



AGENCY: Joint City Council/Planning Commission
MEETING DATE: 1/31/2019
DEPARTMENT: CDD
PRESENTED BY: Marie Jones
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AGENDA ITEM SUMMARY

TITLE:

Receive Report and Provide Direction Regarding the Vision, the Guiding Principles and the Draft Land Use Plan for Reuse of the Mill Site

ISSUE:

The community, City Council, Planning Commission and staff have been engaged in developing a Reuse Plan for the Mill Site and preparation of a Local Coastal Program (LCP) Amendment for the Coastal Commission's consideration of the Mill Site Reuse Plan for the past 16 months. City residents elected two new people to City Council in November of 2018, and the City Council has appointed three new Planning Commissioners to the Planning Commission. As the composition of the City Council and the Planning Commission has changed, it is appropriate and necessary to check in with the new City Council and the new Planning Commission to gauge how much of the past input is still relevant and if a course adjustment is desired.

This meeting is intended both as a "refresher course" on the Land Use Plan LCP Amendment process and an opportunity to gain input and open a space for dialogue to introduce any desired changes and/or any course corrections to: 1) the Vision for reuse of the Mill Site; 2) the Guiding Principles for Mill Site Reuse and; 3) the Draft Land Use Plan. Staff recommends starting this new conversation with these key components of the Mill Site Reuse Plan, because they are foundational and fundamental to the plan.

ANALYSIS:

In 2017 and 2018, the Planning Commission, City Council and the Community participated in 21 meetings to develop a Local Coastal Program (LCP) Amendment for submittal to the Coastal Commission. Staff has developed a summary of all workshops and City Council and Planning Commission meetings and the direction that has been provided (see Attachment 1). Additionally, staff has attached the Mill Site Reuse Plan Community Survey and Workshop Reports (Attachments 2 & 3), so that new City Council and Planning Commission members can be well informed about the community participation and input process to date. Staff recommends that new City Councilmembers and Planning Commissioners review these documents as they summarize all community input from a community-wide survey which had over 1,200 responses as well as input from four community workshops with 220 participants.

Staff has worked over the past 16 months to incorporate the City Council's and Planning Commission's vision, priorities and direction into the Land Use Plan, policies and regulatory language, which together comprise the three components of the Local Coastal Program (LCP) amendment, 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 Coastal 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).

VISION AND GUIDING PRINCIPLES

The City Council and Planning Commission crafted the following Vision for reuse of the Mill Site. The Vision was developed with input from the community expressed through the Mill Site Reuse Survey, community workshops and public comment at City Council and Planning Commission meetings.

OVER THE NEXT 20 YEARS, REUSE OF THE MILL SITE SHOULD HELP SUPPORT FORT BRAGG AS A WORKING TOWN WITH A DIVERSIFIED ECONOMY AND GOOD JOBS, AND A HEALTHY, SUSTAINABLE COMMUNITY WITH OPEN SPACE, PARKS AND NATURAL COMMUNITIES. NEW DEVELOPMENT ON THE MILL SITE SHOULD ENHANCE FORT BRAGG'S ROLE AS AN ECONOMIC AND CULTURAL CENTER FOR THE MENDOCINO COAST.

Likewise the following guiding principles were similarly crafted and revised by City Council and the Planning Commission:

| Mill Site Reuse Guiding Principles |
|--|
| 1. Establish a coastal park with a multi-use trail and other parks. |
| 2. Create new job opportunities on the Mill Site. |
| 3. Establish zoning for residential & visitor serving uses in the Northern District. Establish zoning for jobs in the Southern District (light industrial, education, visitor serving, R & D, and office space). |
| 4. Provide for visitor services along Redwood Ave. |
| 5. Establish an Urban Reserve to preserve part of the site for a future planning effort. |
| 6. Incorporate smart growth practices such as compact design, mixed-use development, and higher density residential development adjacent to the City's central business district. |
| 7. Require sustainable development practices such as low impact development and green building. |
| 8. Require high quality design for all development. |
| 9. Retain public view corridors to the ocean. |
| 10. Allow for daylighting of Maple Creek . |
| 11. Extend the City street grid onto the site. |

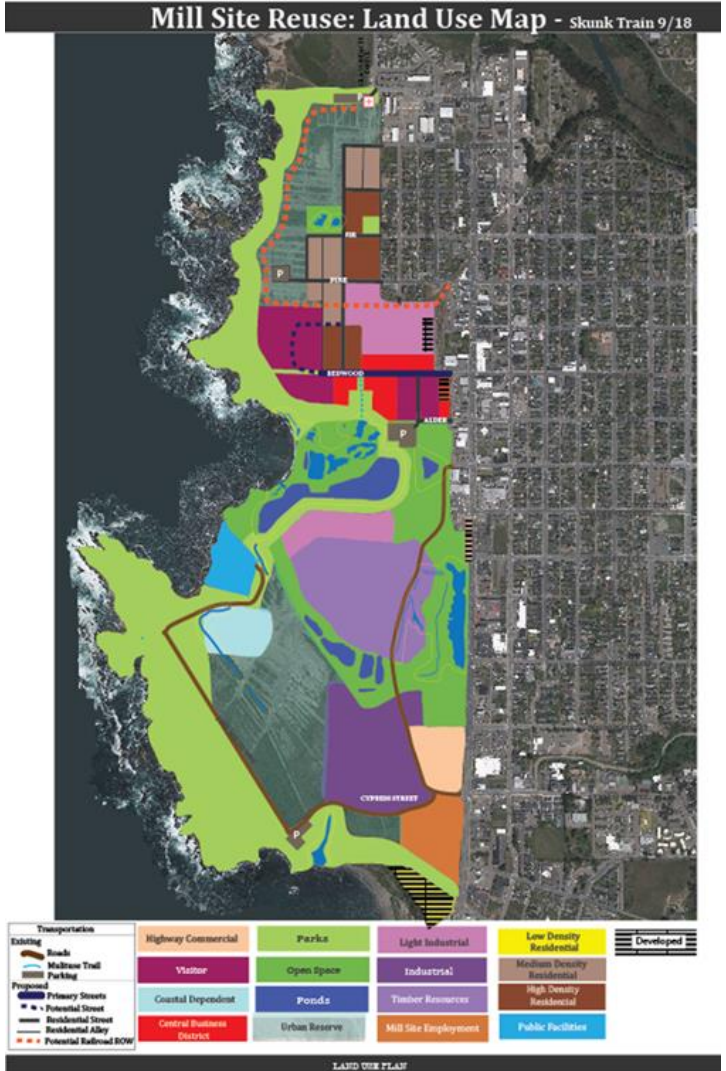
Direction Sought: Would City Councilmembers or Planning Commissioners like to discuss the vision and/or guiding principles and propose any additions or changes, new ideas, provide a different emphasis, add or remove language or concepts? Is there anything missing from the Vision or Guiding Principles?

LAND USE PLAN

The Land Use Plan has been revised multiple times over the past 16 months, per Council and Planning Commission direction, and as illustrated in the attached PowerPoint (Attachments 4 & 5). In total the Land Use Plan has gone through at least ten significant revisions in response to direction received from the City Council and the Planning Commission. Please refer to the PowerPoint to view the revisions. Additionally staff completed a Buildout Analysis for the most recent version of the Land Use Plan (see Attachment 6), which may be interesting to the new City Councilmembers and Planning Commissioners.

Additionally, the Land Use Plan will continue to evolve into the future based on:

1. Further input from the community.
2. As directed by the City Council & the Planning Commission
 - o Are there any changes that you would like to make now to the Land Use Plan?
3. As required by the Coastal Commission
4. Based on further staff analysis
 - o Utility Analysis
 - o Fiscal Impact Analysis
 - o Feasibility Analysis



Direction Sought: Are there any Land Use Plan modifications that Council and/or the Planning Commissioners would like to discuss at this time? (Prior to receiving initial feedback from the Coastal Commission or reviewing the completed Utility, Fiscal Impact and Feasibility analyses.)

The Land Use Plan will likely continue to evolve, especially in light of the results of the Utility Analysis, Fiscal Impact Analysis and Feasibility Analysis. These analyses themselves will take considerable staff effort, and any new direction regarded the Land Use Plan would be useful as it may reduce the number of iterations for these documents.

COASTAL GENERAL PLAN

The Coastal General Plan Policies have been discussed over a seven month period in 2018 by the Community, the Planning Commission and the City Council, which resulted in many revised policies per the direction provided.

Significant direction has been provided by the previous City Council and Planning Commission regarding the first Elements 1-5 and Element 9 of the Coastal General Plan. Staff is seeking direction regarding how best to solicit and incorporate direction from the City Council and the Planning Commission into these Elements. The latest version of each of these six elements of the Coastal General Plan is included as Attachment 6.

At the request of the Coastal Commission staff, City staff transmitted the preliminary draft elements (Elements 1-5) of the Coastal General Plan to Coastal Commission staff so that they can provide their initial revisions and changes for City Council and the Planning Commission’s consideration. Staff anticipates receiving Coastal Commission comments sometime within the next three months.

Direction Sought:

1. The City Council and the Planning Commission could revisit Elements 1-5 this spring, prior to receiving preliminary input from the Coastal Commission staff or you could wait until the Coastal Commission staff provides their initial feedback and respond to their feedback as well for one final edit for submission to the Coastal Commission. This is staff’s recommendation as it will make tracking document changes and the review process more straight forward.
2. Additionally, as neither the City Council nor the Planning Commission has reviewed the remaining Elements of the Coastal General Plan (Elements 5-9), staff recommends that these Elements be brought forward to City Council and the Planning Commission in joint meetings through the spring of this year.

| Coastal General Plan | Review & Direction Provided |
|---|---|
| Chapter 1: Introduction Vision, Guiding Principles & Land Use Plan | Rough draft has been completed. New direction may be forthcoming from the new City Council and Planning Commission. |
| Element 2: Land Use Land Use and Phasing Policies | Rough draft has been completed. Direction provided on all policies and regulations. |
| Element 3: Public Facilities | Rough draft has been completed. Direction provided on all policies and regulations. |
| Element 4: Conservation, Open Space and Environment | Rough draft has been completed. Direction provided on all policies and regulations. |
| Chapter 5: Circulation | Initial direction provided, further direction pending transportation study |
| Element 6: Community Design | Pending |
| Element 7: Safety | Pending |
| Element 8: Noise | Pending |

| Coastal General Plan | Review & Direction Provided |
|----------------------------------|--|
| Element 9: Sustainability | Direction provided on all policies except for USGBC LEED requirement, which needs further discussion |
| Element 10: Housing | Pending, Fall of 2019. Will include many required changes per state law. |

Coastal Land Use and Development Code

Staff has completed a preliminary update of the Coastal Land Use and Development Code based on: 1) past City Council and Planning Commission direction for updates to the Inland Land Use and Development Code; 2) compliance with State law; and 3) the need to implement policy direction provided by the City Council and Planning Commission from the Coastal General Plan update. This document has not yet been reviewed by City Council or the Planning Commission; staff recommends bringing forward the proposed preliminary changes to the CLUDC to City Council and the Planning Commission concurrently with the Coastal General Plan update. However they can also be brought forward sequentially.

Design Guidelines

Based on previous preliminary direction from City Council, staff will work with a group of local architects to reset the Citywide Design Guidelines so that they are less proscriptive and more performance based to allow for greater innovation and flexibility of design. Staff anticipates bringing this item forward for direction concurrently with the Community Design Element of the Coastal General Plan, as the two documents will support and inform the Design Review process for new development in the Coastal Zone.

Background Reports

A number of background reports have been prepared for the Mill Site Reuse Plan, but have yet to be presented to the City Council or the Planning Commission. Other reports are forthcoming as noted below. All will be presented to the City Council as informational items as part of the Mill Site Reuse Plan process. These reports are required by the Coastal Commission for the LCP Amendment.

| LCP Amendment Task | Status |
|--|---|
| Prepare supporting maps, including: parcel lines, existing development, wetlands, transportation and access constraints. | Completed 10/2018 |
| 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 10/2018 Will need to be revised if the Land Use Plan is revised |
| <i>Mill Site Reuse Plan: Visitor Serving Accommodations & facilities</i> A summary of current lower cost visitor serving facilities, including: room inventory, revenue per available room, occupancy rates, etc. | Completed 9/2018 |
| <i>Mill Site Reuse Sea level Rise Study.</i> Study of sea level rise and bluff top vulnerability. | Completed 11/2018 |
| <i>Tsunami study.</i> | Completed 2007 |
| <i>Visual Analysis of Land Use Plan</i> Complete visual analysis of Mill Site Land Use Plan | Completed 12/2018. Will need to be revised if the Land Use Plan is revised. |
| <i>Utility Analysis for Mill Site Reuse Plan</i> Analysis of the City’s capacity to serve future development, including: water, sewer, drainage, parks. This study will also include a preliminary cost estimate for site infrastructure. | Underway. Will need to be revised if the Land Use Plan is revised. |
| <i>Fiscal Impacts Analysis of Mill Site</i> Analysis of the fiscal impact (revenues and expenses) on the City of the proposed buildout of the Mill Site. This analysis will explore total potential revenues and expenses related to the buildout of the Mill Site. | Spring 2019 |
| <i>Feasibility Study for the Mill Site Buildout</i> This analysis will explore the cost of development and anticipated revenues and determine in a general sense if development on the Mill Site is feasible. | Summer 2019 |
| <i>Transportation Analysis of Mill Site Reuse Plan</i> This study will analyze 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. | Sumer of 2019 Will be prepared once Land Use plan is finalized and traffic counts are up again for the summer. |
| Botanical Analysis. | Summer 2019 |

RECOMMENDED ACTION:

Provide direction regarding the Mill Site Reuse Plan Vision, Guiding Principles and Draft Land Use Plan. Provide direction on the review process for the proposed changes to the Coastal General Plan.

ALTERNATIVE ACTION(S):

Discuss issues raised in this staff report, request additional information at a future joint City Council and Planning Commission meeting prior to providing direction to staff on any of the above topics.

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 the 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. If it does not, the City Council has the option of modifying the Land Use Plan so that it has a neutral or net positive fiscal impact.

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:

A general summary of upcoming meetings and tasks is included below, along with the number of meetings (or staff reports) required to present each item and obtain City Council direction on each item. Council has provided direction to hold one joint meeting per month. The implementation timeframe for this LCP amendment is anticipated to stretch into 2022.

| Time | Activity |
|----------|--|
| Jan 2019 | <ul style="list-style-type: none"> • Provide Update and Receive Direction from New City Council and Planning Commission Members Regarding: <ul style="list-style-type: none"> ○ Vision for Reuse of the Site Given Changed Members of the Planning Commission and the City Council. ○ The Land Use Plan and Key Policies of the Coastal General Plan |
| Feb 2019 | <ul style="list-style-type: none"> • Direction from City Council and the Planning Commission Regarding: <ul style="list-style-type: none"> ○ Analysis and Recommendations of Mill Site Reuse Visitor Serving Facilities Study ○ Preliminary Feedback from Coastal Commission Staff Regarding Draft LCP Submittal Chapter 2 – Land Use of the Coastal General Plan. ○ Relevant Amendments to the CLUDC |

| Time | Activity |
|-------------|---|
| March 2019 | <ul style="list-style-type: none"> • Direction from City Council and the Planning Commission Regarding: <ul style="list-style-type: none"> ○ Recommendations of Fort Bragg <u>Sea Level Rise Study</u> & <u>Tsunami Study</u> ○ Chapter 6 – Hazards of the Coastal General Plan ○ Preliminary Feedback from Coastal Commission Staff Regarding Draft LCP Submittal Chapter 9 - Sustainability of the Coastal General Plan. ○ Relevant Amendments to the CLUDC |
| April 2019 | <ul style="list-style-type: none"> • Direction from City Council and the Planning Commission Regarding Analysis and Recommendations of: <ul style="list-style-type: none"> ○ <u>Build Out Scenario for the Proposed Land Use Plan</u> ○ <u>Mill Site Reuse Utility Study</u> ○ <u>Mill Site Reuse Fiscal Impact Analysis</u> ○ <u>Mill Site Reuse Development Feasibility Analysis</u> • Direction from City Council & Planning Commission Regarding Revisions to the Draft Land Use Plan & Development Standards |
| May 2019 | <ul style="list-style-type: none"> • Direction from City Council & Planning Commission Regarding: <ul style="list-style-type: none"> ○ Revisions to Land Use Plan, if any ○ Revisions to the Build Out Scenario for the Revised Land Use Plan ○ Revisions to the Mill Site Reuse Utility Study for the Revised Land Use Plan ○ Revisions to the Mill Site Reuse Fiscal Impact Analysis for the Revised Land Use Plan ○ Revisions to the Mill Site Reuse Development Feasibility Analysis for the Revised Land Use Plan |
| June 2019 | <ul style="list-style-type: none"> • Direction from City Council & Planning Commission Regarding Analysis and Recommendations of: <ul style="list-style-type: none"> ○ <u>Mill Site Reuse Visual Analysis Study</u> ○ Preliminary Feedback from Coastal Commission Staff Regarding Draft LCP Submittal <u>Chapter 5 – Community Design</u> of the Coastal General Plan ○ Revisions to the <u>Citywide Design Guidelines</u> ○ Relevant Amendments to the CLUDC |
| July 2019 | <ul style="list-style-type: none"> • Direction from City Council & Planning Commission Regarding: <ul style="list-style-type: none"> ○ Analysis and Recommendations of <u>Revised Mill Site Reuse Utility Study</u> ○ Preliminary Feedback from Coastal Commission Staff Regarding Draft LCP Submittal <u>Chapter 3 - Utilities</u> of the Coastal General Plan ○ Relevant Amendments to the CLUDC |
| August 2019 | <ul style="list-style-type: none"> • Direction from City Council & Planning Commission Regarding: <ul style="list-style-type: none"> ○ <u>Transportation Study</u> Findings & Recommendations |

| Time | Activity |
|-------------------------------|---|
| | <ul style="list-style-type: none"> ○ Preliminary Feedback from Coastal Commission Staff Regarding Draft LCP Submittal <u>Chapter 6 - Circulation</u> of the Coastal General Plan ○ Relevant Amendments to the CLUDC |
| Sept 2019 | <ul style="list-style-type: none"> ● Direction from City Council & Planning Commission Regarding: <ul style="list-style-type: none"> ○ <u>Botanical and Wetland Study</u> Findings & Recommendations ○ Preliminary Feedback from Coastal Commission Staff Regarding Draft LCP Submittal <u>Chapter 4 – Open Space</u> of the Coastal General Plan ○ Relevant Amendments to the CLUDC |
| Oct 2019 | <ul style="list-style-type: none"> ● Direction from City Council Regarding Final Submittals for the Land Use Plan and Coastal General Plan |
| Nov 2019 | <ul style="list-style-type: none"> ● Direction from City Council Regarding Final Amendments to the Coastal Land Use and Development Code Articles 1, 2 & 3 |
| Dec 2019 | <ul style="list-style-type: none"> ● Direction from City Council Regarding Final Amendments to the Coastal Land Use and Development Code Articles 4, 6, 7 and 10 |
| Jan 2020 | <ul style="list-style-type: none"> ● Direction Regarding Submittal of Local Coastal Program (LCP) Amendment in its Entirety |
| Jan 2020- March 2020 | <ul style="list-style-type: none"> ● Prepare and submit the LCP Amendment application with all attachments and analysis. |
| March 2020 – March 2021 | <ul style="list-style-type: none"> ● Coastal Commission Review & Analysis of LCP Amendment. One year statutory review period. |
| April 2021 - Oct 2021 | <ul style="list-style-type: none"> ● City consideration of “Friendly Modifications” and negotiations with Coastal Commission regarding modifications. Six month statutory review period. |
| Nov 2021 – Jan 2022 | <ul style="list-style-type: none"> ● Adoption of LCP Amendment by Coastal Commission and City of Fort Bragg |
| Jan 2022 | <ul style="list-style-type: none"> ● New regulations and policies become law and applicants can submit development projects permit applications for review and consideration by the Planning Commission. |

ATTACHMENTS:

1. City Council Workshops & Meetings - Summary of Direction
2. Mill Site Reuse Plan Community Survey Report
3. Mill Site Reuse Plan Community Workshop Report
4. Mill Site Reuse Workshop PowerPoint 1-31-019
5. Draft Land Use Plan – Version 10-2018
6. Mill Site Reuse Plan Buildout Analysis
7. Proposed Changes to the Coastal General Plan - Elements 1-5

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 Tina Sutherland
8. Cristin Kenyon, California Coastal Commission
9. Mill Site Property Owners: Tom Horner, Mike Hart, Shannon Martin