

CALIFORNIA COASTAL COMMISSION

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November 18, 1999

TO: Commissioners and Interested Persons

FROM: Tami Grove, Deputy Director
 Elizabeth Fuchs, AICP, Manager, Land Use Unit
 Bill Van Beckum, LCP Assistance *BVB*

W 12

SUBJECT: **Recommended FY 1999-00 Local Coastal Program (LCP) Assistance Grants for County of Mendocino and City of Fort Bragg** (for Commission review and action at its meeting of December 8, 1999 in San Rafael).

The FY 1999-00 Coastal Commission budget contains \$500,000 to disburse for LCP Assistance Grants to local governments. At the Commission's November 3, 1999 meeting the Commission authorized \$370,338 in eight LCP grant awards to seven jurisdictions, as shown in the chart below.

Jurisdiction	Project Description	Grant Request	Award
CITY OF SANTA CRUZ	<i>Riparian Mgmt. Plan</i>	\$ 62,000	\$ 62,000
S.LUIS OBISPO CO. (A)	<i>Periodic Review</i>	80,000	80,000
S.LUIS OBISPO CO. (B)	<i>N. Coast Update</i>	80,000	80,000
STA. BARBARA CO. (C)	<i>Ellwood Bch. Update</i>	23,972	23,972
CITY OF S. DIEGO (A)	<i>La Jolla LUP Update</i>	23,270	23,270
CITY OF PISMO BEACH	<i>Bluff Hazards/Safety Update</i>	75,000	29,160
CITY OF CARPINTERIA	<i>Creeks Preservation Prog.</i>	61,630	45,936
CITY OF IMPERIAL BEACH	<i>Shoreline Protection Ord.</i>	44,500	26,000
Total		\$ 450,372	\$ 370,338

STAFF RECOMMENDATION

Staff recommends that the Commission approve two additional grants from the \$129,662 in unallocated funds remaining in the FY 1999-00 budget for LCP Assistance Grants. The recommended awards, to the County of Mendocino and the City of Fort Bragg, total \$129,010. Summaries of each of these two grant requests, the recommended awards - **\$81,860 grant for Mendocino County and \$47,150 grant for Fort Bragg**, and the proposed conditions of each award are contained in pages 5 - 9 of this report. The complete work programs proposed by Mendocino County and the City of Fort Bragg are attached as Exhibits 1 and 3.

MOTION

"I move that the Commission approve the grant requests as modified and conditioned by the staff report."

Staff recommends a **YES** vote.

PRIORITIES

At the June 1999 meeting, the Commission authorized that LCP planning activities within four categories would be eligible to apply for grant funds, and adopted criteria for review of grant applications. The categories eligible for funding are:

- **LCP Preparation.** Land Use Plan and/or Implementation Plan work to achieve certification of Local Coastal Programs resulting in transfer of coastal development permit authority to the local government.
- **LCP Preparation of Areas of Deferred Certification.** Planning and/or implementation work to resolve outstanding problems and complete Local Coastal Program certification of Areas of Deferred Certification (ADCs)
- **LCP Comprehensive Updates.** Local government-initiated Local Coastal Program comprehensive updates that involve establishing or revising policies and implementation that address changed conditions or new information related to key and emerging coastal issues.
- **LCP planning in conjunction with Coastal Commission LCP Periodic Reviews.** Local Coastal Program work to enable local government to participate in, and respond to, a Commission-initiated periodic review.

CRITERIA

In addition to prioritizing the applications, the grant work programs were evaluated based on each of the following summarized criterion:

1. The level of pre-certification permit workload or post-certification appeals generated by the jurisdiction is substantial.
2. The willingness of local government to assume local coastal development permit processing responsibility. Alternatively, in the case of certified LCPs, the willingness of local government to substantially update one or more LCP components, with special consideration given to policy components addressing: nonpoint pollution control; public access; wetland and environmentally sensitive habitat; urban-rural boundaries; coastal hazards and protection of agricultural land.
3. The opportunity to coordinate with other planning work being undertaken by the jurisdiction or the Commission, thus providing more efficient utilization of Commission staff resources, and providing the opportunity to address issues involving more than one jurisdiction.
4. An expressed willingness of local government to contribute or to obtain other matching funds at a suggested 1 to 1 ratio necessary to complete the work.
5. A history of successful performance under previous LCP grants.
6. The local jurisdiction exhibits significant conflicts, challenges or changed conditions in coastal resources and/or public access.

In addition, special consideration was given to applications that provided an opportunity to complete planning work in areas where the Commission has previously adopted priorities for completing or reviewing LCPs. After review based on the criteria, other factors entered into the staff recommendation. The staff reviewed the applications for adequacy, clarity, and completeness of the work programs, and staff assessed whether the work programs provided adequate guidelines to achieve intended results and to enable the Commission to monitor compliance of the grant.

SUMMARY OF RECOMMENDATION

The Coastal Commission's 1999/2000 budget contains \$500,000 to disburse for LCP

Assistance Grants to local governments. Eleven cities and counties applied for assistance in fifteen funding requests totaling \$954,742.

At the Commission's November 3, 1999 meeting the Commission authorized \$370,338 in eight LCP grant awards to seven jurisdictions, as shown in the chart on the first page of this staff report. Staff recommends that the Commission approve two additional grants from the \$129,662 in unallocated funds remaining in the FY 1999-00 budget for LCP Assistance Grants. The recommended awards, to the County of Mendocino and the City of Fort Bragg, total \$129,010. The full recommendations for each of these two grant requests, including the recommended awards (\$81,860 for Mendocino and \$47,150 for Fort Bragg) and the proposed conditions of each award, are contained in pages 5 - 9 of this report.

The **Mendocino County** application, in summary, proposes a comprehensive LCP update that includes evaluation of the effectiveness of the LCP and preparation of updated policies and ordinances. Due to limited LCP grant funds the staff recommendation proposes awarding the County \$81,860 for key tasks proposed to be undertaken in the initial twelve months of the County's 18-month LCP update program. The recommended award will fund 56% of the budget for the work program's initial twelve months (or 46% of the County's original request for \$174,700 for the entire 18-month program). The County's proposed work program is attached as Exhibit 1 of the staff report. On November 10 the County submitted a letter to the Commission suggesting that two work program tasks (Tasks 3.1, Update Administrative Procedures, and Task 3.4, Amend LCP Policies and Regulations) might be eliminated from the first year's work program for a first-year budget reduction of \$12,100. See Exhibit 2. Staff considered the suggestion but is recommending that these two tasks remain and that, instead, funding for another task (Task 1.2, Update Highway 1 Study) be eliminated from the first year's work program, for a first-year budget reduction by \$46,800.

In the context of the County's overall work program, Tasks 3.1 and 3.4 should remain as first-year tasks as they are tasks that are integral to the first-year planning effort. These and other first-year tasks generally are not dependent on information that would be produced by the highway study. Nonetheless, the Highway 1 study is an important effort, and, if grant funds are available in the next budget year, this work could be reconsidered for possible funding.

The recommended \$81,860 award represents full funding of all other tasks proposed to be undertaken in the first year of the work program with the exception of tasks proposed

to amend LCP Pygmy Forest policies and to amend the County's Categorical Exclusion Order (see staff report page 7). Grant funds that are available for FY 1999-00 are directed in this award to the comprehensive update of the already certified LCP; i.e., we are recommending funds for tasks most directly related to the evaluation component of the work program. Should additional grant money become available in the Commission's FY 2000-01 budget, the Commission could consider possibly supplementing this grant to fund the Pygmy Forest policy amendments and the Highway 1 study as well as tasks that do not fall within the work program's initial twelve months.

The **City of Fort Bragg** application, in summary, originally requesting a grant for \$80,700, is recommended for full funding of a revised request for a \$47,150 grant, for consultant costs associated with the preparation of a comprehensive LCP update for the 400+ acre Georgia-Pacific Corporation lumber mill site. The revised grant request that was submitted on November 15 (Exhibit 3) includes most of the same tasks that made up the work program attached to the staff report for the Commission's November 3 meeting, but no longer includes tasks related to the EIR for the General Plan/LCP update or any City staff costs. The current work program proposes all City staff time as an in-kind match.

CONDITIONS OF GRANT AWARD

Staff is recommending that the grant awards to the City of Fort Bragg and Mendocino County be subject to conditions. Given emerging and evolving coastal issues, the local assistance grant program should be considered as a tool to implement key coastal policies. Furthermore, given the Commission's staffing limitations, the more direction and specificity relative to LCP preparation that can be provided at the onset, the less modification that may need to be done by the Commission upon submittal.

Several key issues have been recent topics of interest for the Coastal Commission as areas where policy and implementation needs to be proactively considered by local jurisdictions. Two such issue areas include updating LCP access components to address outstanding offers to dedicate public access and updating LCP policies to address polluted runoff. As explained below, staff is recommending that where a jurisdiction is proposing related LCP update work and has outstanding Offers to Dedicate (OTDs) public access, where possible, the grant award include conditions to update public access policies to address OTDs.

Public access easements to and along the coast and trail easements that have been secured by the Commission in the form of offers to dedicate are a topic of concern because: 1) the offers must be accepted by a public agency or other acceptable entity or they will expire and 2) the easements are not opened and available for public use. The Coastal Commission recently adopted a Public Access Action Plan. The initial work that has been done by staff on this Action Plan indicates that many existing LCPs either do not address existing OTDs or the implementing actions relative to public access are outdated and inadequate to implement this mechanism to provide access to and along the shoreline.

Both the County of Mendocino and the City of Fort Bragg are proposing LCP updates that involve public access issues and have outstanding OTDs. As specified in the

conditions recommended for these two awards, the County and City will be required to develop, in conjunction with the LCP update work funded by the grant, new or updated Access Component policies that outline a strategic plan for accepting, constructing and operating these access easements, in order to insure the easements are accepted and managed by an appropriate and willing entity. The access components will include a strategy to achieve acceptance of OTDs within two-three years following certification.

Polluted runoff is a topic of national, state, and regional concern. The Coastal Commission and the State Water Quality Control Board are presently working on a strategy and management plan for the State of California that will include management measures to prevent and control nonpoint source pollution. In order to insure that LCPs contain land use development mitigation measures that prevent and control polluted runoff these two grant awards have been conditioned to require, as part of the LCP update work being funded by the grant, new or updated policies to address polluted runoff. To assist Mendocino County and the City of Fort Bragg in addressing this condition, as much as possible staff will provide technical assistance to aid in LCP development including suggested policies and implementing ordinances.

Where a condition modifies a work program's budget, or where there are other inconsistencies between the grant amount requested and the grant award amount, the grant is conditioned for the submittal of a revised work program to reflect the actual grant funding level. Conditions placed on any grant award become part of the contract prepared for the grant. Acceptance of any conditions on a grant award is therefore official when the local government accepting the award signs the specific contracts. However, in the previous grant year, the Commission faced a situation where the local government declined to accept the grant conditions only two days before the deadline for execution of contracts. With a condition placed on all grant awards to require the local government to indicate within 30 days whether they accept the grant conditions, the Commission will be alerted to any possible contract problems in a timely manner.

***Comments on these recommendations may be mailed or faxed
(415 904-5400) to Bill Van Beckum at the Commission's San Francisco office.***

PROPOSED LOCAL COASTAL PROGRAM GRANT ALLOCATIONS

1. Mendocino County

Recommended \$81,860

Proposal:	Category:	LCP Comprehensive Update
Total Project Cost:	\$230,900	Amount Requested: \$174,700
Project Timeline:	18 months	

Conditions of Approval: 1) Offers to Dedicate Public Access, 2) Polluted Runoff, 3) - 4) Task and Budget Deletions, 5) Revised Work Program, 6) Acceptance of Conditions.

Condition 1. Offers to Dedicate Public Access. Task 3.4 shall include new or updated policies to identify a strategy for acceptance of the one hundred eight (108) outstanding offers to dedicate by either the County or other acceptable entity within three years from the date of certification of the County's LCP Amendment. The policies shall establish priorities and a timeline for acceptance, construction (where applicable) and operation of said easements.

Condition 2. Polluted Runoff. Within Task 3.4, new or updated policies and/or standards that implement applicable management measures to identify, prevent and control nonpoint source pollution shall be incorporated into the County's LCP.

Condition 3. Year 2000 Task and Budget Deletions. Revise work program and budget to delete year 2000 Tasks 1.2 (\$46,800), 3.2 (\$9,600), and 3.3 (\$7,800).

Condition 4. Year 2001 Task and Budget Deletions. Revise work program and budget to delete tasks scheduled later than the 12-month period January 2000 through December 2000. The tasks to be deleted pursuant to this condition include two tasks scheduled entirely after December 2000, i.e., Tasks 4.3 (\$24,700) and 4.4 (\$31,500), and the last six months (January 2001 through June 2001) of Tasks 3.1, 3.4, and 4.2. The budgets for Tasks 3.1, 3.4, and 4.2 shall be reduced by the following pro-rated amounts: reduce Task 3.1 by \$12,870, Task 3.4 by \$11,330 (including "environmental review" costs), and Task 4.2 by \$ 4,440.

Condition 5. Revised Work Program. Prior to execution of the contract, the County shall submit a revised work program and schedule, budget, and budget allocation summary to reflect the LCP grant funding for the specific tasks and products approved in this \$81,860 grant as conditioned.

Condition 6. Acceptance of Conditions. Within 30 days from Commission approval of the grant award, the County shall indicate in writing whether it accepts the conditions placed on the award.

Discussion:

Mendocino County assumed coastal permitting authority in October 1992 for all areas within the County's Coastal Zone except for the Town of Mendocino, and areas with pygmy soils and vegetation. The County assumed permitting authority in the Town of Mendocino in December 1996.

The County's request for a \$174,700 grant is to provide partial funding for an LCP comprehensive update that includes evaluation of the effectiveness of the LCP, and preparation of updated policies and ordinances. The proposed work program includes tasks to prepare a database of permit actions, conduct a Highway 1 Capacity Study, evaluate coastal priority uses, analyze various resource protection issues, update administrative procedures, prepare an LCP policies and regulations amendment, amend a categorical exclusion order, and amend pygmy vegetation policies for an area of deferred certification (ADC).

In December 1998 the Coastal Commission identified Mendocino County as one of five priority jurisdictions for LCP periodic review. Completion of a comprehensive update would reflect the Commission's priorities. However, due to limited funds, the staff recommendation proposes funding \$81,860 for full or partial funding of seven of ten tasks proposed to be undertaken in the initial twelve months of the County's planning effort. This will fund all Database Preparation and LCP Evaluation (Priority Uses and Resource Protection Issues), and Public Participation Program Design tasks (**Tasks 1.1, 2.1, 2.2, and 4.1**), the first three months of Administrative Procedures Update and LCP Policies and Regulations Amendment tasks (**Tasks 3.1 and 3.4**), and the first nine months of Public Scoping Meetings (**Task 4.2**).

Recommended fund reductions for tasks that continue beyond the program's first twelve months were calculated on a pro-rated basis, i.e., whatever percentage of a task's time schedule extended beyond December 2000 (as shown in the work program's schedule) was applied to the task's total budget and the resulting amount deducted from the task's budget. Such reductions were calculated not only for **Task 4.2**, but also for **Task 3.1** (Update Administrative Procedures) and **Task 3.4** (Prepare Administrative Draft Amendment of LCP Policies and Regulations). The work program indicates that **Task 3.4** "also includes preparation of environmental documentation which is necessary to perform the environmental review of the proposed amendments." In the Commission's grant program, grant funds are available only for certain work related to Coastal Act requirements, and not for requirements of other state mandates such as the California Environmental Quality Act (CEQA). In the case of this grant application, the recommended reduction of \$11,330 in pro-rated **Task 3.4** costs will include all costs associated with environmental document processing (estimated at only a few thousand dollars by the County Planning Director). Therefore staff is not recommending any further reductions in funding for **Task 3.4**.

First-year tasks for which no funding is recommended at this time are **Tasks 1.2** (Update Highway 1 Study), **3.2** (Amend Categorical Exclusion Order), and **3.3** (Amend Pygmy Forest Policies). The Highway 1 capacity study is an important effort. However, with limited funds available, staff is recommending that other planning tasks, which generally are not dependent on information that would be produced by the highway study, should be undertaken first. Hopefully, funding of the highway capacity study could be considered as part of a future grant program. **Task 3.2** relates to categorical exclusions that are not mandated as part of the LCP. Although the **Task 3.3** policy amendments could result in LCP certification of the Pygmy Forest Area of Deferred Certification (ADC), limited grant funds preclude funding of this task at this time. Grant funds that are available for FY 1999-00 are directed in this award to the comprehensive update of the already certified LCP; i.e., we are recommending funds for tasks most directly related to the evaluation component of the work program.

Because the County is preparing a comprehensive LCP update, such update should consider new information and emerging issues, including information on best management practices to control polluted runoff and information on public access needs. Therefore, the staff is recommending the grant award subject to conditions requiring update of LCP policies to outline a strategy for dealing with offers to dedicate public access as part of the LCP Access Component and policies that address polluted runoff.

****Staff recommends partial grant award to Mendocino County - \$81,860**

2. Fort Bragg

Recommended \$47,150

Proposal:	Category:	LCP Comprehensive Update
Total Project Cost:	\$168,200	Amount Requested: \$47,150
Project Timeline:	12 months	

Conditions of Approval: 1) Offers to Dedicate Public Access, 2) Polluted Runoff, 3) Revised Work Program, 4) Acceptance of Conditions.

Condition 1. Offers to Dedicate Public Access. Task 6 (Draft LCP Amendment) shall include new or updated policies to identify a strategy for acceptance of the two (2) outstanding offers to dedicate by either the City or other acceptable entity within two years from the date of certification of the City's LCP Amendment. The policies shall establish priorities and a timeline for acceptance, construction (where applicable) and operation of said easements.

Condition 2. Polluted Runoff. Within Task 6, new or updated policies and/or standards that implement applicable management measures to identify, prevent and control nonpoint source pollution shall be incorporated into the City's LCP.

Condition 3. Revised Work Program. Prior to execution of the contract, the City shall submit a revised work program and schedule, budget, and budget allocation summary to reflect the LCP grant funding for the specific tasks and products approved in this \$47,150 grant as conditioned.

Condition 6. Acceptance of Conditions. Within 30 days from Commission approval of the grant award, the City shall indicate in writing whether it accepts the conditions placed on the award.

Discussion:

The City of Fort Bragg assumed coastal permitting authority in August 1983. The City's request for a \$47,150 grant is to provide partial funding for an LCP update for an approximately 400-acre Georgia-Pacific Corporation property. The proposed work program includes tasks to fund public participation and planning efforts to provide guidance in the City's LCP for the eventual redevelopment of the Georgia-Pacific lumber mill site.

Specifically, the work program's tasks include the compilation of baseline planning information, preparation of a constraints and opportunities report, consultation with the property owners to discuss future potential land uses, preparation of alternative land use plans (including additional policies and implementation programs regarding public coastal access, protection of environmentally sensitive habitat areas, protection and enhancement of scenic coastal views, and hazards), public workshops and inter-agency coordination, public hearings and selection of a preferred plan alternative, preparation of the Draft LCP Amendment, and preparation of a Final Draft LCP Amendment for City

Council adoption. Completion of this comprehensive LCP update for the 400+ acre property would reflect the Commission's priorities for comprehensive planning programs.

Because the City is preparing a comprehensive LCP update, such update also should consider new information and emerging issues, including information on best management practices to control polluted runoff and information on public access needs. Therefore, the staff is recommending the grant award subject to Conditions 1 and 2 requiring update of LCP policies to outline a strategy for dealing with offers to dedicate public access as part of the LCP Access Component and policies that address polluted runoff. The City's grant application was originally for a \$80,700 grant, but was revised, on November 15, 1999, to no longer include tasks related to the EIR for the General Plan/LCP update or any City staff costs. (The City's total budget for the citywide LCP update is \$168,200.) The revised request is for a \$47,150 grant for consultant LCP costs only, related specifically to the Georgia-Pacific property. Condition 3 is attached to this recommendation to ensure that the grant contract reflects the revised grant request.

The \$47,150 grant award recommended by staff would fund all tasks now proposed.

****Staff recommends full grant award to Fort Bragg - \$47,150**

EXHIBITS

1. Mendocino County Grant Application
2. Mendocino County Correspondence
3. City of Fort Bragg Grant Application

EXHIBIT NO. 1
APPLICATION NO.
Mendocino County Grant Request
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COUNTY OF MENDOCINO LOCAL COASTAL PROGRAM COMPREHENSIVE UPDATE

INTRODUCTION

The Mendocino County Department of Planning & Building Services is requesting a grant of \$174,600 from the Coastal Commission's 1999/2000 Local Assistance Funding Grant program. We propose to use this grant to assist in the preparation of a comprehensive update of the Mendocino County Local Coastal Program (LCP). The comprehensive update will include an evaluation of LCP effectiveness and preparation of updated policies and ordinances, as well as completion of the implementation work necessary to certify LCP policies addressing protection of pygmy soils and vegetation (an Area of Deferred Certification).

CONSISTENCY WITH GRANT EVALUATION CRITERIA

The Coastal Element of Mendocino County's General Plan was certified by the Coastal Commission on November 20, 1985 and the implementing ordinances were adopted in July 1991. The County assumed coastal permitting authority in September 1992 for all areas within the Coastal Zone except for the Town of Mendocino, areas within the Coastal Commission's "area of original jurisdiction" and areas with pygmy soils and vegetation. The County assumed permitting jurisdiction in the Town of Mendocino in December 1996.

Since September 1992, the County has processed approximately 700 coastal permits, about 20 of which have been appealed to the Coastal Commission. The appeals have involved issues including environmentally sensitive habitat areas, highly scenic areas, blufftop setbacks, and coastal access.

Since certification of the LCP, approximately 30 general plan amendments have been submitted to the Coastal Commission. On September 9, 1998, the Commission indicated that it would not look favorably on future amendments in the absence of a comprehensive review of the LCP. Additionally, the Commission has identified Mendocino County as a priority area for a "periodic review" and regional cumulative assessment project (ReCap). The proposed comprehensive update of the LCP is intended to provide the mandatory review of the LCP required by its policies, to identify particular issues which merit detailed study, and to provide the necessary policy and ordinance amendments to ensure that Coastal Act policies are effectively implemented along Mendocino County's 120+ miles of coastline.

The proposed work program will dovetail with several other coastal planning efforts which are in progress in Mendocino County. The County has initiated the mandatory review of the LCP by preparing a draft "Development Report" which quantifies all development which has occurred in the coastal zone since certification of the LCP. We have also prepared a "Mendocino Town Plan Review" and a citizen's advisory committee is being formed to further evaluate and respond to

development issues in the Town of Mendocino. Of great significance is the County's commitment to beginning the process of updating the countywide general plan. In this fiscal year, the County has allocated funds to develop a detailed work program for the general plan update effort. This effort is expected to span several years. The proposed comprehensive update of the LCP will be particularly relevant to the update of the land use, circulation, open space and conservation, safety, and housing elements of the Mendocino County General Plan.

In addition, Mendocino County is in the process of implementing or seeking funding for the following coastal planning projects: Gualala Town Plan (funded by County), Gualala Traffic Improvement Financing Study (funded by County and Mendocino Council of Governments) Navarro River Estuary Study (funded by Coastal Conservancy), Town of Mendocino Design Guidelines Update (seeking funding from Resources Agency), Town of Mendocino Parking & Financing Study (funded by Mendocino Council of Governments and the County), Mendocino County Coastal Access Trails Program (funded by Coastal Conservancy and the County), Noyo Harbor Redevelopment Feasibility Study (funded by the County). Each of these studies address issues which will be further evaluated in the Comprehensive Update process and the County's substantial investment in these coastal planning studies comprises a greater than 1:1 match for this grant.

The Mendocino County Department of Planning & Building Services has a proven track record of performing on grant-funded planning projects. This is the first Local Assistance Grant we have requested, and in the absence of outside funding, it is unlikely that the necessary work to update our LCP will be undertaken. We have structured the grant to include a thorough, but expeditious review of coastal resource issues, culminating with the necessary policy and ordinance amendments. We expect to perform a substantial portion of the work in-house, but will also retain the services of consultants to ensure timely completion of the proposed work program, and adherence to the proposed schedule and budget.

WORK PROGRAM FOR LCP COMPREHENSIVE UPDATE

The work program for the LCP Comprehensive Update includes four phases, with tasks which will, in many instances, be conducted concurrently. We expect to complete the first three phases, which include data collection, LCP evaluation, and preparation of administrative draft LCP amendments, by the end of the 2000-2001 fiscal year. Phase 4, which includes the public participation and hearings for the project, includes work which will occur after the conclusion of this grant. A portion of the public participation and hearing phase is identified in the Work Program as occurring in Year 2, and the County expects to submit an application in the next funding cycle for this grant program to complete the processing of the final LCP policy and ordinance amendments.

PHASE 1: DATA COLLECTION

The objective of the Data Collection phase is to collect and assemble the information that is necessary to evaluate the effectiveness of Mendocino County's Local Coastal Program in managing the conservation and development of coastal resources.

Task 1.1 Prepare Database of Development Activity within the Coastal Zone. The County will create a database which is compatible with our Geographic Information System and the database structure developed by Coastal Commission staff for ReCap projects. The database will be used to (a) track coastal development permits, land divisions, certificates of compliance, and general plan amendment and rezoning requests in the coastal zone; (b) assist in the evaluation of development proposals and LCP amendment requests in the context of "build-out" on both a macro and a micro-scale; (c) maintain the "Market Area Buildout Summaries" which are necessary for determining whether or not additional subdivisions can be approved in accordance with the Coastal Act's mandate that no land divisions be permitted if less than one half of the existing parcels in an area are developed; (d) assist in the evaluation of cumulative impacts associated with groups of general plan amendments; and (e) generate baseline data for the periodic review and update of the County's Local Coastal Program.

The creation of this database will accomplish the following:

- Document the amount, location and type of development that has been approved in the coastal zone since adoption of the LUP.
- Document the number, location and size of new parcels formed by land divisions and parcels recognized through the Certificate of Compliance process.
- Document the type and location of general plan amendment and rezoning requests that have been approved.
- "Red flag" specific coastal resource issues that have been raised in the coastal permitting process (e.g., environmentally sensitive habitat areas, visual resources, agricultural protection, geotechnical hazards, public access).

Estimated Cost: \$31,000

Task 1.2: Highway 1 Capacity Study. Prepare an updated traffic study which identifies Highway 1 capacity constraints associated with existing conditions and cumulative build-out scenarios. This study will update the "State Route 1 Corridor Study" which was prepared in 1994 and incorporate more specific information regarding existing and potential future development, and the Highway 1 widening and Noyo River Bridge replacement projects in the City of Fort Bragg. The primary focus of the study will be on the segment of Highway 1 between the Navarro River and Cleone. This corridor presently experiences the highest volumes of traffic in the coastal zone. The traffic study will evaluate any incremental increase in traffic which has occurred and adjust the assumptions, projections and recommendations of the 1994 study to reflect

current conditions. The traffic model which was constructed to address future conditions under various coastal zone build-out scenarios will be re-run and calibrated.

The updated traffic study is necessary to ensure that adequate capacity is available on Highway 1 to serve potential future development in accordance with the prescribed LCP land use designations and densities. Additionally, sufficient Highway 1 capacity must be reserved to accommodate "priority uses" as identified by the Coastal Act.

Estimated Cost: \$46,800

PHASE 2: LOCAL COASTAL PROGRAM EVALUATION

Task 2.1: Evaluate Priority Uses in the Coastal Zone. An inventory of existing visitor serving facilities and coastal-dependent uses will be prepared and the potential for future additional development of such facilities will be quantified. Based on information obtained from both state and local sources, we will assess potential future demands for visitor-serving facilities and determine whether sufficient sites, services and infrastructure capacity exist to accommodate such demands.

Estimated Cost: \$9,600

Task 2.2: Analyze and Report on Resource Protection Issues related to Development Activity in the Coastal Zone. Using the database prepared in Phase 1, the County will prepare a quantitative and qualitative analysis of the effectiveness of County's LCP in achieving the underlying policy goals. The review will address the following coastal resource issues:

- (a) Habitats and Natural Resources
- (b) Agriculture
- (c) Forestry and Soil Resources
- (d) Hazards Management
- (e) Visual Resources, Special Communities and Archaeological Resources
- (f) Shoreline Access and Trail/Bikeway System
- (g) Recreation and Visitor-Serving Facilities
- (h) Transportation, Utilities and Public Services
- (i) Locating and Planning New Development
- (j) Harbors and Commercial Sport Fishing
- (k) Industrial Development and Energy Facilities

For each of these issues, an Issue Evaluation Report will be prepared to: identify goals and policies of the LCP; provide an overview of how development which has occurred since adoption of the LCP affects these goals; recommend areas for further research and discussion; and identify possible LCP amendment options.

Estimated Cost: \$19,000

PHASE 3: ADMINISTRATIVE DRAFT LCP AMENDMENTS

Task 3.1: Update Administrative Procedures. Mendocino County's Coastal Element was certified in 1985 and the implementing ordinances were certified in 1991. Coastal permitting authority was transferred to the County in 1992 (except for the Town of Mendocino where permitting authority was transferred in December 1996 and areas of pygmy vegetation which remain an "area of deferred certification"). In the course of administering the LCP, the County has identified many areas of ambiguity, internal discrepancies, and potential conflicts within the LCP. In addition, we have found areas where permitting processes could be simplified or streamlined with no adverse effects on resource protection. Many of these changes require modifications to the certified LCP. We propose to prepare a broad "clean-up" amendment for both the county-wide Local Coastal Program and the Mendocino Town Plan and Zoning Ordinance. This is viewed as a necessary "clean-up" amendment to the text of the LCP documents and is not expected to include amendments to the certified LUP maps.

Estimated Cost: \$19,300

Task 3.2: Amend Categorical Exclusion Order. Develop an amendment to the County's Categorical Exclusion Order (E-091-2 and E-91-2A) which will expand the mapped Single Family Residential Exclusion areas. The amendment will include other limited categories of development for which we have found there are no coastal resource issues that require mitigation through the coastal permitting process.

Estimated Cost: \$9,600

Task 3.3: Amend Pygmy Vegetation Policies. The Coastal Commission has retained jurisdiction over development within Mendocino County in pygmy forest areas which contain both pygmy vegetation and true pygmy soils. We propose to address the competing policies within the LCP which affect development in pygmy areas. The study will re-visit the issues surrounding the Sierra Club lawsuit which resulted in deferring certification of that portion of our LCP, and to incorporate implementing language within our LCP to establish a framework for evaluating development applications within pygmy areas. The goal of the proposed amendments will be to amend and certify the portions of the LCP which address pygmy vegetation and transfer permitting authority to the County. This task does not include any additional technical studies or mapping of pygmy areas.

Estimated Cost: \$7,800

Task 3.4: Prepare Administrative Draft Amendment of LCP Policies and Regulations. Based on the evaluation of coastal resource issues, specific LCP policy amendments and ordinance amendments will be drafted. The draft amendments will be accompanied by a detailed analysis of the purpose of the amendments, alternative

approaches to addressing the issues, and the technical and administrative basis for selecting the proposed approach. This task includes coordination with responsible agencies to ensure that proposed policy amendments are consistent with local, state and federal agency requirements. This task also includes preparation of environmental documentation which is necessary to perform the environmental review of the proposed amendments.

Estimated Cost: \$17,000

PHASE 4: PUBLIC PARTICIPATION & HEARING PROCESS

Task 4.1: Design Public Participation Program. This work program includes an extensive public participation program. As one of the initial tasks in preparing the comprehensive update of the LCP, the County will design a program for facilitating public participation in the review and update process. We will consider various options including establishing a citizens advisory committee, conducting public workshops, creating technical advisory committees, distributing surveys or questionnaires, developing media programs, etc.

Estimated Cost: \$3,500

Task 4.2: Public Scoping Meetings and/or workshops. Based on the public participation program developed in the previous task, the County will hold public scoping meetings and/or workshops to obtain input from the local community regarding coastal planning issues.

Estimated Cost: \$11,100

Task 4.3 (YEAR 2): Prepare Draft LCP Amendments & Staff Recommendations. This task involves preparation of the "public review" draft of proposed LCP policy and ordinance amendments, based on the administrative draft and public review processes conducted in Year 1 of the work program.

Estimated Cost: \$24,700 (Year 2)

Task 4.4 (YEAR 2): Public Hearings. This task includes preparation for and attendance at the requisite public hearings for the LCP amendments relating to the LCP Comprehensive Update program. We anticipate approximately four Planning Commission hearings, three Board of Supervisors hearings and two Coastal Commission hearings. This task anticipates that additional studies may be required to address issues raised during the hearing process.

Estimated Cost: \$31,500 (Year 2)

SCHEDULE FOR LCP COMPREHENSIVE UPDATE

	Jan 2000- Mar 2000	Apr 2000- Jun 2000	Jul 2000- Sep 2000	Oct 2000- Dec 2000	Jan 2001- Mar 2001	Apr 2001- Jun 2001
Phase 1: Data Collection						
Task 1.1: Prepare Database	design database	input data	complete database			
Task 1.2 Update Highway 1 Study	select consultant	>	draft report	final report		
Phase 2: LCP Evaluation						
Task 2.1 Priority Uses	initiate	final report				
Task 2.2 Resource Protection Issues		initiate	draft reports	final reports		
Phase 3: Admin Draft LCP Amendments						
Task 3.1: Update Administrative Procedures				initiate	>	admin draft amendments
Task 3.2: Amend CatEx Order		initiate	>	admin draft amendments		
Task 3.3: Amend Pygmy Policies		initiate	>	admin draft amendments		
Task 3.4: Amend LCP Policies & Regulations				initiate	>	admin draft amendments
Phase 4: Public Participation & Hearings						
Task 4.1: Design Public Participation Program	design program					
Task 4.2: Public Scoping Meetings		>	>	>	>	>
YEAR 2:						
Phase 4: Public Participation & Hearings						
Task 4.3: Prepare Draft LCP Amendments & Staff Recommendations						
Task 4.4: Public Hearings						

BUDGET FOR LCP COMPREHENSIVE UPDATE

A schedule of quarterly payments, corresponding to the deliverables identified in the above Schedule is as follows:

Jan 2000 - Mar 2000	\$30,333
Apr 2000 - Jun 2000	\$41,187
Jul 2000 - Sep 2000	\$36,387
Oct 2000 - Dec 2000	\$38,153
Jan 2001 - Mar 2001	\$14,320
Apr 2001 - Jun 2001	\$14,320

A detailed breakdown of projected costs is provided in the following spreadsheet:

	Director	Super- vising Planner	Planner II	Planner I	Office Assis- tant	Consul- tant	Office Expenses, Telephone, Mileage, etc.	TOTAL
<i>Phase 1: Data Collection</i>								
Task 1.1: Prepare Database	1072	5280	4800	5280	1760	10000	2819	31011
Task 1.2: Update Highway 1 Study	536	1760	4800		440	35000	4254	46790
<i>Phase 2: LCP Evaluation</i>								
Task 2.1: Priority Uses	536	1056	3200	3520	440		875	9627
Task 2.2: Resource Protection Issues	1608	5280	6400	3520	440		1725	18973
<i>Phase 3: Admin Draft LCP Amendments</i>								
Task 3.1: Update Administrative Procedures	2680	5280	9600				1756	19316
Task 3.2: Amend CatEx Order	536	1760	6400				870	9566
Task 3.4: Amend Pygmy Policies	536	1760	4800				710	7806
Task 3.5: Amend LCP policies and regulations	5360	5280	4800				1544	16984
<i>Phase 4: Public Participation & Hearings</i>								
Task 4.1: Design Public Participation Program	536	1760			880		318	3494
Task 4.2: Public Scoping Meetings	1608	3520	3200		1760		1009	11097
TOTAL EXPENSES: YEAR 1								
	15008	32736	48000	12320	5720	45000	15878	174662.4
	8.6%	18.7%	27.5%	7.0%	3.3%	25.8%	9.1%	

1999-00 Local Assistance Grant Program

September 13, 1999

Page 9

YEAR 2:								
<i>Phase 4: Public Participation & Hearings</i>								
Task 4.3: Prepare Draft LCP Amendments & Staff Recommendations	4020	7040	9600		1760		2242	24662
Task 4.4: Public Hearings (PC-4; BOS-3; CC-3)	8040	7040	6400		2640	5000	2412	31532
TOTAL EXPENSES: YEAR 2								56194

California Coastal Commission
45 Fremont Street, Suite 2000
San Francisco, CA 94105
(415) 904-5200
fax (415) 904-5400

August 2, 1999

RECEIVED
SEP 15 1999
CALIFORNIA
COASTAL COMMISSION

**LCP Grant Application FY 1999/2000
Submittal Summary**

Name of Applicant: County of Mendocino

Project Director: Raymond Hall Title: Director of Planning & Building Services

Address: 501 Low Gap Road, Room 1440, Ukiah CA 95482

Phone: (707)463-4281 Fax: (707)463-5709 Email: hallr@co.mendocino.ca.u

Fiscal Officer: Dennis Huey Title: Auditor

Address: 501 Low Gap Road, Room 1080, Ukiah CA 95482

Phone: (707)463-4388 Fax: (707)467-2503 Email: hueyd@co.mendocino.ca.us

Title of Proposed LCP Work: Mendocino County LCP Comprehensive Update

Total Cost of Proposed Program: \$ 230,900

Months Required to Complete Work Program:

For Period Beginning on 1 / 1 / 00 and ending on 6 / 30 / 01

Grant amount requested: \$ 174,700 (76 % of Proposed Program)

Authorized Official: Raymond Hall

Title: Director, Planning & Building Signature: Raymond Hall Date: 9/13/99

LCP Grant Application 1999 Grant Budget Allocation Summary

Grant Applicant: County of Mendocino, Planning & Building Services

Address: 501 Low Gap Road, Room 1440, Ukiah CA 95482

Project Title: Mendocino County LCP Comprehensive Update

Grant Amount Requested: \$174,700 Grant Period: 1/1/00 through 6/30/01

Current Grant Request:*

Personal Services

Classifications and Rates -see budget spreadsheet \$ _____ % _____
(itemize, use separate sheets if needed) _____ \$ _____ % _____

Salary and Wages \$113,800
Benefits _____

Total Personal Services \$113,800

Operating Expenses

Travel 4,000
Professional and Consulting Services 45,000
Overhead Costs _____
Other (itemize, use separate sheet if needed) 11,900
Office supplies _____
Postage _____
Printing _____

Total Operating Expenses \$ 60,900

Total Budget \$ 174,700

* Please round off all budget amounts to nearest dollar



COUNTY OF MENDOCINO
DEPARTMENT OF PLANNING AND BUILDING SERVICES
501 LOW GAP ROAD · ROOM 1440 · UKIAH · CALIFORNIA · 95482

RAYMOND HALL, DIRECTOR
Telephone 707-463-4281
FAX 707-463-5709
pbs@co.mendocino.ca.us
www.co.mendocino.ca.us/planning

November 10, 1999

RECEIVED
NOV 15 1999
CALIFORNIA
COASTAL COMMISSION

Bill Van Beckum
California Coastal Commission
45 Fremont Street, Suite 2000
San Francisco, CA 94105-2219

SUBJECT: LCP Assistance Grant Program - Mendocino County

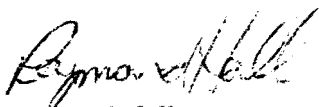
Dear Mr. Van Beckum:

While I appreciate your calling to inform me of the Coastal Commissions action to continue the Mendocino County's grant request to December, I am dismayed that the Commission chose to fund all other Commission staff recommended programs with the exception of the Mendocino County proposal. The only option now available to the Commission is to further reduce the grant funds to Mendocino County if it is the Commissions desire to find the request of the City of Fort Bragg. Please keep in mind that Commission staff has previously recommended funding the County's grant at a level below the requested amount while adding two substantial tasks (offers to Dedicate Public Access and Polluted Runoff).

The schedule on Page 7 of the grant submittal identifies two tasks 3.1 and 3.4 that will not be initiated until the final quarter of the grant. Eliminating these two tasks would reduce the Commission staff recommended grant amount by \$12,100. It should be noted that two of the proposed conditions of the grant are contained in Task 3.4

I would appreciate receiving your staff report on this subject as far in advance of the Coastal Commission hearing as possible.

Sincerely,


Raymond Hall
Director

RH:sb

cc; Board of Supervisors
Planning Commission
Doug Zanini
LCP Update file

EXHIBIT NO. 2
APPLICATION NO.
Mendocino County Correspondence
Pg. 1 of 1

REVISED

**LOCAL COASTAL PROGRAM COMPREHENSIVE UPDATE GRANT
REQUEST FOR THE GEORGIA-PACIFIC LUMBER MILL PROPERTY
IN THE CITY OF FORT BRAGG**

OVERVIEW

The City of Fort Bragg prepared a draft comprehensive update and revision of its Local Coastal Program in 1998 as part of its General Plan update process. During the first public workshop to discuss the amended LCP, several significant issues were raised relating to the future use of the 400± acre Georgia Pacific Corporation lumber mill site.

The Georgia Pacific (G-P) lumber mill site comprises the entire waterfront of the City of Fort Bragg and more than three-quarters of the City's designated coastal zone. The property is presently designated for Heavy Industrial uses by the LCP and it continues to be used for timber processing operations. However, the lumber mill operates at a fraction of its capacity and, given the overall decline in the timber industry in Mendocino County and G-P's recent sale of its Mendocino County timber holdings, it is likely that redevelopment of the mill site will occur in the future. It is rare that a city has the opportunity to plan for its entire coastal waterfront. The G-P site is a resource of great local and statewide importance and its future re-use could help to implement several Coastal Act goals.

The City of Fort Bragg is requesting a grant in the amount of \$47,150 to prepare specific LCP and LUP amendments to address the future re-use of the G-P property. We have trimmed our original grant request of \$80,700 by including all City staff time as an in-kind match and by eliminating tasks related to the EIR for the General Plan/LCP update. The \$47,150 will cover the costs of consultants services for preparation of the LCP comprehensive update pertaining to the G-P property.

CONSISTENCY WITH GRANT EVALUATION CRITERIA

Post-Certification Appeals. Despite the fact that most of the Fort Bragg coastal zone is owned by Georgia Pacific, the City has had a significant number of post-certification appeals since its LCP was certified in 1982. Most of the appeals have been for motels, and substantive issues raised included water availability, traffic, and visual resources. We believe that the comprehensive update of the LCP will ensure that issues related to the protection and development of coastal resources are clearly addressed in the planning process, thereby helping to avoid lengthy appeals and expensive litigation in the future. The proposed LCP amendments will establish a framework for future development of the G-P site. A substantial public participation process is included and will help to establish a

EXHIBIT NO. 3
APPLICATION NO.
City of Fort Bragg Grant Request
Pg. 1 of 4

community vision and consensus about future development on this important coastal property.

Willingness to Update LCP Components. The City is presently involved in the comprehensive update of its LCP. The "public hearing draft" which was circulated in April 1998 includes updated goals, policies and implementation measures relating to coastal access, recreation and visitor-serving facilities, environmentally sensitive habitat areas, commercial fishing and recreational boating, visual resources, hazards, and industrial and energy development. The LCP grant will enable the City to provide specific land use designations and policies to guide the future redevelopment of the 400± acre G-P mill site. These amendments will be incorporated into the draft LCP update which has been prepared as part of the City's General Plan update process.

Opportunity to Coordinate with Other Planning Work. The proposed work program to develop a land use plan and policies for the G-P mill site will be integrated with the overall General Plan/LCP update process. The timeliness of this request cannot be overstated. Without the grant, the City will not be able to provide specific amendments to its LCP which address the inevitable re-use of the G-P property.

Willingness to Contribute Matching Funds. To date, the City has invested approximately \$75,000 in the update of its LCP. In the next year, we expect to provide an approximately 1:1 match for the \$47,150 which is presently requested. In addition, the City will be funding the EIR for the General Plan/LCP update. Overall, we estimate that the City will match this grant at a greater than 3:1 ratio.

History of Successful Performance Under Previous LCP Grants. The City has not received previous LCP grants. However, the City has a history of successfully completing grant-funded work programs from a variety of sources, including Community Development Block Grants and Mendocino Council of Governments planning grants.

Jurisdiction Exhibits Significant Conflicts, Challenges or Changed Conditions in Coastal Resources and/or Public Access. The City of Fort Bragg has been the site of significant controversy related to coastal planning decisions over the past several years. Most recently, the Noyo River Bridge replacement and the North Cliff Hotel projects have generated a great deal of public interest and debate. Creating a land use plan for the G-P mill site presents one of the greatest challenges and opportunities for planning in this coastal community. It also presents the unusual opportunity for a community to plan for the redevelopment of its entire coastal waterfront.

WORK PROGRAM FOR LCP UPDATE

- Task 1: Obtain baseline planning information regarding the types and locations of sensitive environmental resources, areas of soil and slope instability. Inventory existing infrastructure. Identify potentially hazardous areas requiring more detailed analysis, exclusive of Phase 1 hazardous materials. Prepare a constraints and opportunities report.
- Cost: \$9,350
- Task 2: Meet with Georgia-Pacific Corporation representatives and their planning consultants to discuss potential future land uses on their property. Continue on-going dialogue with G-P representatives throughout the planning process.
- Cost: \$1,300
- Task 3: Prepare alternative land use plans for the G-P site, identifying types and intensities of land uses. Include additional policies and implementation programs regarding public access to the coast, protection of environmentally sensitive habitat areas, protection and enhancement of scenic coastal views, and hazards. Describe alternative land use plans in a report and prepare a summary suitable for an insert in the local newspaper.
- Cost: \$8,450
- Task 4: Conduct two public workshops to discuss plan alternatives. Coordinate with responsible and interested agencies, including: Mendocino County, Noyo Harbor District, State Parks, Mendocino Coast Recreation and Parks District, Mendocino County.
- Cost: \$4,200
- Task 5: Conduct public hearings before the Planning Commission and City Council. Select preferred plan alternative.
- Cost: \$2,600
- Task 6: Incorporate the preferred alternative land use plan for the G-P site into the Administrative Draft LCP Amendment. Conduct traffic analysis for the proposed land uses. Identify required extensions to public services and infrastructure.
- Cost: \$20,000

Task 7: Prepare Public Hearing Draft LCP Amendment

Cost: \$750

Task 8: Prepare Final Draft LCP Amendment for adoption by City Council

Cost: \$500

TOTAL COST: \$47,150

SCHEDULE AND QUARTERLY BUDGET

1st Quarter: January 1 to March 31, 2000 (Consultant Cost: \$10,650)

- Consult with Georgia Pacific; responsible agencies; interested parties
- Prepare opportunities and constraints report

2nd Quarter: April 1 to June 30, 2000 (Consultant Cost: \$12,650)

- Prepare alternative land use plans and policies
- Conduct public workshops on plan alternatives

3rd Quarter: July 1 to September 30, 2000 (Consultant Cost: \$22,600)

- Select preferred land use plan alternative for G-P site
- Conduct traffic analysis
- Identify required extensions of infrastructure and services
- Prepare administrative draft LCP Amendment

4th Quarter: October 1 to December 31, 2000 (Consultant Cost: \$1,250)

- Prepare and circulate Public Hearing Draft LCP Amendment
- Hold public hearings before Planning Commission and City Council
- Submit adopted LCP Amendment to Coastal Commission for certification