

Gualala

Community Action Plan

FINAL PLAN

March 28, 2007

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Community Action Plan

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Prepared for:

Mendocino Council of Governments



and the Community of Gualala

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Table of Contents

Acknowledgements	1
Executive Summary	3
Chapter 1: Project Overview	7
A. Introduction	7
B. Project Area Description	8
C. How to Use This Document	10
D. Relationship to the Gualala Town Plan	13
E. Relationship to Utility Undergrounding Study	14
Chapter 2: Recommended Livability Improvements Program	15
A. Pedestrian Facilities	15
B. Crosswalks	19
C. Streetscape Lighting	20
D. Landscaping	21
E. Consolidating Driveways	21
F. Parking	21
G. Signage	22
H. Highway 1 Improvements	23
I. Road Extensions	26
J. Gateways	27
K. Bikeways	27
L. Transit	28
M. Trails	29
Chapter 3: Implementation Strategies for Achievement	30
Chapter 4: Funding the Downtown Improvement Program	35
A. MCOG Programs	37
B. Caltrans Programs	37
C. State Treasurer Programs	39
D. Coastal Trail and Planning Grants	39
E. State Housing and Community Development Programs	39
F. Federal Programs	40
G. Private Funding Programs	41
H. Pacific Gas & Electric Company Programs	41
I. Local Financing Vehicles	41
Appendices	45
A. Improvement Program Diagram	47
B. Existing Conditions Report	49
C. Base Traffic Conditions Report	51
D. Draft Economic Inputs Report	53
E. Publicity and Outreach Strategy	55
F. Summaries of Public Workshop Results	57
G. Location Glossary	59
H. Revised Hearing Draft Comments Received	61

Acknowledgements

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Executive Summary

A. Introduction

During preparation of the Gualala Community Action Plan (CAP) it was apparent that the most important outcome for the community is improving the livability, viability, attractiveness, and safety of its downtown area, predominately through streetscape improvements. While there appears to be very strong consensus in Gualala that projects to improve its downtown area are necessary and desirable, there is a wide range of opinions on what type of improvements that should be pursued.

This plan is the result of several Technical Advisory Committee meetings, public workshops, and MCOG and the Board of Supervisors public hearings. The improvement program outlined in the next section as part of the Gualala Community Action Plan has been carefully crafted to be compatible with the self image and free spirit of Gualala, while still maximizing the chances of obtaining funding for implementation.

Some of the recommendations of the Community Action Plan may conflict with some opinions in the community, but it should be understood they are designed to cater to the granting agencies and funding sources most likely to provide funds to implement improvements in downtown Gualala. Also, please remember that this plan will be subject to possible changes and refinements desired by the community, as part of the next phase of the planning process: the development of a downtown design plan and circulation and parking master plan.

The function of the Community Action Plan is to identify an improvement program, suggest design considerations, and provide a framework for implementation. The improvement program will be a vital component in the realization of the CAP.

B. Recommended Improvements to *Downtown Gualala*

The area to be enhanced with downtown streetscape improvements, including traffic and pedestrian improvements, will be from the south side of the Highway One/Center Street intersection north to Ocean Drive, a length of approximately 1,500 feet. Among the improvements envisioned for this area are the following:

1. Street Sections

From Center Street to the southern entry of the Sundstrom Mall is essentially the southern entrance into downtown Gualala. The recommended road section at this location would be 80' wide, consistent with the Gualala Town Plan, since this stretch of Highway One has an extensive existing right-of-way ranging in width from 84 feet to 116 feet.

From the southern entrance of the Sundstrom Mall to Ocean Drive, would be a road section that would fit within a 64' right-of-way. This would involve retaining center left turn pockets at key intersections, two 11' travel lanes, two 5' class II bike lanes, and two 10' wide sidewalks incorporating a 4' wide planting strip adjacent to the curb. There would be no on-street parking along this entire stretch.

The bike lanes should be included as they are currently called for within the existing Local Coastal Plan for Gualala and the California Coastal Trail Plan -- the documents with which future grant applications to the California Coastal Conservancy and Cal Trans must be consistent in order to obtain funding from these organizations.

2. Sidewalk Treatment

An 8-12' pedestrian area allowance should be provided on both sides of the highway. This will include a concrete walkway with an ornamental scoring pattern, the design of which would be resolved in the Downtown Design Plan, and a continuous landscape strip featuring low-profile, low-maintenance plants and/or decorative paving between the sidewalk and the street. Plant materials, placement, and a maintenance program would be resolved during the preparation of the Downtown Design Plan.

3. Crosswalks

The following is a list of priority sites for the installation and improvement of crosswalks across Highway 1 in Gualala. Decorative paving and/or high-contrast markings should be utilized to increase visibility.

- a) At Sundstrom Mall
- b) Across both sides of Ocean Drive
- c) At SeaCliff
- d) Center Street
- e) The north side of Pacific Woods Road
- f) Gualala Mobile Court

4. Turn Lanes and Turn Pockets

It is recommended that center turn lanes, perhaps in combination with turn pockets in selected areas, be used to regulate turning movements to and from Highway One at Pacific Woods Road, between Ocean Drive and Center Street, and at Old Stage Road. When appropriate, landscaped medians are recommended to highlight turn pockets and provide traffic calming benefits.

5. Parking

It is recommended that all on-street parking be eliminated consistent with the Local Coastal Plan and the Gualala Community Plan. Either as part of the future Downtown Design Plan or as a separate endeavor, it is recommended that a detailed parking analysis be undertaken, which should include an examination of existing driveways, potential common access driveways, and reconfiguration of existing lots to provide more efficient parking arrangements. Public acquisition of additional parking areas may also be explored as a component of that planning effort, to recover parking lost from the loss of on-street spaces.

6. Street Lights

It is recommended that the upcoming utility undergrounding project accommodate a potential future community desire for night lighting through the provision of stub-outs or otherwise easily-accessible connections. At present, lighting recommendations are limited to low-level, bollard-style lighting at crossings only.

C. Recommended Improvements to *Uptown Gualala*

The area defined as Uptown Gualala is from the north side of the intersection of Ocean Drive and Highway One north to the north side of the intersection of Highway One with Pacific Woods Road. The street section for Highway One north of Ocean Drive should be limited to the existing rights-of-way.

1. Continuous Pedestrian Walkways

Given the steep slopes the abutting Highway One in a number of locations, widening the existing road section to accommodate bike lanes may be problematic. However, a 3-5' wide pedestrian pathway of compacted gravel, sufficient to meet ADA accessibility

requirements, should be installed on the west side of Highway One where feasible.

b. Widened Road Shoulders

Where off-street walkways are impossible, an enhancement of the pedestrian environment should be provided by widening the asphalt shoulders of the road to at least allow more space between pedestrians and vehicles. These areas of widened shoulders should be a clear continuation of the off-street walkways.

2. Gateways

Gateway elements announcing entry into Gualala from the north and south should be placed just south of Old Stage Road and at the north side of the Bedrock intersection. The design of those elements will be determined during preparation of the Design Plan.

3. Road Extensions

No road extensions are being recommended at this time as they are not part of the focus of this plan. Recommendation for road extensions could possibly come out of the future circulation and parking analysis or be studied on a case-by-case basis, depending on the preferences of MCOG and the community of Gualala.

4. Utility Undergrounding

It is critical that the downtown design plan be coordinated with the plan for undergrounding utilities along Highway One and that the undergrounding improvements be installed at such time as the streetscape improvements are installed at Highway One.

5. The Gualala Town Plan

While some people who have been attending the workshops feel that the Gualala Town Plan should be amended to eliminate the recommended wider right-of-way for Highway One and to eliminate bike lanes, this is not a practical choice for funding qualification and plan consistency conflicts. Pedestrian, traffic, and public safety improvements can be accommodated within a 64' right-of-way rather than an 80' right-of-way while still accommodating bicycles consistent with the Gualala Town Plan. To amend the Gualala Town Plan would take far too long and far too much money and would likely delay the improvement of downtown Gualala for nearly a decade.

Chapter 1: Project Overview

A. Introduction

The Gualala Community Action Plan was crafted at the direction of the Mendocino Council of Governments (MCOG), with assistance provided by Action Network, a Community Advisory Committee (CAC) drawn from local Gualala stakeholders, and a Technical Advisory Group (TAG) comprised of representatives from applicable agencies. The purpose of the Community Action Plan, as stated in the request for proposals, was to create a community-based plan reflecting current needs for traffic calming, increased pedestrian and bicycle safety, parking supply and delineation, economic development, land use refinement, and provision of access to community organizations, recreation and health care. The project was funded by a Community-based Transportation Planning Grant from the California Department of Transportation (Caltrans).

The focus of this Community Action Plan is the creation of a “livable community”: a place where residents and visitors alike can share a healthy, safe, and convenient system for getting around and through town. To be effective, the plan needs to accommodate vehicular and non-motorized travel simultaneously. In order to achieve this goal, consultants and participants at community workshops explored a range of strategies for increasing pedestrian and bicycle safety, traffic calming, fulfilling parking needs and improving access to important community services.

The improvement program outlined in the Community Action Plan was generated directly from the community during a series of interviews, workshop exercises, and reviews. This document presents priority projects derived from the planning process. It suggests project sequencing, and identifies potential funding mechanisms as part of an overall plan for making Gualala—particularly downtown Gualala—a more livable community. Project components will be carried out by community members, with assistance from appropriate government and non-government agencies, over time. All components will need to be designed and engineered to meet the requirements of Caltrans, and the California Coastal Commission, and Mendocino County requirements where applicable.

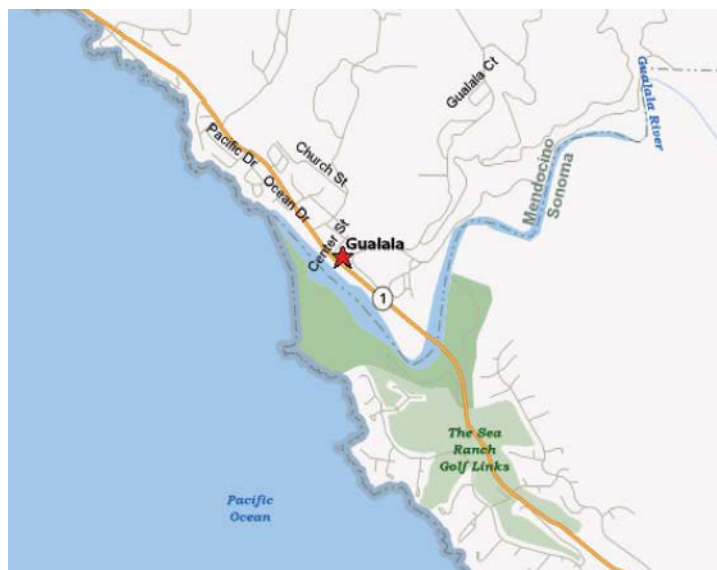
As a part of the data gathering and research phase of the Gualala Community Action Plan project, several preliminary studies were prepared, including an Existing Conditions Summary, a Base Traffic Conditions Report, an Economic Study, a Publicity and Outreach Strategy, and Summaries of Public Workshop Results. These studies were a vital foundation to this document and are available through MCOG, posted on their website (www.mendocinocog.org), and as appendices to this document. In addition, consultants

reviewed many past planning documents, interviewed several stakeholder groups, met with the CAC and TAG and facilitated two workshop exercises over a period of three months.

Although the Gualala Community Action Plan is a voluntary document and does not need to be adopted by the County Supervisors, the proposed improvements accommodate, in spirit, the provisions of the Gualala Town Plan (2002), albeit within a narrower Right-of-Way for Highway 1 than specified in that Plan. It will be presented to MCOG and the County Board of Supervisors as well as the community of Gualala in November 2006 for feedback and acceptance.

B. Project Area Description

With a population of approximately 1900 people, Gualala is a small, unincorporated community in the southwest corner of Mendocino County commonly identified as the “Gateway to the Mendocino Coast”. Travelers often come through town on their way north to the tourist destinations of Mendocino and Fort Bragg. South of Gualala, just across the river which delineates the Sonoma/Mendocino County line, is the well-known Sea Ranch community. The town of Gualala is the service center for this sparsely-inhabited coastal region. State Highway 1 is the main access into, within, and through Gualala.



Location Map

Highway 1 is both a state highway and a regional arterial that provides north south access along the Pacific Coast. It is also ‘Main Street’ in Gualala and thus serves many roles to the community and the region. As a local street, it provides access to businesses and residential areas. It’s a primary pedestrian, bicycle, and transit route. As Gualala’s ‘Main Street’ Highway 1 would ideally be balanced to meet the needs of all user groups and have ‘livable’ qualities that make it as friendly, safe, and convenient as possible for pedestrians, bicyclists, and motorists.

The project area for the Gualala Community Action Plan is approximately two miles in length, starting at the Mendocino/Sonoma county line and extending to the northerly development limits of Gualala. This area includes the commercial district of Gualala as well as a small area of adjoining industrial and residential uses.

The overall project area is roughly bounded by the Gualala River on the south, the Pacific Ocean on the west, Old Stage Road/Old State Highway on the east, and the Ocean Ridge subdivision on the north. Since this study was funded by a Caltrans grant, the main focus of the project is along the highway, taking into consideration the land uses of the extended project area and how they impact activities on Highway 1.



Project Area Map

Gualala's development along Highway 1 has been somewhat haphazard over the years. Building setbacks vary as do highway shoulder widths. There is almost no sidewalk available to pedestrians. Many footpaths can be seen in the grass along the Highway and often pedestrians are forced to walk in the roadway to get to their destination. The interior road system that connects residential areas to the downtown is mostly disconnected which leaves little choice in travel routes. Residents and visitors alike tend to rely on automobiles due to topography and the lack of pedestrian and bike facilities. There is only one marked crosswalk, from the post office to Surf Supermarket and the lack of sidewalks prohibits defined curb cuts at businesses along the Highway, allowing cars more freedom to choose their access points and increasing the potential points of conflict between multiple modes of transportation.

There are three (3) descriptive sub areas within the project area that are identified as the Southern Gateway, the Downtown Core, and Uptown Gualala. Each has special challenges and conditions addressed within the overall Action Plan. For more information on existing conditions at the time of this writing, please see the Existing Conditions Summary (Appendix B) and the Base Traffic Conditions Report (Appendix C).

1. Southern Gateway

The entry into Gualala from the south is announced by the Gualala River Bridge and extends approximately .6 miles north to Old Stage Road/Old State Highway. The narrow, two-lane highway approach is open, and relatively undeveloped, and Most of the area is owned by Gualala Redwoods Incorporated and is designated for Planned Development with commercial and residential uses. The primary improvements proposed for



Sub Area 1: Southern Gateway



Sub Area 2: Downtown Core



Sub Area 3: Uptown Gualala

this area in this Community Action Plan is gateway signage located within a traffic-calming median located just south of Old Stage Road/Old State Highway.

2. The Downtown Core

As a commercial center for a substantial coastal population, downtown Gualala is relatively heavily traveled. At the same time, this area is also the public “face” of the community shown to visitors and passersby. In order to provide both residents and travelers a safe, and pleasant experience as they shop, work, and visit in Gualala, this document recommends a comprehensive rehabilitation of the pedestrian and cycling environment in this downtown core, in combination with certain traffic-calming measures. In the interest of efficiency, and consistency, specific improvements described in this section should be considered as a group instead of individual projects as much as possible.

3. Uptown Gualala

Heading north from the downtown core, the Uptown Gualala sub area starts at Gualala Mobile Court, just beyond Ocean Drive, and continues at least to Pacific Woods Road. When asked for a northern gateway location, many workshop participants felt the further north the better. Features proposed for Uptown Gualala include off-street walkways and gateway signage.

C. How to Use This Document

In conjunction with the Gualala Town Plan, this document should be used as a guide to implementation of the improvement program proposed in Chapter 2 of the Community Action Plan. Details of proposed improvements, as well as proposed implementation strategies, are included in this document. When applicable, commentary refined from the public outreach and research phases of the project provides the context for specific recommendations of this Plan. This document contains four (4) chapters organized as follows:

- Chapter 1 provides an overview of the project and the project area, setting the stage for proposed improvements.
- Chapter 2 provides a detailed improvement program, meant to enhance Gualala's livability, based on community preferences expressed during the extensive public outreach process undertaken in spring and summer 2006. Improvements are described, located, and evaluated as part of a long-term capital improvement strategy and an illustrative diagram complements the written descriptions.
- Chapter 3 outlines suggested next steps to implement the plan.
- Chapter 4 is a discussion of funding mechanisms appropriate for consideration.
- The appendices at the end of the report offer supplementary information in support of the report's recommendations. Appendix A contains a conceptual diagram of the proposed improvement program.

In order to maximize the benefit of the document, it will be presented to the Mendocino Council of Governments and the Mendocino County Board of Supervisors as well as the community of Gualala. Once accepted, it should be made easily accessible to the public online, at the local library, and at the offices of appropriate local agencies, like Action Network.

Ultimately, the role of this document is as the framework for an orderly implementation of the improvement program described herein. Those wishing to reap the most benefit from the Community Action Plan should first read the entire document thoroughly to understand how each part interacts with the whole, and then refer to individual parts as they become applicable.

Below is an outline of the ways the Gualala Community Action Plan can be useful regarding specific project aspects:

1. Design

This document describes components of the design solutions preferred by participants in several workshop exercises. In addition, many illustrations are incorporated to more clearly communicate streetscape concepts. When the community of Gualala is ready to go forward with implementation, designers should be able to use this Community Action Plan as a basis to garner further meaningful community input, build consensus, and develop working drawings for a streetscape that reflects Gualala's unique identity and particular needs.

2. Further Studies

In a few cases, this document is unable to make recommendations for some of the needed improvements in Gualala due to the need for further focused study and community consensus. These instances are noted and specific areas of focus, as well as appropriate timing within the implementation process, are suggested. If studies are recommended, they are considered as implementation steps included within the overall phasing scheme presented in this Community Action Plan. Projects derived from the results of these studies must obviously be considered independent adjuncts to this document.

3. Funding

Capital improvement projects generally require careful planning and considerable effort in preliminary stages. One of the more challenging aspects of the process is often simply finding the funding to undertake design, engineering, and construction. Chapter 3 discusses several grant opportunities that support the kind of improvements Gualala is proposing. This preparation, in addition to the detailed descriptions of preferred improvements, will help when seeking and applying for grants and other sources of public funds.

4. Community Involvement and Leadership

In an isolated, unincorporated community like Gualala, changes to infrastructure often rely on the concerted efforts of a relatively few dedicated members of the community who care strongly enough about particular issues to take a leadership role and spend unpaid personal time in research, committee, and coordination. This Community Action Plan is the result of just such an endeavor. Once the projects to implement this plan are underway, more community members are likely to get involved and voice opinions, especially if there is controversy or special interest involved.

While an ongoing community dialogue is crucial to developing community support for publicly-funded projects that will affect the people of Gualala for years to come, the downside of a lively debate can be muddier waters and slowed progress toward the goal.

One of the purposes in creating this Community Action Plan has been to gather community input efficiently and provide today's leaders, as well as those to come, with a solid, clearly-defined and well-documented picture of the community's preferences. Community leaders will be able to use this action plan as a reference to support future efforts toward implementation without having to reinvent the wheel each time funding becomes available. In addition, Chapter 4 offers a synopsis of next steps, recommendations, and strategies that community leaders can use to leverage their efforts into action more effectively.

D. Relationship to the Gualala Town Plan

As an unincorporated community, Gualala falls under the jurisdiction of Mendocino County and is subject to, and an element of, the Mendocino County General Plan. In addition, its coastal location dictates that local land use is governed by the Mendocino County Local Coastal Program, which provides general goals and policies governing development throughout the entire coastal zone. In 1990, the County Board of Supervisors established the Gualala Municipal Advisory Council (GMAC) to advise the Board on development applications, to initiate long-range planning efforts and to update the Mendocino County General Plan as it pertained to the Gualala area.

The GMAC spent almost ten years developing the Gualala Town Plan (GTP) and getting it adopted as an amendment to the Mendocino General Plan and the Mendocino County Local Coastal Program Zoning Code. The GTP provides planning goals and policies specific to Gualala, as a supplement to the General Plan, and that are meant to apply over a 30-year planning horizon. However, after its adoption in 2002, some were of the opinion that the goals and policies it endorses are impractical, if not impossible. For instance, most people who have been attending the workshops feel that the Gualala Town Plan should be amended to eliminate the recommended 80-foot right-of-way for Highway 1, which would involve considerable land acquisition, and to eliminate the proposed bike lanes in order to retain parking along Highway 1.

However, because future grant funding may be predicated on being consistent with the GTP, the community appears to have become reconciled with the need to accommodate bicycle paths in downtown Gualala—albeit within a narrower right-of-way—if it will result in the improvements desired to enhance the livability, safety, and attractiveness of downtown Gualala.

The GMAC developed the Gualala Town Plan (GTP). The GTP clearly states in its very first section that “No land, building, structure, or premises shall be developed or reconstructed in a manner that is inconsistent with the Gualala Town Plan or the associated zoning ordinance.” New development requiring a coastal development permit is subject to review by GMAC before proceeding to an approval authority. Amendment of the Gualala Town Plan (2002), which is an integral part of the Mendocino County General Plan, would be required to implement proposed improvements that are inconsistent with the policies set forth in that document.

Although there may be tremendous public support for a particular improvement concept, if it does not follow the policies outlined in the GTP, several months (or even years) of review and discussion on the part of the GMAC, MCOG, Mendocino Planning Commission, Coastal Commission, and County Board of Supervisors may ensue before the GTP (and therefore the Mendocino General Plan) can be amended. The amendment process itself could take one year from submittal to action at the County Planning Commission, the County Board of Supervisors, and the California Coastal Commission. Furthermore, pedestrian, traffic, and public safety improvements to enhance Gualala’s livability are possible to accomplish within the varying right-of-way widths currently available. Therefore, the improvement program presented in this Community Action Plan has been developed to be as consistent with the GTP as possible. The participants in this CAP process believe that to amend the Gualala Town Plan would take far too long and far too much money and would likely delay the improvement of downtown Gualala for nearly a decade.

E. Relationship to Utility Undergrounding Study

It is critical that downtown improvements be coordinated with the proposed plan for undergrounding utilities along Highway 1. The best possible scenario is that the projects be planned and implemented simultaneously, in order to maximize efficiency, minimize costs of materials and labor, and shorten the period of disturbance to local residents and merchants. There is also hope that funding sources for one phase might dovetail into the other. For these reasons, it is imperative that Gualala begin developing funds for design and implementation of desired improvements that overlap with the scope of the undergrounding project. At the very least, this Community Action Plan and/or a more detailed Downtown/Streetscape Master Plan should be provided to the undergrounding project engineers when and if the undergrounding project gets underway.

Chapter 2: Recommended Livability Improvements Program

This section outlines the types of improvements recommended for the Highway 1 frontage through Gualala. This plan recommends that the next phase of work to implement the Community Action Plan include the development of a Downtown Design Plan to resolve the final design treatments for these improvements. All improvements described in this chapter for pedestrian and bike ways, street lighting and landscaping, signage and medians, located within the Highway 1 right-of-way, should comply with Caltrans Highway Design Manual standards. Design features that do not meet these standards would require a Justification for Design Exception from Caltrans and can be a time consuming process.

A. Pedestrian Facilities

The priority for livability should be to provide a continuous non-vehicular thoroughfare throughout the project area, with as many points of access and connection as possible. A continuous linear walkway system along Highway 1 will dramatically improve the pedestrian experience in Gualala, enhancing safe and pleasant access to services and shopping.

When asked their preferences for pedestrian facilities in the town of Gualala, workshop participants chose “continuous sidewalks” and “improved off-street paths” in relatively equal proportion, with “widened road shoulders” as a distant third option. Combining these three strategies into a connected walkway system, adapting to Gualala’s variable conditions and constraints with modifications in surface and construction method, will be more beneficial and cost-effective than trying to apply a uniform, one-size-fits-all solution throughout the project area.

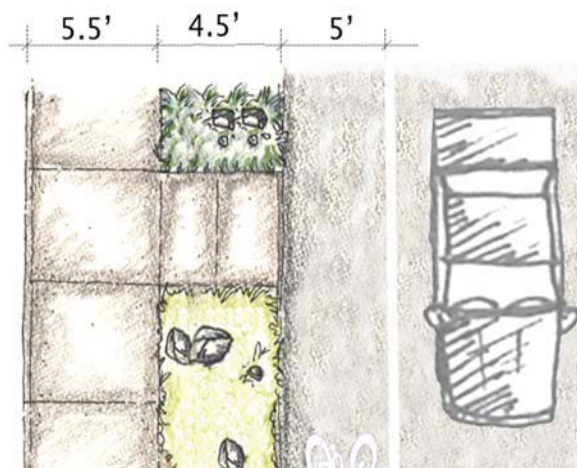
Sidewalks, walkways, and crosswalks can help direct pedestrians to trail connections and access points. Implementing formal sidewalks in the Downtown Core will also clearly delineate driveways so that vehicular turning movements in and out of parking areas are regulated, which will improve traffic flow and livability in the Downtown area. All pedestrian facilities within the highway right-of way need to be consistent with the Caltrans Highway Design Manual.

1. Sidewalks in the Downtown Core

Sidewalks are consistently mentioned in conversations with residents, visitors, and consultants as the number one priority for Gualala’s Downtown Core. There is strong community support for sidewalks on both sides of the highway from Center Street, on the south end of town, up to Ocean Drive. Creating more functional walkability in this heavily trafficked area will go a long way toward changing perceptions of comfort and accessibility and create a more desirable pedestrian zone.

Sidewalks are typically made of concrete which is durable, easy to install, and ADA compliant. Standard curb and gutter facilities and appropriate ADA accessibility measures (ramps, etc.) must be included in construction. The community of

Gualala has also expressed an interest in incorporating landscaping and street furniture (benches, waste receptacles, etc) into their pedestrian environment. Street furniture should be consistent, vandal resistant, and comfortable.



Typical sidewalk with landscape and bike lane

As for the configuration of the sidewalk itself, workshop participants split their votes three ways: between meandering sidewalks with pockets of landscaping, wider sidewalks with trees in grates, and a five foot (5’) straight sidewalk with a landscape buffer. This plan recommends reserving a ten foot (10’) pedestrian allowance on both sides of the highway through the Downtown Core. In the improvement program diagram (Appendix A) this allowance is drawn as a five and a half foot (5.5’) straight

sidewalk separated from the street with a four foot (4’) planted strip between the sidewalk and 6” curb, with extended sidewalk area to accommodate crossings.

Workshop participants indicated a preference for the incorporation of ornamental paving that could tie in with crosswalks, highlight special areas (such as points of trail access), and contribute to a cohesive feel in the downtown area. Designers should also plan to incorporate the existing seascape mural at the Chevron station into the pedestrian environment.

2. Off-street Walkways in Uptown Gualala

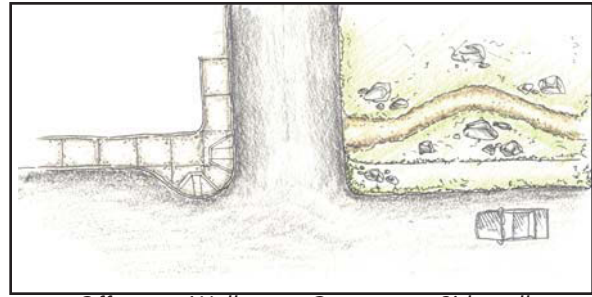
In Uptown Gualala, where conditions become too narrow or steep to accommodate sidewalks, off-street walkways could be constructed along the west side of the highway (where there is a bit more room)



Seascape Mural Detail, Gualala

to continue pedestrian access. Walkways should be three to five feet (3-5') wide, installed to keep grade changes to a minimum (preferably under 5%), and paved with a smooth surface to comply with ADA regulations.

Workshop participants expressed a preference for compacted, crushed gravel for path surfacing, which will mean carefully considering issues of ADA accessibility, cross-slope drainage, and durability during the design phase. Decomposed granite is a type of crushed rock that is relatively easy to install and maintain, with a low installation cost. It has a "soft" appearance and good porosity that allows water to penetrate through to the soil below. However, it will need maintenance over time. If it becomes necessary to allow for a more formalized walkway, or to protect areas prone to erosion, a resinous polymer may be added to the decomposed granite to create a more long-lasting application.



Off-street Walkways Connect to Sidewalks



Typical off-street path, Gualala

In the Improvement Program Diagrams (Appendix A, sheets 6-12), a conceptual off-street walkway alignment is indicated with a dashed red line on the north side of Hwy 1 from Ocean Drive north to the project area limit. The actual walkways should curve to conform to the existing topography and be compatible with the rural nature of Gualala.

3. Widened Road Shoulders to Fill in the Gaps

Expanding the asphalt shoulders of Highway 1 may be the only feasible enhancement of the pedestrian environment in certain sections of the Project Area. Adding additional asphalt (4-5', depending on available space) beyond the white line that bounds the travel lane (which remains a standard width) would be an inexpensive and quick way to add shared capacity for people walking along the highway and bicyclists, as well as providing a "recovery lane" for cars that need to stop temporarily.



Shoulder Widening, Before (Top) & After (Bottom)

Widening road shoulders could function as an interim or additional measure while other improvements are in progress. Off-street walkways, discussed in the previous section, should connect to these areas of widened shoulders for pedestrian convenience. The improvement program diagram (Appendix A) shows five feet (5') of shoulder beyond the travel lane throughout the project area.

B. Crosswalks

More marked crosswalks will allow more choices for the pedestrian, as well as providing a visual cue to drivers to reduce speeds. During the CAP workshop process participants identified crosswalks at Sundstrom Mall, Seacliff, and Ocean Drive as the most urgently needed. The specific crosswalk locations are shown in Appendix A, sheets 1-12)

These locations are all in the Downtown Core and should reflect the greatest degree of enhancement that budgets will allow, within the parameters of the Caltrans Highway Design Manual. The most desirable situation, in terms of impact and efficiency, would be for all crosswalks to be implemented simultaneously and with consistent treatment. Crosswalks at Gualala Mobile Court and Pacific Woods Drive are less of a priority and could be installed either later or less intensively without detracting from the improvements in the Downtown Core. (Please see the Improvement Program Diagrams in Appendix A for more detail)

Some of the crosswalks identified are mid-block crossings without stop lights or stop signs. The design of these crossings should consider also using a variety of traffic calming techniques in order to enhance visibility and prominence of the crosswalks, and to caution pedestrians against a false sense of security.

The GTP stipulates that crosswalks shall be treated with smooth, shallow unit pavers and concrete bands. However, Caltrans has maintenance and ADA compliance concerns with pavers. A similar decorative treatment may be an adequate substitute. Workshop participants indicated preferences for ornamental paving, as well as a highly-visible, high-contrast treatment such as StreetPrint's Duratherm product or bright white striping. The following list prioritizes crosswalk locations and discusses preferred treatment options.

1. Sundstrom Mall

The existing marked crosswalk from the Post Office to Surf Supermarket is near the northernmost entry to Sundstrom Mall and it is a mid-block rather than at a corner. It is felt that this well-used crossing should remain in place but be upgraded with re-striping or ornamental paving, as budgets allow. (See Appendix A, Sheet 3)

2. Seacliff

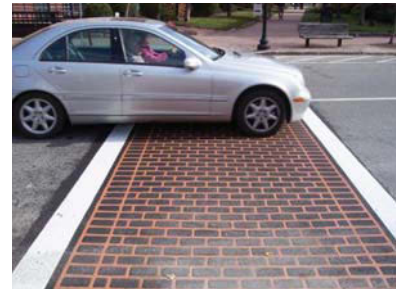


Downtown Gualala Crosswalk Locations

A crosswalk at Seacliff would also be a midblock crossing, connecting the east and west sides of Highway 1 between the Seacliff complex and Pangaea Restaurant. (See Appendix Sheet 4)

3. Ocean Drive

Ocean Drive is another important pedestrian crossing area, with access to emergency and medical services as well as Cypress Village to the east and residential units across the highway to the west. This should be a four-way crosswalk. (See Appendix A, Sheet 5)



*Stamped Asphalt
with Duratherm*

4. Center Street

A crosswalk spanning Highway 1 from the north leg of Center Street to the vacant (privately owned) lot south of Oceansong Restaurant would facilitate pedestrian movement from the Community Center activities (such as the Pay 'N Take and Farmer's market) to this commonly-used informal parking area. This is also a desirable crossing given such elements as good sight distance and proximity to the dedicated California Coastal Trail extension. (See Appendix A, Sheet 3)



Bright White Striping

5. North Side of Pacific Woods

This is one of the areas identified by workshop participants as Gualala's northern gateway, and a crosswalk here might alert drivers to a more congested area while providing pedestrian access between residential and commercial areas at the north end of town. (See Appendix A, Sheet 11)

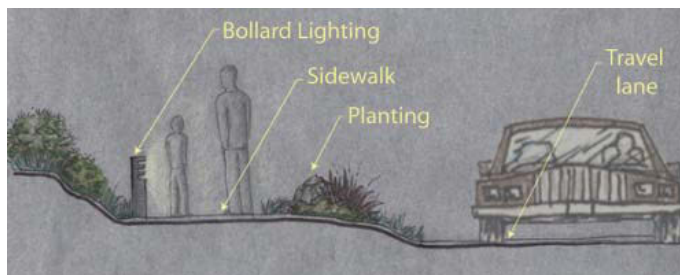
6. Gualala Mobile Court

A crosswalk in this location is proposed in order to provide pedestrian connection between to the east and west sides of Highway 1 within the long distance between Ocean Drive and Pacific Woods Road. (See Appendix A, Sheet 7)

C. Streetscape Lighting

At the time of this writing, a study to support undergrounding of utility lines within the town of Gualala is underway. Should undergrounding take place, possible future infrastructure needs should be considered, both as outlined in this plan and with the potential to expand. In the case of street lighting, this goal would be best served, if design and construction budgets allow, by providing potential future tie-ins to the grid, at regular or designated locations, through the use of "stub-outs."

Street lights within the community should be designed so as to improve pedestrian safety while impacting the night environment as little as possible. Community support is most consistent for minimal street lighting at crosswalks at intersections provided by modest, historic style lamps, and low-maintenance, vandal-proof bollard lighting at key points along the walkways. Solar-powered and/or PG&E-maintained options should be explored.



Bollard Lighting at Key Points on Walkways

D. Landscaping

Landscaping is recommended at gateways, in medians, and in sidewalk planters within the town of Gualala, in order to visually integrate the built environment into the surrounding landscape. All publicly landscaped areas should follow a recognizable theme, with a consistent palette of natural landscape elements. Materials should be low-maintenance, with low water needs, and tolerant of coastal conditions and intermittent pollution. Elements should also be physically low, preferably native grasses and shrubs, planted in informal clusters that will add interest and blend nicely with the landscape to

provide a permeable screen without impairing visibility. If possible, planted areas should be irrigated with drip tubing to promote establishment and longevity. Designers should consider decorative rock or other “hardscape” material as well and careful attention should also be given to drainage requirements.



Landscaping in Front of Surf Hotel

A plan for funding and scheduling of maintenance will need to be established to keep up the appearance of such areas. Local businesses or interest groups may be interested in “adopting” an area and contributing to its upkeep. It may be possible that a local garden group, park association or native plant society could undertake plant procurement and installation.

E. Consolidating Driveways

There are multiple driveways providing access to and from Highway 1 throughout most of Downtown Gualala. Policy G.3.6-6 of the Gualala Town Plan calls for consolidating driveways along Hwy 1. A future Downtown Design Plan should contain recommendations for driveway consolidations and increasing on-site parking, while reducing turning movements on and off of Highway 1.

F. Parking

Designation of efficient and adequate parking areas is vital to improving livability in Gualala. The Gualala Town Plan calls for the elimination of on-street parking in the Highway 1 corridor between Center Street and Ocean Drive, which will enhance the appearance of the town, increase visibility, promote pedestrian safety, and regulate traffic movements. However, because most travel to and within Gualala is by car, eliminating this parking will leave many visitors to Gualala without convenient access to downtown goods and services unless replacement parking is provided. This plan recommends that the community of Gualala undertake a focused and comprehensive parking study to develop viable alternatives to on-street parking to recapture the parking lost on Highway 1.

This study would need to take into account the parking needs of Highway 1 businesses, the parking capacity that exists currently, and future parking needs in accordance with projected growth patterns. In addition, the study would need to accommodate the improvements proposed in this Community Action Plan and address potential displacement of existing parking. Ideally, it would also address redesign of existing lots



Potential Parking Locations

and consider consolidating driveway locations in order to maximize safe circulation and parking volume. This study should take place soon and the results incorporated into the implementation process as discussed in Chapter 3.



Wooden Wayfinding Signage

At an early workshop, participants identified potential locations for new public parking areas. Most are privately owned and would require negotiation with landowners to secure for public parking areas. It has been suggested that a parking district could be formed to publicly acquire these areas, improve them, and provide for ongoing maintenance.



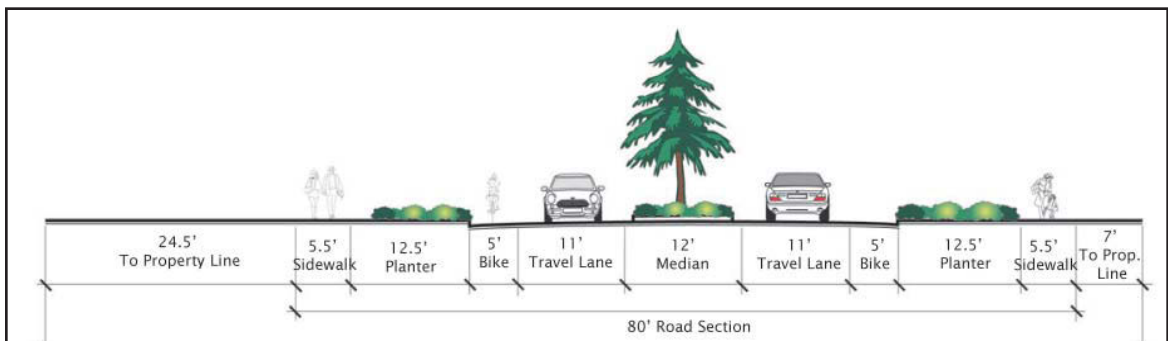
G. Signage

Wayfinding signage directs motorists, pedestrians and bicyclists through a system of coordinated cues, using appropriate viewpoints, sightlines, distances, and speeds. Such signage should be used to direct people to important services as well as recreational opportunities and points of interest. The signage system should be designed comprehensively to reflect the rural seaside

character of Gualala, without obscuring views. Workshop participants seemed to feel that the familiar carved wooden signs some merchants in town are already using would be a good model to follow.

A coordinated wayfinding signage scheme needs to be established to direct people to:

- Coastal Access
- Trails
- Community Services
- Community Landmarks

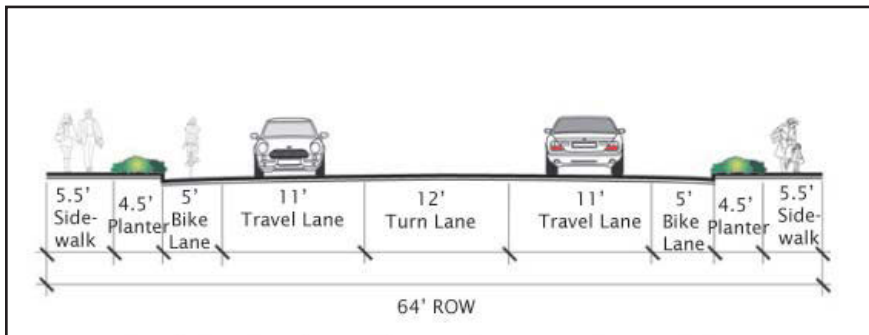


Section 2.1 Roadway Cross Section, Looking north from Center Street to Moonrise Drive

- Public Parking Areas
- Future Public Restrooms

H. Highway 1 Improvements

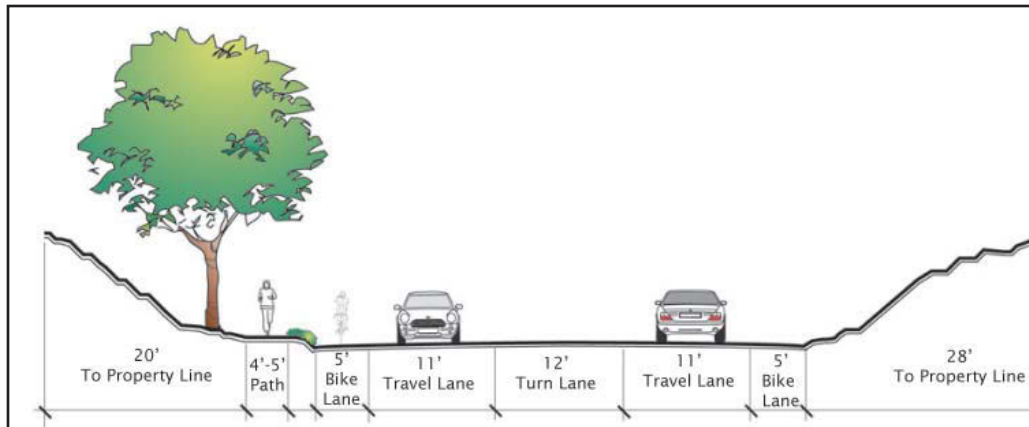
There are two recommended roadway cross sections for Highway 1 through Gualala:



Section 2.2 Roadway Cross Section, Looking north from Church Street to Ocean Drive

- An 80' right of way between Center Street and Moonrise Drive (see Section 2.1)
- A 64' Right-of way between the southern entry to Sundstrom Mall to Ocean Drive (see Section 2.2)

Both sections recommend a twelve foot (12') wide center lane, eleven foot (11') travel lanes in each direction, two five foot wide (5') Class II bike lanes, and a 10-18' wide pedestrian way.



Section 2.3 Roadway Cross Section, Looking north, 38550 South Hwy 1

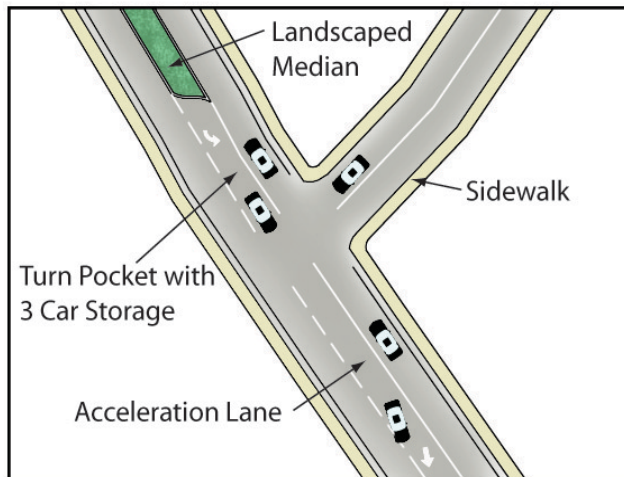
including landscape planting areas on either side of Highway 1. On-street parking would be eliminated between Moonrise Drive and Ocean Drive. Please refer to the Gualala Improvement Program Diagram (Appendix A) for a conceptual illustration of the improvements recommended for the Highway 1 corridor as it runs through Gualala.

In addition to these general roadway improvements are the improvements outlined below.

1. Turn Pockets

Workshop participants and stakeholder interviews suggested that traffic congestion in Gualala is sometimes due to motorists stopped on the highway, waiting to make left turns into parking areas or driveways.

Conversely, slow-downs are also caused by drivers attempting to leave driveways or parking areas and merge onto the highway. Left-turn channelization, in the form of left-turn pockets or a continuous two-way left-turn lane, may be a partial solution to this problem.



Typical Turn Pocket

This Community Action Plan recommends turn pockets, designated with either striping or planted medians, and/or center lanes at the locations described below, based on an evaluation of safety criteria

together with level of service and delay for intersection and driveway traffic. Please see the Base Traffic Conditions Report (appendix C) for warrant analysis information.

a. Highway 1 & Pacific Woods Road

A center turn/acceleration lane south of the intersection will help address vehicle stacking on Pacific Woods Road, which impacts access to the driveways for the services which are located at the corner of Pacific Woods Road. Recommended lane widths are 12'. The turn pocket itself should be 50' long with a 150' center turn/acceleration lane south of the intersection.

b. Highway 1 & Ocean Drive

A center turn lane south of the intersection will serve the dual purpose of a left turn lane onto westbound Ocean Drive and as an acceleration lane from Ocean Drive onto southbound Highway 1. Recommended lane widths are 11', since narrower lanes in this central part of town could allow more room to be dedicated to pedestrian and bicycle facilities. The 50' long left turn pocket on the southbound Highway 1 approach to Ocean Drive should be installed with a 150' center turn/acceleration lane south of the intersection.



Proposed Turn Pocket Locations

c. Highway 1 & Sundstrom Mall

There are enough driveways between Ocean Drive and Center Street to merit a continuous center turn lane that extends south from Ocean Drive to 75' south of Center Street. At an absolute minimum, a continuous left turn lane should be provided from 75' north of the northern Sundstrom Mall driveway

to 75' south of the southern driveway. The recommended lane width is 11', as the narrower lane will allow more room to be dedicated to pedestrian and bicycle facilities.

d. Highway 1 & Old State Hwy

A 75' long turn left turn pocket should be provided on the southbound Highway 1 approach to Old State Highway with a 150' acceleration lane south of the intersection. Recommended lane widths are 12'.



Planted Median Example

2. Medians

Medians may be raised or at grade islands in the center of the roadway that separate lanes of one-way traffic on either side. In Gualala, medians could serve multiple purposes. They could regulate left turn activity to particular locations and keeping center turn lanes from being used for passing. Medians would also help regulate traffic speeds by visually narrowing the perceived width of the roadway and making many drivers (consciously or subconsciously) feel less comfortable traveling at higher speeds. Medians can also be used to create pedestrian "refuge islands" that reduce crossing distance for pedestrians.

Streetscape treatments, such as decorative hardscapes, landscaping, and directional signage can be located within the medians. The improvement program diagram (Appendix A) shows landscaped medians guiding left turn movements, providing refuge islands, and breaking up the center lane to discourage passing. The conceptual median signs and locations shown in Appendix A may require modifications during design review for safety and operational purposes.

I. Road Extensions

The Gualala Town Plan identifies four potential road extensions purported to "effectively mitigate traffic congestion resulting from anticipated development permitted by this Plan" but stipulates that "specific alignment and design of road extensions shall be selected to minimize their environmental impacts" and that "other road network configurations demonstrated to be equally or more effective in mitigating the traffic impacts of new development may be proposed by developers and adopted in lieu..." Workshop participants identified potential road extensions in addition to the four mentioned in the GTP, which have been superimposed on the illustration below.

While evaluating the merits or feasibility of particular road extension projects, building community consensus around one or the other, or making recommendations for implementation of one or another proposal, are all well outside of the scope of this project. If implemented in the future these projects will have an impact on the study area.

Caltrans strongly supports the development of new connections, alternative routes & road extensions on the local street network, as this will allow more trips to remain on local roads and will improve traffic operations and circulation on Highway 1. Road extensions should be considered on an individual basis, separate from this Community Action Plan, and carefully evaluated for environmental and infrastructure impacts. They should be designed and constructed to complement improvements in the downtown core and increase Gualala's overall degree of livability, providing for pedestrians and other forms of non-motorized travel.

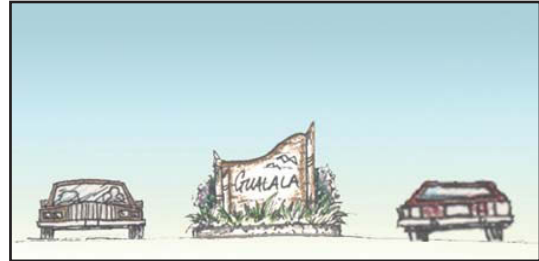
This Plan recommends that the Circulation and Parking Analysis to be done as part of a Downtown Design Plan, a next phase of work, address the opportunities for enhancing the circulation network in downtown Gualala.

J. Gateways

One of the easiest ways to establish a distinct sense of place is to announce town limits to travelers with gateway treatments. This method also tends to slow drivers down and alert them to the possibility of pedestrian activity.

This Community Action Plan recommends low, carved, wooden signs that welcome travelers to Gualala, combined with distinctive landscaping, consistent with the GTP. At the south end of town, the gateway sign should be placed just south of Old Stage Road. On the north side of town, the gateway should be landscaped on the embankments between Old Milano Hotel and Bedrock.

As of this writing, there is a Caltrans demonstration program in progress for the placement of Gateway Monuments within the highway right-of-ways, with a current deadline for submittal of proposals of 12/31/2006, which Gualala might want to explore.



Gateway Signage in Planted Median



Gateway Signage in Roadside Landscape



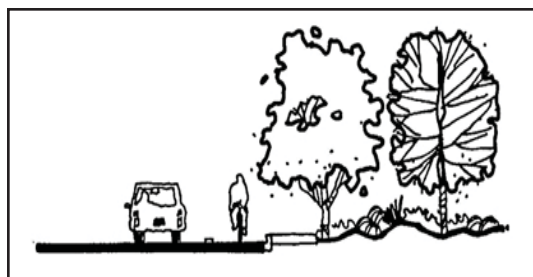
Bicyclists on Highway 1

K. Bikeways

Given its beautiful coastal views, cyclists are drawn to Highway 1 and the stretch that runs through Gualala is included in the Pacific Coast Bike Route. Unfortunately, due to narrow shoulders and lack of bike lanes, cyclists are forced to ride in the road, creating an undesirable condition for cyclists and drivers sharing the road. Within the town of Gualala, topography, distance and lack of adequate facilities prevent most residents from using this alternative mode of transportation.

It has been clear through workshops and reviews that many of Gualala's residents would prefer not to have Class II bicycle lanes along Highway 1 and would rather retain on-street parking. However, this position would be inconsistent with the Gualala Town Plan.

In the spring of 2006, a bill was introduced on the State Assembly floor to address grant funding in the Coastal Zone. AB 3028-Laird was designed to ensure that any grant **funding from Caltrans and the California Coastal Conservancy be awarded only to projects that would be consistent with Local Coastal Plans** and plans for the California Coastal Trail. Because the Gualala Town Plan (2002) is part of the Local Coastal Program for Gualala and recommends Class II bike lanes along Highway 1, the provision of bike lanes through downtown Gualala will be necessary in order for MCOG, Mendocino County, and Gualala to avail themselves of these grant funds that would be the most likely source of funding for implementation of improvements to downtown Gualala.



Typical Class II Bike Lane at Edge of Roadway

Because of this, it appears that the people of Gualala have reconciled themselves to the notion of providing 5' Class II bike lanes on both sides of Highway 1 in downtown Gualala, despite the fact that it will eliminate on-street parking in its downtown area.

L. Transit

The Mendocino Transit Authority, MTA Bus provides public transit in Gualala. Daily AM and PM service is provided to outlying communities and intermodal transit stations. Route 95 provides service between Point Arena and Santa Rosa and Route 75 provides service between Gualala, Ukiah, and Fort Bragg, including a morning stop at the low-income apartments in Sea Ranch. All MTA buses are wheelchair accessible. Two bikes may be carried on Mendocino Transit Authority intercity buses. Rack space is available on a first-come, first-served basis. According to recent data, ridership levels have dropped in recent years with no concrete explanation.



In addition to MTA, a handful of private entities offer ride service in the Gualala area. South Coast Seniors, INC (SCS) provides low-cost, door-to-door demand-responsive transportation for local seniors, persons with disabilities, and others on a “space-available” basis, using an eight-passenger van. The Redwood Coast Medical Services partners with Community Resources Connection, a volunteer-based, non-profit organization, to provide access to medical facilities in a Dodge Caravan which is in turn provided by MTA. The Manchester-Point Arena Band of Pomo Indians serves tribal members with a medical transport van and senior van with a dedicated driver for errands and rides to congregate meals at the Rancheria.



Typical Transit Shelter

The Point Arena school district runs three routes and provides an average of 480 rides a day. The Ridge Route serves students living on the Ridge above Gualala, and the Annapolis/Sea Ranch route serves students who live in those areas. About 60 students use transportation provided by the Horicon Elementary School District. School age children are currently bused to outlying towns to attend school and it is unclear when the new elementary school planned for Gualala will open. At this time, children are picked up on Church Street at the Catholic Church parking lot and are dropped off after school downtown near the video store. The community has requested an alternative drop-off location off of the highway because of safety concerns due to a lack of a marked crosswalk or sidewalks, although a specific location has not yet been identified.

In 2006, a very thorough and informative study entitled Redwood Coast Community Transit Plan, was prepared by LSC Transportation Consultants, Inc. on behalf of Gualala’s Action Network. This plan recommends developing a transit plaza to provide a safe, attractive, and centralized location for present and future ridership of various local transportation services. This plaza would be a place where passengers wait,



Gualala's Bluff Trail offers Spectacular Views

transfer, disembark, and obtain transit information. Recommended components include a loop driveway to provide an opportunity for transit vehicles to turn around, bays for a minimum of two vehicles, a shelter enclosed on at least three sides by glass to offer protection and visibility, lighting, bicycle racks, benches, signage, and a wall surface for posters and brochures. The plan also recommends providing consistent, significant signage as well as bus benches and shelters at stops to increase awareness of the service and traveler comfort.

Workshop participants felt that a transit plaza would be appropriate south of Center Street, adjacent to the Gualala Country Inn. Sundstrom Mall, Action Network, the Community Center, south of Oceansong restaurant, and the Church on Church Street, were cited as appropriate places for bus stops.

M. Trails

The first section of the Gualala Bluff Trail, an Offer to Dedicate public access easement, was opened in 1998 after six years of concerted effort by the Redwood Coast Land Conservancy (RCLC). It is a short stretch of trail along the bluff that provides out of town visitors and residents access to views of the ocean and the Gualala River. Benches and picnic tables on the trail are provided so people who desire to do so can linger and enjoy this beautiful spot. Vertical access is through the parking lot of the Surf Motel where the trail currently starts. The trail continues north, ending west of the Seacliff Center. RCLC is currently in the process of building Phase 2 of this trail which will extend the trail from the Surf Motel to behind the Oceansong Restaurant. An informational kiosk is also planned. Some workshop participants expressed a wish for additional vertical access to this trail at either end once the second phase is completed. Also, additional efforts need to be made to ensure that this trail be improved to meet ADA accessibility standards.

Chapter 3: Implementation Strategies for Achievement

This chapter will delineate the next steps of action necessary to implement this Community Action Plan and the objectives put forth in the Livability Improvements Program of Chapter 2. This includes development of a Downtown Design Plan, a funding strategy and sources of funding assistance, further streetscape design, additional studies to complete, and finally, engineering and construction preparations.

Step 1: Accept the Community Action Plan

The first step to implementing the Community Action Plan (CAP) is the acceptance of the plan by Gualala Municipal Advisory Council (GMAC), Mendocino Council of Governments (MCOG), and the Mendocino County Board of Supervisors. Once the CAP is accepted, these groups and agencies will have a foundational document that can be readily utilized in applying for and obtaining grants to take the remaining steps in implementing the Plan.

Step 2: Apply for Grants to Fund the Development of a Downtown Design Plan

MCOG, acting on behalf of the GMAC and the town Gualala in cooperation with the County Planning & Building Dept., should apply for approximately \$150,000 - \$175,000 in grants from Caltrans and the California Coastal Conservancy to fund the development of a Downtown Design Plan that would include a Circulation and Parking Plan for Downtown Gualala. This planning effort, through a robust public outreach and involvement campaign, should be undertaken to resolve the final design treatments for the recommended downtown improvement program and to resolve the circulation, connectivity, and parking issues associated with downtown Gualala. This plan should also include a section on further funding and implementation of the improvements envisioned.

Step 3 Complete the Downtown Design Plan and the Circulation and Parking Plan

Upon obtaining grant funding, GMAC and MCOG should proceed with developing the Downtown Design Plan and resolve strategies for realizing this plan, both with written and graphic components that will illustrate the overall picture of Gualala's preferred future. The Downtown Design Plan will seek and procure additional funding, while clearly communicating to future design professionals, implementing the CAP ideas, the character for the downtown. A Downtown Design Plan would integrate the streetscape, parking and circulation recommendations of this study presented as a cohesive whole. A Vision Poster

could be provided as a comprehensive and convenient conceptual rendering of the Downtown corridor. (Note: this is not an engineered construction document at this stage).

Step 4: Develop a Funding Strategy

The GMAC, acting on behalf of the town of Gualala, in cooperation with the County Planning & Building Services Dept., the County Department of Transportation, and the County Board of Supervisors, should begin to consider possible funding streams for the capital improvements outlined in this Community Action Plan. Earmarking funds today will establish a base of matching funds for grants in the near future. Gualala should also appoint or hire a person or team to begin to actively pursue public grant monies. A grant administrator will need to act on Gualala's behalf to oversee the application process and to make sure the terms of any grants awarded are fulfilled. The grant team will need to identify specific funding opportunities, coordinate specific grants to appropriate projects, and complete grant applications within the required timeframe as discussed in Chapter 3.

Step 5: Design & Engineering

Once the Downtown Design Plan has been approved, the next step would be the preparation of detailed engineering design plans for the improvements envisioned for downtown Gualala. The production of the final construction drawings should be a relatively smooth and streamlined process once the Downtown Streetscape Design Plan has been completed and approved. A phased approach is recommended for improvements that allows for staggered funding cycles and coordination with other public improvements projects, like the utility under-grounding effort.

Step 6: Environmental Review and Permitting

Any publicly-funded project is required by law to comply with the terms of the California Environmental Quality Act (CEQA), another potentially lengthy process, before construction can begin. Caltrans and Mendocino County should begin applying for permits and undergoing environmental review during the design and engineering phase, as soon as a definite scope of improvements has been determined. This will allow a resiliency in both processes: the review will consider all of the potential impacts and designs will have potential to change based on review. Costs associated with environmental review vary based on the scope of work and permits required.

Most of the improvements will require the issuance of a Coastal Development Permit from Mendocino County and all new encroachments onto the State Highway will require an encroachment permit from Caltrans. More information on Encroachment Permits can be found at <http://www.dot.ca.gov/hq/traffops/developserv/permits/>

Other local, State or federal permits may be required from such agencies as; the California Department of Fish and Game, Regional Water Quality Control Board, and the US Army Corp of Engineers.

Step 7: Negotiations

As discussed in a previous section, once the improvements proposed in this document can be cross-checked against an authoritative documentation of ownership, negotiations can begin around controversial subjects like parking, public access, and right-of-way acquisition. The GMAC, again working closely with the Mendocino County Planning & Building Services Department and the County Board of Supervisors, will need to develop a plan of action that identifies both the limits of public improvements and places where public and private cooperation are desired, as well as a range of potential persuasive strategies. It is possible that public spirit within the community of Gualala may prevail upon landowners to donate the additional rights of way needed in return for tax deductions in the interest of expediting the downtown improvements. A clear, articulate vision of an integrated program of proposed public improvements, especially in graphic form, as discussed above, would be helpful in this process.

Step 8: Improvement District Feasibility Study

Formation of an Improvement District is a means to fund ongoing maintenance of the proposed improvements in the CAP. Should the formation of an Assessment District be desirable, such a study would include community outreach to reach consensus on the boundaries of the Downtown Gualala Improvement District (s).

Step 9: Construction

Once all of the previous steps have taken place, the construction documents will be put out to bid and installation of public improvements can begin.

Chapter 4: Funding the Downtown Improvement Program

In implementing the Gualala Community Action Plan, it will be essential to develop long term funding strategies to design, construct, and maintain the improvements envisioned in this Plan.

The primary purpose of this section is to identify and briefly describe potential funding sources and financing vehicles for the public costs associated with implementation of the Improvement Program recommended in the Gualala Community Action Plan. It seeks to identify the most likely funding sources to pursue for the project. Much of the information presented in this section is based in part on discussions with representatives of the County, Caltrans and MCOG.

Keeping track of potential funding sources is a full time job. Many cities retain a full time staff person for this function. There are literally thousands of potential sources. There are hundreds of publications and web sites for this purpose, but in the end it takes time and perseverance. Each source has different requirements for the activity, matching funds, application procedures, qualifying criteria and so forth.

Many of these funding programs are undergoing constant changes in their rules and guidelines. In some cases this means that even the participating lenders are not familiar with the current rules and must be guided through the process. The funding sources described in this section are intended as suggestions. Obviously, an ongoing effort will need to be made to seek out and apply for various grants and loans as implementation proceeds. At that time further contact with each funding source will be necessary

There are several important points to be kept in mind with regard to all of these funding sources:

Except where indicated, most of these sources can be used for implementation and construction activities. Many sources require that a specific number of jobs be created at certain levels of funding and many funding sources are specifically aimed at existing businesses. Some sources may require a matching contribution from the recipient or from the private sector. All of these programs are very competitive and generally receive between 5 and 10 applications per grant award.

Applications for most grant programs would need to be submitted by the County, MCOG or a non-profit corporation. Utilizing any of the financing vehicles for local funding would require working through the County to set up the financing vehicle,

Table 4.1

KEY CHARACTERISTICS OF POTENTIAL FUNDING SOURCES FOR GUALALA COMMUNITY ACTION PLAN				
Agency/Program	Planning Only	Focus on Bike/Ped	Maximum Grant	Next Round
A. MCOG Programs				
STIP			fully committed	cyclical
RSTP-special projects			\$100,000 total	annual
TE-Regional		X	\$2 m total	2010
TDA-bike funds		X	\$50,000	annual
B. Caltrans Programs				
SHOPP			fully committed	cyclical
TE-Inter-Regional		X	none stated	2008
Safe Routes to School		X	\$1 million	Jan 2007
Bicycle Transportation Account		X	\$1.25 mill.	Dec 2006
Environmental Justice Planning Grants	X		\$250,000	Oct 2006
CBTP Grants	X		\$300,000	Oct 2006
Environmental Enhancement & Mitigation Program			\$250,000	annual
C. State Treasurer Programs				
Sustainable Communities Grants			\$350,000	Dec 2006
D. Coastal Trail and Planning Grants				
Grants-for Coastal Trail		X	none stated	ongoing
E. State Housing and Community Development Programs				
CDBG-Economic Development			\$500,000	ongoing
CDBG-P/TA	X		\$35,000	Dec 2006
F. Federal Programs				
USDA-RBEG			\$200,000	Dec 2006
G. Private Funding Programs				
Foundations			varies	ongoing
H. Pacific Gas & Electric Company Programs				
Undergrounding				
I. Local Financing Vehicles				
Development Impact Fees				
Benefit Assessments				
Mello Roos (CFD)				
Marks-Ross Bond Pooling Authority				
BID				
Mitigations/Exactions				
Source: Agencies listed and Pacific Group				

particularly for long-term maintenance. In most cases additional planning would be required to establish assessment district boundaries or conduct a nexus analysis to impose fees to cover ongoing maintenance expenses.c

Table 4.1 presents a summary of the salient characteristics of each funding source and the agencies administering these funds.

A. MCOG Programs

1. State Transportation Improvement Program (STIP) Funds

The STIP is the source of the majority of transportation related funding within Mendocino County. There is significant backlog of major projects that are yet to be funded. The two highest priority projects are the Willits bypass and the Hopland bypass. The Willits bypass is currently scheduled to begin in 2009.

If voters approve Prop 1B, in 2007, the \$20 billion transportation bond measure, this could cover some capital costs in the County in future years and free-up some funds for other projects.

2. Regional Surface Transportation Program Funds (RSTP)

Most of the MCOG share of the RSTP funds is passed through to the County and cities on a formula basis. However, up to \$100,000 per year will be reserved by MCOG for special projects.

3. Transportation Development Act (TDA) Funds.

MCOG awards \$50,000 per year from TDA funds for bike and pedestrian projects. These funds can be used toward matching fund requirements.

B. Caltrans Programs

1. State Highway Operations and Protection Plan (SHOPP)

The SHOPP is administered by Caltrans. Numerous significant major projects have already been identified. Based on preliminary discussions with Caltrans staff, it is possible but unlikely that the Gualala CAP project would be funded through this program.

2. Transportation Enhancement (TE) Program

This is a reimbursable capital-improvement program. Projects must comply with federal environmental requirements and other federal regulations, including those for considering disadvantaged business enterprises in consultant selection and for paying prevailing wages during construction. Transportation Enhancement activities must have a direct

relationship – by function, proximity or impact – to the surface transportation system. Activities must be over and above normal projects, including mitigation. Regional TE funds are awarded by MCOG. All of the recent round of funding has been awarded. The next round of funding is not expected until 2010.

3. Caltrans-Safe Routes to School (SR2S)

Established in 1999. Caltrans, in consultation with the California Highway Patrol (CHP), makes grants available to local governmental agencies under the program based upon the results of a statewide competition. The goals of the program are to reduce injuries and fatalities to school children and to encourage increased walking and bicycling among students. The program achieves these goals by constructing facilities that enhance the safety for pedestrians and bicyclists. By enhancing the safety of the pathways, trails, sidewalks, and crossings, the likelihood of attracting and encouraging additional students to walk and bike increases. Funds are awarded annually, and applications are solicited in October. Caltrans staff indicate this is an unlikely source of funds because there is no school in Gualala.

4. Caltrans-Bicycle Transportation Account (BTA)

The Bicycle Transportation Account (BTA) provides state funds for city and county projects that improve safety and convenience for bicycle commuters. To be eligible for BTA funds, a city or county must prepare and adopt a Bicycle Transportation Plan (BTP) that complies with Streets and Highways Code Section 891.2. MCOG prepares this plan, and BTP adoption establishes eligibility for five consecutive BTA funding cycles. Funds are awarded annually, and applications are solicited annually (in October) and are limited to a maximum of \$1,250,000. Applications for 2007/08 BTA funds are due to Caltrans Districts by December 1, 2006.

5. Caltrans Environmental Justice Grants for Planning.

The purpose of the Environmental Justice Grants is to promote more public involvement by diverse and under-served low-income and minority communities in the planning for transportation projects to prevent or mitigate disproportionate, negative impacts while improving their mobility, access to services, equity, affordable housing and economic opportunities. Grants are for planning purposes. The maximum grant is \$250,000 with a 10% local match can be in-kind contributions. The annual application process is in October.

6. Caltrans Safety Program

These funds are disbursed by Caltrans HQ in Sacramento. They are more difficult to qualify for and generally require a demonstrated record of accidents. Local Caltrans representatives indicate this is not a likely source for funding for the Gualala CAP.

7. Caltrans Community-Based Transportation Planning (CBTP)

The purpose of this grant program is to fund coordinated transportation and land use planning projects that encourage community involvement and partnership. Projects should support livable community concepts and promote community identity and quality of life. Grants are for planning. A maximum grant is \$300,000 with a local match requirement of 20% (10% of which is in-kind). The annual application process is in October.

8. Environmental Enhancement and Mitigation Program

Caltrans has established a state fund called the Environmental Enhancement and Mitigation Program to fund beautification improvements to roadsides to mitigate the effects of transportation projects. Typical grants can range from \$200,000 to \$250,000 and up to a 25% local match is usually required. Preliminary discussions indicate that these funds are not likely to apply to the Gualala project.

C. State Treasurer Programs

1. Sustainable Communities Grant and Loan Program (SCGL)

This program is sponsored by the State Treasurer's Office in their role as the California Pollution Control financing authority. The grants are intended to encourage sustainable development which includes infill development, proximity to transportation, promotion of economic development in low income areas, support alternative transportation and so forth. The funds can be used for planning or implementation. The maximum grant amount is \$350,000. Total annual amount statewide is \$2.5 million. Counties and cities are eligible and Mendocino County can submit one application per round. Application solicitation is currently awaiting funding authorization but that is expected by the end of 2006

D. Coastal Trail and Planning Grants

Funds are available from the California Coastal Conservancy for planning and construction of improvements to the Coastal Coastal Trail, and links to that trail. In Gualala the shoulder of State Highway 1 is considered to be part of the Coastal Trail. The Conservancy may also provide grant funding to assist in the planning and design of the Downtown Design Plan for Downtown Gualala. They review applications six times per year and there is no stated limit to the size of the grant.

E. State Housing and Community Development Programs

1. Community Development Block Grants (CDBG)

Begun in 1974, the Community Development Block Grant (CDBG) is one of the oldest programs of HUD. The CDBG program provides annual grants on a formula basis to many different types of grantees through several programs. Mendocino County is not an entitlement county so they must compete each year. The County can receive a total of \$800,000 per year (\$500,000 per grant) from these two programs combined. There are two general categories:

a. General Allocation

Funds are meant primarily for low income housing. Infrastructure projects generally must be exclusively for low income housing, and cannot be used to pay a share of infrastructure that benefits the full community.

b. Economic Development (Over the Counter Enterprise Program)

Used for infrastructure projects these funds are intended to create jobs for low income residents who have an annual income at or less than 80% of the median income. These funds have been used in the past for improvements to commercial districts with the intention that this would attract new business and in turn create new jobs. Half of the jobs must be below 80% of the County median income and Retail jobs usually qualify. These funds are not appropriated until a new or expanded business is given a permit. The business or the County must guarantee that there will be one job created for each \$35,000 grant, and Collateral is required.

2. CDBG- Planning &/Technical Assistance

These Planning and Technical Assistance grants are for up to \$35,000 each. Each county is eligible for two grants pre year, one for General Allocation projects (housing and infrastructure) and one for Economic Development projects.

F. Federal Programs

1. USDA-Rural Business Enterprise Grants (RBEG)

These grants are available to cities and non-profit organizations. The primary criterion is the creation of jobs and economic development, with an emphasis on small businesses. They can be used for training, Revolving Local Funds, technical assistance, capital expenditures, parking, façade improvements and other uses. Not all costs are eligible for Rural Business Enterprise Grant funds. RBEG funds are intended to jump start new projects to meet the critical needs portion of the project. They typically range from \$100,000 to \$200,000. Notification of Funding Availability for the next round is expected in December. They are very competitive.

2. Regional Surface Transportation (RST) Funds-County

County RST funds must be used on county roads. Currently there are more projects identified than they can fund. But if the Gualala project can demonstrate its benefits to the County, it could be considered.

G. Private Funding Programs

1. Corporate Sponsors/Fundraising

Corporate sponsorship has become a major source of funding for large-scale projects with substantial public exposure. Corporate sponsors are potential sources of funding for facilities, where they can put their name on the facilities and/or special events they can be identified with. This could include tourism related companies (such as hotels) or local companies seeking goodwill in the local community. Some communities have successfully used local fundraising campaigns to fund community amenities such as trails and landscaping. This could provide an opportunity to encourage participation by residents of The Sea Ranch, who might not otherwise contribute to the improvements.

2. Foundations

Foundation giving is governed by specific guidelines that stipulate purposes for which grant money can be used, areas of foundation interest and geographic jurisdiction. Competition for foundation funding has become exceedingly competitive, with many foundations deciding to focus on social problems (housing, poverty, medical care, literacy, education, etc.). In most cases they are guided by some affinity for the project, such as location near a company facility or employee sponsorship. However, there are still foundations that provide funding for community facilities, amenities and beautification. A preliminary search conducted by Action Network identified several sources for these grants including: American Express; America the Beautiful Fund: Keep America Beautiful, Inc. The Pew Charitable Trusts; PepsiCo Foundation; and State Farm Mutual Contributions.

H. Pacific Gas & Electric Company Programs

1. Undergrounding

PG&E has an ongoing program to underground electrical wires under Rule 21A of the Public Utilities Commission (PUC). The right-of-way survey, which is the first step toward developing plans, was just completed by Mendocino County DOT in August 2006. The streetscape improvements should coordinate in every way possible with that project. It might be possible through coordinated timing and design to have PG&E pay for some parts of the CAP street improvements as part of PG&E's normal restoration of the area. This might include sidewalks, landscaping and other streetscape improvements.

I. Local Financing Vehicles

1. Development Impact Fees (DIF)

AB 1600 regulates the way that impact fees are imposed. It requires that a nexus or connection be made between a fee and the type of development on which the fee is imposed. A development fee cannot be imposed to correct an existing problem or pay for improvements needed for existing development.

Development Impact Fees do not require a vote of the people. Thus, in the case of Gualala a nexus study would need to be conducted to demonstrate that future development will require certain improvements. Also, in Gualala DIFs have to be approved by the County Board of Supervisors. Assuming that an impact fee is approved, the funds would not be available until the new development occurred.

2. Benefit Assessments

These are levies imposed within a designated district to finance a specific maintenance or capital improvements. The improvements must specifically benefit the properties. The levy can vary among properties depending on square feet or property frontage. To form an assessment district, 50% approval is required from the property owners. In some cases there are different tiers within the district which pay different assessments.

3. The Mello Roos Community Facilities District (CFD) Act

Passed in 1982, the Mello Roos Community Facilities District (CFD) Act can generally be used to fund a broad range of improvements. Any bonds issued by a Mello Roos CFD are repaid through the levy of a special tax, which must be approved by a two-thirds vote within the district. There is more flexibility in the structure of the special tax. For example, it can be based on zoning or intensity of development (but not ad valorem). There is also greater flexibility in drawing the district boundaries. They need not be contiguous.

4. Marks-Ross Bond Pooling Authority

This technique is used to pool the tax assessment or fee revenue from several jurisdictions or special districts for the purpose of selling bonds to construct public facilities. The funding provided through a special Assessment District or Mellow Roos will be offset by a credit in development fees.

5. Business Improvement District (BID)

Financed through special assessments on commercial properties. Passage requires a 50% approval by the property owners in the District. The assessment must be re-approved every five years. Typically these revenues are used for public space maintenance, security, and promotion.

6. Mitigations/Exactions

Can be imposed whenever a development requires approval by a local entity. Mitigations are imposed as a condition on a tentative map based on rough proportionality to the impacts created. These conditions reflect on and off site mitigations that must be completed in order to be able to develop. Development agreements are another form of mitigation. Mitigations can include providing adequate pedestrian access, setbacks, parking requirements, lighting, signage, sidewalks, landscaping and so forth. (Note that development standards and design guidelines often can be used to accomplish the same objectives.)

APPENDICES

- A. Improvement Program Diagram**
- B. Existing Conditions Report**
- C. Base Traffic Conditions Report**
- D. Draft Economic Inputs Report**
- E. Publicity and Outreach Strategy**
- F. Summaries of Public Workshop Results**
- G. Location Glossary**
- H. Comments on Revised Hearing Draft (November, 2006)**

Appendix A
Improvement Program Diagrams

Appendix B
Existing Conditions Report

Appendix C
Base Traffic Conditions

Appendix D
Draft Economic Inputs Report

Appendix E
Publicity & Outreach Strategy

Appendix F
Summaries of Public Workshop Results

Appendix G
Location Glossary

Appendix H
Comments Received on Revised Hearing Draft
(Nov, 2006)

Appendix H
Comment Received on Revised Hearing Draft
Community Action Plan

On November 6, 2006, the Mendocino Council of Governments (MCOG) Board of Directors unanimously accepted the Revised Hearing Draft of the Gualala Community Action Plan, as worded, at a meeting held in Gualala.

Subsequently, on January 9, 2007, the Mendocino County Board of Supervisors held a hearing on the Revised Hearing Draft in Ukiah and also unanimously accepted the document. In taking their actions, both bodies expressed the need for the record to reflect the public input received on the Community Action Plan as an appendix of the final report. Hence this section has been provided.

This appendix contains the following items:

1. The minutes of the November 6, 2006 meeting of the MCOG Board of Directors meeting in Gualala.
2. The minutes of the January 9, 2007 Board of Supervisors meeting held in Ukiah.
3. Comments of Caltrans to the Revised Hearing Draft Community Action Plan dated October 31, 2006.
4. Comments of the Mendocino County Planning Department on the Revised Hearing Draft of the Community Action Plan
5. Thoughts on the streetscape plan from Robert Sundstrom.
6. An email exchange between Loretta Ellard, T. Keith Gurnee, and Steve May regarding Mr. May's concerns about the recommendations of the Revised hearing Draft Community Action Plan.
7. An email exchange between Loretta Ellard and Martha on October 27, 2006.
8. An email exchange between Loretta Ellard and Marshall Sayegh on the Revised Hearing Draft of the Gualala Community Action Plan.