



**AGENCY:** City Council  
**MEETING DATE:** 6/11/2018  
**DEPARTMENT:** CDD  
**PRESENTED BY:** Marie Jones  
**EMAIL ADDRESS:** mjones@fortbragg.com

## AGENDA ITEM SUMMARY

**TITLE:**

**Receive Recommendation from Planning Commission and Provide Direction to Staff Regarding Mill Site Reuse Plan: Land Use Regulations and Development Standards**

**ISSUE:**

Over the coming year, the Planning Commission, City Council and the Community will direct which portions of the Specific Plan should be retained and rolled into the Major Local Coastal Program (LCP) Amendment and which should be discarded or modified. Land Use regulations are complicated as they seek to shape and mold private sector development within the constraints of law. This is achieved through three primary tools:

1. Land Use Zoning, which defines the uses that are permitted within a zoning district and the location of that zoning district (this is a map);
2. Land Use Policies, which are broadly written and interpreted by City Staff and the Planning Commission to define and describe development outcomes and conditions (this is the General Plan); and
3. Land Use Regulations, which are narrowly written and include strictly applicable requirements for the development of any Land Use (the Zoning Ordinance).

The Mill Site Reuse LCP Amendment will include changes to all three of these components of the Local Coastal Program. There is no specific order in which the City should pursue revising these documents for the LCP Amendment. The various chapters of the Specific Plan which will be discussed and revised by the Community, the Planning Commission and the City Council include the following:

- Chapter 1: Vision, Guiding Principles & Land Use Plan
- Chapter 2: Land Use Development Standards
- Chapter 3: Multi-Modal Circulation, Streetscape, and Stormwater
- Chapter 4: Sustainable Design Plan
- Chapter 5: Open Space, Parks, and Resource Conservation
- Chapter 6: Hazards
- Chapter 7: Utilities and Public Services
- Chapter 8: Implementation and Phasing

Since January 2018, the Planning Commission and the City Council have provided direction and recommendations on the following topics:

- 1) Vision, Land Use Plan & Guiding Principles
- 2) Sustainability Policies
- 3) Open Space, Parks and Resource Conservation Policies
- 4) Design Guidelines

5) Circulation, Streetscape and Stormwater

The goal of this meeting is to discuss and form a set of recommendations regarding Chapter 2: Land Use Development Standards.

**BACKGROUND:**

As the background on this project is growing quite voluminous, staff has developed a summary of all workshops and City Council and Planning Commission meetings as a separate document which will be updated for each staff report (Attachment 1). Since January 2017, the City has held 20 community and City Council meetings and workshops regarding the Mill Site Reuse Plan.

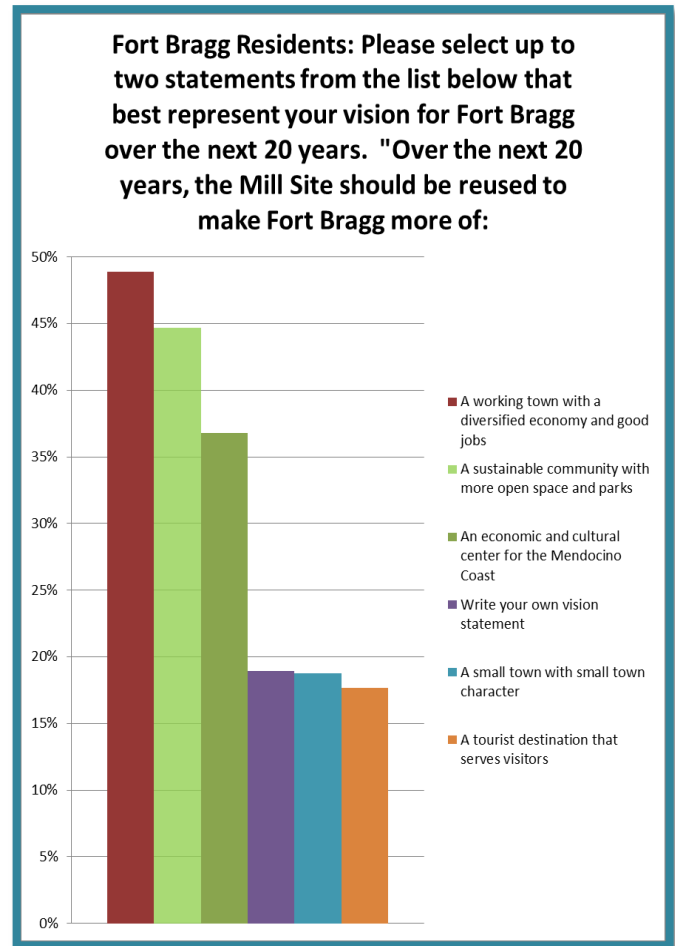
**ANALYSIS:**

**1. Overview of Community Input**

The Community survey included a number of questions that are relevant to Land Use including the questions regarding vision, preferred types of housing, and preferred new businesses on the Mill Site.

The second question of the survey was focused on the community vision for the Mill Site. Participants were asked to select two of six offered draft vision statements. These six draft vision statement came out of the 2009-2012 community based planning and visioning process for the Mill Site. As the chart illustrates a large percentage Fort Bragg residents most strongly support a vision of Fort Bragg as “a working town with a diversified economy and good jobs.”

Additionally, as collated in Table 1, Fort Bragg residents gave a higher priority to creating new jobs and business on the Mill Site, than on creating more housing or open space. The current Land Use Plan dedicates much more land to open space than it does to jobs or housing.

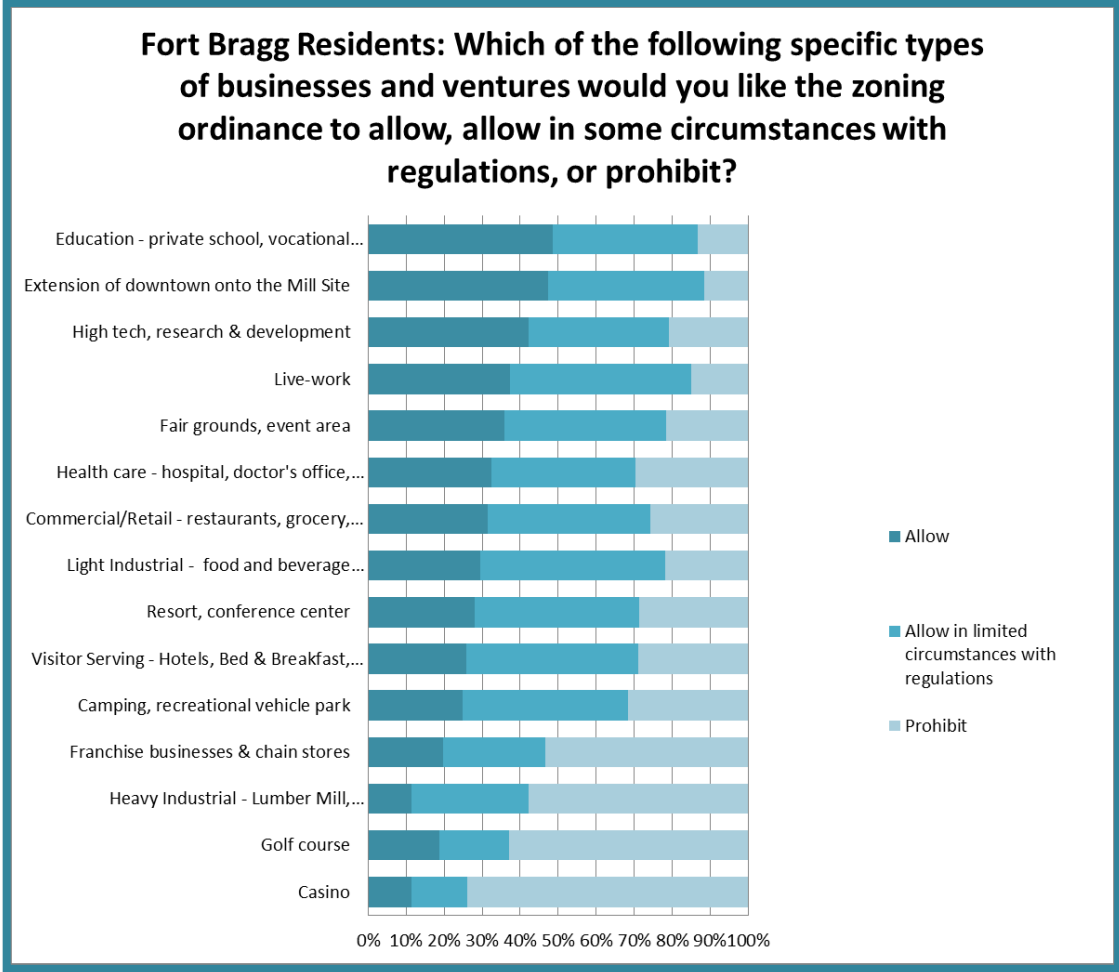
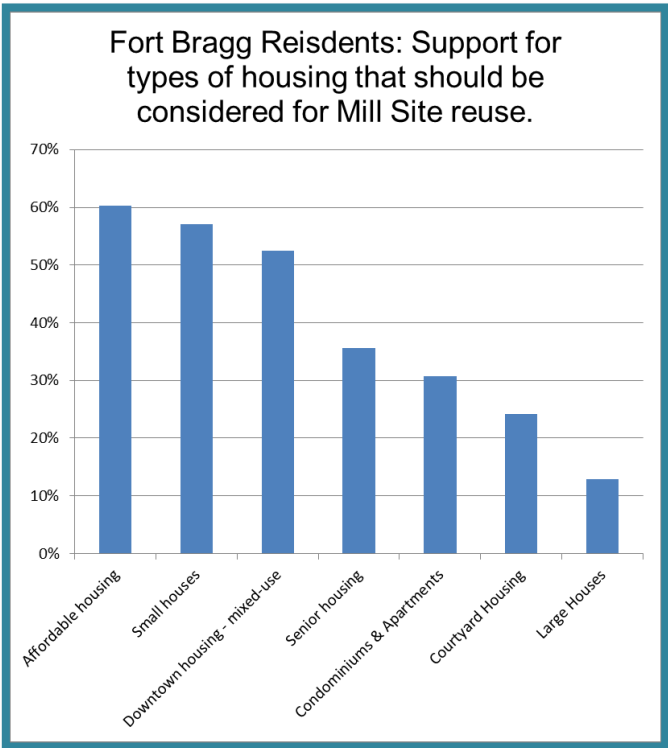


**Table 1: Fort Bragg Residents: Please prioritize the following statements about the reuse of the Mill**

	Priority 1	Priority 2	Priority 3	Priority 4
It is more important to add new businesses and jobs to our community	31.68%	22.38%	27.72%	18.22%
It is more important to get well designed and sustainable projects on the site	28.32%	35.94%	26.56%	9.18%
It is more important to build more housing for our community	21.21%	26.26%	24.24%	28.28%
It is more important to limit development and maximize open space	22.44%	15.16%	18.70%	43.70%

Fort Bragg residents expressed very strong support for more affordable housing, small homes, downtown housing and senior housing, with less support overall for apartments and large homes. Of course most affordable housing and mixed-use downtown housing are types of multifamily housing.

In the area of jobs and business, survey respondents expressed strong support for a variety of job types, as illustrated in the Chart below, with a majority of respondents expressing support for jobs in education, high tech, research, health care, retail, light industrial and visitor serving uses. The majority of survey respondents would prefer to prohibit chain stores and heavy industrial such as a lumber mill, a golf course or a casino.



## 2. Overview of Land Use Chapter Revisions

The Land Use chapter required significant reorganization and revisions. Accordingly staff has attached a revised Land Use Chapter (Attachment 2) and the track changes version of the Land Use Chapter (attachment 3), so that the community and City officials can track what has been modified. The following general changes were made to this chapter:

- 1) Rather than organize this chapter and the reuse of the site by district (north, central, south), staff has reorganized the chapter by types of land use (residential, commercial, industrial, open space). Initially the Specific Plan Land Use chapter divided the site into three districts and provided distinct zoning definitions and use tables for each zone on the Mill Site by district. Dividing the site into three districts is not necessary with the much reduced development footprint of the revised Zoning Map, and it would make administering the ordinance unduly burdensome.
- 2) Rather than create a number of new zoning categories for the Mill Site, staff recommends using the existing ILUDC Land Use Table, recently adopted by the Planning Commission and City Council, to define the uses that would be permitted by right, permitted with a Use Permit, and not allowed in each zoning district. Existing zoning categories and Land Use Tables are proposed where feasible and new zoning categories and land use tables were created only where existing ones would not serve the intent of City Council and the community. Minimizing the number of new zoning categories will: 1) result in a more cohesive built environment as development both on and off the Mill Site will need to conform with the same basic standards; and 2) make it much easier for the public to understand what is allowed where.
- 3) Where new uses need to be defined to implement the Planning Commission, City Council and Community Vision for the site, staff has created new zoning categories and land use tables. The new categories include: Mill Site Visitor, Urban Reserve, Coastal Dependent, and Mill Site Employment.

Additionally, staff utilized Geographic Information Systems to identify the acres of land that would be rezoned on the Mill Site certified, if the Mill Site Reuse LCP Amendment is certified, as follows:

- **Northern Mill Site**
  - Urban Reserve (UR) – 42 acres
  - Parks & Recreation (PR) - 13 acres
  - Medium Density Residential (RM) – 8 acres
- **Central Mill Site**
  - Very High Density Residential (RVH) – 21 acres
  - Parks & Recreation (PR) - 15 acres
  - Mill Site Visitor (V) – 10 acres
  - Light Industrial (IL) – 7 acres
  - Central Business District (CBD) - 2 acres
- **Southern Mill Site**
  - Open Space (OS) – 65 acres
  - Parks & Recreation (PR) - 64 acres
  - Urban Reserve (UR) – 50 acres

- Timber Resources Industrial (IT) – 41 acres
- Heavy Industrial (IMS) – 22 acres
- Coastal Dependent (CD) – 12 acres
- Highway Commercial (CH) – 8.2 acres
- Mill Site Employment (ME) – 9.8 acres
- Medium Density Residential (RM) – 4 acres

### 3. Land Use Plan

Staff revised the Land Use Plan as follows:

- The color coding was revised to match the City’s existing Zoning Map.
- The Land Use Categories were renamed to match existing land uses, where practical, and to identify new land uses where needed.
- The Coastal Trail, access routes, and parking lots were added to the Zoning Map
- Street Alignments were added to the Zoning Map as directed by the Planning Commission and City Council.

### 4. General Land Use Policies

The new land use zones will be subject to the regulations of the entirety of the City’s Coastal General Plan and Coastal Land Use and Development Code. As proposed, Chapter 2 would add a number of policies specific to proposed development on the Mill Site. Staff and Planning Commission recommendations and comments are noted with regard to each policy.

**Table 2**

Policy	Staff Comments	Planning Commission Recommendation
<i>Policy LU - 1. <b>Requirements for All Development.</b> All development shall be subject to the provisions of the Fort Bragg Coastal General Plan, the Coastal LUDC and Citywide Design Guidelines.</i>	<i>This policy is self-evident and is probably not necessary.</i>	<i>Planning Commission recommends that this policy be struck from the Mill Site Reuse Plan.</i>
<i>Policy LU - 2. <b>Mill Site Development Phasing.</b> Commercial and industrial development is preferred in the Central District prior to the Southern District. However, allowable uses in the Southern District that are not permitted or that cannot be accommodated within the Central District (such as auto-oriented commercial, institutional, education, research, light industrial, and grocery/specialty foods) may be developed within the Southern District prior to or concurrent with development in the Northern or Central Districts.</i>	<i>The City Council should carefully consider if it wants to strongly preference development in the Central District over development in the Southern District, especially as the two districts now have very distinct zoning. Now there is only one hotel site (Central District) in the original plan there were two hotel sites (one in the Central and Southern District). Consider deleting this policy.</i>	<i>Planning Commission recommends that this policy be struck from the Mill Site Reuse Plan.</i>

<p>Policy LU - 3. <b>Mill Site Development Intensity</b> Development intensity that transitions from the most intense development on the eastern edge of the Mill Site to the least intensive development along the western edge of the Mill Site is preferred.</p>		<p>The Planning Commission recommends that this policy be retained as worded.</p>
<p>Policy LU - 4. <b>Provide for “the Big Idea” on the Mill Site.</b> The City Council may permit up to <del>40,000</del> 100,000 square feet of additional new development in the Urban Reserve for high-quality job-generating uses, or to accommodate a significant employer. The significant high-quality job-generating use of up to <del>40,000</del> 100,000 square feet could be accommodated in the Southern District Urban Reserve through a Use Permit &amp; Coastal Development Permit subject to all of the required CDP and UP findings and the following additional special findings: 1) the proposed use will result in new job development of at least 1 job/500 SF and 2) the proposed jobs will pay at least 120% of Fort Bragg median wages.</p>	<p>This concept was a favorite of the City Council in 2012. The concept is that if a good quality employer comes along that the City would like to have the option of accommodating it in the Urban Reserve. The City Council may consider if the 40,000 SF or 100,000 SF is the right amount of development and if the additional findings are the best findings.</p>	<p>The Planning Commission recommends that this policy be reworded to allow up to 100,000 square feet of development in the Urban Reserve if it meets the listed findings.</p>
<p>Policy LU - 5. <b>Pre-Application Conference.</b> Before submitting a development application for any proposed development within the Plan Area, potential applicants may meet with the Community Development Director for a pre-application conference, as described in Coastal Land Use and Development Code (CLUDC) Section 17.70.040. At the pre-application conference, the applicant will be provided current information by the Community Development Director about the existing, approved, and proposed development within the district in which the new development is proposed.</p>	<p>Retain</p>	<p>Retain</p>
<p>Policy LU - 6. <b>Mill Site Mix of Uses.</b> A mix of uses on Redwood Street shall contribute to the creation of a lively urban environment and help strengthen the connection between the coast and the existing Central Business District. The mix of uses shall include public-oriented; cultural/arts; visitor-serving, including hotels/resorts, conference facilities, and; multi-family residential; and open space/recreational uses.</p>	<p>Is this the correct mix of uses in this now largely residential district?</p>	<p>Planning Commission requests that this policy be discussed at a joint workshop with City Council.</p>
<p>Policy LU - 7. <b>Ground-Level Uses.</b> Active and pedestrian-oriented ground-level uses shall contribute to the pedestrian environment along Redwood Avenue within the Central Business District designation.</p>		<p>Planning Commission requests that this policy be discussed at a joint workshop with City Council.</p>
<p>Policy LU - 8. <b>Relationship to Existing Central Business District.</b> Mill Site CBD uses that do not compete with and that complement and are synergistic with existing uses in</p>		<p>Planning Commission requests that this policy be discussed at a joint</p>

<p>the Central Business District are preferred, to the extent feasible. New development shall enhance the small-scale, pedestrian-friendly, and historic character of the existing Central Business District.</p>		<p>workshop with City Council.</p>
<p><i>Policy LU - 9. <b>Density Transfers</b> Density may be transferred from one parcel to another parcel, if both parcels are located within the same zoning classification. The transfer of density between parcels shall be analyzed in a conditional use permit concurrently with a Coastal Development Permit (CDP) for the development of the parcel receiving the density transfer and must include the following findings:</i></p> <p><i>a. The density transfer either creates desirable public open space or park land or reduces development potential on a parcel in an appropriate location, consistent with the vision for the reuse of the mill site property; or</i></p> <p><i>b. The density transfer facilitates mixed-use development or compact building design; or</i></p> <p><i>c. The density transfer improves the urban design of the Mill Site; or</i></p> <p><i>d. The proposal has been demonstrated to further the intent of City Council’s policies and regulations for the Mill Site Reuse.</i></p> <p><i>In no case may the total density transfer result in an FAR for a parcel that exceeds 2.0.</i></p>	<p><i>Density transfers are common in many towns and allow for the flexibility to develop one more dense project and thereby achieve one or more goals for the site. City Council should consider if density transfers are appropriate on the Mill Site when the proposed findings can be made.</i></p>	<p><i>Planning Commission concurs with this policy. This would provide the City with an additional tool to shape the reuse of the Mill Site, if desired.</i></p>
<p><i>Policy LU - 10. <b>Jobs.</b> Uses that provide jobs with compensation at higher than the area median income are preferred.</i></p>		<p><i>Retain</i></p>
<p><i>Policy LU - 11. <b>Urban Reserve Interim Uses.</b> Uses of an interim nature, are permitted in the Urban Reserve consistent with the use requirements detailed in Table 2-8.</i></p>	<p><i>This allows for some low impact uses in the Urban Reserve in addition to the “big Idea” concept of LU 2.4.</i></p>	<p><i>Retain</i></p>
<p><i>Policy LU - 12. <b>Mix of Residential Densities and Types.</b> A mix of lot sizes, densities, and product types shall be provided consistent with the residential prototypes detailed in Figure 2-3. A variety of lot sizes and residential product types shall be a priority throughout residential areas.</i></p>	<p><i>The community has long wanted to ensure a mix of housing types on the Mill Site.</i></p>	<p><i>Retain</i></p>



<p><i>Policy LU - 13. <b>Residential Product Types.</b> A diversity of residential product types are encouraged as follows:</i></p> <ul style="list-style-type: none"> <li><i>a. Live-work units are encouraged in the Light Industrial district adjacent to the CBD; and</i></li> <li><i>b. A mix of rental and ownership housing is encouraged in RVH; and</i></li> <li><i>c. Co-housing is encouraged in RVH.</i></li> </ul>		<p><i>Retain</i></p>
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The City Council should discuss these policies and provide direction to staff. Are there any general development policy ideas that are missing? The City Council may feel free to discuss general concerns and interests in the redevelopment of the Mill Site. Staff will then work to craft additional policy language to address any and all additional general issues and concerns raised by City Council.

**5. Land Use Tables**

Staff developed new Land Use Tables, Development Standards and Subdivision Standards for the new zoning designations listed on the left side of the Table 3 below. Staff recommends that the City Council and Planning Commission apply the existing Land Use Tables, Development Regulations and Subdivision Standards for zoning categories that already existing throughout Fort Bragg. This will simplify the planning process and the number of zoning categories in Fort Bragg. It also ensures that development on and off the Mill Site is subject to the same basic use tables and development standards.

**Table 3**

<b>New Zoning Districts with New Use Table</b>	<b>Existing Zoning Districts/ Reuse Existing Use Table</b>
Urban Reserve (UR)	Parks & Recreation (PR)
Mill Site Visitor (V)	Medium Density Residential (RM)
Coastal Dependent (CD)	Very High Density Residential (RH)
Mill Site Employment (ME)	Highway Commercial (CH)
	Central Business District (CBD)
	Open Space (OS)
	Timber Resources Industrial (IT)
	Light Industrial (IL)
	Heavy Industrial (IH)

The Use Tables for the new zoning districts were developed to implement the City Council, Planning Commissions and the community’s vision for the reuse of this area. While seemingly boring on their face, the Land Use Tables have the greatest impact on new development proposals and on shaping how our community will grow and change over the coming years. The Land Use Tables set what is allowed and what is prohibited in each zoning district. The Planning Commission’s recommended revisions to the Land Use Tables are noted in *red strike-out and underline* in Attachment 3.

Please review the proposed Land Use Tables in Attachment 3 and discuss the proposed land use permitting levels and prohibitions. Staff is specifically interested in receiving Council direction regarding the Land Use Tables for the new Zoning Districts (UR, V, CD and ME).



## **6. Development Standards**

Development standards include setbacks, height limits, site coverage, Floor Area Ratio (massing), units per acre and more. Staff is recommending that the City require the same general development standards by zoning district for the Mill Site as are currently operational throughout the City. However new development standards were created for the new zoning types (UR, V, CD and ME) and Council direction is specifically requested with regard to these development standards. The Planning Commission's recommended revisions to the Development Standards are noted in *red strike-out and underline* in Attachment 3.

### **RECOMMENDED ACTIONS:**

Provide direction to staff to regarding the following:

1. The General Development Policies;
2. Proposed Land Use Tables; and
3. Proposed Development Standards.

### **ALTERNATIVE ACTION(S):**

None.

### **FISCAL IMPACT:**

The City was awarded a Community Development Block Grant (CDBG) in the amount of \$50,000 to start this process. Additionally, the Coastal Commission awarded an additional \$100,000 for this LCP amendment. Additional funds may be needed given the extensive list of studies that the Coastal Commission has requested.

As City Council and the Planning Commission further refine a final Land Use Plan and LCP Amendment, staff will prepare a fiscal analysis to identify if the overall Mill Site Reuse will have a net positive fiscal impact on Fort Bragg.

### **CONSISTENCY:**

The City's 2014 Economic Development Strategy specifically includes rezoning and the eventual reuse of the Mill Site as a high priority project. The project must comply with the City's Coastal General Plan in order to be certified by the Coastal Commission. This may require modification of one or more policies of the Coastal General Plan prior to submittal of an LCP amendment.

### **IMPLEMENTATION/TIMEFRAMES:**

There are a number of next steps for the Mill Site LCP amendment process, which will necessitate ongoing meetings and workshops to obtain additional input, collaboration and direction from the City Council, Planning Commission and the community in order to complete the following:

1. Prepare a preferred Land Use Plan for the LCP amendment for rezoning of the Mill Site.
2. Revise the 2012 Specific Plan policies and regulations for inclusion in the LCP amendment application. This is a large task and will likely be completed by the end of the summer.
3. Determine the "maximum buildout" scenario for the proposed Land Use Plan based on development regulations (height limits, parking requirements, floor area ratios, lot coverage, open space requirements and setbacks) for each zoning district.

4. Prepare a fiscal analysis to identify the impacts of buildout under the Land Use Plan on the City's fiscal position and to identify phasing policies necessary to ensure that future development results in positive fiscal impacts.
5. Complete required environmental and planning studies for Council and Planning Commission consideration and for the Coastal Commission's environmental review of the LCP amendment. Some reports have already been prepared and will need updating, while others will need to be prepared. Required reports include:
  - a. Buildout analysis;
  - b. Analysis of the City's capacity to serve future development, including: water, sewer, police, fire, emergency medical, schools, dry utilities, public transit, etc.;
  - c. Summary of current lower cost visitor serving facilities, including: room inventory, revenue per available room, occupancy rates, etc.;
  - d. Transportation study, including availability of parking to serve coastal access and the effects of the project on the capacity of Highway 1 and Highway 20 both within and outside of City Limits;
  - e. Impact of sea level rise/bluff vulnerability on future development under the proposed Land Use Plan;
  - f. Impact of the Mill Site buildout on climate change;
  - g. Tsunami study;
  - h. Visual Analysis of Land Use Plan and analysis of how the Citywide Design Guidelines would be revised and implemented on site to reduce visual impacts.

While the Coastal Commission staff initially indicated that a botanical and wetland study update would be required for the Land Use Plan for non-paved areas of the site, they have since determined that if each parcel on the site includes a developable area (that is covered in pavement) than a botanical and wetland delineation would not be required at this time, but would instead be required at the time of development.

6. Continue consultation process with the Sherwood Valley Band of Pomo and, where feasible, incorporate agreed upon policy language and Land Use Plan modifications into the project.
7. Prepare the complete LCP Amendment application, which would incorporate: 1) all new land use designations into the City's Zoning Map; 2) all policies related to the Mill Site reuse into the Coastal General Plan; and 3) all new regulations into the Coastal Land Use and Development Code. Coastal Commission staff indicated that a stand-alone document for the rezoning of the Mill Site is not preferred as it would make it more difficult for Coastal Commissioners to understand how the new zoning, policies and regulations align with and are supported by existing policies and regulations in the Coastal General Plan and Coastal Land Use and Development Code.

**ATTACHMENTS:**

1. Summary of past Workshops & Planning Commission and City Council direction
2. Land Use Plan
3. MSSP Chapter 2 – Land Use Development Policies & Standards - Clean
4. MSSP Chapter 2 – Land Use Development Policies & Standards - Track Changes Version
5. Mill Site Reuse Plan

**NOTIFICATION:**

1. Georgia Pacific Site Plan Notify Me Subscriber List
2. Georgia Pacific Site Remediation Notify Me Subscriber List
3. Downtown Businesses Notify Me Subscriber List

4. Affordable Housing Notify Me Subscriber List
5. Economic Development Notify Me Subscriber List
6. Community Development Notify Me Subscriber List
7. Dave Massengill, Georgia-Pacific Corporation
8. Sherwood Valley Band of Pomo Tribal Chairman Mike Knight & THPO Tina Sutherland
9. Cristin Kenyon, California Coastal Commission