

MILL SITE REUSE LCP AMENDMENT VISUAL ANALYSIS AND POLICIES - 2019



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March 2019

TABLE OF CONTENTS

| | | |
|----------|---|-----------|
| 1 | INTRODUCTION | 3 |
| | Introduction & Methodology | 3 |
| 2 | POTENTIAL IMPACTS TO CURRENT PUBLIC VIEWS..... | 4 |
| | Glass Beach Headlands (McKerracher State Park) | 4 |
| | Views from the Fort Bragg Coastal Trail..... | 5 |
| | North Coastal Trail..... | 8 |
| | Middle Coastal Trail..... | 11 |
| | South Coastal Trail..... | 16 |
| | Cypress Street | 21 |
| | Pomo Bluffs Park | 26 |
| | Views from Highway 1 Across the Mill Site | 28 |
| 3 | REPRESENTATIVE VISUAL STIMULATIONS | 36 |
| 4 | DRONE STILLS WITH ZONING..... | 46 |
| 5 | PROPOSED AND EXISTING VISUAL POLICIES TO PROTECT VISUAL QUALITY..... | 54 |
| | Community Design Element | 54 |
| | Open Space Element | 59 |
| | Circulation Element | 59 |
| | Public Utilities Element..... | 59 |



1 INTRODUCTION

Introduction & Methodology

This analysis explores potential visual impacts of new Mill Site zoning (future development) on scenic public views per the Coastal Act. Section 30251 of the Coastal Act states the following:

“The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government shall be subordinate to the character of its setting.”

Further, per CEQA and the Coastal Act, only public scenic views are protected, e.g. scenic views from public properties (state parks, coastal trail) and from Highway 1 and other public streets. Private scenic views are not protected by CEQA or the Coastal Act and they are not explored in this analysis.

This analysis follows a standard methodology, which includes:

1. Documentation and evaluation of existing public scenic views;
2. Identification of potential impacts on scenic public views from proposed zoning;
3. Simulation of potential impacts on scenic public views, given development regulations ; and
4. Review of existing and proposed policies that will mitigate and reduce impacts of impacts to scenic public views.

The Mill Site is very large (425+ acres) and it is not feasible nor effective to take photos from every location with views across the property. Instead photographs were taken of representative views from all public view corridors. First the visual character of the viewing area is described for context and this is followed by an analysis of the scenic views or vistas from the viewing area. The views were evaluated for scenic quality in the foreground, mid ground and distance as applicable. View were evaluated from Negative to Highly Scenic according to the following scale/typology:

1. Negative – negative views are unnatural views negatively impacted or blocked by extensive gravel, asphalt, dilapidated buildings, parked vehicles, stored building materials, etc.
2. Neutral – Neutral views are: 1) foreground views that are significantly or completely obstructed by fencing or buildings; and/or 2) foreground views that are partially obstructed by asphalt or other development; and/or foreground views of low quality vegetation (non-native species). Neutral distant views include distant views of urban development.
3. Low Scenic – foreground views of native vegetation and distant views of trees or other natural features.
4. Scenic – Open views that are vegetated with native species.
5. Highly Scenic – highly scenic views include significant views of the ocean, bluff face, white water, and/or natural vegetated areas.

Simulations of potential impacts to views are approximate and where developed using photos of familiar

buildings and building types to help the reader understand the potential impacts to the views. Photos were placed within the view shed to simulate what a potential building might look like given development requirements such as set back requirements, height limits, design review and visual policies of the LCP.

2 POTENTIAL IMPACTS TO CURRENT PUBLIC VIEWS

The GP Mill Site is a large industrial property, which until 2002, when Georgia-Pacific ceased operating the mill, limited public visual access across the site to distant ocean views from Highway 1.

This section explores existing public view sheds from public properties (state parks, coastal trail) and Highway 1. It includes a detailed analysis of existing scenic qualities and views across the Mill Site from the North to South as follows:

- McKerracher State Park – Glass Beach Headlands
- The Coastal Trail (North, Middle and Southern trail sections)
- Pomo Bluffs Park
- Highway 1 & Noyo Bridge

GLASS BEACH HEADLANDS (MCKERRACHER STATE PARK)

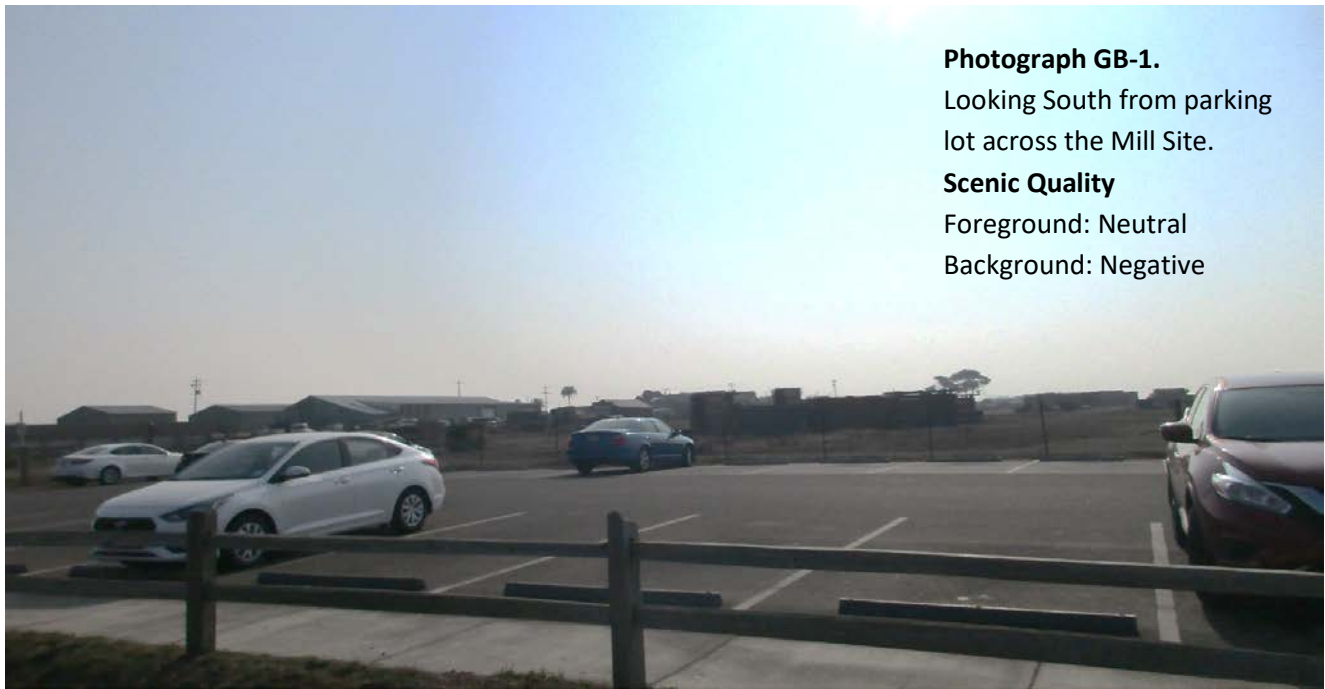
Glass Beach Visual Character

The Glass Beach Headlands is the undeveloped southernmost portion of MacKerricher State Park. It is bounded on the west by the Pacific Ocean, the east by Glass Beach Drive and residential development, on the north by Pudding Creek, and on the south by the Fort Bragg Coastal Trail. Much of the central portion of the site is relatively flat to gently sloping. The Glass Beach Headlands is heavily vegetated with a mix of native and nonnative species. The topography is gently rolling, and gently slopes downward, from the north to the south. The western edge of the site is a rocky bluff edge, which has been heavily eroded by visitors accessing the beaches below. The shoreline is rocky and sea mounts are visible just off the coast to the north and south. Given the variable topography, rocky shoreline, variety of habitat and vegetation types, and lack of urban development onsite, the visual quality of the Glass Beach Headlands is highly scenic. It is representative of the northern California “rugged coast.”

Glass Beach Scenic Vistas

Expansive views from the site to the west and northwest include the Pacific Ocean, the Pudding Creek Trestle, and the Coast Ranges in the distance. Views to the east include the residential development along Glass Beach Drive, although forests, mountains, and ridgelines are also visible in the distance. To the southwest are high quality views of the Pacific Ocean and rocky shoreline. Views to the south are of the relatively flat and paved Mill Site and scattered remnants of the former lumber processing and storage use, including a number of structures. Because of this, the view to the south of the site is considered negative. The Glass Beach Headlands is heavily used by local residents and tourists, and all visitors have a high expectation that the site will provide exceptional views. These users would be highly sensitive to changes to the visual character of the site and surrounding view shed.

View From Glass Beach Headlands South over the Mill Site are limited and analyzed below.



Photograph GB-1.

Looking South from parking lot across the Mill Site.

Scenic Quality

Foreground: Neutral

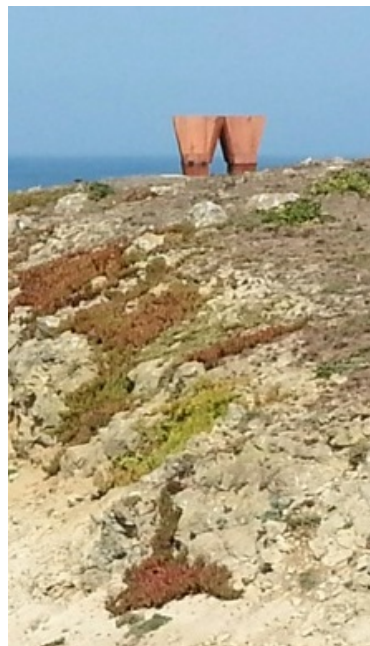
Background: Negative

The foreground of this view is neutral as it consists of the Coastal Trail parking lot. The background view is negative and consists of an asphalt covered lumber storage areas. This distant negative view has the potential to be impacted by new development and will be analyzed further in the visual simulation section of this report.

VIEWS FROM THE FORT BRAGG COASTAL TRAIL

The Coastal Trail (Noyo Headlands Park) extends along the entire western edge of the Mill Site. Composed of 104 acres stretched over 3.5 miles of coastline, the Coastal Trail includes about six miles of multi-use trails, three parking areas, four restrooms, picnic tables, benches and interpretive panels. The Coastal Trail was constructed in two phases and opening in 2015 and 2017. It has extremely high visitation rates and utilization, although more than half of the utilization occurs at the Glass Beach entrance, which attracts significant visitor traffic. This section analyses views from the Coastal Trail and Parking Lots (public rights of way) onto the Mill Site and the distant views behind. This analysis explores visual impacts from the north coastal trail, middle coastal trail and south coastal trail in that order. [The following views are from the Coastal Trail to the Ocean and all ocean views from the 5.4 mile coastal trail are protected as the property is deed restricted for passive recreation use only.](#)







North Coastal Trail

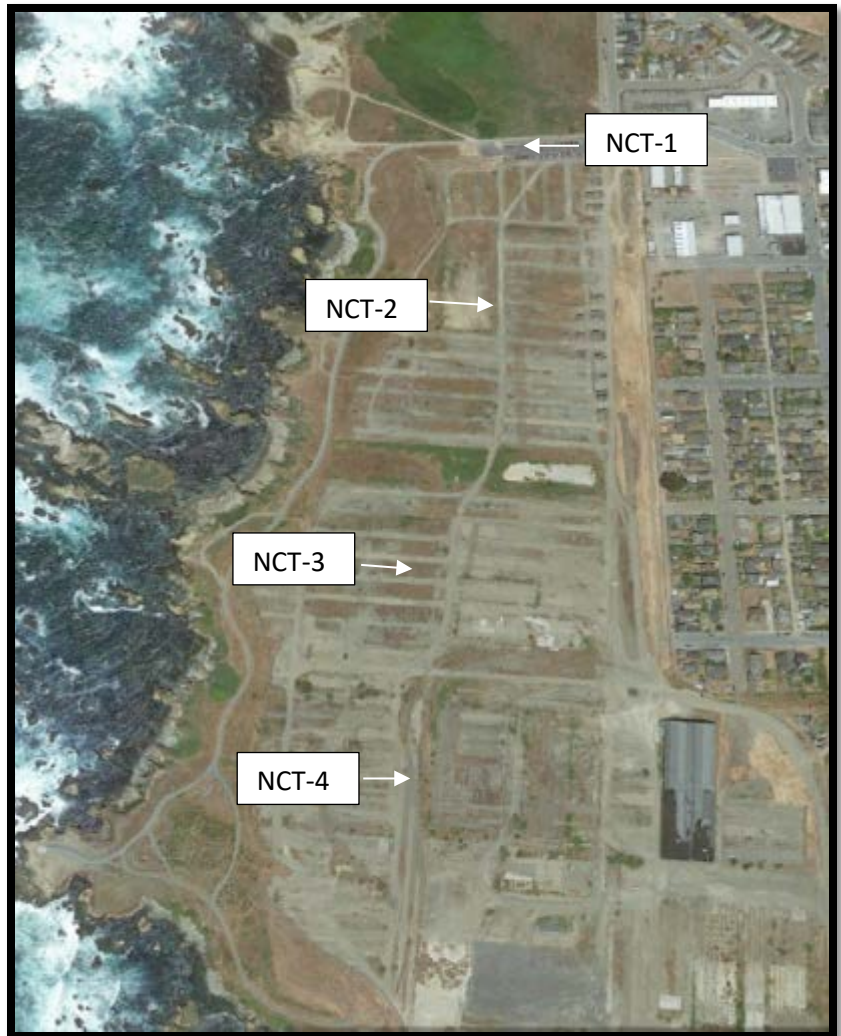
Visual Character

The North Coastal Trail is a generally flat, narrow parcel on the western edge of the Mill Site. The parcel has been restored from a site that was predominately covered with asphalt and packed gravel and unopen to the public, to a restored natural habitat that provides coastal access via a multiuse trail. The site includes parking facilities, a restroom, benches and picnic tables, various types of fencing and interpretive panels. Generally onsite aesthetic resources are high quality with highly scenic views to the west and the ocean. The parking lot is the only neutral visual resource on the site.

North Coastal Trail Scenic Vistas

To the west, the North Coastal Trail offers expansive highly scenic views of the Pacific Ocean, rocky shoreline, and the coastline (see photos on previous pages).

The views to the east from the North Coastal Trail are generally neutral to negative and consist of extensive asphalt paving and a large dilapidated former mill building (refer to Photograph NCT 1 through NCT-4). Distant scenic views of the town and the mountains are also available to the east.





Photograph NCT-1
Looking west to the Ocean.
Scenic Quality
Foreground: Neutral
Background: Scenic



Photograph NCT-2
Looking east across the Mill Site
Scenic Quality
Foreground: Low Scenic
Background: Neutral/Negative

Looking east across an area to be zoned open space (foreground), urban reserve (mid ground) and medium density residential (distant view). Residential development would occur in the areas with stacked lumber to the south of the Rossi's warehouse. This view will be analyzed in the visual simulation section of this report.



Photograph NCT-3

Looking east across the Mill Site

Scenic Quality

Foreground: Low Scenic

Background: Neutral/Negative

Looking east across an area to be zoned open space (foreground), urban reserve (mid ground) and high density residential (distant view). Residential development would occur in the areas with stacked lumber and to the south.



Photograph NCT-4

Looking east across the Mill Site

Scenic Quality

Foreground: Low Scenic

Background: Neutral/Negative

Looking east across an area to be zoned open space (foreground), Visitor (mid ground) and Light Industrial (distant view). Light Industrial zoning would be located around the area adjacent to Dry Shed 4 and visitor serving would be located to the south and in the mid ground. This view will be analyzed in the visual simulation section of this report.

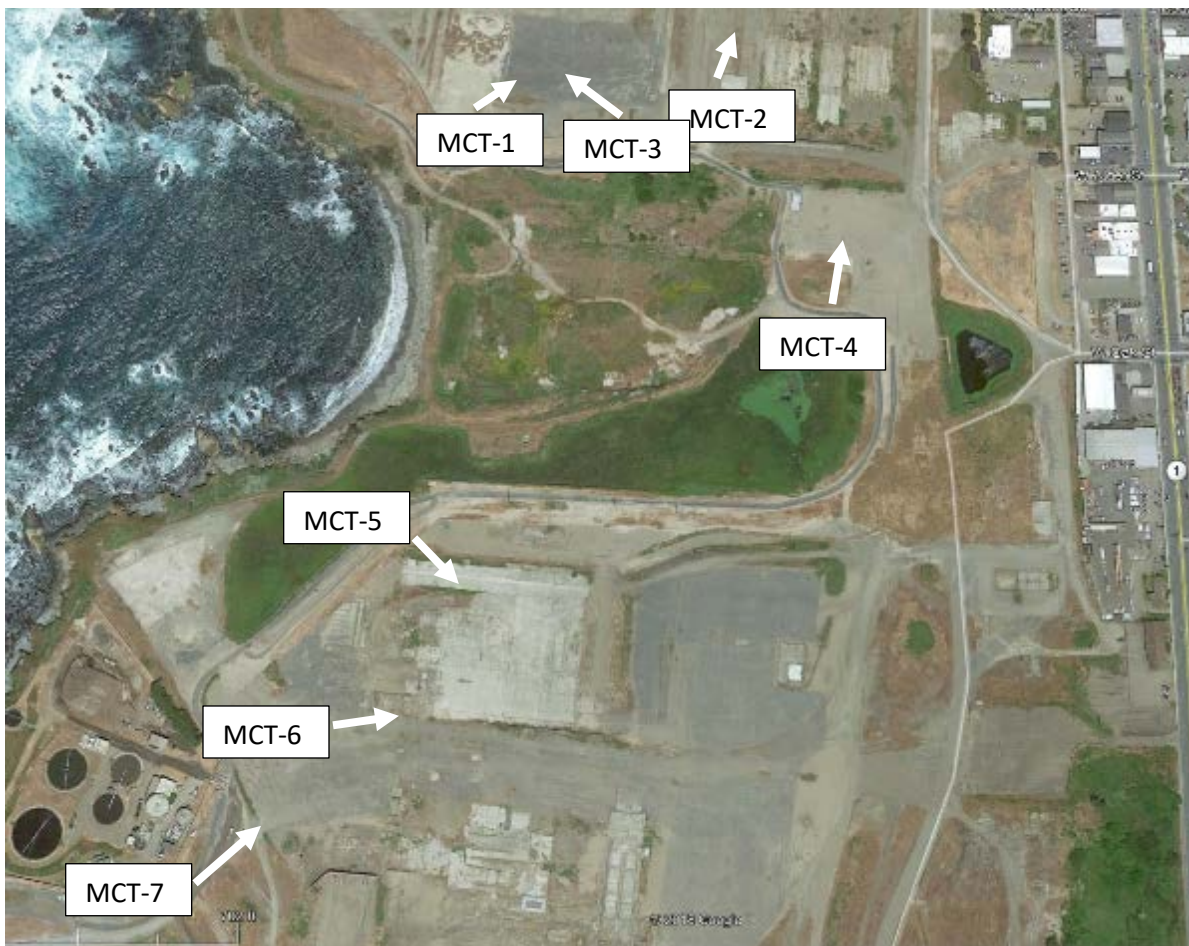
Middle Coastal Trail

Visual Character

The middle coastal trail (1.3 miles) is located at the middle of the site and loops around the Mill Pond, sending it closer to town with active views to the downtown and the back side of various heavy industrial and office properties. The newly restored 10 acre coastal trail property is a thin strip (50 feet wide) located along either side of the multiuse trail. Much of this area was covered in asphalt and the restored area (2017) has yet to regrow significant vegetation. The site also includes an overhead power line that runs to the City's Waste Water Treatment Facility (WWTF), a restroom and a plaza. Overall the visual quality of the middle section of the coastal trail is neutral to low scenic.

Scenic Vista Analysis

From the Middle Coastal Trail, the rocky shoreline and the coastline to the west is distantly visible. These views are interrupted in the foreground by the lowland area and the Mill Pond which offer views of vegetation and some historic mill foundations, asphalt and graded areas. Native and invasive plants, and a number of birds can also be viewed from the Coastal Trail looking to the west. Fort Bragg Landing beach is also visible at low tide. Otherwise beaches and rocky shoals are either distantly visible or not visible from this section of the Coastal Trail.



Views across the Mill Site from the Middle Section of the Coastal Trail (to the north, east and south) are dominated by the visually degraded former employee parking areas, lumber and log storage areas, and foundations for a number of former lumber mill buildings. These views are generally of negative quality. Background views from this section of the coastal trail include the back side of a number of industrial, office and retail buildings, fencing, and the dilapidated Dry Shed 4 and the Skunk Train round house. None of these buildings are aesthetically pleasing given their current conditions. The Guest House Museum, located on a hill, is highly visible (though distant) from the coastal trail and is both a scenic and historic resource. This area is characterized by a bowl shape, which limits distant views and focuses the eye of the viewer on the nearby asphalt parking areas and building foundations. The views to the south west are of medium quality as the Sewer Treatment Plant is a low quality visual resource that detracts from the scenic quality.



Photograph MCT-1

Looking northeast from middle coastal trail across the Mill Site.

Scenic Quality

Foreground: Negative

Background: Negative

Looking north east across an area to be zoned Visitor (foreground) and Central Business District (mid ground to the right). This view will be analyzed in the visual simulation section of this report.



Photograph MCT-2

Looking northeast from middle coastal trail across the Mill Site.

Scenic Quality

Foreground: Negative

Background: Negative

Looking north west across an area to be zoned Visitor and Central Business District. This view will be impacted in a similar way to the view of MCT-3, which will be analyzed in the visual simulation section of this report.



Photograph MCT-3

Looking north from middle coastal trail across the Mill Site.

Scenic Quality

Foreground: Negative

Background: Negative

Looking north across an area to be zoned Central Business District. This view will be analyzed in the visual simulation section of this report.



Photograph MCT-4

Looking northeast from middle coastal trail across the Mill Site.

Scenic Quality

Foreground: Negative

Background: Negative

Looking north across an area to be zoned Open Space (foreground) and Visitor (mid ground). This view will be analyzed in the visual simulation section of this report.



Photograph MCT-5

Looking south from middle coastal trail at Mill Pond.

Scenic Quality

Foreground: Negative

Background: Negative

Middle Coastal Trail @ Mill Pond looking south across Mill Site at area to be zoned Light Industrial. This view will be analyzed in the Visual Simulation section.



Photograph MCT-6

Looking east from middle coastal trail at WWTF.

Scenic Quality

Foreground: Negative

Background: Negative

Middle Coastal Trail @ WWTF looking east across Mill Site toward area to be rezoned Light Industrial and to retain Timber Resources Industrial zoning. This view will be analyzed in the Visual Simulation section.



Photograph MCT-7

Looking northeast from middle coastal trail at WWTF.

Scenic Quality

Foreground: Negative

Background: Neutral/ low scenic.

Middle Coastal Trail @ WWTF looking north east across Mill Site toward area to be rezoned Light Industrial and to retain Timber Resources Industrial zoning. **Development in this area would not obscure distant views of the mountains, due to the change in grade.**

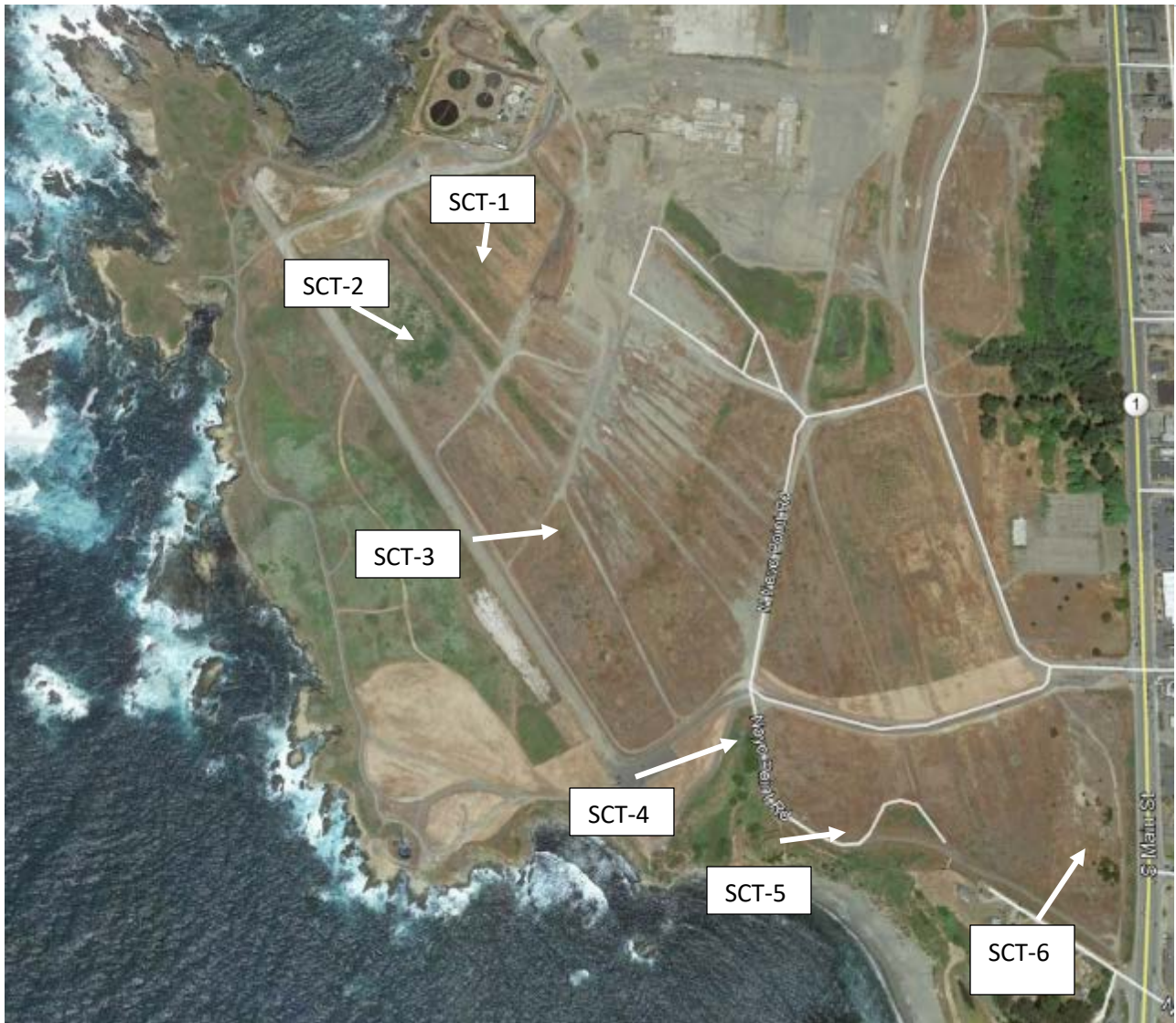
South Coastal Trail

Visual Character

The South Coastal Trail is also located on the Mill Site. Due to historic use as a bark dump much of this area has 6 to 20 feet (ft) of fill deposit on top on the native soils. This has resulted in a ridge line that runs the length of the property that inhibits views across the Mill Site from most of the Coastal Trail. Distant views of the ocean are available from almost every point on the property. However, scenic views of the rocky bluffs are rarely available. The previous importation of fill to the site and past remediation efforts on the South Coastal Trail, have resulted in considerable portions of non-native and invasive vegetation that would appear “natural” to the casual observer. The site is bounded on the north by the City’s wastewater treatment facility, south by Noyo Bay, east by the remainder of the Mill Site, and west by the ocean. There are also important natural and manmade aesthetic resources on this parcel, including the “punchbowl”, where a sea cave has collapsed and created a hole in the terrace where the ocean can be viewed, Johnson Rock a topographic highpoint, an old cemetery (known as the “sailor’s cemetery”), and the remnants of a former runway. Due to the variable topography, proximity to the ocean, existence of rocky shoreline, the unique “punchbowl” feature, the vegetation, and the existence of unique or novel manmade features such as the cemetery, the visual character of most of the South Coastal Trail is highly scenic.

Scenic Vista Analysis

Views to the west include the rocky shoreline and the coastline to the north and south and are highly scenic. These views are protected from development as the entire Noyo Headlands Park is owned by the City of Fort Bragg and dead restricted for public access and passive recreation. **Views to the east** across the Mill Site are of negative and neutral quality as they are dominated by: 1) the visually degraded former log deck, which is flat and covered by a mix of gravel, asphalt, roads, and non-native plants; 2) property line fencing separating the City’s Coastal Trail property from the Mill Site; and 3) distant views of urban development, the Noyo Bridge and the coast mountain range. **The views to the north** are of medium quality as the Sewer Treatment Plant and the abandoned runway are low quality visual resources that detract from the scenic quality. **The views to the south** are of the outer Noyo Harbor and Pomo Bluffs Park and are highly scenic. These views are protected from development as the entire Noyo Headlands Park is owned by the City of Fort Bragg and dead restricted for public access and passive recreation. The photos below illustrate views to the east and south which could be impacted by Mill Site rezoning.



Photograph SCT-1

Looking south from South coastal trail at Crows Nest

Scenic Quality

Foreground: Low Scenic

Background: Scenic

South Coastal Trail looking South East across property to be rezoned to Ocean Dependent zoning. This low scenic area may be impacted by development associated with new Coastal Dependent zoning and is analyzed

in the Visual simulations section of this report.



South Coastal Trail View across the Mill Site to the east Area zoned for Coastal Dependent Uses. This low scenic area may be impacted by development associated with new Coastal Dependent zoning and is analyzed in the Visual simulations section of this report.



South Coastal Trail View (runway) across the Mill Site to the east area zoned for Urban Reserve.



Photograph SCT-4

Looking east from South coastal trail at Parking Lot

Scenic Quality

Foreground: Neutral

Background: Low Scenic

Couth Coastal Trail Parking Lot looking East across the Mill Site to the areas zoned for urban reserve and Heavy Industrial. This view is analyzed in the Visual simulations section of this report.



Photograph SCT-5

Looking east from South coastal trail

Scenic Quality

Foreground: Low Scenic

Background: Scenic

Looking East from South Coastal Trail at Cemetary. Forground is slated for Open Space Zoning, Midground is slated for Urban Reserve zoning and back ground is slated for Mill Site Employment zoning.



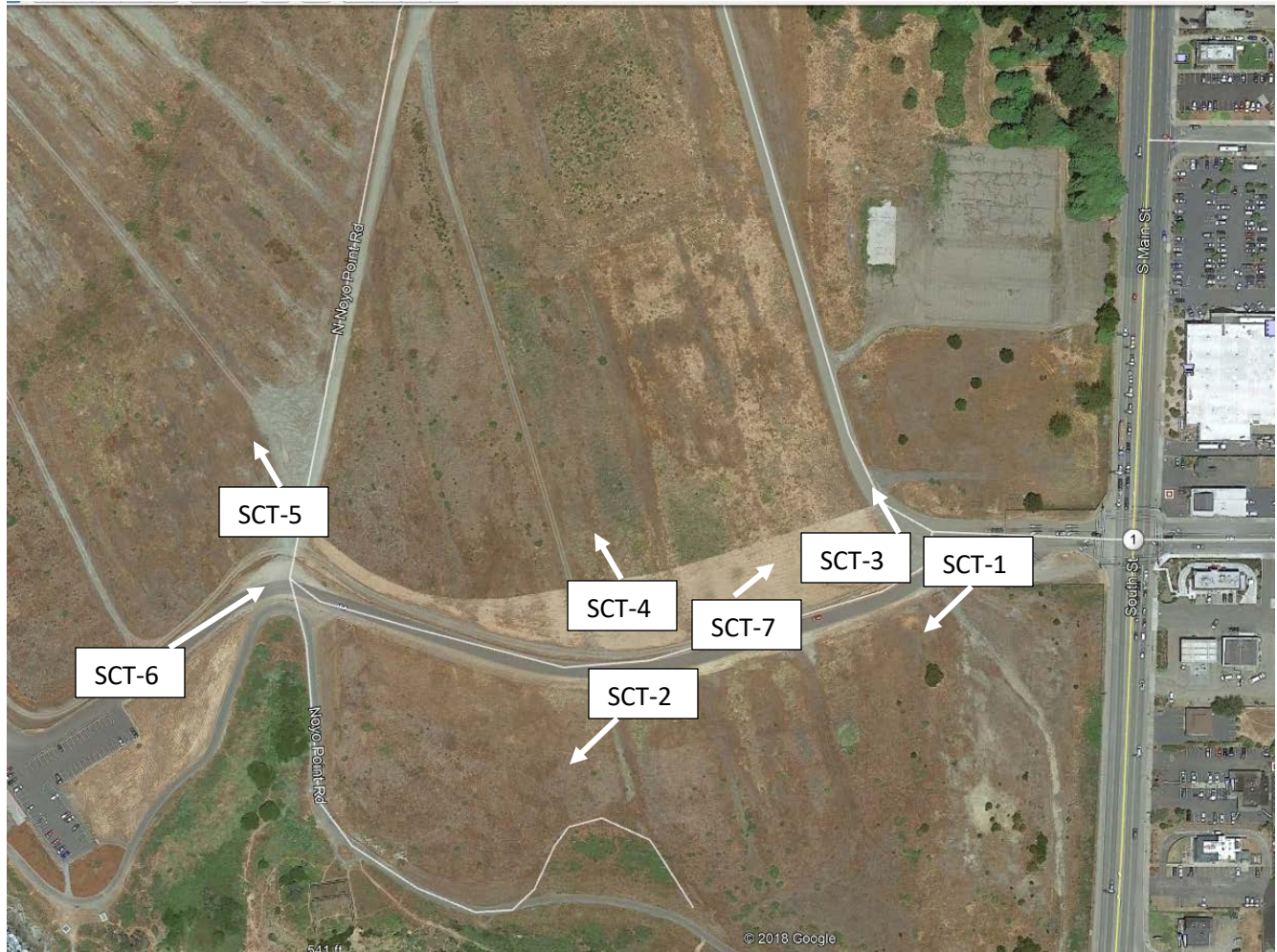
Looking North From South Coastal Trail adjacent to Noyo Point Road. Foreground is slated for Open Space Zoning and background is slated for Mill Site Employment zoning. This view is analyzed in the Visual simulations section of this report.

CYPRESS STREET

Visual Character

Cypress street is located on the Mill Site and wends its way to the ocean largely through an undeveloped grasslands, which is composed primarily of ruderal vegetation. The road is a 50 foot wide asphalt strip that is fenced to the north and south with livestock fencing.

Cypress Street Scenic Vista Analysis



Photograph CS-1

Looking west from Cypress Street

Scenic Quality

Foreground: Low Scenic

Background: Scenic



Cypress Street: Looking South West (Area to be zoned Mill Site Employment and Urban Reserve). The eastern edge of this photo is proposed for Mill Site Employment zoning. The western edge is proposed for Urban Reserve. This area is analyzed further in the Visual Simulation section of this study.

Photograph CS-2

Looking west from Cypress Street

Scenic Quality

Foreground: Scenic

Background: Highly Scenic



Cypress Street: Looking South West (Area to be Zoned Urban Reserve & Open Space). This area is highly scenic with filtered view to the Pomo Bluffs, ocean waves and the Ocean. The proposed zoning for this area is Urban Reserve and a policy has been developed to require a visual analysis of the development that is potential under the Big Idea Policy. This area is analyzed further in the visual simulation section of this report.

Photograph CS-3

Looking north west from Cypress Street

Scenic Quality

Foreground: Low Scenic

Background: Scenic



Cypress Street: Looking North West (Area to be zoned Industrial Highway Commercial and Urban Reserve). This area is proposed for highway commercial (east side of photo), and Highway Industrial (west or left side of photo). Distant ocean views are available to the west, and it is appropriate to require a visual analysis in this area.

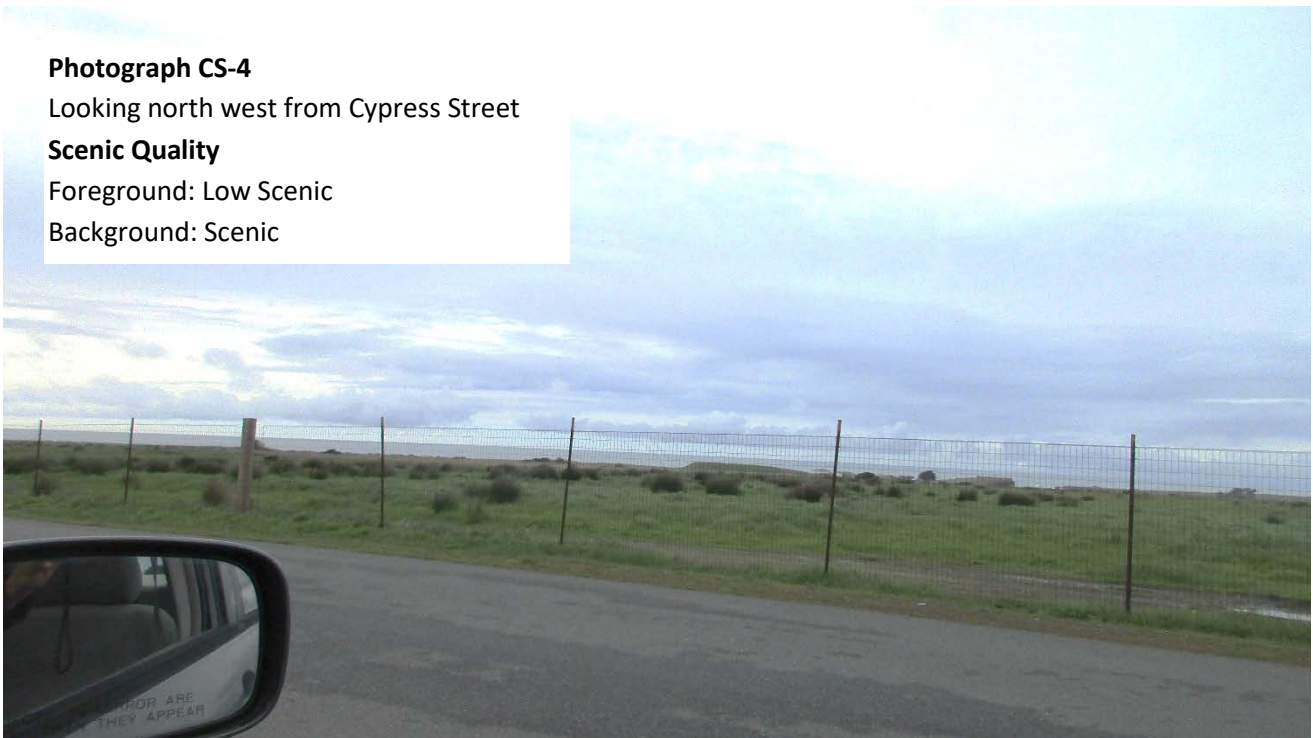
Photograph CS-4

Looking north west from Cypress Street

Scenic Quality

Foreground: Low Scenic

Background: Scenic



Cypress Street: Looking North West (Area to be zoned Industrial Highway and Urban Reserve). This area is proposed for Industrial (foreground), and Urban Reserve and Parks (background). Distant ocean views are available to the west. Staff recommends requiring a visual analysis for any new development in this area.

Photograph CS-5

Looking west from Cypress Street

Scenic Quality

Foreground: Low Scenic

Background: Scenic



Cypress Street: Looking North West (Area to be zoned Urban Reserve). This area is proposed for urban reserve (foreground), and parks (background). Distant ocean views are available to the west, and it is appropriate to require a visual analysis in this area. A view corridor may be desirable through the westernmost area to the ocean, although staff recommends a visual analysis to provide for more flexibility.

Photograph CS-6

Looking east from Cypress Street

Scenic Quality

Foreground: Neutral

Background: Low Scenic



Cypress Street: Looking east (Area to be zoned Urban Reserve and Industrial). Distant views of town are available to the east. The Coastal Act does not require the protection of non-ocean views. Council may decide if you want a visual analysis completed for new development from this direction. Staff recommends a visual analysis for development along Cypress Street, but does not recommend a view corridor here.

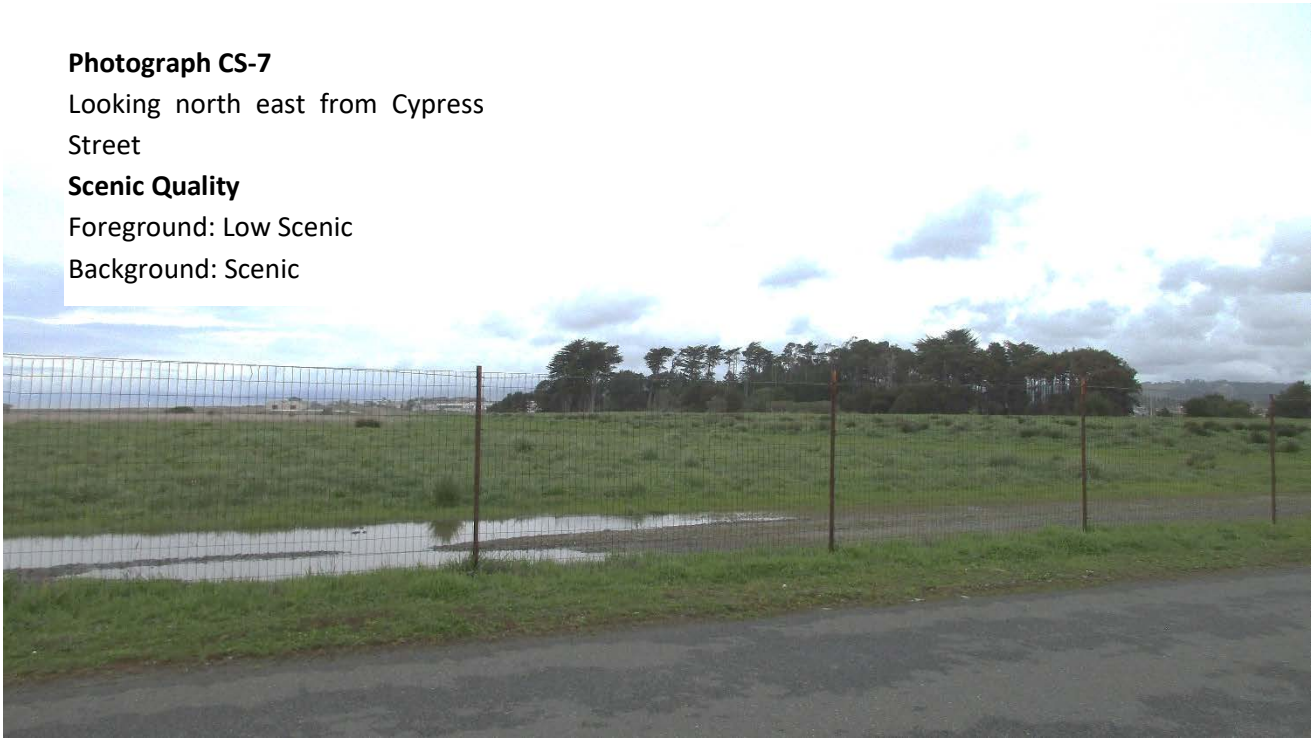
Photograph CS-7

Looking north east from Cypress
Street

Scenic Quality

Foreground: Low Scenic

Background: Scenic



Cypress Street: Looking north east (Area to be zoned Industrial and Open Space). Distant views of town and the forested area are available to the north east. The Coastal Act does not require the protection of a non-ocean view such as this. Council should decide if it wants a view corridor or a visual analysis completed from this direction.

Photograph CS-8

Looking north east from Cypress
Street

Scenic Quality

Foreground: Low Scenic

Background: Neutral



Cypress Street: Looking north east (Area to be zoned Mill Site Employment). Near views of are available to the south east. The Coastal Act does not require the protection of non-ocean views. Council may decide if it wants a visual analysis completed from this direction. Staff does not recommend a view corridor or requiring a visual analysis here (see Map CD-1).

POMO BLUFFS PARK

Visual Character

Pomo Bluffs park is located south of the Mill Site. The outer Noyo Harbor separates Pomo Bluffs Park from the Mill Site and the Mill Site is in the background view from the public access trail. Pomo Bluffs Park views are characterized by sweeping highly scenic views to the north and south and neutral views to a residential neighborhood to the south. The visual character of Pomo Bluffs park is highly scenic.

Pomo Bluffs Park Scenic Vista Analysis

Views to the west include the rocky shoreline and the coastline to the north and south and are highly scenic. These views are protected from development as the entire Pomo Bluffs park is owned by the City of Fort Bragg and dead restricted for public access and passive recreation. **Views to the east** are of low quality as they are dominated by large residential structures and a trailer park with distant views of urban development, the Noyo Bridge and the coast mountain range. **The views to the north** are highly scenic and are dominated by the outer Noyo Harbor and distant views of the Mill Site and Noyo Headlands Park. The **views to the south** are of residential structures. The photos below illustrate views to the north which could be impacted by Mill Site rezoning.



Photograph PBP-1

Looking south from South coastal trail at Crows Nest

Scenic Quality

Foreground: Scenic

Background: Highly Scenic

View include areas to be zoned Open Space and no visual impacts are anticipated.



Photograph PBP-2

Looking south from South coastal trail at Crows Nest

Scenic Quality

Foreground: Scenic

Background: Highly Scenic

View include areas to be zoned Open Space, Urban Reserve and Heavy Industrial. Heavy Industrial areas are located inland on the mill site and visual impacts would be minor as development would be indistinguishable.



Photograph PBP-3

Looking south from South coastal trail at Crows Nest

Scenic Quality

Foreground: Scenic

Background: Highly Scenic

View include areas to be zoned Open Space, Urban Reserve, Heavy Industrial, Highway Serving Commercial and Mill Site Employment. Areas zoned Heavy Industrial and Highway Serving Commercial would be located close to highway 1 and visual impacts would be minor, as the development would melt into the background of development which is visible from this location. The area to be zoned Mill Site Employment is heavily screened by trees and existing development and new development in this area would not be visible from this location. No significant visual impacts are anticipated.

VIEWS FROM HIGHWAY 1 ACROSS THE MILL SITE

Visual Character

While eligible for designation as a State Scenic Highway, Highway 1 in Mendocino County has not been designated as a scenic road. In Fort Bragg, Highway 1 is the commercial corridor through town. The east side of the highway is characterized by a mix of visitor serving uses, such as: large format stores, gas stations, restaurants, retail stores, hotels and other visitor serving businesses. Highway 1, located to the east of the Mill Site, separates much of the rest of Fort Bragg from the Mill Site. The nearby Coastal Trail property (92 acres) provides public access and much higher quality public scenic views to the ocean than are available from highway 1, and arguably at 6 miles in length, the Coastal Trail provides the scenic access to the ocean as required by the Coastal Act.

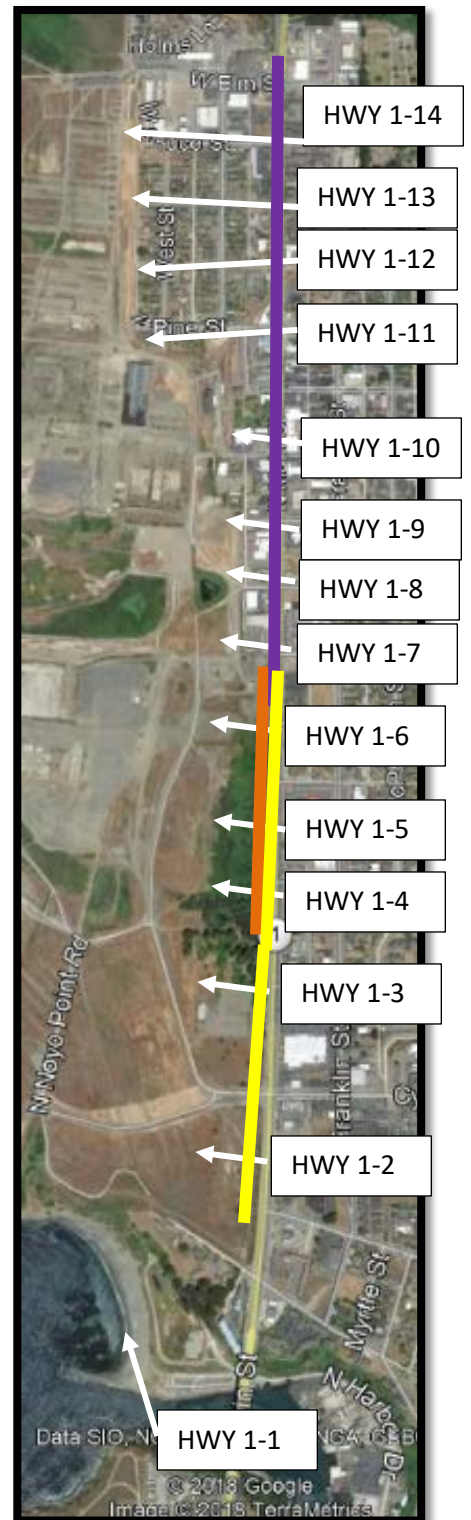
Visual Analysis

Views from highway 1 to the west towards the Mill Site and across it to the ocean are heavily obstructed and blocked by:

1. An existing six-foot tall wood fence that fronts 1.2 miles of Highway 1. Views from cars and low vehicles are severely limited in this area. Distant views to the ocean are possible from high profile trucks, where driver and passenger can occasionally see over the fence. Additionally the ocean is 0.5 to 0.8 miles from highway 1 at this location and views of the ocean are very distant. Illustrated by Yellow Line.
2. An area of dense mixed forest that fronts 0.64 miles of Highway 1, and which blocks all views to the ocean. Illustrated by orange Line.
3. A developed portion of the City that is built up between the Mill Site and Highway 1 that fronts 0.9 miles of its length. The ocean can be distantly glimpsed in areas where east-west streets dead end at the Mill Site, otherwise existing development obstructs views to and through the mill site and ocean. Illustrated with Purple line.

Scenic views from Highway 1 onto the Mill Site include the following:

1. Highly scenic distant views of the Fort Bragg Coastal Trail and Noyo Headlands Park are available from the Noyo Bridge (photo HWY 1-1);
2. Distant ocean views are found at the terminus of most of the east west streets (Cypress, Oak, Alder, Redwood, Pine, Bush & Spruce streets).
3. Views of the scenic forested area between Walnut and Maple Street along the west side of Highway 1 (photo HWY 1-4 through HWY 1-6)



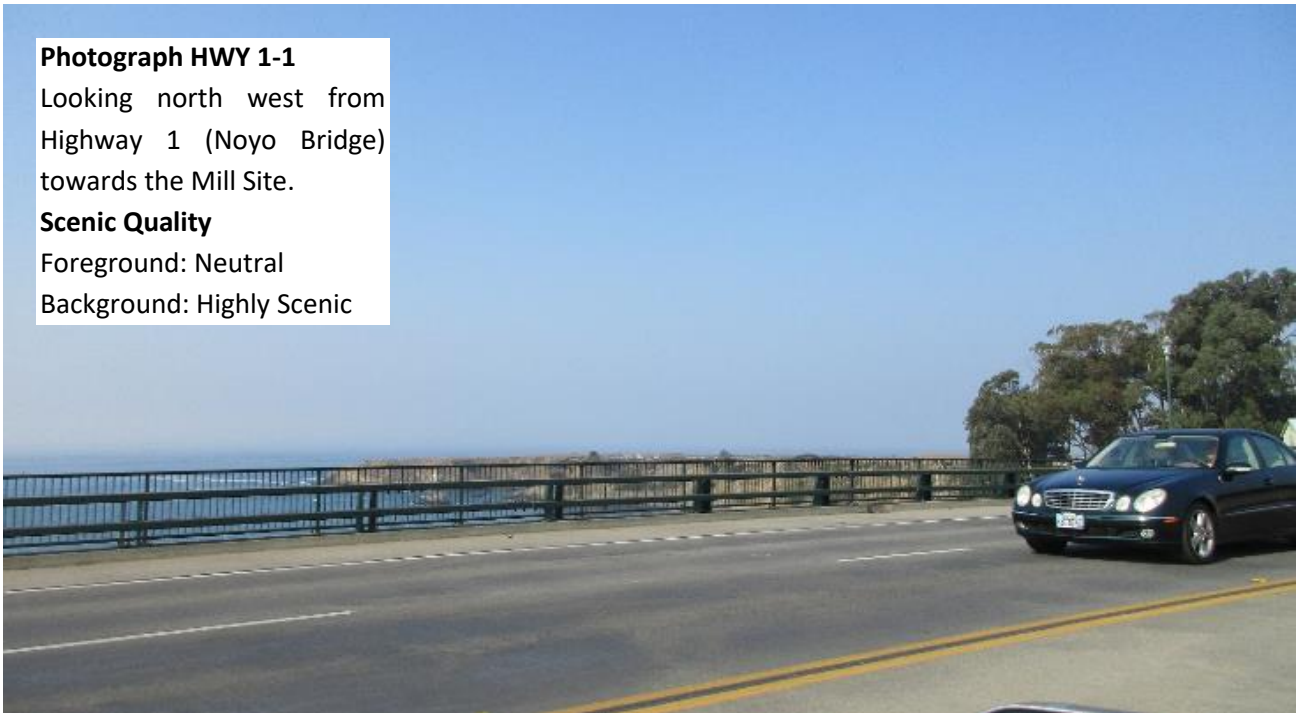
Photograph HWY 1-1

Looking north west from Highway 1 (Noyo Bridge) towards the Mill Site.

Scenic Quality

Foreground: Neutral

Background: Highly Scenic



View looking North West from the Noyo Bridge. This view is towards an area that is proposed for open space zoning and the highly scenic, but obscured and distant, view will not be impacted by future development on the mill site.



Photograph HWY 1-2

Looking west from Highway 1 between Noyo Pt Rd and Cypress St

Scenic Quality

Foreground: Neutral

Background: Obscured

This area is proposed for Mill Site Employment zoning. The view is currently blocked by tall redwood fencing and is considered a neutral view. Upon development, some distant views will be opened up if the fencing is removed as part of the CDP process, per proposed Policy CD-1.6 and CD-1.15 .



Photograph HWY 1-3

Looking west from Highway 1 towards the Mill Site at Walnut Street.

Scenic Quality

Foreground: Low Scenic

Background: Scenic

This area is proposed for Highway Serving Commercial zoning and new development could have an impact on low scenic views in this area. This area is analyzed in the visual simulations section of this report. Staff recommends that a visual analysis be required for any view blocking development here (see Map CD-1)



Photograph HWY 1-4

Looking west from Highway 1 towards the Mill Site.

Scenic Quality

Foreground: Scenic

Background: Obscured

Highway 1 Forested Area. This area is proposed for Open Space zoning and the low scenic view will not be impacted by future development on the mill site.



Photograph HWY 1-5

Looking west from Highway 1
towards the Mill Site @
Chestnut Street.

Scenic Quality

Foreground: Scenic

Highway 1 & Chestnut Street. This area is proposed for Open Space zoning and the low scenic view will not be impacted by future development on the mill site.



Photograph HWY 1-6

Looking west from Highway
1 towards the Mill Site &
Maple Street.

Scenic Quality

Foreground: Neutral

Background: Neutral

This area is proposed for Open Space zoning and the low scenic view will not be impacted by future development on the mill site.



Photograph HWY 1-7

Looking west from Highway 1 towards the Mill Site @ Mendo Mill yard.

Scenic Quality

Foreground: Negative

Background: Obscured

The area of the Mill Site located behind this lumber yard is proposed for Open Space zoning and the negative scenic qualities will not be impacted by future development on the mill site.



Photograph HWY1-8

Looking west from Highway 1 @ Oak Street towards the Mill Site.

Scenic Quality

Foreground: Neutral

Background: Low Scenic

The area of the Mill Site located behind these service stations is proposed for Open Space zoning and the ditnat scenic qualities will not be impacted by future development on the mill site.

Photograph HWY 1-9

Looking west from Highway 1
towards the Mill Site. @
Alder Street

Scenic Quality

Foreground: Neutral

Background: Low scenic



The area of the Mill Site located behind these business is proposed for Open Space zoning and the neutral scenic qualities will not be impacted by future development on the mill site.

Photograph HWY1-10

Looking west from Highway 1
@ Redwood St

Scenic Quality

Foreground: Neutral

Background: Low scenic



The area of the Mill Site located behind these business is proposed for a mix of zoning districts. The distant sliver of an ocean view will be protected by Policy CD-1.13.



Photograph HWY1-11

Looking west from Highway
1 @ Pine St

Scenic Quality

Foreground: Neutral

Background: Low scenic

The area of the Mill Site located behind this section of the Central Business District is proposed for light industrial and residential zoning districts. The distant sliver of an ocean view will be protected by Policy CD-1.13.



Photograph HWY 1-12

Looking west from Highway 1
@ Fir St.

Foreground: Neutral

Background: Low scenic

The area of the Mill Site located behind this Highway Commercial and residential zoned area is proposed for additional residential zoning and Urban Reserve. The distant sliver of an ocean view will be protected by Policy CD-1.13.



Photograph HWY 1-13

Looking west from Highway 1
towards the Mill Site. @ Bush St.

Scenic Quality

Foreground: Neutral

Background: Low scenic

The area of the Mill Site located behind this Highway Commercial and Low Density Residential zoning districts is proposed for High Density Residential and Urban Reserve zoning districts. The distant sliver of an ocean view will be protected by Policy CD-1.13.



Photograph HWY1-14

Looking west from Highway
1 towards the Mill Site @
Spruce St

Scenic Quality

Foreground: Neutral

Background: Low scenic

The area of the Mill Site located behind these Highway Commercial and Low Density Residential zoning districts is proposed for Medium Density Residential and Urban Reserve zoning districts. The distant sliver of an ocean view will be protected by Policy CD-1.13.

3 REPRESENTATIVE VISUAL SIMULATIONS

The following simulations provide visual representations of potential development impacts on scenic resources given proposed zoning and height limits. Familiar buildings have been used in the simulations to improve community understanding of potential impacts on the visual resources of a specific site. Both “before” and “after” views are included for comparison.

Simulation 1: Multifamily Housing as Viewed from Coastal Trail at Photograph NCT-3

NCT-3: Before



NCT-3: After



High density housing would not have a significant impact on this view shed, because of the low quality of the view shed. This area is not recommended as a scenic area subject to Visual Resource policies.

Simulation 2: Multifamily Housing as Viewed from Coastal Trail at Photograph NCT-4

NCT-4: Before



NCT-4: After



High density housing would not have a significant impact on this view shed, because of the low quality and distance to the view shed. This area is not recommended as a scenic area under Figure CD-1 and thus would not be subject to Visual Resource protection policies of the Coastal General Plan.

Simulation 3: Large Hotel As Viewed from Coastal Trail at Photo Point MCT-1

MCT-1: Before



A visitor serving hotel could impact this negative quality view shed. The impact would result from the adjacency of development to the Coastal Trail. This area is not recommended as a scenic area under Figure CD-1 and thus would not be subject to the Visual Resource protection policies of the Coastal General Plan.

Simulation 4: Extension of Central Business District as Viewed from Coastal Trail at Point MCT-3



An extension of the Central Business District could improve this view shed, as the view shed is of negative quality. This area is not recommended as a scenic area under Figure CD-1 and thus would not be subject to the Visual Resource protection policies of the Coastal General Plan.

Simulation 5: Medium Sized Hotel and extension of CBD as Viewed from Coastal Trail at Point MCT-4

MCT-4: Before



MCT-4: After



An extension of the Central Business District and Visitor Hotels would improve this view shed, because the view shed is of very low quality and fairly distant from the Coastal Trail. This area is not recommended as a scenic area under Figure CD-1 and thus would not be subject to the Visual Resource protection policies of the Coastal General Plan.

Simulation 6: Light Industrial Buildings as Viewed from Coastal Trail at Point MCT-5

MCT-5: Before



MCT-5: After



Develop of Light Industrial buildings could improve this view shed, because the view shed is of very low quality and mostly shielded by an existing earthen slope from the Coastal Trail. This area is not recommended as a scenic area under Figure CD-1 as the only view shed which would be protected is the sky. Thus it would not be subject to the Visual Resource protection policies of the Coastal General Plan.

Simulation 7: Heavy Industrial Buildings as Viewed from Coastal Trail at Point MCT-5

MCT-6: Before



MCT-6: after



Develop of Industrial buildings could block some distant views to downtown. Tall buildings will not block views to the distant mountain and sky, due to the topography. The existing distant view is of medium quality. Staff does not recommend this area for a view corridor, however a visual analysis may help reduce any impacts to views of downtown Fort Bragg and may be warranted here.

Simulation 8: Conceptual Elevation for Noyo Center Discovery Building and Research Center as viewed from the Coastal Trail Looking South at photo site SCT-2

SCT-2: Before



SCT-2: After



The development of the proposed Ocean Dependent zoning district could likely improve the visual interest and quality of this moderately scenic area. The impact would result from the adjacency of development to the Coastal Trail and the views across a partially restored area. This area is recommended as a scenic area under Figure CD-1 and thus would be subject to the Visual Resource protection policies of the Coastal General Plan, including policies: CD-1.1, CD1.3, CD-1.4, CD-1.5, CD-1.6, CD-1.11, CD-1.14, CD-1.15, CD-2.1, CD-2.2, CD-2.3, CD-2.5.

Simulation 9: “Big Idea” as viewed from the Corner of Cypress Street and Highway 1.

CS-2: Before



CS-2: After



Cypress Street: Looking South West (Area to be Zoned Urban Reserve & Open Space). This area is highly scenic with filtered view to the Pomo Bluffs, ocean waves and the Ocean. The proposed zoning for this area is Urban Reserve and a policy has been developed to require a visual analysis any potential development under the Big Idea Policy. A view corridor may be desirable through the westernmost area to the ocean. Please see Map CD-1 to view recommended view corridor.

Simulation 10: Large Format Retail as viewed from the Corner of Cypress Street and Highway 1.

HWY 1-3: Before



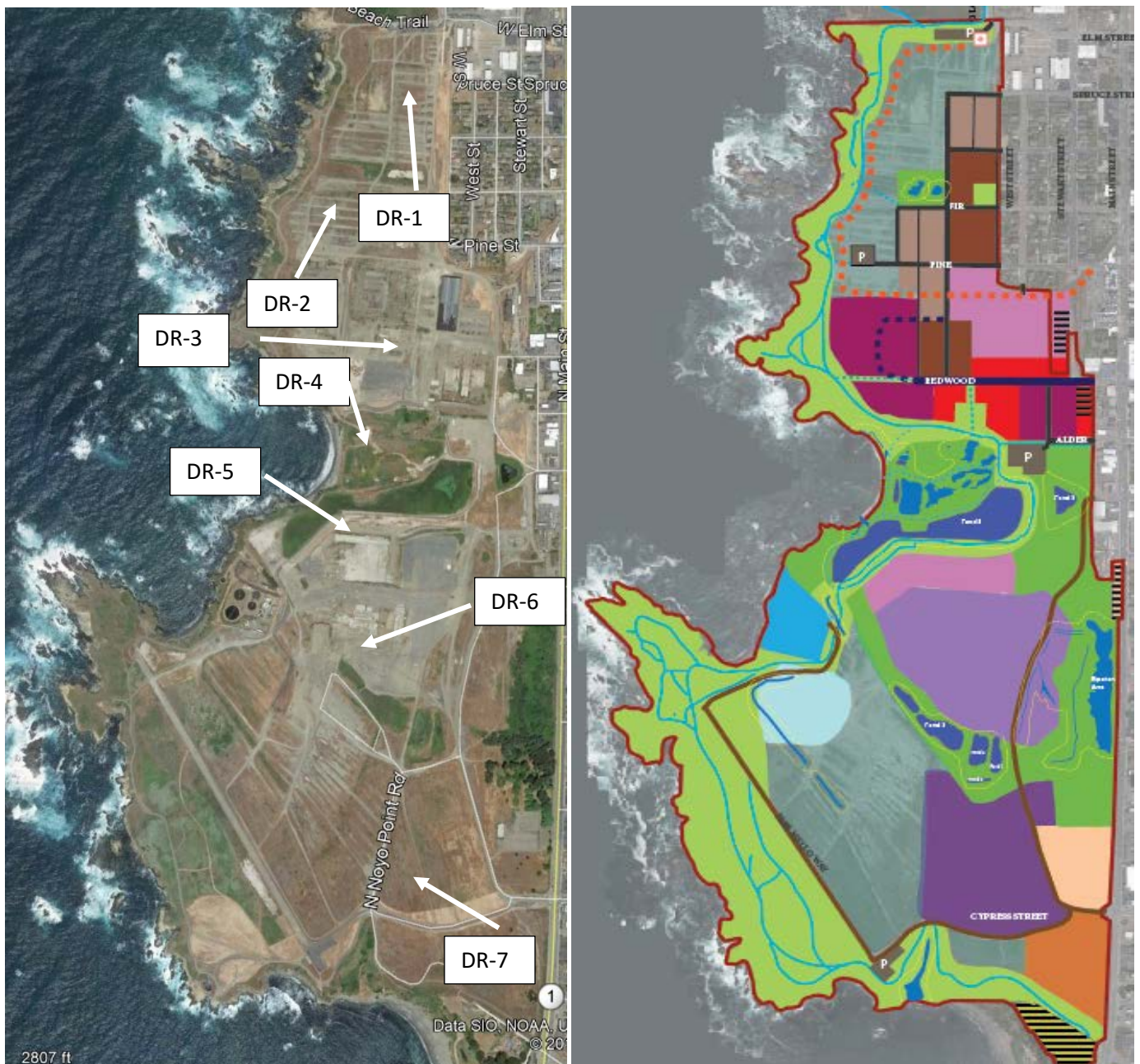
HWY 1-3: After







The development of the Highway Serving Visitor zoning district could impact the visual interest and quality of the view from Highway 1. The east side of Highway 1 is heavily developed with a variety of large format retail stores, fast food restaurants and gas stations. The views to the ocean from highway 1 are screened in part by topography, an existing fence and trees. Some filtered distant blue water views are visible from a car; more views are available from a high profile vehicle. The distant views cross a significant portion of the south Mill Site, and establishing a visual corridor would conflict with much of the Land Use Plan. Therefore staff recommend this area for visual analysis but not for a scenic corridor under Figure CD-1. This area is recommended as a scenic area under Figure CD-1 and thus would be subject to the Visual Resource protection policies of the Coastal General Plan, including policies: CD-1.1, CD1.3, CD-1.4, CD-1.5, CD-1.6, CD-1.11, CD-1.14, CD-1.15, CD-2.1, CD-2.2, CD-2.3, CD-2.5.

4 DRONE STILLS WITH ZONING

City Staff took drone video footage of the Mill Site and prepared zoning overlays of the drone footage to provide a 3D perspective to zoning map. The image below includes an aerial photo of the Mill Site with the perspective and location of each drone photos illustrated as well as a copy of the Mill Site zoning map for comparison purposes. The extent of asphalt, gravel and old building foundations on the Mill Site becomes readily apparent from a review of the aerial photos. The aerial photos illustrate why so many of the views across the property to the east are of negative or neutral quality.



The following key provides the zoning designation for each zoning map color.

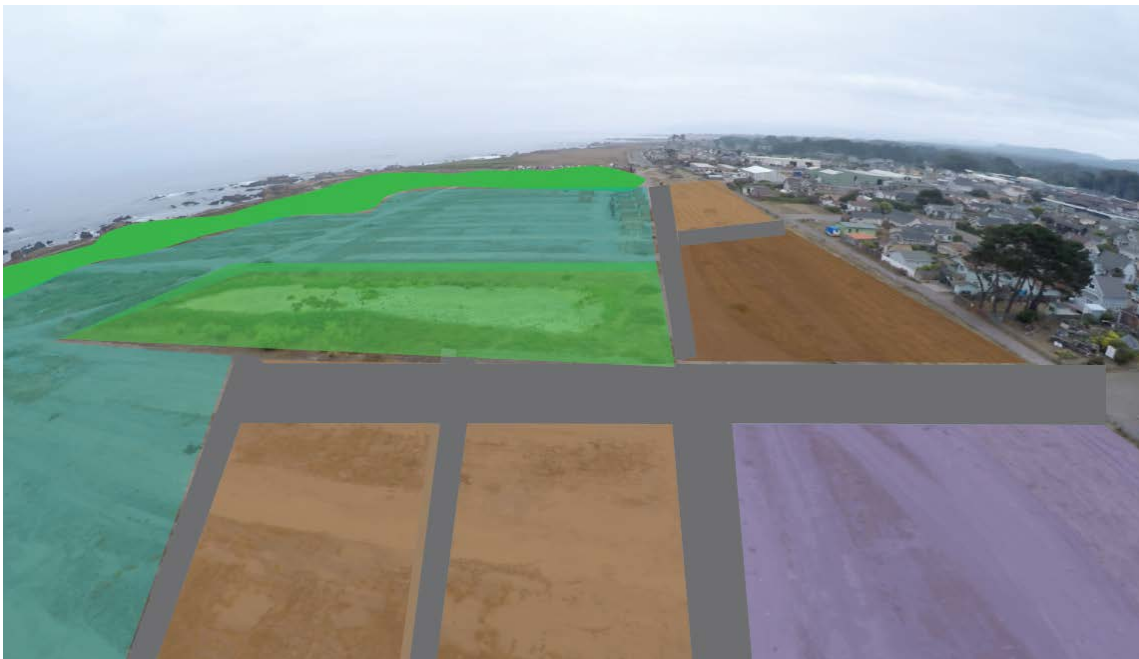
| | | | | |
|---|---------------------------|---------------|----------------------|----------------------------|
| Transportation Existing  Roads  Multituse Trail  Parking Proposed  Primary Streets  Potential Street  Residential Street  Residential Alley  Potential Railroad ROW  Potential Trail Alignment | Highway Commercial | Parks | Light Industrial | Low Density Residential |
| | Visitor | Open Space | Industrial | Medium Density Residential |
| | Coastal Dependent | Ponds | Timber Resources | High Density Residential |
| | Central Business District | Urban Reserve | Mill Site Employment | Public Facilities |

LAND USE PLAN

Current Conditions Photo DR-1 at Pine Street Looking North



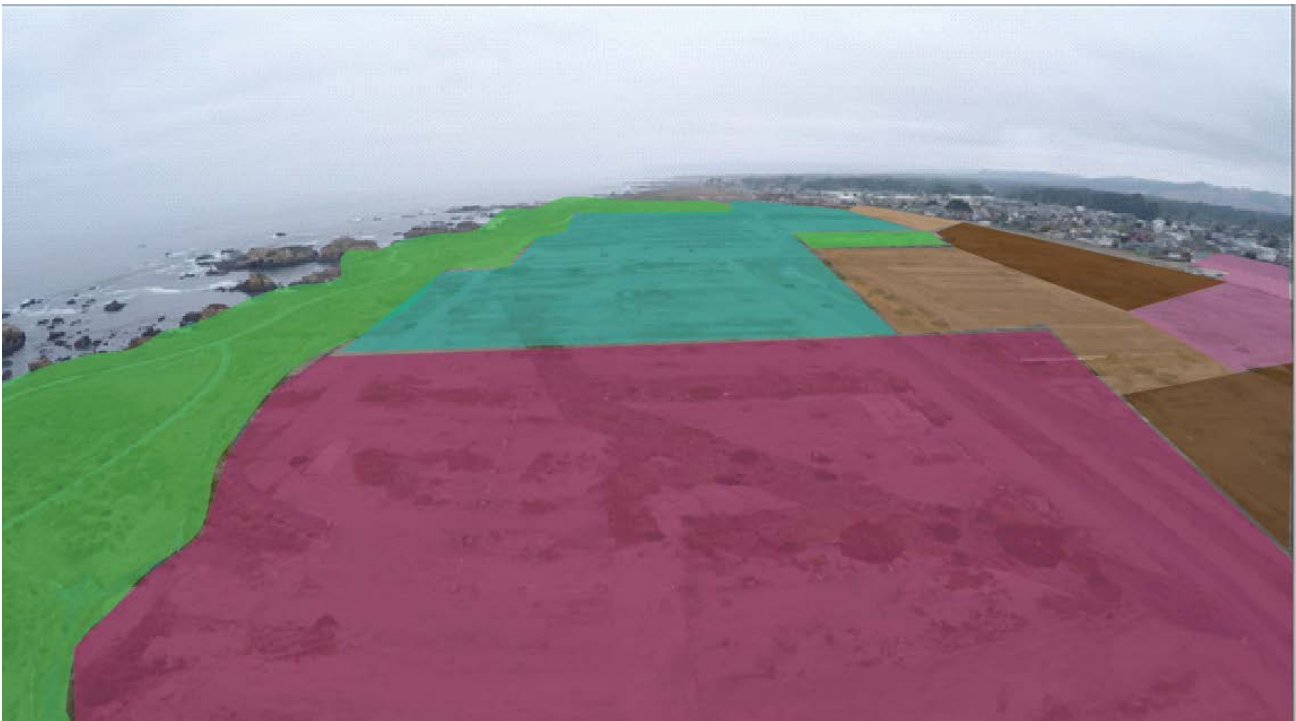
Proposed Zoning Photo DR-1 at Pine Street Looking North



Current Conditions Photo DR-2: West Terminus of Redwood Ave Looking North East



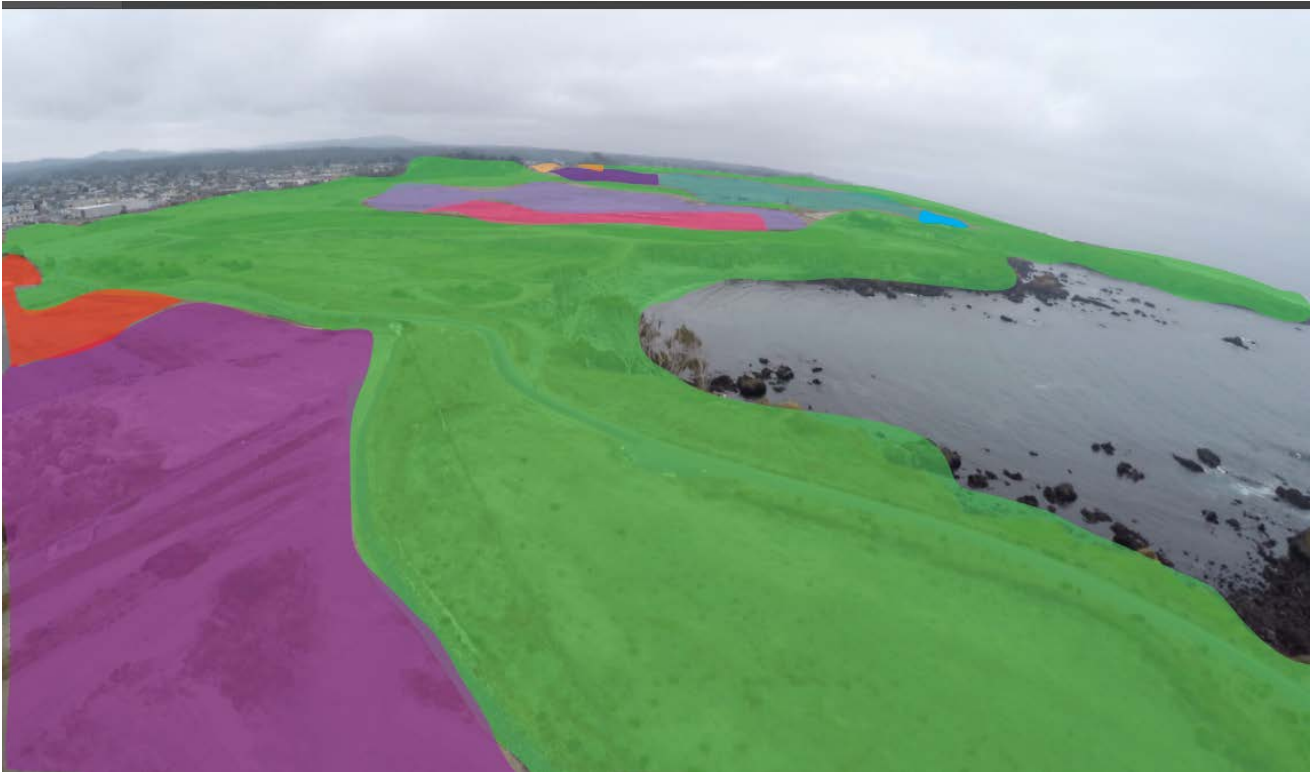
Proposed Zoning Photo DR-2: West Terminus of Redwood Ave Looking North East



Current Conditions Photo DR-3: West Terminus of Redwood Street Looking South East



Proposed Zoning Photo DR-3: West Terminus of Redwood Street Looking South East



Current Conditions Photo DR-4: West Terminus of Redwood Ave Looking East



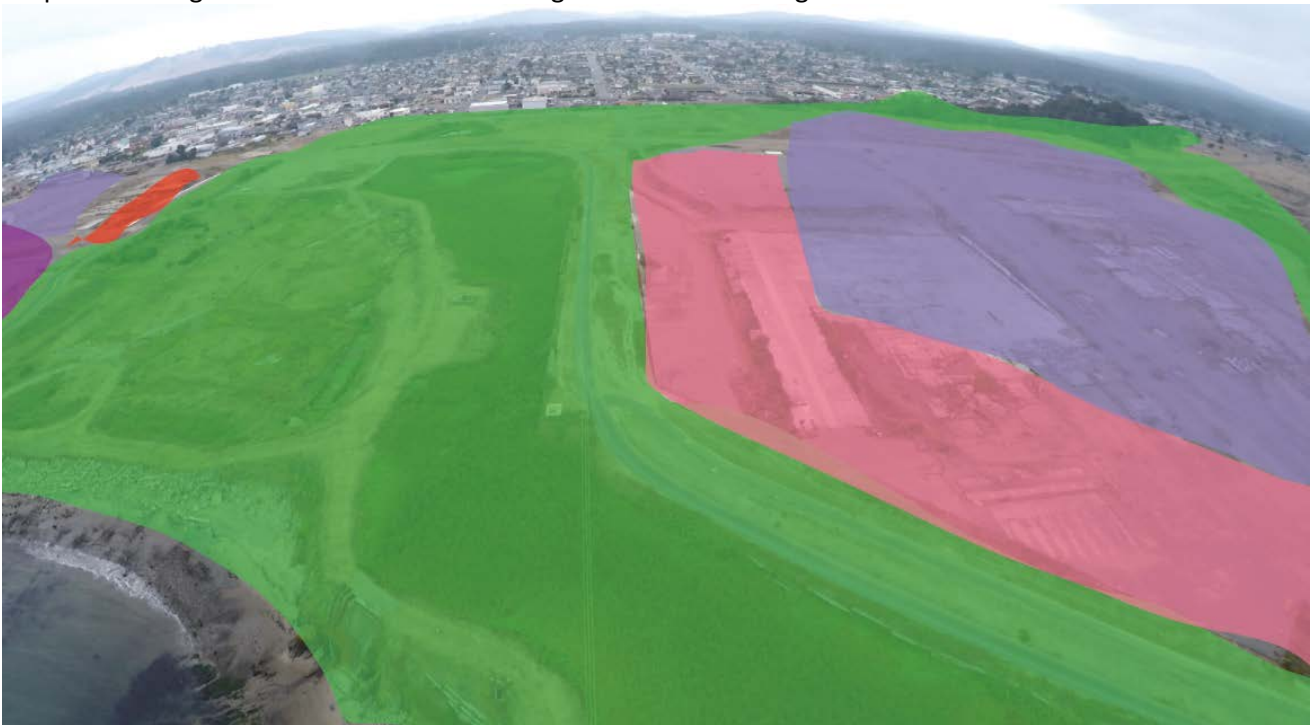
Proposed Zoning Photo DR-4: West Terminus of Redwood Ave Looking East



Current Conditions Photo DR-5: Off shore looking at Mill Pond looking East



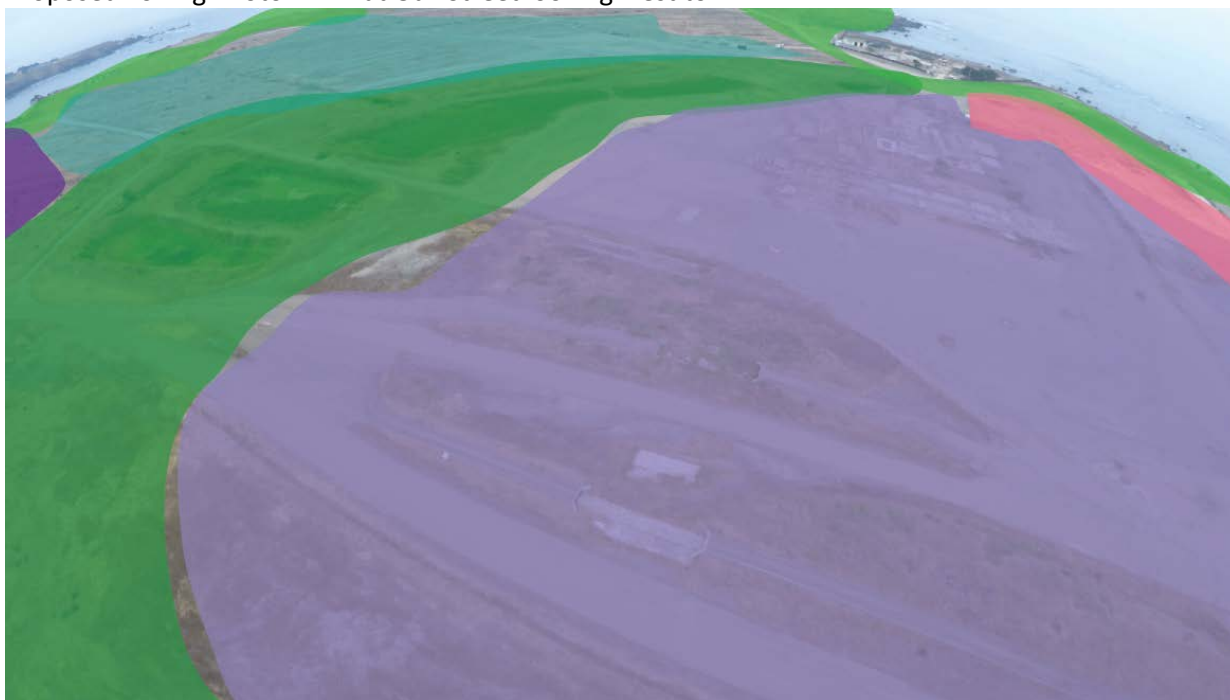
Proposed Zoning Photo DR-5: Off shore looking at Mill Pond looking East



Existing Conditions Photo DR-7: at Oak Street looking west to WWTF



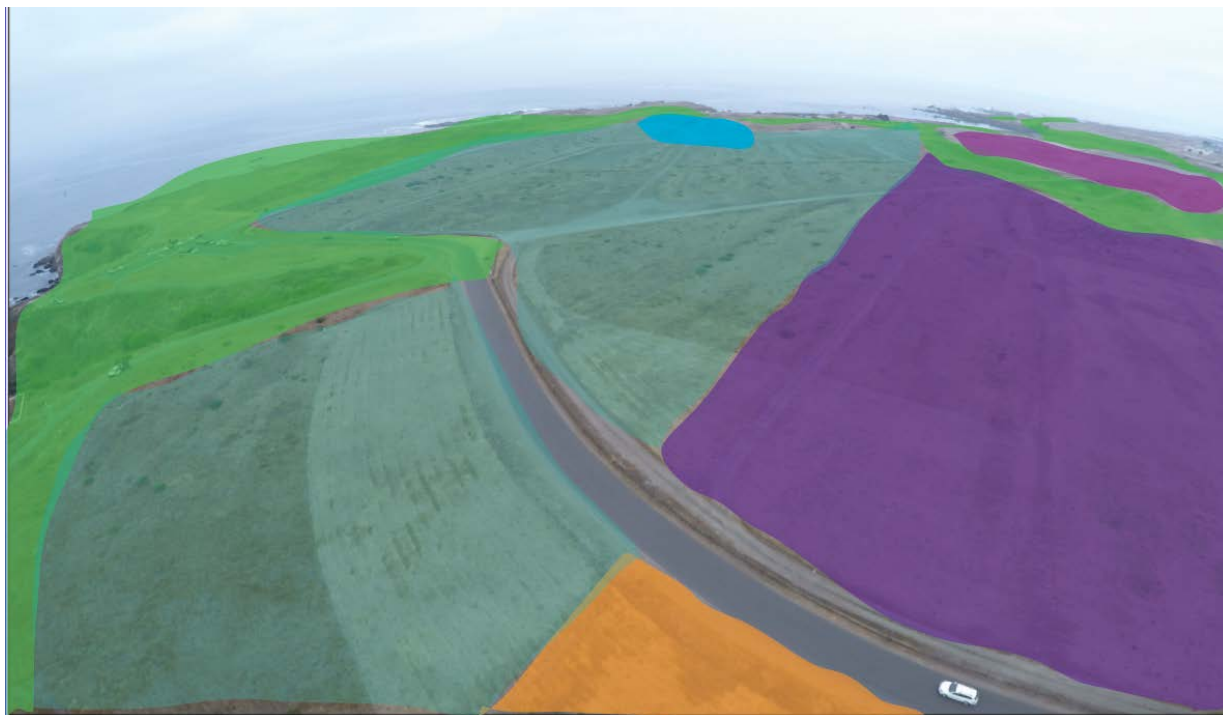
Proposed Zoning Photo DR-7: at Oak Street looking west to WWTF



Existing Conditions Photo DR-8: At Noyo Point Road Looking North West to Heavy Industrial, Urban Reserve, and Coastal Trail



Proposed Zoning Photo DR-8: At Noyo Point Road Looking North West to Heavy Industrial, Urban Reserve, and Coastal Trail



5 PROPOSED AND EXISTING VISUAL POLICIES TO PROTECT VISUAL QUALITY.

This section includes all existing and proposed visual resource policies to protect public views to the ocean per the California Coastal Act. These policies (existing and proposed) will protect scenic views on and off the Mill Site.

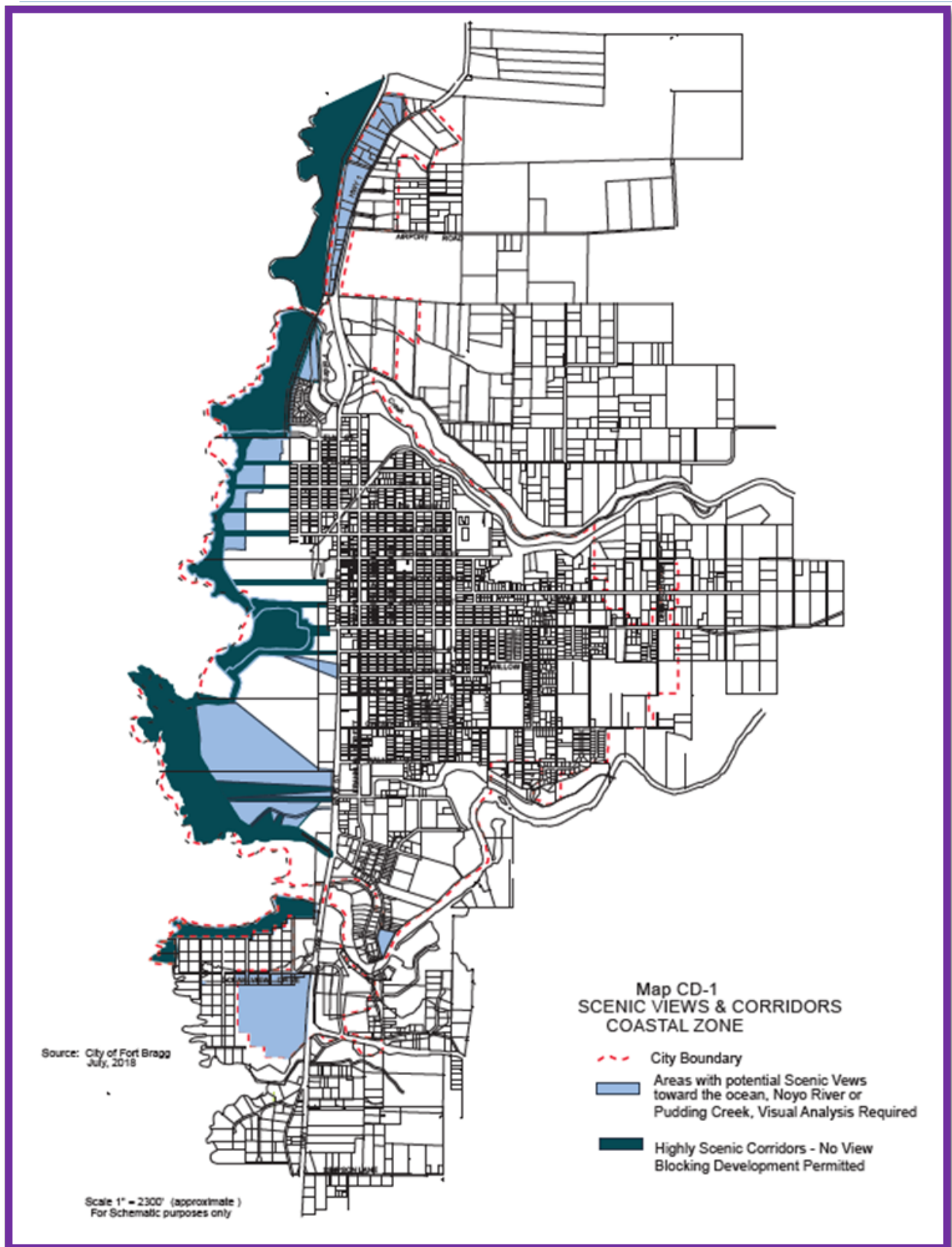
Community Design Element

Goal CD-1 Preserve and enhance scenic views.

Policy CD-1.1: Visual Resources: Permitted development shall be designed and sited to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural landforms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance scenic views in visually degraded areas.

Program CD-1.1.1: Require Design Review of new development or significant expansion to existing development¹ located in areas designated "Potential Scenic Views Toward the Ocean or the Noyo River" on Map CD-1: Scenic Views in the Coastal Zone

¹ For purposes of Design Review, significant expansion of existing development is defined as an increase equal to or over 25 percent of the existing floor area of a structure.



Policy CD-1.2: Retain Mill Site Forest. The forested area fronting the west side of Highway One between Walnut Street and Maple Street shall be retained as far as feasible; trees may be removed if they are dead or damaged, invasive or pose a public safety hazards.

Policy CD-1.3: Visual Analysis Required. A Visual Analysis shall be required for all development located in areas designated "Potential Scenic Views Toward the Ocean or the Noyo River" on Map CD-1 except development listed below. Development exempt from Visual Analysis includes the following:

1. The replacement of any structure, other than a public works facility, destroyed by a disaster. The replacement structure shall conform to applicable existing zoning requirements, shall be for the same use as the destroyed structure, shall not exceed either the floor area, height, or bulk of the destroyed structure by more than 10 percent, and shall be sited in the same location on the affected property as the destroyed structure.
2. The demolition and reconstruction of a single-family residence; provided, that the reconstructed residence shall not exceed either the floor area, height or bulk of the former structure by more than 10 percent, and that the reconstructed residence shall be sited in the same location on the affected property as the former structure.
3. Improvements to any structure which do not change the intensity of its use, which do not increase either the floor area, height, or bulk of the structure by more than 10 percent, which do not block or impede public access, and which do not result in a seaward encroachment by the structure.
4. The reconstruction or repair of any seawall; provided, however, that the reconstructed or repaired seawall is not seaward of the location of the former structure.
5. Any repair or maintenance activity for which the Director determines has no potential for impacts to visual resources.

Definitions as used in this subsection:

1. "Disaster" means any situation in which the force or forces which destroyed the structure to be replaced were beyond the control of its owner.
2. "Bulk" means total interior cubic volume as measured from the exterior surface of the structure.
3. "Structure" includes landscaping and any erosion control structure or device which is similar to that which existed prior to the occurrence of the disaster.
4. "Scenic Road"
5. "Public Viewing Area" means a publically owned and publically accessible park, trail, beach, sidewalk, parking lot, etc.

Policy CD-1.4: Minimize Impacts to Scenic Resources. New development shall be sited and designed to minimize adverse impacts on scenic areas visible from scenic roads and public viewing areas (e.g. parks, trails, public beaches) to the maximum feasible extent, see Map CD-1: Scenic Views in the Coastal Zone.

Policy CD-1.5: Retain Mill Site Forested Areas. The forested area fronting the west side of Highway One between Walnut Street and Maple Street shall be retained as far as feasible; trees may be removed if they are dead or damaged, invasive or pose a public safety hazard.

Policy CD-X.X: Visual Analysis Required. A Visual Analysis shall be required for all potential view blocking development proposed in the Urban Reserve.

Policy CD-X.Y View Corridors. View corridors that extend from Highway 1 across the Mill Site and are illustrated in Map CD-1, shall be preserved from view blocking development.

Policy CD-1.5: All new development shall be sited and designed to minimize alteration of natural landforms by:

1. Conforming to the natural topography.
2. Preventing substantial grading or reconfiguration of the project site.
3. Minimizing flat building pads on slopes. Building pads on sloping sites shall utilize split level or stepped-pad designs.
4. Requiring that man-made contours mimic the natural contours.
5. Ensuring that graded slopes blend with the existing terrain of the site and surrounding area.
6. Minimizing grading permitted outside of the building footprint.
7. Clustering structures to minimize site disturbance and to minimize development area.
8. Minimizing height and length of cut and fill slopes.
9. Minimizing the height and length of retaining walls.
10. Cut and fill operations may be balanced on-site, where the grading does not substantially alter the existing topography and blends with the surrounding area. Export of cut material may be required to preserve the natural topography.

Policy CD-1.6: Fences & Landscaping. Fences and landscaping shall minimize blockage of scenic areas from roads, parks, beaches, and other public viewing areas. Accessory walls and fencing shall be sited and designed to protect scenic views and visual resources by: reducing the fence height, using a visually permeable design that preserves public scenic views or relocating the fence to an area that does not block views.

Policy CD-1.8: Blufftop development shall incorporate a setback from the edge of the bluff that avoids and minimizes visual impacts from the beach and ocean below. The blufftop setback necessary to protect visual resources may be in excess of the setback necessary to ensure that risk from geologic hazards are minimized for the life of the structure, as detailed in Policy SF-B.

Policy CD-1.9: Exterior lighting (except traffic lights, navigational lights, and other similar safety lighting) shall be minimized, restricted to low intensity fixtures, shielded and directed down so that no light shines beyond the boundary of the property. No night lighting shall be permitted directly over marine waters. All outdoor lighting shall be shorter wavelength "bird friendly" lighting that avoids attracting birds at night.

Policy CD-1.10: All proposed divisions of land and boundary line adjustments shall be analyzed for consistency of potential future development with the visual resource protection policies of the LCP, and no division of land or boundary line adjustment shall be approved if development of resulting parcel(s) would be inconsistent with these policies.

Policy CD-1.11: New development shall minimize removal of natural vegetation. Existing native trees and plants shall be preserved on the site to the maximum extent feasible.

Policy CD-1.12 Maintain Unobstructed Views of the Ocean: Require new development north of Pudding Creek to leave unblocked views to the ocean from Highway One.

Policy CD-1.13: Protect east-west public views to the Ocean: Development located west of the terminus of a public east-west street shall be sited and designed to preserve/protect public views from Highway 1 to the ocean.

Policy CD-1.13: Retain Views North of Pudding Creek. New development north of Pudding Creek and west of Main Street on parcels with total frontage of more than 135 feet, on either the Haul Road or Main Street as determined by the Planning Commission, shall be required to leave a minimum of 30

percent of the project's total parcel frontage free of view-blocking development. The area free of view-blocking development shall not include narrow passageways between buildings on the site, and shall be concentrated.

Policy CD-1.14 Development set back from the Coastal Trail. All new development (including decks and balconies) north of Pudding Creek shall be set back at least 30 feet from the edge of the Coastal Trail parcel edge (which includes the Old Haul Road, Noyo Headland Park trail, and Pomo Bluffs Park trail) and shall be consistent with all other applicable LCP setback requirements.

Policy CD – 1.15 Restore and Enhance Visually Degraded Areas. Encourage and assist where possible public and private efforts to restore the scenic beauty of visually degraded areas that are visible from scenic roads or public viewing areas in the City's Coastal Zone.

Policy CD-2.1: Citywide Design Guidelines: Ensure that new development and remodels are constructed in a manner consistent with the Citywide Design Guidelines. Design Review approval requirements shall not replace, supersede or otherwise modify the independent requirement for a coastal development permit approved pursuant to the applicable policies and standards of the certified LCP.

Program CD-2.1.1: Periodically update the Citywide Design Guidelines.

Program CD-2.1.2 Commercial and Multi-Family Development: Continue to complete Design Review of commercial and multi-family development to ensure that they fit harmoniously with the scale and design of existing buildings and streetscape of the City.

Policy CD-2.2: City Wide Design Guidelines and Exceptional Design. Projects which offer exceptional or innovative design may be exempted from the requirements of the Citywide Design Guidelines, through a public hearing and affirmative decision by the City Council. This decision could be made prior to consideration of the Coastal Development Permit, Use Permit and CEQA document for the project as the exemption would not be considered approval of a permit for the project.

Policy CD-2.3: High Quality Design Adjacent to the Coastal Trail. Developments located on properties that are adjacent to the coastal trail should have a high level of design on all building façades, parking, landscaping and other development that faces the coastal trail.

Policy CD-2.5: Scenic Views and Resource Areas: Ensure that development does not adversely impact scenic views and resources as seen from public rights-of-way.

Policy CD-4.2 Gateway Development: Encourage a higher quality of development at the City's gateways (intersection of Highway 20 & 1, Highway 1 at the City's boundary).

Program CD-4.2.1: Consider adopting the following standards for Gateway Developments in the Citywide Design Standards:

- Define gateway development as development located South of the Noyo Harbor Bridge or North of the Pudding Creek Bridge.
- Gateway development should not detract from views to the ocean.
- Signage should be modest in scale and should not block the view sheds.
- Significant landscaping shall be installed to reinforce the transition from a wilderness environment to an urban environment in gateway development. Landscaping should include trees and drought tolerant plants. Lawns are discouraged.
- Site design should include open space around the periphery of the gateway development to reinforce the transitional quality of the area.

-
- Site design should include installation of bike lanes and sidewalks.
 - Gateway development should model Green Building techniques and materials.
-

Open Space Element

Policy OS-3.1 Native Species: Preserve native plant and animal species and their habitat.

Policy OS-3.2: To the maximum extent feasible and balanced with permitted use, require that site planning, construction, and maintenance of development preserve existing healthy trees and native vegetation on the site.

Policy OS-3.5. Mill Site: trees for wind screening. Native trees shall be required in new development projects on the Mill Site, where necessary, to provide wind screening.

Policy OS-4.3 Preserve Native Vegetation and Trees: To the maximum extent feasible and balanced with permitted use, require that site planning, construction, and maintenance of development preserve existing healthy trees and native vegetation on the site.

Policy OS-4.4 Forested Areas: Maintain existing forested areas and reforest parks and streetscapes with new trees as needed. ~~Projects proposed in forested areas are required to meet the requirements of the Special Review Areas.~~

Policy OS-15.2 Protect and Restore Open Space: During the development review process, protect and restore open space areas such as wildlife habitats, view corridors, coastal areas, and watercourses as open and natural.

Program OS-15.2.1: Require that projects on parcels five acres or larger requesting a rezoning to a higher density include dedications for open space or parkland.

Program OS-15.2.2: Maintain an inventory of vacant parcels that could potentially be purchased and developed as public open space (parks, community gardens, trails, etc.)

Policy OS-15.10. Security and Safety on Undeveloped Mill Site Properties. The preferred method for dealing with security and safety issues is the removal of all hazards from vacant and undeveloped parcels by the property owner. Security fencing is discouraged for vacant and undeveloped properties.

Policy OS-15.11. Revegetation of Undeveloped Mill Site Properties. As each length of street infrastructure is developed, existing asphalt shall be removed from both sides of the road to 150 feet and shall be planted with native grass seed and graded to facilitate stormwater infiltration. Revegetation of these undeveloped areas with native plant communities shall not be construed to represent environmentally sensitive habitat subject to protection under the Coastal Act.

Circulation Element

Policy C-10.5: Parking & Coastal Views. To protect view sheds from public rights of way to the ocean, coastal access, development and/or parking shall not interfere with existing views at the termination of an east-west street on the Mill Site.

Public Utilities Element

Policy PF 10.3. Undergrounding of Private Utilities. Dry utilities (including electrical, phone, etc.) shall be installed underground. Conduit shall be sized to allow for additional future underground utilities. Additionally, once installed the conduit shall be dedicated to the City so that future companies can install dry utilities as necessary.