



AGENCY:	City Council & Planning Commission Joint Workshop
MEETING DATE:	11/07/2018
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 6: Community Design & the Citywide Design Guidelines 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 (Introduction), Element 2 (Land Use), and Element 3 (Public Facilities) as described in Attachment 1. On October 29, City Council and the

Planning Commission provided additional direction on policies in Element 4 (Open Space)

and Element 5 (Circulation) as described in Attachment 1.

Staff is seeking direction from the Planning Commission and City Council regarding final policy language for Element 6 (Community Design) and the Citywide Design Guidelines for the Mill Site Rezoning Process.

ANALYSIS:

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 6: COMMUNITY DESIGN ELEMENT

The changes to this element are summarized below and exact language changes are illustrated in Attachment 3.

Policy	Page #
Map CD-1, which is associated with Policy CD-1.1 should be modified to preserve important views that might be impacted by the redevelopment of the Mills Site. See Attachment 3.	6-2

Policy	Page #
Staff recommends that Policy CD-1.6 be expanded to address the removal of view blocking fencing as part of permit approvals for new development on the Mill Site. Policy CD-1.6: Fences & Walls	6-5
The California Coastal Commission requires that LCP amendments address the impacts of exterior lighting on wildlife and the night sky. The policy below is recommended for this purpose. Policy CD-1.9: Exterior lighting.	6-5
Staff recommends consideration of a policy to protect views to the ocean per the guiding principles. Policy CD-1.13: Protect east-west public views to the Ocean.	6-5
Staff recommends revising the Haul Road set back policy of 30 ft. to apply to the entire Coastal Trail, including the portion on the Mill Site. Policy CD-1.14: Development set back from the Coastal Trail.	6-6
Staff recommends revisions to Policy CD-2.1 and associated programs to reflect the fact that the City has already adopted Citywide Design Guidelines. Policy CD-2.1: Citywide Design.	6-6
Per direction provided at a March 26, 2018 City Council meeting, staff has included a policy allowing for an exception from the design guidelines for innovative and exceptional design. Should this policy apply only to the Mill Site or anywhere in the Coastal Zone? Please review the policy for completeness and intent. Policy CD-2.2: City Wide Design Guidelines and Exceptional Design.	6-6
Per direction provided at a March 26, 2018 City Council meeting, staff has included a policy requiring high quality design for projects adjacent to the Coastal Trail. Policy CD-2.3: High Quality Design Adjacent to the Coastal Trail.	6-6
Per direction provided at a January 10, 2018 Planning Commission meeting, staff has included a policy to discourage strip development on the Mill Site. Policy CD-2.6: Strip Development.	6-7
Staff recommends that a program be added to require the periodic update of the City's ED strategy. Program CD-3.3.2: Update the City's Economic Development Strategy.	6-8
Per direction provided at a February 24, 2018 Planning Commission meeting, staff has included a policy to encourage public art in the Central Business District (CBD), which would include those portions of the Mill Site that will be zoned CBD. Policy CD-3.4: Public Art in the Central Business District.	6-8

Policy	Page #
Per direction provided at a January 16, 2017 City Council and Planning Commission joint meeting, staff has included a policy expressing a preference for a higher end hotel on the Mill Site. Policy CD-3.5: Higher-End Visitor Serving Facility on the Mill Site.	6-8
In 2014 the City Council directed staff to develop a new policy to require more beautiful Gateway Development. Staff prepared Policy CD-4.2 below for the Inland General Plan. The incorporation of this policy into the Coastal General Plan is recommended for effectiveness and consistency. Policy CD-4.2: Gateway Development.	6-9
The California Coastal Commission requires that LCP amendments address the impacts of exterior lighting on wildlife and the night sky. The policy below is recommended for this purpose. Policy CD-6.3: Exterior lighting.	6-10
Additionally, a number of programs listed in the Community Design Element have been implemented, staff recommends that these programs be modified (eliminated or reworded) as relevant and as noted in the attached strike out and underline version of this Element (Attachment 4). Please review the strike out and underline version of the Community Design Element to review proposed changes to programs. Please provide any input on these proposed changes.	

CITY WIDE DESIGN GUIDELINES

City Staff has reviewed the Citywide Design Guidelines and added them to this staff report as they are an integral component of the Design Review Permit process and implement many of the policies in the Community Design Element.

Currently the Citywide Design Guidelines are difficult to utilize because they are very detailed, and design requirements are more inconsistent across zoning types than one would expect. Staff recommends a major reorganization of the design guidelines into a matrix similar to the use tables of the Land Use and Development Code, where each guideline is placed in a list and the applicability of the guidelines to a specific zoning district is indicated in table format (columns). This would allow for clarity and ease of application.

Staff has summarized the changes that have been made to the Design Guidelines in the table below:

Chapter	Pages
Chapter 1 – Residential Design Guidelines	
<p>Staff recommends deleting design guidelines for the following categories:</p> <p>Section 1.2: Rural Residential</p> <ul style="list-style-type: none"> ▪ Large Lot Rural Residential (RR5) ▪ Medium Lot Rural Residential (RR2) ▪ Rural Residential (RR1) <p>The three zoning designations below do not exist within City Limits and so it is meaningless to require design standards for them.</p>	1-6 to 1-8
<p>Similarly, the following sections should also be deleted, as design review is not required for infill single family residential, single family residential rehabilitation or accessory buildings and additions to single family homes</p> <p>Section 1.3: Single-Family Infill Development</p> <p>Section 1.4: Residential Rehabilitation, Additions & Accessory Buildings</p>	1-9 to 1-15
<p>Section 1.5: New Single-Family – Site Planning</p> <p>This section includes guidelines to:</p> <ul style="list-style-type: none"> • Extend the City grid onto the Mill Site; and • Orient buildings for energy conservation and community interaction 	1-17
<p>Section 1.5: New Single-Family – Architectural Design</p> <ul style="list-style-type: none"> • This section includes two sections highlighted in green that require Council and Planning Commission’s consideration regarding Spanish style architecture and repetition of units. • Design Guidelines for projects adjacent to the Coastal Trail are also spelled out. However no residential development is proposed for this area yet, so consider deleting this policy. • Staff also revised the guidelines to use more words like “encouraged” and “as feasible” and less “shall” language. • This section covers design guidelines for buildings, roofs, articulation, windows and doors, ancillary structures, materials and color and landscaping. Most of these guidelines are new. Consider if you want to keep them all or not. 	<p>1-19</p> <p>1-20</p>
<p>Section 1.6: Multi-Family Residential – Architecture</p> <ul style="list-style-type: none"> • Includes new guidelines to step back buildings with more than two stories in height, encourage clusters of smaller buildings, and reduce scale and massing. • Includes guidelines discouraging repetitive design. • Staff also revised the guidelines to use more words like “encouraged” and “as feasible” and less “shall” language. • This section covers design guidelines for buildings, roofs, articulation, windows and doors, ancillary structures, materials and color and landscaping. Most of these guidelines are new. Consider if you want to keep them all or not. • Circulation and parking guidelines. 	<p>1-30</p> <p>1-31</p> <p>1-38</p>
<p>Section 2.0: Commercial</p> <ul style="list-style-type: none"> • This chapter was previously reviewed by City Council and the Planning Commission. • As directed by City Council staff also revised the guidelines to use 	

<p>more words like “encouraged” and “as feasible” and less “shall” language.</p> <ul style="list-style-type: none"> This section covers design guidelines for buildings, roofs, articulation, windows and doors, ancillary structures, materials and color and landscaping. Most of these guidelines are new. Consider if you want to keep them all or not. 	
<p>Section 3.0: Industrial</p> <ul style="list-style-type: none"> This section covers design guidelines for buildings, roofs, articulation, windows and doors, ancillary structures, materials and color and landscaping. Most of these guidelines are new. Consider if you want to keep them all or not. Only one new design guideline was added to address the design of new industrial buildings on the Mill Site. 	Page 3-9
<p>Section 4.0: Signs</p> <ul style="list-style-type: none"> Relatively few changes were made to this section. General guidelines were added to the introduction. Minor changes were made to discourage internally illuminated cabinet signs and neon signage. Council and the Planning commission should consider if you agree with these changes. 	<p>Page 4-3</p> <p>Page 4-7</p>

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. Prepare supporting maps, including: parcel lines, existing development, wetlands, transportation and access constraints.	Completed
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 2020 – 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 2021 and ongoing

ATTACHMENTS:

1. Summary of past Workshops with Planning Commission and City Council direction
2. Draft Final Land Use Plan
3. Community Design - Element 6 – Clean
4. Citywide Design Guidelines – Chapter 1 - Residential
5. Citywide Design Guidelines – Chapter 2 - Commercial
6. Citywide Design Guidelines – Chapter 3 - Industrial
7. Citywide Design Guidelines – Chapter 4 - Signs

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