

FERNDALE GENERAL PLAN

- . General Provisions
- . Land Use Element
- . Unique Resources Element
- . Final EIR

Adopted by Ferndale
City Council
August 4, 1986

RESOLUTION NO. 560

A RESOLUTION OF THE CITY COUNCIL
OF THE CITY OF FERNDALE ADOPTING
THE FERNDALE GENERAL PLAN REVISION

WHEREAS, the California Government Code requires all cities to have a General Plan; and

WHEREAS, the City has prepared a revision to the 1967 City-County General Plan (Land Use Element) and the Conservation and Open Space Elements of the Ferndale General Plan; and

WHEREAS, the Ferndale General Plan Revision meets all the requirements specified in the Government Code; and

WHEREAS, in accordance with provisions of law, the Planning Commission did conduct a public hearing on said Plan Revision, with notice having been given in the time and manner specified by law in which all interested persons were afforded opportunity to be heard thereon; and

WHEREAS, the Commission duly considered all written comments and all testimony received at the aforesaid hearing; and

WHEREAS, an Environmental Impact Report has been prepared pursuant to the requirements of the California Environmental Quality Act (CEQA) and the State CEQA Guidelines; and

WHEREAS, the Commission reviewed and considered the Environmental Impact Report; and

WHEREAS, the Commission adopted Resolution No. 85-01 recommending the adoption of the Environmental Impact Report and the Ferndale General Plan Revision - Planning Commission Hearing Draft; and

WHEREAS, the City Council held a public hearing on January 6, 1986, which was opened and continued for several subsequent Council meetings, with notice having been given in the time and manner specified by law in which all interested persons were afforded opportunity to be heard thereon; and

WHEREAS, the City Council duly considered all written comments and all testimony received at aforesaid hearings; and

WHEREAS, the City Council, based on testimony received, revised the proposed land use map designation as presented in the Planning Commission Hearing Draft Plan; and

WHEREAS, the tentatively approved Ferndale General Plan Revision was referred to the Planning Commission for a report on the changes made which were not previously considered by the Commission; and

WHEREAS, the Planning Commission received the materials and met to review the changes at their regular meeting of June 25, 1986; and

WHEREAS, the Commission reported to the City Council on July 7, 1986 recommending the adoption of the Ferndale General Plan Revision with an additional amendment to the land use map; and

WHEREAS, the City Council considered the Commission's report in the Council's final deliberations on the Ferndale General Plan Revision.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Ferndale that the following findings be and are hereby made:

1. The Environmental Impact Report which has been prepared regarding the Ferndale General Plan Revision has been duly considered by the City Council and is hereby found to be prepared pursuant to the requirements of the California Environmental Quality Act.

2. Measures have been incorporated into the Plan which mitigate or avoid to the maximum extent possible, the significant environmental effects thereof as identified in the General Plan Revision.

3. The Ferndale General Plan Revision is hereby found to be consistent with the other adopted elements of the Ferndale General Plan.

4. The adoption of the Ferndale General Plan Revision is in the public interest and consistent with State law.

BE IT FURTHER RESOLVED by the City Council of the City of Ferndale that the document entitled Ferndale General Plan Revision is hereby adopted and will become effective concurrently with the adoption of this resolution.

PASSED AND ADOPTED this 4th day of August, 1986 by the following vote:

AYES: Mayor Farrington, Councilmembers Busch, Etter, Lorenzen and Ring

NOES:

ABSENT:


Richard Farrington
Mayor

ATTEST:


Mary C. Jorgensen
City Clerk

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PART I THE FERNDALE GENERAL PLAN - GENERAL PROVISIONS

1000 INTRODUCTION

The General Plan is a comprehensive, long-range policy guide to promote efficient and desirable community development. The purpose of this plan is to present a positive, clear definition of the direction Ferndale wants to go in the next ten years; it is to be a plan developed and supported by the citizens of Ferndale with the intent that it will be implemented.

1100 CHARACTERISTICS

All general plans, regardless of the location of the planning area, have certain characteristics:

1. A General Plan should be long-range - the plan should be forward looking and attempt to provide for the future needs of the community.
2. A General Plan should be comprehensive - the plan should recognize and define its relationships with all significant factors that affect the development of the community (e.g., physical and non-physical, local and regional).
3. A General Plan should be general - the plan should focus on the main issues, and should not include any details that would tend to obscure or detract attention from the major policies and proposals.
4. The General Plan should be flexible - the plan should allow for change in light of new developments or conditions.

1200 LEGISLATIVE REQUIREMENTS

In addition to City concerns to provide direction for community development, the State of California has a long history of legislative requirements for planning and regulation of development consistent with those plans.

Article 5 of the California Government Code defines the statutory authority and the mandatory scope of the General Plan. It requires a plan that is internally consistent be adopted by the legislative body of the local agency (City Council). The Government Code also requires that the plan consist of "a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards and plan proposals."

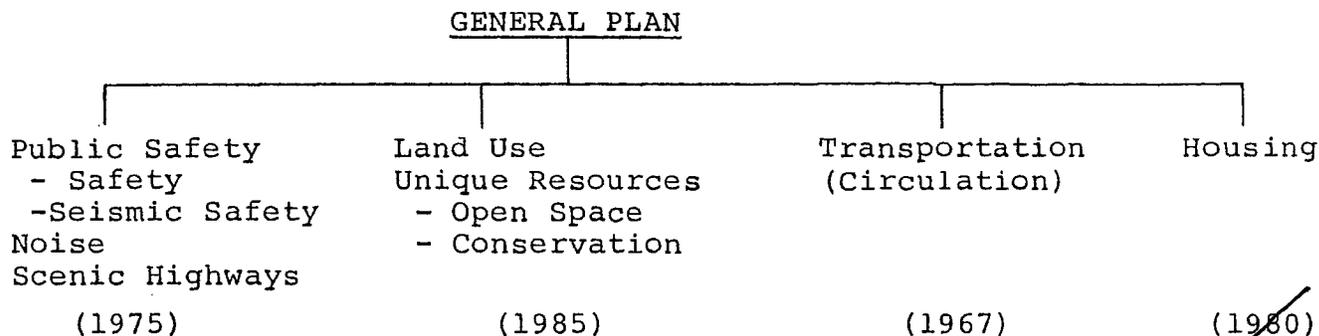
Also required, to the extent that they are applicable within the City, are the following nine elements:

Land Use	Conservation	Noise
Circulation	Open Space	Scenic Highways
Housing	Seismic Safety	Safety

1210 ORGANIZATION

Because of the great overlap between the nine mandatory General Plan elements, the State General Plan Guidelines suggest various methods for consolidating the elements. The method used in the Ferndale General Plan is diagrammed below.

Components of the Comprehensive



1220 CONSISTENCY

In 1975, the Legislature added Government Code Section 65300.5 to State Planning Law. This section, called the Internal Consistency Requirement, states:

"In constructing this article, the Legislature intends that the General Plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency."

This requirement implies that:

First, all the elements of the General Plan must be consistent. For example, if the Public Safety Element identifies hazardous areas, then the Land Use Element should designate land use activities and density that take the hazard into consideration.

Second, all the goals, policies and standards must be consistent, and the implementation program must support the goals and policies.

Third, the General Plan text and diagrams must support each other and show the same conclusions.

Fourth, the data base must be consistent for all elements of the General Plan.

And finally, when a portion of the plan is amended, then the rest of the plan and its implementing programs must be brought into conformity.

1221 Local Actions

In addition to consistency within the General Plan itself, the State has also enacted a number of statutes requiring certain local actions to be consistent with the General Plan. Among these are the following:

<u>Local Action</u>	<u>State Statute and Consistency Requirement</u>
Zoning	Government Code Section 65860 - requires that zoning ordinances be consistent with the General Plan.
Subdivisions	Government Code Sections 66473.5 and 66474 - require that subdivision and parcel map approvals be consistent with the General Plan.
Capital Improvements	Government Code Sections 65401 and 65402 - require the review and report on the consistency of proposed city, county and special district capital improvement projects, including land acquisition and disposal, with the applicable General Plan.
Planning Commission Recommendations	Government Code Section 65855 - requires that the Planning Commission's written recommendation to the legislative body (City Council) on adoption or amendment of a zoning ordinance include a report on the relationship of the proposed ordinance or amendment to the General Plan.
Project Review Under CEQA	Title 14, California Administrative Code Section 15080 - requires examination of projects subject

Project Review
Under CEQA (Continued)

to the provisions of the California
Environmental Quality Act for consistency
with the General Plan.

1230 AMENDMENTS TO THE GENERAL PLAN

It must be recognized that even if the General Plan were assumed to be a perfect interpretation, analysis and forecast of community development needs as determined from available base information, the base information itself may change over time necessitating amendment of the plan. Changes in the base information, as well as the underlying community values and any corrective measures that may need to be taken constitute valid reasons for amending the General Plan.

1231 Annual Report to the City Council

The Planning Commission is required by State law (Government Code Section 65400(b)) to report annually to the City Council on the status of the General Plan and progress in its implementation.

1232 Amendments

Amendments may only be initiated by the City Council based upon a recommendation by Resolution of the Planning Commission or requested by members of the public. Applications by the public shall be submitted on forms provided by the Planning Department. Fee shall be as established by the City Council.

1233 Procedures

All amendments must follow the procedures outlined in the California Government Code. An amendment to the General Plan constitutes a project under the California Environmental Quality Act (CEQA) and, therefore, must be evaluated for its effect on the environment. In addition, proposed amendments should be referred to all interested government agencies for comment prior to adoption. As with the adoption of the General Plan elements themselves, a legally noticed public hearing is required before both the Planning Commission and City Council prior to adoption of any plan amendment. Any changes made by the City Council must have been considered previously by the Planning Commission, or the City Council must refer the amendment back to the Commission for its consideration and report (Government Code Section 65356).

1234 Findings Required

In reviewing proposals for general plan amendments, the City Council and Planning Commission should remember that the General Plan is a policy document for the entire City and that it may only be amended "in the public interest" (Government Code Section 65356.1) as determined by the City Council. In other words, the plan should only be amended when the City, with the support of a broad consensus of the community, determines a change is necessary, not merely because a property owner or group of citizens desires an amendment. Every general plan amendment, additionally, must be consistent with the

rest of the General Plan or appropriate changes need to be made to maintain consistency.

Amendment of this plan shall be considered upon making any of the following findings:

1. Base information (e.g., population projections) or physical conditions have changed; or
2. Community values and assumptions have changed; or
3. There is an error in the plan; or
4. To maintain established uses otherwise consistent with a comprehensive view of the plan.

1235 Statutory Limitations

The City may amend mandatory elements of the General Plan no more than four (4) times in one calendar year (Government Code Section 65361). While the law does not clearly define what constitutes an amendment, case law has interpreted this section to allow each of the four amendments to encompass several different changes (Karlson vs. City of Camarillo (1980) 100 Cal. App. 3d 789). Because of this limitation, the City will establish a regular schedule for periodically reviewing, and if necessary, amending the plan. Plan amendments will be processed on a quarterly basis (March, June, September, and December). For each quarterly period, the City will consider proposals for plan changes, analyze their cumulative effects, and act upon them as a package. Any one proposal in the package, however, can be altered or deleted up until the time of adoption.

The Planning Commission should conduct a major review of the plan and its component elements once every five years. Citizen participation in the element review process should be maximized. If it is determined after such a review process that major changes or revisions in the plan are necessary, a formal plan amendment program should be initiated by the City Council upon the recommendation of the Planning Commission. Major plan revisions should be processed separately from minor plan changes addressed in the quarterly review process.

1300 USE OF PLAN

The General Plan has five basic uses for the community of Ferndale:

1. Policy Determination - permits the evaluation of a definite set of policies to govern the future development of the City, and the general physical design for the City.
2. Policy Effectuation - provides for the evaluation of specific projects in terms of a definite framework for long-range development of the City

3. Communication - permits the communication of the City's long-range policies to the public; encourages constructive debate and stimulates political action.
4. Conveyance of Advice - allows the City Planning Commission and other advisory boards to make recommendations to the City Council on development of the City in a coherent, unified form.
5. Education - facilitates the education of government officials and the community regarding problems and opportunities of Ferndale and its environs (physical, economic, environmental and social).

1310 INTEGRATED GENERAL PLAN ELEMENTS

The General Plan consists of seven component elements (refer to Section 1210 for chart of plan organization). Although the various component elements of the General Plan have been adopted separately as permitted in Government Code Section 65301, it is important to note that each element is interdependent and vitally related to all other elements of the General Plan. In using the plan, it is imperative that the reader use no single element of the plan in isolation without consideration of all component elements as an integrated general plan.

1320 KEY TERMS

The General Plan consists of both text and maps. The text contains direction in several different forms described as the following key terms. An understanding of these terms is required in order to use the plan. These key terms are described below.

Goal - The ultimate purpose of an effort stated in a way that is general and immeasurable. Example: "To strive for economic stability and diversity while maintaining the small scale and local character of the community."

Policy (General) - A collective term describing those parts of a general plan that guide action, including goals, objectives, policies, and standards in both the text and diagrams.

Policy (Specific) - A specific statement guiding action and implying clear commitment. Example: "Development shall occur only where public services can be adequately provided."

Standard - A specific, often quantified guideline defining the relationship between two or more variables. Standards can often directly transfer into regulatory controls. Example: Three to six dwelling units per net acre (low-density residential).

Implementation Measure - An action, procedure, program, or technique that carries out general plan policy. Example: "The City should adopt guidelines for the preparation of geological reports."

The policies contained in the General Plan are expressed in terms of "shall" or "should". There is an important distinction

between these two terms. As used in the Plan, "shall" indicates an unequivocal commitment, while "should" indicates a slightly less rigorous commitment to be followed in the absence of compelling, countervailing factors as specified in the General Plan.

1330 MAPS

In addition to text, the General Plan contains maps, of which there are two types - official and illustrative. Official maps show the geographic application of General Plan policies, while illustrative maps are presented as visual aids for the reader. Only official maps shall be consulted to determine how Plan policies apply to geographic areas within the City and its environs.

1331 Land Use/Zoning Map

One official map - the Land Use Map - has a special function apart from its purpose of illustrating the geographic application of General Plan policies. The Land Use Map also functions as the official Zoning Ordinance map for the City. The map, therefore, has both a general and specific purpose. Under its zoning function, the Land Use/Zoning Map provides a legal statement of permitted uses for the present and near future on a parcel specific basis.

1340 PLANNING AREA

Several distinct planning areas exist for the component elements of the General Plan. This is due, in large part, to the context in which the elements were prepared (e.g., County-City General Plan Program) as well as the scope and purpose of the Plan component itself (e.g., housing rehabilitation need in Ferndale). All component elements share common ground in that they each include as the basic planning study area the incorporated City limits of Ferndale. A description of the planning areas for the General Plan component elements is shown below.

Land Use and Unique Resources Elements - the planning area consists of the incorporated boundaries of the City and that unincorporated territory surrounding Ferndale located within the described "Area of Special Concern", which the City has determined bears relationship to the City's long-range planning (See Map 2-1 , Area of Special Concern, and Discussion, page 11).

Circulation Element - the planning area is that certain nine square mile area described in the Ferndale Planning Area General Plan Report, County-City General Plan Project-1967, adopted by the Ferndale City Council on January 24, 1967.

Other Elements - the planning area for the other component elements of the General Plan (e.g., Housing Element) is the incorporated City limits of the City of Ferndale, except for the Public Safety, Noise and Scenic Highway Elements which also include that portion of the unincorporated territory surrounding the City which lies within the potential sewer service area of the City as defined in the adopted

sewer plan.¹ It would appear, however, that the recommendations in the sewer plan have been superseded by the LAFCo adopted Sphere of Influence report which identifies the City service area boundary as the Ferndale City limits.

1350 RELATIONSHIP TO COUNTY GENERAL PLAN

Ferndale General Plan policies which may have a direct or indirect affect on those areas outside of the City, but which are located within the defined planning area, are intended to be interpreted as a general statement of the land use and development policy of the City of Ferndale for these areas. It is not the purpose or intent of the General Plan that these policies function as an independent Specific or Area Plan for these areas, but rather as a guide to assist the City and its elected and appointed officials in formulating their response to present and future land use and development actions in these areas which may have an impact on Ferndale.

To the extent that specific actions can be identified which address land use and development concerns affecting the community, the City should work in cooperative efforts with local property owners, the County, and/or other responsible state or federal agencies to bring about regulatory changes or other measures found necessary to mitigate potential short- and long-term impacts upon the health, safety or welfare of community residents.

Where a City General Plan policy is found to be in conflict with any goal, policy, standard or objective contained in any adopted County land use plan or regulation, reasonable efforts should be taken on behalf of the City and County to reconcile such conflict. Whenever possible, reconciliation of differences in City and County plans should be addressed through amendment of the conflicting plan text or map designation. It is recognized that the reconciliation of City and County plans may not be possible in all cases. In such situations, the City's statement of land use and development policy contained in the General Plan shall remain as the basis for the City's evaluation and response to future land use or development projects before the County affecting territory within the planning area.

1400 APPLICATION OF THIS PART

The general statements of purpose, characteristics, legislative requirements and use described in this Part shall be applicable to each and every component element of the Ferndale General Plan.

¹Humboldt County Water Supply and Waste Disposal Comprehensive Plan, Winzler and Kelly, 1973.

PART II LAND USE AND UNIQUE RESOURCES ELEMENT2000 INTRODUCTION

The Land Use Element provides a general picture of anticipated physical development as well as criteria for making land use decisions. While it does not serve to develop an exact picture of what Ferndale will look like ten years in the future, it does serve as a tool to relate land, resources and community needs to urban functions, while allowing for a variety of land use types.

2100 STATUTORY AUTHORITY

Section 65302(a) of the California Government Code requires that a city's comprehensive general plan include as one of its component elements "a land use element which designates the proposed distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land." State law further provides that "the land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan." In addition, the statutes direct that the land use element identify areas which are subject to flooding and requires annual review with respect to such areas.

Being the earliest State required general plan element (1955), the land use element has the broadest scope of the nine mandatory plan elements (refer to discussion in Part I, Section 1200). By its definition in Government Code Section 65302(a), the land use element subsumes most of the concerns in the other eight elements and plays a central role in synthesizing all the land use issues, constraints and opportunities. According to the State General Plan Guidelines, the land use element should:

- ". Promote a balanced and functional mix of land uses consistent with community values;

- . Guide public and private investments;
- . Reflect the opportunities and constraints affecting land use identified in the other elements of the general plan; and,
- . Reduce the loss of life, injuries, damage to property, and economic and social dislocation resulting from flooding."

State law also requires that a city's comprehensive general plan include a "conservation element" which is intended to address the conservation, development, and utilization of natural resources including water, forests, soils, rivers and other waters, fisheries, wildlife, and other natural resources within the city (Government Code 65302(d)). Among the concerns to be addressed in the conservation element are flood control, prevention and control of the pollution of streams, regulation of the use of land in stream channels and other areas, protection of watersheds, and the prevention, control, and correction of the erosion of soils.

State law further provides that a city's general plan include an "open space element" (Cal. Govt. Code 65302(e)). The Legislature in establishing the requirement for an open space element intended for local jurisdictions to provide an "open space plan" for the identification and protection of land and water resources which are needed for the following uses:

- . Open space for the preservation of natural resources, including but not limited to, areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams and other waters; and banks of rivers and streams, and watershed lands.
- . Open space for the managed production of resources, including but not limited to, forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fibre; and areas required for the recharge of ground water basins.

. Open space for outdoor recreation, including but not limited to, areas of outstanding scenic, historic and cultural value; and areas particularly suited for park and recreation purposes, including access to rivers and streams, banks of rivers and streams, trails and scenic highway corridors.

. Open space for the public health and safety, including but not limited to, areas which require special management or regulation because of hazardous or special conditions such as unstable soil areas, flood plains, watersheds, and areas required for the protection of water quality and water reservoirs.

2200 COMMUNITY PROFILE

The City of Ferndale is located on the southern edge of the fertile Eel River Valley about four miles from the Redwood Highway and railroad to the east and the Pacific Ocean to the west. The community is situated on the alluvial plain created by Francis Creek as it leaves the steep terrain to the south and proceeds northerly across the Salt River and Eel River flood plains. The City extends up the timbered mountainside to the south, and spreads onto the flat valley floor to the north. This places the community just above the historical flood limits of the Eel River with prime agricultural lands to the west, north and east and steep forest lands to the south. Francis Creek runs through the heart of the city and presents a periodic flooding problem in the business district and in the residential area along Main Street to the north.

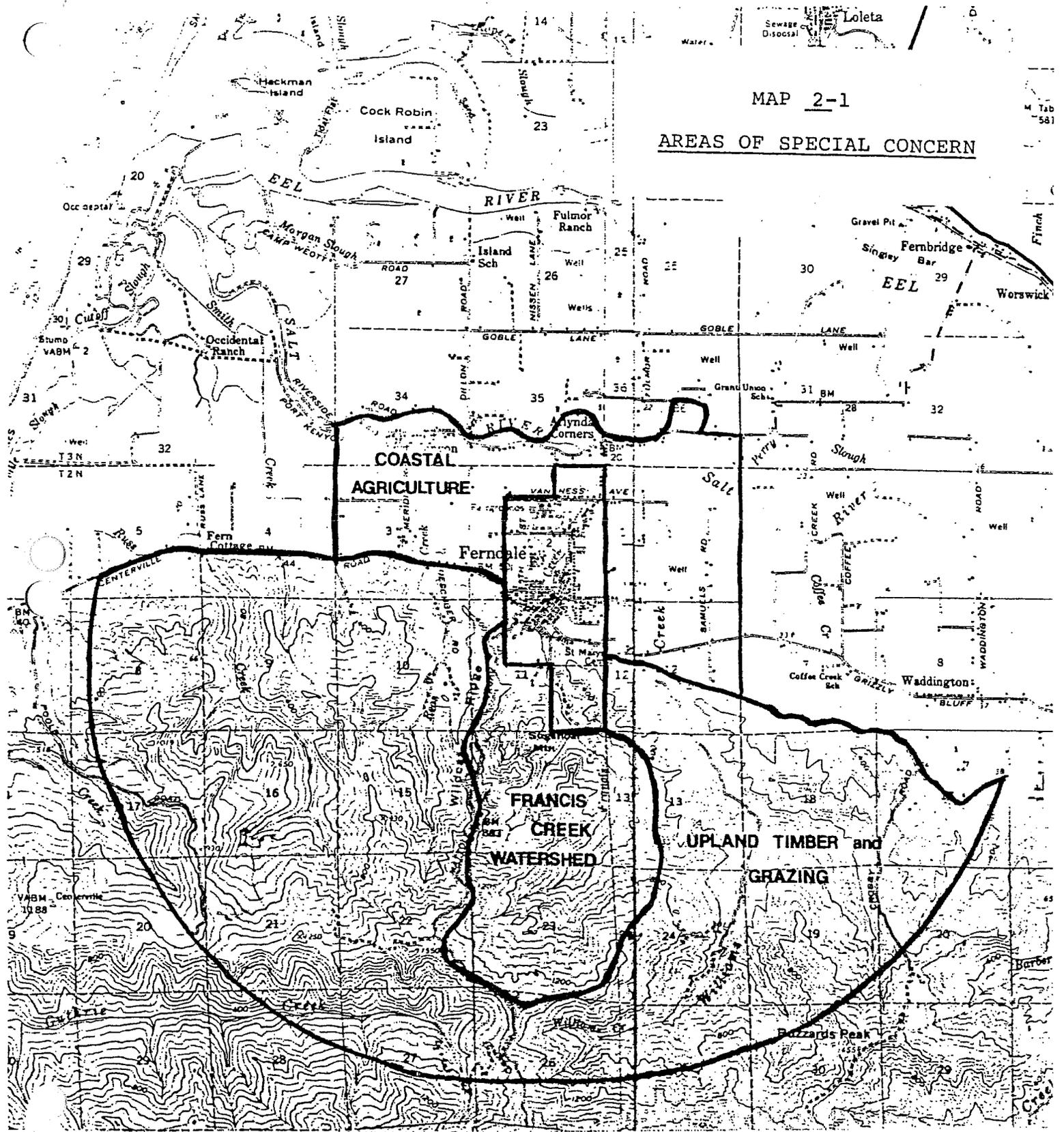
The somewhat isolated location of the city and the agricultural use of the surrounding lands have contributed to the slow growth which has protected the City from the detrimental effects of rapid expansion and has preserved its peaceful character and architectural charm. In addition, this slow rate of growth and absence of land speculation and extensive subdividing has resulted in a pattern of historic development in which different land uses were located in a logical and orderly manner.

2300 AREA OF SPECIAL CONCERN

The State Legislature has recognized that a special interrelationship exists between a city and the unincorporated territory which surrounds it. Decisions affecting land use and development activities in these unincorporated areas often have identifiable impacts upon

MAP 2-1

AREAS OF SPECIAL CONCERN



the neighboring community, and the converse also holds true for a city's development policies and actions. For this reason, State planning law encourages cities to incorporate into their general plan those geographical areas outside a city which are found to "bear relationship to the city's long range planning".

Identified on Map 2-1 are the geographic areas in proximity to Ferndale which the City has determined bear relationship to its long-range planning.

The mapped "Area of Special Concern" has been identified for the purpose of focusing attention upon certain land use planning issues which may have a direct or indirect affect on the City of Ferndale. The listed concerns are intended to highlight unique resources, identify potential constraints to development, and provide a benchmark for City review and comment on land use and development activities in these areas.

For clarity, the described "Area of Special Concern" has been divided into three categories: Francis Creek Watershed, Coastal Agriculture, and Upland Forest and Grazing. Each category is representative of a distinct combination of resource values, land use opportunities and constraints, and potential community impacts.

It should be made clear that the Area of Special Concern categories are presented solely for illustrative purposes, and are not presented as independent land use or zoning designations for these areas.

AREA #1 FRANCIS CREEK WATERSHED

Item 1.

Resource: Developed and undeveloped ground and surface water sources.

Concern/Issue: Prevent contamination of groundwater and surface water sources. Require the burden of proof for demonstrating that an activity will not result in contamination to be borne by the developer.

Relationship: Developed springs provide the principal source of domestic water supply for the City. Contamination could force the abandonment of the spring or water source, or could result in the need for costly treatment facilities. Undeveloped springs, groundwater and surface water are a potential source of domestic water for Ferndale's future needs.

Item 2.

Resource: Francis Creek.

Concern/Issue: Sedimentation resulting from soil erosion and landslide activity in the upper watershed could increase the frequency and intensity of downstream flooding.

Relationship: The Francis Creek watershed is characterized by steep slopes and geologically unstable areas. Road building, home site development and logging activities could accelerate land movement and soil erosion unless proper mitigation measures are provided. The deposition of sediment within the stream channel would result in a decrease in carrying capacity and increase the potential for downstream flooding.

Item 3.

Resource: Timber and Agricultural Grazing Lands.

Concern/Issue: Premature conversion to non-resource production uses, and maintenance of viable agricultural/timber economic units.

Relationship: The economy of the County and the Ferndale area is linked to its resource base. The steep, geologically unstable slopes within the watershed are not well suited to homesite development. The City does not intend to annex or provide urban services to the watershed area within the term of this Plan.

AREA #2 COASTAL AGRICULTURE

Item 1.

Resource: Prime Agricultural Lands.

Concern/Issue: Conversion of prime agricultural lands to non-resource productive uses, and the maintenance of viable agricultural units.

Relationship: The economic well-being of the Ferndale area is linked closely to the success of the dairy and other agricultural operations on the Eel River bottomlands. Extension of public utilities by the City of other purveyor could encourage premature conversion of agricultural land holdings to homesites or other non-agricultural use. Rezoning of City A-E Zoned lands could result in the removal of buffer between developed and agricultural areas increasing the potential for conflicts with agricultural operations and eliminating land available for use as supplemental pasture by small-scale operations.

Item 2.

Resource: Eel River Flood Plain

Concern/Issue: Incorporation of flood damage prevention measures in new construction. Potential public financial liabilities for repair or replacement of public facilities damaged by future flood event.

Relationship: Much of the coastal agricultural land on the periphery of the City is located within the 100 and 500 year flood plain of the Eel River. New construction will require elevation and flood proofing of new structures. Repair and replacement of public facilities damaged by a future flood event may require extensive public financial assistance. The City does not intend to pursue annexation of Arlynda Corners or other lands within the Eel River flood plain during the term of the Plan.

AREA #3 UPLAND FOREST AND GRAZING

Item 1.

Resource: Groundwater sources within the Reas Creek watershed.

Concern/Issue: Contamination or degradation of groundwater resulting from development activity

Relationship: Springs within the Reas Creek watershed provide the potable water source for the Riverside Water Company. Contamination of the the groundwater source could necessitate the abandonment of the system and force the re-establishment of an interconnection with the Francis Land and Water Company system which serves the City. Such an interconnection between systems would result in a net decrease the capacity of the system to supply the future domestic water needs of the City, and would have unknown economic effects upon the cost of water service to the residents of Ferndale.

Item 2.

Resource: Tributary Watercourses to the Salt River - Reas Creek and Williams Creek Watersheds.

Concern/Issue: Sedimentation from soil erosion and land destabilization resulting from land use activities in the upper watersheds may increase flooding on coastal agricultural lands reducing land available for resource production.

Relationship: Sediment deposited in the lower reaches of the Salt River from tributary streams, including Reas, Williams and Francis Creeks, has raised the elevation of the channel bed. With this deposition of sediment, the gradient of the stream is reduced limiting the natural scouring action of the stream channel. Channel capacity is thereby decreased and flooding becomes more frequent and wide-spread. The deposition of sediment similarly affects tributary streams clogging drainage structures and increasing the potential for flooding.

Item 3.

Resource: Timber and Agricultural Grazing Lands.

Concern/Issue: Premature conversion to non-resource production land uses, and the maintenance of viable agricultural/timber economic units.

Relationship: The Reas Creek and Williams Creek watershed areas are similar to the Francis Creek watershed in that both are characterized by steep, geologically unstable areas. A recent trend has been the subdivision of agricultural/timber parcels into 20 acre homesites. Access to these areas is primarily from Centerville Road and Grizley Bluff Road, both being narrow roads without shoulders. Traffic generated by these rural homesite developments must pass through Ferndale. Homesite development has resulted in the removal of these parcels from resource production use.

2400 OVERALL GOAL

The Ferndale General Plan should encourage the following:

- a) A small town living environment.
- b) A sense of community cohesiveness.
- c) Balanced use of economic and residential community resources.
- d) The Victorian architectural heritage.
- e) Maximum reliance on local decision-making.
- f) Maintenance of the agricultural economic base of the community.

2500 SPECIFIC GOALS AND POLICIES

2510 RESIDENTIAL GROWTH GOALS

- 1) To phase residential development so that it is adequately supported by City and community services.
- 2) To provide for residential development which will not interfere with the preservation and maintenance of agriculturally zoned lands.
- 3) To encourage the design of buildings and residential areas in harmony with the surrounding area.
- 4) To encourage the maintenance and preservation of structures having Victorian, historic, or unique architectural features.

2520 RESIDENTIAL GROWTH POLICIES

- 1) The infilling and completion of residential neighborhoods should be encouraged to achieve the efficient use of public services.
- 2) Development shall occur only where public services can be adequately provided.
- 3) Rehabilitation of existing structures should be encouraged so as to preserve the City's Victorian character and to increase housing options where the zoning is appropriate.
- 4) Energy efficient design should be encouraged for subdivisions, new construction, and retrofitting of existing residences, commercial structures and public buildings.
- 5) Development should be limited in areas with steep slopes, designated drainage courses, and within the 100-year flood plain of the Eel River for reasons of public health and safety.
- 6) Developers of major subdivisions should be encouraged to set aside open space for recreational use and for maintenance of natural features.
- 7) Lands that are zoned for agricultural use, and lands used for mountain grazing and timber uses, shall be preserved for continued agricultural, resource production, and open space uses.
- 8) The cost of improvements to existing off-site drainage facilities made necessary by new development shall be the responsibility of the developer.
- 9) All new residential and commercial development proposals shall be evaluated for their impact upon local or neighborhood drainage areas.

- 10) Any development project to be located within an area of low- or moderate-slope stability shall require the preparation of a geological report.
- 11) The City should be open to and encourage good design in housing layouts.

2530 ECONOMIC WELL BEING GOALS

- 1) To strive for economic stability and diversity while maintaining the small scale and local character of the community.
- 2) To strengthen the role of Ferndale as a commercial and small scale manufacturing center for the daily and specialized needs of the region.
- 3) To enhance Ferndale's unique ability to serve local residents, regional shoppers, and visitors through its Victorian character and creative small businesses.
- 4) To avoid conflicting uses of residential and commercial facilities and resources.

2540 ECONOMIC WELL BEING POLICIES

- 1) Commercial businesses should be the principal activity in the Central Business District; other activities should not interfere with this focus.
- 2) The primary location for local and regional retail and professional service activities should be the Central Business District.
- 3) Alternatives should be encouraged so as to decrease downtown parking congestion.
- 4) Any alteration of buildings or new construction in the Central Business District should be in keeping with the existing Victorian architecture and historic features.
- 5) Local government should encourage small-scale businesses and compatible manufacturing in commercial areas and not place any unnecessary restrictions upon them.

- 6) The City should consider ownership, control and operation of a public water system.
- 7) The City should encourage the use of appropriate programs and economic incentives to enhance the long-term productivity of agricultural operations.

2550 UNIQUE RESOURCES GOALS

- 1) To retain the scenic aspect of the City and its surrounding open countryside.
- 2) To preserve and protect the existing architectural and historic features of Ferndale and its surrounding area.
- 3) To protect the Francis Creek watershed from land use and development activities which could degrade the quality of the resource.

2560 UNIQUE RESOURCES POLICIES

- 1) The Francis Creek privately owned riparian corridor shall be maintained or improved to permit free flow and prevent flooding, and to maintain its use as natural habitat where appropriate.
- 2) Natural features such as streams and trees should be preserved whenever possible.
- 3) Developed and potential spring and surface water sources shall be protected within the Francis Creek watershed.
- 4) Open spaces should be set aside for public use when appropriate.
- 5) Utility lines serving new buildings and utility connections to existing poles should be undergrounded for all new construction where appropriate.
- 6) Design control should be maintained for the portion of the City with Victorian structures and Main Street.
- 7) Facilities which allow for a variety of recreational activities should be encouraged.

- 3) Aesthetic considerations, such as viewsheds, are an asset to the community and should be considered for protection where appropriate.
- 9) Land use, density and development controls should be adopted for the Francis Creek watershed to assure the long term protection of Ferndale's domestic water supply, and to control flooding and sedimentation of Francis Creek.
- 10) Low density, agricultural and timber land uses should be maintained and protected within the Francis Creek watershed and other areas adjacent to the City.
- 11) The Francis Creek watershed shall be designated as a "Critical Watershed" for the City of Ferndale. A Critical Watershed is defined as the specific watershed, used by a municipality or community for its water supply system, which is so limited in area that it is susceptible to the potential risk of contamination from land use and development activities within the watershed.
- 12) Land use and development activities proposed within the Francis Creek watershed shall demonstrate that no risk of contamination to the water supply area could occur due to the land use or development activity proposed.
- 13) All development should be designed to minimize erosion and sedimentation.
- 14) Cumulative impacts resulting from water withdrawals from surface and groundwater sources, and impacts associated with the siting of individual on-site sewage disposal systems, should be assessed during the environmental review process for subdivisions and other development projects located within the Francis Creek watershed.

2600 GENERAL PLAN LAND USE DESIGNATIONS

2610 INTRODUCTION

The land use designations which are described in this section are applied to the Land Use Map to establish the general distribution, location and extent of the uses of land in the City of Ferndale. The land use designations are derived from two sources: (1) the principal and combining zone classifications contained in the Ferndale Zoning Ordinance, and (2) supplemental designations which have been developed from the policies set forth in the Land Use and Unique Resources Elements of the General Plan.

For the purpose of clarity and application, the land use designations have been divided into two descriptive components: chief characteristics, and primary and compatible uses. The character component of the designation aggregates distinctive land use qualities, while the primary and compatible use component describes principal uses and other uses capable of existing harmoniously with adjacent lands. In addition, a minimum parcel size or a density range has been established for each land use designation.

The various designations used in the Plan are described in the following paragraphs and are represented on the Land Use Map. Certain of the described land use designations may not have a corresponding zoning map designation at the time of the initial adoption of the Plan revision. In these few cases, the land use designations will appear only on the illustrative Land Use Constraints Map, and will not have a precise zoning function until after comparable zoning provisions are adopted.

2620 PRINCIPAL LAND USE DESIGNATIONS

1. RESIDENTIAL-SUBURBAN (R-S)

*20
sec 5.02*

Character: The Residential-Suburban designation is intended to be applied in areas of the City which are particularly suited to large lot development of single family homes.

Primary and Compatible Uses: Permitted uses of land shall be those uses enumerated in Section 4.02 of the Ferndale Zoning Ordinance, as amended.

Density Range: 0-1 dwelling unit per acre.

2. RESIDENTIAL ONE-FAMILY BUILDING SITE COMBINING
(R-1-B-3 and R-1-B-2)

Character: The Residential One-Family Building Site Combining designation is intended to be applied to those areas generally suited for single family home development, but where sound and orderly planning indicates that lot area and yard requirements should be modified.

Primary and Compatible Uses: Permitted uses shall be those uses enumerated in Section 4.03 of the Ferndale Zoning Ordinance, as amended.

Density Range: R-1-B-3: 0-2 dwelling units per acre
R-1-B-2: 0-4 dwelling units per acre

3. RESIDENTIAL ONE-FAMILY (R-1)

Character: The Residential One-Family designation is intended to be applied in areas of the City where topography, access, utilities, public services and general conditions make the area suitable and desirable for single family home development.

Primary and Compatible Uses: Permitted uses of land shall be those uses enumerated in Section 4.03 of the Ferndale Zoning Ordinance, as amended.

Density Range: 0-7 dwelling units per acre.

4. RESIDENTIAL TWO-FAMILY (R-2)

Character: The Residential Two-Family designation is intended to be applied in areas of the City close to urban centers where all utilities and services are available and where housing demand justifies a density of two families on each building site.

Primary and Compatible Uses: Permitted uses shall be those uses enumerated in Section 4.04 of the Ferndale Zoning Ordinance, as amended.

Density Range: 0-14 dwelling units per acre.

5. RESIDENTIAL MULTIPLE-FAMILY (R-3)

Character: The Residential Multiple-Family designation is intended to be applied in areas of the City where it is reasonable to permit and protect low-density apartment developments.

Primary and Compatible Uses: Permitted uses of land shall be those uses enumerated in Section 4.05 of the Ferndale Zoning Ordinance, as amended.

Density Range: 0-21 dwelling units per acre.

6. APARTMENT-PROFESSIONAL (R-4)

Character: The Apartment-Professional designation is intended to apply in areas of the City suitable for higher density residential uses and for professional and business offices and instructional uses. Density is to be determined by community character.

Primary and Compatible Uses: Permitted use of land shall be those uses enumerated in Section 4.06 of the Ferndale Zoning Ordinance, as amended.

Density Range: 0-21 dwelling units per acre.

7. NEIGHBORHOOD COMMERCIAL (C-1)

Character: The Neighborhood Commercial designation is intended to provide for neighborhood shopping centers which will provide convenient sales and service facilities for residential areas, without detracting from the residential desirability of such areas.

Primary and Compatible Uses: Permitted uses of land shall be those uses enumerated in Section 4.07 of the Ferndale Zoning Ordinance, as amended.

Minimum Parcel Size Range: 2,000 sq. ft. or larger as necessary to provide adequate parking, setbacks, and compatibility with planned uses of adjacent lands.

Density Range (Residential Use): Density for residential use shall not exceed the permitted density for the Residential Multiple-Family designation. 0-21

8. COMMUNITY COMMERCIAL (C-2)

Character: The Community Commercial designation is intended to be applied to areas of the City where more complete commercial facilities are necessary for community convenience.

Primary and Compatible Uses: Permitted uses of land shall be those uses enumerated in Section 4.08 of the Ferndale Zoning Ordinance, as amended.

Minimum Parcel Size Range: 2,000 sq. ft. or larger as necessary to provide adequate parking, setbacks, and compatibility with planned uses of adjacent lands.

Density Range (Residential Use): Density for residential use shall not exceed the permitted density for the Residential Multiple-Family designation. 0-21

9. AGRICULTURAL EXCLUSIVE (A-E)

Character: The Agricultural Exclusive designation is intended to be applied in areas where agricultural use is and should be the desirable predominant use of land and in which it is desired to protect agricultural operations from incompatible or detrimental uses.

Primary and Compatible Uses: Permitted uses of land shall be those uses enumerated in Section 4.15 of the Ferndale Zoning Ordinance, as amended.

Minimum Parcel Size: 4 acres.

Maximum Density: 1 farm dwelling per four (4) acres.

10. PUBLIC FACILITY (P-F)

Character: The Public Facility designation is intended to be applied to lands owned by public agencies or to lands upon which such agencies operate public facilities.

Primary and Compatible Uses: Permitted uses of land shall be those uses enumerated in Section 4.16 of the Ferndale Zoning Ordinance, as amended.

Minimum Parcel Size Range: Not applicable.

2630 COMBINING DESIGNATIONS

The designations set forth in this section shall modify the regulations for the principal land use designations with which they are combined. All uses and regulations established for the principal designation shall apply in the combining designation, except insofar as they are modified or augmented by the specific Combining Designation regulations.

1. BUILDING SITE COMBINING (-B)

Character: The Building Site Combining designation is intended to be combined with any principal designation in which sound and orderly planning indicate that lot area and yard requirements should be modified.

Primary and Compatible Uses: Permitted uses of land shall be those specified for the principal land use designation.

Other Regulations: Lot area and yard requirements shall be those specified in Section 5.03 of the Ferndale Zoning Ordinance, as amended.

2. EROSION/FLOOD HAZARD COMBINING (-E/FH)

Character: The Erosion/Flood Hazard Combining designation is intended to be applied in combining designation to the Francis Creek Stream Management Area (FCSMA). The FCSMA shall include the Francis Creek stream channel and lands located within 25 feet of the stream bank. This designation shall apply only to that portion of Francis Creek within the City of Ferndale.

Primary and Compatible Uses: Permitted uses of land shall be those specified for the principal land use designation except as modified or augmented by this part. A listing of modified and/or augmented uses shall be developed during the zoning implementation phase of the general plan program.

Other Regulations: Development standards and mitigation measures for streamside protection and flood control shall be established during the zoning implementation phase of the general plan program. The Plan should be amended to incorporate these standards and mitigation measures.

3. DESIGN CONTROL COMBINING (-D)

Character: The Design Control Combining designation is intended to be combined with any principal designation in which the appearance and design of buildings and structures form a substantial contribution to the desirability of the area for the uses intended therein, and in which it is desired to protect significant examples of early-California architecture and the over-all Victorian appearance of the area by regulating the design of proposed buildings and structures.

Primary and Compatible Uses: Permitted uses of land shall be those specified for the principal land use designation.

Other Regulations: New construction and structural alterations to existing buildings and structures

shall comply with the requirements for design review specified in Section 5.05 of the Ferndale Zoning Ordinance, as amended.

4. FLOOD PLAIN COMBINING (-FP)

Character: The Flood Plain Combining designation is intended to be applied in combining designation with any principal land use designation located within the 100- or 500- year flood plain of the Eel River.

Primary and Compatible Uses: Permitted uses of land shall be those uses specified for the principal land use designation.

Other Regulations: Flood damage prevention measures will be developed and adopted as part of a comprehensive Flood Damage Prevention Ordinance. Adoption of these measures will permit the City to become eligible for National Flood Insurance under the federal Flood Insurance Program. The Plan should be amended to incorporate these flood protection measures, once adopted.

5. HILLSIDE COMBINING (-H)

Character: The Hillside Combining designation is intended to be applied in combining designation with any principal land use designation to areas which are described in the Ferndale Public Safety Element of the General Plan as being of low- or moderate-slope stability, and to other areas with average slopes exceeding 20 percent.

Primary and Compatible Uses: Permitted use of land shall be those specified for the principal land use designation.

Other Regulations: Development standards and guidelines for geological reports are to be developed under the zoning implementation phase of the general plan program. The Plan should be amended to incorporate these standards and guidelines once developed and adopted as part of the Zoning regulations.

6. QUALIFIED COMBINING (-Q)

Character: The Qualified Combining designation is intended to be combined with any principal commercial designation in which residential uses constitute the predominant use of land in such area, and in which it is desired to protect the general peace, safety, comfort, health and welfare of persons residing in such areas from impacts which may result from the introduction of new commercial uses, by regulating those uses allowed in the underlying principal designation to those certain uses which the Planning Commission finds are compatible with the maintenance of a healthful residential living environment and preservation of the residential character of the area.

Primary and Compatible Uses: Permitted uses of land shall be those specified in the underlying principal designation as modified by the regulations set forth in Section 5.06 of the Ferndale Zoning Ordinance, as amended.

Other Regulations: The use of land and buildings existing upon the effective date of the adoption of this combining designation, where said uses are in conformance with the uses and regulations specified for the underlying principal designation but are not in conformance with the uses and regulations as set forth above, shall be permitted to be continued and maintained without becoming subject to the provisions of Section 7.60 of the Ferndale Zoning Ordinance, "Non-Conforming Buildings and Uses". Expansion of such pre-existing use subject to exemption under this part may be approved by the Planning Commission provided such expansion is found to be consistent with the character of the Qualified Combining land use designation set forth above.

2700 IMPLEMENTATION MEASURES

Many of the goals contained in this Plan can be accomplished by using the policies mentioned earlier. In addition, the Land Use/Zoning Map represents individual land use types which amplify these policies. Other policies will require further action on part of the community. This section discusses the Land Use/Zoning Map and other implementation measures the City should take to carry out the goals and policies of this plan. (Note: In this plan, both the Land Use Designations and Zoning Classifications are illustrated on a single map.)

2710 RESIDENTIAL GROWTH IMPLEMENTATION

- 1) The City should consider the adoption of land use controls for new residential development for the protection of solar access, as authorized under the Solar Rights Act of 1978 (AB 3250).
- 2) The City should amend the Zoning Ordinance to establish a Hillside Combining Zone which would set minimum area and slope standards for new building sites, and require slopes of 20 percent or greater to be maintained in undeveloped open space.
- 3) The City should adopt guidelines for the preparation of geological reports.
- 4) The City should study and, where appropriate, implement the recommendations contained in the report, "Storm Drainage System Report - Southeastern Ferndale", prepared by Winzler and Kelly Consulting Engineers in April 1981.
- 5) The City should examine alternatives for financing the installation of storm drainage improvements in areas which evidence severe drainage problems.
- 6) The City should adopt a local flood hazard prevention ordinance to enable community residents to obtain flood insurance under the National Flood Insurance Program.

ORD 315
Flood
Damage
Prevention

- 7) The City should amend the Zoning Ordinance to establish an Erosion/Flood Hazard Combining Zone. This Combining Zone would provide for the uniform regulation of land use and development activity, including the construction of buildings and stream channel improvement structures, within a 50 foot wide corridor along the Francis Creek stream channel.
- 8) 94-01 The City should adopt a Drainage Ordinance, as authorized in Section 66483 of the California Government Code, to provide a financing mechanism for defraying the cost of constructing planned drainage facilities for the removal of storm water from local and neighborhood drainage areas.
- 9) The City should amend the Zoning Ordinance to provide for site plan review of new commercial and multiple family residential development. Site Plan review would include evaluation of a development proposal's consistency with Ordinance requirements for access, off-street parking, drainage, landscaping and screening, retention of public and private open space, lighting, and signing.
- 10) The City should amend the Zoning Ordinance to establish standards for the design and improvement of off-street parking area, accessways, and landscaped or screened areas, and minimum area requirements for common and private open space, for use in Site Plan Review of new commercial and multiple-family residential development.
- 11) The City should obtain drainage easements (through dedications required as conditions of subdivision or development approval, public acquisition, or other means) to provide for the long-term maintenance and improvement of designated drainageways and existing and planned storm drainage facilities.

2720 ECONOMIC WELL BEING IMPLEMENTATION

- 1) The City should designate the boundaries of the Central Business District on the Land Use/Zoning Map.

- 2) The City should amend the Zoning Ordinance to restrict residential occupancy of the first-story storefront of a commercial building in the Central Business District.
- 3) The City should work closely with the community in the preparation of a parking study to identify and quantify downtown parking needs and to examine options for further reducing downtown parking congestion.
- 4) The City should establish design guidelines to assist the Planning Commission with the evaluation of plans for new construction, exterior alterations of existing structures, and signs for consistency with the intent and compatibility provisions of the Design Control Combining Zone.

2730 UNIQUE RESOURCES IMPLEMENTATION

- a7-02*
- 1) The City should adopt an ordinance for the maintenance of Francis Creek and other designated drainage courses. Said Ordinance should provide that unnecessary removal or disruption of streambank riparian vegetation should be minimized during stream channel maintenance and bank stabilization activities. The City should direct property owners along Francis Creek to contact the City and the State Department of Fish and Game (DF&G) for necessary approval prior to beginning any bank stabilization work within the stream channel.
 - 2) The City should examine alternatives for the improvement of storm water flow capacities at street crossings along Francis Creek.
 - 3) The City should maximize the use of low-cost or no-cost manpower programs coordinated through other public agencies for maintenance of Francis Creek and other designated drainage courses.
 - 4) The City should request that the State Regional Water Quality Control Board (SRWQCB) staff conduct a study to determine whether there should be established a prohibition on the waiver of site suitability criteria and evaluation methods for the siting of on-site individual wastewater treatment systems within the Francis Creek watershed.

- 5) The City should work closely with the County to ensure the adoption of adequate safeguards for the protection of surface and groundwater resources within the Francis Creek watershed.
- 6) The City should conduct a study to evaluate the adequacy of the Forest Practice Act (FPA) regulations as they apply to sedimentation control within the Francis Creek watershed. Should, on the basis of this study and other applicable information, the City determine that the existing FPA regulations do not adequately address the sedimentation problem, the City should petition the Board of Forestry for a Rule Change to establish special timber harvest regulations for sediment control protection within the Francis Creek watershed.
- 7) The City should continue to actively review and comment on County land use referrals involving zoning, subdivision or other development projects occurring within the Area of Special Concern identified in this Plan. The City should forward a copy of the Area of Special Concern Map to the County Planning Department.
- 8) The City should designate the Francis Creek watershed as a "Critical Watershed" on the maps contained in the Conservation Element of the City's General Plan.
- 9) The City should request the Park and Recreation Commission to do the following:
 - (a) Promulgate and propose a set of rules for the use of Russ Park as a forest and wildlife preserve by people of all ages.
 - (b) Propose a plan for the development of trails within the park.
 - (c) Investigate the action if any, that should be taken to preserve the natural lake located in the park.
 - (d) Study the ecological aspects of the park and make recommendations for the preservation and enhancement of the trees, plant life and wildlife habitat of the park.

(e) Provide for the maintenance of public access from the city streets, county roads, and over private lands as the same exist now.

- 10) The City should develop and implement a park and recreation master plan for Fireman's Park. ✓
- 11) The Parks and Recreation Commission should develop a priority list for recreation facility improvements at Fireman's Park. ✓

2740 LAND USE/ZONING MAP CHANGES

Changes to the Land Use/Zoning Map are represented on the land use revision map provided with this Plan. Changed areas are identified by number and land use designation. The land use and zoning designations for those areas not included on the land use revision map shall remain as they existed prior to the Plan revision.

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2800 ENVIRONMENTAL IMPACT REPORT

2810 INTRODUCTION

This Draft Environmental Impact Report (DEIR) has been prepared to evaluate the probable environmental effects of the City of Ferndale's General Plan Revision. The DEIR has been prepared in compliance with the State mandate requiring the preparation of an EIR for projects which may have a significant effect on the environment, and in conformance with both State and local environmental guidelines.

The State environmental guidelines recognize that impacts which may be associated with the adoption of an amendment to a general plan cannot be predicted with the same accuracy as those associated with a site-specific construction project. For this reason, the discussion which follows is necessarily presented at a generalized level. Also, in preparation of this report it is assumed that all policies and recommendations contained in the plan revision text and depicted on the land use map will in fact be implemented.

Finally, if the Draft EIR is to be a useful informational document, it should present the analysis in as concise, yet thorough, a form as possible, and it should serve as a framework against which the impacts of future, more detailed projects can be compared. For these reasons, the Draft EIR for the Ferndale General Plan Revision:

1. integrates the discussion of the various points required in an EIR, where possible, to minimize repetition;
2. incorporates information by reference, where possible, since many of the points required to be addressed in an EIR are discussed in the plan revision, expanded initial study, consolidated general plan elements, and the background reports and technical appendicies; and
3. addresses in detail only those impacts found in the initial study to have a potential significant effect on the environment (impacts found not to have a significant impact on the environment are shown on the Initial Study Checklist, Reference Material item #8).

2820 PROJECT DESCRIPTION

2821 Background

The project consists of the Ferndale General Plan Revision text and maps, as well as all the background documents utilized in its preparation (refer to Sections 2882 and 2900 for listing). The project has been prepared to revise and update the Land Use Element (adopted in 1967), and the Conservation and Open Space Elements (adopted in 1973) of the Ferndale General Plan, and to amend the Land Use/Zoning Map to conform to the land use changes proposed under the plan revision, including the creation of the Qualified Combining or -Q Zone designation. The plan revision recommends policies to guide the development of the City of Ferndale over the next 10 to 20 years. The plan revision also provides for the recognition of certain land use and resource protection issues within the described "Area of Special Concern", which includes the Francis Creek watershed and other unincorporated territory on the periphery of the City.

2822 Objectives

The overall objective of the Ferndale General Plan Revision is to preserve the natural environment to the greatest extent possible and to promote positive economic, fiscal, social and environmental values in the City while accomodating the forcast population growth and changing needs of community residents. The plan's land use and development policies are designed to accomodate the projected population increase of 150-175 persons anticipated by 1995.¹ Because the population forcast projections could be acheived earlier or later than this date, plan policies directly related to accomodation of future growth (e.g., land use map designations and density standards) should be viewed in terms of the forcast population, rather than in terms of a specific, predetermined time frame.

The Ferndale Plan Revision can thus be characterized as a "growth accomodation" plan, by which the City neither discourages growth nor stimulates excessive growth, but rather controls and guides it according to the developmental principles expressed by the community. It is inevitable that this objective implies inherent tension as efforts to

1. See Humboldt Co. Housing Needs Projection, HCAOG, Ref. Material, item #7

accommodate forecast population growth may necessitate the conversion or preemption of certain resources. The plan revision seeks to minimize such trade-offs through policies which encourage development phasing, residential infill, and protection of agriculturally zoned lands. Plan policies which mitigate conflicts between competing development and resource values are examined in more detail in Section 2850 of this report.

2830 PROJECT SETTING

2831 Environmental Setting

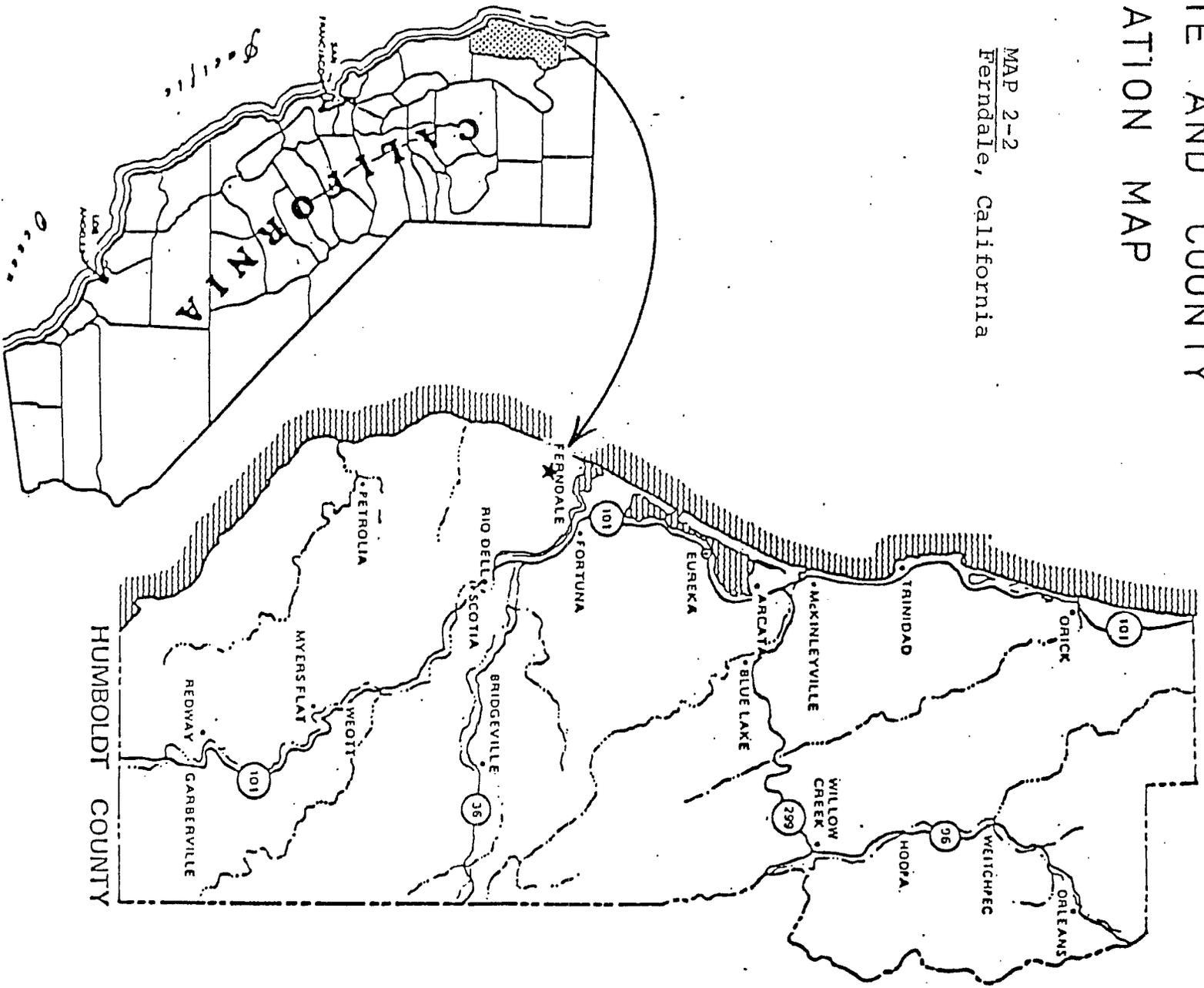
The project boundaries consist of the City of Ferndale and the surrounding unincorporated area, which is more particularly described as the "Area of Special Concern". (Refer to Map 2-1 on page 12 of the text). A number of highly valued resources are found in the planning area, including:

- . prime agricultural soils;
- . other natural resources, such as Francis Creek, the Francis Creek watershed, the Salt River and the Eel River flood plain, Russ Park and associated upland forest lands;
- . a diversity of wildlife; and
- . a built environment characterized by many structures of outstanding architectural, aesthetic and historic significance.

In terms of accomodating urban development, Ferndale's physical environment also imposes a number of constraints, such as flood and geologic hazards, as well as problems for building construction in several poorly drained, low-lying areas. Ferndale's existing pattern of development is characterized by a centralized core area of concentrated development surrounding the business district, and areas of less concentrated development, primarily single family residential uses, which are sited (usually one-lot deep) along principal through streets (e.g., Arlington, Fifth, Rose, ect.), with the interior of these areas remaining largely undeveloped.

STATE AND COUNTY LOCATION MAP

MAP 2-2
Ferndale, California



For a further discussion of existing environmental conditions, see:

Climate and Air Quality: Technical Appendicies, item #5.

Topography and Drainage: Reference Materials, items #1, 3b, and 4.

Soils and Geology: Reference Materials, items #3b, 3c and 4, and Technical Appendicies, items #10 and 17.

Archaeology and Paleontology: No known archaeological sites have been identified in the City limits. Consideration should be given in the review of future development proposals to the potential discovery of Native American burial and village sites.

Water Resources: Reference Materials, items #2, 3a, 3b, and 3c, and Technical Appendicies, items #4, 8, 11; 12, 13, 14, and 17.

Vegetation and Wildlife: Reference Materials, items #3a, 3b, and 3c.

Public Services and Utilities: Reference Materials, items #1, 3b, 3d, and Technical Appendicies, items #3 and 4.

Traffic and Noise: Reference Materials, items #1 and 4.

Hazards and Public Safety: Reference Materials, items #3b and 4, and Technical Appendicies, items #11, 12, 13 and 16.

2840 PROJECT IMPACTS

This section examines the beneficial and adverse impacts associated with the plan revision. The beneficial impacts discussed are intended to provide a general understanding of some of the types of policies and implementation recommendations contained in the plan; necessarily, these impacts describe cumulative, long-term effects. The adverse impacts discussed are largely concomitants of the plan's implementation, and, unless indicated by the preface "possible", are impacts which cannot entirely be eliminated.

A prediction of the plan revision's impacts is difficult for several reasons:

- a particular recommendation, such as the Francis Creek stream channel maintenance program, may produce both beneficial (e.g., less flooding) and adverse effects (removal of streamside vegetation). Until the program's full consequences are evaluated (measures to mitigate soil erosion due to channel clearing activities, for example), only the "possible" outcomes can be described;
- two recommendations may tend to cancel out each other's impacts, such as the overall effects on traffic congestion resulting from efforts to accommodate population growth (hence, more automobiles), but also efforts to encourage alternative transportation modes and carpooling (hence, lower automobile usage); and
- finally, in several cases (e.g., archaeology), insufficient information exists on which to base an opinion as to the potential effect, and continuing assessment and monitoring of the actual effects of plan implementation will be required.

In this and subsequent sections, such difficulties will be pointed out in order to outline major issues which should be considered in the environmental review of the project.

2841 Beneficial Impacts

Among the perceived beneficial effects of the plan revision are the following:

- the preservation of highly valued natural resources,

including the protection of groundwater resources in the Francis Creek watershed;

- a compact, contiguous and orderly pattern of urban development, with the emphasis on the development of areas within (infilling) or adjacent to existing developed areas, and in close proximity to essential public services and facilities;
- the restriction of, and strict control over, development in areas of natural hazard (e.g., Eel River flood plain);
- the preservation of Ferndale's older structures, many of which are significant examples of Victorian and period architecture, and which satisfy existing housing and commercial space demands;
- the protection of pre-existing residential uses in areas designated for commercial expansion, through the establishment of a permit review process for new commercial uses under the Qualified Combining or -Q designation; and
- an improvement in the appearance and design of proposed residential, commercial and light manufacturing uses, through the establishment of site plan review standards for new development.

2842 Adverse Impacts

Potential adverse effects associated with the implementation of the plan revision are described in the Initial Study Checklist (refer to Reference Materials, item #8). Among the potential adverse effects are the following:

- the removal of a limited amount of land from its natural setting for development purposes (the plan revision designates approximately 60 acres of land underlain by prime or near-prime agricultural soils for new development);
- the impacts associated with the construction of public and private works, such as noise, dust, fumes, vibration, the alteration of the landscape, and the expenditure of energy and resources;
- incremental increases in air, water and noise pollution,

associated with new development;

- possible increase in traffic congestion on arterial and collector streets; and
- possible discharge of untreated effluent into Francis Creek from sewer manholes, due to addition of new development and failure to effectively address inflow and infiltration (I/I) problem in wastewater collection system.

2850 MITIGATION MEASURES

As stated, the Ferndale Plan Revision provides for orderly growth of the City with minimum adverse economic, social and environmental impact on the community. The plan itself, then, can be regarded as a mitigation measure designed to reduce the adverse impact associated with existing and proposed development. Again, it is assumed that the plan itself will in fact be implemented.

For examples of the plan's mitigation effects, the reader is referred to the policy proposals and specific implementation recommendations contained in the plan text. Likewise, the reader is referred to the Land Use/Zoning Map and the illustrative, Land Use Constraints Map (Technical Appendicies, item #17), where the land use pattern has been formulated to respect natural resource hazard areas and other areas of positive natural value, yet allow sufficient acreage for development to accomodate the forcast population and to allow for flexibility in future residential and commercial development demand.

For a detailed description of plan mitigation measures, the reader is referred to the Initial Study Checklist and discussion, Reference Materials, item #8.

2860 ALTERNATIVES

It is very difficult to isolate alternative courses of action to the Ferndale Plan Revision, since the plan revision expresses not only the commitment of the community to revise the existing general plan elements, but also defines the guidelines for the community's development, as expressed by local residents, against which future development proposals should be evaluated.

below: Three hypothetical "alternatives" are described

- . retention of the existing General Plan elements (the "no-project" alternative);
- . adoption of a Plan to discourage population growth (the "no-growth" alternative);
- . adoption of a Plan which provides for a rate of growth in excess of reasonable forecasts (the "stimulated-growth" alternative).

The "no-project" alternative is included to indicate the possible consequences of not revising the Ferndale General Plan. The latter two alternatives represent end points on a "growth" continuum, and indicate some of the concerns which have shaped the Plan Revision's preparation. The Plan Revision can be regarded as a balance between these two extremes, in that it is intended to accommodate the forecast population, while neither discouraging nor stimulating this growth.

2861 No Project

The "no-project" alternative would consist of the retention of the existing General Plan (Land Use Element) and the adopted Open Space and Conservation Elements.

The data, assumptions and community values reflected in the development of the existing 1967 County-City General Plan are outdated, and so the adequacy of the existing land use element is open to question. The adverse impacts associated with the "no-project" alternative would consist of a piecemeal and incremental application of policy, and the lack of comprehensive policies for long-term development of the City and surrounding area.

2862 No-Growth Plan

A "no-growth" General Plan can be characterized as an attempt to restrict future in-migration, either directly

by a numerical limit on components of population or housing, or indirectly, by restrictive controls over land use, public services and utilities, and other similar devices.

Generally, it appears that a no-growth plan in the Ferndale planning area would generate fewer environmental impacts locally. That is, fewer areas which are currently in a natural state (e.g., in agricultural or timber use) would need to be designated for future development. Similarly, the negative impacts associated with new development, such as air, water, and noise pollution, would be minimized since little new development would occur.

However, the people who would be restricted from living in Ferndale but who could find employment in the City might potentially induce development pressure in the undeveloped portion of the County adjacent to the City, which might result in greater adverse impacts associated with scattered development in rural areas.

The economic/fiscal and social impacts of a no-growth plan would similarly appear to be favorable. The competition for local service employment opportunities would be reduced, no expenditures would be required for expanding existing public services and facilities, and the "small town" character of Ferndale would be preserved.

More likely, though, a no-growth plan would generate adverse consequences. Such a plan would reduce employment opportunities. Also, improvements to certain public facilities, such as drainage, will be required in Ferndale irrespective of local growth policies; with a "no-growth" philosophy, the per capita cost of these services would be increased.

Finally, in the absence of any regional development policies, a no-growth plan is likely to generate adverse social impacts, especially on low-income families. If Ferndale were to impose a ceiling on its population, the result would likely be the creation of a housing shortage, and the cost of housing would increase dramatically. Implicitly or explicitly, Ferndale's lower income residents would effectively be excluded from the community.

2863 Stimulated-Growth Plan

A General Plan designed to permit growth of any kind in any location can be characterized by three factors:

- . an extravagant allocation of land for development in all land use categories;
- . laxity in development control requirements;
- . the programming of municipal services and facilities at a level beyond demonstrated or projected need, in order to facilitate new development or to accomodate development which occurs in a less than optimal pattern from the standpoint of cost-effectiveness and rational capital investment policies.

A "stimulated-growth" plan would generally increase employment and housing opportunities in the Ferndale planning area (market forces permitting) but would generate serious environmental and fiscal consequences, such as:

- . patterns of haphazard and piecemeal residential development, resulting in the pre-mature conversion and despoliation of valued natural resources;
- . costly urban service extensions and unnecessary oversizing of facilities;
- . increased air and noise pollution, due to increased levels of development and automobile useage;
- . possible decline in water quality, as surface runoff is increased, and as the potential is increased for urban levels of development in rural and resource productive areas in the unincorporated territory surrounding the City, and which are dependent on individual, on-site sewage disposal systems.

2870 SUMMARY OF PROJECT CONSEQUENCES

2871 Growth Implications

As stated, the essential aim of the Ferndale Plan Revision is neither to stimulate or to discourage future population growth, but rather to control and guide such growth as appears likely to occur, in accordance with the development principles expressed by local residents. These principles are based on the preservation of the natural

environment to the greatest extent possible, but also on the promotion of economic, fiscal and social equity and balance.

2872 Cumulative and Long-Term Effects

The intent of the Ferndale Plan Revision is to lay the groundwork for the plans, programs, services and facilities which will broaden the beneficial uses of the environment for both present and future Ferndale residents. In order to assure this long-term productivity, compromises have been reached between desirable environmental, economic, fiscal and social goals. While the plan revision allows for the accomodation of future development, it also guides this development to areas appropriate for urban development, areas which are in proximity to the existing water and sewer infrastructure, which are not flood-prone, and which preserve and protect agricultural, forest and other unique resource areas within the planning area. The plan revision expands the amount of land designated for commercial development on the existing Land Use/Zoning Map, but provides safeguards for existing residential uses in these areas. The plan revision also recommends the adoption of a new combining zone classification for flood hazard areas, and calls for the establishment of geologic report requirements for development in areas of low or moderate slope stability.

Certain resources would be committed in the course of the Plan's implementation, such as the irreversible commitment of energy, and some of the land which may currently lie vacant or be used agriculturally will be converted to urban uses. (Note: no agriculturally "zoned" land is proposed for conversion under the plan revision). Other impacts, such as the increase in noise, air and water pollution, and the increase in runoff which attend development, could be significantly mitigated if the Plan's recommendations are adopted.

The plan revision is also designed to mitigate secondary adverse impacts, that is, those consequences which impact the environment outside of the planning area or which may extend beyond the life of the Plan. As discussed in Section 2860, the effects of any growth management policies must be viewed in a regional perspective. The policies and recommendations of the plan revision ensure that Ferndale

will fulfill its fair share of regional responsibilities, including the provision of decent, affordable housing for community residents.

Likewise, mitigation measures are contained in the plan revision to ensure that Ferndale's future generations are not needlessly committed to a "no-growth" or "stimulated-growth" future. The plan policies requiring development to occur only where adequate public facilities exist or are provided, and requirements that new development share in the cost of providing storm drainage facilities, are intended to discourage both pre-mature development and over-development in the absence of necessary improvements.

2873 Overview

The Ferndale Plan Revision is directed towards achieving a balance between the protection of natural resources and the accomodation of human needs, such as housing, jobs, and public services, which all contribute to an attractive environment and improve the "quality of life". These environmental, economic/fiscal and social benefits ensure that any adverse impacts associated with the implementation of the plan revision are not generated merely in the interest of short-term gain.

Finally, the Ferndale Plan Revision, while establishing the framework for the long-term development of the community, also keeps options open for the future. In many cases, the plan revision calls for more detailed investigation and more specific plan proposals in order to ensure that the subsequent program, ordinance, or standard best fits the particular local need being addressed. Likewise, the continuous monitoring of the Plan's implementation is encouraged, so that if assumptions underlying the Plan's preparation shift dramatically (e.g., changes in the forcast population), then the Plan's policies and provisions can be appropriately modified.

2880 REFERENCES

2881 Author of the Report

The Draft Environmental Impact Report (DEIR) on the Ferndale General Plan Revision has been prepared by:

Ferndale Planning Department
P.O. Box 236
Ferndale, California 95536

2882 Reference Materials

Materials developed in the course of the Ferndale General Plan Revision preparation include the following:

- RM-1 Public Works Capacities Assessment (including Addendum), Oscar Larson and Associates, December, 1978.
- RM-2 Francis Creek Advisory Committee, Report to City Council, Ferndale, California, June, 1982.
- RM-3 Background materials from the Ferndale Local Coastal Program:
 - a. Riparian Habitat in Ferndale, Five Cities Planning Program, September, 1979.
 - b. Inventory of Environmental Constraints for Development - Ferndale LCP, Five Cities Planning Program, September, 1979.
 - c. Agricultural Feasibility, Five Cities Planning Program, Septemeber, 1979.
 - d. Draft Land Use Element - Revision for Local Coastal Program, Five Cities Planning Program, September, 1979 (not adopted).

Other pertinent reference materials used in the preparation of this report include:

- RM-4 Ferndale Public Safety, Seismic Safety, Noise, and Scenic Highways Elements, Oscar Larson and Associates, 1975.
- RM-5 Ferndale Housing Element, Five Cities Planning Program, 1980.
- RM-6 Ferndale Planning Area General Plan Report, County-City General Plan Project, 1967.
- RM-7 Humboldt County Housing Needs Plan (Draft), Humboldt County Association of Governments. (HCAOG), June, 1984.

RM-8 Initial Study Checklist and responses, Ferndale Planning Department, August, 1984.

RM-9 Technical Appendicies, text and maps, as are enumerated in Section 2900.

2883 Organizations and Persons Consulted

The data utilized in the preparation of the Draft Environmental Impact Report has been obtained from the Ferndale Plan Revision, the background reports, and other sources cited. In the course of the Plan's preparation, a number of persons and organizations were consulted, at local, regional, State and federal levels, and in the public and private sectors. (See Attachment "A" for listing of these contacts).

2900 TECHNICAL APPENDICIES

A listing of the technical information used in the preparation of the Ferndale Plan Revision and the DEIR is provided below. Copies of the specific reports, tables, maps and other materials cited may be reviewed at Ferndale City Hall.

Reports and Memoranda

TA-1 Population projections and Census data, City of Ferndale, various sources.

TA-2 Ratio-Share Population Forcast Method, Humboldt County Population Background Study, Humboldt County Planning Department, Page 2-32 (with tables).

TA-3 Estimate of Available Sewage Treatment Capacity, Memorandum from Winzler and Kelly Engineers, February, 1983.

TA-4 Hydraulic Branch Report on the Management of Water Resources by Citizens Utilities Company of California and its Affiliated Companies, California Public Utilities Commission, November, 1983.

TA-5 Telephone interview with Robert Clark, Inspector, Humboldt County Air Pollution Control District, November, 1983.

TA-6 Streambank Protection Guidelines, U.S. Army Corps of Engineers, October, 1983.

TA-7 Requirements for Streambank Alteration Agreement, Section 1600 seq, California Fish and Game Code.

TA-8 National Flood Insurance Program, Questions and Answers, Federal Emergency Management Agency, June, 1980.

TA-9 AB 3250, The Solar Rights Act of 1978.

TA-10 SCS Soil Capability Classification Ratings for Use with the Soils of Western Humboldt County, California, U.S. Department of Agricultural Soil Conservation Service (SCS), not dated.

Maps

TA-11 December 1964 Flood Plain and High Water Marks, Eel River Basin California, U.S. Army Corps of Engineers, December, 1965.

TA-12 Flood Insurance Rate Map Work Map, Flood Boundary and Floodway Workmap, Eel River Delta (including Ferndale City limits, Anderson-Nichols & Co., Inc., not dated (early 1980's)).

TA-13 FIA Flood Hazard Boundary Map, City of Ferndale, CA, prepared by Department of Housing and Urban Development (HUD), March, 1976.

TA-14 Francis Creek Watershed - Spring and Dam Sites, attachment to November 4, 1983 City Council letter to Humboldt County Board of Supervisors.

TA-15 Property ownership Francis, Reas and Williams Creek watersheds, Humboldt County Planning Department, September, 1983.

TA-16 Flood Insurance Rate Map, Humboldt County, California, Panel 1085 of 1900, July, 1982.

TA-17 Development Constraints Map, Ferndale Planning Department, 1985.

CONTENTS OF DRAFT EIR WITH
RESPECT TO STATE CEQA GUIDELINES

<u>Draft EIR Section</u>	<u>State CEQA Guidelines</u>
Contents (Not Numbered)	Section 15122
Introduction 2810	15123(a)(b)(c) 15124(d) 15128
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Project Setting 2830	15125
Project Impacts 2840	15126(a)(b)
Mitigation Measures 2850	15126(c)
Alternatives 2860	15126(d)
Summary of Project Consequences 2870	15126(e)(f)(g) 15130
References 2880	15129

ATTACHMENT "A"
PERSONS AND ORGANIZATIONS CONTACTED

- . Steven L. DeCamp, Humboldt County LAFCo re: Population projections and Sphere of Influence
- . Dee Stockbenson, Eureka Public Library re: 1980 Census data
- . Neal Carnom, Winzler and Kelly Engineers re: Sewage treatment capacity
- . Robert Clark, Humboldt County Air Pollution Control District re: Air quality
- . Gene Serr, State Department of Water Resources re: Flood hazards and National Flood Insurance Program
- . Gary Monroe and Dave McLeod, State Department of Fish and Game re: Riparian habitat (PBS)
- . Dr. Rudolph Becking, Biology Department, Humboldt State University re: Riparian habitat (PBS)
- . Allan Mecham, State Resources Agency re: Agricultural resources (PBS)
- . Sam Winston, Humboldt County Planning Department re: Agricultural resources (PBS)
- . Ray Corliss, Humboldt County Assessor's Office re: Agricultural resources (PBS)
- . Larry Ford, Farm Bureau re: Agricultural resources (PBS)
- . Spencer Clifton, Humboldt County Association of Governments (HACOG) re: Humboldt County Housing Needs Plan
- . Tom Conlon and Bob London, Humboldt County Planning Department re: Coordination with Humboldt County Framework Plan

* Note: PBS means Policy Background Study

ATTACHMENT B

Ferndale General Plan Revision
Final EIR
Explanation of applicability of Section 15132
of the Public Resources Code (CEQA Guidelines)

The Final EIR for the above project is the draft EIR with the addition of this attachment. No persons, organizations, or public agencies commented on the draft EIR during the public comment period. Because no written or oral comments were received by the City on the draft EIR, no responses were required from the Lead Agency.

A Notice of Determination will be filed with the Humboldt County Clerk pursuant to Section 15094 of the Public Resources Code.