsibility is to review and make recommendations to the City Council on the City's General Plan, land use, zoning, development ordinances, permits, environmental reviews and related policies procedures.

Community Participation: Public Meetings Schedule

LRA and CAC meetings have provided opportunities for the involvement, participation and comments of community residents and stakeholders. Notices, agenda, minutes, and staff reports have been provided to the public at the LRA's Onizuka AFS web site, *Onizuka.inSunnyvale.com*. LRA meeting agendas and minutes are also noted on the City Council pages of the City's web site. Appendix A of this plan contains a listing of community outreach activities including a comprehensive listing of Onizuka AFS–related public meetings.

PLAN REVIEW, COMMENT, AND ADOPTION

Draft Amended Onizuka AFS Redevelopment Plan: Availability for Public Review and Comment

Meetings of the LRA, the LRA Executive Committee and the CAC on the Redevelopment Plan met all statutory notice requirements and provided opportunity for public participation. The CAC held ten public meetings with opportunity for public comment at different stages in the preparation of the Redevelopment Plan for community input. Pursuant to the Public Meeting Schedule and Communication Plan above, the key steps in the BRAC and Redevelopment Plan process were and have been posted on the Onizuka AFS Web page for presentation and discussion at public hearings. Following the adoption of the 2008 Redevelopment Plan, the LRA publicly noticed all LRA meetings during the review of the Auto Center Refinement Study and alternative land uses. The Planning Commission will review the Draft Amended Onizuka AFS Redevelopment Plan on September 26, 2011, which provides opportunity for public comment regarding the amendments to the previously approved Redevelopment Plan.

Adoption of the Final Amended Onizuka AFS Redevelopment Plan

The Draft Redevelopment Plan, which is consistent with the LRA action of March 1, 2011, was posted to the LRA's Onizuka AFS BRAC Web page (*Onizuka.inSunnyvale.com*) on approximately September 23, 2011, two weeks prior to LRA's October 4, 2011 public hearing. Notification of the September 23, 2011 Planning Commission meeting and the October 4, 2011 LRA meeting was mailed to properties within 300 feet and all interested parties.

5. CONCEPTUAL LAND USE ALTERNATIVES

LAND USE FACTORS

The adopted 2008 Redevelopment Plan took into consideration the Homeless Housing Claims and the Veterans Administration Claim at the site. The land use options studied in the Plan included an Auto Retail Center, High Quality Hotel and Conference Center and Class A Office/Research and Development use and were dependent on the relocation of the VA's claim and finding an alternative site for the housing claims. The preferred land use alternative for the site was the Auto Retail Center.

The feasibility of the preferred land use was further studied in 2009-2010 and discussion with the VA continued as the closure of Onizuka AFS moved forward. Further discussions in 2010 determined that the VA was unable to find an alternative site to meet their program needs and budget constraints. The feasibility study of the Auto Retail Center concept began in 2009, which accounted for the VA claim at the site. The feasibility study found that the Auto Retail Center concept could be feasible. However, due to market conditions and the constrained land area, support from local auto dealers diminished. In October 2010, the LRA determined that the Auto Retail Center was infeasible and directed staff to study alternative land uses. In March 2011, the LRA initiated the amendment of the Redevelopment Plan to consider the following uses with emphasis on possible PBC uses:

- Educational Use (Alternative)
- Public Park/Sports Complex Use (Alternative)
- Expanded Site for Veterans Administration Office Use
- Homeless Housing Program on consolidated area for MidPeninsula Housing Coalition and Charities Housing Development Corporation
- Possible Transfer of Homeless Housing Program to City-owned "Armory" Site
- City of Sunnyvale Emergency Services (Fire Station #5 expansion)

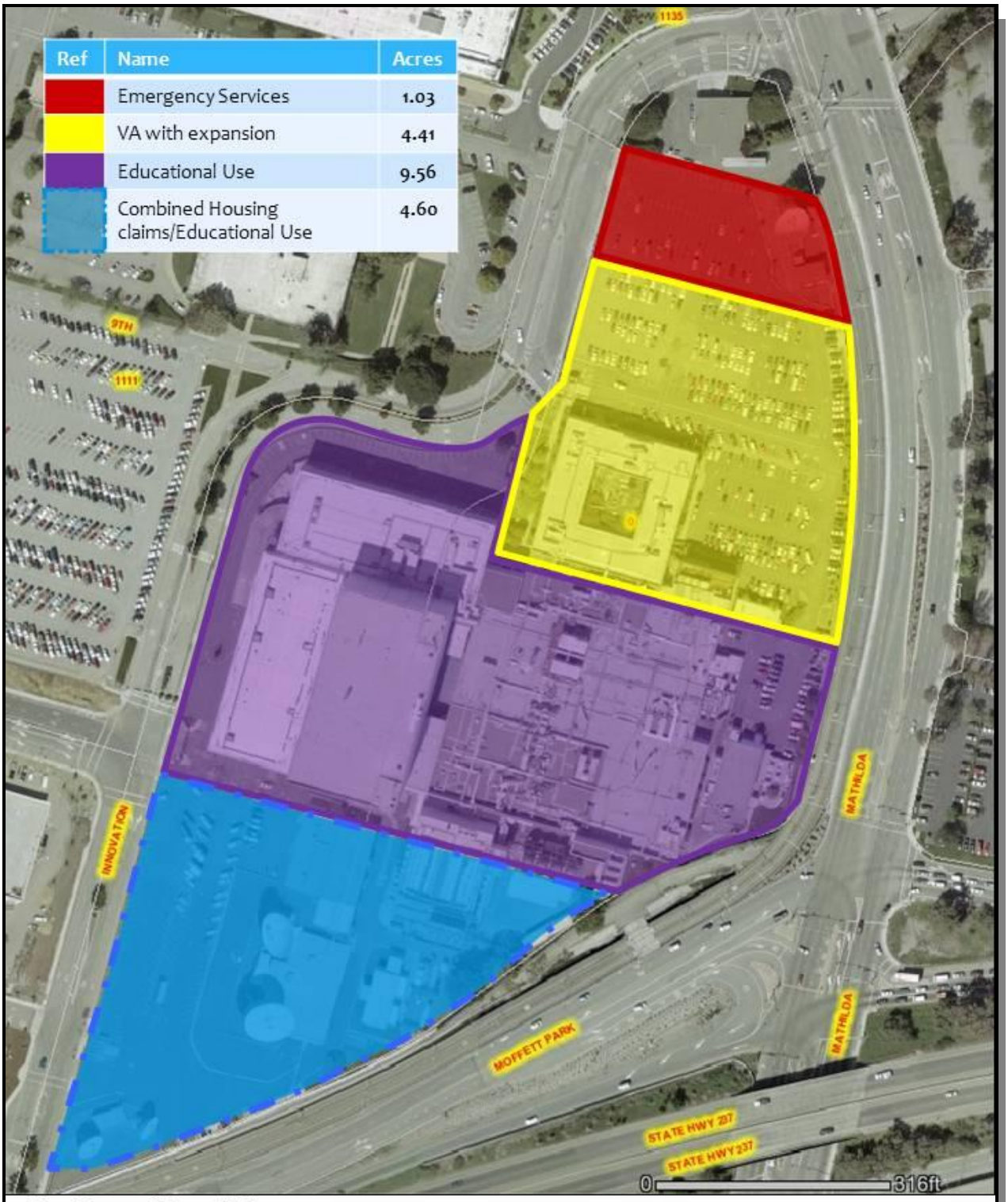
LRA PREFERRED REUSE: EDUCATIONAL USE AND EMERGENCY SERVICES

The LRA has identified an Educational Use for the land to the south of the VA claim and Emergency Services for the land north of the VA claim as the preferred reuse options. In deciding the recommended land use for the Redevelopment Plan the LRA considered several important elements of a land use decision that would create the greatest

benefit for the Sunnyvale community. Figure 5-1 indicates the locations of the preferred land uses.

The educational use emerged as the best overall reuse option for an approximately nine acre area south of the VA claim, based on the following: 1) the site's freeway accessibility; 2) light rail accessibility; 3) location and adjacency to supportive industries; 4) compatibility with current Zoning; and 4) ways to minimize additional peak traffic congestion at the Mathilda Avenue entryway to Moffett Park. The Emergency Services use for an approximately one-acre parcel immediately north of the VA site and adjacent to existing Fire Station #5 would allow the existing Fire Station site to be expanded from .72 acres to approximately 1.75 acres. The additional area will provide for a training space for personnel and equipment which does not currently exist, and allow for multi-agency and multi-apparatus training evolutions. These considerations resulted in selection of the educational and emergency services uses as the preferred land uses for the site.

Figure 5-1: Preferred Onizuka Land Uses



Preferred Land Uses

Redevelopment Plan: Onizuka Air Force Station

Educational Use

The District has indicated the need for the 9.56 acres site to accommodate the relocation of the existing Cubberley in Palo Alto. The NOI indicates that the District anticipated constructing a new 55,000 square foot, two-story instructional facility with parking for approximately 556 cars, and a 16,000 square foot campus courtyard. Long-term goals for the site include the addition of a second new 55,000 square foot, two-story building and new four-story parking structure for the site. the District will request that the land be conveyed through a no-cost PBC which will be sponsored by the DOE. Conveyance of the land will include educational use only encumbered (restrictions) on the land.

The District has also indicated interest in the additional 4.6 acres requested by the housing providers. This area could provide unencumbered land for the District to use for franchise or profit generating uses. This may include a bookstore, food court, or other collaborative business related uses within the 4.6 acre area.

The proposed first phase would be at FAR of 13 percent, which is well within the maximum FAR of 35 percent allowed by the Moffett Park Specific Plan. Based on the long-term goals of the District, the total FAR would be approximately 26 percent. Educational uses are allowed through the review of a Special Development Permit (SDP) within the Moffett Park Industrial Zoning. Although a SDP would be required for private development, it will not be required for the District as their Board has elected to act independently of the local zoning standards. This is a typical practice of most school districts. Uses not related to school activities would be subject to the City's Zoning requirements. The LRA will negotiate specific terms for redevelopment, including administrative review rights, with the District.

Emergency Services

The Department of Public Safety has indicated the need for additional land for Fire Station #5 and area for additional safety training. The Project will increase the useable space at Fire Station #5 from .72 acres to approximately 1.75 acres. The additional area would provide for a training space for personnel and equipment which does not currently exist, and allow for multi-agency and multi-apparatus training evolutions. The training is not limited to only Sunnyvale personnel, but may also include Community

Emergency Response groups such as Sunnyvale Neighbors Actively Prepared (SNAP) and other Community-based groups and regional agencies. The direct benefits will include, but are not limited to, enhanced training opportunities in a geographic area of the City which do not currently exist. Emergency Service uses are consistent with the Moffett Park Specific Plan and permitted without review within the Moffett Park Industrial Zoning.

Acquisition of the land for Emergency Services would be completed through a PBC and the sponsoring Federal Agency would be the Federal Emergency Management Agency (FEMA). The City would request a no-cost conveyance through FEMA. The land would be restricted to emergency uses and minor improvements as outlined the PBC and the City would have to coordinate timelines to install any noted improvements such as fencing to secure the area.

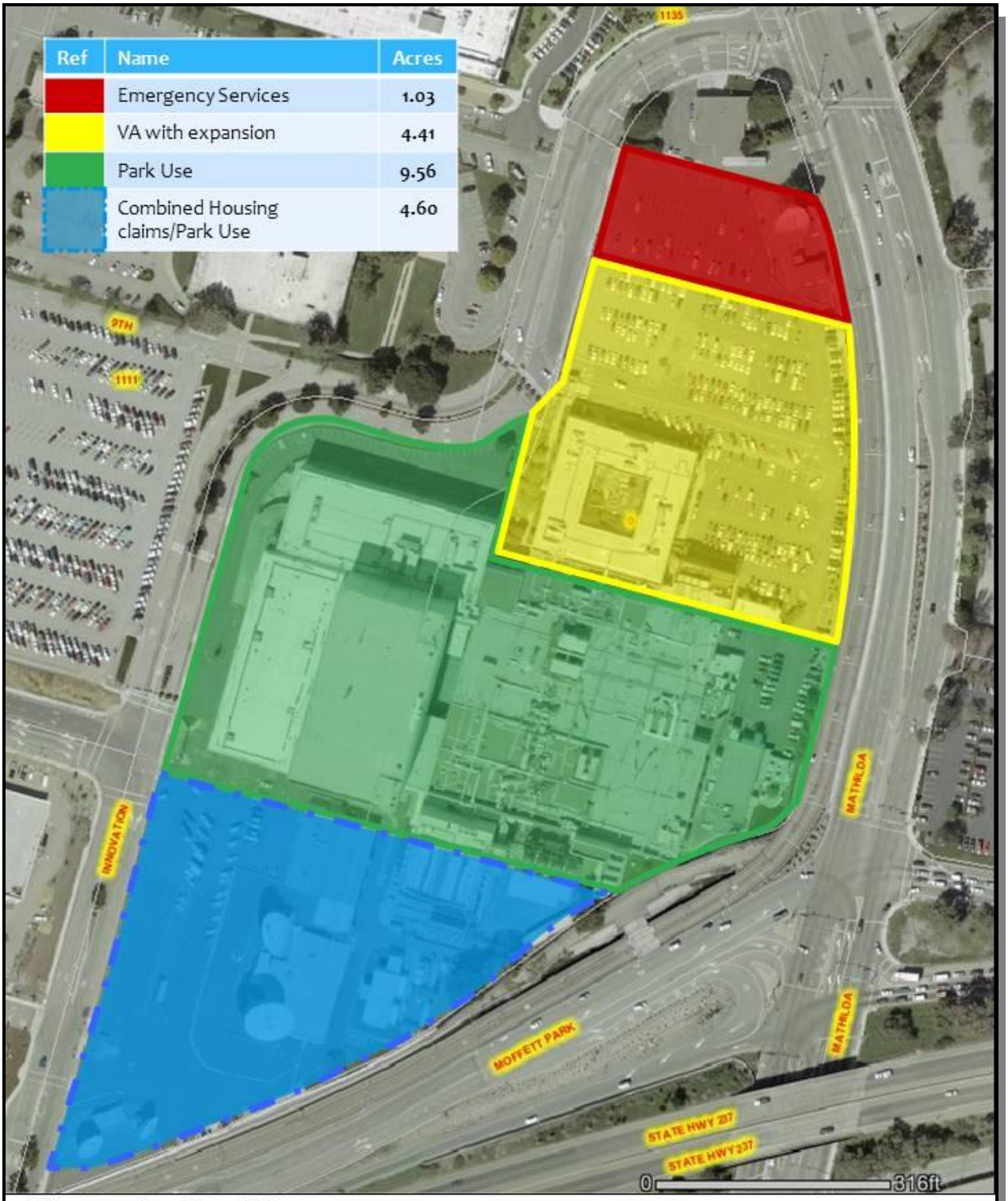
Consolidated Homeless Housing Site

If the LRA elects to transfer the proposed homeless housing projects to the Armory site, the housing claim area located at the Onizuka AFS site would be allowed to be developed with useswhich includes, but is not limited to, possible education-related uses complementary to the Education Center. Development on the site will be allowed a maximum FAR of 35 percent as per the Moffett Park Specific Plan with ability to consider 10 percent floor area bonus if the development complies with the City's Green Building Program. Redevelopment of the site will exclude intensive office uses that would generate significant AM/PM peak hour traffic as determined by City.

ALTERNATIVE LAND USE: PUBLIC PARK/SPORTS COMPLEX

The Department of Community Services has identified a need for additional athletic fields in the community for organized sports. The park area would serve the Moffett Park are and the community at large. The amount of land designated for this use should be the largest available. The alternative would require the homeless housing projects to be relocated to the Armory site. The resulting total area available for the public park/sports complex would be approximately 14.15 acres. It is anticipated that the area could accommodate a minimum of four multi-use fields, bathroom facilities and a concession/maintenance building. Figure 5-2 illustrates the alternative land use for the site.

Figure 5-2: Alternative Onizuka Land Uses



Alternative Land Uses

Redevelopment Plan: Onizuka Air Force Station

Acquisition of the land for a park use would be through a PBC for a public park/sports complex, which would be sponsored by the National Park Service (NPS) and the land acquisition costs would start at a 50% reduction with a possible no cost conveyance. The City would have to demonstrate the need, operational and financial capability to develop and maintain the park, suitability of the site for park use, and a description of the proposed park utilization, including a site plan and development time line. NPS will evaluate the PBC based on the financial feasibility of the proposal.

The public park/sports complex and its associated costs may either be funded by the City or the City may work with a private developer/vendor to finance, construct and operate the sports complex. Due to the extensive amount of funding needed for demolition, site preparation and development, the City will need to consider supplementing these costs with park dedication in-lieu fees. Funding allocation for a sports complex will most likely require deferring or delaying funding of other projects and will depend on the acquisition costs of the site (possibly no cost or a significantly reduced cost).

Consolidated Homeless Housing Site – Alternative

If public park/sports complex is implemented and the LRA elects to transfer the proposed homeless housing projects to the Armory site, the housing claim area located at the Onizuka AFS site would be incorporated into the public park/sports complex to provide a larger area for the alternative land use.

6. IMPLEMENTATION

BALANCING HOMELESS ASSISTANCE AND COMMUNITY NEEDS

The preferred educational use, with implementation of the LBAs that the LRA has negotiated with the Providers, balances the need of the homeless assistance with the need of the community for redevelopment of the Onizuka AFS site to allow uses that provide services for the community. The HAS that the LRA will submit to HUD with this Plan complies with HUD's requirements for balancing homeless needs and community needs.

The LRA balances the needs of the homeless by approving both Provider NOIs on Onizuka AFS for a combined total of 4.6 acres. If the LRA choses to assist the housing providers in relocating the proposed projects to the Armory site, it will provide a site much better suited for housing due to its proximity to transit and other services. In addition, the Armory site location will allow a greater variety of housing units and affordability levels, which will better serve the community.

DEMOLITION OF EXISTING FACILITIES

Redevelopment of the Onizuka AFS site would require demolition of all the existing buildings on the areas specified for educational or park use. Demolition will seek to maximize recycling, including sale of scrap steel. The high cost of the required demolition represents an extraordinary burden that impacts development feasibility, as well as the value that the Air Force can expect to receive from the site.

ENVIRONMENTAL INVESTIGATION AND REMEDIATION

Transfer of the property from the Air Force and its subsequent redevelopment has been evaluated by the Air Force and a Finding of No Significant Impact has been issued. Furthermore, the preferred land use was one of the many uses considered during the California Environment Quality Act (CEQA) review and determined to be a use that is compatible with the surrounding area. Redevelopment of the site will require a supplemental environmental review pursuant to CEQA and it is recommended that additional soil sampling and environmental site assessment may be recommended as

part of the review. In addition, Onizuka AFS's structures, because of their age, are expected to contain significant amounts of asbestos and lead-based paint, and potentially PCB's and other solvents. This will need to be remediated as part of the demolition work, with responsibility falling upon the future property owners or developers of the Onizuka AFS parcels.

PLANNING REQUIREMENTS

The preferred land uses (education use and emergency services) and alternative land use (Park/Sports Complex) are both included as planned uses in the Moffett Park Specific Plan. The Specific Plan supports educational, office, emergency services and park uses either permitted "as of right" or through the review of a Special Development Permit. A Guiding Principle of the Specific Plan is "to provide strategic retention and attraction of business and private investment" and a Specific Plan Objective is "to allow for balanced development that minimizes environmental and fiscal impacts to the City." The proposed Educational Center or park/sports complex would provide greater opportunities for the community and would provide further support for the surrounding Moffett Park business community.

7. RECOMMENDED CONVEYANCE AND DISPOSITION STRATEGY

PUBLIC BENEFIT CONVEYANCES

Upon approval of the Onizuka AFS Redevelopment Plan by the LRA, the District and the City of Sunnyvale Department of Public Safety will submit requests for no-cost PBC to the sponsoring federal agency (Department of Education for education use and the Federal Emergency Management Agency for fire station site expansion). The sponsoring agency will review the applications and render a decision on the requested PBCs and, if an agreement is reached, convey the property to the respective parties. If the education use PBC is not implemented, the City of Sunnyvale will pursue a public park PBC through the Department of the Interior, National Park Service (sponsoring federal agency).

DISPOSITION STRATEGY

The LRA proposes a disposition strategy with the following elements:

- No-cost PBC to the 1.03 acres to the City of Sunnyvale Department of Public Safety for emergency services and training area.
- No-cost PBC of the 9.56 acres to the District for an Educational Center to replace the Cubberley site in Palo Alto.
- The Providers accept the land requests at Onizuka AFS through a homeless housing conveyance and the two Providers implement the proposed homeless housing program on the Onizuka AFS site;

  OR

- The homeless housing providers will relocate the proposed projects to the City's Armory site and construct a substantially equivalent housing program at this off-site location and a total of $4.1 million in City funds be provided to each Provider ($8.2 million total) and land area located at the Onizuka AFS site will be transferred to the LRA.
- Park Alternative: If the District is not able to receive approval of the PBC or the project is not feasible, the LRA would move forward with solicitation of park development requests and prepare PBC application to submit to the National Park Service to acquire the land at a reduced or no-cost conveyance.

APPENDIX

PUBLIC MEETING SCHEDULE

The following meetings were held for public involvement during preparation of the redevelopment plan.

Date	Meeting and Agenda
January 10, 2006	The Sunnyvale City Council passes resolution requesting that the DoD recognize the Sunnyvale City Council as the Local Redevelopment Authority for Onizuka Air Force Station. • *Resolution Requesting that the Department of Defense Recognize the Sunnyvale City Council as the Local Redevelopment Authority for Onizuka Air Force Station* – City Report
April 6, 2006	The Department of Defense (DoD) - recognizes the City of Sunnyvale as the Local Redevelopment Authority (LRA) for Onizuka Air Force Station.
April 11, 2006	The LRA approves bylaws, makes LRA appointments to the Executive Committee, calls for Citizen's Advisory Committee volunteers, and authorizes an application for grant funding from DoD's Office of Economic Adjustment. • *Convene the Onizuka Air Force Station Local Redevelopment Authority (LRA) to: Approve the LRA bylaws; select LRA officers; select the LRA executive committee; authorize staff to apply for an Office of Economic Adjustment community base reuse planning grant; and approve the Citizen's Advisory Committee (CAC) bylaws and select two LRA members to serve on the CAC* – LRA Report • *Authorize Local Redevelopment Authority Staff to Communicate Positions and Open Dialog Regarding Department of Veterans Affairs Interest in Onizuka Air Force Station Property* – LRA Report

Date	**Meeting and Agenda**
May 16, 2006	The LRA approves the Onizuka LRA reuse planning process and the advertisement requesting NOIs. • *Convene the Onizuka Air Force Station Local Redevelopment Authority (LRA) to Approve the Onizuka LRA Reuse Planning Process and to Approve the Draft Advertisement Requesting Notices of Interest in Surplus Onizuka Property* – LRA Report
June 15, 2006	The LRA Executive Committee appoints CAC members. • *Onizuka Air Force Station (AFS), Citizen's Advisory Committee (CAC) Recruitment* – LRA Report
June 28, 2006	The LRA publishes advertisements in the *San Jose Mercury News* and *Sunnyvale Sun* soliciting NOIs from state and local governments, homeless services providers and other parties interested in the property.
June 29, 2006	The CAC convenes its first special meeting with an opportunity for public comment to begin to advise the Local Reuse Authority in planning for civilian reuse.
July 1, 2006 through September 13, 2006	The LRA conducts outreach to homeless assistance providers and public benefit entities via letters, e-mails and phone calls to announce availability of Onizuka property and solicit NOIs.
July, 25, 2006	The LRA delegates determination of Evaluation Criteria for Homeless Service Providers submitting NOIs to the Onizuka LRA Executive Committee. • *Delegation of Determining Evaluation Criteria for Homeless Services Providers Submitting Notices of Interest in the Onizuka Site to the Onizuka Local Redevelopment Authority's Executive Committee*, Council Report #06-005
August 23, 2006	Tour conducted of the Onizuka AFS site with the CAC, entities considering NOI submittals, and Sunnyvale Heritage Preservation Commission.

Date	**Meeting and Agenda**
August 24, 2006	The CAC convenes a special meeting with an opportunity for public comment to review homeless service evaluation criteria. • *Determining Information Required of Homeless Services Providers Submitting Notices of Interest in the Onizuka Air Force Station Site* – CAC Report
August 29, 2006	The LRA Executive Committee specifies information to be provided by entities submitting NOIs for Onizuka AFS. • *Determining Information Required of Homeless Services Providers Submitting Notices of Interest in the Onizuka Air Force Station Site,* LRA Report #06-006
September 13, 2006	The Air Force Real Property Agency, the DoD Office of Economic Adjustment, the U.S. Department of Housing and Urban Development and the Local Redevelopment Authority conduct a workshop for homeless assistance providers considering submission of NOIs. • *Onizuka Air Force Station Base Realignment and Closure (BRAC) Process* – PowerPoint Presentation • *Instructions for Completing A Notice of Interest, Onizuka Air Force Station, Local Redevelopment Authority* – PowerPoint Presentation
October 4, 2006	The Sunnyvale Heritage Preservation Commission holds a study session on the historic significance of Onizuka Air Force Station. • *Information Report: Preliminary Assessment of the Historic Significance of Onizuka Air Force Station* – City Report
October 4, 2006	The CAC conducts a second Onizuka site tour with entities considering NOIs.
October 25, 2006	The CAC convenes a special meeting with an opportunity for public comment to review the Overview of Land Use Planning for the Onizuka AFS Site and the Overview of Homeless Needs contained in the *City of Sunnyvale 2005-2010 Consolidated Plan*.

Date	**Meeting and Agenda**
	• *Land Use Planning "Primer" for the Onizuka AFS Site* – City PowerPoint Presentation
December 5, 2006	Two nonprofit housing agencies submit NOIs for acreage to construct housing units.
December 13, 2006	The CAC convenes a special meeting with an opportunity for public comment to review goals for Onizuka's civilian reuse.
	• *Goals for Onizuka Transition to Civilian Use (Information Only)* – CAC Report
January 25, 2007	The CAC convenes a special meeting with an opportunity for public comment to provide recommendations to the LRA on the conditions of property and the two NOIs submitted by homeless service agencies.
	• *DRAFT Onizuka BRAC – Preliminary Review of Conditions of Property, and Notices of Interest Received (Information Only)* – City Report
January 30, 2007	The LRA convenes a study session to review and give input on the two NOIs received.
	• *Onizuka BRAC – Preliminary Review of Conditions of Property, and Notices of Interest Received (Information Only),* LRA Report #07-001
March 21, 2007	The CAC convenes a special meeting with an opportunity for public comment to recommend to the LRA that five reuse options be further analyzed.
	• *Onizuka Air Force Station Conceptual Reuse Options for Base Realignment and Closure – DRAFT* – City Report
March 27, 2007	The LRA convenes a public hearing to adopt five conceptual reuse options for further analysis: corporate offices, hotel/conference center, auto center, VA-style offices and homeless housing.
	• *Onizuka Air Force Station Conceptual Reuse Options for Base Realignment and Closure,* LRA Report #07-002
May 8, 2007	The LRA selects LRA Officers and Executive Committee Members.

Date	**Meeting and Agenda**
	• *Annual Selection of LRA Officers and LRA Executive Committee Members,* LRA Report #07-003
May 30, 2007	The CAC convenes a special meeting with an opportunity for public comment to review homeless housing issues to prepare for balancing the needs of the homeless with community needs for economic and other development.
	• *Onizuka Air Force Station: Homeless Housing Notice of Interest, Deficiency Correction Phase, and Alternative Site Strategy (Information Only)* – City Report
June 12, 2007	The LRA reviews the alternative site strategies for the Onizuka site and initiation of NOI deficiency correction phase.
	• *Onizuka Air Force Station: Homeless Housing Notice of Interest, Deficiency Correction Phase, and Alternative Site Strategy (Information Only)* LRA Report #07-004
June 15, 2007	The LRA Executive Committee reappointments Citizen's Advisory Committee members.
	• *Appointment of Onizuka Air Force Station Citizen's Advisory Committee Members,* LRA Report #07-005 • *Onizuka Air Force Station (AFS), Citizen's Advisory Committee (CAC) Recruitment* – City Report
September 19, 2007	The CAC convenes a special meeting with an opportunity for public comment to review and comment on the alternative site analysis and path forward for reviewing NOIs.
	• *Alternative Site Analysis for Proposed Homeless Housing and Path Forward for Review Notices of Interest (NOI) Proposals submitted by Homeless Service Providers for Onizuka Air Force Station (Information Only)* – City Report
November 19, 2007	The CAC convenes a special meeting for homeless service providers to present their NOI projects.
January 24, 2008	The CAC convenes a special meeting with an opportunity for public comment to review and make recommendations on balancing the needs of the VA, Homeless and the Community.

Date	**Meeting and Agenda**
	• *Update and Proposed Path Forward for Onizuka AFS: Balancing the Needs of Veterans Affairs, Homeless and the Community* – City Report
January 24, 2008	LRA Executive Committee makes appointments to the CAC.
	• *Onizuka LRA Executive Committee Appointment of Citizen Advisory Committee Members* – LRA Report
January 24, 2008	LRA staff convenes a meeting of Sunnyvale auto dealerships to survey and identify their retention and expansion needs, plans, and interest in a retail Auto Center at Onizuka.
February 6, 2008	Joint CAC/LRA meeting and tour of low/income and homeless housing similar to NOI proposals at Onizuka.
February 12, 2008	The LRA reviews the proposed path forward and balancing the needs of Veterans Affairs, homeless and the Community at Onizuka AFS.
	• *Update and Proposed Path Forward for Onizuka AFS: Balancing the Needs of Veterans Affairs, Homeless and the Community,* LRA Report #08-001
March 27, 2008	The CAC convenes a special meeting with an opportunity for public comment to review and unanimously accept Technical Report on Analysis and Feasibility of Conceptual Reuse Options.
	• *Review and Acceptance of Onizuka Air Force Station Redevelopment Plan - Technical Report: Analysis and Feasibility of Conceptual Reuse Options* – City Report
April 29, 2008	The LRA Executive Committee appoints member to the CAC.
	• *Review Onizuka Air Force Station Citizen's Advisory Committee Membership, Current Vacancy, and Duration* – City Report
June 24, 2008	The LRA reviews proposed terms of agreement with homeless service providers that have submitted Notices of Interest in surplus property at Onizuka AFS.

Date	**Meeting and Agenda**
	• *Proposed Terms of Agreement with Homeless Service Providers that have Submitted Notices of Interest in Surplus Property at Onizuka Air Force Station* – LRA Report #08-002
July 16, 2008	The CAC convenes a special meeting with an opportunity for public comment to review consultant land use analysis and make recommendation to the LRA.
	• *Request for Recommendation of Land Re-Use for Onizuka Air Force Station* – CAC Report
July 28, 2008	The Sunnyvale Planning Commission comments on Land Reuse for the Onizuka Air Force Station.
	• *Request for Recommendation of Land Re-Use for Onizuka Air Force Station* – City Report
August 6, 2008	The Sunnyvale Heritage Preservation Commission reviews consultant's historic analysis report and makes a recommendation to the LRA.
	• *Preliminary Assessment of the Local Historic Significance of Onizuka Air Force Station* – City Report
August 26, 2008	The LRA selects LRA Officers and Executive Committee Members.
	• *Selection of LRA Officers and LRA Executive Committee Members,* LRA Report #08-003
September 16, 2008	The LRA convenes a closed session to discuss method of conveyance of Surplus Federal Property; Price and Terms of Payment.
September 30, 2008	The LRA convenes a closed session to discuss method of conveyance of Surplus Federal Property.
September 30, 2008	The LRA convenes a study session to review dates for upcoming LRA meetings and public hearings leading to LRA adoption of the Final Onizuka AFS Reuse Plan.
	• *Onizuka LRA Study Session Discussion*
October 14, 2008	The LRA convenes a public hearing to Adopt Public Hearing Dates for the Onizuka Air Force Station (AFS) Reuse Plan.

Date	**Meeting and Agenda**
	• *Adopt Public Hearing Dates for Onizuka Air Force Station (AFS) Reuse Plan,* LRA Report #08-004
November 18, 2008	The LRA holds a study session on the Draft Onizuka AFS Reuse Application.
December 2, 2008	The LRA convenes a public hearing to review the Onizuka AFS Reuse Application.
	• *Recommended Reuse of Onizuka Air Force Station: Onizuka Redevelopment Plan, Homeless Assistance Submission, and Approval to Apply for Department of Defense Funding,* LRA Report #08-005
December 9. 2008	The LRA adopts Onizuka AFS Redevelopment Application
	• *Adoption of Onizuka Air Force Station Redevelopment Plan and Homeless Assistance Submission,* LRA Report #08-006
February 2009 through October 2010	Preparation and LRA review of the *Onizuka Auto Center Refinement Study.*
August 11, 2009	The LRA selects LRA Officers and Executive Committee Members.
	• *Selection of LRA Officers and LRA Executive Committee Members,* LRA *Report* #09-001
August 11, 2009	The LRA reviews project activities underway since the LRA's approval of the December 9, 2008 Redevelopment Plan.
	• *Onizuka Air Force Station Status Report,* LRA Report #09-002
January 26, 2010	The LRA approves contract award to Basile Baumann Prost Cole & Associates to refine the Auto Center concept and prepare a business plan for an economic conveyance of Onizuka AFS.

Date	**Meeting and Agenda**
	• *Award of Contract to Refine the Auto Center Concept and Prepare a Business Plan for Economic Development Conveyance of the Onizuka Air Force Station (F0910-36),* LRA *Report* #10-001
August 31, 2010	The LRA holds a study session to review the results of the Onizuka Auto Center Refinement Study.
	• *Study Session on Onizuka Auto Center Refinement Study and Economic Development Conveyance Process*, LRA Report
September 28, 2010	The LRA selects LRA Officers and Executive Committee Members.
	• *Selection of LRA Officers and LRA Executive Committee Members,* LRA Report #10-002
September 28, 2010	The LRA holds public hearing on the Onizuka Auto Center Refinement Study. Discussion is carried over to the October 5, 2010 meeting.
	• *Onizuka Auto Center Refinement Study and Economic Development Conveyance Process,* LRA Report #10 -003
October 5, 2010	The LRA continues the September 28, 2010 public hearing on Onizuka Auto Center Refinement Study and determines that it is infeasible due to site configuration and lack of interest from local dealers. LRA initiates further study of alternative land uses.
	• *Auto Center Refinement Study and Economic Development Conveyance Process, (continued from September 28, 2010),* LRA Report #10-003
February 8, 2011	The LRA holds a study session to discuss Public Benefit Conveyance options for Onizuka Air Force Station.
	• *Alternative Land use Options for Onizuka Air Force Station including Possible Public Benefit Conveyances (PBC)*, City Report
March 1, 2011	The LRA holds a joint public hearing with the Sunnyvale City Council to review land use options for Onizuka, including possible Public Benefit Conveyance uses

Date	**Meeting and Agenda**
	• *2010 – 7313 Alternative Land Use Options for Onizuka Air Force Station, including Possible Public Benefit Conveyance (PBC),* LRA Report #11-001
September 26, 2011	Planning Commission reviews the amended Redevelopment Plan. • Insert *report* title info here.
October 4, 2011	The LRA convenes a public hearing to review the amendments to the 2008 Onizuka AFS Redevelopment Application. • Insert report title info here.

ACKNOWLEDGEMENTS

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City of Sunnyvale

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Mayor Melinda Hamilton
Vice Mayor Jim Griffith
Councilmember Otto Lee
Councilmember Christopher R. Moylan
Councilmember Anthony Spitaleri
Councilmember David Whittum
Former Councilmembers
Councilmember Ron Swegles
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Redevelopment Plan, 2008

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Sunnyvale Business, Thom Bryant
Sunnyvale Business, Howard Chuck
Sunnyvale Education, Glenn Evans
(Predecessor: Geoffrey Kiehl)
Sunnyvale Education, Nancy Newkirk
Homeless Assistance Volunteer, Sarah Wasserman
Community Representative, Robert Lopez
Community Representative, Josephine Lucey
Community Representative, Charles Rogers
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