



AGENCY: City Council
MEETING DATE: 2/26/2018
DEPARTMENT: CDD
PRESENTED BY: Marie Jones
EMAIL ADDRESS: mjones@fortbragg.com

AGENDA ITEM SUMMARY

TITLE:

RECEIVE REPORT, CONSIDER PLANNING COMMISSION RECOMMENDATION TO CITY COUNCIL, AND PROVIDE DIRECTION TO STAFF REGARDING MILL SITE REUSE PLAN: OPEN SPACE POLICIES

ISSUE:

Over the coming year the Planning Commission, City Council and the community will continue to learn about, discuss and shape the Major LCP Amendment for the rezone and reuse of the Mill Site. Specifically staff is seeking direction regarding which portions of the Specific Plan should be retained and or modified and rolled into the LCP Amendment. Land use regulations are complex 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 (policies are in the Coastal General Plan); and
3. Land Use Regulations, which are narrowly written and include strictly applicable requirements for the development of any land use (regulations are located in the Coastal Land Use and Development Code aka the Zoning Ordinance).

The Mill Site Reuse LCP Amendment will include changes to all three of these documents of the Local Coastal Program. There is no specific order in which the City should consider revisions to these documents for the LCP Amendment, however it is generally helpful to start from the big picture (vision, policy) and narrow our focus (regulation) as we move through this process. Additionally it is always tempting to get into the details, and the Council should feel comfortable bringing up any issue or question they may have at any time and staff will address it at the appropriate time in the planning process (Attachment 1). It is helpful to address key issues of concern before moving on to the mundane. Based on community comments at the workshops and through the survey, four key issues came to the fore, namely: 1) the amount of development; 2) the design of development; 3) the level of sustainability/open space; and 4) the need for new jobs and more housing.

On February 12, 2018, the Council provided direction regarding sustainability policies. The purpose of this agenda item is for Council to provide general direction regarding open space policies for the reuse of the Mill Site.

BACKGROUND:

As the background on this project is growing 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 2). Since January 2017, the City has held 15 meetings and workshops (community, City Council and Planning Commission) regarding the Mill Site Reuse Plan.

ANALYSIS:

1. Workshop and Survey Results Regarding Open Space

A summary of community input from the workshops and the survey regarding open space may be helpful to inform the Council's discussions regarding proposed open space policies.

Mill Site Reuse Survey. Over 960 coastal residents completed a 15 question on-line survey regarding their priorities for reuse of the Mill Site. The tables below summarize the results from the survey that are relevant to open space.

Survey Question 4 asked participants to rank four reuse priorities for the site. As illustrated in Table 1, residents ranked good design, sustainability, jobs and business as the top two priorities for Mill Site reuse. Housing was a strong third priority. Limiting development and maximizing open space was ranked lowest overall by a majority of respondents.

Table 1: All Respondents: Please prioritize the following statements about the reuse of the Mill Site. (1 is top priority and 4 is the bottom priority) n=899				
	Priority 1	Priority 2	Priority 3	Priority 4
It is more important to get well designed and sustainable projects on the site	33.93%	35.48%	23.03%	7.56%
It is more important to add new businesses and jobs to our community	28.01%	23.28%	26.66%	22.05%
It is more important to build more housing for our community	16.65%	25.09%	29.08%	29.19%
It is more important to limit development and maximize open space	24.94%	16.33%	19.24%	39.49%

Question 7 asked how much of the Mill Site should be dedicated to Open Space. As illustrated in the table, fully 70 percent of respondents wanted to retain 50% or less of the site as open space. The average amount of open space requested by all survey participants was 40%.

The Land Use Plan Alternative 1C (Attachment 4) sets aside about 60% (244 acres) of the site as functional open space, which is composed of 174 acres of parks and open space (42% of the site) and 70 acres of Urban Reserve.

How much of the Mill Site should be dedicated to Open Space?

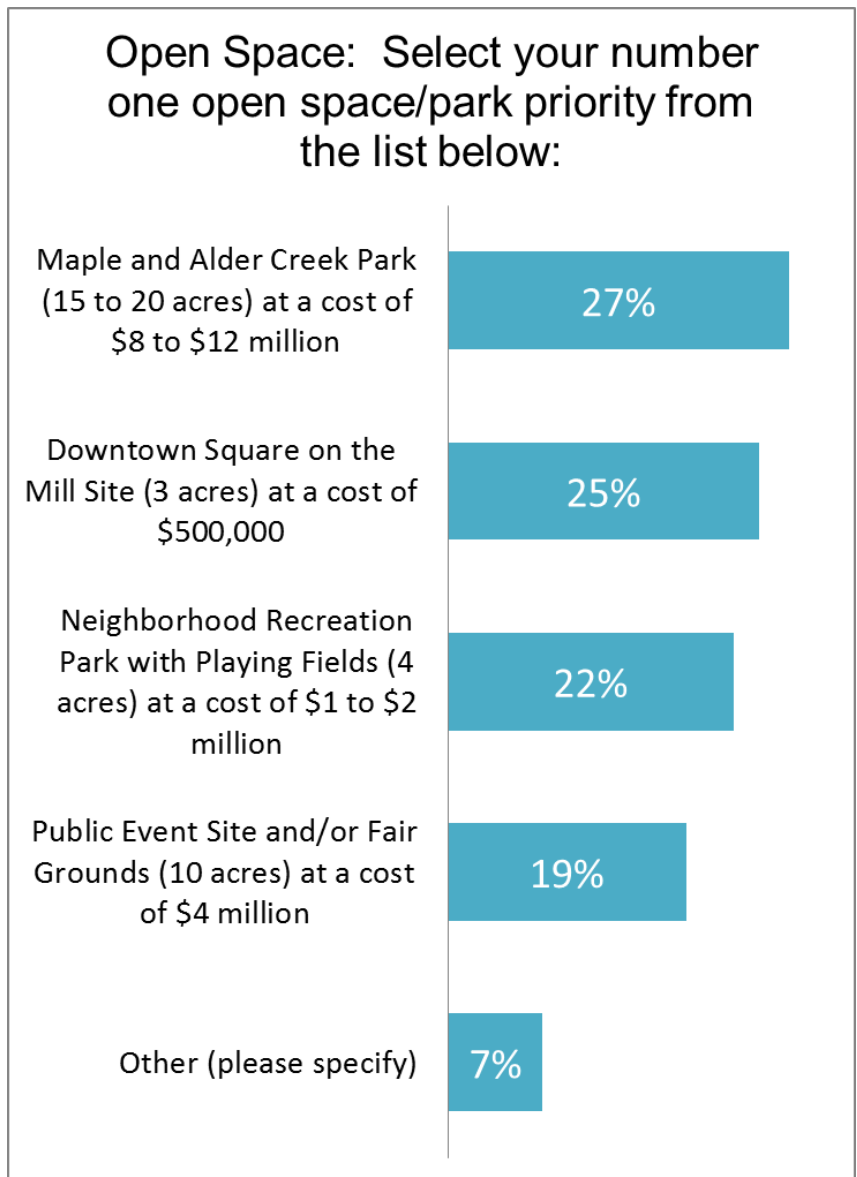
0-15%	12%
16%-25%	17%
26%-50%	41%
51%-75%	19%
75%+	7%
Total	100%

Survey Question 12 was designed to identify open space priorities. As noted in the chart below, all four open space options received significant support. The Maple Creek and Alder Creek park project was selected as the top priority by 27% of respondents. Fully 25% selected the downtown square as the top priority, while 22% selected a neighborhood park with playing fields and 19% chose a public event site/fair grounds as the top priority. Among Fort Bragg residents, the Downtown Square and Maple Creek Park were equal priorities at 25%.

Workshop Input

At the workshop 15 percent of participants felt that daylighting creeks mattered most in the reuse of the Mill Site. The next most popular open space request was for a golf course (5% of participants).

Coastal Commission Feedback. The Coastal Commission staff has indicated that the Land Use Plan Alternative 1 includes sufficient open space.



2. Open Space Policies and Financing

Based on input from the workshops, survey and the Planning Commission's recommendations, staff has revised the Specific Plan policies and regulations for Open Space (see Attachment 5 for clean version and Attachment 6 for "track-changes" version). The Council is encouraged to consider the following key issues in your review of the proposed open space policy language:

1. Consider community workshop and survey input regarding open space needs and priorities on the Mill Site.
2. Consider existing city-wide park amenities and identify if new amenities are needed. Attachment 7 illustrates existing parks and open space throughout the City, including: Bainbridge Park, Otis Johnson Park, CV Starr Center, Dog park, Skate park, the school district athletic fields, MacKerricher State Park (Haul Road), Noyo Harbor Beach, Pudding

Creek Beach, Noyo Headlands Park (Coastal Trail), Pomo Bluffs Park, and the Guest House Museum Park. Attachment 7 also illustrates existing creeks and rivers, such as Pudding Creek, Noyo River and Otis Johnson Park creek.

3. Consider what new parks and open space amenities are needed on the Mill Site and Citywide. Review exiting park offerings on the Land Use Plan and make suggestions to add, remove, relocate, resize or further modify any of the areas zoned open space or parks in Land Use Plan Alternative 1C (Attachment 4).
4. Contemplate what amenities should be required by the City in areas zoned for parks and open space.
5. Contemplate if, how and when to require open space land dedications to the City.
 - a. The City may not have the legal authority to require dedications of open space in all cases, absent a Master Development Agreement, as there must be a nexus between the required dedication of land to the City and the open space and park impacts of a subdivision or development project. Small parks should likely be dedicated to the City at the subdivision stage, but large open spaces may need to be purchased by the City.
 - b. Additionally, the City Council may want to consider if new policies should require dedication of open space to the City, as the City may not in all cases wish to own and maintain open space. Non-profits or state agencies are viable alternatives to City ownership of all open space. In some cases parcels zoned open space might be best retained as private property.
6. Consider park amenities: what amenities are desired, when should they be required and how should they be funded?
 - a. **What amenities are desired?** Consider the cost relative to benefit of each amenity and its impact on feasibility. Attachment 9 provides a rough calculation of potential Mill Site infrastructure cost for new development, taking into consideration parks and open space projects and all sewer, water, drainage, streets and sidewalks. A very rough estimate of the total cost for all improvements is \$44 million. Some costs will be born individually by developers as they develop public infrastructure improvements to support their projects, others will be funded in part through a Development Impact Fee or through cost reimbursement agreements with future developers. Facilities which benefit the entire community, such as the creek daylighting and the downtown park can only be funded by Mill Site development proportionally to the benefit received per State law (~25%). For these facilities to be constructed, the City or a non-profit will need to obtain significant additional grant funding. Overall the rough cost of infrastructure is estimated at \$37,000 per residential unit and \$36,000 per 1,000 SF of commercial/industrial space. Additionally, the City will continue to charge existing capacity charges for sewer and water at approximately \$8,000/unit.
 - b. **When should amenities be required?** They can be required at the subdivision stage in full, or they can be phased in once a certain level of development has been achieved. Staff recommends that base amenities be required at the subdivision stage and the additional improvements be required when a certain level of development has

been achieved. Triggers can be problematic when they have the unintended consequence of inhibiting development just below the trigger point, in order to avoid the costs associated with installation of the amenity.

- c. **How should amenities be required?** Amenities can be required through: 1) the subdivision process; 2) Master Development Agreement(s); 3) reimbursement agreements; and/or 4) establishment of a Development Impact Fee. Staff recommends that all four mechanisms be retained in the policy language to ensure maximum flexibility. These potential financing mechanisms are outlined in Attachment 8.
7. Consider ongoing maintenance costs for open space. Typically communities utilize Community Facility District Mello Rous fees to fund ongoing maintenance costs for open space. To the degree that an open space is a shared amenity for the entire community, Mello Rous fees can only cover the proportion of costs ascribable to the benefits secured by the new development. To the degree that a new park benefits the entire community maintenance costs will need to be funded through the General Fund.
8. What is missing from the Open Space and Resource Protection policies? What new policies should we consider now, that we might not have been thinking about in 2012?
9. Please consider the Cultural Resource and Visual Resource protection policies. The Sherwood Valley Band of Pomo has requested that policies MSOS-29 through 35 be added to the Reuse Plan.

3. Planning Commission Recommendations

The Planning Commission held a workshop January 24, 2017 regarding the Land Use Plan Alternative 1C, the open space framework for the Mill Site, funding mechanisms for open space and parkland facilities, and open space phasing and facility requirement policies. The Planning Commission provided the following direction:

1. Please schedule joint City Council and the Planning Commission meetings to facilitate discussion of significant differences in policy direction (policy disagreements) between the Planning Commission and the City Council;
2. Add a small recreational park on the south side of the Mill Site to meet the recreational needs of the south Fort Bragg neighborhoods and employees.
3. Retain all parks and required facilities within the plan for now. Continue to update the Planning Commission regarding funding/financing options and impacts of feasibility of site redevelopment.
4. Provide a matrix of Development Impact Fees from other comparable towns. The Planning Commission and City Council need more information to better understand the impact of Mill Site Development Impact Fees on development feasibility.
5. Planning Commission agreed in concept with the proposed changes to the Open Space policies.

RECOMMENDED ACTIONS:

Provide general direction regarding Open Space policies, proposed amenities, phasing and financing mechanisms.

ALTERNATIVE ACTION(S):

None.

FISCAL IMPACT:

The City was awarded a Community Development Block Grant (CDBG) in the amount of \$50,000 and a Coastal Commission grant of \$100,000 to fund this LCP amendment. The City has applied for \$45,000 from MCOG to fund the transportation component of the project.

As City Council and the Planning Commission further refine the Mill Site Reuse 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.

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. **Ongoing:** Refine the preferred Land Use Plan for rezoning the Mill Site.
2. **Jan 2018 – April 2018:** Revise the 2012 Specific Plan policies and regulations for inclusion in the LCP amendment application. This task will likely take four or five months.
3. **May, 2018:** 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. **May/June 2018:** 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. **Summer/Fall 2018:** 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. Botanical and wetland study update for preferred Land Use Plan for non-paved areas of the site; and
 - i. 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.
6. **Ongoing:** 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. **Winter 2018/19:** 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. History of Community Meetings & Decisions
3. MCRP "Final" Decisions
4. Land Use Plan Alternative 1C
5. MSRP Chapter 5 Clean – Open Space
6. MSSP Chapter 5 Track Changes – Open Space
7. Open Space Framework – existing parks
8. Mill Site Funding Mechanisms
9. Rough Cost Estimate For Parks & Infrastructure

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. 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