

Mill Site Reuse Plan

Build Out Analysis & Downtown Extension

City Council & Planning Commission

July 18, 2018

Agenda

1. Workshop Goals
2. Community Survey
3. Context of Rezone with the Whole City
4. Buildout
 1. Buildout Purpose, Methodology & Results
 2. Provide Direction for how to handle the extra capacity
5. CBD Extension
 1. Survey Results
 2. Extension alternatives
 3. Provide Direction Regarding Downtown Extension
6. Land Use Plan Alternatives

Issues

- City Council and Planning Commission have provided conflicting direction about how much to extend the downtown onto the Mill Site.
- City Council has directed staff to increase the amount of property zoned for light industrial uses from seven acres to 14 acres and to increase the amount of property zoned for heavy industrial uses from 22 to 32 acres. Staff needs direction if this is still wanted given the build out analysis. If it is, how should it be accomplished?

Workshop Goals

Obtain City Council and Planning Commission Direction:

- Given the Buildout Analysis, is City Council and the Planning Commission comfortable with the overall amount of open space, development, housing and jobs that could be accommodated on the Mill Site through this rezoning process?
- If City Council and the Planning Commission are not comfortable with the amount of development possible through the buildout analysis, how should the amount of development be changed, some alternatives include:
 - Should the Land Use Plan be revised to dedicate more or less land to Urban Reserve, open space, housing, industrial or commercial zoning?
 - Should the FAR or Lot Coverage Ratio regulations be modified to further limit development in specific zoning districts on the site such that the amount of land zoned is not reduced but the amount of development permitted on that land is limited?
 - Should the Development Limitation Table be brought back to limit development on the Mill Site, for example limited the total number of housing units to a specific amount or the total square feet of industrial development to a specific amount?
- Overall which Land Use Plan do you prefer (C, E1, E2 or E3)?

Workshop Goals

Obtain City Council and Planning Commission Direction:

- How far should the Central Business District be extended onto the Mill Site: one block, two blocks, or 2.5 blocks?
- Do you want to limit the specific uses that would be allowed along the extension of Redwood Ave?
- Which overall Downtown Alternative do you prefer Alt 1, 2 or 3

Community Survey

- As a reminder, the Community Survey, completed by over 1,000 residents, included a question that asked respondents to prioritize four statements about the reuse of the Mill Site. As collated in Table 1, Fort Bragg residents placed higher priority on new jobs and business creation on the Mill Site, than on more housing or open space. The current Land Use Plan dedicates 56% of the site to open space, 23% of the site to jobs, 7% to housing and 14% to public rights of way.

	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%

Past Community Meetings

MSRP Chapter	Review & Direction Provided
Land Use Plan	Refinement is ongoing
Chapter 1: Vision, Guiding Principles & Land Use Plan	Completed, except for direction on extension of CBD onto the Mill Site.
Chapter 2: Land Use Development Standards	Direction provided on all policies and regulations except for Open Space Land Use Table
Chapter 3: Multi-Modal Circulation, Streetscape, and Stormwater	Initial direction provided, further direction pending transportation study
Chapter 4: Sustainable Design Plan	Direction provided on all policies except for USGBC LEED requirement, which needs further discussion
Chapter 5: Open Space, Parks, and Resource Conservation	Completed. Direction provided.
Chapter 6: Hazards	Pending
Chapter 7: Utilities and Public Services	Pending
Chapter 8: Implementation and Phasing	Pending

Context of the Mill Site Rezone

Table 2: Existing and Proposed Zoning, Proposed % Change in Zoning By land Use, Fort Bragg Mill Site Rezone, 2018

Zoning: Land Uses	Existing Zoning City Wide		Proposed Zoning Mill Site		Proposed Zoning City Wide		Proposed Change in Land Area (SF)	
	Acres	% Existing City	Acres	% Mill Site	Acres	% Proposed City	Acres	% Change Total
Total Undevelopable	209	11%	230	56%	439	25%	230	110%
Open Space (OS)	119	6%	73	18%	192	11%	73	61%
Parks & Recreation (PR)	90	5%	90	22%	180	10%	90	100%
Urban Reserve (UR)	0	0%	67	16%	67	4%	67	NA
Industrial	521	28%	60	15%	164	9%	-358	-69%
Heavy Industrial (IH)	56	3%	20	5%	75	4%	20	35%
Light Industrial (IL)	48	3%	7	2%	55	3%	7	15%
Timber Resources Industrial (IT)	418	23%	34	8%	34	2%	-384	-92%
Commercial	291	16%	32	8%	323	18%	32	11%
Central Business District (CBD)	51	3%	3	1%	54	3%	3	6%
Highway Commercial (CH)	104	6%	6	1%	110	6%	6	5%
Other: (V), (MSE), (CD)	136	7%	24	6%	159	9%	24	17%
Residential Total	649	35%	28	7%	677	38%	28	4%
Single Family (RL)	389	21%	4	1%	393	22%	4	1%
Multi-Family (RM, RH, RVH)	260	14%	24	6%	284	16%	24	9%
Public Right of Way¹			58	14%			NA	
Harbor District	4	0%	0	0%	4	0%	0	0%
Public Facilities	159	9%	5	1%	164	9%	0	0%
Totals	1,833	100%	413	100%	1,770	100%	413	100%

Community Survey Priorities vs. rezoning

Question 5: How much of the Mill Site should be dedicated to Housing, Jobs and Open Space?

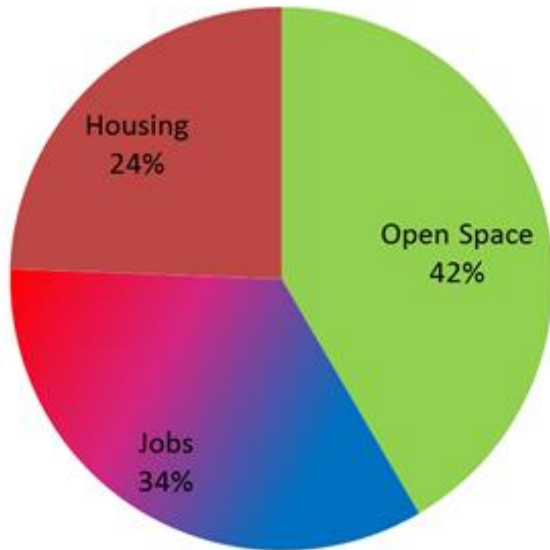
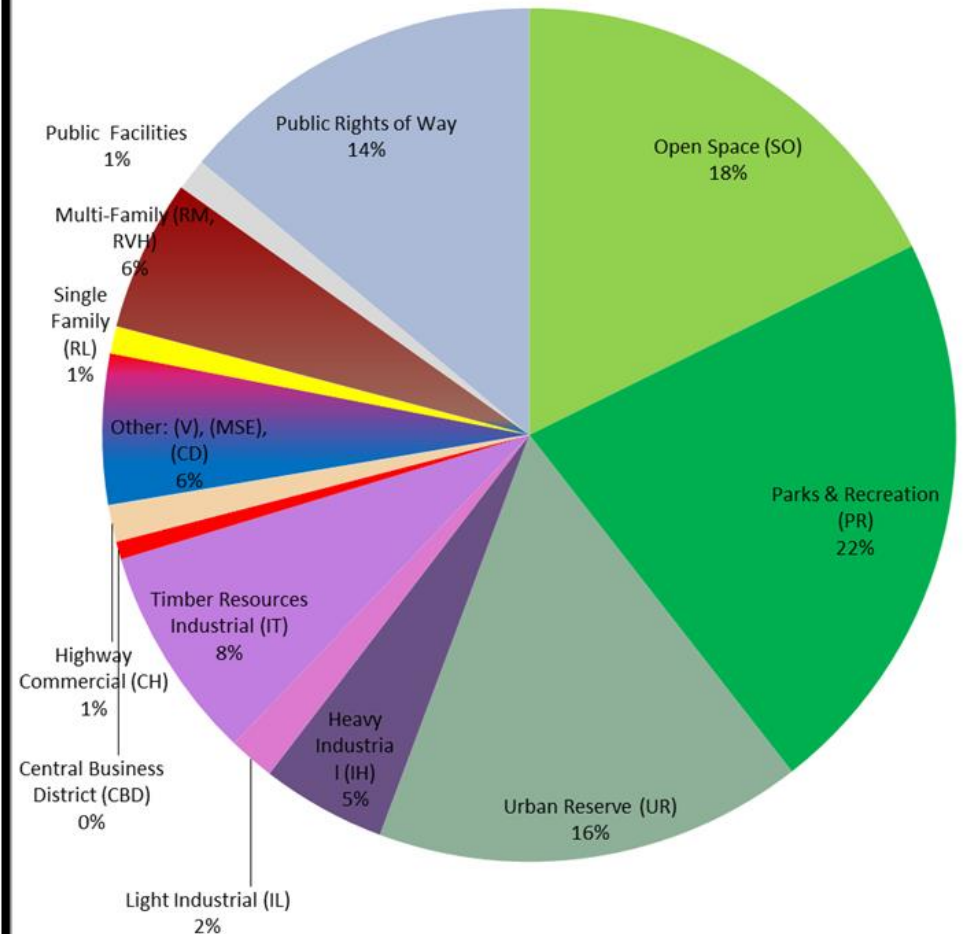
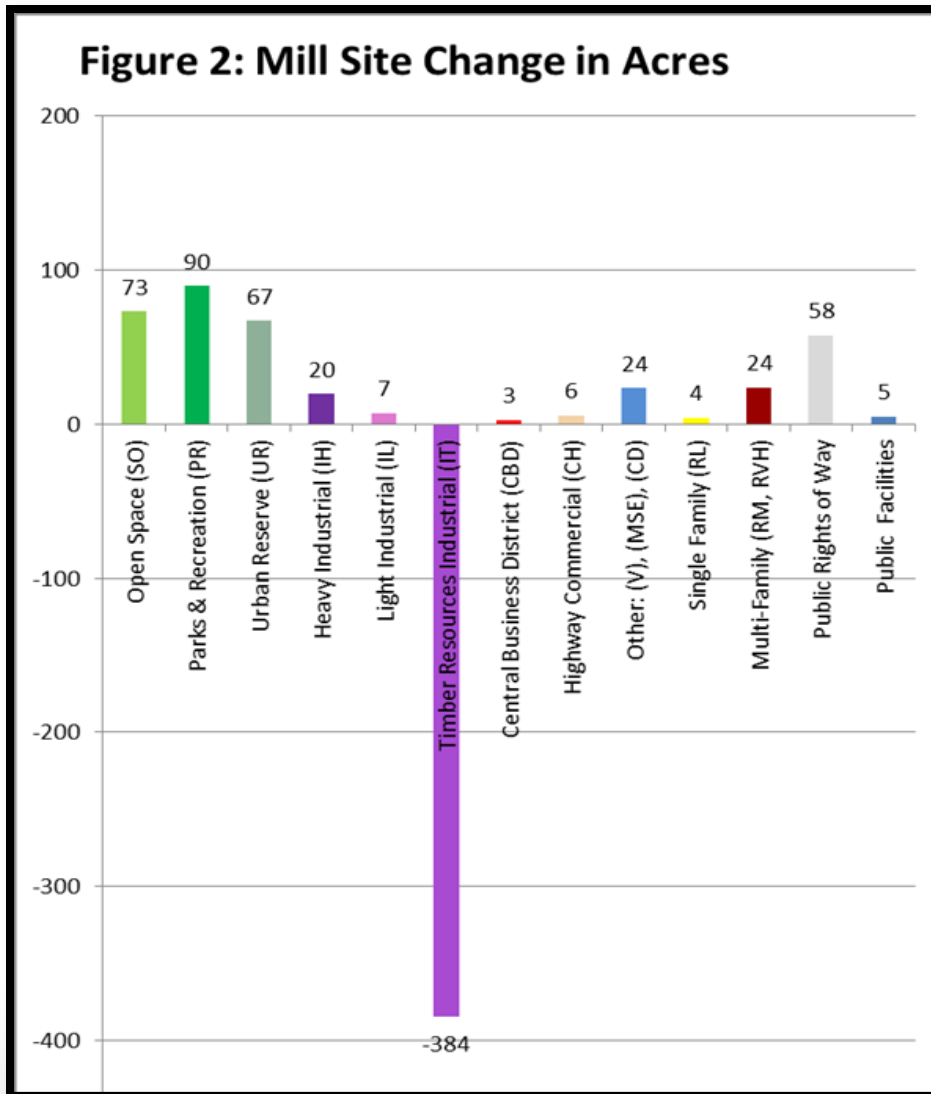


Figure 1: Mill Site Reuse Zoning: 400 Acres



Change in Acres

Figure 2: Mill Site Change in Acres



Buildout Analysis Purpose:

Identify how much development could occur given the Land Use Plan E1, which includes the additional 10 acres of industrial zoning.

- Identify maximum buildout, likely buildout, and a realistic timeframe for buildout
- City Council and the Planning Commission can make adjustments to the:
 - Land Use Plan and/or
 - Development standards (Floor Area Ratio, Lot Coverage) and/or
 - Could reestablish a development limitations table for the project.
- The Buildout Analysis is used:
 - By consultants to complete analyses of the potential impact of the proposed rezoning and LCP Amendment on the environment
 - To quality public service needs - police, fire, hospital, school and
 - To quality utility requirements - water, sewer, stormwater drainage, solid waste, transportation).
 - By the Coastal Commission to process the LCP amendment

Buildout Methodology

- **Maximum Buildout.** Calculation of the maximum legally feasible development.

Constraints on development include:

- building massing limitations (Floor Area Ratio),
- lot coverage,
- parking requirements,
- height limits,
- setback requirements and
- landscaping requirements.

The maximum buildout is never realized as development projects is by the market, user goals, aesthetics, regulatory requirements and the discretionary planning permit review process.

- **Realistic buildout.** In order to estimate a more realistic buildout analysis, staff sampled existing developments in town, by zoning district, to get a real world FAR; staff used the average/typical actual Floor Area ratio (FAR) buildout of existing parcels and applied the FAR to the proposed zoning acreage on the Mill Site to determine likely future buildout. This is a more “real word” realistic future buildout.
- **Realistic Buildout by 2050.** This methodology utilizes the realistic buildout numbers identified in the realistic buildout scenario above and maps them over a likely development timeframe of five year increments through 2050, given current and likely market forces and past development trends.

Maximum Buildout

Table 3: Maximum Development Potential For Land Use Plan E

Total Parks and Open Space (acres)	230	Acres
Total Housing Units	813	Units
Total Housing (Square Feet)	899,400	SF
Total Square Feet of Industrial Development	1,049,796	SF
Total Square Feet of Commercial & Institutional	622,588	SF
Total Hotel Rooms	162	rooms
Total Jobs	2,718	Jobs
Total Development	2,571,784	SF

Likely/Realistic Development

Table 4: Most Likely Development Potential For Land Use Plans E1-3

Total Parks and Open Space (acres)	230	Acres
Total Housing Units	343	Units
Total Housing (Square Feet)	406,640	SF
Total Square Feet of Industrial Development	245,387	SF
Total Square Feet of Commercial & Institutional	455,717	SF
Total Hotel Rooms	162	Rooms
Total Jobs	1,108	Jobs
Total Development	652,027	SF

Likely Development by 2050

Table 5: Mill Site and City Development Projections 2012-2050

Year	2020	2025	2030	2035	2040	2045	2050	Total Jobs	Total Market Support	Total Likely
Rest of City of Fort Bragg - New Construction										
Residential - Single Family Density	30	30	25	25	15	15	10		150	Units
Residential - Multifamily Units	45	25	25	20	20	-	-		135	Units
Total Housing Units	75	55	50	45	35	15	10		285	
Hotel Rooms & Jobs	-	45	-	30	-	45	-	96	120	Rooms
Commercial (square Feet & jobs)	15,000	5,000	5,000	10,000	5,000	5,000	10,000	110	55,000	SF
Institutional, Health Care, Hospitals, Schools...	3,000	8,000	4,000	8,000	4,000	8,000	4,000	78	39,000	SF
Industrial	3,000	5,000	2,000	4,000	2,000	4,000	2,000	37	22,000	SF
Total Business: Jobs & Square Feet of Development								321	116,000	
Jobs Housing Balance								1.13		
Mill Site Specific Plan Area - New Construction										
Residential - Medium Density Units	4	30	30	20	12	-			96	96 Units
Residential - High Density Units	-	60	60	75	50	48			293	299 Units
Total Housing Units	4	90	90	95	62	48	-		389	395
Hotel Rooms	-		50		40	-	50	112	140	162 Rooms
Commercial (SF)	-	30,000	10,000	20,000	10,000	15,000	5,000	182	90,818	187,667 SF
Institutional, Health Care, Hospitals, Schools (SF)	-	20,000	90,000	10,000	5,000	12,000	20,000	314	157,000	170,000 SF
Industrial (SF)	-	25,000	25,000	10,000	25,000	10,000	15,000	183	110,000	245,387 SF
Total Business: Jobs & Square Feet of Development								791	357,818	
Jobs Housing Balance								2.03		
Entire City of Fort Bragg - New Construction										
Residential - Medium Density Units	34	60	55	45	27	15	10		246	Units
Residential - Multifamily Units	45	85	85	95	70	48	-		428	Units
Total Housing Units	79	145	140	140	97	63	10		674	
Hotel Rooms & Jobs	-	45	50	30	40	45	50	208	260	Rooms
Commercial (square Feet & jobs)	15,000	35,000	15,000	30,000	15,000	20,000	15,000	292	145,818	SF
Institutional, Health Care, Hospitals, Schools...	3,000	28,000	94,000	18,000	9,000	20,000	24,000	392	196,000	SF
Industrial	3,000	30,000	27,000	14,000	27,000	14,000	17,000	220	132,000	SF
Total Business: Jobs & Square Feet of Development								1,112	473,818	
Jobs Housing Balance								1.65		

Likely Buildout by 2050

	Total Jobs	Total Market Support	Total Likely
Mill Site Specific Plan Area - New Construction			
Residential - Medium Density Units		96	96 Units
Residential - High Density Units		293	299 Units
Total Housing Units		389	395
Hotel Rooms	112	140	162 Rooms
Commercial (SF)	182	90,818	187,667 SF
Institutional, Health Care, Hospitals, Schools (SF)	314	157,000	170,000 SF
Industrial (SF)	183	110,000	245,387 SF
Total Business Jobs & Square Feet of Development	791	357,818	
Jobs Housing Balance	2.03		

Extra Capacity?

- How much extra capacity?
 - 135,000 SF of Industrial
 - 90,000 SF of Commercial
 - 20,000 SF of Institutional
 - 20 hotel rooms
- Housing is all absorbed – no extra...

The Coastal Commission will only consider the maximum buildout, they do not consider likely or timed buildout.

Direction Sought

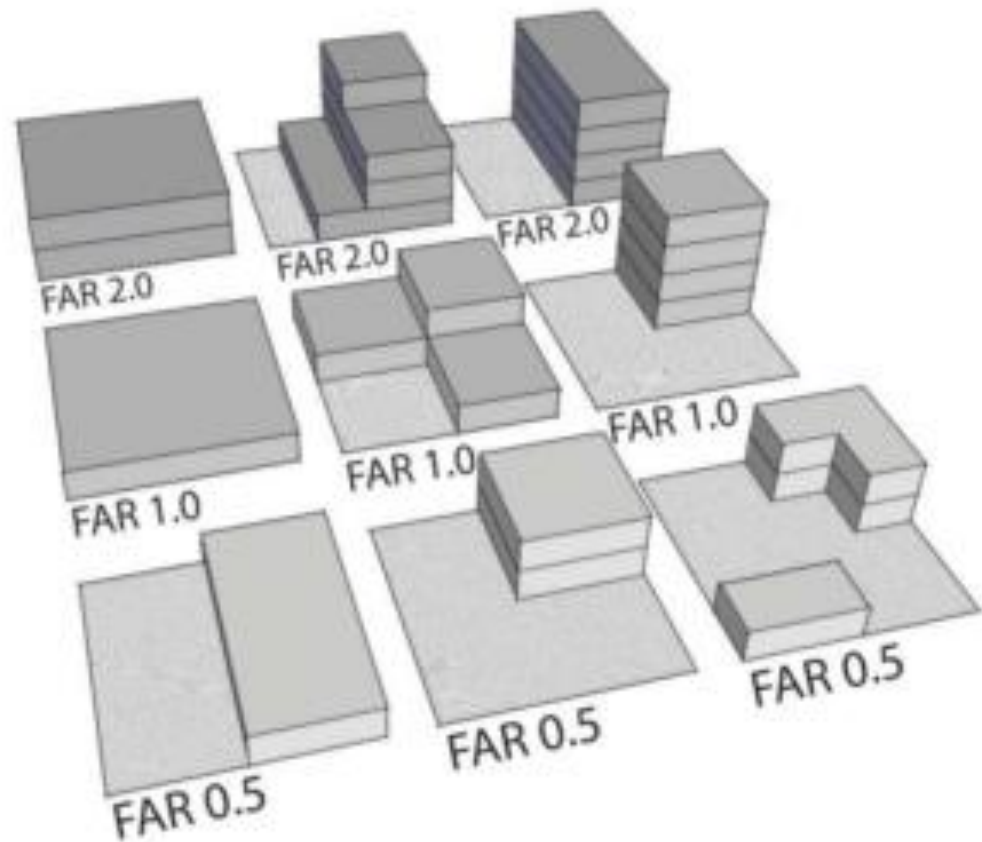
- Given the Buildout Analysis, is City Council and the Planning Commission comfortable with the overall amount of open space, development, housing and jobs that could be accommodated on the Mill Site through this rezoning process?
- Given that the Coastal Commission will only consider the Maximum Buildout Analysis, how much development should the City zone for on the site:
 - Likely Development Buildout
 - 2050 Buildout
 - Some other amount?

Options for moving forward

Options	Pros	Cons
Leave the Land Use Plan and development regulations as they are.	Would give the City negotiating room with the Coastal Commission	The Coastal Commission would likely cut industrial uses as they are not a Coastal Act priority.
Revise the Land Use Plan: leave more of the site zoned urban reserve.	Simple. More land would be dedicated to urban reserve.	Actual development will be much less than the maximum amount allowed , as development never conforms with maximum buildout. This may result in significantly constraining new business, job growth and housing.
Revise the development regulations. For example change the FAR from 0.4 to 0.2 for industrial and commercial projects.	Simple. Development patterns would reflect current land use patterns in town.	Requires businesses to purchase more land than they need. May result in under-utilized “open space” on private property
Re-establish Development Limitation Table	Would clearly define the maximum development for the site while retaining the existing zoning map	Complicated. This would require staff to keep a running tally of development as it happens and would leave some parcels with no development potential

What in the heck is FAR?

- The floor area ratio (FAR) is used in zoning to regulate urban density and building massing.
- For example, if a lot must adhere to a 0.4 FAR, then the total area of all floors in all buildings on the lot must be no more than 20% the area of the parcel itself. In other words, if the lot was 10,000 sq. ft, then the total floor area of all floors in all buildings mustn't exceed 4,000 sq. ft.



What in the heck is a Development Limitation Table?

Policy LU-1. Maximum Development. Total development within the Plan Area shall be limited to the square footages and the maximum number of dwelling and lodging units specified in Table 2-1 below.

TABLE 2-1 DEVELOPMENT LIMITATIONS

	Land Area (acres)	Residential (units)	Commercial/ Industrial (square feet) ¹	Lodging (rooms)
Northern District				
Mill Site Residential Zoning: Mill Site Residential	20.9	210		-
Park and Pond Area Zoning: Parks and Recreation (PR)	4.6	-	-	-
Greenway Zoning: Open Space	1.1	-	-	-
Neighborhood Commercial Zoning: Mill Site Residential	0.5		5,500	-
Right-of-Way (not including alleys)	15.4	-	-	-
Subtotal	42.5	210	5,500	-
Central District				
Mill Site Mixed Use Residential Zoning: Mill Site Mixed Use Residential	13.9	224	10,000	-
Mill Site Central Business District Zoning: Mill Site Central Business District	3.9	46	90,000	-
Mill Site Industrial Arts Zoning: Mill Site Industrial Arts ²	6.4	20	65,000	-
Mill Site Visitor Zoning: Mill Site Visitor	13.2	-	60,000	300
Park including area to accommodate farmers' market and event pavilion Zoning: Parks and Recreation (PR)	3.6	-	-	-
Greenway Zoning: Open Space	0.4	-	-	-
Right-of-Way (not including alleys)	18.9	-	-	-
Subtotal	60.3	290	225,000	300
Southern District				
Urban Reserve (allows one hotel/resort, research/education center, and limited interim uses) Zoning: Mill Site Urban Reserve	92.1	20 ³	80,000	150
Mill Site Industrial Zoning: Mill Site Industrial	25.1	-	230,000	-
Mill Site Highway Commercial Zoning: Mill Site Highway Commercial	11.1	-	125,000	-
Mill Site Employment Zoning: Mill Site Employment	16.9	-	130,000	-
Riparian/Open Space Area Zoning: Open Space	16.7	-	-	-
Right-of-Way	18.9	-	-	-
Subtotal	180.8	20	565,000	150
Open Space and Roads				
Mill Pond Area Zoning: Open Space	35.1	-	-	-
Subtotal	35.1	-	-	-
TOTAL SPECIFIC PLAN BUILDOUT	318.7	520	795,500	450

Direction Sought

- A. Which option do you prefer?
1. Leave the Land Use Plan and development regulations as they are.
 2. Revise the Land Use Plan: leave more of the site zoned Urban Reserve.
 3. Revise the development regulations, for example change the FAR from 0.4 to 0.2 for industrial and commercial projects
 4. Re-establish Development Limitation Table

CBD Extension – How much?

LAND USE PLAN ALT 1 - 1/2 BLOCK EXTENSION



LAND USE PLAN ALT 2 - 2 BLOCK EXTENSION



LAND USE PLAN ALT 3 - 2 & 1/2 BLOCK EXTENSION



Survey Results - 232 participants

Please select from the list below any concerns that you have about extending the Downtown onto the Mill Site (Please check all that apply).

The downtown is already suffering from vacant storefronts and under-utilized properties due to the expansion of Amazon and on-line retailing. Adding a new downtown on the Mill Site will further erode the businesses in our existing downtown.

The businesses left behind in the old downtown will suffer if some business to move into a new downtown on the the Mill Site. The businesses that are left behind will suffer as a result of the loss of pedestrian oriented retail in downtown.

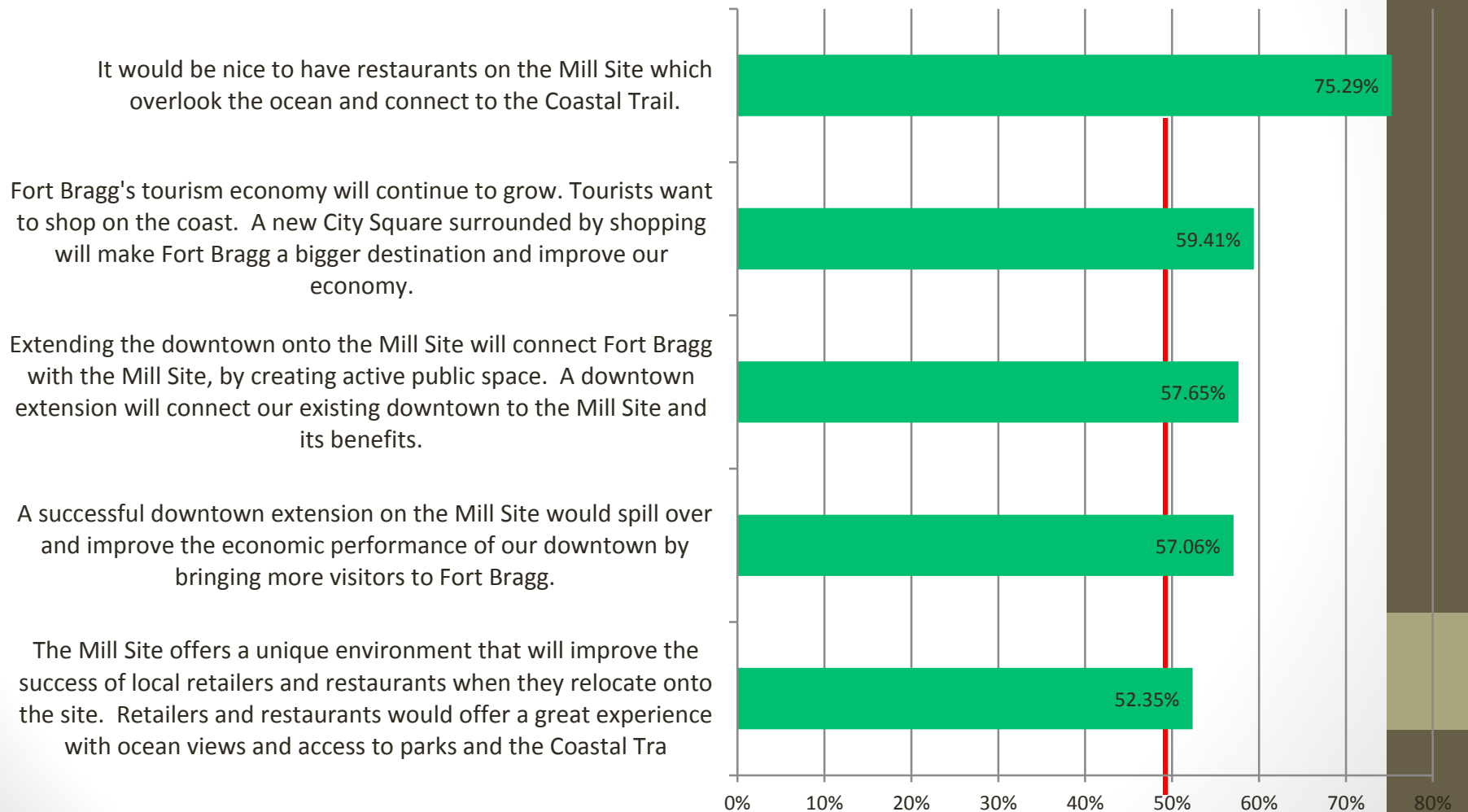
Amazon and other online retailers are going to continue to result in closure of "Brick and Mortar" retailers. Adding new downtown zoning on the Mill Site will not actually result in any new retail development.

The City has expended considerable funds improving the street scape in downtown. This investment will be undermined by an expansion of the downtown onto the Mill Site.



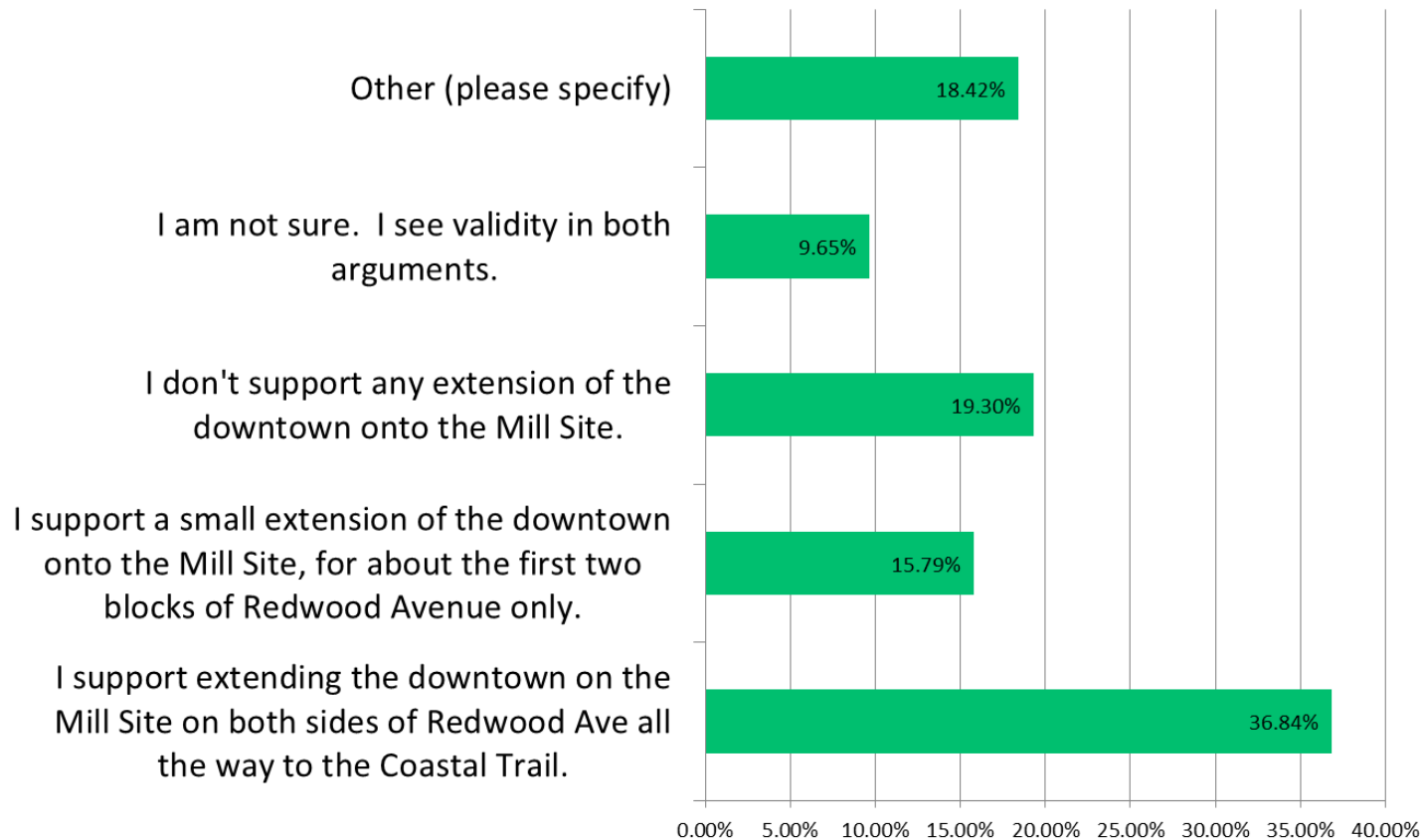
Survey Results

Please select the benefits of extending the downtown onto the Mill Site . (Check all that apply)



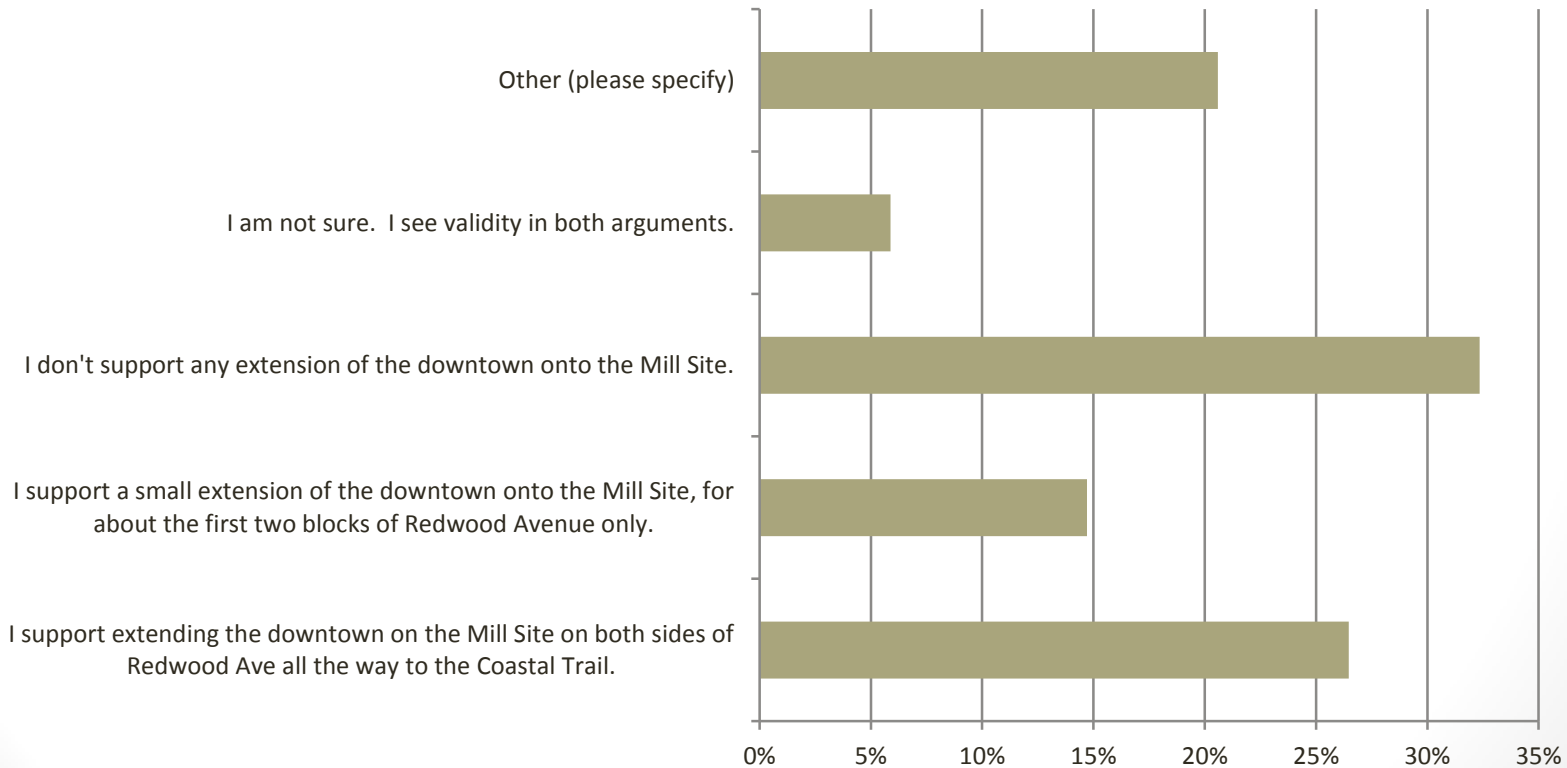
Survey Results

After reading the arguments (for and against) extending the downtown onto the Mill Site, how do you feel about extending the downtown onto the Mill Site?



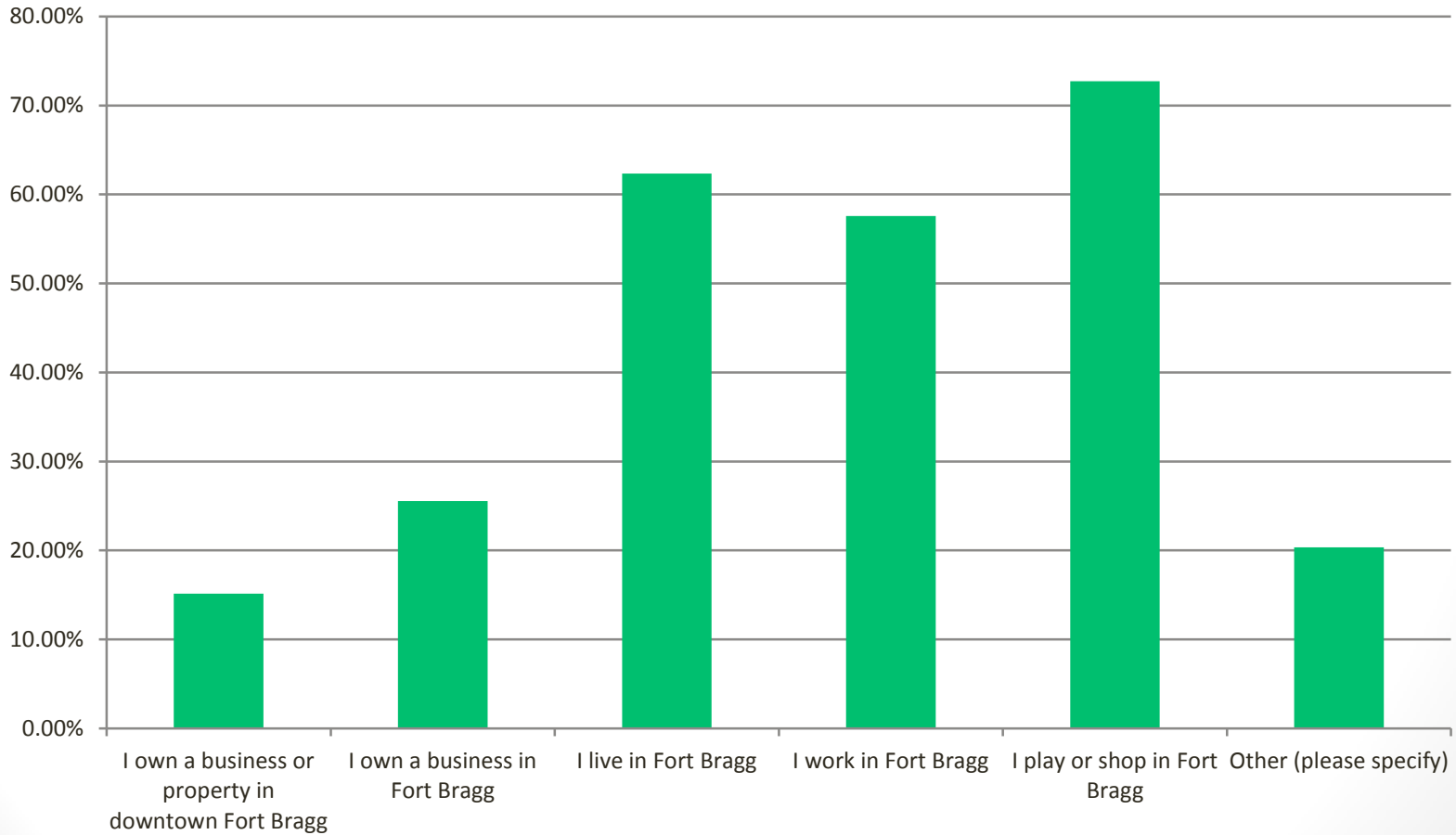
Survey Results – 35 Downtown Business & Property Owners

After reading the arguments (for and against) extending the downtown onto the Mill Site, how do you feel about extending the downtown onto the Mill Site?



Survey Results

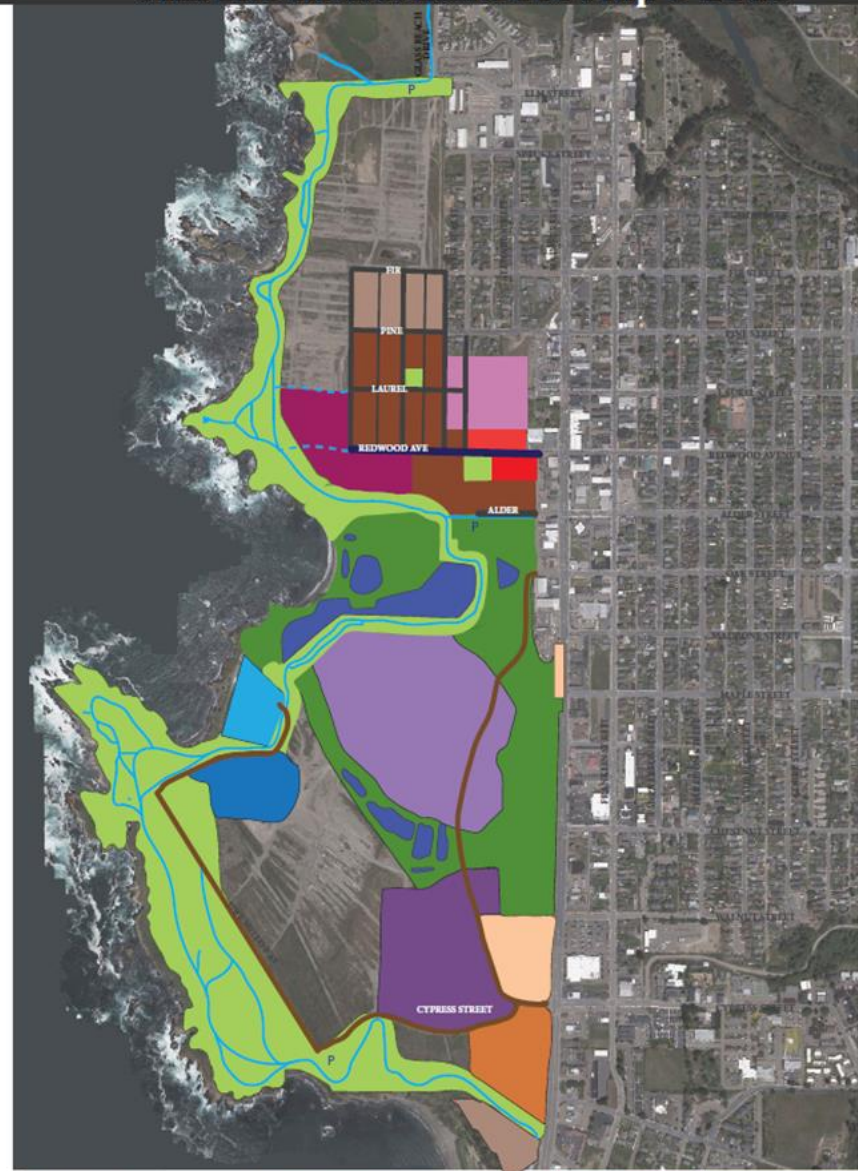
Please describe yourself, by clicking all that apply...



General downtown extension questions

- How far should the Central Business District be extended onto the Mill Site: one block, two blocks, three blocks?
- What are your preferred land uses around the downtown square: Residential, CBD, Light Industrial, and/or Visitor?
- Should Visitor zoning be located only at the western terminus of Redwood Ave or at both ends?
- Should light industrial front a portion of Redwood Ave? Please consider all uses that are allowed in this zoning district.
- Other input?

Land Use Plan Alternative C



Transportation	
Existing	
	Roads
	Millrace Trail
	Parking
Proposed	
	Primary Streets
	Residential Street
	Residential Alley

	Low Density Residential
	High Density Residential
	Central Business District
	Highway Commercial

	Visitor
	Coastal Dependent
	Mill Site Employment

	Light Industrial
	Industrial
	Timber Resources
	Public Facilities

	Parks
	Open Space
	Ponds
	Urban Reserve

Land Use Alternative E1



Transportation Existing Roads Multituse Trail Parking Proposed Primary Streets Residential Street Residential Alley	Highway Commercial	Parks	Light Industrial	Low Density Residential	Developed
	Visitor	Open Space	Industrial	Medium Density Residential	
	Coastal Dependent	Ponds	Timber Resources	High Density Residential	
	Central Business District	Urban Reserve	Mill Site Employment	Public Facilities	

Mill Site
LAND USE PLAN

Land Use Alternative E2



Land Use Alternative E3

Mill Site Reuse: Land Use Map E3



Transportation																
Existing																
	Roads															
	Multitrase Trail															
	Parking															
Proposed																
	Primary Streets															
	Residential Street															
	Residential Alley															
Highway Commercial	Visitor	Coastal Dependent	Central Business District	Parks	Open Space	Ponds	Urban Reserve	Light Industrial	Industrial	Timber Resources	Mill Site Employment	Low Density Residential	Medium Density Residential	High Density Residential	Public Facilities	Developed

General Questions

- Which of the alternatives do you prefer and why?
- Should the plan include the additional 14 acres of light industrial?
- Where?
- Other input?

Direction Sought

- Overall, which Land Use Plan do you prefer
 - Alternative C
 - Alternative E1
 - Alternative E2 or
 - Alternative E3