

City of Fort Bragg
Georgia-Pacific Mill Site Reuse Study

Land Use Principles and Concepts

VOLUME ONE



MOORE IACOFANO GOLTSMAN, INC.

September 2004

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Introduction

This report describes the Land Use Framework for the Georgia-Pacific Mill Site for the City of Fort Bragg. Following a brief overview of the City's G-P Mill Site Reuse Study planning process, this report identifies the community-based planning principles for the Mill Site, the open space framework for the Mill Site, and the conceptual land use options for future development on the Mill Site. These concepts have evolved through community dialogue and participation in community meetings, stakeholder interviews, focus groups and a community-wide survey conducted during this first phase of the City's planning for reuse of the Mill Site.

The Land Use Framework is the first volume of a five-volume analysis that consists of the following components:

Volume 1: Land Use Framework

This report summarizes results of the exploration of potential reuse options at the Mill Site and discussion about these options at community workshops.

Volume 2: Demographic and Market Analysis

This report presents and analyzes demographic, employment, and real estate market data to evaluate market conditions for potential Mill Site reuse alternatives and to inform the creation of Economic Development Strategies (Volume 3) for the City and the Mill Site.

Volume 3: Economic Development Strategy

This document presents a number of specific strategies and initiatives that the City of Fort Bragg can pursue to achieve the community's vision for economic development, both citywide and on the Mill Site. The strategies outlined in this document are based on community input, demographic and real estate trends, and the consulting team's professional experience in other communities. This is a draft document which will be further vetted and refined by the City.

Volume 4: Economic Development Tools and Resources

This document summarizes a range of public, private, and non-profit organizations that commonly provide funding, strategic, organizational, marketing, and other forms of support for economic development programs and initiatives.

Volume 5: Community Survey and Focus Group Results

This report summarizes the results of a community survey (1,326 responses), 11 focus groups, and 12 key informant interviews. These tools were designed to help identify reuse opinions and recommendations for the Mill Site.

Together, these documents provide a broad framework to identify, inform, and achieve the City's economic development goals and its vision for reuse of the Georgia-Pacific Mill Site.





Background and History

An opportunity like this does not come around every day. It is not often that a community has the opportunity to consider how 430 acres of prime coastal land should be used. And yet that opportunity presented itself in Fort Bragg, California when the Georgia-Pacific Timber Mill, in operation for over 115 years, closed in September 2002. The Mill Site makes up nearly one-third of the land within the Fort Bragg city limits. It stretches along three miles of the Pacific coastline and separates the town proper from the ocean. Though Fort Bragg borders the Pacific Ocean, most residents have never experienced the coast within the city limits.

Located just north of Mendocino on Highway 1, Fort Bragg has its roots in the timber and fishing industries. The community has always prided itself on its identity as a "real working town." However, like other coastal communities in California, Fort Bragg has become increasingly dependent on the tourist industry for its livelihood. While the majority of residents who participated in the planning process do not see resource-based industries as the primary means of maintaining the City's economic vitality, the community is determined to maintain and enhance Fort Bragg's unique identity while supporting local economic growth and vitality.

City Objectives

To help guide this initial phase of the Mill Site Reuse planning process, the City identified four broad objectives:

Involve the City's residents, business persons, and the broader coastal community in planning for the Mill Site property.

In 2003, the City of Fort Bragg received a planning grant from the State Coastal Conservancy and selected a team of consultants led by Moore Iacofano Goltsman (MIG), Inc. to assist with the planning process. The planning process focused on gaining community input about future redevelopment of the Mill Site, defining the planning principles that will guide the reuse effort, and identifying economically viable land uses for the site.

Eleven focus groups, twelve key informant interviews and three well-attended community meetings were held to engage the community of Fort Bragg in planning for reuse of the Georgia-Pacific Mill Site. In addition, 1,326 local residents and visitors participated in a community survey that was designed to gauge community reuse preferences. Volume 5 of the Mill Site Reuse Study provides a detailed summary of the opinions expressed by survey participants and the focus group participants.

Build upon planning work already performed by Georgia-Pacific and North Coast Action.

Upon closure of the timber mill in 2002, Georgia-Pacific hired a team of consultants to perform some initial

evaluations of the opportunities and constraints for reuse of the Mill Site. This information was presented to the community in two workshops. During the same period, North Coast Action was formed. This grassroots group of local citizens held a series of community meetings to begin a visioning process for reuse of the Mill Site. When the City initiated its planning efforts in late 2003, one objective was to build upon the work that had been performed by Georgia-Pacific's consultants and North Coast Action. Thus, the Mill Site Reuse Study was able to focus on defining economic and market issues, while reaching out to a wider spectrum of the community. As a result, the community dialogue about reuse of the Mill Site is remarkably well-informed and sophisticated.

Identify community-based planning principles for future development on the Mill Site property.

The overarching planning principles for reuse of the Mill Site, as identified by the community, are described in detail in the following section.

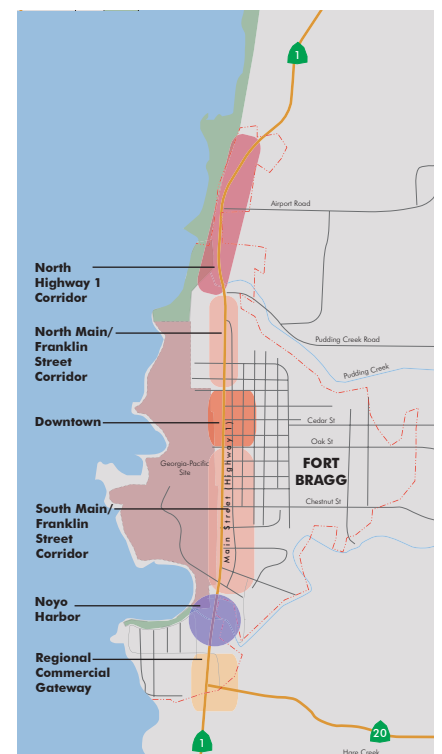
Generate information that can be used to inform prospective buyers and assist Georgia-Pacific in marketing the property with the hopes of attracting a well-informed purchaser who is responsive to the community's objectives for reuse of the Mill Site.

Volumes 2, 3 and 4 provide detailed information of the market potential of the site and Fort Bragg as a whole. This analysis informed the land use concepts embodied in the Land Use Framework and should continue to inform prospective purchasers and developers of the Mill Site.

Context

The regional context of Fort Bragg greatly influences its current development patterns, land uses, and job opportunities. The relationship Fort Bragg has with Mendocino, its neighbor to the south and Willits to the east, has helped shape Fort Bragg into the “real working town” it is today. See Volume 2 of this report for a detailed description of the regional context from an economic perspective.

Fort Bragg is situated at the junction of Highway 1 and Highway 20. This context has influenced the land uses throughout the City, especially along Highway 1. The diagram to the right highlights the various commercial and industrial corridors that exist along Highway 1. The most influential of these areas are Downtown Fort Bragg (represented in red) and the Noyo Harbor (represented in purple). They enhance Fort Bragg’s historic and natural amenities and strengthen the City’s identity as a destination for regional visitors. The Regional Commercial Gateway (represented in yellow), just south of Noyo Harbor, is located at the junction of the two regional highways that access Fort Bragg. The other corridors have distinct functions as local-serving, auto-oriented commercial strips (North and South Main/Franklin Street Corridors, represented in light orange) and a regional-serving, auto-oriented industrial zone (North Highway 1, represented in pink).



Opportunities and Constraints



From the start of the planning process, the opportunities and constraints evident on the site and throughout the City of Fort Bragg were analyzed in relation to future planning options. Through the community workshops, focus groups and stakeholder interviews, the following opportunities and constraints were conceptualized as listed below and represented in the Opportunities and Constraints Diagram (right). Once identified, they were reflected in the planning principles, the economic development strategy, and the land use options.

Opportunities:

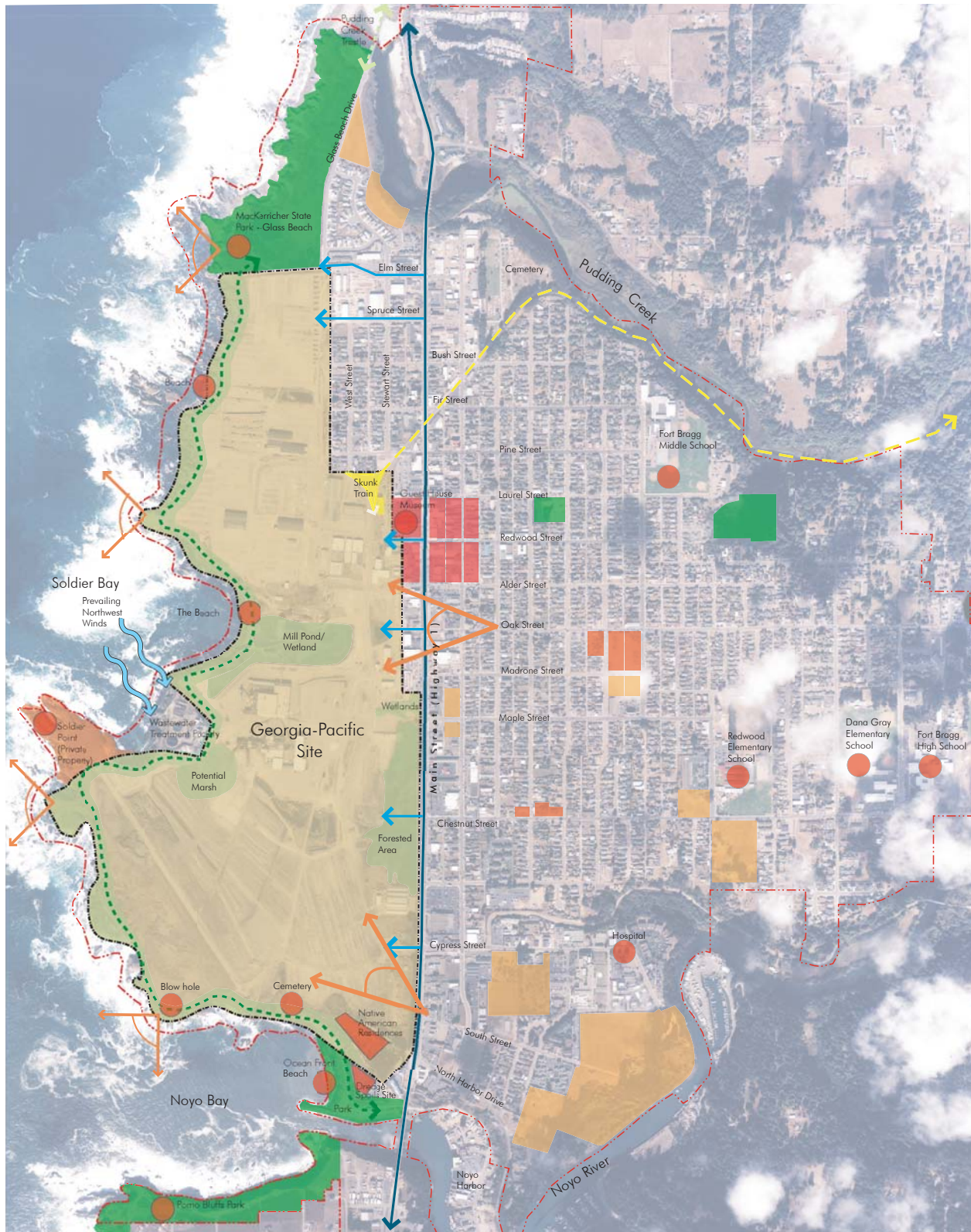
- Coastal Views
- Blow Hole
- The Beach at Soldier Bay
- MacKerricher State Park/Glass Beach
- Guest House Museum
- Native American Cultural Sites
- Forested Area
- Natural Wetlands
- Skunk Train

Constraints:

- Wastewater Treatment Plant
- Strong Coastal Winds
- Coastal Erosion
- Site Remediation Requirements



Opportunities and Constraints Diagram



***Community-Based
Planning Principles***

PURPOSE



“If we want the former Mill Site to be the model development, then we need the guiding principles to help it be so.”

Fort Bragg Resident

A collection of Community-Based Planning Principles was developed during the community planning process. These principles will be used to help guide future development of the Mill Site. The principles fall into three categories:

Environmental Resources

Physical Development Patterns

Economic Vitality

The *Land Use Principles and Concepts* is a broad conceptual document. It does not identify specific uses, zoning regulations or design guidelines. However, the principles convey the City's desire for well-planned, quality development on the Mill Site that enhances the entire community. As the Mill Site develops, these principles will serve as checks and balances to ensure that the community's needs and goals are met.



► ER 1:
**CREATE A PUBLIC COASTAL
TRAIL ALONG THE
BLUFFTOP**

A continuous coastal bluff trail will provide public access along the coast. The trail should be ADA accessible and multi-use, and provide connections to Glass Beach and Ocean Front Park, as well as to the pocket beaches and the beach at Soldier Bay on the Mill Site.

Roughly 100 feet of land along the blufftop will be reserved as coastal trail corridor on the Mill Site. The width of the corridor will vary according to specific geologic conditions.

Public access to and from the trail should be provided throughout the Mill Site's future development plan, to provide plentiful connections between new and old Fort Bragg and the coast.



“The coastal trail corridor should have a minimum width of 100 feet and accommodate bicycling and walking.”

Workshop Participant



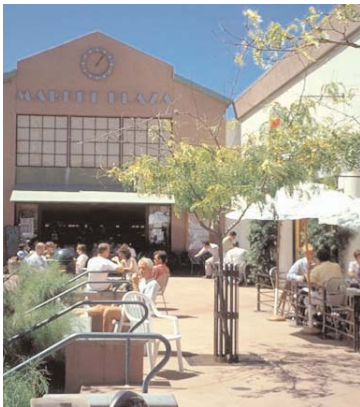
ENVIRONMENTAL RESOURCES



► ER 2:
***PROVIDE A VARIETY OF OPEN
SPACE USES***

A variety of open spaces should be established on the Mill Site to include areas for recreational activities, habitat and wetland restoration, storm water and wastewater treatment marshes, neighborhood parks, public greens, community events space, a downtown plaza and native landscaping.

The Open Space Framework that follows describes the general location, configuration and types of open space that the City is hoping to acquire on the Mill Site in cooperation with Georgia-Pacific, the State Coastal Conservancy and other funding agencies. The amount of land dedicated to neighborhood parks and open space internal to future development on the Mill Site will be determined through a specific planning process.



► ER 3:
***ESTABLISH AND PROTECT
VIEW SHEDS AND VIEW
CORRIDORS***

There are presently view corridors across the Mill Site from many of the east-west public streets throughout the town. The community expressed great interest in preserving those coastal views from the interior of Fort Bragg. In addition, redevelopment of the Mill Site will allow for establishment of other scenic vistas of the coastline and ocean. Potential vistas that could be established include a vista from the entry to central Fort Bragg at the north end of the Noyo Bridge to the coast, a vista from the central business district (CBD) to the point on the north side of Soldier Bay and a vista from Oak Street to Soldier Bay.



As part of a specific planning process for the Mill Site, viewsheds and corridors to and from the City of Fort Bragg's public spaces and the coast should be established and protected. Significant visual resources should be identified, mapped and protected throughout the site.



“Extend view corridors from Fort Bragg’s downtown and residential neighborhoods along Oak and Redwood Streets with the use of open space.”

Fort Bragg Resident

ENVIRONMENTAL RESOURCES



► ER 4:
***PROTECT AND ENHANCE
ENVIRONMENTAL, CULTURAL,
AND HISTORIC RESOURCES***

Environmental, cultural, and historic resources on the Mill Site should be protected from potential negative effects resulting from development. There are several archaeological sites and historic resources, such as the cemetery, that should be protected. Geologic features, including the "blow-hole", the bluff top, the beaches and prime lookout points, should be preserved and enhanced. Sensitive biological resources, including wetlands, rare plants, rookeries and marine mammal haul-out areas should also be protected.

New development and public access uses on the Mill Site should provide strong linkages to the historic downtown, including the Guest House museum, the central business district and the West Fort Bragg neighborhood. Such linkages will ensure visual and physical connections between the culture and identity of Fort Bragg and future Mill Site development.



► ER 5:
**ENCOURAGE GREEN
BUILDING, INFRASTRUCTURE,
AND SITE DESIGN
TECHNIQUES**

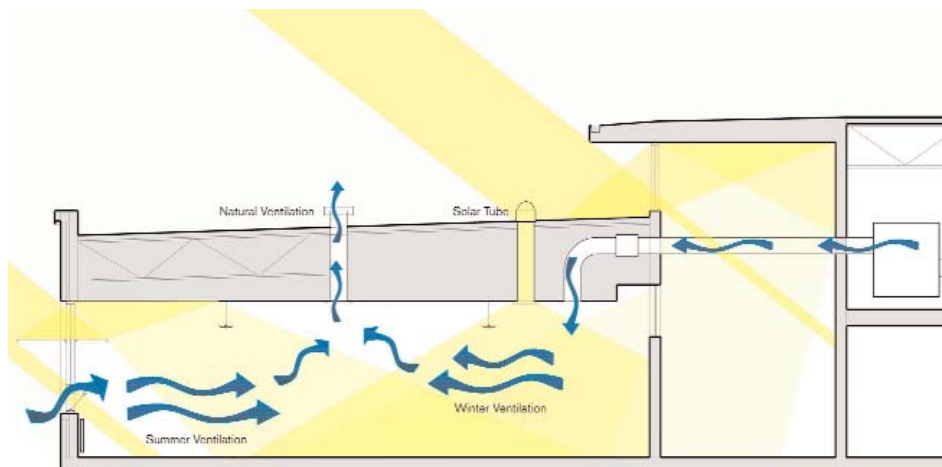
Mill Site development should consider inclusion of green building and infrastructure standards, and should take advantage of opportunities for energy efficiency. Development should preserve and restore natural habitat areas and strive for a limited impact on the land and the shoreline. This applies to all development types, including but not limited to commercial, residential, institutional, and public development.

Some methods of integrating green building and site design techniques include using native plants, permeable pavement, energy efficient buildings, alternative energy sources, renewable materials, and alternative modes of transportation.



“Let Fort Bragg become a leader in sustainable design and development. It is our opportunity to enhance the abundant natural resources on site with innovative technology.”

Fort Bragg Resident



PHYSICAL DEVELOPMENT PATTERNS



Physical Development Patterns

► PD1: **EXTEND THE CITY STREET GRID ONTO THE MILL SITE**

To connect the City of Fort Bragg and new development on the Mill Site, the existing street grid should be extended onto the Mill Site. This will help to reflect the historic development pattern, while at the same time breaks or interruptions in the grid could accommodate special features like the Skunk Train or subtleties in the natural landforms.

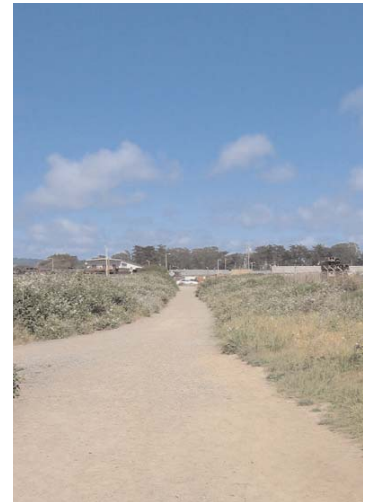
The ease of getting around and the relationship between the existing land uses and future adjacent uses will be strengthened with a continuation of the grid. In addition, an integrated grid will enhance and protect view corridors.



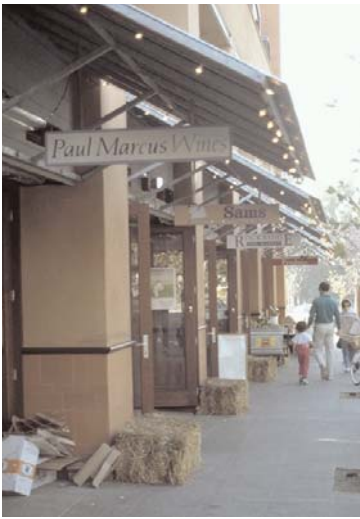
► PD 2:
***ESTABLISH A BALANCED
CIRCULATION SYSTEM***

Two north-south street corridors should be established on the Mill Site, to parallel Main Street. Ideally, one of these streets would be a more formal boulevard which aligns with the street grid and the other would be a more curvilinear coastal route, conforming to the open space areas and natural landforms.

These two streets would help ease congestion on existing roadways and would improve the access on the Mill Site. The new circulation system should integrate a bike and pedestrian trail network that allows access from Fort Bragg proper to the Coastal Trail and the other public sites and natural features on the Mill Site.



PHYSICAL DEVELOPMENT PATTERNS



► PD 3:
***PROVIDE AN URBAN
DEVELOPMENT LAND USE
PATTERN***

A diverse mix of land uses is needed on the Mill Site to create a vibrant, active urban neighborhood and to provide the City with a balance of needed housing, jobs, open space and services. The adjacencies between the future land uses are a key to creating a cohesive development plan. Buildings should be designed to accommodate mixed uses to provide flexibility and optimum use.

These mixes can include live/work units, retail, office, and residential to ensure the vitality of the new development on the Mill Site.



PHYSICAL DEVELOPMENT PATTERNS

► PD 4:
**PROVIDE A STRONG
CONNECTION BETWEEN
DOWNTOWN AND THE COAST**

To maintain and enhance the strength and integrity of the heart of Fort Bragg, new development on the Mill Site should enhance connections to downtown and extend the character of the central business district westward. Together, the urban design and open space frameworks should create connections that encourage multiple recreational linkages (especially pedestrian and bicycle) to and from the coast and that increase Fort Bragg's identity and appeal as a coastal destination.

The character of the historic downtown

should extend westward onto the Mill Site along a public green, with the open space being enlivened by commercial activities that spill outside onto the greenway and sidewalks.



“Fort Bragg needs a dynamic relationship between its downtown and the coast. For years the ocean was so close, but we couldn’t get to it.”

Workshop Participant



PHYSICAL DEVELOPMENT PATTERNS

► PD 5:
***NEW DEVELOPMENT MUST
RESPECT AND
COMPLEMENT EXISTING
USES***



To best take advantage of the benefits of new development, planning for future reuse of the Mill Site should establish compatible uses adjacent to existing development and complement existing land use patterns. Development on the Mill Site should relate to existing uses in the City and follow development standards (including guidelines for appropriate scale, massing, and height) that are compatible with existing development.

For example, development in the area adjacent to downtown Fort Bragg should be business/service-oriented at the ground level, maintain a consistent setback line along the sidewalk, and provide streetscape features such as street trees, places for seating, and enlivened entryways. It would not be suitable to locate large parking lots along the street edge in this area.



PHYSICAL DEVELOPMENT PATTERNS

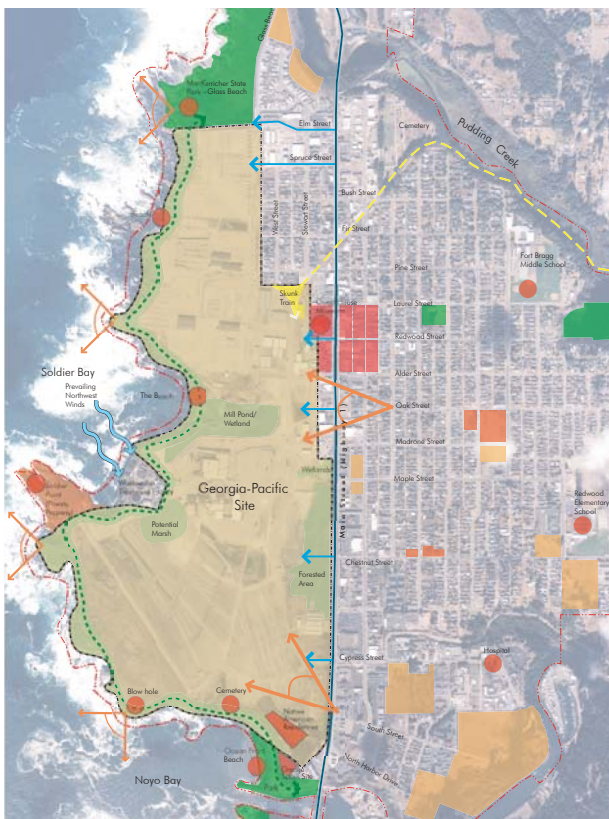
► PD 6:
TAKE ADVANTAGE OF INFILL OPPORTUNITIES THROUGHOUT THE CITY TO MEET COMMUNITY NEEDS

Though the size of the Mill Site provides a great opportunity for reuse and future development in Fort Bragg, the site's proximity to one of California's most precious resources-the Pacific Ocean-makes it less ideal for certain land uses. By developing other vacant sites throughout the City, more of the Mill Site land can be preserved for the "highest and best uses" based on proximity to the coast. It is also important that the revitalizing energy of new

development be spread throughout the community and not solely concentrated at the Mill Site. Careful attention should be given to identifying prime infill development sites throughout the City and encouraging appropriate types of development throughout the downtown and in other locations throughout Fort Bragg.

“Look at other sites within Fort Bragg which may be available for some of the proposed uses.”

Workshop Participant



Vacant sites throughout the City of Fort Bragg are denoted in tan in the diagram to the left.

“Emphasize our lumber and fishing history, and support the woodworking, fine arts, quilting and weaving industries that thrive here.”

Fort Bragg Resident

► EV 1:
**EMPHASIZE CREATION OF
QUALITY JOBS AND
EXPANSION OF LOCAL
ECONOMY**

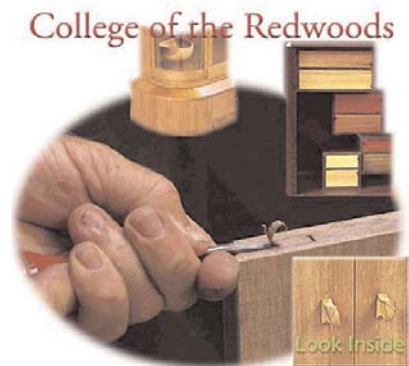
Mill Site reuse development opportunities should result in the creation of new jobs for Fort Bragg residents. New uses on the Mill Site should create quality jobs that offer residents of Fort Bragg economic stability. Quality jobs that provide competitive benefits and compensation will help stabilize and expand the local economy.



Source: Robert Schomer of Skoshi
(www.mendocinoartists.com)



Source:
(www.mendocinoartists.com)



Source: College of the Redwoods Fine Woodworking Program
(www.crfinefurniture.com)

► EV 2:
***NEW RETAIL MUST
COMPLEMENT - NOT
COMPETE WITH - THE
HISTORIC DOWNTOWN***

The focus of new pedestrian-oriented retail and commercial development on the Mill Site should be concentrated in locations adjacent to the central business district. This will allow for a unified commercial district that boosts sales for the existing businesses, and increases the success of new ones.

The location and type of commercial enterprises should be coordinated with existing retail and service opportunities. Auto-oriented retail uses would be more properly situated away from the dense downtown development and along Highway 1 in mixed-use areas.





► **EV 3:**
***ENSURE ADEQUATE
FACILITIES, SERVICES, AND
INFRASTRUCTURE***

Infrastructure should be upgraded and extended to serve Mill Site development, while ensuring that adequate capacity is maintained to serve Fort Bragg as a whole. As specific plans for the Mill Site are prepared, they must plan for the provision of public services and infrastructure to ensure that the Mill Site becomes a viable and sustainable extension of Fort Bragg. New development on the Mill Site will need to provide adequate infrastructure and to generate sufficient revenues to ensure the long-term maintenance of infrastructure and provision of public services.

► **EV 4:**
***ALLOW DEVELOPMENT TO
OCCUR IN PHASES TO TAKE
ADVANTAGE OF FUTURE
ECONOMIC OPPORTUNITIES***

Phasing development over time can help the City concentrate development activity in areas where it will complement adjacent uses and ensure market support for the new uses. Phasing also can help preserve opportunities to take advantage of future high-value, high-amenity development that may not be immediately feasible. Phasing development can also allow for the phased expansion of infrastructure and public services.



► EV 5:
CONCENTRATE VISITOR-SERVING USES AND CULTURAL AND COMMUNITY FACILITIES IN WALKING DISTANCE TO THE EXISTING DOWNTOWN

By locating similar or complementary uses adjacent to one another, the City can take advantage of existing amenities and create linkages to boost Fort Bragg's economic vitality. For example, uses such as a resort hotel, conference center or performing arts facility should be located within walking distance of the central business district to support shops and restaurants throughout the downtown. A museum or a similar cultural center could be located in the vicinity of existing cultural facilities, such as the Guest House Museum.

Due to its proximity to the West Fort Bragg neighborhood and the historic downtown, the northern half of the Mill Site has a greater potential for creating a vibrant, pedestrian-serving district. The southern portion of the Mill Site is physically separated by a greater distance and is likely to be more automobile-dependent.

► EV 6:
ENSURE THAT NEW DEVELOPMENT HAS A NET POSITIVE FISCAL IMPACT ON THE CITY

New development on the Mill Site should have positive revenue generation relative to the costs of providing services, and operating and maintaining infrastructure. It should include the right balance of jobs, housing, and amenities to ensure a positive impact on the City, its businesses and residents.

“Capitalize on this opportunity to raise Fort Bragg's cultural and intellectual standards while emphasizing this town's strengths.”

Fort Bragg Resident

OPEN SPACE FRAMEWORK



Purpose

Together with the Coastal Conservancy, consultants, and legal counsel, the City is negotiating with Georgia-Pacific to acquire open space for public access in advance of the bulk sale of the remainder of the property. Several areas on the Mill Site have been identified as having high open space and recreation potential. The Coastal Conservancy, Georgia-Pacific and the City of Fort Bragg have defined several open space areas for conservation and public access purposes.

While delineation of the boundaries of the open space parcels is necessary to transfer title of the property, the transaction would also establish a means whereby the boundaries of open space parcels could be adjusted in the future to respond to land use planning and development proposals consistent with the specific plan that ultimately will be developed for the Mill Site.

There are many benefits associated with an early public acquisition for open space purposes, including the following:

1. *A key public objective for the Mill Site, involving creation of a substantial open space and recreation asset, would be largely resolved independently from the planning and entitlement process for the remainder of the property.*



2. *Resolving the open space component of Mill Site development will add value to the portion of the Site reserved for urban uses and will provide a priceless amenity for the entire community.*

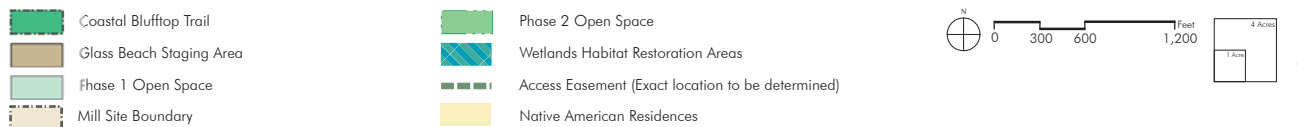
3. *An early acquisition would tap State and other available financial resources —the availability of such resources is uncertain in years to come.*

OPEN SPACE FRAMEWORK

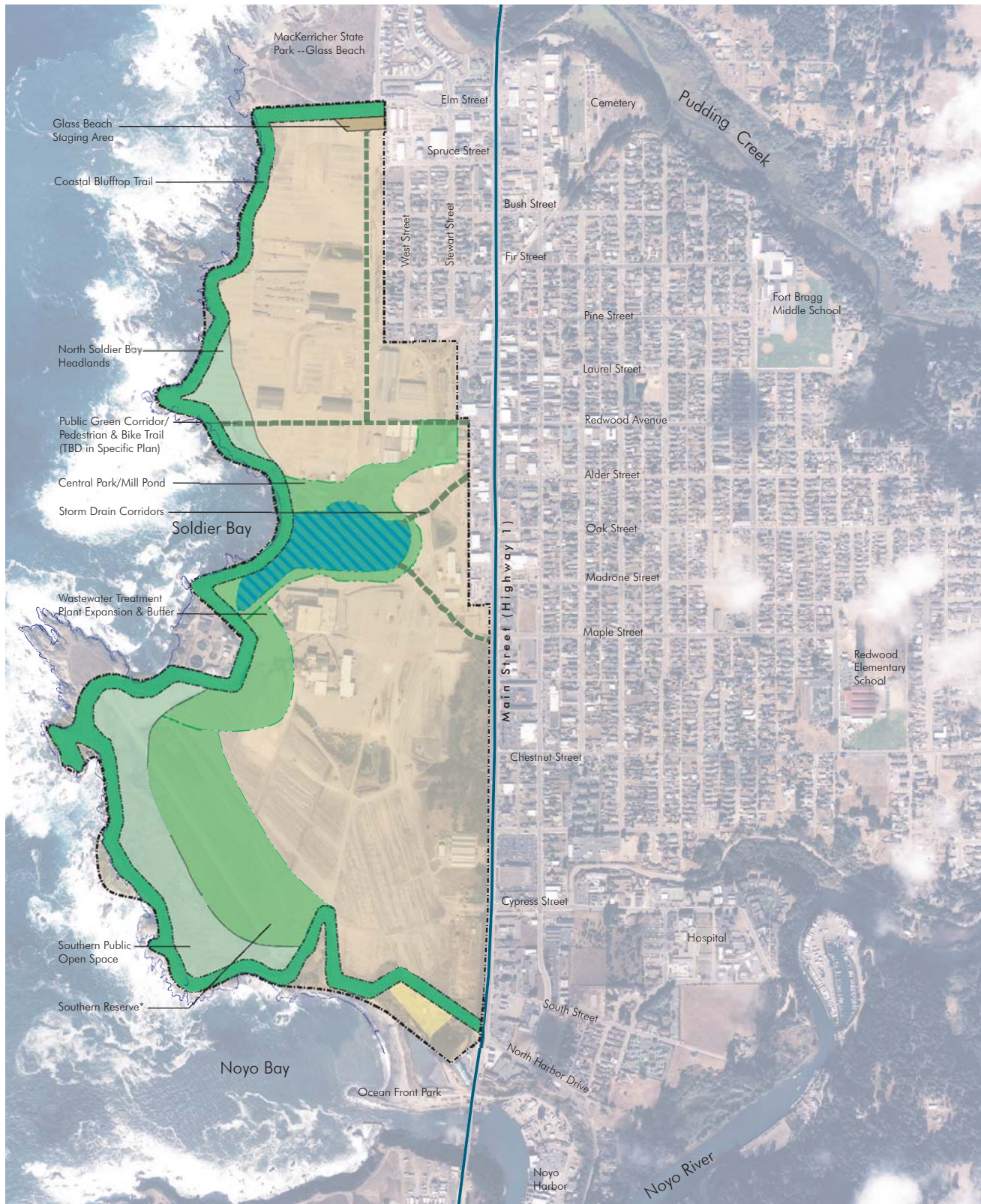
Open Space Framework Summary Table

Open Space Areas	Descriptions
Coastal Blufftop Trail Corridor	A corridor along the coastal bluff approximately 100 feet in width
Glass Beach Staging and Parking Area	A buffer between the Mill Site and Glass Beach to provide direct access to Glass Beach and the coastal trail from Elm Street
North Soldier Bay Headlands	Approximately three acres of coastal land adjoining the trail corridor land to create a larger open space area
“Public Green” Corridor	A linear pedestrian greenway connecting the coast to downtown in alignment with the westward extension of Redwood Avenue
Central Park/Mill Pond	A park which encompasses the Mill Pond and the adjacent swales/wetlands which extends to Redwood Avenue as a civic gathering space.
Easements for Creek Restoration and Access Corridors	Easements for two existing underground storm drains approximately 75 feet in width that provide natural drainageways and public access corridors
Wastewater Treatment Expansion and Buffer	An area adjacent to the wastewater treatment facility which could allow for a wetland treatment marsh to enhance the quality of treated effluent
Southern Public Open Space	Approximately 30 acres of parkland to extend the coastal trail corridor along the southern headland of the Mill Site property
Southern Reserve	An approximately 25-acre area reserved for future development opportunities that are compatible with and enhance open space and recreational activities

*Actual boundary and development limitations to be determined through further negotiations between Coastal Conservancy, Georgia-Pacific, the City of Fort Bragg and future owners.



Open Space Framework Diagram





Open Space Framework

► COASTAL BLUFFTOP TRAIL CORRIDOR

A corridor along the coastal bluff will preserve the natural features along the coastline and allow for establishment of a coastal trail connecting Glass Beach at the northern end of the Mill Site with Ocean Front Park and Noyo Harbor at the south end. While precise delineation will depend on natural features, coastal geology, and adjacent development opportunities, the coastal blufftop trail corridor will be approximately 100 feet in width.

The development of a coastal trail extending along the entire coastal bluff is by far the most widely-embraced reuse concept for the Mill Site. Development of a blufftop trail will create a tremendous amenity for future site development and for the City as a

whole. Acquisition of the coastal blufftop trail corridor would involve an offer of dedication by the property owner.

The coastal blufftop trail would be located within a public parcel that includes all of the bluff face and shoreline within the Mill Site property and would extend 100 feet inland from the top of the coastal bluff. If necessary, an additional easement for a wider bluff trail in geologically unstable locations may be acquired in the form of a revocable offer to dedicate. This easement would only be accepted by the City in the event that coastal erosion significantly reduces the width of the coastal trail.



► **GLASS BEACH STAGING AND PARKING AREA**

The coastal trail corridor includes a strip of land along the north Mill Site boundary to provide a buffer between the Mill Site and Glass Beach to the north and provide expanded and improved access to Glass Beach and the coastal trail. The 100' wide coastal trail corridor connects the northwest corner of the property to Elm Street. The strip of land would provide direct access from Elm Street to the coastal trail on the Mill Site property and would allow for development of a pedestrian and bicycle linkage that could connect to Glass Beach, the Pudding Creek Trestle and the Old Haul Road in MacKerricher State Park. The strip would also help create a buffer between development on the north end of the Mill Site and the State parkland to the north, thus enhancing views and helping buffer the park from increased activity associated with urban development on the Mill Site. In addition to the 100' wide coastal trail corridor, approximately one-half acre of land will be acquired near Elm Street for a formal staging and parking area for the coastal trail and Glass Beach. This area will provide parking for and access to both the coastal trail and Glass Beach.



OPEN SPACE FRAMEWORK



► **NORTH SOLDIER BAY HEADLANDS**

At the westerly point on the north side of Soldier Bay, approximately three acres of additional land will be acquired to create a larger open space area adjoining the coastal trail corridor. This location has some of the most outstanding coastal views on the site, and the larger area would provide opportunities for an enhanced viewpoint. It is also envisioned as the terminus of a "public green" corridor roughly aligned with Redwood Street that would connect the central business district to the coastline.

► **"PUBLIC GREEN" CORRIDOR**

The community embraced the concept of a "public green" to connect the central business district to the coast. This is conceived of as a relatively narrow linear pedestrian greenway which would likely run alongside the bustling westward extension of Redwood Avenue. It would serve as a key promenade, a coastal view corridor, and a strong connection between the central business district and the coast. The "public green" corridor would not be acquired as part of the early open space acquisition, as its precise location and configuration should be determined during the specific plan process for future development in that part of the Mill Site.



► CENTRAL PARK/MILL POND

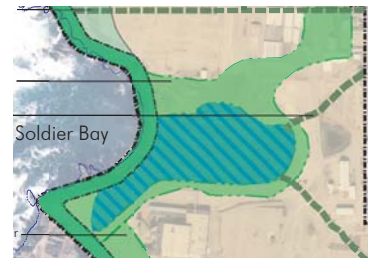
The Central Park/Mill Pond parcel is approximately 35 acres in size and encompasses the Mill Pond wetlands and the adjacent drainage swale. It will provide an opportunity for enhancement of the wetland as a storm water detention facility for City and Mill Site runoff, and as a scenic and recreational amenity for site development. This parcel is located immediately east of Soldier Bay. It encompasses the existing eight-acre Mill Pond, the low-lying swale to the north of the Mill Pond and the northerly slope of that swale. At present, this area presents one of the greatest challenges and opportunities for development of a multi-purpose public amenity on the Mill Site. It would include a three- to four-acre extension to connect with the central business district at Redwood Avenue. During the planning process, this connection was envisioned as an area that could accommodate community events (such as kite festivals, carnivals, farmer's markets, craft festivals, etc.) within or adjacent to the commercial heart of the City. It would provide a strong connection to the larger parkland areas along the coast and a strong connection with the Skunk Train Depot and the Guest House Museum grounds. In addition, it could provide a view corridor from the central business district to the coastal parkland areas and create opportunities for additional urban uses to front on the open space amenities.

The Central Park/Mill Pond Area encompasses the industrial core of the Mill Site and, not surprisingly, it has

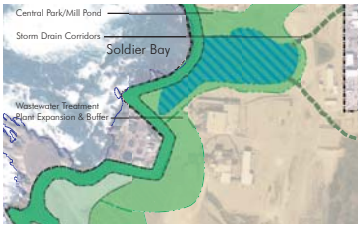
been impacted by past uses. It contains the powerhouse, the foundation of the old sawmill, and the Mill Pond. The Central Park/Mill Pond Area has a complex set of issues that must be addressed in order to establish a public recreational amenity in this location. This area has many features that will undoubtedly allow for its redevelopment as one of the primary scenic and recreational amenities on the Mill Site:

- It is close to Main Street and the topography allows for sweeping vistas of the Mill Site, the beach and the coastline.
- It fronts on the beach at Soldier Bay—the largest sandy beach on the Mill Site.
- It has a water feature which provides important wetland habitat, attracts birds and wildlife, and is a scenic resource.

The primary challenge with the Mill Pond is that it is a completely artificial impoundment that is located above the natural drainageway, and thus requires maintenance and management of a dam, cribwalls, and retaining walls—some of which were constructed more than a hundred years ago. The challenge is to reconfigure the Mill Pond to address the safety hazards and liability issues and reduces maintenance costs, while maintaining and enhancing its habitat values, maintaining and enhancing its functionality as a storm water polishing marsh, creating a recreational and scenic amenity, and successfully navigating the complex jurisdictional and regulatory issues relating to the wetland habitat and water quality.



OPEN SPACE FRAMEWORK



► EASEMENTS FOR CREEK RESTORATION AND ACCESS CORRIDORS

Two easements will be acquired along the City's two existing underground storm drains that discharge into the Mill Pond to allow for restoration of natural drainageways and public access corridors. There are many potential benefits of "daylighting" the drainages including the creation of a natural amenity in the urban core of the City, creation of wetland and riparian habitat, and provision of stormwater detention and treatment facilities upstream of the Mill Pond wetland. The easements would be approximately 75 feet in width.

► WASTEWATER TREATMENT EXPANSION AND BUFFER

Early in the planning process, the City began to discuss the concept of acquiring open space on the Mill Site in the vicinity of the wastewater treatment facility to allow for the potential future development of a wetland treatment marsh to enhance the quality of treated effluent and potentially increase the wet-weather capacity of the treatment facility. The City has hired an expert in the field, Robert Gearheart, P.E., Ph.D., to prepare a study of the wetland treatment system concept. The study indicates that about 7-10 acres would be sufficient to create a functional treatment marsh. Ideally, the marsh would have about a 10:1 length to width ratio, to allow for the slow flow of water through the system.

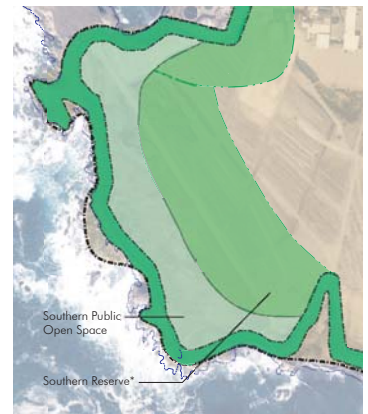
► SOUTHERN PUBLIC OPEN SPACE

This parcel, approximately 30 acres in size, was envisioned as a generous extension of the coastal trail corridor that would establish a broad swath of parkland along the southern headland of the Mill Site property. It would allow for a variety of public access, open space and passive recreational activities. Suggestions for this area received during the City's community planning process included: development of a dog park, establishment of picnic grounds, community gathering space for fireworks display and other events.

► SOUTHERN RESERVE

The concept for the approximately 25-acre area designated as the Southern Reserve is to hold some land for future development opportunities that may not be immediately feasible but for which there is considerable community support. In particular, community dialogue has focused on the possibility of attracting small university campus, a marine research facility, and/or an aquarium to the Mill Site. The idea emerged to acquire a parcel as a "land-bank" that would be available for development of such community-benefit uses in the future.

The Southern Reserve would not be restricted only to open space, but would allow development of relatively small-scale, low profile, well-designed facilities that are compatible with and enhance the open space and recreational activities on adjoining parkland and have clear community benefits. For example, future development opportunities might consist of a multi-use marine field station with research space, classrooms and offices, public educational displays, and possibly a small hands-on aquarium. It might be possible to include other public benefit facilities on such a campus, including space for private or community events or a Native American Cultural Center.



***Conceptual Land Use
Options***

PURPOSE



Purpose

The Mill Site Reuse Study evaluated a number of potential development opportunities-gauging community support, assessing market demand and feasibility, and evaluating the potential placement of various types of development on the Mill Site. The evaluation of conceptual land use options considered potential opportunities and constraints resulting from existing adjacent land uses, urban design concepts derived from the community-based planning principles, and community dialogue about the type and location of different uses.

While this study identifies suitable locations for future uses and considers adjacencies to existing and proposed land uses on site to help inform perspective developers, the specific planning process that will follow will determine the exact land uses and development guidelines for all development throughout the site. The community will continue to be invited to inform the City of Fort Bragg and future developers of their needs and vision for the property.

As discussed in the previous section, the open space framework delineates the areas of the Mill Site that have been identified for open space, recreation and conservation uses. All other land on the site is available for development of some kind. Throughout the planning process, seven development areas were defined.

Area A: West Fort Bragg

Area B: North Headlands

Area C1: Downtown Addition

Area C2: Central Corridor

Area D: Southern Headlands

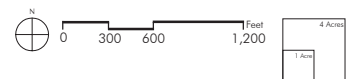
Area E: Southern Reserve

Existing development patterns, the evaluation of opportunities and constraints, the market feasibility analysis, and the community participation program helped to define the community-based planning and economic development strategy for the Mill Site and City of Fort Bragg, and provided the foundation for the land use options. The purpose of this chapter is to explain the reasoning behind the land use options identified for each of the development areas.



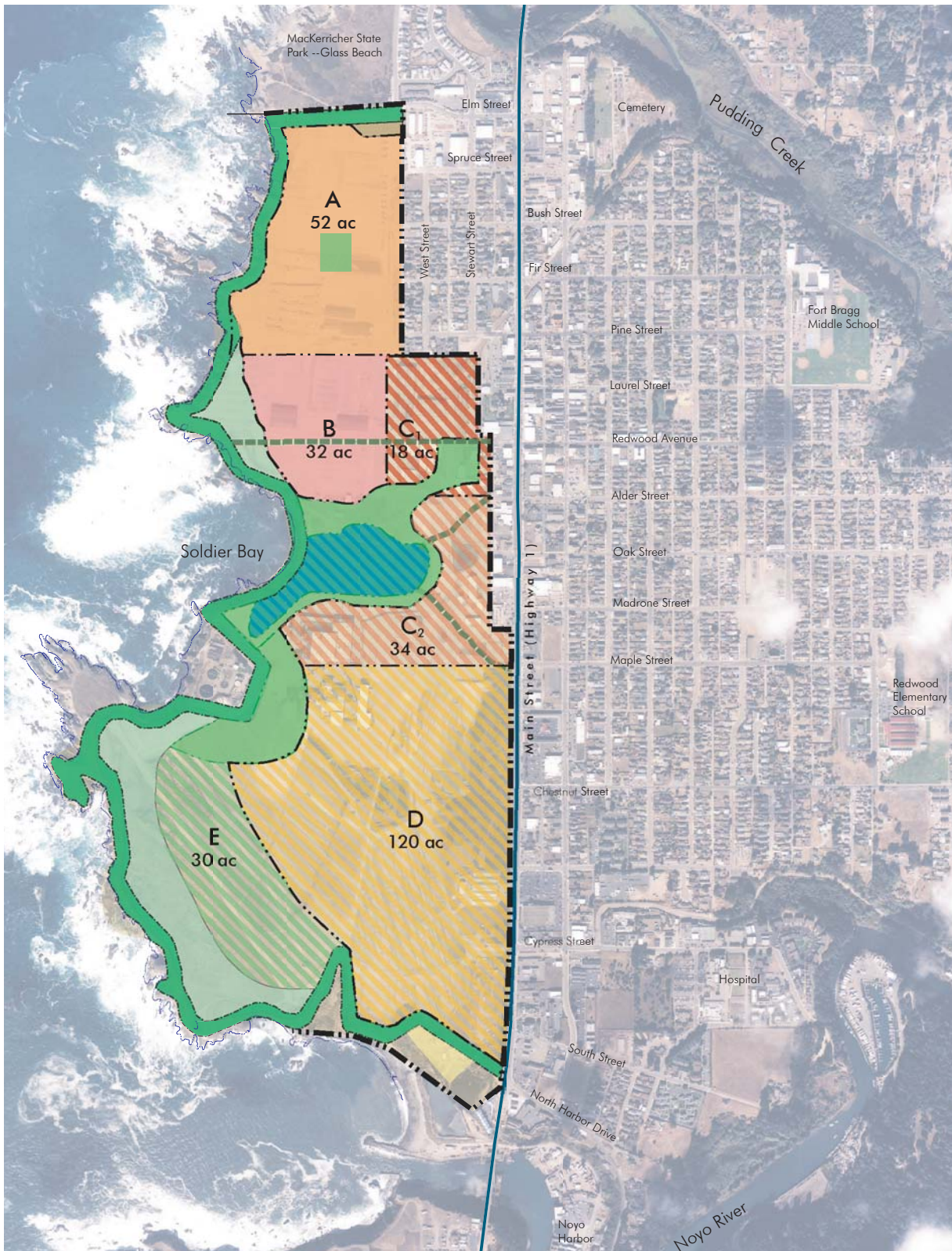
Land Use Options Summary Table

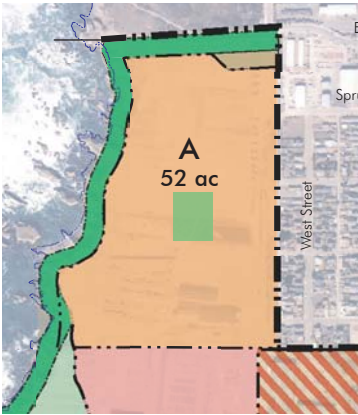
Development Areas	Descriptions
Area A: West Fort Bragg	Approximately 52 acres on the north end of the site. This area provides a logical extension of the residential uses in the adjacent West Fort Bragg neighborhood and could accommodate a mix of housing types and densities.
Area B: North Headlands	Approximately 32 acres on the north headlands of Soldier Bay. This is an optimum area for a resort and resort-related commercial uses. It is within walking distance to the shops, restaurants and other attractions of the historic downtown and has commanding views of Soldier Bay and the coastline.
Area C1: Downtown Addition	Approximately 18 acres dedicated to Central Business District-related mixed use
Area C2: Central Corridor	Approximate 34 acres located along Highway 1, just south of the central business district. This area could accommodate a mix of commercial, light industrial and residential uses. It's adjacency to the Mill Pond provides opportunities for development on its western edge that complements the scenic and natural values of the open space.
Area D: Southern Headlands	Approximately 120 acres comprising the southern "half" of the Mill Site. This area presents multiple opportunities for development, including the potential for resort-related uses such as a golf-course and complementary visitor serving facilities, or for light industrial type uses that generate quality jobs.
Area E: Southern Reserve	Approximately 30 acres of land at the southern end of the site adjacent to the open space to be reserved for future limited development opportunities such as a marine research center or some other public benefit use.



*Actual boundary and development limitations to be determined through further negotiations between Coastal Conservancy, Georgia-Pacific, City of Fort Bragg, and future owner.
NOTE: All acreages are approximate

Conceptual Land Use Diagram





► Area A: West Fort Bragg

At the northernmost point of the site, directly adjacent to the residential neighborhood northwest of downtown Fort Bragg and close to existing infrastructure, Area A is an ideal location for residential development. The proximity to downtown will enable this area to become a walkable, vibrant, and accessible neighborhood, while taking advantage of existing infrastructure and the residential qualities of the adjacent neighborhood. The city grid could extend into Area A, complementing the existing residential neighborhood adjacent to the Mill Site. Ample public space would be dedicated to neighborhood park(s) for area residents (the exact area would be determined by the estimated residential population).



This area could become an active residential neighborhood for Fort Bragg residents who want to be in close proximity to the coast and in short walking distance to all their household needs. Residential uses may include single-family homes, two-family attached dwelling units (duplexes), townhouses, condominiums, apartments, and senior housing. Area A could become a medium-density neighborhood allowing an average of 10-15 dwelling units per acre (the density per block may vary) with building heights consistent with adjacent development. New development should adhere to new urbanist principles which acknowledge the benefit of creating a continuous setback line; creating smaller, narrow lots; locating parking at the rear or side of buildings instead of in front; orienting buildings to the street; creating a visually interesting facade treatment; making sidewalks sufficiently wide and aligned for convenience; using formal landscaping and properly scaled lighting to improve the street experience; and concealing trash and recycling receptacles, loading docks and outdoor mechanical equipment.

► Area B: North Headlands

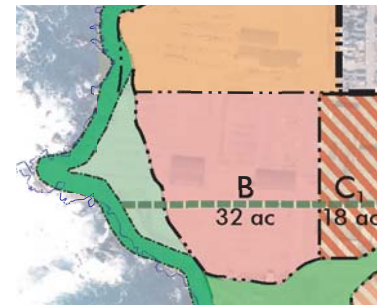
Located between the extension of the CBD (Area C1) and the coast, and just north of the Mill Pond recreation/open space area, Area B lends itself as an ideal location for resort/resort-related uses, which could include a resort hotel, a conference center, a retreat center, and visitor-serving services and amenities such as restaurants, conference center, tennis courts, a spa, etc.. This site includes striking views of the coastline and Soldier Bay and access to the beach within walkable distance to shops, restaurants and other downtown facilities and amenities.

A resort was identified specifically because Fort Bragg's current market demand for mid-level lodging is well-served. A conference center/resort should incorporate a low profile design that blends into the coastal landscape. The site configuration should respond to the coastal environment and natural terrain. A popular example of a "sustainable" resort/conference center that could serve as a model for resort development on the Mill Site is the Asilomar Conference Grounds just south of Monterey, California. The conference center is part of the California Parks System and is designed to take full advantage of the natural resources that surround it including the Monterey Bay Marine Wildlife Sanctuary and acres of forest.

The hotel component could include up to 250 rooms provided that the building design and siting maintain view corridors along Redwood Avenue and Laurel Street. Public access to and from downtown and the coast should be provided with the street layout and site and building guidelines emphasizing pedestrian use over cars.

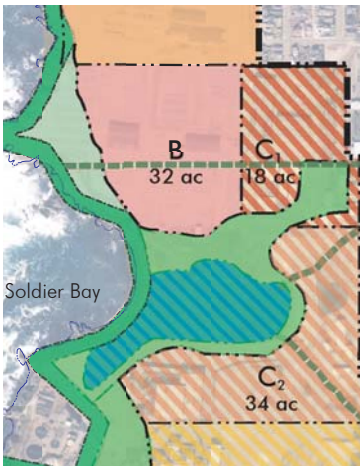


Source: www.asilomarcenter.com



“An Asilomar-like resort would greatly increase the awareness of Fort Bragg as a destination or ‘magnet’.”

Fort Bragg Resident



► Area C1: Downtown Addition

This area is located due west of downtown Fort Bragg and lends itself as a mixed use extension of the central business district. This would allow the highest levels of activity on the Mill Site to enhance the existing commercial activity downtown. This area could include a fine-grain mix of uses such as housing and/or offices located above retail, service, and entertainment space such as restaurants, specialty retail, department stores, banks, grocery stores, and theaters. Residential and/or office uses should be encouraged over and adjacent to street level retail space to create a pedestrian-friendly extension of downtown leading to the coast.

New cultural facilities including museums, a performing arts center, and a fine arts center could complement existing development in or adjacent to downtown Fort Bragg. For example, the Guest House Museum could benefit from other cultural centers such as a Native American (Pomo) Museum.

Area C1 includes the Skunk Train depot and adjoining track and spurs. It is envisioned that the Skunk Train will continue to enliven and activate the urban quality of the downtown, adding to the vitality of Mill Site development. The Skunk Train will continue to function as an active point of interest and a tourist destination point. Development adjacent to the Skunk Train should enhance this potential.

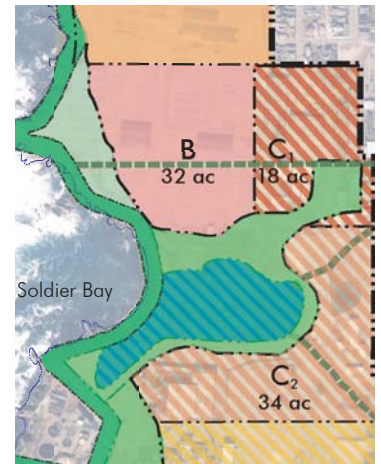
Due to its adjacency to Area B, this area is an ideal location in which to emphasize visitor-serving commercial services. The demand for commercial uses would be dependent in part on activity generated by residential and visitor serving uses on the Mill Site. Developing concentrated pockets or strips of pedestrian-oriented, ground floor retail, restaurants, and entertainment that stay open on evenings and weekends will create a lively commercial atmosphere that will attract residents and visitors.

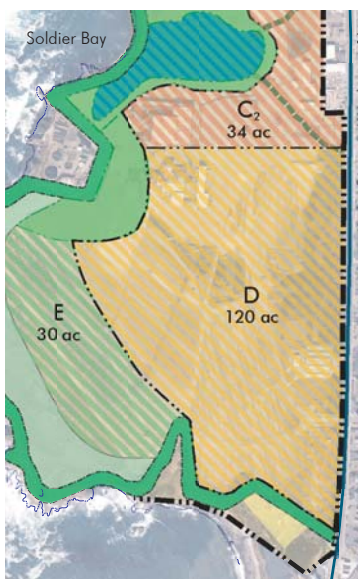
Development should be consistent with the urban development pattern in the existing downtown. A consistent street grid, in keeping with traditional urban development patterns, will allow Area C1 to become a natural extension of downtown Fort Bragg. The street layout and site and building guidelines should emphasize pedestrian use over cars, though it will be accessible by both.

► Area C2: Central Corridor

Located close to existing businesses catering to Main Street traffic, Area C2 would be a mixed use area more oriented toward the automobile than Area C1. The area serves as the transition from the Highway 1 commercial corridor. The types of retail in this area could be more auto-oriented than those in Area C1.

Uses immediately adjacent to the Mill Pond/Central Park area should be sensitive to the natural resources and scenic values of the open space area. The western edge of the area would be best suited for uses that benefit from the proximity to the parklands, such as bed and breakfasts, townhomes, offices, or other businesses oriented to the natural landscape.





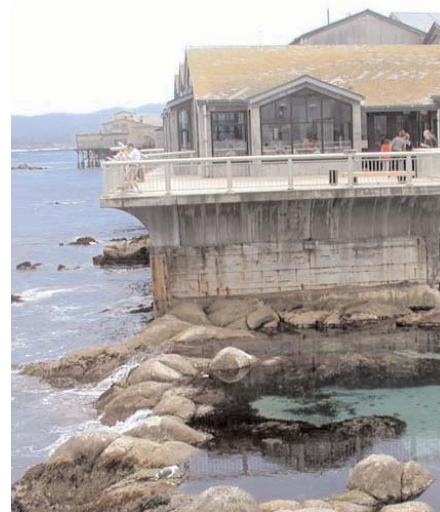
► Area D: Southern Headlands

At the southern end of the site, area D is farthest from the heart of Fort Bragg and therefore it is likely to be more auto-dependent. Because of its size and proximity to the regional commercial gateway at Highway 20 and Highway 1, Area D could accommodate a broad range of uses, including residential, commercial, light industrial, and resort/resort-related uses. Potential future uses in this area could include, but not be limited to, a golf course, arts-related manufacturing uses, such as small foundries, and shops for welding, fabrication, wood working, or glass blowing. Development in this area may take place in later phases depending on market demand for the land uses listed above.



► Area E: Southern Reserve

Area E has been designated as the Southern Reserve in the Open Space Framework. If acquired for public use, it would be restricted to open space and recreation activities with potential limited development such as clustered, small footprint structures for a public benefit use such as an educational facility, marine laboratory, or an arts or recreation-oriented facility as discussed in the Open Space Framework section.



Summary and Next Steps

The next step in the planning of the Georgia-Pacific Mill Site is the preparation and processing of a specific plan. Once Georgia-Pacific sells the property, the new owner will engage the City and community of Fort Bragg in determining a specific plan for future development consistent with the principles and concepts identified in this study. It is during this next stage in the planning process that the specific design guidelines for each development area and the siting of infrastructure and community facilities will occur with the continued input and feedback from the community.

The Mill Site Reuse Process represents what many may have considered unimaginable—the opportunity for Fort Bragg to establish a strong and vital local economy, while establishing a permanent connection with its coastline. This study has laid the groundwork for a successful integration of many community objectives. The vision and framework documented in this study will be realized through the continued efforts of Fort Bragg’s dedicated residents, business-owners, elected officials, and staff.

“The City can ‘open the conversation’ by encouraging community input, but the people who live here have to put out the energy to make their dreams happen.”

Fort Bragg Resident