



*city of seaside*

# GENERAL PLAN

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# Acknowledgments

## City Council

Ralph Rubio, Mayor  
Dennis Alexander  
Jason Campbell

David Pacheco  
Kayla Jones

## Planning Commission

John Owens, Chair  
Michael Lechman, Vice Chair  
Keith Dodson  
Margaret Leighton

Paul Muga  
Denise Ross  
Arlington LaMica  
Michael Spalletta

## General Plan Task Force

Manuel Aviles  
James Bogan  
Kay Cline  
Philip Geiger  
Rev. H.H. Lusk Sr.  
Jody Hansen  
Shari Hastey  
Judy Huynh  
Ron Johnson  
Dominique Jones

Rev. Kenny Murray  
Jane Klopp  
Dean Provence  
Dale Presson  
Abdul Razzak  
Annabelle Rodriguez  
Alivia Shorter  
Mose Thomas  
Joe Watson

## City Manager and Staff:

Craig Malin, City Manager and Community Development Director  
Daphne Hodgson, Deputy City Manager  
Don Freeman, City Attorney  
Lesley Milton, City Clerk  
Roberta Greathouse, Personnel Director  
Rosa Salcedo, Sr. Administrative Assistant

## General Plan Update Steering Committee Staff

Kurt Overmeyer, Economic Development Program Manager  
Gloria Stearns, Economic Development Program Manager  
Rick Medina, Senior Planner  
Sharon Mikesell, Administrative Analyst

## City Staff from other Departments

### Community Development

Robert Larsen, Associate Planner  
Jacqueline Fanene-Tulua, Sr. Administrative Assistant  
Kaitlyn Vallin, Office Assistant

### Building & Code Enforcement

David Little, Building Official  
Alfred Soto, Code Compliance

### Engineering/Public Works

Rick Riedl, City Engineer  
Scott Ottmar, Engineer  
Leslie Llantero, Assistant Engineer  
Dave Fortune, Maintenance and Utilities Superintendent  
Kristen Rice, Sr. Administrative Assistant  
Julio Cisneros, Accounting Technician/Public Works

### Police Department

Judy Veloz, Commander  
Nicholas Borges, Commander  
Regina Lualemana, Sr. Administrative Assistant

### Recreation

Nancy Towne, Recreation Director  
Daniel Meewis, Recreation Superintendent

### Fire Department

Brian Dempsey, Chief  
Paul Blaha, Battalion Chief  
Troy Leist, Battalion Chief  
David Nava, Battalion Chief  
Melissa Fairlauga, Sr. Administrative Assistant

## Consultant Team

Raimi + Associates  
Lisa Wise Consulting  
Rincon Consultants, Inc.  
TJKM Transportation Consultants  
Veronica Tam & Associates  
Whitson Engineers

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## APPENDIX A: Housing Technical Background Report





## *chapter one*

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# SEASIDE 2040

*This updated General Plan represents a roadmap for the future of Seaside and its residents. In preparing for the challenges and opportunities ahead, the Seaside community has developed a General Plan that reflects the unique local identity and generation of new land uses, educational and economic opportunities. The General Plan also seeks to protect the coastal system and preserve the natural habitat that extends beyond the City's boundaries in balance with Seaside's desire to be developed as a well-rounded mixed use community. Equity, sustainability, collaboration, and innovation are centrally embedded in the General Plan goals, policies, and actions to achieve a mixed use urban scape.*

While some areas of the City may experience significant change during the next 20 to 30 years, a concerted effort to coordinate land use and transportation decisions in the City will help strategically guide future development in line with those areas of the City that will experience less change. These changes will help the City position itself to generate new opportunities for economic development, while ensuring the protection of open space and an improved quality of life for all residents.

Embracing its small town, urban feel, the City will continue to enhance and revitalize existing Seaside commercial corridors and residential neighborhoods. West Broadway will be established as the City's pedestrian-oriented Downtown. The creation of a Campus Town on the north side of the community will enhance and strengthen Seaside's relationship with California State University-Monterey Bay (CSUMB); the Main Gate area within the Campus Town area will introduce a new regional mixed use center, including housing, arts and entertainment and economic opportunities amenable with CSUMB. In Seaside East, the City will balance new mixed use and mixed housing neighborhoods with habitat protection and open space/recreational opportunities. The City will work towards enhancing the visitor experience for both residents and tourists. The Zoning Code will be updated to establish a form based code and provide a wide array of land uses and housing mixes to encourage the redevelopment of Seaside's commercial corridors and older residential areas into a higher density, mixed use environment.

The integration of a Complete Streets policy will also encourage important land use changes. Seaside will be more walkable and bikeable, ensuring connectivity across neighborhoods and access to diverse recreational opportunities. In addition, the City will commit to creating

a transportation system that serves the needs of all users and ensures that good, safe facilities exist to promote walking, biking, and transit use, as well as driving.

Seaside was once home to a military community of 36,000. Demographic changes have shifted social and economic dynamics across the City. However, steady growth has helped to expand and rejuvenate the City's employment base, which will continue to evolve with new business and retail opportunities, while retaining existing small businesses that play an important role in shaping community character.

Given limited general fund revenues, the City will have to determine how to finance, support, and enhance City businesses, services, and programs. Climate change will also impact the City, increasing the number of high heat days, raising sea levels, intensifying coastal flooding, and increasing wildfire risk. Protecting the unique characteristics that make Seaside home, from the diversity of trees and parks to the City's tight-knit neighborhoods and larger multi-cultural community, will prove necessary in evaluating alternatives for the City's future.

A strong commitment to building local partnerships has helped mobilize groups with diverse interests across the City. Churches, schools, unions, and civic organizations have long worked towards creating long standing cross-cultural coalitions and this tradition of civic engagement will continue into the future. Seaside brings together the energy and opportunities to help people succeed and the City should continue to build regional partnerships that support diverse, high-demand and high skill jobs. These are all important building blocks in ensuring that all residents and businesses take ownership of the implementation of the General Plan and work hand-in-hand to build a more healthy and sustainable Seaside.



*West Broadway Urban Village Specific Plan*

# Geography and Location

The City of Seaside is located on the northern portion of the Monterey Peninsula, approximately 115 miles south of San Francisco. The City is bounded on the south by the City of Monterey and Del Rey Oaks, on the West by Sand City, and Marina to the north as shown in Figure 1. The Fort Ord National Monument extends to the east of the City.

Located adjacent to Monterey Bay, the City is bordered by Highway 1 on its western flank, the major north-

south transportation route along the central coast that connects Seaside to other cities on the Monterey Peninsula and Santa Cruz County to the north. The City of Seaside encompasses 7.94 square miles. Urban land uses predominate in the City, while open space and former military lands also exist to the north and east of the City.

The Planning Area and Sphere of Influence for the General Plan is defined by the Seaside city limits.

## A Short History of Seaside

### Early History

The subdivision of Seaside was first planned in 1888 by Dr. John L.D. Roberts, who had come to California from New York the year prior. Roberts purchased an approximately 160-acre property where Seaside and Sand City are currently located. The land had previously been owned by the David Jacks Corporation. David Jacks had at one time been the richest landowner in Monterey County, acquiring over 100,000 acres.<sup>1</sup>

The area was once referred to as East Monterey. By 1891, the community was named Seaside and had its own post office. The community expanded from the original cluster of homes near the slough (later called Roberts Lake).

A street car line was built to connect Seaside with Monterey. The community developed into a working people's town rather than a resort town.<sup>2</sup>

In 1910, Dr. Roberts, then a Monterey County Supervisor, lobbied President Theodore Roosevelt to locate a military training field on ranch land near Seaside. In 1917, the United States Army purchased land to use as a training ground for field artillery and cavalry troops stationed at the nearby Monterey Presidio. It was called Camp Ord and was re-designated as Fort Ord in 1940, growing into a larger-scale training facility.<sup>3</sup>

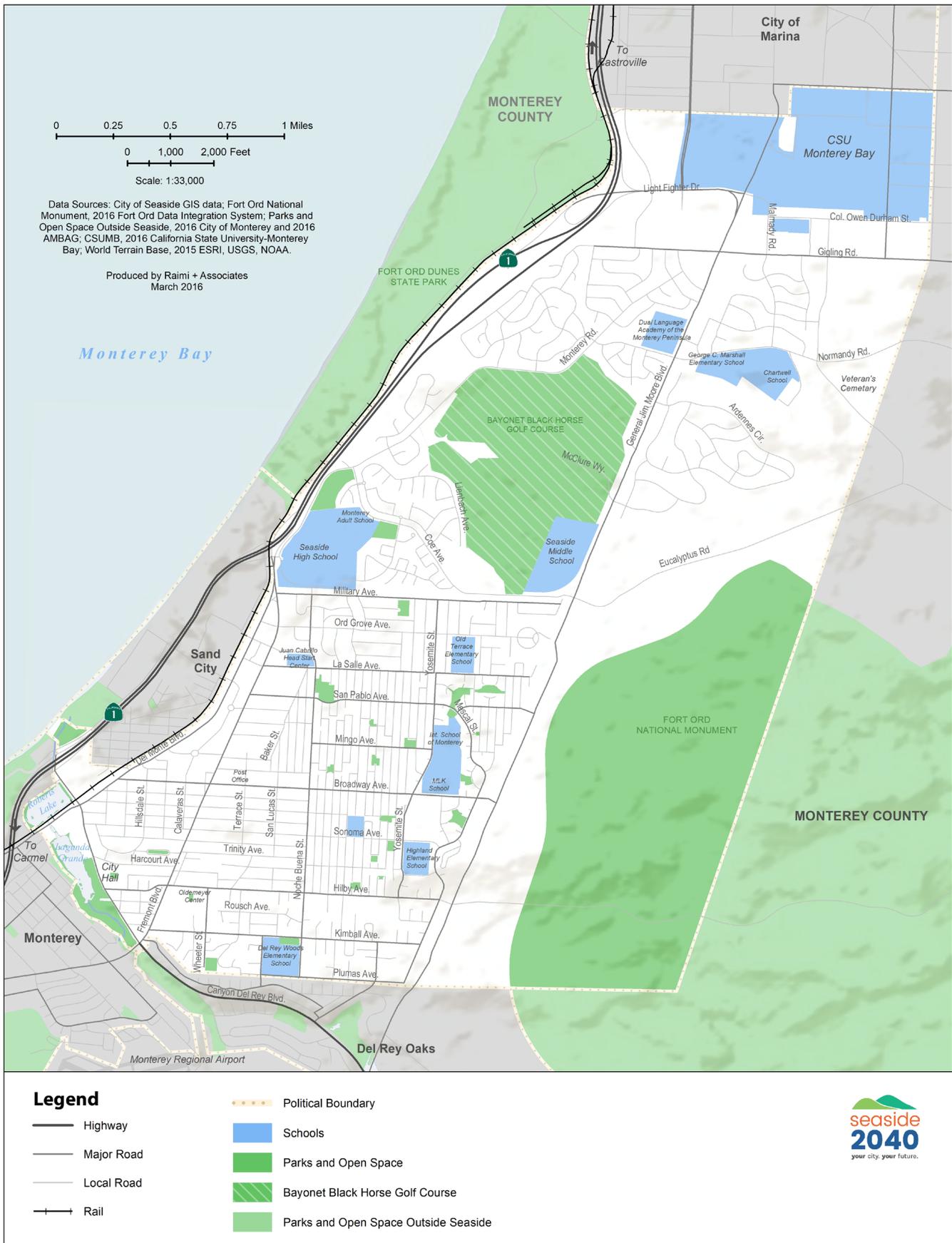


Hotel Del Monte. Photo Courtesy of the California Digital Library



Main garrison Fort Ord. Photo Courtesy of Congress Library

**Figure 1: City of Seaside**



## The Depression

The Depression brought new populations into Seaside from the Dust Bowl and from Southern Europe. A diverse population of Mexicans, Italians, Japanese, Portuguese, and a few African Americans began to settle in the City, which gave Seaside a reputation both as a poorer subdivision of Monterey and a multicultural enclave. Seaside housed many of the cannery workers who were too poor to live in Monterey. New homes were built and small businesses were established to serve the new population. Seaside residents established small businesses along the main thoroughfares of Del Monte Avenue, Broadway, and Noche Buena Street.<sup>4</sup>

To establish a sense of community, Seaside residents also organized chapters of different clubs and participated in many public events and parades. Churches also played an important role in Seaside civic life. Military families formed congregations based on race and on shared regional origins, many of which were African American.



Parade in Seaside. Photo courtesy of the City of Seaside Archive.

## World War II

During the World War II era, Fort Ord base's buildup and continued expansion changed the character of the community. Thousands of workers and soldiers came to the area and Seaside's population began to be dominated by military families. Fort Ord had a very diverse military personnel with African American, Mexican, Indian, and Filipino soldiers.

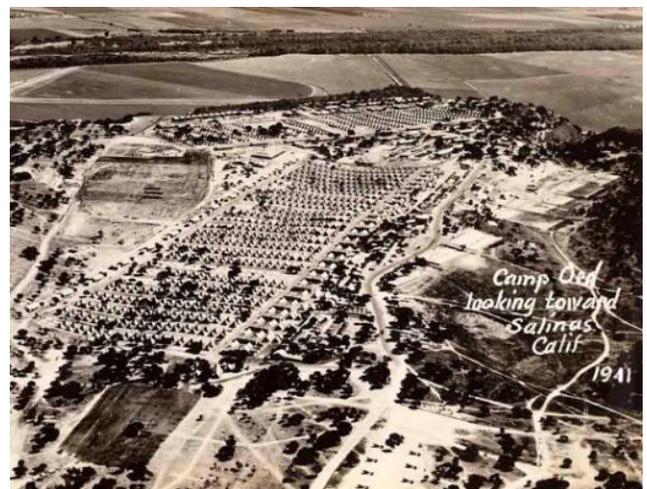
In 1948, federal policy ordered the integration of housing, facilities, and schools on military bases. Fort Ord was the first base to undergo complete integration. This occurred during the same time when Seaside was transforming from a subdivision into a City. The federal government's influence extended into the small community, shaping Seaside into a dynamic multi-racial city.<sup>5</sup>

## Post-War Development

The City of Seaside was incorporated in 1954. At that time, the oldest parts of Seaside, in the southwestern portion of the City, became part of the City of Monterey, and much of the shoreline on the west became part of Sand City. The expansion of Fort Ord during the late 1960s through the late 1970s created a demand for housing and services to meet the needs of the growing population. Redevelopment and urban renewal included the construction of State Highway 1, a high school, and a new city hall designed by Edward Durell Stone.

The federal government's desegregation movement enabled local government to utilize federal funding during the Kennedy and Johnson administrations to redevelop portions of the city and create new infrastructure. "Substandard" housing was demolished, and in its place, new units were built, commercial areas developed, and streets, sidewalks and parks were built. Seasiders focused on refurbishing homes and building single-family homes up to code. Seaside also obtained federal funding for three major residential and commercial projects (Noche Buena, Del Monte Heights, and Hannon).<sup>6</sup>

The diversity of the City of Seaside made it a unique place to live, work, and play. African American leaders, including Dr. Martin Luther King, played an important role in making the city a center for civil rights. Well educated African American families initiated an era of civil rights activism throughout the Monterey Peninsula. African American residents worked with other groups to ensure city building, civil rights, and social justice.<sup>7</sup>



Camp Ord in 1941. Photo Courtesy of Congress Library.

Seaside aerial in 1956.



African Americans also led political movements in the City and on the Peninsula. At the time, the local chapter of the NAACP had a membership of over 1,000 people and was at the vanguard of challenging discrimination. The NAACP led many successful campaigns, including ones focused on generating employment and economic opportunity and challenging the service industry to hire black workers and allow black guests. The NAACP still maintains an office in the City of Seaside.<sup>8</sup>



Dr. Martin Luther King visited Seaside in 1962. Photo courtesy of the City of Seaside Archive.

## Seaside Today

The end of the 20th century witnessed a sweeping demographic transition in Seaside. The U.S. government closed Fort Ord as an active-duty military base between 1991 and 1994 and the City began to shift its identity. The closure of Fort Ord also had significant impacts on the City. Economic restructuring resulted in the loss of jobs, diminishing city revenues, and a sharp decline in housing prices.

In the aftermath of the Fort Ord closure, Seaside initially lost a significant number of its African American population, only to gain increasingly multi-racial populations in the City. As the Latino population expanded, new businesses also opened to cater to new populations.<sup>9</sup>

Some former Fort Ord lands have transferred to the City from the government and others are currently going through the process. The Bayonet Black Horse Golf Course, California State University Monterey Bay, and the Fort Ord National Monument were once Fort Ord lands. Seaside's future areas for development and redevelopment include the Main Gate, Surplus II, and Concours Luxury Auto Mall.<sup>10</sup>

Levels of crime, particularly violent crime, were a challenge for the region, state, and nation in the 1980s and 1990s, as economic pressures, combined with a drug epidemic, saw increased levels of crime. The Seaside community helped reduce crime by working with law enforcement and strengthening community partnerships with the police.

Seaside's diverse community has continued to work together towards building the future of the City. In 2017, Seaside became the first City on the Monterey Peninsula to formally identify as a "Sanctuary City" – adding public protections to undocumented migrants. A strong grassroots and advocacy base have also led diverse efforts to raise awareness around issues of political, economic, and social justice.



Main entrance to CSUMB.



Surplus II area.



Bayonet Black Horse Golf Course

# Purpose of the General Plan Update

The City last updated its General Plan in 2004. Since the creation of the 2004 Seaside General Plan, there have been significant shifts in the City's economic and housing markets, demographics, land use, transportation system, community character, and infrastructure demands. There are portions of the 2004 General Plan that are outdated or no longer reflect the community consensus for the future. These changes and overall conditions in the City were documented in the Existing Conditions Report prepared as part of the General Plan update process. This General Plan Update brings the plan up-to-date by:

- Engaging community members to express their collective values to create a common vision for the City's future.
- Refining the land use and community character vision for potential growth areas of the City.
- Incorporating recently created plans, such as the West Broadway Specific Plan.
- Creating updated policies for land use, community design, transportation, infrastructure, and other topics.
- Ensuring that the General Plan is consistent with the Fort Ord Base Reuse Plan.
- Maintaining the City's stock of housing, especially housing for those with low- and moderate-incomes.
- Addressing recent State requirements regarding climate change and transportation.

## What is a General Plan?

A General Plan is a city policy document required by state law (Government Code Section 65300-65303.4) that provides a "long term, comprehensive, integrated, internally consistent and compatible statement" of goals and policies that reflect local conditions and the community vision. Within this general requirement, some aspects of the general plan are tightly prescribed, while others are left to the discretion of individual cities or counties. The plan serves as a basis for decisions that affect Seaside's future. The law requires that a General Plan address the following seven mandatory subject areas, or "elements:"

- **Land use.** The land use element identifies the location and intensity of land uses throughout the City.
- **Circulation.** This element plans for the transportation system, including roadways, transit, bicycle and pedestrian facilities; it can also address sewer, gas, water, and other infrastructure conveyance systems.
- **Housing.** The housing element seeks to accommodate housing needs for all incomes, groups with disabilities, and the homeless.
- **Open space.** The open space element identifies parks and open space throughout the City.
- **Conservation.** This element guides the use and conservation of natural resources such as soils, wildlife, water, energy, and historic resources.
- **Noise.** This element seeks to limit the community's exposure to excessive noise.
- **Safety.** The safety element seeks to reduce the risk of death, injuries, property damage, and economic and social dislocation from natural and human-made hazards.

State law also allows for optional "elements" and for elements to be organized or combined at the City's discretion. Seaside 2040 includes three optional elements: Healthy and Sustainable Community, Economic Development, and Implementation.

# Maintenance and Update of the Plan

The Seaside General Plan will be implemented over an extended period of time (20+ years) with a time horizon of 2040. During this time, the long-range planning efforts for Seaside will continue using the goals, policies, and programs in this General Plan to guide growth, development, and conservation. However, the General Plan is a living document. As the City grows and changes, it may become necessary to amend specific policies and implementation actions as economic and demographic conditions change and while new ideas about growth and conservation are formed. In fact, State Law encourages annual reviews of implementation actions and recommends that the entire General Plan be thoroughly reviewed every five years to ensure it is still consistent with the community's goals. Any part of a General Plan may be amended to accommodate changing conditions.

Property owners, the Planning Commission, the City Council, or City staff may propose amendments. Proposed changes must be reviewed by the Planning Commission and the City Council at public hearings and potential environmental impacts must be evaluated in accordance with the California Environmental Quality Act. Community members, neighborhood groups and local organizations are encouraged to get involved in the ongoing planning efforts of the City and to participate in the implementation of the General Plan. By maintaining active engagement in the process, Seaside's residents can be part of shaping the City to make it an even more inclusive, vital, and thriving city than it is today.



Seaside National Night Out Celebration.

# Plan Organization

This General Plan is comprised of the State-mandated elements, and additional optional chapters (i.e., Economic Development, Healthy and Sustainable Communities, Community Facilities and Infrastructure, Implementation).

- **Chapter 1 – Introduction.** The Introduction presents a picture of Seaside’s transformation, identifies changes to the natural and urban landscape, and a brief history of community change in the City. The chapter also includes a brief summary of issues and opportunities facing the City. This chapter concludes with a description of the purpose of the General Plan and suggestions for maintaining and updating the plan.
- **Chapter 2 – Vision and Guiding Principles.** This chapter sets the Vision and Guiding Principles for what the City of Seaside is striving to become and provides a framework for how it will get there. The vision is intended to be realized over the course of 20 or 30 years and is intended to be guided, well-planned, phased growth and development. It is expected that the vision and guiding principles will help decision makers thoughtfully shape decisions relating to new development and update the City’s various plans and ordinances. This chapter also includes a brief outline of major strategies and physical improvements to help further the vision for the General Plan.
- **Chapter 3 – Land Use and Community Design.** This element presents the approach to land use and urban design, providing clear parameters for future development and change in the City. Within this element are the distribution of existing land uses and detailed General Plan land use designations for each sub-area. Finally, this element includes a designation map and goals and policies describing the community’s preferences and priorities for the character and appearance of the City.
- **Chapter 4 – Economic Development.** This element presents a summary of existing economic and market conditions, in addition to providing goals and policies related to: 1) business attraction and retention, and 2) jobs and workforce development. It highlights the City’s unique economic position and addresses the potential for economic growth, new jobs, and the need for fiscal stability.
- **Chapter 5 – Housing.** The General Plan includes the State-mandated Housing Element, which needs to be updated more frequently than the rest of the General Plan. The Housing Element Technical Appendix is contained in an appendix at the end of the General Plan. The Housing Element includes the City’s existing and projected housing needs, the need to maintain affordable housing, and impacts of changing demographic trends. The element additionally provides related policies on maintenance and preservation of housing and neighborhoods, diversity of housing, housing protections, and variety of housing needs.
- **Chapter 6 – Mobility.** This element presents the approach to mobility, addressing the circulation system, complete streets, and coordination with land use decisions in the City. Included in this element are descriptions of street types and the circulation network map, as well as goals and policies addressing existing and future transportation facilities in Seaside for pedestrians, bicycles, and transit.
- **Chapter 7 – Parks, Open Space, and Conservation.** This element presents the community’s desire for safe, accessible, high-quality green spaces, including parks, open spaces, and recreational facilities. Within this element are the distribution of existing park and recreational areas, including details on facility types and needs. The element additionally provides information on recreational programming, environmentally sensitive habitat, and scenic and visual resources in the City. Finally, this element identifies goals and policies describing the community’s preferences and priorities for park, open space, and recreational facilities in the City.

- **Chapter 8 – Healthy and Sustainable Community.** This element presents the community's vision for promoting a healthy and sustainable environment in Seaside. It includes goals and policies that address greenhouse emissions and climatic change, alongside opportunities to protect residents from the impacts of environmental change. This element addresses overall health concerns, in addition to strategies for climate change mitigation and adaptation. The element also covers goals and policies related to health care access, neighborhood design and safety, workforce training, renewable energy, conservation, and green waste and recycling.
- **Chapter 9 – Community Facilities and Infrastructure.** This element presents the community's interest in maintaining efficient and well-managed community facilities and infrastructure, including water, energy, waste, and telecommunications networks. The element also includes goals and policies that address the provision of public facilities and services, including city facilities and schools. Finally, the chapter also addresses coordinating efforts and strategies with CSUMB's future expansion.
- **Chapter 10 – Safety.** This element presents public safety challenges in the City, including emergency services, seismic hazards, flooding, wildfire, and hazardous materials. This chapter also includes identifies potential safety risks. The element contains goals and policies that will help guide the City's decisions related to new development and the risks to the health, safety, and welfare of the community.
- **Chapter 11 – Noise.** This element addresses the community's approach for minimizing noise levels in the City and contributing to a higher quality of life. The element analyzes and quantifies existing and future noise levels. It includes maps summarizing the results and presents goals and policies for managing exposure to excessive noise, including enforcement of noise standards, land use planning, site design, and innovative building technology.
- **Chapter 12 – Implementation.** The General Plan Implementation chapter provides strategic steps for attaining the vision for the future of Seaside and guidance about how to attain that future. City staff, as part of their duties to the City, will carry out the goals and policies of the plan, in partnership with community residents and coordination with local and regional agencies. To assist with the effort of implementing this General Plan, this final chapter provides a list of actions with a brief description, level of priority, time frame for accomplishing the tasks, and responsible parties for each action. This chapter also includes a list of major physical improvements known at the time of writing and indicators to measure the successful implementation of the General Plan.
- **Appendix A: Housing Technical Background Report.** The General Plan Appendix A provides a detailed technical background report that complements Chapter 5 – Housing. The information in this Report will be used to develop the Housing policies and programs for the 2015-2023 planning period.

# How to Use this General Plan

Each element of the General Plan is organized with the following sections:

- **Statutory requirements.** A short explanation of the mandatory state requirements for each element – what must be included in the section to be certified as a legally binding document.
- **Setting the scene.** A summary of the key topics and issues facing the community. The issues serve as background for the goals and policies and are derived from the Existing Conditions Report prepared as part of this General Plan update and community engagement.
- **Goals and policies.** Each element contains goals and policies responding to the key issues associated with achieving the community’s vision, and are intended to provide clear direction on how the City will implement the overall vision of this plan.

Together, the General Plan language creates a hierarchy of goals and policies that will be mandated, encouraged, or allowed by the City over the next 20 to 30 years.

## Goals, Policies, and Actions

Each element of this General Plan contains goals and policies. Implementation actions are included in Chapter 12 “Implementation,” but are organized by the same topics as each chapter. All of these guide decision-making, and are defined as follows:

### Goal

Overall statement describing a need, concern, opportunity, or desire. Goals are broad in both purpose and aim, but are designed specifically to establish positions or directions. The following is an example of a goal:

- **Goal POC-1:** Abundant new park and recreational facilities to serve Seaside.

### Intent

An explanatory statement that provides justification, rationale, and background on the related goal. The intent gives a clearer picture of why the stated goal is important

to the wellbeing and success of the City moving forward, and gives specificity on the desired outcomes.

- **Intent:** The lack of park space in the City will only intensify with future population growth. Close proximity to parks, open space, and recreational facilities encourages use, but can also facilitate opportunities to engage in physical exercise. Developing parks in areas with limited or no access to green space is particularly important. Incorporating the principles of active design can help improve health, promote civic engagement, and support flexible uses across the age spectrum. This goal seeks to increase the amount and availability of park and recreational facilities for all Seaside residents.

### Policies

Specific position statements that support the achievement of goals and serve as guides to the City Council, Planning Commission, other City commissions and boards, and City staff when reviewing development proposals and making other decisions. Policies seek to achieve the goals by mandating, encouraging, or permitting certain actions. Certain policies are critical and must be implemented. Thus, compliance with the policy or action is mandatory. The following is an example of policies in the Seaside General Plan:

- **Multifamily housing construction.** Encourage the construction of high-quality, well-designed multifamily housing and residential mixed-use projects along Broadway Avenue, Fremont Boulevard, the City’s existing multifamily neighborhoods, Campus Town, and Seaside East.

### Actions

The Implementation chapter and the Housing Element include actions, such as physical improvements and programs that implement the vision, goals and policies of the General Plan. The actions differ from policies in that they are intended to be one-time activities, such as creating a plan.

- **Seaside East Regional Park.** Build approximately 50 acres of commercial recreational open space and parks in Seaside East identified in the Base Reuse Plan.

# Other Planning Documents

The Zoning Code, Specific Plans, and other planning proposals and plans are tools used for the systematic implementation of the General Plan. As such, these documents must be consistent with the goals, policies, and standards of the General Plan.

## California Coastal Act/ Local Coastal Program

The California Coastal Act requires that the City's Local Coastal Program (LCP) contains specific coastal access and beach management components to "assure that maximum public access to the coastal and public recreation areas is provided." In the case of Seaside, this includes, but is not limited to, the protection of scenic and visual qualities of coastal areas, water quality and resources, hazard mitigation, natural habitats, and recreation. The General Plan is consistent with Seaside's LCP.

## FORA Base Reuse Plan

The Fort Ord Reuse Authority's (FORA) Base Reuse Plan (BRP) presents a framework for the reuse of the former Fort Ord, with an emphasis on job creation, environmental preservation, education, and a jobs/housing balance. Plans for a Veterans Cemetery are also included within the BRP with the intent of creating a monument to the service and sacrifice of California State Veterans. Additionally, the BRP considers specific guidelines for public spaces and trails, as outlined in the FORA Regional Urban Design Guidelines. The General Plan is consistent with FORA's BRP and California Government Code (CGC) Section 67675.8.

## Seaside Zoning Code

The Seaside Zoning Code classifies and regulates the uses of land and structures within the City. The Zoning Code is adopted to protect and to promote the public health, safety, comfort, convenience, prosperity, and general welfare of residents and businesses in the City. By law, the Zoning Code must be consistent with the General Plan, including zoning, subdivision regulations, capital improvement programs, specific plans, housing programs, and economic development programs.

## West Broadway Urban Village

The West Broadway Urban Village Specific Plan presents a conceptual framework for the future of Seaside's downtown. The "urban village" establishes a node of activity around West Broadway Avenue, including mixed-use, residential development, and a transit hub. The General Plan is consistent with the vision presented in the West Broadway Urban Village Specific Plan.



*West Broadway Urban Village Specific Plan.*