



COUNTY OF MENDOCINO

DEPARTMENT OF PLANNING AND BUILDING SERVICES

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SUPPLEMENTAL MEMORANDUM

DATE: NOVEMBER 4, 2025

TO: HONORABLE BOARD OF SUPERVISORS

FROM: LIAM CROWLEY, PLANNER II

SUBJECT: SUPPLEMENT TO MEMORANDUM REGARDING APPEAL OF COASTAL DEVELOPMENT PERMIT APPLICATION CDP_2024-0040 (CALTRANS)

Section (F)(7) of the [previously published memorandum](#) states that “more information will be provided to the Board as discussions continue.” Following further discussion between Caltrans and County staff, we offer the following additional information for the Board to consider. The information has been categorized according to the letter and number within the previous memorandum to which it is most relevant.

(A)(4) Initial Project Alternatives: Caltrans provided a more recent version of cross-section plans that were developed for the Project Report. As shown in Figure 6 and 7 below, the eight (8) foot wide “on-street parking” and “pathway” areas shown in the 2012 Refined Streetscape Design Plan (Figure 5) were replaced with six (6) foot wide sidewalks and two (2) foot wide landscape or hardscape strips. Figure 7 is consistent with the project description that was approved by the Coastal Permit Administrator (Alternative 5). These figures have been added to aid the reader in visualizing the progression of project alternatives from the adoption of the Gualala Town Plan in 2002 to the submittal of the Coastal Development Permit in 2024.

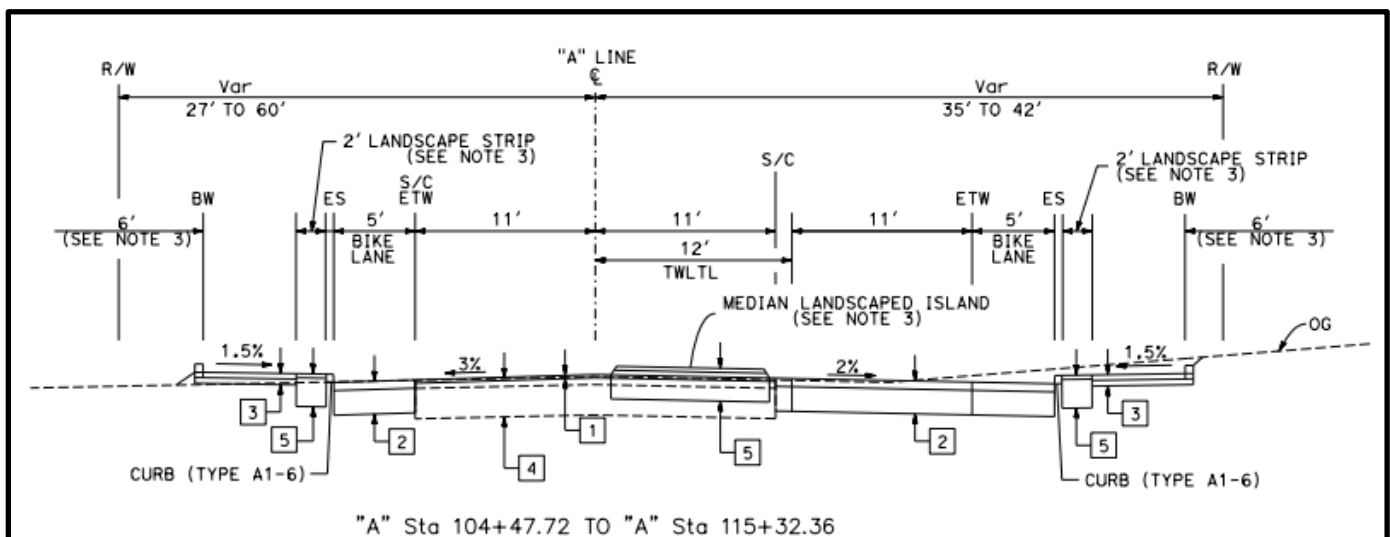


Fig 6. Project Report Cross Section at Surf Market (landscape version).

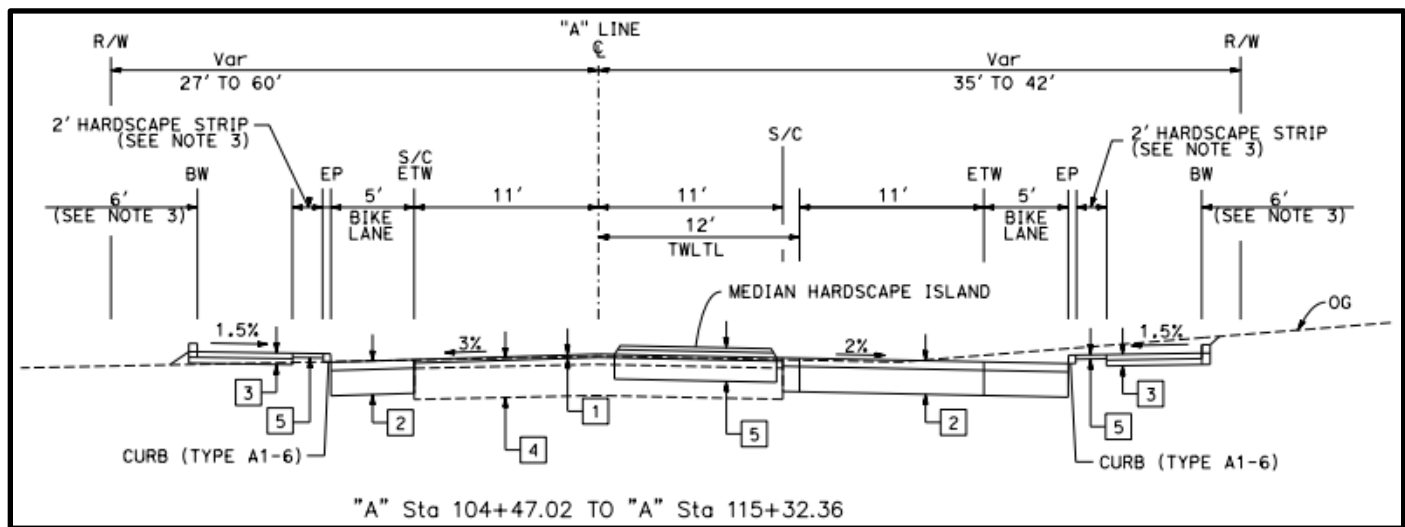


Fig 6. Project Report Cross Section at Surf Market (hardscape version).

(F)(1) Analysis of Parking Impacts: Staff obtained a copy of the Coastal Development Permit which originally authorized construction of the Surf Market (application no. 80-P-75). The permit was issued by the Coastal Commission on January 19, 1981. The proposed development was the “construction of a 11,235 square foot retail grocery store and a parking lot.” The site plan within the application file shows eighteen (18) proposed parking spaces. However, the associated staff report did not analyze parking requirements. At the time, the subject property was within the General Commercial (C-3) zone and the Special Highway Frontage (S) combining district. At the time, the County’s zoning ordinance had no minimum parking requirements for these districts.

In discussing parking impacts, the appellant raised the issue of the County not having amended the County Code, presumably as provided for in Policy 4.12-4 of the Gualala Town Plan, which refers to amending County Code section 15.12.040 to prohibit parking on State Route 1. To the extent that any amendment to County Code section 15.12.040 would be required for the project, it would be premature to process any such amendment at this time, as the project is not underway and there is no need to prohibit on-street parking at this time. In addition, as can be seen in the above cross section, the redesigned road leaves no room for the parking of any vehicle, as it contains only an eleven-foot-wide travel lane and a five-foot wide bike lane. The parking of most motor vehicles in the bike lane would likely result in the vehicle blocking the travel lane. Further, California Vehicle Code section 21211 provides that no person may place or park any vehicle upon any bikeway which impedes or blocks the normal and reasonable movements of any bicyclist unless the placement or parking is necessary for safe operation or is otherwise in compliance with the law. While there are certain exceptions to this provision, it would appear to prohibit vehicular parking within the bike lane in any event.

(F)(7) Landscaping: Within condition of approval number twenty-eight (28) of the Alternate Resolution, proposed landscaping parameter (c) would absolve the County of the responsibility to maintain vegetation through an “initial maintenance period”. To clarify, the initial maintenance period would run from the time that landscaping is initially installed by Caltrans’ contractor(s) to the time that Caltrans is no longer under contract for the project. That period is not yet specifically defined but could be as early as January 1, 2027.

Staff has discussed the potential of using volunteers to perform the landscape maintenance pursuant to the Landscape Maintenance Agreement (LMA). Caltrans staff indicated that volunteers would be permissible and treated as performing the maintenance under the auspices of the County itself. Volunteers would be required to formally register with the County’s volunteer program and follow all necessary LMA and Caltrans requirements. That being said, Staff has investigated the potential costs of landscaping that the County may be responsible for, in the event that volunteers are not able to perform the maintenance as required.

To provide an estimated potential cost to the County of performing its obligations under the LMA, Staff discussed the potential maintenance obligations with the County’s Facilities and Fleet Division. The Division assumed that maintenance would be performed by a Grounds Maintenance Technician III, which classification has an approximate weighted rate of \$70 per hour. Division staff believed that maintenance of the areas to be maintained by the County would take approximately 1 hour every two weeks, with an additional 3 hours four times per year for seasonal intensive cleanup. This would be approximately 38 hours per year, or \$2,660.

However, there are many unknown variables that would add to this number. This number includes only time spent on the landscape maintenance itself and no drive time between Ukiah and Gualala. While the County could currently combine this work with existing trips to maintain Bower Park, were the County ever to not be responsible for maintaining Bower Park, this additional staff time and fuel costs would need to be accounted for. Additional protective equipment may be necessary for working near the side of a road. This cost assumes no watering is necessary and the Division is not presently able to estimate potential costs and amounts of replacement plants or soil amendments. Caltrans estimated that if

maintenance was ever deemed in the future to require a lane closure, costs for doing so may be approximately \$7,500 per day per lane, which would increase costs significantly. Lane closure would be required for any work within six (6) feet of the travel lane. Therefore, any future maintenance, including the parking of maintenance vehicles, should not occur directly within the travel lane or along bike paths. Crews should park along Ocean Drive to service the northern section of landscaping. Crews would not be able to park along Center Street to service the southern section of landscaping because it is too narrow and on-street parking is prohibited by County Code Section 15.12.040(A)(12). The County should arrange for an alternative parking area, such as the parking lot of the Gualala Community Center.

The above analysis is only an estimate to try and provide some information to the Board regarding the potential cost of the LMA to the County. The Facilities Division previously utilized a landscape contractor in Fort Bragg several years ago, which contract had a rate of \$35 per hour. However, it is presently unknown what the costs would be for landscape maintenance contractors in the Gualala area. The County would be also required to obtain an Encroachment Permit from Caltrans to conduct maintenance within the State right-of-way, but this would be processed at no cost to the County.

In the absence of an LMA, Caltrans has agreed to spread a native seed mix over the landscaping areas (see attachment U). The seed mix contains mostly grasses and herbaceous perennials that are locally native to the Gualala area. The spreading of this seed mix would be consistent with the Coastal Element of the General Plan, the Gualala Town Plan, and the County's Coastal Zoning Code for the same reasons provided in section (F)(7) of the prior memorandum. Similarly, the seeding would not result in any new, avoidable significant effects on the environment for the same reasons provided in section (F)(7) of the prior memorandum. Staff have prepared two revised resolutions that formally incorporate the installation of this seed mix into the project. The Revised Recommended Resolution would (1) amend finding number eleven (11) to account for the spreading of a native seed mix and (2) add a condition of approval number twenty-nine (29) requiring that the seed mix be installed. The Revised Alternate Resolution would (1) amend finding eleven (11) and condition of approval number twenty-eight (28) by moving some language in subsection (d) to a "resolved" clause, (2) add finding number fourteen (14) to account for the spreading of a native seed mix in the event that the County and Caltrans fail to execute an LMA, and (3) add a condition of approval number thirty (30) providing that if the County and Caltrans fail to execute an agreement within thirty (30) days of the adoption of the resolution (December 4), that Caltrans shall nevertheless spread the native seed mix over the landscaped areas. Due to the time-sensitive nature of this project, this clause would ensure that some amount of landscaping would be installed even if unforeseen circumstances were to prevent the timely execution of the agreement.

(F)(8) Right-Of-Way Acquisition Issues: The appeal application argues that *"some areas of the shoulders have been improved by the businesses fronting State Route 1 for parking."* Though it is unclear to which improvements the appellant is referring to, Caltrans staff have indicated that they are not aware of any encroachment permits that have been issued for such improvements within the right-of-way along this stretch of State Route 1.

(G) ENVIRONMENTAL DETERMINATION: As noted in section (F)(7) above, spreading of the native seed mix over the areas to be landscaped would not result in any new, avoidable significant effects on the environment for the same reasons provided in section (F)(7) of the prior memorandum.

(H) REVISED RECOMMENDED ACTION: Staff recommends that the Board of Supervisors modify the Coastal Permit Administrator's (CPA's) approval of CDP_2024-0040 and approve the project in accordance with the attached Revised Recommended Resolution which would provide for the installation of the native seed mix in lieu of landscaping.

A Revised Alternate Resolution has also been prepared for modification of the CPA's approval that would include landscaping based on the discussion in section (F)(7).

(I) ATTACHMENTS:

- A. Revised Recommended Resolution – Redline
- B. Revised Recommended Resolution - Clean
- C. Revised Alternate Resolution – Redline
- D. Revised Recommended Resolution - Clean