



AGENCY:	City Council
MEETING DATE:	5/29/2018
DEPARTMENT:	CDD
PRESENTED BY:	Marie Jones
EMAIL ADDRESS:	mjones@fortbragg.com

AGENDA ITEM SUMMARY

TITLE:

Receive Report and Provide Direction Regarding Mill Site Reuse Plan: Multi-Modal Circulation, Streetscape and Stormwater

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 City Council has 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

The goal of this meeting is to discuss and form a set of recommendations regarding Chapter 3: Multi-Modal Circulation, Streetscape and Stormwater.

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 eighteen community and City Council meetings and workshops regarding the Mill Site Reuse Plan.

ANALYSIS:

1. Multi-Modal Circulation System

Staff has developed two alternative circulation systems for the Draft Land Use Plan, each of which is described below and illustrated in Attachments 2 and 3.

Alternative 1 – Road Diet – Includes only “double-loaded” streets, which have developable land on either side of the street. (Attachment 2)		Alternative 2 – Road Alternative – Includes single loaded roads along the coast & more roadway connections. (Attachment 3)	
Advantages	Disadvantages	Advantages	Disadvantages
Significantly lower infrastructure costs overall	Fewer roads may lead to more congestion	Better circulation options, may result in less congestion	Significantly higher infrastructure costs
Lower road maintenance costs to the City once the roads are dedicated to the City	Less convenient delivery access for future businesses	More convenient delivery access	Higher road maintenance costs
No roads located adjacent to the coastal trail, which may increase the sense of serenity on the trail	More internal private circulation on some properties to meet circulation needs.	Better emergency vehicle access and evacuation routes	Roads located next to coastal trail will result in noise and fumes
More of the site would be dedicated to specific land uses and less would be dedicated to infrastructure	Less on-street parking	More on street parking	Less property for specific land uses
Less impervious surface			More impervious surfaces

Staff consulted with staff of Public Works, the Police Department and the Fire Department. All three departments prefer Alternative 2, as the additional roads provide better emergency vehicle access and evacuation routes and more options for locating water and sewer infrastructure.

At the April 11, 2018 Planning Commission meeting, the Planning Commission expressed a desire for more time to contemplate the different road configuration alternatives and specifically asked for additional information, including the results of the traffic study (once completed) and specific cost information about each road alternative.

Does Council prefer Alternative 1 or 2? Staff will hire a traffic consultant to look at the consequences of both approaches from a traffic and circulation perspective, but it would be helpful to have a sense of the City Council's preferred approach given the pros and cons of each.

2. Street Scape Policy Recommendations

Staff has attached two versions of the Multi-Modal Circulation, Streetscape and Stormwater chapter. Attachment 4 illustrates staff's recommended policies as a clean version without track changes, because the document was significantly revised and the track changes version was difficult to follow. Attachment 5 illustrates all of the changes made utilizing track changes and comments to describe the rationale for the recommended changes.

The Planning Commission reviewed and discussed the major changes that are proposed to the policies of this chapter. Over all the Planning Commission expressed support for the proposed changes, except where noted, and indicated a desire to revisit these policies as there was much new information presented by staff that requires additional thought and digestion. Staff concurred that the circulation, streetscape and stormwater policies would be brought back at a later date once the traffic study is completed and within the context of the Circulation Element of the General Plan so that all the new policies could be reviewed in their relationship with the existing General Plan's circulation policies.

1. **Policy MM-2 and MM-5:** Require Street dedication and dedication of all associated infrastructure (sewer, water and drainage) as part of all development permit approvals. This eliminates the need for the City to purchase sewer and water infrastructure at a later date, as has happened in some cases in Fort Bragg.

➤ The Planning Commission recommended that Policy MM-5 be reworded as follows:

Policy MM-5 *Other Connections. Non-street rights of way shall be offered for dedication as necessary to support multi-modal transportation networks.*

2. **Policy MM-3 and MM-4:** Require appropriate through street connections from the Mill Site to the rest of Fort Bragg.
3. **Policy MM-6:** Eliminate very detailed policies and requirements regarding street design including the detailed design for every street type within the Specific Plan (Street Typologies). The proposed streets would have been significantly wider than existing City streets (70+ feet in width versus 55 feet) in order to accommodate wide travel lanes, wider sidewalks and landscaping and street furniture strips. In keeping with past City Council and Planning Commission direction, staff is recommending that all of these detailed designs be eliminated as they would result in: 1) a more suburban feel to the public realm on the Mill Site in comparison to the rest of the City; 2) very expensive streets to build and maintain; 3) additional maintenance costs associated with landscaped strips and street furniture; and 4) less land

dedicated to productive uses. Thus staff recommends that new streets on the Mill Site follow existing City Street standards rather than an entirely new set of design standards, and thus staff recommends the elimination of the detailed Street Typologies.

4. **Program MM 7-3.** Added a program for special street amenities for Redwood Avenue to reflect current levels of amenity in downtown.
5. **Policy MM-15.** Add a policy to require the development of a multi-use trail between Cypress Street and Oak Street on the west side of Main Street, when these properties are developed.

- The Planning Commission spoke at length about Policy MM-15. The Commission requested that a 5' minimum landscaped buffer be provided between the multi-use trail and the highway. The commission received public comments about the potential impact of this improvement on the stand of trees in this area. Staff reviewed a potential alignment width of 18 feet (12 feet for the trail and 5 feet for a vegetative buffer and determined that 90% of the trail alignment could be accommodated east of the GP property line fence. The revised language for Policy MM-15 is proposed as follows:

Policy MM-1. ***Multi-Use Trail Along Highway 1*** *As feasible, a 12 foot wide multi-use trail with a 5 foot wide vegetated buffer shall be developed along the western edge of the Mill Site from Noyo Point Road to Madrone Street and offered in dedication to the City of Fort Bragg at the time that the associated parcels are developed.*

6. Simplified the pedestrian policies and changed some into programs (Policies MM 17 – MM 20).
7. **Policy MM-17** Added a general policy for traffic calming.
8. Eliminated very proscriptive “Sidewalk Zone” requirements for the development of sidewalks (widths, treatments, etc.).
9. Eliminated requirement for a Streetscape Master Plan as it is overly regulatory and modified the street furniture requirements so that they match the simpler street designs and are appropriate for the harsh conditions on the coast.
10. Simplified the landscaping (Policies MM 32-34), Parking Lane Treatment (Policies MM 35-40), curb treatment (Policies MM 41-41), and lighting policies (Policy MM 47).
 - The Planning Commission wants to ensure that bulb outs are required in residential and commercial zoning districts. Staff pointed to Policy MM-41 which requires that all street corners include bulb outs.
 - The Planning Commission requested that staff meet with the Police Chief and discuss these policies further with an eye to ensuring adequate night visibility and safety. The Chief and the Lieutenant have concurred with the recommended design requirements for street lighting.
 - Staff recommends that the lighting requirements be incorporated into the Design Guidelines rather than the Coastal General Plan, which would allow the City more flexibility to revise the requirements as lighting technology changes.

11. **Policies MM 48-59** Modified the stormwater management policies so that they have more flexibility and are relevant and appropriate to the Site conditions, which include limited stormwater infiltration capacity.
12. Modified the language of many policies throughout the chapter to use the words “is encouraged,” “may,” or “as feasible” rather than “shall” consistent with past City Council and Planning Commission direction to allow for more flexibility.
 - The Planning Commission concurred with this general approach. However, the Planning Commission expressed some general concern about the feasibility of implementing all of these circulation, streetscape and stormwater policies. Staff and the Planning Commission discussed the tendency of the Coastal Commission to modify policy language to make it more stringent, once that policy language is under review by the Coastal Commission. The Planning Commission discussed the pros and cons of including policies with language such as “may” or “is encouraged”, because the Coastal Commission is likely to change all policy language to “shall” language. Staff noted that in 2007 the Coastal Commission made many policies more stringent during the Coastal General Plan adoption process.

RECOMMENDED ACTIONS:

Provide direction to staff regarding the following:

1. The preferred circulation (street) map;
2. Proposed circulation policies and streetscape policies (curbs, landscaping, lighting, street furniture, etc.); and
3. Proposed policies for stormwater management.

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 \$110,000 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 take four or five joint City Council/Planning Commission meetings.
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. Community Workshop Process & Summary of Direction
2. Land Use Plan Alternative 1C – Road Diet
3. Land Use Plan Alternative 1C – Full Road Banquet
4. MSSP Chapter 3 – Multi-Modal Circulation, Streetscape & Stormwater Clean Version
5. MSSP Chapter 3 – Multi-Modal Circulation, Streetscape & Stormwater Track Changes Version

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 Coastal Commission staff, Cristin Kenyon
9. Mark E. Mueller, Caltrans