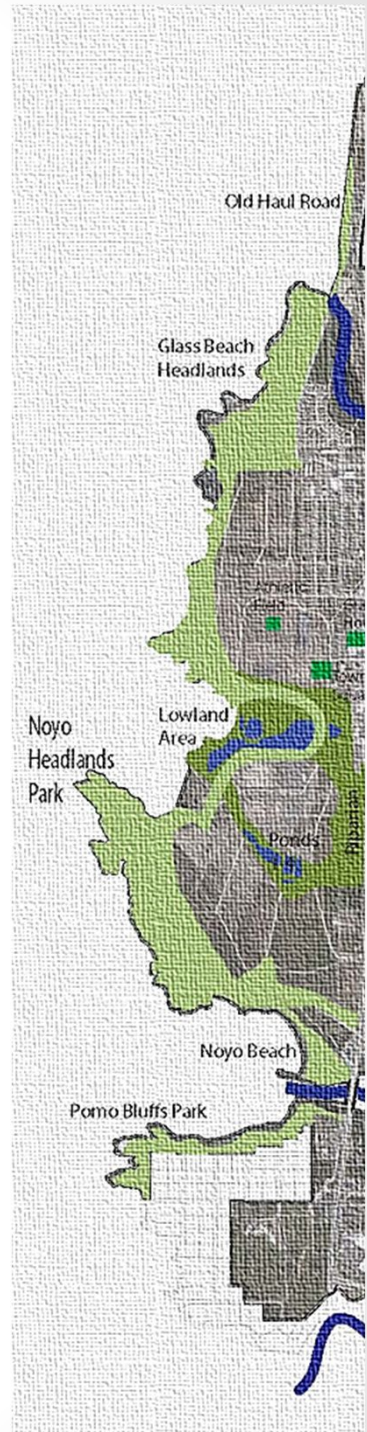


Mill Site Reuse Plan Open Space & Parks

City Council

February 26, 2018



Goals

- Review community input
- Review City's existing parks and open space for context
- Consider what makes a good policy
- Consider legal limitations on land use authority
- Consider park amenities, costs and phasing policies within the context of good policy language, cost of implementation and legal limitations on City authority.
- Provide **initial** direction regarding open space and park policies.

Open Space: Survey Input...

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%

Survey Question 4.

- Participants ranked good design, sustainability, jobs and business as the top priorities for Mill Site Reuse.
- Housing was a strong third priority.
- Limiting development and maximizing open space was the ranked lowest overall by a majority of the respondents.

Open Space: Survey Input...

Question 7 asked how much of the Mill Site should be dedicated to Open Space.

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%

Average = dedicate 41% of site to Open Space

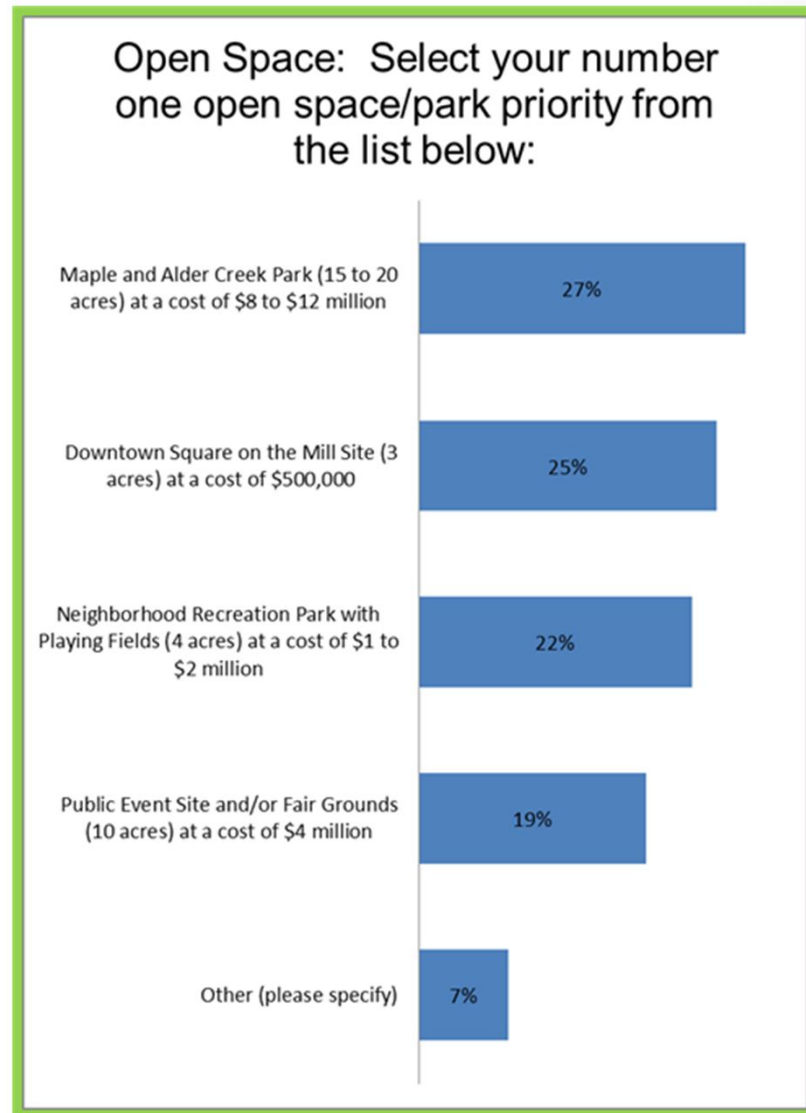
Land Use Plan Alternative 1C currently illustrates:

- 173 acres of open space
 - 43% of the site.
- Another 70 acres of the site would be dedicated to Urban Reserve, which would function largely as open space until a future City Council rezones it.
- Total functional open space
 - 243 out of the 400 acres
 - 61% of the site.

Open Space: Survey Input...

Question 12 was designed to identify open space priorities.

- All four open space options received significant support (between 19% and 27%).
- 27% prioritized the Maple Creek and Alder Creek park project.
- 25% selected the downtown square as the top priority
- 22% selected a neighborhood park with playing fields
- 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%.



Land Use Plan: Open Space

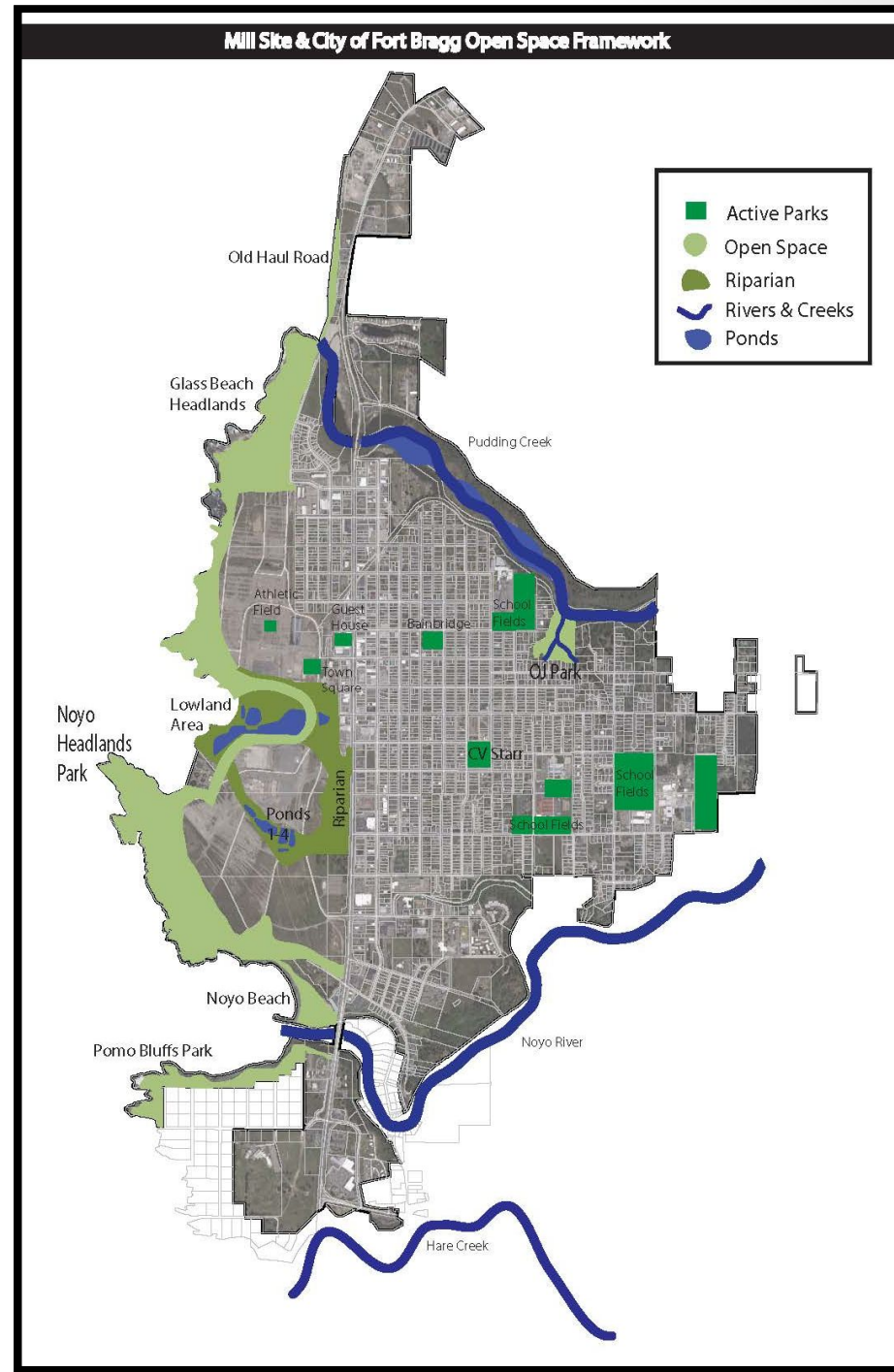
- Passive Parks
- Active Parks
- Sensitive Habitat
- Open Space
- Urban Reserve



Existing Open Space

Consider existing parks and identify what is needed on the Mill Site.

- Bainbridge Park
- Otis Johnson Park
- CV Starr Center
- Dog park
- Skate park
- School district athletic fields,
- MacKerricher State Park (Haul Road)
- Noyo Harbor Beach
- Pudding Creek Beach
- Pudding Creek
- Noyo River
- Otis Johnson Park creek
- Noyo Headlands Park (coastal Trail)
- Pomo Bluffs Park
- Guest House Museum Park



What is a good land use policy?

- Implementable
- Applicable
- General
- Flexible
- Feasible
- Lawful
- Focused on a public good
- The current Mill Site Open Space Policies are too rigid and specific.
- They assumed a master developer and a Development Agreement.

Key questions?

- What parks should the City's be responsibility for?
- What park amenities are desired?
- How does the City require amenities?
- How are parks, open space and amenities funded?
 - On-parcel improvements are funded by the developer.
 - Off-parcel improvements are funded through other mechanisms.
- What is the impact of the additional cost on development feasibility?



Nolan & Dolan Court Decisions

- A “close nexus” must be shown between the regulatory condition imposed and the development impacts of concern
- There must be a “reasonable relationship” between the requirement to create open space and amenities and the impact of the development on open space
- The City cannot require open space and park improvements of developers just because the City wants them
- Exception: Development Agreement
 - Legal contract for an exchange of benefits
 - City gets amenities
 - Developer gets certainty about land use regulations
 - At this time there is no developer with which to negotiate a Development Agreement

Park ownership & management

City to own

1. Noyo Headlands Park -93 acres
2. Downtown Park -1 acre
3. Neighborhood Park - 0.5 acre

Non-profits to own

4. Noyo Center Parcel - 11 acres

Uncertain: private, public or non-profit?

5. Lowland area & Mill Pond
6. Pond 5 area
7. Pond 1-4 & wildlife corridor
8. Maple street riparian area
9. Forested area



How is open space/park land transferred?

To the City

Dedicated, as an exaction, through the subdivision process because a nexus exists

2. Downtown Park -1 acre
3. Neighborhood Park - 0.5 acre

Through development agreement, voluntary dedication, or purchase (nexus uncertain):

5. Lowland area & Mill Pond
6. Pond 5 area
7. Pond 1-4 & wildlife corridor
8. Maple street riparian area
9. Forested area

To Non-Profit

- Purchase
- Donation

To Private Property Owner

- Purchase

How are improvements secured?

Required via

- Development Agreement
- Policy language where a nexus exists
- Development Impact Fees

Encouraged via

- Policy language where a nexus does not exist



What is the nexus?

City owns active parks (nexus)

1. Links to Noyo Headlands Park for coastal access -93 acres
2. Downtown Park -1 acre
3. Neighborhood Park - 0.5 acre

Non-profit owns (nexus uncertain)

4. Noyo Center Parcel - 11 acres

Uncertain: Private, public and/or non-profit (nexus uncertain)

5. Lowland area & Mill Pond
6. Pond 5 area
7. Pond 1-4 & wildlife corridor
8. Maple street riparian area
9. Forested area



Park Amenities – Coastal Trail

- Policies require the following:
 - Pedestrian connections from new development projects to the Coastal Trail (nexus)
 - Extra parking for trail access, in new projects located near the trail (maybe a nexus)
 - Restoration of areas between new development and Coastal Trail (may be a nexus in some cases)
 - Connection of Mill Site storm drain system to Coastal Trail storm drain system (nexus)
- Cost will depend on extent and location of new development.
- Do we need other amenities?



Coastal Trail Policy Language

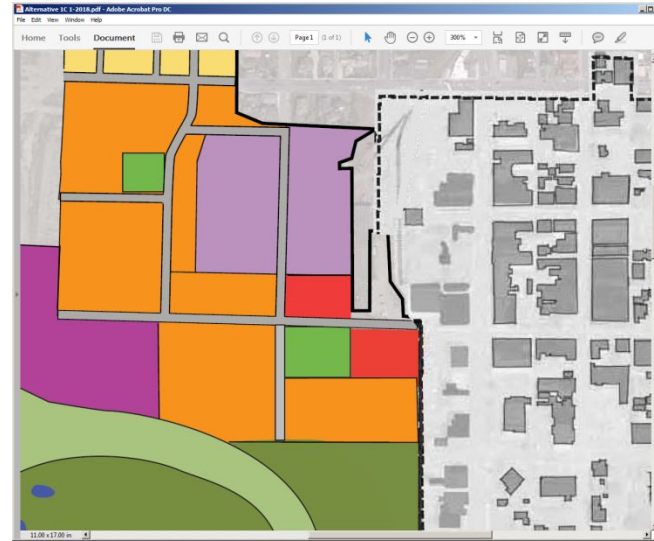
- **Policy MSOS-1.** Pedestrian Connections to Coastal Trail. Development adjacent to the Coastal Trail shall provide pedestrian connections to the City's Coastal Trail as feasible and necessary to ensure coastal access per the policies of the Coastal General Plan and in compliance with Map OS-3. ~~Where required, pedestrian improvements shall include construction of multi-use trail connections from existing projects and rights of way (with adjacency to the Coastal Trail) to the existing multi-use trail of Noyo Headland Park, and installation of trailhead signage and amenities (e.g., bike racks, dog bag dispensers, trash cans) where necessary and feasible.~~
- **Policy MSOS-2.** Coastal Access Parking. New development adjacent to the Coastal Trail shall include parking *as necessary* to facilitate coastal access *under the Coastal Act.*
- **Policy MSOS-3.** Restoration of Areas Adjoining Coastal Drive. Development on parcels adjacent to the Coastal Trail shall include, *as feasible*, the lesser of the following: 1) restoration of all areas between the development and the edge of the City's Coastal Trail property with native coastal bluff vegetation; or 2) restoration of an area that is similar in size to that proposed for development. ~~Such restoration shall include four years of monitoring and adaptive management to ensure an effective restoration project.~~
- **Policy MSOS-4.** Stormwater Systems shall connect to Coastal Trail swales. Development projects shall include installation of stormwater infrastructure to effectively convey stormwater runoff from the development project to established *City-owned* Coastal Trail swales and culverts.

Park Amenities – Downtown Plaza

- **Policy MSOS-5.** The downtown park/plaza shall include the following amenities:
 - Sidewalks & walking paths
 - Benches and picnic tables
 - Native landscaping and low-water-use landscaping

The following additional amenities are encouraged (or required, as feasible):

 - A covered facility for the farmers' market and other community events
 - Small amphitheater
- Estimated cost \$1.4 million
- Nexus exists, but park would benefit the entire City so would need to be funded proportionally by all new development (on and off site) through a development impact fee.



Downtown Plaza	Total Estimated Cost
Farmers Market Structure & Restroom	\$ 593,750.00
Amphitheater	\$ 312,500.00
Sidewalks & landscaping	\$ 501,500.00
Subtotal	\$ 1,407,750.00

Park Amenities – Downtown Plaza

Exiting Policy – is too detailed & specific

Policy MSOS-6. Downtown Plaza Phasing.

The downtown park/plaza shall be phased according to the following schedule:

- A Downtown Plaza Plan shall be completed by the subdivision applicant and submitted for approval as part of the final map approval for the first major subdivision in the Central District. The Downtown Plaza Plan shall include: 1) a site map that details the location of all amenities and infrastructure, elevations and floor plans for any proposed structures, a grading plan, and a landscaping plan; and 2) a financing plan for funding Phases I, II, and III which identifies the costs that will be advanced by the subdivider and reimbursed by future developments pursuant to cost advancement or reimbursement agreements.
- Phase I of the downtown plaza shall be developed and dedicated to the City prior to issuance of a Certificate of Occupancy for any development that equals or exceeds 50,000 square feet (residential and commercial) in the Central District. Phase I shall consist of a graded and seeded field, sidewalks, pathways, benches, and picnic tables as defined in the Downtown Plaza Plan.
- Phase II, the farmers' market facility, shall be added to the downtown plaza and dedicated to the City prior to issuance of a Certificate of Occupancy for any development that equals or exceeds 100,000 square feet (residential and commercial) in the Central District. The farmers' market facility shall include a minimum of 4,000 SF of covered space that is protected from the elements. The facility does not need to be conditioned.
- Phase III, the small amphitheater, shall be developed and dedicated to the City prior to issuance of a Certificate of Occupancy for any development that equals or exceeds 150,000 square feet (residential and commercial) in the Central District.
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Proposed Policy

Policy MSOS-6. Downtown Plaza Phasing. The downtown park/plaza shall be dedicated and phased according to the following general guidelines:

1. The Plaza will include the amenities defined in Policy MSOS-5.
2. The plaza implementation phasing and financing will be defined through the subdivision process and one or more of the following mechanisms with the approval of City Council: 1) Master Development Agreement; 2) reimbursement agreements; and/or 3) establishment of a Development Impact Fee.

Park Amenities – Neighborhood Park

Policy MSOS-12. Neighborhood Park Amenities. The active recreation park in the Northern District shall include:

- A tot lot for small children
- A ball field sufficient to accommodate a baseball diamond and/or a half court soccer field
- A public restroom

Policy MSOS-13. Neighborhood Park Phasing. The neighborhood park shall be dedicated and phased according to the following general guidelines:

- The Plaza will consist of the amenities defined in Policy MSOS-12.
- The plaza implementation phasing and financing will be defined through the subdivision process and one or more of the following mechanisms with the approval of City Council: 1) Master Development Agreement; 2) reimbursement agreements; and/or 3) establishment of a Development Impact Fee.

Park improvements would cost an estimated \$1.7 million.

Nexus exists, park would benefit the development residents and can be required as a condition of approval.



Neighborhood Park	Total Estimated Cost
Tot lot for small children;	\$ 425,000.00
Baseball diamond, 1/2 court soccer field	\$ 500,000.00
Sidewalks & landscaping	\$ 314,062.50
Public restroom	\$ 468,750.00
Subtotal	\$ 1,707,812.50

Mill Pond & Maple Creek

- **Policy MSOS-15:** Mill Pond Restoration. *The Mill Pond and lowland area shall be offered in dedication to the City of Fort Bragg upon subdivision of this parcel.* The Mill Pond Restoration, ~~upon completion, shall~~ may include, as feasible:
 - A multi-use trail ~~connection~~ that provides beach access at Fort Bragg Landing.
 - Drainage features that safely convey surface runoff from the Plan Area and the Alder and Maple Creek watersheds.
 - Daylighting of the maple creek drainage to Fort Bragg Landing. ~~Re-establishment and restoration of the historic creek from the Maple Street Riparian Area and the urban Maple Creek watershed to Fort Bragg Landing.~~

- Nexus uncertain. Project would need to be funded through a Development Agreement and/or grants.



Open Space Amenities	Total Estimated Cost
Daylight Maple & Alder Creeks	\$ 17,860,000.00
Simple Fairgrounds (bleachers & Turf)	\$ 156,250.00
Mill Site Central Parkland	\$ 625,000.00
Subtotal	\$ 18,641,250.00

Pond 5 & Alder Creek

Policies

- **Policy MSOS-19.** Pond 5 Enhancement. Pond 5 *and surrounding open space* shall be offered in dedication to the City of Fort Bragg upon *subdivision of this parcel* ~~completion of the improvements required by all permitting agencies and establishment of a permanent funding mechanism for operation and maintenance.~~
- **Policy MSOS-20.** Pond 5 activities. The area ~~outside of the 100 foot buffer~~ around Pond 5 may be used for community events in conjunction with the ~~Central District Downtown Plaza Coastal Trail.~~
- **Policy MSOS-21.** Daylighting of Alder Creek. The day-lighting of Alder Creek is encouraged.
- Nexus uncertain. Project would need to be funded through a Development Agreement and/or grants
- Alder Creek daylighting may not be physically possible.



Park Amenities – Ponds 1-4

- **Policy MSOS-23.** Ponds 1-4 Open Space Plan. An open space plan for the South Ponds shall be developed as part of the Southern District Tentative Subdivision Map and implemented prior to issuance of a Certificate of Occupancy for adjacent development projects in the Mill Site Industrial (IMS) *and/or the Timber Resources Industrial (IT) zone.*
- ~~**Policy MSOS-24.** Ponds 1-4 Surface Runoff Management Plan. A surface runoff management plan shall be developed and implemented to supply runoff to Ponds 1-4 during the wet season to sustain the existing wetland features and any enhanced wetland features developed through the open space management plan.~~

Nexus uncertain. Project would need to be funded through a Development Agreement and/or grants.



What does it all cost?

Who pays?

- Mill Site infrastructure rough cost \$40+ million
 - sewer, water, drainage,
 - streets, sidewalks, parks
 - open space& parks.
 - water storage facilities
- How will infrastructure be funded?
 - Development Impact Fees must be paid by all new development both on and off site, proportional to the impacts/benefits to the development.
 - Directly by Developer with Reimbursement Agreement
 - Community Facility District Mello Roos fees for operation and maintenance costs
 - Additional costs will be born by developers as they develop public & private infrastructure specific to their projects.
- Most costs will be funded through Development Impact Fee and cost reimbursement agreements with future developers.
- Facilities which benefit the entire community, such as the creek daylighting and parks will be funded by Mill Site development proportionally to the benefit received (~25%).
- Overall the rough cost of infrastructure translated into a Development Impact Fee is estimated at
 - \$36,000 per residential unit
 - \$30,000 per 1,000 SF of commercial/industrial space.
 - Additionally, the City will continue to charge existing capacity charges for sewer and water (\$8,000/unit).

Weed Control Policies

- ~~• **Policy MSOS-25. Weed Control on Undeveloped Properties.** Invasive weeds shall be controlled on all undeveloped lands by the property owner of record.~~
- **Policy MSOS-26. Security and Safety on Undeveloped Properties.** The preferred method for dealing with security and safety issues is the removal of all hazards from vacant and undeveloped parcels by the property owner. Security fencing is discouraged for vacant and undeveloped properties, ~~however if such fencing is installed it shall comply with the fence design requirements of the City's LCP.~~
- **Policy MSOS-27. Revegetation of Undeveloped Properties.** As each block of street infrastructure is developed, existing asphalt shall be removed from the adjacent blocks and the blocks shall be planted with native grass seed and graded to facilitate stormwater infiltration. Revegetation of these undeveloped areas with native plant communities shall not be construed to represent environmentally sensitive habitat subject to protection under the Coastal Act.

Cultural Resource Policies

- Policy MSOS-28. Archaeological Testing and Evaluation.
- Policy MSOS -29 Native American Consultation.
- Policy MSOS 30 Resource Avoidance.
- Policy MSOS -31 Tribal Monitoring.
- Policy MSOS -32 Resource Discovery.
- Policy MSOS -33 Human Remains.
- Policy MSOS -34 Resource Ownership and Deposition.
- Policy MSOS -35 Access to Sacred Sites. Pursuant to California Public Resources Code