



**AGENCY:** City Council  
**MEETING DATE:** February 12, 20018  
**DEPARTMENT:** CDD  
**PRESENTED BY:** Marie Jones  
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## **AGENDA ITEM SUMMARY**

### **TITLE:**

**RECEIVE REPORT AND CONSIDER PLANNING COMMISSION RECOMMENDATIONS AND PROVIDE DIRECTION REGARDING MILL SITE REUSE PLAN SUSTAINABILITY POLICIES**

### **ISSUE:**

Over the coming year, the Planning Commission, City Council and the community will continue to learn about, discuss and shape the Mill Site Reuse LCP Amendment for the rezone and reuse of the Mill Site. Over a series of meetings, staff is seeking direction regarding which portions of the previously drafted Mill Site Specific Plan should be retained and rolled into the LCP Amendment and which should be discarded. 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 Classifications or Zoning Districts, which define the uses that are permitted within an established zoning district and a Land Use Map which establishes the location of various zoning districts;
2. Land Use Policies, which are broadly written and then used by City staff and the Planning Commission to define and describe development outcomes and conditions. These policies are presented in the Coastal General Plan; and
3. Land Use or Zoning Regulations, which are narrowly written and include strictly applicable requirements for new development. These are presented in the Coastal Land Use & Development Code).

The Mill Site Reuse LCP Amendment will include changes to all three of these components of the City's certified Local Coastal Program. There is no specific order in which the City should pursue revision of these documents for the LCP Amendment, however, it may be helpful to start from the big picture (vision, policies) and then narrow the focus (regulations) as we move through the process. That said, it is sometimes hard to understand the big picture without getting into the details, thus the Council should feel comfortable bringing up any issue or question at any time and staff will figure out how to address it in the planning process and how to include final direction regarding the issue or question in the LCP Amendment (see Attachment 1).

It is helpful to address key issues of concern before moving onto more mundane concerns. Based on community comments at workshops and in the survey, four key issues came to the fore: namely the amount of development, the design of development, the level of sustainability/open space and the need for jobs and housing.

The purpose of this City Council workshop is to:

1. Provide general direction regarding Sustainability policies, e.g. which Specific Plan policies should be modified, eliminated, and/or rolled forward into the LCP Amendment.

## **BACKGROUND:**

The background on this project is voluminous, therefore staff has prepared 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 2). Since January 2017, the City has held 12 community, Planning Commission and City Council meetings and workshops regarding the Mill Site Reuse Plan.

Aspects of the Reuse Plan that have been “finalized” (e.g. direction has been provided by City Council and the Planning Commission and that direction is in agreement; staff has received confirmation from both the Commission and the Council that the direction has been correctly implemented) are recorded in Attachment 3.

### **1. Sustainability Policies and Regulations**

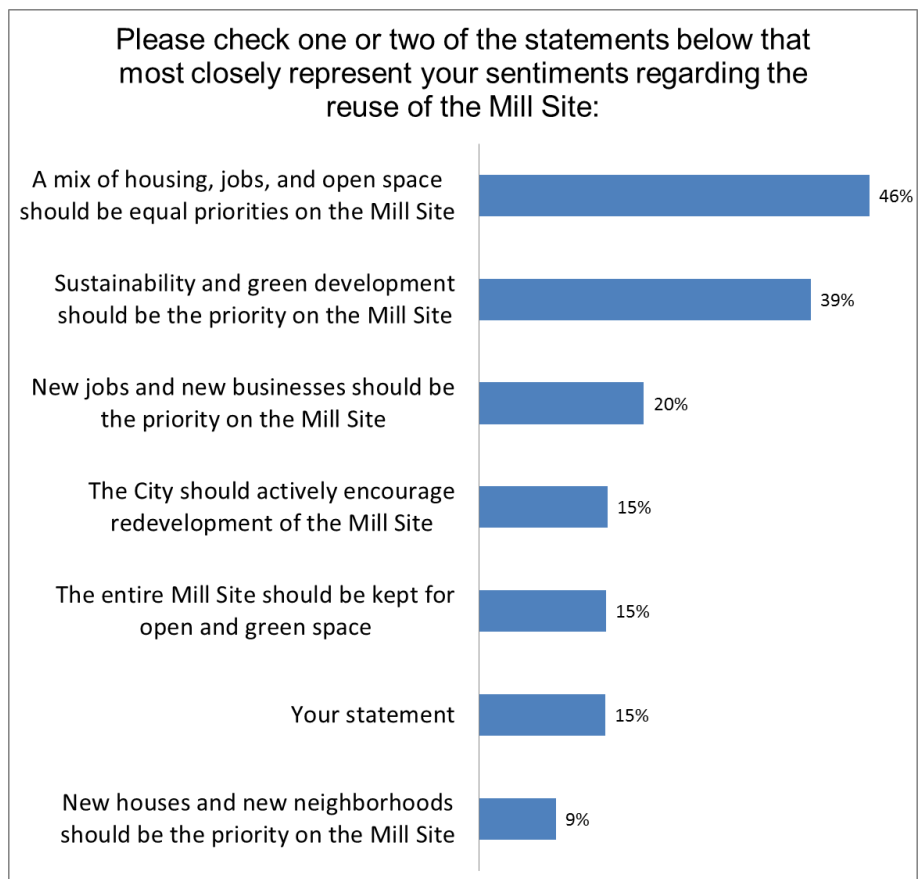
Based on input from the workshops, the survey and the meeting with Coastal Commission staff, and direction provided by the Planning Commission, staff has revised the Specific Plan sustainability policies and regulations for City Council’s further consideration (Attachment 4).

The Community Workshops and Surveys provided the following general input regarding sustainability on the Mill Site.

**Mill Site Reuse Survey.** Over 960 coastal residents completed a 15 question on-line survey regarding their priorities for reuse of the Mill Site.

Question 14. Question 14 was designed to understand priorities for reuse of the Mill Site. This question allowed respondents to select as many answers as they wanted, so the total does not equal 100%. The two top statements were:

2. “A mix of housing, jobs, and open space should be equal priorities on the Mill Site,” with 46% of participants selecting this option.
3. “Sustainability and green development should be the priority on the Mill Site” with 39% selecting this option. Fort Bragg residents had virtually identical responses.



**Workshops.** During the workshops, sustainability policies were listed as a priority by 13% of participants. When asked “What matters most to you in the reuse of the Mill Site?” the listed “sustainability” answers included the following:

- Sustainability
- Green building and low energy use
- Low Impact Development incentives, permeable paving, green roofs, rainwater capture, grey water reuse
- Eco justice/ Native American justice/ give back land to Tribe/ education regarding cultural genocide
- Minimize possibilities for pollution
- Minimize unintended consequences
- Don't increase water use, on site water reuse
- Water strategy for town and Mill Site
- A tiny home destination
- Windfarm
- Solar farm
- Complete remediation and removal of all toxic chemicals
- Develop with care to integrate beauty of the site into development.

On January 10, 2018, the Planning Commission made the following recommendations regarding the proposed Sustainability policies.

1. The City should not be out in front of the State of California when it comes to Green Building. The State of California is already a leader in the nation and the City does not have the technical expertise to require higher levels green building technologies as the City subcontracts out all building permitting and inspections to the County Building Department.
2. The Planning Commission recommends that the goal of Net Zero energy use (Policy SD-2) be incentivized (with planning incentives) rather than required.
3. The Planning Commission concurred with staff recommendations regarding language changes to the Sustainability policy section of the proposed Mill Site Reuse Plan.
4. The Planning Commission further recommended that all policies be general in their requirements so that they don't become outdated by new technologies, etc.

Staff has revised the proposed Sustainability policies in accordance with the Planning Commissions' direction (Attachment 4). Staff has also attached the original Sustainability policies for City Councils information (Attachment 5).

The City Council is encouraged to consider the following as they reviewed the proposed Sustainability policy language:

1. Consider that there may be a trade-off between requiring very high levels of sustainability and the ability of locals to develop projects on the Mill Site. If the City requires that all new development achieve the very best cutting edge in sustainability it will increase construction costs, which may result in fewer local projects as they tend to be less well financed than "out of town" projects.
2. Consider if the City should lead or follow the State in our requirements for sustainable practices and approaches. California is a world leader in sustainable development (green building) through its CalGreen Building Code. The City does not currently have sufficient resources (staff and expertise) to mandate tougher requirements than CalGreen (currently managed by the Building Department). If the City should lead the State with regard to green building, which sustainable practices matter most for Fort Bragg?

- a. Location & transportation: points awarded for thoughtful decisions about building location, with credits that encourage compact development, alternative transportation, and connection with amenities, such as restaurants and parks.
  - b. Sustainable sites: points awarded for decisions about the environment surrounding the building, with credits that emphasize the vital relationships among buildings, ecosystems, and ecosystem services. It focuses on restoring project site elements, integrating the site with local and regional ecosystems, and preserving the biodiversity that natural systems rely on.
  - c. Water efficiency: section addresses water holistically, looking at indoor use, outdoor use, specialized uses, and metering. The section is based on an “efficiency first” approach to water conservation. As a result, each prerequisite looks at water efficiency and reductions in potable water use alone. Then, the WE credits additionally recognize the use of nonpotable and alternative sources of water.
  - d. Energy & atmosphere: section approaches energy from a holistic perspective, addressing energy use reduction, energy-efficient design strategies, and renewable energy sources.
  - e. Material & resources: credit category focuses on minimizing the embodied energy and other impacts associated with the extraction, processing, transport, maintenance, and disposal of building materials. The requirements are designed to support a life-cycle approach that improves performance and promotes resource efficiency. Each requirement identifies a specific action that fits into the larger context of a life-cycle approach to embodied impact reduction.
  - f. Indoor environmental quality: section rewards decisions made by project teams about indoor air quality and thermal, visual, and acoustic comfort. Green buildings with good indoor environmental quality protect the health and comfort of building occupants. High-quality indoor environments also enhance productivity, decrease absenteeism, improve the building’s value, and reduce liability for building designers and owners<sup>1</sup>. This category addresses the myriad design strategies and environmental factors—air quality, lighting quality, acoustic design, control over one’s surroundings—that influence the way people learn, work, and live.
3. Most of the policies in the Sustainability Chapter utilize the United States Green Building Council (USGBC) Leadership in Energy and Environmental Design (LEED). These standards are continually updated and revised, because: 1) building technologies improve; and 2) as green building is adopted as a standard practice USGBC seeks to move the finish line. The California Building Code (CalGreen) has now reached parity with a Silver level award by the USGBC standard. A CalGreen building achieves 56 LEED points qualifying it for a Silver Certification from USGBC.
  4. What is missing from the policies from a sustainability perspective? What sustainability policies should we consider now, that we might not have been thinking about in 2012?

**It would be helpful if the City Council could discuss the sustainability policies and provide additional feedback, input, changes and/or corrections to staff so that staff can further modify the sustainability policies.**

#### **RECOMMENDED ACTIONS:**

Provide direction to staff regarding the following:

- a. Provide general and specific direction regarding sustainability policies, e.g. which Specific Plan policies should be modified and rolled forward into the LCP Amendment.

**ALTERNATIVE ACTION(S):**

None.

**FISCAL IMPACT:**

The City was awarded a Community Development Block Grant (CDBG) in the amount of \$50,000 to restart this process. Additionally, the Coastal Commission awarded an additional \$110,000 grant for the 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, staff will prepare a preliminary fiscal analysis to identify if the overall Mill Site Reuse will have a net positive fiscal impact on Fort Bragg. This will be an interactive process.

**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:

**January 2018 – June 2018**

1. Prepare and refine the preferred Land Use Plan to rezoning of the Mill Site.
2. Revise the 2012 Specific Plan policies and regulations for inclusion in the LCP amendment application.

**May 2018 – August 2018**

3. Define the development regulations (height limits, parking requirements, floor area ratios, lot coverage, open space requirements and setbacks) for each zoning district and determine the "maximum buildout" scenario for the proposed Land Use Plan based on these decisions.
4. Prepare a Buildout Analysis Report
5. 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.
6. Prepare the Fiscal Impact Report

**July 2018 – January 2019**

7. 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. Analysis of the City's capacity to serve future development, including: water, sewer, police, fire, emergency medical, schools, dry utilities, public transit, etc.;
  - b. Summary of current lower cost visitor serving facilities, including: room inventory, revenue per available room, occupancy rates, etc.;

- c. 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;
- d. Impact of sea level rise/bluff vulnerability on future development under the proposed Land Use Plan;
- e. Impact of the Mill Site buildout on climate change;
- f. Tsunami study;
- g. Botanical and wetland study update for non-paved areas of the site; and
- h. Visual Analysis of Land Use Plan and analysis of how the Citywide Design Guidelines would be revised and implemented on the site to reduce visual impacts.

#### **Jan 2018 – Jan 2019**

- 8. Continue consultation process with the Sherwood Valley Band of Pomo Indians and, where feasible, incorporate agreed upon policy language and Land Use Plan modifications into the project.

#### **January 2019 – April 2019**

- 9. 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. Running List of Recommendations
- 2. Mill Site Reuse Process & Background: Summary of Workshops and Direction
- 3. Mill Site Reuse Plan "Final" Decisions
- 4. Recommended Sustainability Policies
- 5. MSSP Chapter 4 - Sustainability

#### **NOTIFICATION:**

- 1. Georgia Pacific Mill Site Plan Notify Me Subscriber List
- 2. Georgia Pacific Mill 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. Sherwood Valley Band of Pomo Tribal Chairman Mike Knight & THPO Misty Meadlin
- 8. Coastal Commission staff, Cristin Kenyon & Bob Merrill
- 9. CA Dept. of Fish and Wildlife staff, Angela Liebenberg