



AGENCY: City Council & Planning Commission Joint Workshop
MEETING DATE: 10/29/2018
DEPARTMENT: Community Development
PRESENTED BY: Marie Jones
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AGENDA ITEM SUMMARY

TITLE:

Receive Report and Provide Direction to Staff Regarding Proposed Amendment to the Coastal General Plan Element 4 (Open Space) and Element 5 (Circulation) for the Mill Site Reuse LCP Amendment

ISSUE & BACKGROUND:

Over the last 18 months, the Planning Commission, City Council and the Community have defined and refined the Local Coastal Program (LCP) Amendment for the eventual reuse of the Mill Site. As direction has been provided, staff has worked to incorporate policies and regulatory language into the three components of the LCP, namely:

1. Land Use Plan (Zoning Map), 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, e.g. Coastal Land Use and Development Code).

A summary of all workshops and City Council and Planning Commission meetings is attached (Attachment 1). Since January 2017, the City has held 25 Community, City Council and Planning Commission meetings and workshops regarding the Mill Site Reuse Plan. Staff also presented the draft land use plan to the Coastal Commission.

Staff rolled the revised policies of the Mill Site Reuse Plan into the Coastal General Plan and on October 3, 2018, the City Council and Planning Commission provided additional direction on policies in Element 1, Element 2, and Element 3 as described in Attachment 1.

Staff is seeking direction from the Planning Commission and City Council regarding final policy language for the remainder of the Coastal General Plan for the Mill Site Rezoning Process.

ANALYSIS:

REVISED LAND USE PLAN

On September 5th at a joint meeting of the Planning Commission and the City Council, staff was directed to proceed with the Land Use Plan as modified through conversations with the owners of the Skunk Train and the City Council and Planning Commission. On October 3rd, City Council and the Planning commission directed staff to revise the plan to illustrate some possible trail alignments from the Coastal Trail to the beach at Fort Bragg landing. Please see Attachment 2.

COASTAL GENERAL PLAN MILL SITE POLICY REVIEW

As staff revised the Coastal General Plan to include new policies for the Mill Site Reuse and policy revisions required for consistency with state law and the changes made to the Inland General Plan, it became clear that an effective mechanism for determining why the policy was required and where it came from might be helpful for your review.

- All policies in **Purple text** were modified from the draft Specific Plan and, at the direction of City Council and Planning Commission, made part of this LCP Amendment and incorporated into the Coastal General Plan. **Green text** noted within Mill Site policies in **purple text** represent staff's implementation of City Council's direction to revise the Mill Site policy language for the amendment.
- **Blue text** denotes staff's recommended changes related to new State requirements from the Coastal Commission or other State law changes. The Coastal Commission requires that all new LCP Amendments address, through new policy language, new Coastal Commission requirements/priorities that have developed over time through case law, new statute and or Coastal Commission interpretation of the Coastal Act. Staff has reviewed The Coastal Commissions Local Coastal Program Update Guide (2013), to identify new policy language for the City's LCP to meet these requirements. The new required policy language is noted in the attached documents in Blue Text. These policies are provided for City Council and the Planning Commission review and direction.
- **Green text** denotes staff's recommended changes to create: 1) internal consistency within the Coastal General Plan; 2) the adoption of policies already approved by City Council from the Inland General Plan (updated in 2014) to the Coastal General Plan; and 3) additional changes recommended by staff.

ELEMENT 4: CONSERVATION, PARKS & OPEN SPACE

City Council and the Planning Commission started their review of Element 4 on October 3, 2018. This review stopped at page 4-19, which is where we will pick up tonight. Please see Attachment 3 for the revised version of Element 4, and Attachment 4 for the track changes version.

Policy Number & Title	Page #
<p>Please review the changes in the Open Space Element for Staff proposed minor wording changes to the following policies:</p> <p>Policy OS-15.4: Mill Pond Restoration.</p> <p>Policy OS-15.5: Mill Site Pond 5 Enhancement.</p> <p>Policy OS-15.7: Daylighting of Maple and Alder Creeks.</p> <p>Policy OS-15.9: Mill Ponds 1-4 Wild Life Corridor Transfer & Restoration.</p>	Page 4-19
<p>The Coastal Commission requires that new development provide parking sufficient to accommodate Coastal Access. Staff recommends the addition of the policy below to meet this requirement.</p> <p>Policy OS-16.X: Coastal Access Parking.</p>	Page 4-22
<p>Staff recommends deleting the program (Program OS 16.21.2) for the installation of the California Coastal Trail within City Limits, as the California Coastal Trail has been completed within City Limits.</p>	Page 4-28
<p>The Coastal Commission now requires each City to regulate the closure of coastal access trails and roads. Staff recommends the following policy changes to achieve compliance with this new requirement:</p> <p>Policy OS-16.26: City Owned Access Closure.</p> <p>Policy OS-16.27: Access Closure of Access Obtained through a Coastal Development Permit.</p>	Page 4-27 & 4-28
<p>No changes are recommended to the following park policies for the Mill Site reuse:</p> <p>Policy OS-18.1: Mill Site Downtown Plaza Amenities.</p> <p>Policy OS-18.2: Downtown Plaza Phasing.</p> <p>Policy OS-18.3: Downtown Plaza Funding.</p> <p>Policy OS-18.4: Mill Site Neighborhood Park Amenities.</p> <p>Policy OS-18.5: Mill Site Neighborhood Park Phasing.</p> <p>Policy OS-18.6: Mill Site Neighborhood Park Funding.</p>	Page 4-30

ELEMENT 5: CIRCULATION

Many changes were made to the Circulation Element, and it is easier to view them in the element itself, than to reproduce them in this staff report. The revisions include the following:

1. Staff revised quite a bit of the existing conditions section of the Circulation Element to bring it up to date with current law and current systems in the City, however additional updating will be undertaken upon completion of the traffic study for the project. Please see Attachment 5 for the revised version of Element 5, and Attachment 6 for the track changes version.
2. Additionally, a number of programs listed in the Circulation Element have been implemented; staff

has provided recommendations that these programs be modified (eliminated or reworded) as relevant as noted in the track changes version of the element. Please review the strikeout and underline version of the Circulation Element to review proposed changes to programs. Please provide any input on these proposed changes.

3. A number of policy additions to implement new State Law and Coastal Commission requirements.

The chart below outlines all of the changes proposed for the Circulation Element.

Policy Number & Title	Page #
State law requires the implementation of complete street programs: Policy C-1.1: Balance the Needs of All Users. Policy C-1.2: Complete Streets.	Page 5-7
Program C-3.4.2: Intersection Design.	Page 5-1
Policy C-3.11: Integration of Low Impact Development (LID).	Page 5-9 to 5-10
The following policies were modified per City Council Direction to make them more flexible by adding words such as “as feasible,” may or can, as shown with green text in Element 5. Policy C-4.2: Dedication of Other Connections. Policy C-4.6: Mill Site Street Connectivity. Policy C-4.7: Redwood Avenue Gateway. Policy C-4.8: Connections at Spruce, Bush, Fir, and Pine Streets. Policy C-4.10: Alleys and Garages in the Northern District. Policy C-4.13: South District Streets. Goal C-5 Mill Site Streetscape Design Policy C-5.1: Streetscape Design. Policy C-5.2: No Potable Water Use for Street Landscaping. Policy C-5.3: Streets Design & LID. Policy C-5.4: Streets Design & Parking Lanes. Policy C-5.5: Streets Design & Curb Extensions. Policy C-5.6: Streets Design & Street Furniture. Policy C-5.7: Streets Design & Lighting. This policy also includes new Coastal Commission required language.	Page 5-10 through 5-15
Policy C-7.2: Pedestrian Oriented Main Street.	Page 5-17
Policy C-9.1: Smart Growth Parking.	Page 5-18
Staff made some changes to the Mill Site parking policies per City Council direction and for compliance with Coastal Commission requirements: Policy C-10.2: Focus on Availability. Policy C-10.3: Shared Parking. Policy C-10.4: Coastal Parking Requirements. Policy C-10.5: Parking & Coastal Views.	Page 5-19

Policy C-10.6: Parking Management Plan.	
Staff added the following policies per Coastal Commission requirements: Policy C-14.3: Transit Facilities on the Mill Site. Policy C-15.1: Continuous Sidewalks.	Page 5-21
Policy C-15.4: Sidewalk Design.	Page 5-22
The following policies were modified per City Council direction to make them more flexible by adding words such as “as feasible,” may or can, as shown with green text. Policy C-16.1: Traffic Calming. Policy C-16.2: Pedestrian-Oriented Buildings. Policy C-16.3: Pedestrian Connectivity. Policy C-16.5: Crosswalk Design. Policy C-16.6: Raised Crosswalks. Policy C-16.7: Accent Paving. Policy C-16.8: Bulb-Outs. Policy C-16.9: Additional Traffic Calming Measures.	Page 5-22 & 5-23
Policy C-17.2: Improve and expand bicycle facilities and infrastructure. Policy C-17.4: Superior Bicycle Infrastructure. Policy C-17.5: Bicycle Parking.	Page 5-24 & 5-25
The following policies were modified per City Council Direction to make them more flexible by adding words such as “as feasible,” may or can, as shown with green text in Element 5. Policy C-17.10: Multiuse Trail Connections. Policy C-17.11: Multi-Use Trail Along Highway 1. Policy C-17.12: The Mill Site Bicycle Network.	Page 5-25
At the last joint City Council Planning Commission, staff was directed to develop a policy that would require the Skunk Train to obtain a CDP and Use Permit to extend the Skunk Train tracks onto the Mill Site. Please review the policy below and provide direction. Policy C-19.2: Skunk Train Extension onto the Mill Site.	Page 5-27

Avoiding Conflicts Between New and Existing Policies.

It is important to avoid conflicting and overlapping policies in a General Plan update. Essentially new policies should complement and be consistent with existing policies. If inconsistencies are identified they should be addressed, either by eliminating the new or the old policy or revising them so that they do not overlap. Staff has reviewed all new policies with all existing policies and identified the following potential policy conflicts and provided a recommended resolution of the policy conflict or overlap.

Proposed Mill Site LCP Amendment Policy	Internal Inconsistency (Coastal General Plan Policy)	Recommended Resolution
Open Space Element		
<p>Policy OS-6.2 <u>Resource Avoidance</u>. Avoidance and non-disturbance measures are the preferred treatment of cultural resources where feasible. If avoidance is not feasible, the City shall consult with the Tribal Council to minimize and mitigate impacts of a potential undertaking to cultural resources. In cases where agreement cannot be reached within the statutorily required timeframe for the preparation of the CEQA document, as Lead Agency, the City shall define the avoidance/mitigation strategy.</p>	<p>Policy OS-6.11: Locate and/or design new development to avoid archaeological resources where feasible.</p>	<p>Eliminate Policy OS-6. 11 as it is less restrictive.</p>
<p>Policy OS-6.6 <u>Resource Discovery</u>. If cultural resources are encountered, ground disturbing activities shall cease immediately in the discovery location and a buffer zone of fifty (50) feet radius. If the find is known or suspected human remains and/or associated cultural resources, ground disturbing activities shall cease in the discovery location and a one hundred (100) feet radius</p>	<p>Policy OS-6.10: Halt all work if archaeological resources are uncovered during construction. Require an evaluation by a qualified archaeologist before recommencing construction.</p>	<p>Eliminate Policy OS-6.10 as it is less restrictive.</p>

buffer area. The size of the buffer may be adjusted once the project archaeologist, in consultation with the tribal monitor, has had the opportunity to examine the site. No construction activities will take place within the buffer until an archaeological investigation has been completed.		
Circulation Element		
	Policy C-3.8 <u>Continue Grid System onto Mill Site:</u> Ensure that the grid street system and a north/south arterial on the Mill Site be designed to ensure the maximum benefit to local traffic, pedestrian, and bicycle circulation and to provide maximum public access to the coast	This policy is not implementable as written. The City is proposing a number of complete street and circulation policies that replace it. Recommend deletion of this policy.

RECOMMENDED ACTIONS:

1. Provide any additional direction to staff regarding the Land Use Plan.
2. Provide direction to staff regarding:
 - a. Final policy language for the Coastal General Plan for the Mill Site Rezoning process **(Purple Text)**. Where new policy language conflicts with existing policies or overlaps with existing policies, staff has made recommendations.
 - b. Final policy language required by the Coastal Commission for all LCP updates **(Blue Text)**.
 - c. Staff's recommended changes to create: 1) internal consistency within the Coastal General Plan; 2) the adoption of policies already approved by City Council from the Inland General Plan (updated in 2014) to the Coastal General Plan; and 3) additional changes recommended by staff. **(Green text)**

ALTERNATIVE ACTION(S):

None.

FISCAL IMPACT:

The City was awarded a Community Development Block Grant (CDBG) in the amount of \$50,000, a Coastal Commission grant of \$100,000, and a \$48,000 MCOG grant for this LCP amendment.

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:

LCP Amendment Task	Status
Prepare a Land Use Plan (zoning map) for the LCP amendment.	Completed
Prepare supporting maps, including: parcel lines, existing development, wetlands, transportation and access constraints.	
Revise the Coastal General Plan to include relevant policies for the LCP amendment.	Completed
Revise the Coastal Land Use and Development Code to include relevant regulatory changes for the LCP amendment.	October Joint Meeting 2018
Circulate draft changes to the Zoning Map, Coastal General Plan and the Coastal Land Use and Development Code to relevant public agencies for review and comment, including: Caltrans, Mendocino County, California Department of Fish and Wildlife, DTSC, the water board, the school district, Sherwood Valley Band of Pomo, etc.	Jan 2018 – March 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.	Completed
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.	January 2019
Prepare an analysis of the City's capacity to serve future development, including: water, sewer, police, fire, emergency medical, schools, dry utilities, public transit, etc.	Underway & anticipated completion date of November 2018
Prepare a summary of current lower cost visitor serving facilities, including: room inventory, revenue per available room, occupancy rates, etc.	Completed

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.	Oct – Dec 2018
Climate change study: sea level rise and bluff top vulnerability & impact of Mill Site development on Climate Change.	Oct – Dec 2018
Tsunami study.	Completed
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.	Nov 2018 – Jan 2019
Prepare and submit the LCP Amendment application with all attachments and analysis.	Feb 2018 – April 2019
Coastal Commission Review & Analysis of LCP Amendment. One year statutory review period.	May 2019 – May 2020
Submission of “Friendly Modifications” by the Coastal Commission to the City of Fort Bragg.	June 2020
City consideration of “Friendly Modifications” and negotiations with Coastal Commission regarding modifications. Six month statutory review period.	June 2020 – December 2020
Adoption of LCP Amendment by Coastal Commission and City of Fort Bragg.	January 2021 – March 2021
New regulations and policies become law and applicants can submit development projects permit applications for review and consideration by the Planning Commission.	April 2022 and ongoing

ATTACHMENTS:

1. Summary of past Workshops with Planning Commission and City Council direction
2. Draft Final Land Use Plan
3. Conservation, Open Space & Parks - Element 4
4. Conservation, Open Space & Parks - Element 4 – Track Changes
5. Circulation - Element 5
6. Circulation - Element 5 – Track Changes

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
9. Cristin Kenyon, California Coastal Commission