Chapter 2 – Proposed Project

2.1 Introduction

The Fort Bragg Coastal Restoration and Trail Project (project or Coastal Trail) is located on the western edge of the City of Fort Bragg, in Mendocino County, California (refer to Figure 2–1). The project includes construction of approximately 4 miles (mi) of new multi-use and pedestrian only trails stretching from Pudding Creek Trestle Bridge south to Soldier Bay, and from the City of Fort Bragg (City) wastewater treatment facility to the Noyo Bridge and Highway 1. Two new parking facilities at the end of Elm Street and the southern end of the "runway" would be constructed to support the project. Asphalt and packed gravel would be removed and habitat restored on approximately 20 ac of the former Georgia-Pacific Mill Site (Mill Site).

In 2002, the City initiated a community-based planning process that identified the Coastal Trail as the most important community goal for the re-use of the Mill Site. Subsequently, the State Coastal Conservancy awarded a $4.165 million grant to the City to purchase 35 ac of parkland on the Mill Site. As part of the acquisition, Georgia-Pacific donated a 47 acre, 110-ft wide, "Coastal Trail corridor" along the length of the Mill Site.

In 2006, the Fort Bragg community participated in a three-day design charrette to create a cohesive plan for the parkland area. The results of this community process form the basis for the subsequent Draft North Coastal Trail Master Plan (City of Fort Bragg et al. 2008), the preliminary design plans, and the project description.

In 2009 and 2010, the Fort Bragg community participated in a variety of planning activities for the South Parkland parcel, including: three walking workshops (attended by over 300 people), a three-hour community design workshop, an open-house, and a community survey returned by 94 residents.

In 2012 and 2013, the City of Fort Bragg, Caltrans and the Sherwood Valley Rancheria reviewed and discussed the project and as a result of these discussions the City revised the project in order to minimize impacts to cultural resources and Traditional Cultural Properties. Most of the proposed changes to the project description have resulted from input from the tribe. In September of 2013, the City Council considered the proposed changes and authorized the completion of a CEQA document to address the proposed changes.

The community input and priorities expressed through these meetings, workshops, survey and dialogues form the basis for the design for the North and South Parkland parcels and the project descriptions in this supplemental EIR.

In September of 2013, the City prepared a Subsequent EIR for the City's project. A Subsequent EIR was chosen for this project because:

1. 15162 (a) 3D. Mitigation measures or alternatives which are considerably different from those analyzed in the previous EIR would substantially reduce one or more significant effects on the environment; and

2. 15162 (b) changes to the project or its circumstances occur after adoption of the EIR. Specifically, State's Park's improvements to Glass Beach Headlands, which were analyzed in the Final EIR, have been implemented.

This Subsequent EIR provides a clearer CEQA analysis as it does not include State Parks' project, which has already been completed, or the mitigation measures for the State Parks' project.

2.1.1 Project Location and Existing Conditions

The project is located on the Mendocino Coast, within the City of Fort Bragg. The project site includes three parcels; an extension and parking area at Elm Street, and a portion of a City of Fort Bragg public right-of-way (ROW) (refer to Figure 2–2). Each parcel and the ROW are described in detail below.

2.1.2 Glass Beach Headlands

The Glass Beach Headlands, owned by the California Department of Parks and Recreation (State Parks), is a 37-ac day use area. It is the southernmost portion of MacKerricher State Park and is located immediately south of Pudding Creek and immediately north of the Mill Site. It is bounded on its eastern edge by Glass Beach Drive and on the west by the Pacific Ocean. The parcel address is 301 West Elm Street and the Assessor's Parcel Number (APN) is 008-010-24.

The Glass Beach Headlands was formerly used, in part, for a municipal waste disposal site, animal grazing, gravel or rock quarrying, and by off-road motor vehicles. It is currently largely undeveloped. There are a few large culverts that channel City storm drain runoff onto and/or under the property and a gravel access road to the former dump site along the southern edge. The site is currently used by pedestrians for beach and ocean access and includes populations of sensitive plants and coastal habitats.

The proposed project would include surfacing of an existing multi-use trail along the southernmost 100 feet of the Glass Beach Headlands Park. The remainder of the Glass Beach Headlands will not be impacted by the project. The gravel multi-use trail, proposed for surfacing with AC, is outlined in white in the figure below.

Photo 2-1: Glass Beach Headlands Access Trail Proposed for Re-surfacing

Figure 2–1. Project Vicinity Map

Figure 2–2. Project Site Map

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2.1.3 North Parkland

The North Parkland includes 25 ac and is located on the Mill Site immediately south of the Glass Beach Headlands. It extends east from the Pacific Ocean and is approximately 110 feet (ft.) wide, but varies in width due to the variegated bluff edge. The area between the bluff top and the mean high tide is also part of the project area. The North Parkland also includes a 50-ft wide piece of the northernmost edge of the Mill Site from the ocean to Elm Street. This area was formerly used, in part, for finished lumber storage, mill operations waste disposal, a golf course, dynamite storage, and a scrap yard. The site is currently an unused finished lumber storage area. Approximately 80% of the site is covered by pavement and/or hard packed gravel, a small dynamite storage shack, security fencing, warning signage, and developed access roads. The North Parkland is currently impacted by stormwater from the remainder of the Mill Site. The heavy stormwater flows have resulted in concentrated areas of bluff erosion of the site due to extensive storm water flows hitting low berms along the bluff edge and resulting in bluff edge undercuts. In addition, the site includes sensitive species, habitats, and cultural resources. There is currently limited, docent-led public access to this site.

2.1.4 South Parkland

The South Parkland includes 61 ac, approximately 20% of which is currently paved with asphalt or compressed gravel. This area is bordered on the north by the City's wastewater treatment plant, the west by the Pacific Ocean, the east by the Mill Site, and the south by Noyo Bay. The area was formerly used, in part, as a lumber operations mill, fill disposal, a cemetery, an airstrip, and log storage. The site is currently largely undeveloped and includes some large areas of invasive and native plant populations, pavement and/or hard packed gravel, an abandoned runway, developed dirt and gravel access roads. About 80 percent of this site is covered in fill dirt and gravel of between one and 30 feet in depth. Most of the fill area is between three and fifteen feet in depth. The site has some sensitive species, habitats, cultural resources, and historic resources, which are primarily located on the bluff edge and the two peninsulas south of the Waste Water Treatment Plant. This site also includes the relatively undisturbed 4-acre Johnson parcel. The site is currently not in use and public access is restricted to docent-led tours.

2.1.5 Glass Beach Drive

The Glass Beach Drive ROW, owned by the City, is a 60-ft wide ROW that extends from the end of the Pudding Creek Trestle Bridge to Elm Street (refer to Figure 2–2). The ROW is currently developed with a 5-ft wide sidewalk (eastside), the 34-ft wide Glass Beach Drive, and a drainage swale and associated infrastructure. An informal parking area exists on the southern edge of the ROW, adjacent to Glass Beach Headlands, and an 18-space developed parking area is located at the northern terminus of Glass Beach Drive at the Pudding Creek Trestle Bridge.

2.2 Purpose and Need

The purpose of the project is to:

- Restore native habitats throughout the proposed parkland;

- Establish a permanent trail system, which was the single most important goal for the reuse of the Mill Site in a 2003 community survey, and has been identified during over 30 community and City Council meetings as a priority project for the City of Fort Bragg;

- Establish public access to the site, a condition of Coastal Conservancy funding for the acquisition of the site in 2010;

- Establish parking, restroom and other amenities to accommodate public access to this portion of the California Coastal Trail; and

- Establish an effective storm water management system for the site to reduce erosion and bluff retreat.

The need arises from:

- Lack of public access (and limited public access) to the entire 3.5 mile Fort Bragg coast along the Mill Site;

- State goals to establish a California Coastal Trail, along the entire coast of Fort Bragg, of which this is a segment of the California Coastal Trail;

- Acquisition of the site with Coastal Conservancy funding for public access and as part of the California Coastal Trail;

- The historical, and now abandoned, use of the site as a lumber mill, which resulted in extensive site disturbance, grading and coverage of the site in asphalt and heavily compacted gravel surfaces which now must be restored in order to provide for public access and reduce stormwater induced erosion of the site; and

- Demand for increased coastal access and passive recreational opportunities in Mendocino County.

Due to damage caused by current and historic uses of the project site, habitat restoration is an important component of the project. Nearly the entire North Parkland parcel east of the bluff (approximately 23 ac) is paved with asphalt or heavily compacted gravel surfaces, although a few small populations of native plants have been identified along the bluff edge. On the South Parkland parcel, about 25 ac of the site are paved or impacted with compacted gravel surfaces. The majority of these compacted gravel and asphalt surfaces (with the exception of the abandoned runway) will be removed or covered with sand/soil and the sites will be restored with native vegetation.

The Fort Bragg Coastal Trail logically terminates at the north end of the site at the Pudding Creek Trestle, where it connects to the Mackerricher State Park Haul Road. The Fort Bragg Coastal Trail logically terminates at Highway 1 and the Noyo Bridge on the southern edge of the site where it connects across the bridge to Pomo Bluffs Park.

2.2.1 Project Objectives

The project objectives include:

1. Restore and protect the site's physical and ecological resources through:

    a. the removal of invasive plants, asphalt, and compacted gravel surfaces;

    b. installation of a one foot depth of soil/sand as a restoration substrate, stormwater infiltration layer, and protective layer over cultural resources in areas where existing gravel should not be removed or disturbed in order to protect sub-surface cultural resource;

    c. re-vegetation of impacted areas with native plant species;

    d. establishment of a designated trail system that maximizes the user's contact with the coastline and ocean views while avoiding or minimizing impacts to sensitive natural and cultural resources;

    e. use of appropriate trail surfaces to encourage visitors to stay on designated trails; and

    f. Installation of interpretive signage to educate visitors about the natural and historic resources of the site.

2. Protect the site's cultural resources by:

    a. Installing a stormwater management system to reduce the loss of cultural resources due to bluff erosion as a result of excessive stormwater flows from compacted soils and extensive asphalt surfaces on the site and up-gradient from the site on Georgia-Pacific lumber mill; and

    b. Restoring the site with native appropriate species, including those that have cultural uses; and

    c. Designing and constructing a designated trail system that maximizes the user's contact with the coastline and ocean views while minimizing impacts to natural and cultural resources; and,

    d. Educating visitors about the cultural history and current cultural uses of the site, where appropriate; and

    e. Establishing a restricted access area that provides for access by: 1) Sherwood Valley Rancheria Tribal Members to engage in appropriate resource-sensitive cultural activities; and 2) scientists for scientific research.

3. Provide for a safe, accessible, and scenic pedestrian and bicycle trail with accessible beaches along the route;

4. Incorporate the trail design and comments from over 30 workshops held by the City between 2006 and 2011; and,

5. Incorporate the input of the Sherwood Valley Rancheria Band of Pomo Indians into the re-design of the project.

2.3 Project Description

The proposed project includes extensive site restoration and construction of an approximately 4.2 mile trail system from the Pudding Creek Trestle Bridge south to Noyo Bay. The project has four components, each with individual characteristics; they include: 1) Glass Beach Drive, 2) Elm Street access road and parking area, 3) the North Parkland, and 4) the South Parkland. The proposed project is described in detail by component below. The various components are shown in Figure 2-2.

2.3.1 Glass Beach Drive

This component would extend from the Pudding Creek Trestle Bridge south to the Elm Street Extension (refer to Figure 2–3). To allow for trail development, the Glass Beach Drive component would be constructed on the City's ROW, along approximately 2,200 ft. of Glass Beach Drive, and 10 to 15 ft. easement to the west of the City's ROW on the Glass Beach Headlands.

Stormwater improvements would also be necessary to allow for the trail. An existing drainage swale trends north-south and drains a small portion of the Glass Beach Headlands and Glass Beach Drive. The northern and southern terminus of the swale flow into box culverts that drain to either Pudding Creek to the north or an existing storm drain to the south. The proposed project would have similar outfalls, but accommodate the same amount of stormwater through a 5-ft wide vegetated swale and a subsurface filtration box (refer to Figure 2–3). This component would include:

1. Changing the existing drainage swale into a five foot drainage swale with tree boxes;

2. Construction of a 6-ft wide asphalt pedestrian only trail to the west of the drainage swale;

3. Construction of an 8-ft wide bicycle trail, completely separated from traffic, to the west of the pedestrian trail;

4. Elimination of the informal Glass Beach parking area at the southern end of Glass Beach Drive;

5. Construction of a small welcome plaza with a kiosk and signage at the parking area.

2.3.2 Glass Beach Accessway, Elm Street Extension and Parking Area

This component of the project would extend from the corner of Glass Beach Drive and Elm Street west to the proposed new multi-use trail on the Mill Site (refer to 1). Elm Street would be extended by approximately 50 ft. The road would be 24 ft. wide and would terminate at a new 36-space linear parking area, which would also include a welcome plaza, bicycle parking, restrooms/maintenance building, and welcome kiosk. In addition to the entry road and trail, this project component would include:

1. A welcome plaza with interpretive signage pertaining to protection of abalone resources, a kiosk with a coastal trail map, points of interest, park rules, and water safety signage;

2. A portion of the Multi-use Trail will be built on easternmost and southernmost edge of Glass Beach Headlands on a City owned easement on State Parks Glass beach headland Parcel (see section 1.3.2 and 1.3.3 for a description of the multi-use trail).

3. An approximately 900-square foot (ft^2) restroom/storage building with two handicapped accessible restrooms and an indoor storage space for trail maintenance equipment. The restroom would be connected to City water and sewer. The structure would be colored earth tones (slate, brown, green). No lighting is proposed;

4. Two bioswales for stormwater management;

5. Interpretive signage regarding Glass Beach;

6. Cable stairs to the beach;

7. Property line fence between the City and Georgia-Pacific properties consisting of a T-stake and five-strand smooth wire fence of 5 ft. in height;

8. Habitat protective fencing consisting of a 3-ft rebar and rope fence; and,

9. Drainage improvements associated with the Elm Street Extension and Parking Area would include construction of a 6-ft wide bio-swale on the southern edge of the entry road (between the road and the Georgia-Pacific Mill Site.

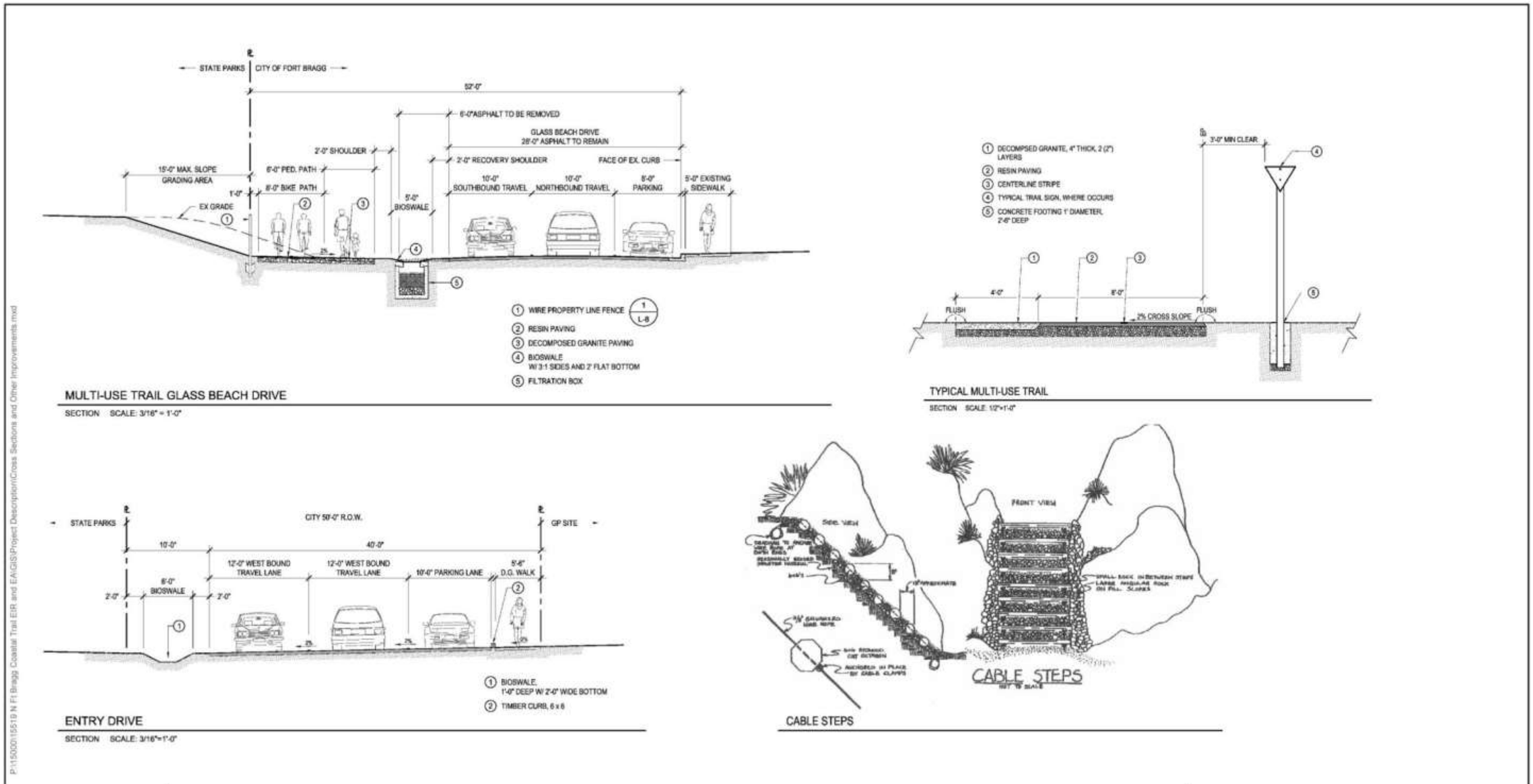
2.3.3 North Parkland

2.3.3.1 Restoration

The North Parkland requires extensive restoration because it is a former log deck and is currently paved with asphalt and compacted gravel. Restoration of the North Parkland would encompass approximately 20 ac between the bluff edge and the City's property line. Restoration efforts would focus on creating locally appropriate native habitats. However, restoration would be complicated by: 1) the presence of subsurface cultural resources at the Mill Site; 2) the extent of storm water runoff from the remainder of the Mill Site; 3) the need to obtain large volumes of soil for restoration and cultural resource caps; and 4) the sheer magnitude of the restoration activities.

The trail has been located and designed to avoid cultural resources on the site to the degree feasible. To minimize impacts to cultural resource areas and to establish a restoration substrate a "capping system" has been proposed whereby a layer of culturally sterile soil/sand suitable for supporting re-vegetation efforts would be laid down above the areas where cultural resources are known or believed to exist and areas with insufficient soil depth to support restoration efforts. The layer of soil/sand will be placed on top of existing gravel (asphalt will be removed using a cold forming machine) which is three inches to one foot in depth. Cultural resources are located below both the gravel and a soil layer. In this way the restoration project will minimize impacts to cultural resources by minimizing physical disturbance.

Figure 2–3. Cross Sections and Other Improvements



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It is estimated that up to 12,000 cubic yards (CY) of sand/soil would be required to cap the cultural resource deposits and provide topsoil for re-vegetation. The City may acquire sand and/or soil from the following projects/locations: the Noyo Harbor Dredge Spoils Site, various Caltrans road projects and the construction of the Newman Gulch Reservoir. The City will obtain clearance from the Regional Water Quality Control Board to reuse dredge sands from the Noyo Harbor for beneficial re-use on the site. This material has been extensively tested in the past and level of metals and other contaminants is well below the clean-up levels (existing contaminants on the Coastal Trail property) for the Site as approved by the DTSC.

Nine different treatment "zones" (Zones 1 to 3 and Zones 5 to 10) have been proposed for restoration of the North Parkland. The characteristics of the zones vary depending upon the level of historic and proposed disturbance, the presence of subsurface cultural resources, and the habitat type proposed. The zones are described in detail below:

- ZONE TYPE 1 = Soil cap 12 in or greater; over areas with gravel left in place and all asphalt removed; seeding upland species from candidate species list; no disking.

- ZONE TYPE 2 = No cap; removal of gravel and asphalt; seeding upland species from candidate species list; surface disking to 3 in.

- ZONE TYPE 3 = No cap; possible bedrock areas; sensitive species planting area; no disking.

- ZONE TYPE 4 = No restoration treatment of any kind.

- ZONE TYPE 5 = No cap; storm water outfall erosion control areas; seeding from candidate species list and willow sprig installation where appropriate; no disking.

- ZONE TYPE 6 = Soil cap of 12 to 24 inches; installation of above surface bioswales installed in clay lined soil cap over areas with road base rock left in place and all asphalt removed; seeding wetland adapted species from candidate species list; no disking.

- ZONE TYPE 7 = No cap; decommission existing trail; seeding upland species from candidate species list or only allow natural regeneration; no disking or raking.

- Zone Type 8 = Eliminated from the project.

- ZONE TYPE 9 = No cap; graded cut slope at edge of perched dune; seeding upland dune adapted species from candidate species list; no disking.

- ZONE TYPE 10= No cap; road/trail side planting of native trees and shrubs from the candidate species list; no disking.

The entire North Parkland restoration area would initially be planted in a cover crop of barley and native seed (commercially grown and hand collected seed from the Mendocino Coast).

After the removal of gravel and asphalt, common barley and native seed will be seeded and a protective mulch layer will be applied.

A mix of commercial native seed and wild hand-collected seed will be hydro-sprayed onto the restoration soil/cap. The seed mix will be applied at a rate of 20 to 35 pounds per acre (lbs./ac) depending on the final species make-up of the seed mix. Rice straw mulch will be applied at a rate of 2,000 lbs/ac over all seeded areas. A low nitrogen fertilizer, spent grain and wood bark compost may be applied in soil cap areas depending on the cap soil.

Some woody plant material may also be planted, in areas without cultural resources and areas that are not culturally sensitive, including shore pine and other appropriate low growing bushes and trees, to provide visual interest, wind protection, and bird habitat.

A list of candidate species has been developed by the City. The re-vegetation efforts would also attempt to establish new populations of sensitive plant species including Blasdale's bent grass (*Agrostis blasdalei*), short-leaved evax (*Hesperevax sparsiflora* var. *brevifolia*), and Mendocino coast paintbrush (*Castilleja mendocinensis*). The successful bent grass planting in 2006 to 2007 on Bentgrass Point (then owned by Georgia-Pacific) will be replicated and expanded in the exposed bedrock area (Type 3). On-site seed will be collected, stored, and propagated by a local nursery into small liner-sized containers (stubby). Mendocino coast paintbrush will be planted by first establishing colonies of gum plant (*Grindelia stricta*), seaside daisy (*Erigeron glaucus*), and golden aster (*Heterotheca sessiliflora* ssp. *bolanderi*) through broadcast seeding and then, once established, interplanting nursery grown Mendocino coast paintbrush as a hemiparasite on nursery grown gum plant, seaside daisy, and golden aster (two species in one container). The out plantings can then serve as future seed source ("mother plants") to expand the Mendocino coast paintbrush into these newly established host plant patches. Additionally, the City has identified a list of locally native plants that are cultural resources for Sherwood Valley Rancheria Tribal Members. The restoration effort will also include seeding of the plants.

Seasonal wetland habitat will be created in part for compensation of the potential loss of low quality Coastal Act seasonal wetlands (bioswales along Glass Beach Drive) through the construction of new bioswales (Type 6) for storm water runoff. Native wetland adapted species from the Candidate Species List would be planted in both of these features. The wetland species would largely be planted by broadcast seeding wild-collected seed; however, a small liner planting may be considered for selected wetland species.

The proposed cut slope (Type 9) adjacent to the west edge of the trail along Glass Beach Drive will be seeded with upland dune adapted species (with an emphasis on native grasses) from the Candidate Species List. Species selection and erosion control design will be performed in close consultation with State Parks biologists. Rice straw mulch will be applied at a rate of 2000 lbs/ac. The cut slope on this perched dune is also an excellent location for sensitive species restoration, if so desired. Irrigation of the restoration area would be performed by hand through the use of a water truck until the site is established.

The concept of adaptive management will play a strong role in all phases of this restoration project. Each year, the successes of the previous year will be analyzed and improved upon. Target species for supplemental seed collection may change each year in response to "what worked" and abundance of local seed crops. The degree of infestation from exotic species would drive the level of required maintenance each year. A Site Management Plan would be crafted for maximum flexibility and will include a monitoring program staffed by knowledgeable local volunteers.

The Site Management Plan will have a strong adaptive management theme. Once the asphalt/gravel is removed, a highly disturbed environment will be present with ideal conditions for the rapid invasion of unwanted exotic pest species. Many of these species are already present on the site, or adjacent parcels, and will present a direct threat to the success of the restoration project. A very aggressive weed control effort will be expended in the first few years following plant installation.

2.3.3.2 Trail Development

The North Parkland multi-use trail would consist of a primary trail of approximately 3,455 linear ft., and secondary trails (including two short viewing loops, and a "short cut" on the southern portion of the trail (refer to Figure 3)). These secondary trails comprise approximately 1,750 linear ft. The primary trail extends from the parking area south to a turnaround bulb overlooking Soldier Bay and Soldier Beach. The primary trail on the North Parkland would be 8-ft wide and made of asphalt. It would also include a 4-ft wide gravel shoulder on its western edge. The secondary trails would be 5-ft wide decomposed granite, gravel or equivalent surface and for pedestrian use only. This component would also include the installation of eight benches and eight interpretive signs along the trail.

2.3.3.3 Signage

Ten interpretive panels would be located on the North Parkland components of the project. The interpretive signs would consist of 48-in wide × 24-in high low profile exhibits and cover the following topics:

1. Rare plants, rare plant protection, and restoration process for the site;
2. Sea cliffs, seabird natural history, and sea bird protection;
3. Site geology and geologic history;
4. Mill Site lumber history and mill closure;
5. Protected status of off shore monuments;
6. Pomo history of contact with white settlers and the creation of the Mendocino Indian Reservation;
7. Glass Beach history and protection;
8. Dynamite Shack interpretive history;
9. Orientation to the site and features of the site; and
10. Pre-contact Pomo use of the site for subsistence and trade activities.

2.3.3.4 Stormwater Management

The North Parkland is currently almost entirely surfaced with pavement or packed gravel. There are a few small existing culverts that drain portions of the Mill Site in the project area, but much of the stormwater sheet flows over the impervious surfaces and to the bluff edge, where it is intercepted by a set of existing small berms, 6 in to 1 ft. in height, which direct and concentrate stormwater runoff to various locations along the bluff edge. This existing system clearly contributes to bluff undercuts and bluff erosion. The proposed multi-use trail on the Mill Site would be located down slope of these impervious surfaces and upslope of the existing berms.

The proposed stormwater management improvements to the North Parkland would include:

1. Removal of the existing bluff top berms.

2. Construction of new three-foot high earthen berms with geotextile fabrics and planted vegetation to the east of the Coastal Trail in order to capture and direct the significant stormwater flows from the mill site into the proposed project detention basins and culverts (see L-9 through L-11).

3. Development of two bioswales and a detention basin near Otsuchi Point to collect and temporarily detain stormwater which would outfall through a new culvert to the Pacific Ocean. These detention basins would accommodate a significant volume of stormwater from the paved portions of the Mill Site area (see L-9).

4. Stormwater would be collected at two small existing detention basins and outfall through two existing culverts, which will be up-sized as part of the project, into the Pacific Ocean.

5. Additionally two new above ground stormwater conveyance bio-swales will be constructed on the project site to transport stormwater from the mill site to the bottom of the bluff. They would be constructed with a clay lining within two 2-foot high berms, and through an above grade culvert over the bluff edge to the base-rock below.

Sixteen potential drainage outfalls were identified during the development of the preliminary plans. Ultimately, it was determined that five hard outfalls would be used to discharge stormwater from the site.

2.3.4 South Parkland

2.3.4.1 Restoration

Restoration of the South Parkland would encompass approximately 5 ac on either end of the runway and the area of City property between State Route 1 (SR-1) and the sailors' cemetery, for a total of 13 acres. Restoration efforts would focus on creating locally appropriate native habitats. However, restoration would be complicated by the magnitude of the restoration activities.

Generally, restoration efforts would be implemented as described above for the North Parkland, although in this case, only six treatment "zones" have been proposed for restoration of the South Parkland. The characteristics of the zones vary depending upon the habitat type proposed. The zones are described in detail below:

- ZONE TYPE 2 = removal of up to the first two feet of gravel and/or asphalt, placement of up to two feet of fill if required; seeding upland species from candidate species list; surface disking.

- ZONE TYPE 4 = No restoration treatment of any kind.

- ZONE TYPE 5 = storm water outfall erosion control areas; seeding from candidate species list and willow sprig installation where appropriate; no disking.

- ZONE TYPE 6 = bioswales; seeding wetland adapted species from candidate species list.

- ZONE TYPE 7 = Decommission existing trail; seeding upland species from candidate species list or only allow natural regeneration; no disking or raking.

- ZONE TYPE 10 = Plant shore pine and woody plants.

Protective fencing, with a locked gate, will be installed to prohibit access to Noyo Headland Preserve (the peninsula just south of Soldier's Point), except by authorized Tribal Members of the SVR, City Staff and research scientists.

2.3.4.2 Trail Development

The trail network would consist of a multi-use primary trail of approximately 6,100 linear ft. It would be 8-ft wide asphalt surface with a 4-ft wide gravel shoulder on the west side. The primary trail extends the length of the property from Noyo Point Road with a turnaround bulb at the terminus near the City's wastewater treatment facility. A 5-ft wide pedestrian only trail network of 5,900 ft. would also be constructed. It would be a compacted soil or similar surface. The trail system also includes eight benches and nine interpretive signs. Adjacent to the Waste Water Treatment Plant the trail will terminate in a loop that includes a small building with two restrooms.

A six foot high concrete privacy wall is proposed to run parallel to Noyo Point Road (to be renamed Jim and Lucy Cooper Road) along the southern boundary of the site.

The existing dirt road through the Soldier Point area is proposed to provide public access in this area. This dirt road will be bound on both sides by symbolic fencing to keep people from treading on special status plants in this area. This area will also include signage as follows: "Tick infestation area; stay on designated trail" and "Poison Oak area; stay on designated trail."

Trail locations and cross section may be viewed in Appendix A.

2.3.4.3 Access Road, Parking Area & Welcome Plaza

Vehicular access to the south parking lot would extend west from the Cypress Street Gate along an existing unnamed dirt road that will terminate in a 63-space double-loaded asphalt surface parking area at the southern end of the abandoned runway.

Fencing will be installed on the northern boundary of the gravel road to prohibit vehicular access to the remainder of the Mill Site.

The parking lot, located on top of the southern end of the existing asphalt runway, will need minimal re-surfacing. The parking area will be surrounded by low vegetation to screen the view of the vehicles from the distant Noyo Bridge and from the trail. It will also be surrounded by large boulders to keep vehicles within the confines of the parking.

A welcome plaza, located at the southern parking lot, would consist of a welcome kiosk, vault restroom/storage building, and bicycle parking. Project features would include:

1. A welcome plaza with interpretive signage about abalone and other fishery resources and a welcome kiosk that will include a coastal trail map, points of interest, park rules, and water-safety signage.

2. A restroom/storage building that will include two handicapped accessible vault-style restrooms.

2.3.4.4 Recreation Field

The south parkland area will include:

- Utilization of an existing 10-ac field for passive recreational activities such as Frisbee, kite flying, dog walking, etc.
- Two picnic areas with three picnic tables each, located at the southern end of the runway and east of the blow hole.

2.3.4.5 Signage

Nine interpretive panels would be located within the South Parkland area. The interpretive signs would consist of 48-in wide × 24-in high, low profile exhibits and cover the following topics, from south to north:

1. Historic Cemetery Interpretive Panel – Story of the cemetery and who is buried there;

2. Interpretive Panel Kaidu Village Pomo Site – Pomo History;

3. Interpretive panel of current uses of site by Pomo peoples;

4. Noyo Harbor/Beach Overlook at end of Runway – Interpretive Panel of Salmon Fishery and Watershed Awareness;

5. Punch Bowl Viewing Platform – Geology & the power of the ocean and how the Punch Bowl was formed;

6. Midpoint of ocean-side trail overlooking flat rock – Sea Life on Flat Rock;

7. Soldiers Point Viewing Platform – The Sea and its Connection to the Coast, and Rare Plants and Stewardship Message;

8. City's Waste Water Treatment Facility – Wastewater Treatment and connection to nutrient loads in the ocean; and,

9. Runway – The history and use of the runway.

2.3.4.6 Stormwater Management

The South Parkland is largely unpaved (other than the old runway, which will be retained) and fairly permeable with good drainage (other than areas of compacted soil and gravel at either end of the runway and at the entrance at Noyo Point Road). Drainage improvements will include installation of two hard outfalls over the bluff edge and replacement of one

existing hard outfall. Most of the site stormwater will be handled through infiltration and sheet flow over the bluff edge.

2.3.5 Other Signage

Four park entry signs would be installed for the project, as follows:

1. Welcome sign at the corner of Elm Street and Glass Beach Drive
2. One automobile oriented entrance/directional sign at the Cypress Street gate;
3. One welcome sign at the runway Parking Lot; and
4. One small pedestrian/bicycle oriented entrance sign at Noyo Point Road.

Thirty-five additional signs for trail etiquette, water safety, bluff top safety, sensitive resource area signs, and park hours, would be located along the multi-use and pedestrian only trails and would include the following:

- Dogs on Leash, Symbolic Sign: 7 in × 7 in;
- No Camping, Symbolic Sign: 7 in × 7 in;
- Ocean Safety: 20 in × 24 in;
- Trail Signs: 3.5 in × 12 in, and Directional Arrows: 3.5 in × 3.5 in;
- Danger! Bluffs Crumble!: 7 in × 7 in;
- No Bicycles on Trail, Symbolic Sign: 7 in × 7 in;
- Bird Nesting Area, Stay on Trails: 15 in × 10 in;
- Rare Plant Area, Stay on Trails: 15 in × 10 in;
- Area Closed For Plant Rehabilitation: 15 in x 10 in; and,
- Fragile Area, Stay on Trails: 15 in × 10 in.
- Danger Poison Oak and Tick Infestation Area, Stay on Trails: 15 in × 10 in.
- Nature Preserve, access by permission only: 15 in X 10 in.

2.3.6 Construction Access and Staging

All equipment will access work sites from areas of existing disturbance to the maximum extent feasible. Construction access to the project site would be from the Glass Beach Headlands, Elm Street, Cypress Street and through the Noyo Point Road access fence at the southern edge of the site. ESA fencing/spray paint markings will be installed to ensure that no construction activities result in impacts to native plants or cultural resources.

2.3.7 Construction Equipment and Materials

Restoration work on the North and South Parklands will require heavy machinery including dump trucks, backhoes, large loaders, pavers, etc. Smaller machinery such as flatbed and Bobcat® loaders will likely be required for the construction of small buildings, trail

construction, and drainage improvements. Because of known cultural resources onsite, massive earth movers like graders and scrapers would not be used to protect these resources.

2.3.8 Project Timing and Phasing

The City certified a Final EIR for the project in August 2011. The City of Fort Bragg issued a Coastal Development Permit for the project in August of 2011. This subsequent EIR and a Coastal Development Permit Amendment will be considered by the City of Fort Bragg in December or January of 2013. The City has begun the permitting process with responsible agencies such as the State Water Resources Control Board (SWRCB), the Regional Water Quality Control Board (RWQCB), and the California Department of Fish and Wildlife (CDFW). Detailed construction drawings have been prepared for the project. If the project receives approval by the City of Fort Bragg Planning Commission, many pre-construction mitigation measures would be implemented in the winter of 2014 and spring of 2014, including but not limited to: preparation of composting material for restoration, marine mammal surveys, bird nesting surveys, and cultural resource data collection, etc.

If approved the project would be bid in early 2014 and project construction would begin in the spring of 2014 and extend through the construction seasons 2014 and 2015 (April – November). Restoration activities would continue throughout the year and for an additional three years (2015-2018).

2.4 Alternatives

Potential alternatives to the proposed project are limited due to the relatively narrow corridor available for development and the type of project proposed (i.e., restoration and establishment of a coastal trail for public access). Criteria used to develop potential alternatives included the potential of the project to avoid impacts to sensitive resources and the human environment, whether or not it could generally meet the project objectives, and costs. Specific consideration was given to potential alternatives that appeared to avoid or minimize impacts to Environmentally Sensitive Habitat Areas (ESHA), cultural resources, and drainage.

At an early stage in the development of alternatives, various “inland realignment” alternatives, which would move the components of the project farther east onto the Mill Site, were considered in an effort to avoid cultural resource impacts and the effects of bluff erosion. However, the heavy distribution of cultural resources which exists at the North Parkland are found throughout much of the North Mill Site as well; therefore no substantial reduction in cultural resources potential impacts would be achieved. The South Parkland cannot accommodate an inland alignment of the trail because much of the South Parkland is covered in seven to 30 feet of un-engineered fill materials and they will not support trail construction. Further, because the project is a coastal trail, trail users would have a high expectation that the trail would provide coastal access; therefore, an inland realignment would only invite users to develop a network of unauthorized informal trails to the bluff edge and beach, as has happened at the nearby Glass Beach Headlands, thereby directly or indirectly impacting sensitive biological and cultural resources. Additionally, an inland alignment is not consistent with the need to restore the bluffs to coastal prairie in order to reduce stormwater erosion to the bluff face.

Ultimately, only two feasible alternatives appeared to meet the criteria – the Reduced Trail Alternative and the No Project Alternative. They are described in more detail below.

Preferred Alternative. The locally preferred alternative for the project is the proposed mitigated project.

2.4.1 No Project Alternative – Visitor Access Only.

The No Project Alternative would include none of the components of the proposed project, except for the property line fencing. The No Project Alternative would open the site to public access, as required by Coastal Conservancy funding, but without any developed facilities. Only the east side of the parcel would be fenced to keep visitors from accessing the remainder of the Mill Site.

If the project site were not developed, stormwater erosion and bluff retreat would continue as it does currently, resulting in additional asphalt and other construction materials entering the ocean. The no project alternative would result in visitors utilizing the existing dirt road for park access on the southern parcel. However as the project would not include a designated trail or signage it would likely result in a network of informal trails being developed by visitors. Additionally as visitors generally walk as close to the bluff edge as possible, where no official trail is identified, they would likely have an impact on special status plant populations. Expansion of non-native invasive species across the South Parkland areas would continue. On the North Parkland parcel, cultural resources may benefit from the No Project Alternative as they are currently beneath the asphalt on the Mill Site, somewhat protected from degradation and theft. However continued erosion of the bluff edge, resulting from uncontrolled runoff from the remainder of the mill site would result in continued loss of cultural resources into the ocean.

If the no project alternative is selected, the City would have to return $4.85 million in State funding to California State Parks for the construction of the project and $1.3 million in State funding to the Coastal Conservancy for the construction of the project.

2.4.2 Reduced Trail Alternative

2.4.2.1 Glass Beach Drive

To avoid disturbance of an existing drainage swale running along the western edge of Glass Beach Drive, the Reduced Trail Alternative would locate the proposed multi-use trail entirely within the existing paved portion of the road. As currently configured, Glass Beach Drive is approximately 34 ft. wide and includes a two travel lanes and approximately 8 ft. of parking along the eastern edge. The Reduced Trail Alternative would include re-striping the pavement to include two 10-ft travel lanes, and an 8-ft wide multi-use trail and a 2-ft recovery zone between the northbound travel lane and the existing sidewalk. Pedestrian access would be accommodated on the sidewalk across the street. This alternative would not require stormwater improvements to Glass Beach Drive.

2.4.2.2 Elm Street Extension and Parking Area

The Reduced Trail Alternative would be identical to the proposed project.

2.4.2.3 North Parkland

The Reduced Trail Alternative would reduce the trail development on the North Parkland. It would include the 3,455-ft long primary multi-use trail but not the secondary trails. As a result, there would be a reduction in signage and benches necessary. The proposed cable stairs to the beach would remain.

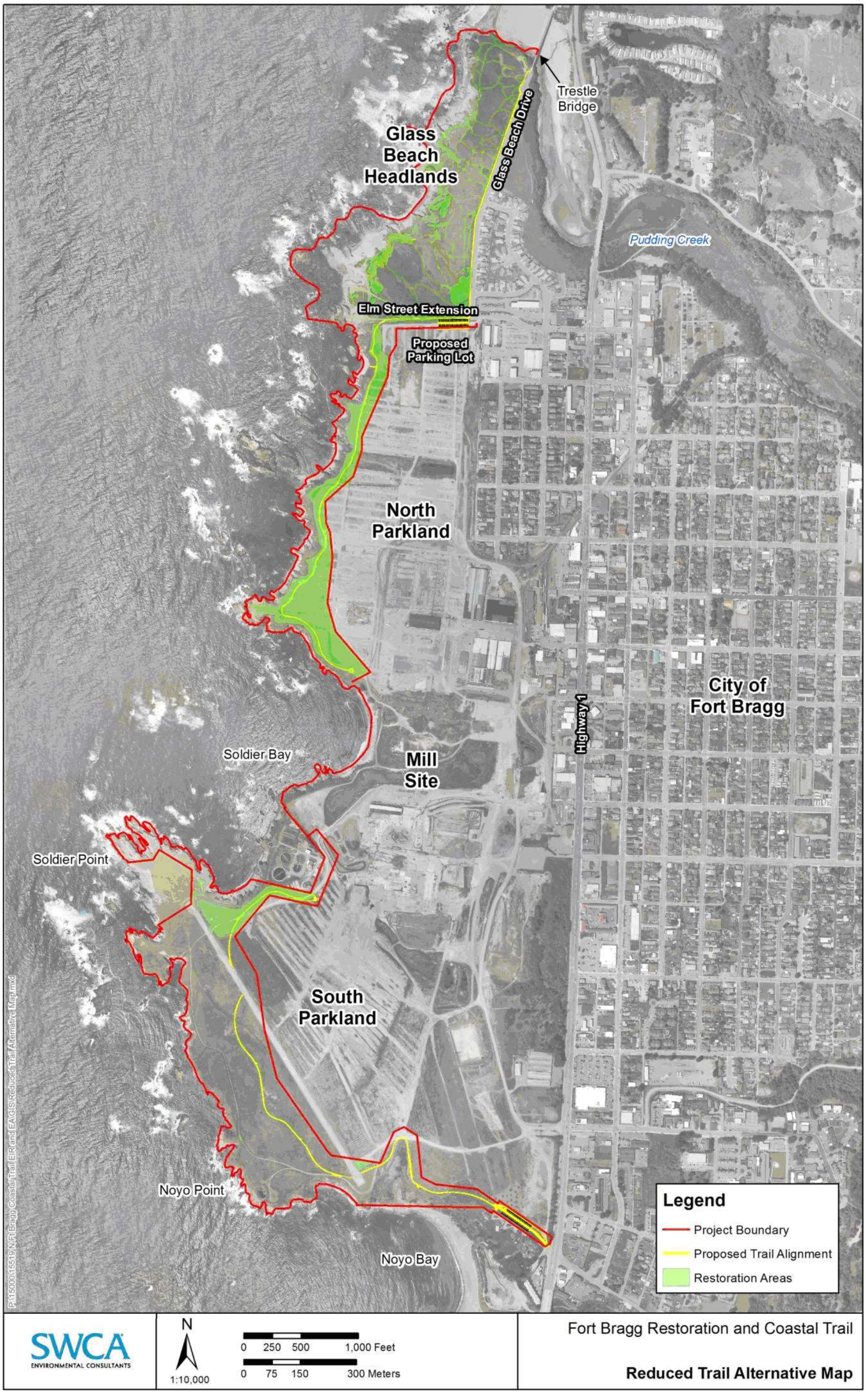
2.4.2.4 South Parkland

The Reduced Trail Alternative would only include the proposed approximately 5,900-ft long pedestrian only trail, and not the multi-use trail along the ocean or the other secondary spur trails. The south parking lot would be located at the Noyo Point Road access point as initially proposed and certified in the 2011 EIR for this project. Other improvements would remain as proposed, although there would be a corresponding reduction in signage and benches due to the reduced length of the trail system.

2.4.2.5 Earthwork and Areas of Disturbance

The earthwork required to construct the Reduced Project is less than the proposed project, however considering that the restoration of the Mill Site comprises the bulk of the earthwork, the reductions are relatively limited. The largest reductions in earthwork would be associated with limited improvements along Glass Beach Drive. The areas of permanent disturbance would be reduced compared to the proposed project as the secondary trails within the North and South Parkland would not be included in this alternative.

Figure 2–4. Reduced Trail Alternative Site Plan



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2.5 Permit Requirements

The proposed project is located within the city limits and the California Coastal Zone. Within the City, all projects in the Coastal Zone must comply with the City's Certified Local Coastal Program, which consists of the Coastal General Plan, Coastal Land Use and Development Code, and zoning map. The Coastal Land Use and Development Code Section 17.71.045 requires Coastal Development Permit review, and Section 17.71.050 requires Design Review for this type of project.

The City issued a Coastal Development Permit for the project in August 2011 and the permit expiration date was subsequently was extended to July 2015. In order to implement the proposed changes in project design, as analyzed in this Subsequent EIR, the City would need to approve a Coastal Development Permit Amendment.

Table 2-1 includes the permits and responsible agencies for the proposed project. Coastal Development Permit approval would only be required by the California Coastal Commission (CCC) in the event that the project is appealed to or by the CCC. All of the agencies listed below have been contacted regarding the proposed project and received copies of the Draft Subsequent EIR prepared by the City.

Table 2-1. Responsible Agencies and Associated Permits

Agency	Permit/Approval	Status
SWRCB/RWCB	General Waste Discharge Requirement (WDR)	No application filed
CDFW	Incidental Take Permit	Not likely to adversely affect determination made in April 2011
City of Fort Bragg	Coastal Development Permit, Design Review	Issued August 2011, CDP Amendment required.
CCC	Coastal Development Permit (if project appealed)	N/A (project not appealed)
State Parks	Right of Entry Permit	Application filed