



**AGENDA SUMMARY
EUREKA CITY COUNCIL**

TITLE: Land Use Plan (Eureka 2040 General Plan Update)

DEPARTMENT: Development Services

PREPARED BY: Rob Holmlund

PRESENTED FOR: Action Information only Discussion

RECOMMENDATION

Receive report and provide direction to staff.

FISCAL IMPACT

No Fiscal Impact Included in Budget Additional Appropriation

DISCUSSION

As a reminder, note that formatting will be addressed at a later date. This meeting should concentrate solely on content. Once Council feedback has been implemented, staff can share the formatted versions during subsequent meetings.

The City will be holding a Public Meeting in April regarding the proposed changes associated with this Special Study Session (3/7/17). Property owners affected by the proposed changes will be invited to attend. Staff had considered holding the Public Meeting prior to this Special Study Session. However, staff determined that it was important to get City Council's direction regarding this topic prior to engaging with the public. It would be inappropriate to present's staff's proposed changes without first getting initial buy-in from the Council.

The City is in the final stages of our 2040 General Plan Update. The City's General Plan is mandated by state law to be a 20-year planning document that guides the City's physical growth. Per State law, the General Plan contains goals, policies, and implementation programs that seek to achieve the community's shared vision. State law also requires that all development projects, subdivisions, zoning regulations, capital improvements, City regulations, and actions are consistent with the General Plan.

The City of Eureka adopted its first General Plan in 1965, with major updates in 1977 and 1997. While the 2040 General Plan represents the first comprehensive update since 1997, the City's development regulations have changed very little since 1965. In other words, the General Plans of 1977 and 1997 made relatively minor changes to the 1965 General Plan. Accordingly, (per my professional assessment) Eureka's current

development standards are archaic, do not serve the community very well, and are in desperate need of substantial revisions. While it has been an overwhelming challenge to rewrite standards that reach back to 1965, the document that is being presented to you (the 2040 General Plan) responds to these needs for change.

Draft content for several sections of the 2040 General Plan have been completed and are ready for review by the City Council and the Planning Commission. The Planning Commission must “recommend approval” of the General Plan to the City Council and the City Council must “adopt” the General Plan. Though the document could reach several hundred pages, Council’s adoption of the document must occur all at once during a single meeting. It is unrealistic to think that the Planning Commission or the City Council could review and process such a large and complex document during a single meeting. Therefore, it is staff’s intention to bring to City Council and the Planning Commission batches of draft sections each month throughout the year of 2017 for preliminary review. During each monthly meeting, staff will solicit feedback about each batch of sections and will revise the sections as appropriate. Accordingly, when the final document is ready for Council adoption, the Planning Commission and the City Council will each have reviewed all of the document’s content incrementally throughout the year. Per this plan, the document should be ready for Council adoption by December of 2017 or very early in 2018.

This is the fourth of many Special Study Sessions for the General Plan Update that will occur in 2017. At the last meeting on February 21st, staff presented the City’s fiscal analysis and the topic of annexation.

For this meeting (3/7/17), staff will present the land use plan for the proposed 2040 GPU (see Attachment A). Attachments B through H provide supplemental information. Attachment I provides a copy of the current General Plan Land Use Designations.

One of the primary themes of the proposed land use plan is that much of Eureka’s future growth can be achieved through building intensively within the urban framework that already exists and by promoting development styles and patterns akin to the development that occurred in Eureka between the 1870s and the 1940s. Starting in the 1950s and 1960s, the City shifted its development standards towards small buildings with large parking lots. In many ways, the City greatly reduced, and in many areas eliminated, the ability of property owners to construct multi-story buildings. Nearly all of the City’s best historic commercial and multifamily structures are not compliant with the City’s current General Plan; the proposed land use plan for the 2040 GPU reverses this trend and embraces the development standards of Eureka prior to the 1960s.

In almost all cases, the proposed changes to the Land Use Plan will grant property owners greater development potential, will increase development flexibility, and are very likely to increase property values. Despite these benefits, staff anticipates that some property owners may initially express concern with the proposed Land Use Plan as it is common for property owners to initially be suspicious of regulatory changes to their properties. Staff will meet with anyone that is concern with or opposed to the proposed changes. Based on past experience, staff anticipates that most concerns will be alleviated by these in person meetings.

It is important to note that the General Plan lays the foundation for the Zoning Code, which is a document that is in even greater need for revision than the General Plan. The City's Zoning Code has barely evolved since 1966, yet it is the document that establishes all of the specific development standards that guide development in the City. So while it is important to update the General Plan, the General Plan merely sets the policy direction and priorities on which the Zoning Code is established. Accordingly, Council will have the opportunity go into far greater detail regarding development standards when staff brings early drafts of the Zoning Code Update in the Summer or Fall of 2017.

Staff has produced the following "Mapbooks" to accompany the proposed Land Use Plan:

- Mapbook 1: Landmarks
- Mapbook 2: 2017 "Community Places"
- Mapbook 3: 1997 General Plan Land Use Designations
- Mapbook 4: Proposed 2017 General Plan Update Land Use Designations
- Mapbook 5: Differences between 1997 and 2017 Land Use Designations
- Mapbook 6: Population Density by Census Tract (2010 Census data)
- Mapbook 7: Job Density

Each of the first six mapbooks are based on the same layout and scale. The first mapbook shows general landmarks on each page. Mapbooks 2 and 4 show the areas described in the Proposed Land Use Plan. Mapbook 5 is very important as it shows the differences between the current General Plan Land Use Designations and the proposed Land Use Designations. The other mapbooks are provided for helpful reference.

For this meeting (3/7/17), staff will present the following:

- The concept of "Community Places."
- The concept of "Neighborhood Markets."
- The concept of "Job Density."
- 2040 GPU Proposed Land Use Plan.
- 2040 GPU Proposed Land Use Designations Descriptions.
- 2040 GPU Proposed Land Use Designations Map.
- 2040 GPU Proposed Densities and Intensities.
- Boundaries that almost entirely follow the Coastal Zone to allow for a clear designation of which Land Use Designations can be influenced by the Coastal Act and which zones are not influenced by the Coastal Act.
- An emphasis on and expansion of "Downtown."
- The creation of a unique Land Use Designation for Old Town and a move away from strict Coastal Act requirements that have been applied to Old Town for the past 40 years, which force the businesses in Old Town to be "visitor serving" and that prioritize "Coastal Dependent and Coastal-related" businesses in Old Town over any other type of business.
- The creation of a unique Land Use Designation for "Bayfront Commercial" and a move away from prioritizing "Coastal Dependent and Coastal-related" uses on the City's commercial waterfront over other types of business.

- A rebranding of the “Balloon Track” to the “Marina District” that envisions a high-quality mixed use district that embraces its proximity to and relationship with the Marina.
- A recognition of the “Library District,” “Bridge District,” and other unique Community Places.
- A slight increase of allowable residential density in “Medium Density Residential” (MDR) and “High Density Residential” (HDR) Land Use Designations.
- An increase in “Floor Area Ratios” (which will allow for larger buildings) for the following Land Use Designations:
 - Downtown (formerly Central Business District)
 - Old Town (formerly Waterfront Commercial)
 - Bayfront Commercial (formerly Waterfront Commercial)
 - Neighborhood Commercial
 - General Commercial
 - Light Industrial
 - General Industrial
 - Coastal Dependent Industrial
 - Public
- The elimination of several Land Use Designations
 - Highway Service Commercial (merged into General Commercial)
 - Automotive Service Commercial (merged into General Commercial)
 - General Service Commercial (merged into General Commercial)
 - Parks and Recreation (merged into Public)
 - Waterfront Commercial (becomes Old Town and Bayfront Commercial)

Following the presentation, staff will be seeking direction from Council, especially regarding the following:

- 2040 GPU Proposed Land Use Designations Descriptions
- 2040 GPU Proposed Land Use Designations Map
- 2040 GPU Proposed Densities and Intensities

In the coming months, staff will bring the following additional draft sections (typically in batches of three to five sections at a time) to City Council and the Planning Commission during Special Study Sessions:

- Design Guidelines
- Policy chapters
 - Historic and Cultural Preservation
 - Open Space and Natural Resources
 - Agriculture and Timberlands
 - Air Quality and Climate Change
 - Sea Level Rise
 - Parks and Recreation
 - Health and Safety
 - Noise

REVIEWED AND APPROVED BY: City Attorney
City Clerk/Information Services
Development Services

ATTACHMENTS:

- A. Draft Land Use Chapter of 2040 GPU
- B. Mapbook 1: Landmarks
- C. Mapbook 2: 2017 "Community Places"
- D. Mapbook 3: 1997 General Plan Land Use Designations
- E. Mapbook 4: Proposed 2017 General Plan Update Land Use Designations
- F. Mapbook 5: Differences between 1997 and 2017 Land Use Designations
- G. Mapbook 6: Population Density by Census Tract (2010 Census data)
- H. Mapbook 7: Job Density
- I. 1997 Land Use Designations