

1. INTRODUCTION

A. What Is the Coastal General Plan?

Every city and county in California is required by State law to have a General Plan. A General Plan is a legal document that serves as the community's "constitution" for land use, development and conservation. A General Plan must be comprehensive and long term, outlining proposals for the physical development of the city and any land outside its boundaries which in the City's judgment bears relation to its planning. The Coastal General Plan achieves these goals for the Coastal Zone in the City of Fort Bragg.

State law specifically requires that the General Plan address seven topics or "elements." These are land use, circulation (transportation), housing, conservation, open space, noise, and safety. The General Plan may also address other topics the community feels are relevant to its development. All of the City's land use regulations for the Coastal Zone, including zoning and subdivision regulations, specific plans, and redevelopment plans must conform to the Coastal General Plan. The Coastal General Plan serves the following functions:

- Expresses the community's vision of the future physical development of Fort Bragg in the Coastal Zone.
- Enables the Planning Commission and the City Council to establish long-range conservation and development policies in the Coastal Zone.
- Provides the basis for judging whether specific private development proposals and public projects are consistent with these policies in the Coastal Zone.
- Informs the residents, developers, decision makers, and other jurisdictions of the ground rules that will guide development and conservation in the Coastal Zone.

The Coastal General Plan consists of narrative text and maps, along with goals, policies, and programs. It is organized into seven elements required by State law, and an optional element dealing with Community Design.

The eight elements of the Coastal General Plan are summarized below:

1. *Land Use*: Establishes land use designations with types and intensities of land use, and policies and programs regarding – redevelopment – and maintenance of coastal-dependent businesses.
2. *Public Facilities*: Establishes the essential public facilities and services to ensure that the existing and future population of Fort Bragg is provided with the highest feasible level of public services.
3. *Circulation*: Contains policies and Levels of Service standards for the roadway system, as well as policies for public transit, bicycle facilities, parking and transportation for the mobility

impaired, taking into account the relationship between land use and transportation needs of the community.

4. *Conservation, Open Space, Energy, and Parks*: Contains the State-mandated open space and conservation elements. Emphasis is placed on protecting the City's natural resources, protecting and enhancing environmentally sensitive areas, and providing open space and parks to meet the community's recreational needs. This element also includes specific policies and programs to ensure continued public access, preserve and enhance scenic views, protect wetlands, bluff tops, and other natural resources.
5. *Community Design*: This optional element establishes policies and programs dealing with the appearance of the community. It includes urban design guidelines to ensure that development contributes to the community's identity and unique sense of place, and policies to preserve historic sites and buildings.
6. *Safety*: Contains policies and programs to reduce the risk of injury, loss of life, and property damage resulting from natural disasters and hazardous conditions and materials.
7. *Noise*: Contains policies and programs to reduce the community's exposure to excessive noise.
8. *Housing*: Includes policies and programs to meet the housing needs of all economic segments of the community, emphasizing increased mixed-use housing, more effective utilization of infill sites, inclusionary housing, and providing additional housing for special needs groups such as seniors.

State law requires that all parts of the General Plan comprise an integrated, internally consistent and compatible statement of policies. This standard, as well as court cases which have interpreted it, implies that all elements of the General Plan have equal status, that all goals and policies must be internally consistent, and that programs must follow logically from the Plan's goals and policies. This Coastal General Plan meets these standards.

B. California Coastal Act

The California Coastal Act of 1976 established a comprehensive plan to protect resources and regulate development along California's coast. The Coastal Act requires every city and county located partly or wholly within the designated Coastal Zone to prepare a Local Coastal Program (LCP) which is reviewed and certified by the California Coastal Commission. The Coastal Act defines a Local Coastal Program as "a local government's (a) land use plans, (b) zoning ordinances, (c) zoning district maps, and (d) within sensitive coastal resource areas, other implementing actions, which, when taken together, meet the requirements of, and implement the provisions and policies of this division at the local level" (Public Resources Code Section 30108.6). The LCP zoning ordinance, district maps, and other implementing actions must be found to conform with and be adequate to carry out the LCP Land Use Plan.

The Coastal Act (in Public Resources Code, Section 30001.5), sets the following goals for LCPs in the Coastal Zone:

- Protect, maintain, and, where feasible, enhance and restore the overall quality of the Coastal Zone environment and its natural and artificial resources.

- Assure orderly, balanced utilization and conservation of Coastal Zone resources taking into account the social and economic needs of the people of the state.
- Maximize public access to and along the coast and maximize public recreational opportunities in the Coastal Zone consistent with sound resource conservation principles and constitutionally protected rights of private property owners.
- Assure priority for coastal-dependent and coastal-related development over other development on the coast.
- Encourage state and local initiatives and cooperation in preparing procedures to implement coordinated planning and development for mutually beneficial uses in the Coastal Zone.

C. Coastal General Plan

This document establishes the Land Use Plan portion of the City of Fort Bragg Local Coastal Program (LCP), and was prepared in accordance with the California Coastal Act. The Land Use Plan is defined as “the relevant portion of a local government’s general plan, or local coastal element which are sufficiently detailed to indicate the kinds, location, and intensity of land uses, the applicable resource protection and development policies, and where necessary, a listing of implementing actions” (PRC Section 30108.5). The policies contained in the portion of the Coastal General Plan that constitute the LCP described in subsection (2) below govern the use of land and water in the Coastal Zone within the City of Fort Bragg.

This Coastal General Plan update, following certification by the Coastal Commission, will supersede the City’s 1983 certified Land Use Plan.

1. Area Covered by the Coastal General Plan

The Coastal General Plan establishes policies for all land within the Fort Bragg Coastal Zone. Approximately one-third of the City of Fort Bragg is located within the Coastal Zone, including all of the lands west of Highway One and most of the lands on the east side of the highway, south of Walnut Street as described in Coastal Act Section 30150 and generally depicted on General Plan Map LU-1. The City administers a separate General Plan and Land Use and Development Code that governs development outside of the Coastal Zone.

2. Organization and Content

The policies contained within the Coastal General Plan constitute the Land Use Plan portion of the City’s Local Coastal Program and govern the review and approval of coastal development permits include the following:

2.a: Policies that are part of the Certified Local Coastal Program

- **Land Use Element:**

Policy LU-1.1	Policy LU-6.1	Policy LU-9.6
Policy LU-1.2	Policy LU-6.2	Policy LU-9.7
Policy LU-3.1	Policy LU-6.3	Policy LU-9.8
Policy LU-3.2	Policy LU-6.4	Policy LU-9.9
Policy LU-3.3	Policy LU-7.1	Policy LU-9.10
Policy LU-3.4	Policy LU-7.2	Policy LU-9.11
Policy LU-3.5	Policy LU-7.3	Policy LU-9.12
Policy LU-4.1	Policy LU-7.4	Policy LU-9.13
Policy LU-4.2	Policy LU-7.5	Policy LU-9.14
Policy LU-4.3	Policy LU-8.1	Policy LU-9.15
Policy LU-4.4	Policy LU-8.2	Policy LU-9.16
Policy LU-5.1	Policy LU-8.3	Policy LU-9.17
Policy LU-5.2	Policy LU-8.4	Policy LU-10.1
Policy LU-5.3	Policy LU-9.1	Policy LU-10.2
Policy LU-5.4	Policy LU-9.2	Policy LU-10.3
Policy LU-5.5	Policy LU-9.3	Policy LU-10.4
Policy LU-5.6	Policy LU-9.4	Policy LU-10.5
Policy LU-5.7	Policy LU-9.5	Policy LU-10.6
Policy LU-5.8		Policy LU-10.7

- **Public Facilities Element:**

Policy PF-1.1	Policy PF-1.4	Policy PF-2.4
Policy PF-1.2	Policy PF-2.2	Policy PF-2.5
Policy PF-1.3	Policy PF-2.3	Policy PF-2.6

- **Conservation, Open Space, & Parks Element:**

Policy OS-1.1	Policy OS-9.1	Policy OS-15.3
Policy OS-1.2	Policy OS-9.2	Policy OS-16.1
Policy OS-1.3	Policy OS-9.3	Policy OS-16.2
Policy OS-1.4	Policy OS-9.4	Policy OS-16.3
Policy OS-1.5	Policy OS-9.5	Policy OS-16.4
Policy OS-1.6	Policy OS-10.1	Policy OS-16.6
Policy OS-1.7	Policy OS-10.2	Policy OS-16.7
Policy OS-1.8	Policy OS-10.3	Policy OS-16.8
Policy OS-1.9	Policy OS-10.4	Policy OS-16.9
Policy OS-1.10	Policy OS-10.5	Policy OS-16.10
Policy OS-1.11	Policy OS-10.6	Policy OS-16.11
Policy OS-1.12	Policy OS-11.1	Policy OS-16.12
Policy OS-1.13	Policy OS-11.2	Policy OS-16.13
Policy OS-1.14	Policy OS-11.3	Policy OS-16.14
Policy OS-1.15	Policy OS-11.4	Policy OS-16.15
Policy OS-1.16	Policy OS-11.5	Policy OS-16.16
Policy OS-2.1	Policy OS-11.6	Policy OS-16.17
Policy OS-2.2	Policy OS-11.7	Policy OS-16.18
Policy OS-3.1	Policy OS-11.8	Policy OS-16.19
Policy OS-4.1	Policy OS-11.9	Policy OS-16.20
Policy OS-4.2	Policy OS-11.10	Policy OS-16.21
Policy OS-4.3	Policy OS-12.1	Policy OS-16.22
Policy OS-4.4	Policy OS-12.2	Policy OS-17.1
Policy OS-4.5	Policy OS-13.1	Policy OS-17.2
Policy OS-5.1	Policy OS-14.1	Policy OS-17.3
Policy OS-5.2	Policy OS-14.2	Policy OS-17.6
Policy OS-5.3	Policy OS-14.3	Policy OS-18.1
Policy OS-5.4	Policy OS-14.4	Policy OS-19.1
Policy OS-6.1	Policy OS-14.5	Policy OS-19.2
Policy OS-6.2	Policy OS-15.1	Policy OS-19.3
Policy OS-6.3	Policy OS-15.2	

- **Circulation Element:**

Policy C-1.1	Policy C-2.10	Policy C-9.2
Policy C-1.2	Policy C-2.12	Policy C-9.3
Policy C-1.3	Policy C-3.1	Policy C-9.5
Policy C-1.4	Policy C-3.2	Policy C-9.6
Policy C-1.5	Policy C-4.1	Policy C-10.1
Policy C-2.1	Policy C-5.1	Policy C-10.2
Policy C-2.2	Policy C-6.1	Policy C-10.3
Policy C-2.3	Policy C-6.2	Policy C-10.4
Policy C-2.4	Policy C-7.1	Policy C-10.5
Policy C-2.5	Policy C-8.1	Policy C-11.2
Policy C-2.6	Policy C-8.2	Policy C-12.1
Policy C-2.7	Policy C-8.3	Policy C-13.1
Policy C-2.8	Policy C-9.1	Policy C-14.1
Policy C-2.9		

- **Community Design Element:**

Policy CD-1.1	Policy CD-1.12	Policy CD-3.2
Policy CD-1.2	Policy CD-1.13	Policy CD-3.4
Policy CD-1.3	Policy CD-1.14	Policy CD-3.5
Policy CD-1.4	Policy CD-2.1	Policy CD-4.1
Policy CD-1.5	Policy CD-2.2	Policy CD-5.1
Policy CD-1.6	Policy CD-2.3	Policy CD-6.1
Policy CD-1.7	Policy CD-2.4	Policy CD-6.2
Policy CD-1.8	Policy CD-2.5	Policy CD-7.1
Policy CD-1.9	Policy CD-2.7	Policy CD-7.2
Policy CD-1.10	Policy CD-2.8	Policy CD-8.2
Policy CD-1.11	Policy CD-3.1	

- **Safety Element:**

Policy SF-1.1	Policy SF-1.10	Policy SF-3.2
Policy SF-1.2	Policy SF-2.1	Policy SF-3.3
Policy SF-1.3	Policy SF-2.2	Policy SF-3.4
Policy SF-1.4	Policy SF-2.3	Policy SF-3.5
Policy SF-1.5	Policy SF-2.4	Policy SF-5.1
Policy SF-1.6	Policy SF-2.5	Policy SF-5.2
Policy SF-1.7	Policy SF-2.6	Policy SF-5.5
Policy SF-1.8	Policy SF-2.7	Policy SF-8.1
Policy SF-1.9	Policy SF-3.1	Policy SF-8.2


- **Noise Element**

n/a

Housing Element

<p>Policy H-1.2 Policy H-1.3 Policy H-2.1 Policy H-2.2 Policy H-2.4</p>	<p>Policy H-2.5 Policy H-2.6 Policy H-2.7 Policy H-3.2</p>	<p>Policy H-3.4 Policy H-3.5 Policy H-3.6 Policy H-3.8</p>
--	---	---

2.b: Policies not part of the Certified Local Coastal Program

The policies demarcated with the Fort Bragg City seal:  are not part of the certified LCP and do not govern the review and approval of coastal development permits. These policies are not part of the standard of review for coastal development permit purposes, as they are not relevant to indicate the “kinds, location, and intensity of land uses” as required of Coastal Land Use Plans (PRC Section 30108.5). However, the policies demarcated with the City seal are retained in the Coastal General Plan document as the City will apply these policies within the Coastal Zone under its own separate authority.

The following policies and associated programs demarcated with the City seal are not considered part of the City’s certified Local Coastal Program for purposes of the review and approval of coastal development permits:

2. Land Use Element:

- **Map LU-3 Sphere of Influence**
- **Policies LU-2.1 through LU-2.5**

3. Public Facilities Element:

- **Policy PF-1.5**
- **Policy PF-2.1**
- **Policy PF-2.7**
- **Policy PF-2.8**
- **Policy PF-2.9**

4. Conservation, Open Space, Energy, & Parks Element:

- **Policy OS-7.1**
- **Policy OS-7.2**
- **Policy OS-8.1**
- **Policy OS-17.4**
- **Policy OS-17.5**
- **Policy OS-17.7**
- **Policy OS-18.2**
- **Policy OS-18.3**

5. Circulation Element:

- **Policy C-2.11**
- **Policy C-9.4**
- **Policy C-9.7**
- **Policy C-12.1**
- **Policy C-12.1**
- **Policy C-12.3**
- **Policy C-13.1**
- **Policy C-15.1**

6. Community Design Element:

- **Policy CD-2.6**
- **Policy CD-3.3**
- **Policy CD-7.3**
- **Policy CD-8.1**

7. Safety Element:

- Policy SF-4.2
- Policy SF-5.3
- Policy SF-5.4
- Policy SF-6.1
- Policy SF-6.2
- Policy SF-7.1
- Policy SF-7.2
- Policy SF-9.1
- Policy SF-9.2

8. Noise Element

- Policies N-1.1 through N-1.6

9. Housing Element

- Policy H-1.1
- Policy H-2.3
- Policy H-2.8
- Policy H-3.1
- Policy H-3.3
- Policy H-3.7
- Policy H-3.9
- Policy H-3.10
- Policy H-3.11
- Policy H-4.1
- Policy H-4.2
- Policy H-5.1
- Policy H-5.2

D. Mission and Vision

The mission of the Coastal General Plan is to preserve and enhance the small town character and natural beauty that make the City a place where people want to live and visit, and to improve the economic diversity of the City to ensure that it has a strong and resilient economy which supports its residents. The following concepts articulate a vision of Fort Bragg that embraces its past and prepares for the future. Fort Bragg is:

- A friendly city with a small town character and a strong sense of community.
- A city which seeks to preserve its natural beauty and provide access to the scenic and recreational resources of its natural setting.
- A city that values its roots in the fishing and timber industries and seeks to maintain a connection to its past, while preparing for the future.
- A city with strong connections to its heritage and a commitment to the preservation of historic resources.
- A city which strives to create an environment where business and commerce can grow and flourish.
- A city that embraces its role as the primary commercial and service center on the Mendocino coast.
- A city which promotes itself as a tourist destination and which provides the necessary infrastructure and services to support a growing population of transient visitors.
- A city that supports efforts to preserve and strengthen the vitality of commerce in its central business district.
- A city that fosters a business climate which sustains and nourishes the growth and expansion of local businesses and cottage industries.

- A tolerant city that welcomes and values the cultural diversity of its residents.
- A city that values its youth and considers their needs in the planning of public spaces and facilities.
- A safe city that emphasizes community-oriented policing and crime prevention.
- A city that strives to provide housing opportunities for all income groups.
- A city that provides an adequate road system and public infrastructure to serve its residents, businesses, and future growth.

E. The General Plan and Coastal General Plan Process

The City initially decided to update its General Plan in 1994. An extensive public participation process took place to ensure that the revised Plan reflects the concerns and views of the community.

Key milestones of the public participation process include the following:

- The Citizen Advisory Committee (CAC) was established in 1994 and conducted public workshops on the General Plan Vision Statement and various elements.
- The CAC and the Planning Commission conducted public workshops on the goals and policies in 1995.
- Joint Planning Commission/City Council public workshops were held in 1996 to review an Administrative Draft General Plan. After these workshops, work on the General Plan was interrupted for more than two years.
- In 1999, an insert describing the General Plan and Coastal Element update process was placed in the local newspaper, the *Fort Bragg Advocate-News*. The City Council and Planning Commission conducted a joint workshop to review the 1996 Administrative Draft and provide direction to staff and the consultants regarding additional work necessary to complete the General Plan.
- In 2000, a Background Report was prepared on land use, environmental resources, transportation, and on the Local Coastal Program. The Background Report presented information about the City, the issues and constraints related to the General Plan, and alternative policy options.
- Joint Planning Commission/City Council public workshops were held during 2000 and 2001 on General Plan issues and alternatives.
- A revised Administrative Draft General Plan with a more comprehensive Coastal Element was prepared in October 2001.
- Public workshops were held by the Planning Commission and the City Council during late 2001.

- Public hearings were held by the Planning Commission and the City Council in August through December 2002 to review the Draft General Plan and the Environmental Impact Report.
- The General Plan was adopted by the City Council in December 2002.

The result of this multi-year process is a General Plan which reflects the concerns and values of Fort Bragg residents and businesses. It is a Plan that seeks a balance among the environmental, social, and economic needs of the community.

The General Plan was transformed into the Land Use Plan portion of the Local Coastal Program through the following process:

- The General Plan was submitted to the California Coastal Commission by the City of Fort Bragg in January of 2006 as part of the LCP amendment to update the City's certified Local Coastal Program.
- City Staff and Coastal Commission staff held a series of meetings and conference calls to resolve as many of the issues as possible that Coastal Staff had identified regarding conformity of the Land Use Plan as submitted with the Coastal Act prior to publication of the Coastal staff recommendation to the Coastal Commission on the Land Use Plan amendment.
- The Coastal Commission acted on the LCP amendment at its January 11, 2008 public hearing. The Commission denied the LCP amendment as submitted by the City, but certified the LCP amendment with numerous suggested modifications in accordance with the staff recommendation. The Commission directed the staff to work with the City to attempt to resolve outstanding issues by considering minor language changes that substantially conform to the Commission's action to certify the LCP Amendment with suggested modifications.
- The City subsequently held three public workshops to obtain further input and review the amendments.
- Furthermore a separate public hearing was held by the Planning Commission, with the Planning Commission making a "written recommendation" to the Council for acceptance and adoption of the Coastal Commission suggested modifications to the LUP amendment with minor changes that substantially conform to the Coastal Commission's previous action in January.
- The City Council held a public hearing for acceptance and adoption of the suggested modifications to the LCP Land Use Plan (Coastal General Plan) by resolution and the LCP Implementation Program (Coastal Land Use & Development Code) by ordinance.
- The Executive Director of the Coastal Commission reviewed the resolutions and ordinances adopted by the City and determined that the LCP changes adopted by the City substantially conform to the Commission's action to certify the LCP amendment with suggested modifications and that the resolutions and ordinances are legally adequate to implement the LCP amendment as modified.

- The Coastal Commission concurred with the Executive Director's determination at the Commission's July, 2008 meeting.

The new LCP became effective upon submittal of Notice of Determination by the Coastal Commission to the Secretary of Resources after the meeting.

F. Goals, Policies and Programs

The City's mission and vision form the foundation for the goals, policies, and programs included in each element of the General Plan. Goals, policies, and programs are the essence of the Coastal General Plan and are defined below:

- **Goal:** A general, overall, ultimate purpose, aim or end toward which the City will direct effort. Goals are a general expression of community values and, therefore, are abstract in nature. Consequently, a goal is not quantifiable, time-dependent, or suggestive of specific actions for its achievement. Examples of goals include: "Maintain the small-town atmosphere" or "Diversify the economic base of the City."
- **Policy:** A specific mandatory statement binding the City's action and establishing the standard of review to determine whether land use and development decisions, zoning changes or other City actions are consistent with the Coastal General Plan. An example of a policy is: "New development shall minimize energy consumption."
- **Program:** An action, activity, or strategy carried out in response to adopted policy to achieve a specific goal. An example of a program to implement the above policy is: "Complete the bicycle and pedestrian trail system as indicated in Map 4: Bicycle and Pedestrian Trails."

G. Administering the Coastal General Plan

All land use and development decisions in the Coastal Zone must be consistent with the Local Coastal Program (LCP). In authorizing Coastal Development Permits after LCP certification, the City must make the finding that the development conforms to the certified LCP as well as all other findings required by Section 18.71.040 of the Coastal Development Permit ordinance of the Coastal Land Use and Development Code.

The following general policies shall provide the framework for the Coastal Land Use Element:

Policy 1-1: The policies of the Coastal Act (Coastal Act Sections 30210 through 30264) shall guide the interpretation of the Land Use Plan.

Policy 1-2: Where policies within the Coastal General Plan overlap or conflict, the policy which is the most protective of coastal resources shall take precedence.

Policy 1-3: Prior to the issuance of any development permit required by this Plan, the City shall make the finding that the development meets the standards set forth in all applicable Coastal General Plan policies.

Policy 1-4: The textual discussion is intended as elaboration of and justification for the Plan policies and map designations. Therefore, the text shall be considered as the findings justifying the specified policies and Land Use Maps.

In addition, certain types of development, as well as development within certain geographic areas that are acted on by the City after certification of the LCP, are appealable to the Coastal Commission (PRC Section 30603). These include:

- (1) Developments approved by the local government between the sea and the first public road paralleling the sea or within 300 feet of the inland extent of any beach or of the mean high tideline of the sea where there is no beach, whichever is the greater distance.
- (2) Developments approved by the local government not included in paragraph (1) that are located on tidelands, submerged lands, and public trust lands, within 100 feet of any wetland, estuary, or stream, or within 300 feet of the top of the seaward face of any coastal bluff.
- (3) Developments approved by the local government not included with paragraphs (1) or (2) that are located in a sensitive coastal resource area.
- (4) Any development which constitutes a major public works project or a major energy facility (whether approved or denied by the local government).

The grounds for an appeal of an approval of a permit are limited to an allegation that the development does not conform to the standards set forth in the certified Local Coastal Program or the public access policies of the Coastal Act. In addition, the grounds for appealing of a denial of a permit for a major public works project or major energy facility, referenced in number (5) above, are limited to an allegation that the development conforms to the standards set forth in the certified Local Coastal Program and the public access policies of the Coastal Act.

The Coastal Commission retains coastal development permitting jurisdiction on submerged lands, tidelands, and public trust lands (PRC Section 30519).

H. Amending the Coastal General Plan

Any amendments to the certified LCP will require review and approval by the Coastal Commission prior to becoming effective.