

Implementation and Phasing

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IMPLEMENTATION AND PHASING

The preceding chapters of this Specific Plan describe the overall plan and corresponding goals, policies, standards, and guidelines for the orderly development of the Mill Site Specific Plan Area. This chapter sets forth (1) the regulatory framework for site development; (2) the procedures for approving, financing, and managing development and public facilities (infrastructure, streets, parks, etc.); and (3) phasing of the Specific Plan.

8.1 REGULATORY FRAMEWORK

8.1.1 Specific Plan

The Specific Plan establishes the land uses, policies, zoning and the implementation plan for the redevelopment of the Plan Area. As noted below, portions of the Specific Plan will be integrated into the City's Local Coastal Program (LCP), which regulates all development within the Coastal Zone. Other portions of the Specific Plan (namely Chapters 7 and 8) will not be submitted to the California Coastal Commission for inclusion in the LCP; however, they will regulate the development of the Plan Area because they are part of the adopted Specific Plan.

8.1.2 Local Coastal Program (LCP) Amendment

The Plan Area is located within the Coastal Zone. In order to change the current policies and regulations governing new development in the Plan Area, the City submitted an LCP amendment to the Coastal Commission for certification. The LCP amendment consists of a Coastal General Plan amendment (i.e., the Land Use Plan), a Coastal Land Use and Development Code (Coastal LUDC) amendment (i.e., the Implementation Program), and an amendment to the General Plan Land Use Classification and Zoning Map.

The Coastal General Plan amendment consists of text and map amendments to the Land Use, Public Facilities, Conservation, Open Space, and Parks, Community Design, and Safety Elements to incorporate relevant policies and maps from the Specific Plan into the Coastal General Plan.

The Coastal LUDC amendment consists of a Coastal LUDC zoning map amendment, along with text amendments to Article 2, "Zoning Districts & Allowable Land Uses"; Article 3, "Site Planning and Project Design Standards"; Article 4, "Standards for Specific Land Uses"; and Article 6, "Site Development Regulations."

The LCP amendment, considered concurrently with the Specific Plan, was adopted by the Fort Bragg City Council with a recommendation from the Planning Commission. The LCP, as certified by the California Coastal Commission, regulates development within the Mill Site Specific Plan Area.

8.1.3 Design Guidelines

The City's adopted design standards for new development in the Plan Area are incorporated into the Citywide Design Guidelines.

8.1.4 Environmental Impact Report (EIR)

An Environmental Impact Report (EIR) was prepared to assess the environmental impacts of the Mill Site Specific Plan (as well as the attendant LCP amendment and modifications to the Citywide Design Guidelines), the Mill Site remediation project, Georgia-Pacific's water rights change petitions, and the Mill Pond Complex restoration project. The EIR analyzed the entire project, with certain aspects of the project analyzed at a program level and certain aspects a project level.

Plan Area development is expected to occur incrementally by different developers over more than 20 years. The EIR will help to streamline the processing of local approvals for future development in the Plan Area. Proposed projects that are consistent with the Specific Plan may be considered for approval with minimal or no new environmental analysis. Residential projects that are consistent with the Specific Plan, for example, are generally exempt from subsequent environmental review pursuant to Section 15182 of the California Environmental Quality Act (CEQA) Guidelines. For non-residential and mixed-use projects that conform to the development limitations established in the Specific Plan, a subsequent environmental review process need only address the project's site-specific or unique impacts. Such additional analysis may be performed through an Addendum to the EIR, a Negative Declaration, or a Supplemental or Subsequent EIR consistent with CEQA requirements.

Mitigation measures specified in the EIR will be implemented as set forth in the Mitigation Monitoring and Reporting Program (MMRP). The MMRP provides a list of the required mitigation for impacts attributable to the various components of the project, identifies the party responsible for monitoring compliance with the mitigation measures, and identifies at what point in time or phase of the project the measure is required to be implemented.

8.1.5 Specific Plan Amendments

An amendment to the Specific Plan requires a public hearing before the Planning Commission and the City Council.

Any Specific Plan amendment will require compliance with CEQA. If it is determined that additional environmental impacts, beyond those identified in the EIR, will occur as a result of the changes proposed to the Specific Plan, additional environmental documentation may be required.

Amendments to the Specific Plan may require an LCP amendment to become effective. After an amendment to the Specific Plan is adopted by City Council, City staff will determine if an LCP amendment is required and will prepare and process an LCP amendment. The LCP amendment will be considered for a recommendation by the Planning Commission and considered for adoption by City Council. If adopted by City Council, the LCP Amendment will be submitted to the California Coastal Commission to be considered for certification. If the Coastal Commission certifies the LCP amendment with modifications, those modifications must be approved by the City Council prior to taking effect.

8.1.6 Tentative Subdivision Map

A Tentative Subdivision Map, pursuant to Government Code Sections 66489.1 to 66498.9, is proposed for the Plan Area. The property owner will prepare and file an application for a master-level tentative map and the City Council will consider the tentative map application after adoption of the Specific Plan and after adoption of the LCP amendment by the City and Coastal Commission.

The tentative map will be subject to existing regulations (i.e., LCP, Coastal General Plan, Mill Site Specific Plan, Coastal LUDC, Citywide Design Guidelines, Fort Bragg Municipal Code, etc.) and to any further proposed changes to the applicable general and specific plans, or zoning or subdivision ordinances. A vesting tentative map may be pursued at a later date if desired by a developer or property owner.

8.1.7 Development Agreement

To ensure that adequate infrastructure capacity and public facilities are constructed to serve the Plan Area and that the project produces adequate revenues to offset any additional City costs associated with serving the Specific Plan development, and to provide the property owner and/or developer with vested rights to construct the project consistent with the project entitlements, the approvals granted for this project include a development agreement pursuant to Government Code Sections 65864 to 65869.5.

A development agreement is a contractual agreement that provides certainty with regard to vested rights and public improvements for the property owner, developers, and the City. A development agreement is a voluntary agreement to provide regulatory certainty to project applicants in exchange for providing the City with specified improvements, facilities, funding, and services.

8.1.8 Water Rights Change Petitions

The Plan Area will be served with a combination of City and Georgia-Pacific water rights and infrastructure. During the initial stages of development, uses will be served by City water. In order for development to proceed beyond a threshold specified in the development agreement, additional water supply and storage must be secured using Georgia-Pacific's water rights.

Georgia-Pacific will Petition the State Water Resources Control Board (SWRCB) to allow a change in type of use for its water rights from solely industrial to domestic, commercial, industrial, and in-stream beneficial use. Georgia-Pacific will file Petitions to change its Noyo River and Pudding Creek licenses. These Petitions will allow use of water diverted from the Noyo River and Pudding Creek to meet the total water demands of both the Mill Site Specific Plan Area development and fish and wildlife in-stream benefits.

A portion of the City's water right may be used, as specified in the Development Agreement, to provide water for interim Plan Area development until such time as Georgia-Pacific's water rights are secured. The City will file with the SWRCB a Petition for Extension of Time to place water under its Noyo River Permit to beneficial use, and a Petition to Change the Purpose of Use for water diverted under its Noyo River permit to add storage at Pudding Creek as a purpose of use.

8.1.9 Urban Water Management Plan

Every urban water supplier that either provides over 3,000 acre-feet of water annually or serves more than 3,000 or more connections is required by law to prepare an Urban Water Management Plan (UWMP).

An UWMP will need to be prepared by the City of Fort Bragg once 3,000 customers are served by the water utility. Development in the Plan Area will result in the City adding its 3,000th customer.

The UWMP will assess the reliability of the City's water sources over a 20-year planning horizon considering normal, dry, and multiple dry years. The UWMP will provide long-term resource planning and ensure that adequate water supplies are available to meet existing and future water demand in the Plan Area and throughout the city.

8.2 PUBLIC IMPROVEMENT FINANCING

Implementation of the Specific Plan will require the property owner, property developers, City, and other public agencies to provide new public infrastructure, facilities, and services that will require funding from a variety of sources. While the necessary improvements are detailed in prior chapters, this section identifies potential methods that may be used individually or in combination to fund the various public improvements identified in this Specific Plan. Development in the Plan Area will be supported by new or expanded public infrastructure and facilities that directly serve the Plan Area as well as by improvements that also serve the rest of the city.

The Specific Plan and the Development Agreement contain policies and provisions that identify a mix of financing mechanisms applicable to future development in the Plan Area. Additional policies and provisions will be added as part of any subsequent Specific Plan amendment or Development Agreement prepared for the Urban Reserve area in the Southern District. The financing and dedication mechanisms will be structured to achieve an equitable sharing of costs among future Plan Area property owners, recognizing that the amounts of allowable development and the extent of land dedication and public facilities are not equal for each parcel.

8.2.1 Reimbursement Agreements

Reimbursement Agreements provide an alternative means for financing improvements in instances where infrastructure is funded by the property owner or developer advancing the full costs of public improvements that benefit parcels or areas of land that have not contributed toward the costs of public improvement. Reimbursement Agreements may be used to allow a property owner or developer to recoup costs associated with providing infrastructure to a particular project that also provides direct benefit to other properties (e.g., a new roadway).

8.2.2 Development Impact Fees

Improvements to public facilities serving areas within and beyond the Plan Area, such as capital investments in the City's wastewater treatment facility and waterworks, will be funded in part through Development Impact Fees and other citywide and regional funding sources. In general, Development Impact Fees are payable upon recordation of individual project-specific Final Subdivision Maps or issuance of building permits. Major facilities that benefit the Plan Area and the city as a whole (e.g., certain public parks) will be financed through a combination of Development Impact Fees revenues and other funding sources.

The City of Fort Bragg has adopted a Development Impact Fee schedule that is based on a nexus study. The Development Impact Fee schedule is updated annually through a consumer price index (CPI) adjustment and every five to ten years following City Council approval of a new nexus study.

8.2.3 Community Facilities Districts

The Mello-Roos Community Facilities Act of 1982 enables the City to establish community facilities districts and to levy special taxes to fund a wide variety of facilities and services required by the Specific Plan. A Mello-Roos tax can be applied to fund police and fire protection, emergency services, flood protection, recreational programs, streets, parks, and schools. The Mello-Roos tax will be structured depending upon the zoning or development intensity of the property subject to the tax.

8.2.4 Benefit Assessment Districts and Landscape and Lighting Districts

Benefit assessment districts, which are enabled by the Benefit Assessment Act of 1982, can be used to finance services such as maintenance and operation of stormwater management systems and street lighting. However, the Benefit Assessment Act does not authorize assessments to cover the costs of constructing such facilities (Government Code Section 54710). A benefit assessment district may be used to fund the maintenance and operation of the Plan Area stormwater management system and street lighting.

Landscape and lighting districts, formed pursuant to California Streets and Highways Code Section 22500 et seq., are assessment districts used to fund landscape, lighting, and other improvements within public areas.

8.2.5 Redevelopment Funding

If the legislature passes a law which reconstitutes redevelopment in a way that complies with California Supreme Court requirements, than redevelopment funding may be a source of revenue for the implementation of the Mill Site Specific Plan. A Redevelopment Plan amendment may be considered by the Fort Bragg Redevelopment Agency (RDA) in order to extend the life and bonding ability of the Redevelopment Agency at some time in the future. The Plan Area is part of the existing Fort Bragg Redevelopment Project Area, which has a very limited bonding and lifetime. A Redevelopment Plan amendment could create a new Mill Site Redevelopment Project Area with a 45-year lifespan and new bonding ability resulting from increased property values due to redevelopment in the Plan Area. If redevelopment authorities are retained or reinstated as a matter of state law, and if a Redevelopment Plan amendment is prepared and approved at some point in the future, the RDA could use the

increased tax increment to fund infrastructure and other public improvements in the Plan Area. Absent a Redevelopment Plan amendment, the RDA will not have sufficient tax increment financing or bonding capacity to fund any public infrastructure projects associated with the Plan Area redevelopment.

8.2.6 Other Sources

Certain capital improvements in the Plan Area may be eligible for state or federal grants. This is particularly true for certain alternative transportation, resource protection, wetland creation, and recreation projects. The City will explore potential grant funding opportunities as they arise.

8.3 CAPITAL IMPROVEMENT COSTS AND FINANCING

NOTE: This section will be further revised following peer review of infrastructure cost data and Master Utility Plan, final fiscal impact analysis, the financing plan, and negotiation of a Development Agreement.

8.3.1 Estimated Costs

The Utilities Master Plan provides cost estimates for all on- and off-site public utility improvements necessitated by the Specific Plan. The Financing Plan (to be prepared by EPS) provides an overview of potential funding mechanisms for the provision of public utilities.

The total estimated infrastructure costs provided in the Utility Master Plan for the Specific Plan area are over \$52 million, not including impact fees. At \$31 million, streets are the largest infrastructure cost component, followed by water (\$8.9 million), wastewater facilities (\$5.7 million) and stormwater (\$5million). However these cost estimates include a 72% cost contingency, including a 25% estimating contingency, 25% estimate of other project costs, and a 10% construction cost contingency. This large contingency may be overly conservative and will be reviewed by the EIR team. In order for a development to proceed, a project must be financially feasible and provide a return on investment. Generally the financial feasibility of a project depends on a variety of factors, including land price, required return on investment, interest rates, construction costs, market demand for and anticipated price per square foot of the proposed product type, entitlement issues, and infrastructure costs. While precise thresholds of feasibility will vary over time depending on this range of market factors, generally the total backbone infrastructure costs must be less than (tbd) percent of the total value of the development and should not exceed (tbd) percent on a phase by phase basis. The Fiscal Impact Analysis estimates the total value of development at \$(tbd) million, and infrastructure costs amount to (tbd) percent of the total value of development.

8.3.2 Infrastructure and Services Maintenance and Operations Financing

NOTE: This section will be further revised following peer review of infrastructure cost data and Master Utility Plan, final fiscal impact analysis, the financing plan, and negotiation of a Development Agreement.

The maintenance and operations of infrastructure and provision of ongoing services in Fort Bragg are currently funded through a variety of mechanisms, including the water enterprise (water), wastewater enterprise (wastewater), the General Fund (parks, street lights, public parking lots, storm drains, police services), the Fort Bragg Fire Protection Authority (fire services), a special street sales tax (streets), and property owners (sidewalks and street landscaping).

Table 8-1 below identifies (1) maintenance and operation costs & requirements for certain public facilities associated with the implementation of the Mill Site Specific Plan; (2) operations costs associated with the provision of public services; and (3) the funding mechanisms for each.

	Annual Maintenance Costs	CFD	GP Endowment (a)	Street Sales Tax	User Fees	General Fund	Property Owner
Parks and Open space a)							
Noyo Headland Park	\$ -	\$ -				\$ -	
Pond 9	\$ -	\$ -					
Pond 5	\$ -	\$ -					
Downtown Park	\$ -	\$ -					
Recreation Park	\$ -	\$ -					
Linear Park	\$ -	\$ -					
Mill Pond Complex	\$ -		\$ -				
Maple Street Wetland & Creek	\$ -		\$ -				
Ponds 1-4	\$ -		\$ -				
Urban Reserve	\$ -						\$ -
Infrastructure							
Stormwater system	\$ -	\$ -					
Water treatment and distribution	\$ -				\$ -		
Wastewater collection & treatment	\$ -				\$ -		
Street traffic & safety	\$ -						
Street maintenance	\$ -			\$ -			
Street lights	\$ -	\$ -					
Sidewalks & Landscaping	\$ -						\$ -
Street bioswales	\$ -	\$ -					\$ -
Parking lots	\$ -	\$ -					
Services							
Fire Protection	\$ -	\$ -					
Police Protection	\$ -	\$ -					
Total	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -

(1) The land owner will create an endowment that will, in perpetuity, fund the management and monitoring of these projects as a condition of its 404 permit approval. In the event the endowment fund is not created or required, the long-term maintenance and monitoring will be incorporated into the Mello-Roos District.

As shown in Table 8.1, a community facilities district (CFD) (or other financing tool) can fund operations and maintenance of various parks, the stormwater management system, street lights, public parking lots, and fire and police protection. The total annual cost of these activities is estimated at \$(tbd) million and would result in this annual tax burden on the

overall Plan Area development. Generally, any special tax (such as a CFD tax) that covers property owner and developer obligations should not yield a total tax burden for an individual property of more than *(tbd)* percent of the assessed value of that property. The existing property tax is one percent, leaving a *(tbd)*-percent threshold for a CFD. To meet this threshold, the Mill Site Specific Plan should have more than *\$(tbd)* million in assessed value at buildout. The EPS fiscal impact analysis estimates that the total assessed value of the developed Plan Area, in present dollars, will be *\$(tbd)* million, which amounts to a *(tbd)*-percent increase in the total tax burden for the Mill Site development.

Financing Policies:

NOTE: This section will be further revised following peer review of infrastructure cost data and Master Utility Plan, final fiscal impact analysis, the financing plan, and negotiation of a Development Agreement.

Policy IF-1. Infrastructure Development. Backbone infrastructure, including streets, sidewalks, street lighting, sewer, stormwater and water main lines, and other utilities, shall be financed, designed, constructed, and dedicated to the City by the property owner/developer.

Policy IF-2. Funding Infrastructure Improvements. The full cost of all public infrastructure and facilities shall be paid proportionally by developers according to benefits received at the time of project approval, except where oversized public infrastructure must be installed to serve a larger area due to engineering requirements or to facilitate effective infrastructure development, in which case the developer that installs the oversized infrastructure shall be eligible to receive reimbursement through a reimbursement agreement for that portion of the infrastructure that benefits other properties.

Policy IF-3. Benefit Assessment. At the times specified in the development agreement, the City may establish benefit assessment districts in order to finance public infrastructure and related maintenance costs consistent with the Specific Plan.

Policy IF-4. Mello-Roos Community Facilities Districts. At the times specified in the Development Agreement, Community Facilities Districts shall be established to levy special taxes to fund facilities and services required by the Specific Plan. The Community Facilities Districts shall fund police and fire protection, emergency response, stormwater management, streets, street lights, public parking lots, and parks, as defined in Table 8-1.

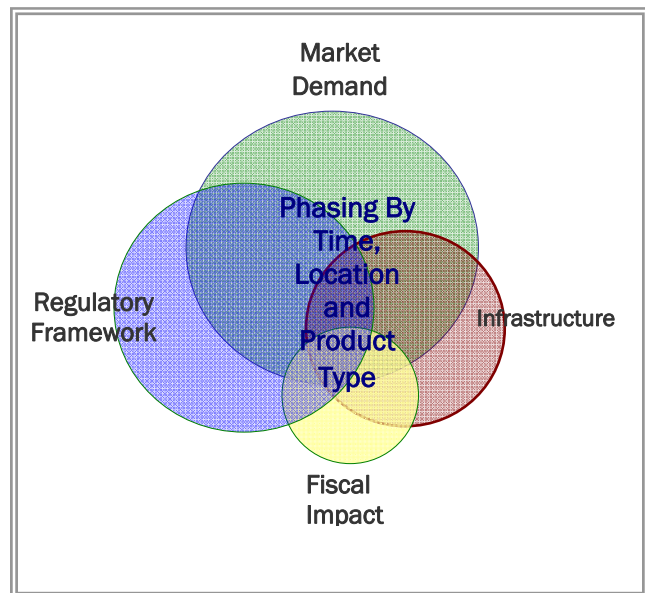
Policy IF-5. Development Impact Fees. Developers shall pay applicable Development Impact Fees as established by the City and identified in the Development Agreement. The fee amounts payable shall be the amount of the fees in effect at the time the payment is due unless otherwise determined in the Development Agreement.

8.4 SPECIFIC PLAN PHASING

As noted throughout this Specific Plan, buildout of the Plan Area is likely to take many years, and thus sequential, logical phasing of development and infrastructure is necessary to minimize uncertainty and improve the economic feasibility of infrastructure development. The pace, location, and type of development in the Plan Area will be driven and phased by market demand, community vision (regulatory framework), infrastructure development, and fiscal impact.

Three primary types of phasing will influence Specific Plan buildout:

- Phasing by Time.** Phasing development over time is influenced by market conditions, community vision and infrastructure development. For example, while the community may envision new development in a specific location, that development will not proceed until market conditions are strong enough for a developer to risk capital, complete the infrastructure improvements necessary to serve the development, and obtain a reasonable return on investment.
- Phasing by Location.** Some phasing by location will be driven by ease of connecting to existing infrastructure. For example, it will be less expensive to develop new projects close to existing streets that have water and sewer lines already in place. The City has a strong preference for development to occur close to downtown prior to development occurring in the Urban Reserve.
- Phasing by Product Type.** Different product types will have favorable market conditions at different times. For example, apartments and commercial development may have a strong market at one time and, at a later date, hotels and single-family homes may have more market support. Overall, the various product types will be phased to ensure that the Plan Area development has a net neutral fiscal impact on the City of Fort Bragg over five-year increments.



All three types of phasing are addressed in the policies of this section. Earlier chapters of the Specific Plan include many phasing policies which have been reiterated below.

8.4.1 The Market and Phasing

The Specific Plan Development Limitations Table (Table 2-1 in Chapter 2) is based on reasonable estimations of market demand for new residential, commercial, visitor-serving, and industrial uses over the next 30 years. Table 8-2 summarizes forecasted demand by land use type in five-year increments over the next 20 years, or through about 2030. While market conditions are likely to fluctuate over time, this forecast provides an estimate of likely

demand given past development statistics for Fort Bragg and projected development opportunities afforded by the large, ocean-fronting Mill Site Specific Plan Area.

Table 8-2 Development Forecast through 2030

	2012-2016	2017-2021	2022-2026	2027-2031	Total
Development Type and Amount					
Non Mill Site Development					
Residential (units)	70	95	50	50	265
Commercial/ Office (square feet)	21,000	15,000	15,000	12,000	63,000
Industrial (square feet)	5,000	5,000	5,000	5,000	20,000
Lodging (rooms)	-	25	25	25	75
	Phase I		Phase II		
Mill Site Development					
Residential (units)	60	90	80	160	390
Commercial/ Office (square feet)	26,000	65,000	65,000	52,000	208,000
Industrial (square feet)	10,000	10,000	10,000	10,000	40,000
Lodging (rooms)	75	75	75	75	300
Performing Arts (square feet)	-		15,000		15,000
Research (square feet)	12,000	12,000			24,000

The Specific Plan Development Limitation table (Table 2-1) and Land Use Plan (Figure 2-2) were designed largely to accommodate the predicted realistic future demand for development in Fort Bragg. Additionally, the Urban Reserve area provides an opportunity for the current City Council, or a future City Council, to accommodate additional development, not currently predicted, through a future Specific Plan and LCP amendment process.

8.4.2 Community Vision and Phasing

The City of Fort Bragg undertook extensive community visioning for the Mill Site Specific Plan and held a number of City Council and Planning Commission meetings during which important phasing considerations were considered. The policies below provide a regulatory framework to ensure that the City's vision with regard to phasing is achieved in the Plan Area.

Community Vision Phasing Policies (from Chapter 2):

Policy LU-2. Development Phasing. Development shall occur in the Northern and Central Districts prior to the Southern District. However, allowable uses in the Southern District that are not permitted or that cannot be accommodated within the Northern and Central Districts (such as auto-oriented commercial, institutional, education, research, light industrial, and grocery/specialty foods.) may be developed within the Southern District prior to or concurrent with development in the Northern or Central Districts.

Policy LU-4. Provide for "the Big Idea." The City Council may reassign up to 40,000 square feet of the development limitation (as shown in Table 2-1 in Chapter 2) that is currently allocated to the Urban Reserve to a comparable high-quality job-generating use in the Urban

Reserve or a different zone in the Southern District in order to accommodate a significant employer in the Plan Area. The City Council may also, with the concurrence of the property owner, reassign up to 50,000 square feet of the development limitation specified in Table 2-1 that are currently dedicated to the Mill Site Employment zone within the Southern District to a comparable high-quality job-generating use in order to accommodate a significant employer in the Plan Area. The significant high-quality job-generating use of up to 90,000 square feet could be accommodated in the Urban Reserve and/or Mill Site Employment zones. This reassignment of the development limitations would be adopted by City Council resolution and would not require a Specific Plan amendment or Local Coastal Program (LCP) amendment.

Policy LU-13. Central District Development Intensity. Development intensity shall transition from the highest-intensity development on the eastern edge of the Plan Area to lowest-intensity development along the Coastal Trail. In the Central District, the most intense development shall be located along and adjacent to the Redwood Avenue extension.

Policy LU-21 . Hotel/Resort. Development of a hotel/resort within the Mill Site Urban Reserve in the Southern District, in the area highlighted as a hotel/resort opportunity site in Figure 2-2, is permitted following the development of a minimum of 100 lodging rooms in the Central District.

Policy LU-24. Southern District Development Intensity. Development intensity shall transition from the most intense development on the eastern edge of the Plan Area to least intensive development along the western edge of the Plan Area. In the Southern District and outside of the Urban Reserve, the most intense development generally shall be located around the Cypress Street extension.

Policy LU-14 . Community Park. Development of a three-acre community park shall be required within the Central District. The land for the park shall be identified as part of the Master Tentative Subdivision Map and dedicated by Georgia-Pacific as part of the Master Final Subdivision Map. Future developer(s) within the district shall be responsible for constructing park improvements and for maintaining the park and open space areas within that applicable district. The cost of the park improvements will be credited against any Quimby Act or other park fee obligations incurred by the developer(s).

Policy LU-9, Neighborhood Park. A 1.5-acre neighborhood park and one acre of common open space shall be dedicated and developed along a green corridor in the Northern District. The land for the park shall be identified on the Master Tentative Subdivision Map for the Northern District and dedicated by Georgia-Pacific as part of the Master Final Subdivision Map for the Northern District. Future developer(s) within the Northern District shall be responsible for constructing park improvements and for maintaining the park and open space areas within the Northern District. The actual cost of the park improvements constructed by a developer shall be credited against any Quimby Act or other park fee obligations incurred by that developer.

Fiscal Phasing Policies:

Policy IF-6. Development Phasing for Fiscal Impact. Development shall result in, at minimum, a revenue-neutral fiscal impact on the City of Fort Bragg in five-year increments. In order to achieve at minimum a revenue-neutral fiscal impact on the City of Fort Bragg, one or more of the following courses of action shall be undertaken:

1. The developer may enter into an agreement with the City of Fort Bragg whereby the net negative fiscal impact of a project is offset by a revenue source (e.g., special assessment district) that is tied to the development; or
2. The City of Fort Bragg shall approve projects for each five-year period in roughly the same development type distribution as shown in the fiscal impact analysis; or
3. The City shall update the fiscal impact analysis every five years based on the fiscal impact of the actual development approved in the previous five-year period and adjust the development mix for the next five years appropriately in order to achieve at minimum a revenue-neutral fiscal impact.

Policy IF-7. Fire Services. A professional firefighting force shall be funded, in part, through the Community Facilities District that includes the entire Mill Site, at the time that a volunteer firefighting force is no longer sufficient or feasible. The Community Facilities District shall be formed at the time specified in the Development Agreement.

8.4.3 Infrastructure, Streets, and Parks Phasing

The cost of infrastructure development can be minimized through careful planning and phasing to ensure that infrastructure (streets, water and sewer lines, stormwater improvements, etc.) are sited and designed to serve the development for which it is installed as well as downstream development.

However, as noted in the Utility Master Plan for the Mill Site Specific Plan Area, a significant amount of “over-sizing” of infrastructure may be required in the first phase of development in order to accommodate development in later phases. This results in an “excess cost burden” on projects in Phase I of the development.

Infrastructure Phasing Policies:

Policy IF-8. Utility Master Plan. A Utility Master Plan that defines infrastructure phasing shall be submitted to the City for consideration prior to approval of the Master Tentative Subdivision Map. The Utility Master Plan shall identify appropriately sized infrastructure to connect and serve all development potential as noted in the Development Limitations Table (Table 2-1) and Land Use Plan (Figure 2-2). The Utility Master Plan shall apportion infrastructure development into segments that can be reasonably implemented and connected to the City system and provide functioning service for development on parcels as defined in the Master Tentative Subdivision Map.

Policy IF-5. Development Phasing for Backbone Infrastructure. As feasible, development is preferred along the backbone infrastructure (as identified in the phasing study) within each district, prior to development occurring along peripheral streets, in order to ensure that the site is developed logically with effective infrastructure connections.

Policy IF-10. Backbone Infrastructure as Condition of Occupancy. Necessary backbone infrastructure and facilities for each infrastructure area (as defined in the Utility Master Plan) shall be installed as a condition of occupancy for private sector development projects within the infrastructure area. Subsequent projects that connect to the backbone infrastructure shall reimburse the developer for a share of the costs of backbone infrastructure within the infrastructure phase area through a Reimbursement Agreement, unless the backbone

infrastructure was constructed with funds from a Benefit Assessment District or a Community Facilities District.

Policy IF-11. Development Phasing for Water Rights. *The City of Fort Bragg may approve a limited amount of new development as defined by the development agreement prior to approval of the water rights change petitions for the City of Fort Bragg and Georgia-Pacific by the State Water Resources Control Board (SWRCB).*

Street Phasing Policies from Chapter 3:

Policy MM-1. "Complete Streets." *As part of the Master Tentative Subdivision Map for the Plan Area, the applicant shall establish a multi-modal network of "complete streets" that balances the needs for safety and comfort of pedestrians, cyclists, drivers, and transit riders and that substantially conforms with the conceptual street network design in Figure 3-1. Interior streets within each district shall be determined at the Master Tentative Subdivision Map stage for each district.*

Policy MM-11. Parkway Street. *Parkway Street as shown in Figure 3-1 shall be offered for dedication to the City as part of the Master Tentative Subdivision Map. Parkway Street shall be constructed by the developers of the Northern, Central, and Southern Districts consistent with the Master Utility Plan.*

Policy MM-37. Parking Management Plan. *A Parking Management Plan shall be prepared for the Central District by the applicant for the first development proposal in the district. Each subsequent development shall be required either to prepare a summary of how the development will comply with the Central District Management Plan or to update the plan. The Central District Management Plan shall include the following elements:*

- *Current/proposed parking supply by block;*
- *Current parking utilization by block, including, at a minimum, counts at weekday midday, weekday evening, and Saturday midday;*
- *Estimated observed and proposed parking demand by land use;*
- *Recommended sites for shared parking facilities;*
- *Recommended time restrictions;*
- *A financing plan for the development and management of shared parking facilities; and*
- *A management plan for meeting parking availability targets, including parking time limits.*

Policy MM-43. Streetscape Master Plan. *The City will require or prepare one Streetscape Master Plan for each district (prior to approval of the first development within the subject district). The plan(s) shall comprehensively describe the design of public rights-of-way, including proposed sidewalk layouts, street trees species and other plant materials, selection of low impact development (LID) features, paving materials, wayfinding signage, gateway treatments, and the style and color of street furniture, and street lighting.*

Park Phasing Policies from Chapter 5:

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 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 costs shall 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 100,000 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 200,000 square feet (residential and commercial) in the Central District.
- 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 250,000 square feet (residential and commercial) in the Central District.

Policy MSOS-10. Neighborhood Park Phasing. The neighborhood Park may be built in its entirety at the Northern District subdivision stage or developed in stages according to the following schedule:

- The Neighborhood Park Plan and location shall be submitted by the property owner for approval by the City as part of the Master Tentative Subdivision Map. The Neighborhood Park Plan shall consist of a site plan, elevations, a landscaping plan, and a financing plan for funding construction of the ball field, restroom, and tot lot. The costs of the preparation of the Neighborhood Park Plan shall be advanced by the first subdivider in the Northern District and may be reimbursed by future developers under a cost advancement or reimbursement agreement.
- The ball field and restroom shall be developed and dedicated to the City prior to issuance of a Certificate of Occupancy for development that equals or exceeds the 100th residential unit.
- The tot lot shall be developed and dedicated to the City prior to issuance of a Certificate of Occupancy for development that equals or exceeds the 150th residential unit.

Policy MSOS-13. Linear Park Phasing. The linear park may be built in its entirety at the Northern District subdivision stage or phased according to the following schedule:

- The Linear Park Plan and location shall be submitted for approval as part of the Northern District Tentative Subdivision Map. The Linear Park Plan shall include a site plan, grading plan, and landscaping plan.
- The Linear Park shall be developed, by the adjoining residential site developer, prior to approval of a Certificate of Occupancy for the 50 percent unit of housing on each adjacent block.

Policy MSOS-19. Pond 5 Enhancement. The shoreline of Pond 5 shall be preserved in conjunction with development of the adjacent roadway (Coastal Drive or Oak Street extension) or the adjacent residential zone, whichever occurs first. Pond 5 shall be offered in dedication to the City of Fort Bragg upon completion of the improvements required by all

permitting agencies and establishment of a permanent funding mechanism for operation and maintenance.

Policy MSOS-20. Pond 9 Enhancement. *Pond 9 shall be preserved and the habitat features enhanced at the time of the development of the adjacent roadway (Glass Beach Drive extension) and/or the residential district. Pond 9 shall be offered in dedication to the City of Fort Bragg upon completion of the pond improvements required by all permitting agencies and establishment of a permanent funding mechanism for operation and maintenance.*

8.5 SUBSEQUENT DEVELOPMENT APPROVALS

Every development project within the Plan Area will require Coastal Development Permit approval. Many projects will also require Design Review and/or Use Permit approval. Other approvals that may be required include, but are not limited to, the following:

- Tentative Subdivision Map/Final Subdivision Map
- Planned Development Permit
- Grading Permit
- Limited Term Permit
- Zoning Clearance
- Variance
- LCP Amendment