



**WILLIAMS & MOCINE / CITY & REGIONAL PLANNING**

1045 SANSOME STREET SAN FRANCISCO CALIFORNIA 94111 TELEPHONE 415 433-4433

SYDNEY H. WILLIAMS, A.I.P.

CORWIN R. MOCINE, A.I.P.

ROBERT L. IRONSIDE, A.I.P.

11 July 1975

Mendocino County Planning Commission  
Court House  
Ukiah, California 95482

Gentlemen:

It is a pleasure to submit the Round Valley Plan which is the second in a series of such Plans to be completed pursuant to our current contract with Mendocino County.

We believe that the fine cooperative effort of citizens of the Valley, the professional staff of the County and of the Consultants has resulted in a realistic plan to guide future development to preserve one of the most interesting and beautiful sections of the County. The Advisory Committee and all the other citizens who participated in the many meetings and the Planning Conference are to be congratulated for their excellent effort. The sustained interest and concern of these people is the real key to carrying out the policies and principles it outlines.

Ronald Hall, Planning Director, Philip Gorny, the Project Coordinator and others on the County staff devoted long hours and skill to the project. George Hammond, Chairman of the General Plan Advisory Committee supplied invaluable guidance in the Committee sessions as well as contributing very useful insights into the nature and potential of Round Valley. We wish to thank them and all the others who assisted us.

Sincerely,

Sydney H. Williams  
Partner

Margaret W. Rusche  
Principal Associate

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## INTRODUCTION

### LOCATION AND PHYSICAL DESCRIPTION

Round Valley is in the northeast part of Mendocino County at a distance of 65 miles from Ukiah, the County seat. It is within the drainage basin of the Middle Fork of the Eel River. Access is via State Highway 162 which leaves Highway 101 at Longvale and winds north and east along the Middle Fork of the Eel River, crosses a rugged range of hills and descends into the Valley. This is a highly scenic route with spectacular views throughout. Perhaps the most pleasant sight is the 50 square mile Round Valley viewed from the heights before making the final descent. East of Round Valley, Highway 162 becomes a County road and enters smaller Williams Valley after which it becomes Forest Road #7. It continues over Mendocino Pass to Willows on Interstate 5. Some 30 miles of this eastern section is unpaved and it is closed during the winter season, leaving Round Valley with access only from the west. Round Valley is considerably more isolated, both by access and location, than the other inland agricultural valleys of the County.

As detailed in the Citizens' Report later in this document, the Valley floor is fertile and much of it is under cultivation. The surrounding hills are range land used for grazing cattle. In the past sheep were important also but few flocks are in existence now. Timber harvesting, primarily from the National Forest, still supports one mill in Round Valley. The National Forests and Bureau of Land Management holdings are also extensively used for hunting and outdoor recreation.

Covelo, centrally located in the Valley, is the community center and provides limited services for residents and visitors. Elementary and high schools are located here as well as a bank, gas stations, grocery and other commercial facilities. Limited numbers of motel rooms and overnight accommodations for hunters are also available. Just north of Covelo, the Round Valley Indian Community has an Indian School and is planning to build additional facilities to create a community service and tourist center.



## RELATION OF THE PLAN TO THE CALIFORNIA ENVIRONMENTAL QUALITY ACT

The Round Valley General Plan Advisory Committee spent many months appraising the problems, assets and potentials of its community. Its seven subcommittees investigated the economic and environmental constraints and evaluated the resources of the Planning Area. A community-wide Policy Conference was also held to explore problems and potentials further.

The subcommittee reports and the Policy Conference examined the Planning Area in detail from two perspectives: first the Valley and the surrounding hillsides were studied as to soil quality, water resources and productive potential. Second, Covelo and its immediate vicinity were investigated as to its function and relationship to the surrounding rural area. Finally the committee identified an even wider perspective, that of the larger watershed of which Round Valley is a part. Much of this large unsettled hinterland is in the Mendocino National Forest or under Bureau of Land Management jurisdiction and both agencies are preparing plans for the future of their areas. The Round Valley Committee made no firm recommendations to either agency or for the extensive private holdings but did recognize that Covelo and Round Valley will be affected by the type and level of development which occurs here in the next decade. It desires to be involved in planning for its hinterland and intends to cooperate with the federal agencies and the County to determine what the best future for the area is.

Various subcommittees were assigned to follow the progress of planning by both the BLM and the Forest Service. The Land Use subcommittee and the Natural Resources subcommittee are currently studying the plans.

Citizens of Round Valley generally have a high respect for natural features such as fertile soil, timber stands, wildlife habitats, and the scenic qualities which provide the basis for a satisfying rural life as well as the economy of the area. The Committee's study and recommendations led to a deeper understanding of the interrelations between Round Valley's resource-based economy and the environment. As a result, the Plan is predicated on the need to enhance, and



preserve the natural resources; to exploit without endangering these qualities. It fully conforms to the guidelines of the California Environmental Quality Act.

In compliance with Section 15148 of the California Administrative Code this plan document also serves as the Environmental Impact Report for the Round Valley General Plan. The required elements of an Environmental Impact Report are listed below, followed by the section of the plan document in which they are addressed.

1. Description of the Project - Description of the Plan, pages 35-36 and General Plan Map, page 37.
2. Description of Environmental Setting - Introduction, page 1.
3. Environmental Impact of the Proposed Action - Description of the Plan, pages 38-41.
4. Adverse Environmental Effects which Cannot be Avoided if the Proposal is Implemented - Description of the Plan, pages 38-41. Since this is a "conservation and preservation oriented Plan, rather than one of major development, adverse effects are absolutely minimal.
5. Mitigation Measures Proposed to Minimize the Impact-Policy Conference Reports, pages 9-34.
6. Alternatives to the Proposed Action - There are no viable alternatives for the relatively remote and lightly populated planning area which are acceptable to the residents or to C.E.Q.A.
7. Relationship Between Local Short-Term Use of Man's Environment and the Maintenance and Enhancement of Long-Term Productivity - Description of the Plan, pages 38-42.

8. Irreversible Environmental Changes which would be Involved in the Proposed Action Should it be Implemented - Description of the Plan, pages 38-41. See particularly policies aimed at preservation of agriculture rather than change.
9. Growth-Inducing Impact of the Proposed Action - Growth, page 36.
10. Organizations and Persons Consulted - Relation of the Plan to the California Environmental Quality Act, page 2, and Guest Speaker Program, page 46.

Alternatives which have been particularly and finally rejected in the recent past were the Corps of Engineers proposal to flood Round Valley for a reservoir and a major speculative recreational subdivision which would have forever changed the character of the Valley and the environment. The alternative of no Plan would encourage piecemeal parcel splitting and encroachments into the agricultural area.

The following section of this report includes the careful and thorough reports of the seven subcommittees compiled during the past ten months. It documents the concern for, and understanding of, the need for environmentally based planning in Round Valley.

ROUND VALLEY GENERAL PLAN  
CITIZENS ADVISORY COMMITTEE  
POLICY CONFERENCE REPORT

Mendocino County, California

March 1, 1975

MENDOCINO COUNTY PLANNING DEPARTMENT

AND

WILLIAMS & MOCINE : CITY AND REGIONAL PLANNING  
1045 Sansome Street, San Francisco, California 94111



RONALD F. HALL  
Director



TELEPHONE  
(707) 462-1402

COUNTY OF MENDOCINO  
PLANNING DEPARTMENT  
LAKE MENDOCINO DRIVE  
UKIAH, CALIFORNIA 95482

June 24, 1975

Mendocino County Planning Commission  
Mendocino County Courthouse  
Ukiah, CA 95482

Dear Planning Commission Members:

On behalf of the members of the Round Valley General Plan Citizens Advisory Committee (RVGPCAC), we are pleased to submit for your consideration the Round Valley General Plan, Sketch Plan, and Policy Conference Report.

The document details policy recommendations for future conservation and development in the Round Valley planning area, and will be followed by a zoning plan.

The Committee unanimously recommends that the document be adopted by the Planning Commission and forwarded to the Board of Supervisors.

Respectfully submitted,  
ROUND VALLEY GENERAL PLAN CITIZENS ADVISORY COMMITTEE

A handwritten signature in cursive script that reads "George Hammond".

George Hammond,  
Chairman

A handwritten signature in cursive script that reads "Ronald F. Hall".

Ronald F. Hall  
Planning Director

PG:rk

ROUND VALLEY GENERAL PLAN  
CITIZENS ADVISORY COMMITTEE

MEMBERS

Elmer Bauer	Levi Johansen
Robert Black	W.L. McArthur
Milton Boyden	Tom Moss
Charles Boaz	Tom Mower
Jack Brown	John S. Rohrbough
Robert Brown	Al Ruefli
Bobbie Drewry	Joseph Russ
June Drewry	Dan Shipley
Arnie Enge	Christine Schultz
James Fisher	James Strong
Charles Hall	Angie Tuttle
George Hammond	Grover Vann
Rolland Hurt	Richard Wilson
L.C. Hurt	Betty Cook
	Edwin Phillips

Subcommittee Chairmen

Land Use - Richard Wilson

Housing & Residential Development - Robert Black

Highways, Circulation, & Noise - James Fisher

Preservation of Natural Resources (Conservation/Open Space) - Elmer Bauer

Recreation & Tourism - James Strong

Utilities, Schools, Public Facilities - Milton Boyden

Growth & Economic Development - Robert Brown

ROUND VALLEY GENERAL PLAN CITIZENS ADVISORY COMMITTEE

Policy Conference Participants

March 1, 1975  
Covelo, California

Agriculture

Jim Andersen  
Carol Prather  
W.H. Cloud  
Adrienne Borg  
W.L. McArthur  
Allan Jamison  
Bill Drewry  
Wayne Venill  
Leonard Garaway  
John Bauer

Marilyn Polsley  
Edna Henderson  
Bob Henderson  
Rose L. McCombs  
Norman McCombs  
Freda Walter  
Bob Prather  
Richard Wilson  
Veronica Kun, Planning Department  
Philip Gorny, Project Coordinator,  
Planning Department

Economic Development Implementation

Brian Burke  
Sylvia C. Cloud  
Robert M. Brown  
J.D. Rohrbough  
Rollie Hurt  
Edwin Phillips  
Elmer A. Bauer  
Christine S. Schultz  
Bobbie Drewry  
Charles E. Hall

Robert Black  
Dave Weitzman  
Vern Peckham  
Serge Scherbatskoy  
Ann Benson  
Marcia Smith  
Byron J. Rowland, Planning Commission  
Chairman  
Lawrence Mitchell, Planning Department  
Ron Hall, County Planning Director

Industry & Tourism

Jim Fisher  
Betty Cook  
Steve Bundy  
Tom Mower  
Rich Gardner  
Betty Black

Luke Hinman  
Tom Moss  
Peggy Rusche, Consultant, Williams and  
Mocine, San Francisco



## Summary of Recommendations

### Land Use

- All possible steps should be taken to assure that Round Valley's natural and social resources are protected so that they can continue to contribute to the Valley's economy.
- Growth should be managed so as to avoid the need for massive public service expenditures that the local economy cannot support.
- Areas to the south and east of Covelo should be zoned to large lots. The current 10 acre minimums are too small for profitable agricultural use; management of 10 acre parcels is inefficient.
- Implement at least 20 acre minimum zone for those lands, and 40 acre lots in areas definitely committed to agriculture in the southern end of the Valley.
- Reduce the tax burden on the land, both through more extensive use of the Williamson Act and through a determined effort to minimize the service load that this land must support.
- Urban and industrial uses must be steered where they will not conflict with agricultural uses, and where land division patterns already tend toward more intensive use. Growth should be directed toward the poorer soils to the north and west of town.
- When high density development is allowed, it should be steered to areas uphill from the current sewage treatment plant so that the community can avoid the expense of pumped sewage.

### Housing and Residential Development

- There is a need in Covelo for all types of housing, especially for low and moderate income families.
- One possibility is to bring in an outside developer for a subdivision of ten to twelve units. Most such developers would probably be deterred by the limited market in this area, particularly with current economic problems. A subdivision built to attract outside buyers might well be priced beyond the local market, but this solution should be studied. Local planning could very well be the key to the feasibility of this alternative, as we shall later point out.
- An attempt should be made to encourage locally controlled construction efforts. Local labor costs are lower, and, at least in the short term, many hands are idle. Also, it should be possible to use local resources

Summary of Recommendations (cont.) - 2

- (particularly lumber) to build local housing, rather than paying for it to be double-hauled.
- The Farmer's Home Administration (under the Department of Agriculture) makes low-interest loans available for rural housing projects, and also senior citizen developments. This Valley would surely qualify, and, if necessary, a non-profit corporation should administer the funds.
  - The efforts of the Covelo Indian Community Council to obtain funding for housing on the reservation and for the establishment of a tribal construction company should be encouraged. Similar efforts have been successful in other parts of the country, and an achievement of this type could upgrade the quality of housing in the most needed area of the Valley. If such a project is funded, it is strongly recommended that it be done in such a way that local skilled labor is used to teach on-job training to the local non-skilled labor. This could, perhaps, be combined with some sort of school program and, in addition to upgrading the housing quality, could provide some of the young men with sorely needed marketable proficiencies.
  - The creation of a State Housing Finance Administration is likely this year or next, and would assist financing for low and middle income and rural housing. Before such a bill is enacted, legislators at both state and county level should be aware that a great need exists in this Valley for this type of assistance.
  - Trailer Parks. Local demand for mobile homes has been strong locally for the past several years. In some cases, this is a second-choice alternative to conventional housing, since, as it has been noted, there has been no new modern construction of low and middle income class housing. In other cases, the demand is the result of a desire for low-maintenance housing, where the residents can leave at will for days or weeks, with no worry or concern about the safety of their property. In addition to the existing two local parks, a new park is under construction with 29 spaces, with a proposed second phase of an additional 26 spaces. Another park is proposed for approximately 80 spaces. Both parks are designed as modern, fully up-to-code developments, similar to the newest parks that have been constructed in the urban areas of Northern California. Lacking a strong local economy, it is difficult to predict what this market will be in the next few years. It is also difficult to predict what this market would be, if faced with the competition of reasonably priced conventional housing.

Circulation/Noise/Safety

- Improvement of the county road over Mendocino Pass would benefit the planning area in the tourism and agricultural industries.
- Vehicular traffic is the most prominent producer of noise. Stricter enforcement of laws regarding truck and motorcycle exhaust could solve this problem.



### Summary of Recommendations (cont.) - 3

- Paving of selected roads to and within public lands would enhance tourism and commercial recreational development. Forest Road #7, for example.
- The characteristics of Highway 162 should be evaluated for inclusion as a Scenic Highway.
- For a better downtown circulation pattern, streets within the town center should be opened. Example: 162 to Henderson Road, extension of Foothill Boulevard.
- Immediate action should be taken to open Greely Street between Perry and Lovell Streets.
- A thorough study of the area should be made to identify the dangers of faults and seismic activity present.

### Conservation and Natural Resources

- Fertile soils in the Valley have to be considered a resource and should be protected.
- The limiting factors on rangeland are water and feed. Accumulated brush and trash on the forest and range floor are hazardous and should be abated.
- A review of the Forest Service controlled burning policy is necessary.
- Hunting is crucial to the economy of the area and should be encouraged and properly managed.
- Water development is necessary. The possibility of a Short Creek reservoir is diminished by a lack of State funds. The community should give thought to development of the ground water basin.
- The uncertainties regarding the future of the sewer district should be resolved and a moratorium on hook-ups should be considered.

### Recreation and Tourism

- Recreation and tourism are the most likely industries to fill the need for a broader economic base in the area.
- Increasing the recreation and tourism potential is dependent on making Forest #7 an all weather highway.
- Recreational vehicle campgrounds - This type of camping use should be directed toward the National Forest and private lands outside the Valley



## Summary of Recommendations (cont.) - 4

floor. Campground use on the Covelo District of the National Forest has been fairly constant for five years; the use has been about 20 percent of designed capacity. It follows that any new campgrounds will have to offer more than the National Forest campgrounds in order to attract people.

- A city park and rodeo grounds. Encourage and help the annual Field Day and Rodeo to become more professional and of a higher quality. This will attract people to the Valley.
- The scenic quality of Round Valley is one of the tourist attractions of the Valley. Zoning should encourage open space to the greatest practicable degree. A compact town with a large part of the Valley as open space has much more appeal than the Valley with a house or housetrailer on every 2 1/2 acres.
- Publicize the recreation potential of the planning unit through an attractive brochure and signing on Highway 101.
- Encourage the Indian Community to create an Indian Cultural Center where facts and information of the Valley's Indian population could be obtained. Also, this Cultural Center could display and sell Indian arts and crafts.

### Growth and Economic Development

- Over the next decade, the area can expect a growth rate of from 1 to 2 percent annually.
- Positive economic development consistent with sound resource management standards are necessary for the town's future viability.
- The key to increased agricultural development is water supply coupled with better drainage.
- With water, cash crop farming would be profitable in the Valley.
- Low intensity, carefully controlled recreational use is recommended in terms of private recreational development on the mountainous ranchland that surrounds the Valley.
- Proposed expansion of the town's road system and sewer network should be channeled away from important resource areas.
- A wide range of commercial services are needed to keep Round Valley dollars in the area.
- Businesses in the downtown area should give serious consideration to adoption of design controls on commercial construction in order to improve the attractiveness of the area.

Summary of Recommendations (cont.) - 5

- Local private enterprise should examine the possibility of forming a non-profit economic development corporation to coordinate development efforts and to cooperate with the efforts of the Covelo Indian Community.

## I - LAND USE

### Future Trends

The rapid population growth that has characterized Covelo's recent past cannot be expected to continue. There simply aren't enough jobs to support continued increases in the working age population, nor is Covelo likely to become a major retirement area given the present low level of health and recreational facilities. A longterm growth rate of 1 percent therefore seems most likely, given the most probable future economic scenario.

In this scenario the Covelo mill would probably shut down within four to eight years. (Bill Winders of L-P suggests that 10 years is the present planned operating period). Factors that could push the closing of the mill forward or back in time include: the percentage of Big Butte timber that is hauled north to Dinsmore, the feasibility of transporting logs to Potter Valley and Elk Creek, the amount of money available to the Forest Service to improve administration of sales programs, and L-P's willingness to continue the operation of an aging and relatively inefficient mill. Logging will of course continue even if the mill should close, and small milling operations would also be feasible. However, the loss of the mill may well cause a substantial net loss of population.

Cattle ranching has been the other important economic support of the Valley's economy. The short term prospects for this sector are weak. Cow numbers are very high nationwide, and high grain prices have acted as to further depress the demand for feeder cattle. The current over supply can be expected to continue for at least a year to come, and perhaps two or three years, and feeder prices will be squeezed accordingly. Meanwhile, costs can be expected to rise. Many ranchers in the Valley will be hard pressed to keep their businesses going through the recession. In the long term, however, the region's range resource and proximity to urban markets will, again enable ranching to make a significant contribution to the region's economy. To ease the transition, this Committee urges close attention be given to the controlled burning recommendations of the Conservation Committee, and that the Growth and Economic Development Subcommittee's recommendation regarding direct marketing of local animals be carefully studied. But even when healthy, ranching will not induce growth.

Changing economic conditions are making cash crop farming increasingly attractive for land-owners on the floor of the Valley. This year, for example, several hundred acres will probably be planted to safflower. This trend to more intensive, more profitable uses of bottomland soils can be expected to continued and even accelerate in response to nation-and world-wide food shortages. Probably the result will be a net increase in employment, with most of the growth coming in the service sector as community income rises.

Other activities which will be important in the future include small scale homestead agriculture, recreation, and perhaps some new light industry. However, these activities will barely be sufficient to absorb the present unemployment there in the Valley, let alone allow for major expansion of the population.



## Managing Growth

Still, there will be some growth, and therefore demand for new housing, and perhaps some new commercial and industrial development. How should this growth be guided? The Subcommittee is agreed that the decisive factor in determining growth policies for the Valley is carrying capacity, a concept which we have borrowed from ranching. In stocking a range, we have found that return to the rancher increases as the stocking rate increases. But after a certain population is reached, further increases in cow numbers only degrade the quality of the ranch. Pastures are over-grazed and management problems multiply. The point at which the rise in population begins to sour the operation is called the carrying capacity.

Two types of carrying capacity should be considered in planning for this area. One is the natural carrying capacity of the area's resources -- its soils, water, and air. The second is the economic and social carrying capacity of the area, which essentially is the ability of local private enterprise to provide decent employment for local citizens while meeting their needs for public services of all kinds. This carrying capacity is ultimately determined by the income (in uninflated dollars) that accrues to local businesses.

The two carrying capacities of the area are closely related. If our community oversteps the natural limits of our area, we will pay, either in the form of lost future productivity (through erosion, air expenditures (for example, overdevelopment of a wet area may force the creation of a sewer district). Similarly, if our school or welfare population grows faster than the real economic growth of the area, then we will in all probability be forced to accept an increasing tax burden and to turn to the Federal government for aid.

Setting policies for economic growth will therefore require policies aimed in two broad directions. First, all possible steps should be taken to assure that Round Valley's natural and social resources are protected so that they can continue to contribute to the Valley's economy. These resources -- soils, timber rangelands, historical monuments, even the atmosphere of the town itself -- are the base on which our community must be built. Second, growth should be managed so as to avoid the need for massive public service expenditures that the local economy cannot support. By following these two policies growth in population and demand for services can be keyed to the community's ability to support those services.

## Resource Protection on the Valley Floor

The members of the Land Use Committee feel that the soils of Round Valley are the most valuable resource currently threatened by population growth. Almost all of Round Valley is in Soils Classes I-IV, and is therefore suited to the production of row, orchard or hay crops. Of that land, almost 90 percent is suited to irrigation, and could become highly productive once a strategy is developed for making sound use of the Valley's water potential.



In the past, the full potential of this resource has been untapped, largely because of the Valley's isolation and the nation's history of farm surpluses. Today that situation is changing rapidly, though in the future this land will be too valuable to use simply for running cattle.

This is especially true of the more than 6,000 acres of the Valley that are designated by the Soil Conservation Service as Class I or Class II - Prime Soil. Round Valley contains fully twenty percent (20%) of the prime land in the county, and we are exceptionally fortunate that most of this land is still substantially undamaged by urban sprawl like that which has consumed much of the Ukiah and Little Valleys. Prime acreage is scattered throughout the Valley to such a great extent that no easy drawing of lines is possible. Broadly speaking these soils divide into two Classes. Coarser, better drained soils (Maywood series). These are concentrated at higher elevations on the west side of the Valley and along the course of Turner Creek. These soils drain well; in fact, their chief limitation for agriculture is their tendency to dry out unevenly which makes them difficult to irrigate.

Prime soils east of the Covelo Road are dominated by silt and clay loams. These soils have good water holding capacity, but often suffer from drainage problems which limit access during the spring and make some winter crops infeasible. However, much of this acreage is also naturally subirrigated and can therefore produce good yields of some deeprooted crops without major expenditures for irrigation. If properly drained and irrigated these soils will prove the backbone of agricultural production in the Valley.

Round Valley's Class III soils are heavy, inadequately drained soils of the Cole and Sacramento types. Heavy concentrations of these soils are found in the east and southeast areas of the Valley, particularly around the junction of Fairbanks and Adobe Lanes. They are extremely fine textured, and often are covered by standing water through the winter months. Heavy implementation is almost a necessity for proper cultivation, since soil density is a real problem. Most of these soils will require substantial drainage improvements in order to realize their full productive potential. With such improvements, they can produce valuable crops.

All Class IV soils in the Valley are Talmage gravels. These soils are found at higher elevations (often in close proximity to the Maywood soils). The largest block is directly under Covelo itself, and extends to the north and west along Henderson Lane and Crawford Road. Talmage soils are stony, low in organic matter, and excessively well drained. Usually they yield poorly even under intensive management. In areas where Talmage soils are found next to Class II soils, such as the former Maxwell Field north of town, the point of transition from the one soil to the other is apparent even to the inexperienced observer.

Little of Round Valley's good soils have been committed to development. In the areas to the south and east of Covelo, large family holdings are 160 acres or greater are the rule. Along East Lane, most parcels are 80 acres or greater. North of the reservation line, the pattern of division is much greater, due to the effects of the Indian Allotment Act.

Because of this general pattern, preservation of agricultural lands in the Valley, particularly south of the Reservation line, is still a realistic possibility, provided three policies are implemented.

-- First, areas to the south and east of Covelo should be zoned to large lots. We are concerned that the current 10 acre minimums are too small for profitable agricultural use, and we suspect that management of isolated 10 acre parcels is inefficient. Therefore we recommend that the full Committee urge implementation of at least a 20 acre minimum zone for those lands, with the possibility of 40 acre lots in areas which are definitely committed to agriculture in the southern end of the Valley.

-- Second, a serious attempt must be made to reduce the tax burden on the land, both through more extensive use of the Williamson Act and through a determined effort to minimize the service load that this land must support.

-- Urban and industrial uses must be steered where they will not conflict with agricultural uses, and where land division patterns already tend toward more intensive use. To this end, the Committee recommends that growth be directed toward the poorer soils to the north and west of town.

#### Constraints on Urban Development

##### a) High Density

The major constraint on high density urban development in this area is drainage. Almost all of Round Valley's land is poorly drained, with the exception of the Talmage and Maywood soils described above. On these lands, intensive development can create severe water pollution hazards, as demonstrated by the experience of those living in the subdivision along Fairbanks Lane. If such development does not take place on the existing sewer it is likely that in time the District will have to incur major expenses to annex the development.

Intensive development must therefore be tied to the sewer district. However, the district is currently operating at very close to its rated capacity of 65-75,000 gallons per day. Furthermore, the district is in violation of State Water Quality standards. To meet State standards may cost the taxpayers of the district as much as \$50,000, while to bring the underground lines back to their rated capacity may cost \$70,000. Because of these costs it is doubtful whether expansion will be possible in the near future.

Therefore, we would recommend that until the voters of the sewer district have found the expansion of the district to be both desirable and fiscally sound, no new intensive development should be annexed to the district. Within the district, individual homeowners and businesses should be considered on an individual basis. When high density development is allowed, it should be steered to areas uphill from the current treatment plant so that the community can avoid the expense of pumped sewage.



b) Low Density

It should be recognized that low density development in unsewered areas has the potential to create a situation which could lead either to the demand for a water supply system or additional sewage, at tremendous expense. Therefore, areas designated for lower density urban development should be selected with a view toward economical provision of services if they should become necessary.

II - HOUSING AND RESIDENTIAL DEVELOPMENT SUBCOMMITTEE

Existing Housing Supply

The crucial fact about housing supply in Round Valley is that there has been almost no new low and middle income residential housing built by the government and by wealthier members of the community. Most of the Valley's conventional housing stock is aging; and, much of it, particularly on the Reservation, is substandard. In addition, there has never been any construction of any modern, multiple rental units in the Valley. Practically all of the rentals have been single family, older houses. This supply has dwindled considerably in the past few years, since so many have been sold to families who are in turn using them as their primary residence.

The failure to build new housing, despite the tremendous need, can be traced to several factors. First, the Valley has never had the rapid population growth and income stability that are required to spark low cost development in the California manner - particularly during the years that so much of this price range housing was being built all over the State. Developers with the resources to build the kind of housing that Round Valley residents could afford, have found lower risk investments elsewhere. Secondly, cost factors - due to the Valley's isolation, lack of skills and small market, have priced most conventional housing beyond the ability of the Round Valley family.

Because of this, the price of existing improvements in Round Valley is higher (and sometimes far higher) than their depreciated value, for, no matter how worn and tattered, they are competing against the replacement cost of conventional, individually built construction. Usually, the older existing housing is the only economic choice in this contest.

Demand for Housing

There are three broad components of housing demand in Round Valley. The first is for family housing for permanent residents of the community holding regular outside employment. The second is for homestead and retirement homes; occasionally this is evidenced by an investment with later anticipation of a move to the community, in which case a limited number of rentals have been provided. The third component is for seasonal labor housing.

These demands are primarily dependent on two factors, of which by far the most important is the overall economic health of Covelo, and particularly the



Louisiana-Pacific mill and all of the related employment created by their operations. Over the long term demand from this source is likely to weaken.

The second factor is a growing demand for housing which is independent of the logging industry. These potential buyers range from relatively young back-to-the-landers, to older people looking for small properties on which they can garden or farm to supplement their retirement income. This is an unpredictable demand, insomuch as it will be influenced both by the countrywide economic situation and by sociological changes in the desires and whims of people now living in urban areas. It would seem, however, that this demand will continue, and possibly even increase.

This results in what might be called a "two tier" market for residential property in the Valley area. The first tier is by far the largest fraction of the market and price is a major consideration. This includes those employed at the mill and other permanent residents primarily dependent on their income from the seasonal logging industry. Also included would be those employed by the school, and those young people who are trying to make it on their own with various jobs, gardening, etc.

For this market, rentals cannot be higher than \$125/150 month, and the approximate purchase range would be \$15,000 to \$26,000. Demand is therefore channeled primarily to a few types of property:

- a) Existing housing with small acreage (1 or less).
- b) Larger undeveloped acreage (5-10) with purchase of a mobile home.
- c) Trailer Court with anticipation of a later move to their own parcel of land.

The second tier of the market, smaller in numbers than the first, is financially more flexible. It is composed of both some local people and outsiders, with the latter forming a distinct majority. Often they have substantial outside income; husbands and wives are usually both employed; and, in certain, cases, partnerships are involved. In addition, quite often they are not looking for immediate occupancy, so they often purchase property without an improvement, but wish to build their own improvements at a later date. Parcel size is therefore not such an important element of the decision, again because of financial capability. This segment of the market generates a strong demand for 10-20 acre Valley parcels, as well as for mountain land with water and tillable ground. The local segment of this market has, in the past several years, had to compete with the outside segment for the relatively few larger, comparatively modern homes in the Valley. Most of this latter housing is in the 6-12 year old class, with practically none being constructed in the past 3 to 5 years.

Operating largely outside the conventional market is the summer labor demand, which depends almost entirely on the lumber industry. At present, this demand is met through the local trailer parks, Brundageville, and other low-grade housing throughout the Valley. There is a serious question as to whether this demand will continue to run as strong over the next ten years as it has recently, or, which is quite possible, will gradually begin a downward curve. It will



certainly be correlated to the overall health of the lumber industry, and even more to the operations of the local mill, its contractors and timber contracts.

#### Land Supply for Residential Development

The current supply of land, in parcels of 10 acres and less, is overwhelmingly the product of the Indian Allotment Act of 1887, which divided the northern 6,000 acres of the Valley floor into 10 acre parcels, and allowed them to be sold or taken for non-payment of debts. When the Act was repealed in the 1930's, all but some 750 acres of the Indian holdings had passed into non-Indian ownership; and, despite some attempts at reconsolidation (the Cambell Ranch and Barnes Ranch, for example), much of this land is still in small ownership. Many of the 10 acre lots, particularly in the northwestern area of the Valley, have been further cut up into 5's, 2 1/2's, and 1 acre parcels.

To the south of the Reservation line, the map is very different. With the exception of the town of Covelo, and small areas on Fairbanks Lane and Hill Road, most of the Valley floor is in ownerships of 40 acres and larger, including a large number of parcels greater than 160 acres. Here one finds the large ownerships -- Rohrboug, Hurt, Wilson, Phillips, Anthony, Craig, Mendocino River Ranch and others. Very little of this land has been subdivided; therefore, only a dozen or so scattered parcels under 16 acres in size.

Land prices also differ between the two areas. On the larger holdings, clay land sells for as little as \$450/acre, while well drained soil with available water will go for up to \$1,000 to \$1,3000 per acre, up to about 15 acres. Below 5 acres, the price per acre escalates.

#### Meeting Future Demand for Land

The demand for 10 acre parcels, and smaller, will undoubtedly be strong in Round Valley for years to come. These size parcels could most easily be accommodated in areas north of the Reservation line, where, as mentioned before, the original Indian Subdivision created 620 lots of approximately 10 acre each. Serious consideration should be given to permitting somewhat smaller parcels in areas where there has already been a pattern in the past of dividing these 10's - particularly in the northwestern area of the Valley.

If the sewer system can handle it, some residential demand can also be met within the town itself, where there are more than 35 existing lots. It is recognized that if their lots were built out, it would further compound the problem of traffic circulation in the village, which is a distinct danger from the standpoint of fire protection. Immediate action should be taken to open up Greely Street between Perry Street and Lovell Street. This would provide an alternate straight line street between Commercial Street and the High School, and reduce the congestion on Howard Street in the event of a major fire or other disaster.



For the purpose of meeting residential/agriculture small acreage demand, it would seem that the larger lands to the south and east of the Reservation should be excluded; if the problems of sufficient water, landslide and drainage, proper access roads and sewage disposal could be met, provision for some small parcels on the adjacent foothill lands should be encouraged. Some of the land to the west of the Valley floor appears well suited for this type of development; and, if not done on a speculative basis, but on a fairly well controlled demand and supply scale, it could have several benefits. It would reduce the pressure to remove agricultural lands from production. It could provide parcels for permanent residents who might only want a small garden and room for several head of livestock. It might also provide the type of parcel that some of the outsiders would desire as a second-home site. The combined demand of these two groups could possibly justify the construction of limited number of dwelling units at one time, helping to bring the per square-foot cost more in line with what the local people could afford.

#### Dwelling Units for the Future

The primary goal of this subcommittee should be the encouragement and development of modern, well standardized housing, available at a cost which the community could afford. In the case of large, higher priced housing - most often on larger acreage - this will depend on the timing and economics of the individual owners - who, in most cases, could build at any time they wished - and it is doubtful if any community efforts for planning are either needed or desirable for this class of housing. Of priority, and obviously needed, is housing for the low and middle income families. Round Valley must explore a wide variety of alternatives to meet this need.

- (1) One possibility is to bring in an outside developer for a subdivision of ten to twelve units. Most such developers would probably be deterred by the limited market in this area, particularly with current economic problems. A subdivision built to attract outside buyers might well be priced beyond the local market, but this solution should be studied. Local planning could very well be the key to the feasibility of this alternative, as we shall later point out.
- (2) An attempt should be made to encourage locally controlled construction efforts. Local labor costs are lower, and, at least in the short term, many hands are idle. Also, it should be possible to use local resources (particularly lumber) to build local housing, rather than paying for it to be double-hauled.
- (3) The Farmer's Home Administration (under the Department of Agriculture) makes low-interest loans available for rural housing projects, and also senior citizen developments. This Valley would surely qualify, and, if necessary, a non-profit corporation should administer the funds.
- (4) The efforts of the Covelo Indian Community Council to obtain funding for housing on the Reservation and for the establishment of a tribal



construction company should be encouraged. Similar efforts have been successful in other parts of the country, and an achievement of this type could upgrade the quality of housing in the most needed area of the Valley. If such a project is funded, it is strongly recommended that it be done in such a way that local skilled labor is used to teach on-job training to the local non-skilled labor. This could, perhaps, be combined with some sort of school program and, in addition to upgrading the housing quality, could provide some of the young men with sorely needed marketable proficiencies.

- (5) The creation of a State Housing Finance Administration is likely this year or next, and would assist financing for low and middle income and rural housing. Before such a bill is enacted, legislators at both state and county level should be aware that a great need exists in this Valley for this type of assistance.
- (6) Trailer Parks. Local demand for mobile homes has been strong locally for the past several years. In some cases, this is a second-choice alternative to conventional housing, since, as it has been noted, there has been no new modern construction of low and maintenance housing, where the residents can leave at will for days or weeks, with no worry or concern about the safety of their property. In addition to the existing two local parks, a new park is under construction with 20 spaces, with a proposed second phase of an additional 26 spaces. Another park is proposed for approximately 80 spaces. Both parks are designed as modern, fully up-to-date developments, similar to the newest parks that have been constructed in the urban areas of Northern California. Lacking a strong local economy, it is difficult to predict what this market will be in the next few years. It is also difficult to predict what this market would be, if faced with the competition of reasonably priced conventional housing.

### Conclusion

At best, local planning efforts could very well stimulate some conventional housing by anticipating the most optimum conditions which would tend to encourage developers. These would include land which is available for small lot division, which would have (a) sewage capability (b) water availability (c) soil stability and adequate drainage (d) adequate street and highway access and circulation (e) reasonable cost of land acquisition and off-site improvement. In order to best accommodate these conditions, an area or areas should be set aside for this type of development, and future planning efforts of various agencies should be encouraged to do what is necessary to improve the above conditions, when it is within their power to do so. At present, the area that comes closest to meeting these criteria would be that north of the airport, and south and west of Henderson Road. Much of this land is presently in non-use, so the agricultural impact would be minimized. Future efforts of the Covelo Community Services District would have to be directed to handling the sewage flow of this area; however, this would seem to be a requirement for any substantial size area in any direction from the town. Well water is



available for the described area, but it is probable that the area would have to be included in any future considerations for a central water supply for the town. Inasmuch as this area would link up the present density of the town with that in the Henderson Road area, these utility considerations would seem to be a natural progression, and, from the standpoint of total housing units, might take certain projects feasible that otherwise would not be economic. At present, the area has access to the main highway by virtue of Howard Street and Biggar Lane. Future planning should also give thought to the possibility of another connecting road from the north/south portion of Henderson Road to the main State Highway. This would not only reduce the traffic congestion around the schools but would give the added benefit of better fire protection potential. None of the above would guarantee any immediate construction, but would only lay the necessary framework to encourage the development of some moderately priced housing in the future.

Of one final concern is the possibility of construction of some multiple rental units. Some of the available lots in the town would seem to be ready made for this type of housing, and future planning should allow this to be done. Even the availability of a limited number of new, modern rental units would have an advantageous influence on the upgrading of some of the older rental units in the Valley. In order to remain competitive, the latter would be forced into programs of remodeling and modernization. The possibility of government lending programs for multiple housing development, particularly for lower and middle income renters, should be explored further.

### III - HIGHWAYS, CIRCULATION, NOISE, (SAFETY AND SEISMIC SAFETY)

There are approximately 160 miles of publicly maintained road in the planning area. The division of maintenance responsibility is roughly 35 miles of State Highway, 75 miles of County and 50 of U.S. Forest Service. Of the total mileage, less than 1/3 is suitably paved. Some sections of the forestry roads are oiled. However, after about two seasons most of the benefit of the oiling is lost.

Increased demand for recreational areas has increased the travel the last few years over state and county roads through the planning area to the public lands to the east and north of Covelo. Paving of the roads to and within the public lands would enhance tourism and commercial recreational development.

Recent development along certain privately maintained roads in the planning area may justify turning over these roads to the county so that they can be properly maintained and thereby encourage further development of that district for acreage home sites and relieving the need to subdivide fertile Valley bottom land for residential use.

The county road over Mendocino Pass to the east of Covelo is not kept open during the winter months. The improvement of this highway and the maintaining of its use during the winter months would benefit the planning area in the tourism and agriculture industry. The U.S. Forest Service road on the east



side of the Middle Fork of the Eel River is also neglected during the winter months. This road could also play an important part in the development of winter sports for the Covelo area. Perhaps joint responsibility, as on the Mendocino Pass road, with the County could be worked out so that all year around use could be made of that portion of the National Forest.

Fortunately, our area is relatively free of excessive noise. The lumber mill which once was a minor noise problem has taken many steps in noise abatement and undoubtedly more are planned. Vehicular traffic is the most prominent producer of noise. Perhaps stricter laws regarding truck and motorcycle exhaust could solve this problem.

The problems of seismic safety are not well enough understood for this Committee to make any comment at this time. There are areas within this district that careful study should be given before the issuance of a building permit. On the other hand, some areas are completely safe from a seismic standpoint. A thorough study of the area can be made and zones set up once more is known about the dangers of faults and earthquakes as regards building.

#### IV - OPEN SPACE AND NATURAL RESOURCES

At its meeting of January 19, the Subcommittee discussed the resource conservation and management issues which the members felt were most critical for the future of the Round Valley area. This report is a summary of those discussions, which has been fleshed out with additional documentary evidence where it was available. It also includes preliminary policy recommendations for the consideration of the entire advisory Committee.

Present at the meeting were: Rolland Hurt, Jack Brown, Elmer Bauer, Christine Schultz, and Tom Moss. Also present, but not participating were George Hammond and Steve Bundy. The latter acted as reporter for the proceedings.

##### A - Range and Brushland Management

The rangeland of the Round Valley region is a tremendous resource. When properly managed, the hundreds of thousands of acres of this type of land in the region can support major herds of livestock and deer. The limiting factors are two -- feed and water.

During the past 30 years, the carrying capacity of our ranges -- as measured by these two crucial factors -- has declined dramatically. Deer numbers are way down. More important to the economy of the area, the real carrying capacity of many of the mountain ranches has declined by 25-50 percent.

A major factor in the decline in productivity is the lack of an adequate burning program for the public and private ranges in the area. And a major cause of that lack are the restrictive policies concerning major controlled burns on both private and government lands. A second contributor is the immediate suppression policy of the California Division of Forestry, which all too often spends its energy putting out fires that would be better left to burn themselves out.

The result is a build-up of high, woody brush that provides poor feed, uses valuable water, and presents a greater fire hazard than brush managed by controlled burning. The evidence is clear that in areas which have been burnt over naturally, feed is much more plentiful, and in many cases long lost springs and seeps reappear. Residents who remember the days of widespread burning before the Second World War state frequently the creeks ran all summer long.

Accumulated brush and trash on the floor of the forest has similar ill effects, but with the additional disadvantage that younger trees are often stunted by competition. But in many of these areas, accumulations are so severe that removal -- rather than burning -- is the only alternative. Cleaning up the forest floor will require vast amounts of labor.

The Committee recommends:

1. That the California Division of Forestry review its immediate suppression policy. Where possible, brushland fires should be allowed to burn where there is no danger to life and property.
2. That air pollution and CDF regulations be revised to allow ranchers more flexibility in planning and executing needed burns.
3. That the county and state, through the Farm Advisors office or other governmental agencies, should provide improved technical and legal assistance to ranchers interested in controlled burns.
4. That county government urge Federal agencies operating within its jurisdiction to allocate more of their timber revenues to range management and improvement classes.
5. That present and future public service job funding be directed toward brushland management projects, as they were in the 1930's. County officials in charge of distributing funds press for jobs in this area.

## B - Timber

### Softwood

Since the Second World War, the economy of the Round Valley region has been heavily dependent on our rich timber resources. Now the character of that resource is changing. In the past, most of the timber cut in this area was old growth, the product of centuries of maturation. But today most of the private old-growth holdings in the area have been logged. Estimates of the amount of old-growth timber supply in the area now range from 6-8 years if the Covelo mill continues to operate with two shifts.

When the old-growth is gone, the region will remain a major timber producing area, but the kind of timber will change. Future logging will center on younger trees (18-28" DBH), which take only a few decades to grow. And as national supplies of timber grow shorter, we can expect to see much more intensive management of timber growing plots, similar to that which can already be found in the South today.



The consequence of this shift will probably be the closing of the Louisiana Pacific mill here in the Valley, which is an old-growth mill and also has one of the lowest efficiency rates of all mills in the Ukiah division. One Committee member pointed out that the major-haul routes now being built through the National Forest toward Elk Creek and Potter Valley will probably encourage L-P to truck more timber from Federal sales south to its mills in those communities -- taking advantage of their higher efficiencies as well as greater proximity to markets.

In sum, the role of softwood timber in the Round Valley economy is changing. On a reduced scale, it is likely that timber growing and harvesting will continue to provide some income flow to the community. At present, however, it seems unlikely that the timber processing activities which have long been central to the economy will continue for many years to come.

#### Hardwood

Round Valley's hardwood resources are under-utilized. The Covelo Indian Community Council's recent economic development plan calls for a feasibility of a furniture factory using local hardwoods -- oak, walnut, madrone, etc. This type of effort deserves strong encouragement.

#### Logging and Roads

The greatest impact of logging is due to road construction. Roads are the leading cause of stream sedimentation due to man's activities. They complicate livestock management. They can allow access for cars and recreational vehicles that were best left for people and horses. Over engineered roads -- or too many roads -- use up government income that might more profitably be spent in managing other aspects of the resource, like trail systems, rangeland, and wildlife. Finally, each dollar spent on roads is 25¢ out of the pockets of local governments that are struggling to pay the cost of educating the children of the men who work in the woods.

The Committee recognizes that a sound road system is essential for long term forest management and to provide access to the resource. But permanent improvements like roads must be carefully planned. The Committee recommends:

1. That road planning take better account of all aspects of the resource. Many important annual uses can be permanently impaired by a road which will only be needed every twenty years.
2. Road construction should be kept to the minimum necessary to do the job. Over engineering represents a subsidy from the taxpayer to the lumber hauler. In order to minimize expense, road planning and route selection should be made on the ground -- not at Willows or higher up.
3. Revenues saved through a rationalized road program could support a wide range of other activities, including controlled burning, timber stand improvement, better recreational facilities and better environmental planning.



4. Areas opened for vehicular access by logging roads should be balanced with areas where roads would be closed following harvest and only foot or horse access allowed.

#### C - Wildlife Management

##### Deer

As mentioned above, deer population in the region is at or near an all-time low. Brush accumulation has driven many of these animals out of the hills, and they now compete with domestic livestock for available feed. But excessive hunting, and large coyote and wild dog populations have also been very harmful. Hunting is crucial to the tourist industry in Round Valley, and deer are also an important scenic and emotional resource.

Therefore, the Subcommittee recommends:

1. A program of increased controlled burning as outlined item 1 above.
2. A shortened early season for deer, at least until the population has returned to higher levels.

##### Coyotes

Present solutions to the problem of predator control are inadequate. The county trapper is required to cover too large an area for effective management, and has been denied the use of many of his most effective tools. The Subcommittee recommends:

1. That study be given to the possibility of renewing the bounty on coyote.
2. That the current trapper program be revised so that it rests not on the shoulders of the trapper, but on the rancher, who is free to call in the government trapper for aid and advice if faced with an especially difficult problem.

#### D - Water

Increased productivity on Round Valley's fertile soils depends on an adequate and reliable supply of water. Without irrigation, many of the larger parcels in the Valley will soon find it difficult even to pay the taxes from agricultural production. Present water supplies are drawn from groundwater reservoirs underlying the Valley. More burning would improve supplies, but for extensive irrigation, some larger water development will be necessary. Previous studies of this problem have focused on the Franciscan dam as the best of several possible alternatives.

Following this plan, an earth fill dam would be built on Short Creek just north of the site of the present Louisiana-Pacific mill. This dam would

establish a reservoir which would also be served by a diversion dam on Williams Creek with a connecting canal. The project would have an estimated annual yield of more than 49,000 acre feet, which would be delivered to the field by two lateral canals.

The major problem with the project would be funding. In 1964, the Bureau of Reclamation estimated the cost of the Franciscan dam and related facilities at 14.2 million dollars. Annual cost, assuming a 3 percent interest rate, would be \$.64 million over an estimated hundred year life span. These costs would be substantially greater today, perhaps twice as great or even more, and assuming a lead time of a decade on this project, they could eventually prove to be three or four times as great. According to the Bureau's own figures, a doubling of the project's costs, even assuming a doubling of the Valley's ability to pay, would require an annual Federal subsidy of about thirty dollars per acre. There is a serious question whether this Valley, with its relatively small acreage and short growing season, could reasonably expect to receive that kind of Federal support in light of the many pressures on the national budget. At the very least, however, the financial feasibility of such a project should be explored, since prices for agricultural commodities may rise far more rapidly in the future than the cost of irrigation works.

The alternative to a water impoundment project is continued limited development of irrigation well systems. It was agreed that this expansion was hedged about with problems of excessive drawdown and costs for residential users. Some Farmer's Home Administration monies are available at low interest rates for construction of small cooperative irrigation wells. These may provide at least a partial solution to the water problems of the Valley.

#### E - Agricultural Lands

The most important potential resource in the region are the fertile soils in the Valley, which include fully twenty percent of the prime soils in Mendocino County. Despite high real-estate values and tax pressures, much of this land is still preserved in large parcels. The Subcommittee recognized that many prospective members of the community are looking for smaller parcels on which they can live or farm. But they also felt that the Valley can provide opportunities for that style of life on lands that have already been subject to substantial subdivision to the north and west of Covelo. In these areas, it was felt that lots sizes as small as one and two acres would often be permissible.

The Committee strongly felt, however, that small scale divisions of the larger parcels to the south of the Reservation line should be discouraged. It was recommended that the full Committee recommend adoption of a larger minimum lot size -- 20 acres or more, for agricultural lands in this area.



## V - RECREATION POLICY

Round Valley needs a broader economic base than presently exists. At the present time recreation and tourism seem the most likely industry to fill this need. The policy in the General Plan should be to encourage recreation and tourism in the planning unit.

Increasing recreation to any great degree depends on making Forest Highway #7 an all weather highway.

A meeting is held annually by the U.S. Forest Service, the Federal Highways Administration, and the State Highway Agency to set priorities and funding for the statewide system of Forest Highways. Since the funding is usually much less than the demand a particular project has to be on top of the priority list to be funded, Forest Highway #7 is not on top of the list. Ways should be explored to change the priority of Forest Highway #7.

Recreation should be encouraged in the following fields:

1. Recreational vehicle campgrounds - This type of camping use should be directed toward the National Forest and private lands outside the Valley floor.

Campground use on the Covelo District of the National Forest has been fairly constant for five years, the use has been about 20 percent of designed capacity. It follows that any new campgrounds will have to offer more than the National Forest campgrounds in order to attract people.

2. A city park and rodeo grounds. Encourage and help the annual Field Day and Rodeo to become more professional and of a higher quality. This will attract people to the Valley.
3. The scenic quality of Round Valley is one of the tourist attractions of the Valley. Zoning should encourage open space to the greatest practible degree. A compact town with a large part of the Valley as open space has much more appeal than the Valley with a house or housetrailer on every 2 1/2 acres.
4. Publicize the recreation potential of the planning unit through an attractive brochure and signing on Highway 101.
5. Encourage the Indian Community to create an Indian Cultural Center where facts and information of the Valley's Indian population could be obtained. Also, this Cultural Center could display and sell Indian arts and crafts.

## VI - UTILITIES, SCHOOLS, PUBLIC FACILITIES

The major needs for the Round Valley School for the next few years are mainly concerned with buildings. At the present time seven classrooms are needed to replace trailers, small classrooms or otherwise unsatisfactory rooms. Looking into the near future, the seven Modulux classrooms should be replaced. The high school gymnasium has been a questionable building for several years due to deteriorating conditions caused by dampness, dry rot and termites. Planning for its replacement should begin now. Another needed building is a bus shed. Housing buses outside in the fog, rain and sun causes maintenance problems and shortens the useful life of the buses. Before classrooms are built, careful studies of projected student population should be made as the population may decrease as well as remain stable or increase.

The Community Service District has adequate capacity at its plant to handle sewage for the foreseeable future but has several other needs. An eight inch line should be built parallel to the six inch line that runs east and west on Howard Street to handle the load from the west side of Covelo. This line should be extended to the east side of town and then south to the sewage plant. More area for settling ponds is necessary. Approximately 20 acres is needed and should be purchased for settling ponds that will reduce pollution to acceptable standards. Repairs to manholes is a must to keep storm water out of the sewer system. Another need is a water system throughout the Valley to provide fire, drinking and possibly irrigation water.

The Covelo Fire District is in dire need of more fire fighting equipment. A new pumper and a diesel generator are two items that must be purchased if Covelo is to enjoy minimum fire protection. Personnel on a full time basis is a must if proper fire inspection and fire protection work is to be accomplished.

The needs of the public service organizations are sufficient to require substantial outlays of funds. The funds should be raised through local taxes and county, state and federal loans and grants. The downturn in the economy precludes immediate action on these needs, but better financial times should prompt Round Valley to move immediately to build classrooms as the present ones require so much maintenance, allow inefficient use of teacher time and are costly to operate to the point where the school district is paying out sufficient money to build the new classrooms in just keeping the old ones open.

Much the same situation exists in the fire district as one good home lost because of obsolete and deficient fire fighting equipment would more than pay for the new equipment required. The Community Service District also must be kept in a current state of maintenance or disastrous pollution will result. Keeping the public services in good working condition will prove less expensive to the taxpayers of Round Valley than to allow the services to deteriorate.



## VII - GROWTH AND ECONOMIC DEVELOPMENT

### Rate of Growth

The Committee felt that over the next decade the Covelo community can realistically expect a growth rate of from 1 to 2 percent per year, with the lower figure considered more likely. However, it was felt that even this level of growth would not be sustainable without substantial growth of real economic productivity. Even with its present limited population, the town suffers from chronic unemployment. It was therefore agreed that positive economic development consistent with sound resource management standards is a key to the town's future health.

The Committee divided economic growth into two categories: growth of the community's total income base, and growth of the service industry that depends upon that base.

### Agriculture

It was agreed that the key to future agricultural development of the Valley was water supply and better drainage. It is essential, however, that future water development preserve domestic supplies at a reasonable cost. With water, the Committee agreed, cash crop farming would be profitable here in the Valley.

Other agricultural enterprises considered were:

-- a pellet mill for local manufacture of feed. This could be of benefit to local ranchers, but initial capital costs would be very high. Other types of feedmill might also be possible.

-- a stone grinding mill for the manufacture of specialty flours. The chief limitation here would be the necessity of importing durum (bread) wheat, since the Valley climate is not well suited to its production. Other types of grains could be produced here for local consumption and for sale to tourists.

-- a commercial cut and wrap facility and/or slaughterhouse for processing of local beef animals. Some local ranchers are already studying this possibility. Advantages are the easy availability of supply, the potentially excellent range conditions, and the superiority of grass-fed beef for both flavor and nutrition. Problems would stem from the isolation of the Valley, which would complicate both marketing and distribution. Perhaps this problem could be overcome, however, if Round Valley grass-fed beef were to be marketed in conjunction with promotion of tourism. There is not yet any prospect of a volume sufficient to justify the capital cost of a slaughterhouse, but the potential for such development in the future should be carefully studied.

## Recreation

There is a strong need for more private recreational development on the mountainous rangeland that surrounds the Valley. Much of this area is highly scenic and well suited to low intensity, carefully controlled recreational use. Ranchers need not convert their property to another use in order to realize important benefits from such activity, since the county's Williamson Act ordinance allows them to derive up to 50 percent of their income from recreation activities.

With improved recreation facilities on the Valley floor, this area might also become an important destination for fly-ins which would take advantage of this area's good airport and relative closeness to the Bay Area.

## Community Expansion

The Committee agreed on proposed expansions of the town's road system and sewer network so as to channel growth away from important resource areas. It was recommended that Foothill Boulevard and Henderson Lane be extended in an easterly direction to a junction with Highway 162 north of East Lane. This would allow for increased residential concentration on poorer soils to the west of town without aggravation of existing traffic problems near the school and at the intersection of Howard Street and Route 162.

As residential growth pressures warrant, provision should be made for an extension of the sewer system to areas slated for more intensive development on the west side of town. The line, 8" in diameter, could be run from the Foothill Boulevard area to East Lane.

## Industry

A good possibility for industrial development would be a wood-working plant using local materials. Potential products could be as diverse as fine cabinet work or rough work like pallets. The success of the Potter Valley plant provides an example of the effectiveness of local resources used to support a rural community.

## Services

A wide range of services are needed in this community. Few of these would provide a living by themselves, but when combined with an existing business or with one or more of the other listed activities they do offer that potential. Any one of them would also keep within the community dollars now being spent in Ukiah, Willits or Santa Rosa.

These services include:

- Dry cleaning and laundry
- Mini-Superette, with better stock and competitive prices. This could be a joint effort of present local merchants.



- Trading post, featuring local arts and crafts and Western goods.
- Bowling lanes.
- Weekend movies.
- Candy store and home made ice-cream parlor.
- Leather crafts; shoe repair
- Small loan company.
- Prescription pharmacy.

#### Downtown

Businesses in the downtown area should give serious consideration to adoption of design controls on commercial construction in order to improve the attractiveness of the area as a commercial and recreational center. Such controls might require for example, that all buildings be designed to a frontier style.

#### Future Development

Local private enterprise should examine with care the possibility of forming a non-profit economic development corporation to coordinate development efforts. Such an organization could aggressively seek state and Federal aid available for distressed communities. It might also act as a vehicle for community clean-up programs and as administrator of local design controls. Any such organization would of course coordinate its efforts completely with the efforts of the Covelo Indian Community to attract Federal funds to this area for similar purposes.

### ROUNDTABLE DISCUSSIONS

#### AGRICULTURE ROUNDTABLE

The policies of the land use report were discussed and accepted by the participants. Some farming problems such as irrigation and drainage (sheeting) were brought out. The problems must be tackled by a joint and concerted effort of the State Departments of Water Resources and Reclamation, along with the County and the local community.

Increased utilization of the Williamson Act was encouraged, especially regarding the allowable recreational activities on land protected by the Act.

The concept of an open range policy, whereby residential and other intruding uses in rangeland would have to be fenced, was discussed at length. The problems revolve around trespass, nuisance, and other social factors encroaching on range and agricultural lands. Need to educate the urbanite to the rural way of life. The participants expressed interest in pursuing an open range policy at the Board of Supervisors level.

The beauty of the Valley and its agricultural potentials are its best asset.

#### INDUSTRY - TOURISM ROUNDTABLE

Regarding tourism, the participants discussed attractions such as: flour mill, Indian Village, 1890's farm museum, blacksmith shop, speciality shops.

Services needed for tourists include: public restrooms, camping facilities, and a community park.

Light industries which could be successful in the area are: wooden toys, small wooden looms, hide tanning, leather kits, jewelry making (jade, soapstone), wood sculpture. Some agricultural specialties are: honey, cheeses, packaged (gift) fruits, berry farms.

Recreational uses could include guest ranches, and family retreats.

Other attractions to consider are a rodeo, canoeing on the Eel, and back-packing into the National Forest.

Implementation measures such as a non-profit development corporation and possibly a watershed management district were encouraged.

The main goal is to preserve and enhance the character and culture of the town and Valley.

#### ECONOMIC DEVELOPMENT IMPLEMENTATION ROUNDTABLE

The area needs to become more self-sufficient as the timber industry declines. A broadening of the work base would stimulate economic activity.

If the tourist potential were expanded in such a manner to encourage travelers to spend money in Covelo, the available services would naturally increase as a result.

The downtown area needs development and a central theme - a Western theme - would improve the character of the town. Clean-up of the entire Valley floor and particularly the commercial area is very essential to attracting visitors.

An organization is needed to promote growth and to assure a unified effort for town development. The town must offer something to people who do pass through.

The main objective is to stimulate the internal economy of the area with passive recreational activities, small business ventures, and a resurgence of town pride.



## DESCRIPTION OF THE PLAN

### POPULATION AND THE ECONOMY

#### The Economy

Round Valley's economy is based on cattle raising, agriculture and timber harvesting. Currently, the nationwide oversupply of cattle coupled with the high price of feed is having an adverse effect on ranching operations. In the long range, however, the cattle industry appears to have a good future and may expand; it does not employ a large local labor force and will not provide major employment in the future even with expansion. Portions of the Valley are more intensively farmed. Some orchards and high value field crops are being raised, and the trend appears to be in that direction. With a good supply of irrigation water it would be possible for intensive agriculture to expand significantly, thereby benefiting the local economy and providing additional food for the nation. The expense of an irrigation project of the scope needed is very high and Round Valley has little immediate hopes of obtaining state or federal aid. The implementation section of this report explores the subject further.

Timber harvesting and milling of logs, historically a strong factor in Round Valley's economy, appear to have limited futures. Estimates for the life of Covelo mill as to present production and employment norms now range from 6 to 10 years. Market or technological changes could alter this estimate, either shortening or lengthening the time. However, cessation of mill operation as known today is generally conceded to be a future reality and a hard period of transition is anticipated. Much of the discussion in the Committee meetings and in the Policy Conference centered around possible alternative sources of employment.

It is unlikely that large manufacturing firms will open branches or start new enterprises in Round Valley because of its location; too many other good sites are available closer to the Bay Area market and labor force. Small craft-type industries, owned and operated by local people, are considered one possibility

for the future. Wood working skills and talents of residents could be utilized. Expansion of outdoor recreation and tourism, now a small part of the economy, is considered the best potential source of new jobs. Equally important are the Plans of the Indian Community to construct facilities for economic development and to attract tourists.

### Growth


Round Valley has experienced moderate growth in the recent past. Population is now estimated to be approximately 2,500 in the entire planning area. Some retired people, or those contemplating retirement soon, have bought property and built homes. Sky line logging brought in a few new families and the rural isolation of the surrounding hills attracts some young people. However, the lack of local jobs and the Valley's distance from outside jobs indicate that only very slow growth can be anticipated in the foreseeable future.


Additional factors which indicate that growth will be slow are the scarcity of small parcels for sale and the limitations of water and other services. The small parcels which exist in the north portion of the planning area (many of which are undeveloped) are primarily Indian holdings and few, if any, are for sale. The Plan shows most of the remaining Valley floor in 20 and 40 acre agricultural parcels which will preclude any extensive non-farm development. Approximately 35 parcels are vacant within the Covelo sewer district and these range from 6,000 square feet to over 2 acres. However, individual wells must be drilled for water supply and little activity has occurred within this area recently.

Considerations of these factors all point to slow growth; the long-range rate will probably average about 1 percent annually.




# ROUND VALLEY PLAN

 Agriculture: 40 acre minimum lot size

 Agriculture/residential: 20 acre minimum lot size

 Residential/agricultural: 10 acre minimum lot size

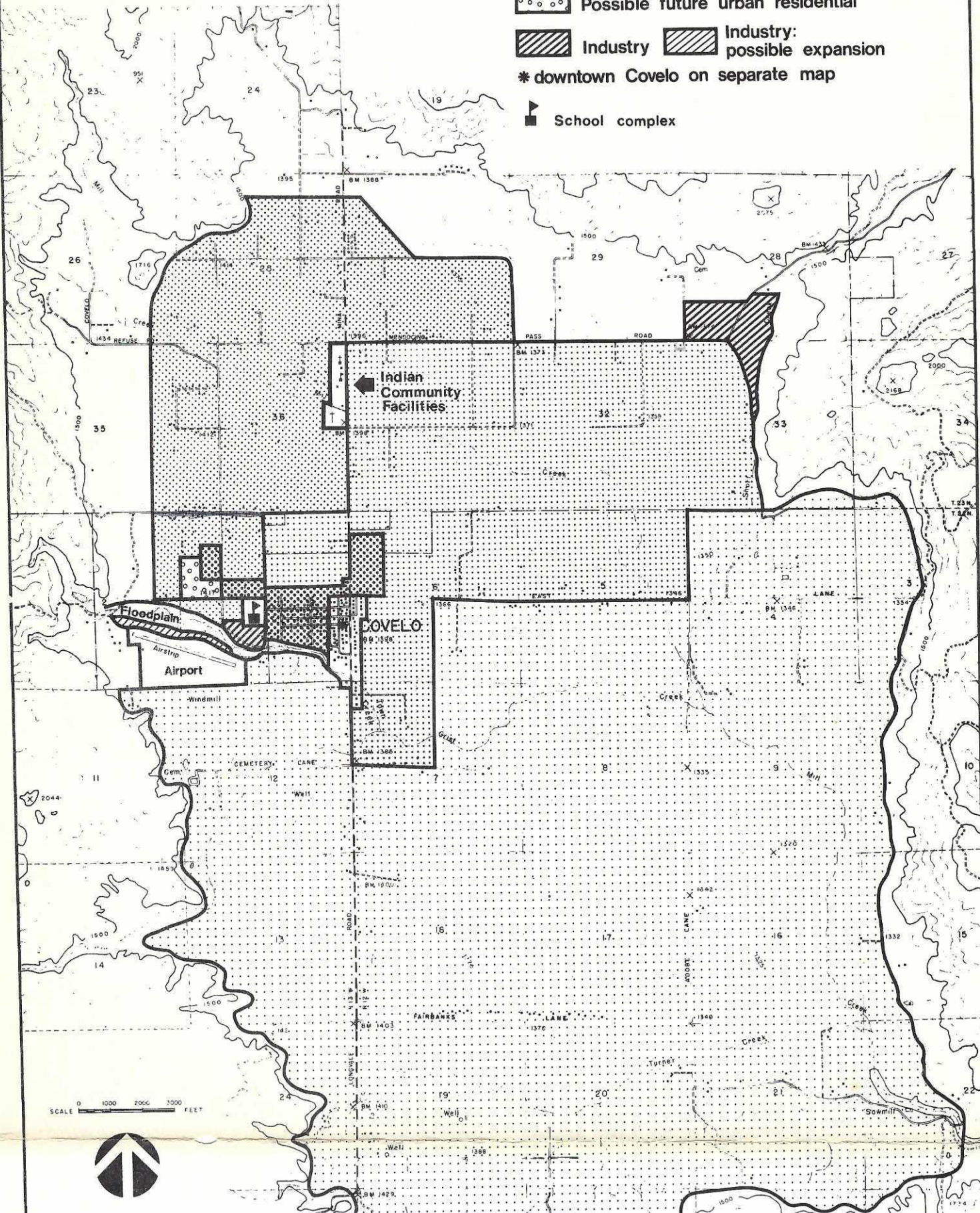
 Urban residential

 Possible future urban residential

 Industry  Industry: possible expansion

\* downtown Covelo on separate map

 School complex





## PRINCIPLES FOR DEVELOPMENT OF ROUND VALLEY

### Limitations on Development

It is the policy of the Plan to protect and expand agriculture. New non-farm development must not intrude into the productive agricultural areas shown on the graphic plan, or be of a nature inconsistent with agricultural pursuits. Also, a basic policy is to preserve the rural scenic character of the Valley and its surrounding hills. Any development proposal must be weighed against these two very basic goals.

Additionally, there are other physical and social constraints. Currently, the ability to provide public services is limited primarily by the physical capacity of the sewer line and treatment plant, by the lack of a public domestic water supply and the difficulty of financing new facilities. This could inhibit major new development, residential or non-residential, in and around Covelo, and all proposals must be weighed against the ability to provide adequate services for new and old residents. Expansion of high value intensive agriculture is also inhibited by lack of irrigation water at the present time. Relieving these last constraints will take time and money; the section on implementation discusses the need to set priorities for improvements, procedures and possible assistance.

### Agriculture

A basic planning criterion for Round Valley was soil quality. Productive land, or that which has a good potential, is shown as agricultural. The southern portion of the Valley which contains the best soil is shown in 40 acre minimum parcels. To the north and east, 20 acre minimum parcels, the smallest size consistent with intensive farming, are specified. The hills and highlands around the Valley are shown as rangeland. Within the next few months, those closely involved, the ranchers and the Round Valley Committee, will work with the County staff to specify the most appropriate minimum acreages and zoning for various sections of the grazing lands.



The recommendations of the Committee for agriculture related enterprises such as a pellet mill and a slaughter house are also important elements of the agricultural section of the Plan.

### Non-Farm Residential Development

Existing small holdings to the north and west of Covelo are recognized in the Plan. These are in sizes from 2 1/2 to 10 acres and are primarily owned by the Indian citizens and will remain homesites for the foreseeable future.

Urban expansion is limited to an area immediately north and west of Covelo where soil is relatively poor. It is also a logical area for extension of the sewer district when development makes this physically necessary and financially feasible. The mobile home park now under construction is included in the urban area. The area shown will accommodate the foreseeable population increase in a variety of lot and parcel sizes. No further extension of the subdivision or small parcel area is justified at the present time.

The Plan strongly recommends "filling in" rather than scattering new homes over a wide area. This will allow efficient provision of services and will help preserve the agricultural integrity of the Valley. It will also be an important factor in preserving the open scenic quality of Round Valley.

In the future there may be demand for some development in the surrounding hills. If this occurs, clusters of homes in easily accessible and buildable areas will be highly preferable over widely scattered larger sites. Clustering will reduce grading to a minimum (both of access roads and for site preparation) and development would be unobtrusive, leaving the scenic hills and rangeland intact.

### Industry

The plan sets aside a limited area for light industrial development. The location, close to the airport, is to the west of Covelo where soil is relatively poor. Therefore, it would not conflict with the goal of preserving agriculture.

The area is adjacent to the existing sewer district; extension of lines would be relatively efficient. The area around the Covelo Mill is shown as heavy industry. As pointed out earlier, expectations for major industrial development are modest and the areas specified are in line with this expectation.

The policy of encouraging small locally initiated and operated craft industries is also a part of the Plan. It is hoped that some craft businesses would have local retail outlets as well as exporting goods. Some, such as leather working, might well operate within the Covelo commercial district. Others, such as wood working and fabricating of wood products, might need to be located in the industrial area. The Committee's recommendations to encourage and expand outdoor recreation and tourism are extremely important to the Plan although they have no graphic representation. Chief among these are the recommendations for improving the deer habitat by controlled burning to reduce brush, for protecting the scenic qualities which are a major asset of Round Valley, encouraging low density private recreation development on ranches as permitted under the Williamson Act and increasing the attractions and facilities in Covelo. The Plans of the Indian community for tourist facilities are also a significant part of the recommendation.

#### Commercial Service

In line with the policy of preserving a compact town center and avoiding intrusions into the agricultural area, a commercial center is shown in Covelo where the nucleus of businesses now exist. Concentrating business in this way will provide the interest and liveliness needed to attract tourists while preserving the integrity of the countryside. It will also serve local residents efficiently and pleasantly.

The Plan shows a central core area with a southern extension along Highway 162 for limited commercial expansion. The core should become the retail, shopper-oriented district; it should be planned to encourage pedestrian circulation with parking lots judiciously spaced on the periphery. The highway area should become the automobile-oriented service district containing such uses as motels, drive-ins, gas stations and other commercial uses which generally require large individual parking areas for workers and patrons. These would generally not be appropriate



in the concentrated retail core but need locations within Covelo. This differentiation of function between the two areas is an important policy of the Plan.

The diagrammatic sketch following demonstrates the organizational principles for building the existing nucleus into a functional center in keeping with the needs and character of Covelo and Round Valley. It is not a complete downtown plan and is included for information only. The implementation section of this report explores the subject of downtown planning further.

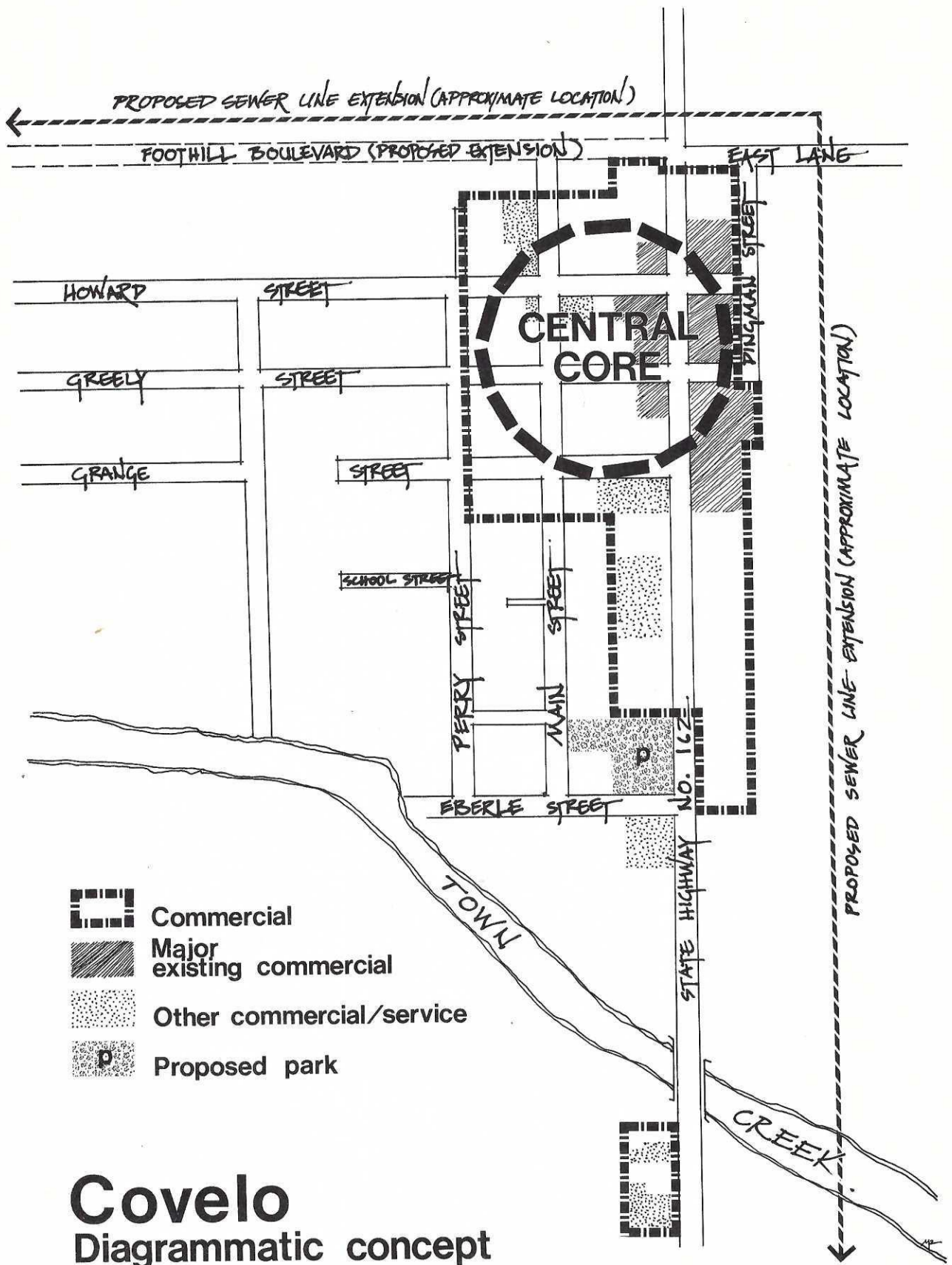
#### Public Service, Schools and Recreation

The problem of limited sewer capacity and water supply for the urbanizing area of Covelo has been discussed. The diagrammatic map of Covelo shows a possible sewer extension which has been approved by the Advisory Committee. Other public facilities shown on the Plan include a new town park on Highway 162 and the existing school sites which are adequate for the foreseeable future. The Committee recommendations to replace old outmoded and high maintenance classrooms point out the major need.

#### Circulation

Highway 162 passes through Covelo and indeed provides the only access to the town itself. At some future date development may cause severe congestion on the urban portion of the route and a combination by-pass and new access route may be needed. Location or timing of need cannot be determined at this time. If development becomes significant to the northwest of Covelo as planned, it might be well to align a new route along the west side of the Valley. This would avoid channeling new traffic through the small town center; it would also avoid taking high value agricultural land in the south and east Valley for highway right-of-way.

The Committee has recommended that Highway 162 be examined for possible inclusion in the Scenic Highway Category. This will be done in the forthcoming study for the County-wide Scenic Highway Element. Preservation of the scenic qualities of this route is certainly important to all residents and is an integral part of the circulation element of the Round Valley Plan.





The Plan shows Henderson Lane extended to relieve the present bottle-neck between the Town and Highway 162. As a policy, future street planning should attempt to avoid extension of the rigid grid pattern.

## IMPLEMENTATION

Priorities for public improvements need to be carefully considered by the community since financial resources are limited. All possible state and federal aids should be studied for applicability and usefulness for Round Valley. For instance, the Round Valley Sewer District might be eligible for current Environmental Protection Agency programs to assist communities which are in violation of E.P.A. standards. All requirements and implications of such a program need to be studied.

The Round Valley Advisory Committee which has done such thorough and thoughtful work to this point can play a continuing role both in investigating potential funding sources and in marshalling support for improvement programs. It should continue to act in both these roles. Among the needed studies are the possibilities of expanding the Covelo service district to include domestic water supply as well as sewage disposal, the feasibility of forming an irrigation district, and means of financing irrigation improvements. Funding studies are, of course, closely related.

Zoning will be the major implementation tool to carry out the Round Valley Plan. The County ordinance will be revised within the next several months to make the law more responsive to local needs and present conditions. The County will work closely with all the local General Plan Advisory Committees in applying the new ordinance. Very shortly, the Round Valley Committee together with ranchers and owners in the hill areas should begin working with County staff.

A complete Downtown Plan is needed to expand the organizational principles outlined earlier into a detailed plan acceptable to merchants, owners and the community. Physical expansion, unifying design elements, financial resources and service needs must all be taken into account. The Plan must aim for the type and scale of development appropriate for the Valley and must retain and enhance the special character of Covelo.



Plans for downtown Covelo are being discussed locally. Implementation of Downtown Plans necessitates real involvement and commitment of merchants and owners, both in the planning stage and in financing the needed improvements. Generally, the first step is to organize a committee of hardworking, dedicated people who are closely involved in downtown business. Experience shows that a financial commitment by downtown interests promotes completion and successful implementation of plans. An initial commitment for planning funds would be relatively small for Covelo. Some planning assistance might be forthcoming from the County if the community demonstrates a cooperative and unified approach. Usually the resources of communities undertaking downtown improvement plans are limited and it is advisable to develop a phased plan to be carried out over a period of years. Priorities for improvements must be carefully set so that phasing is logically progressive.

The Advisory Committee also suggested the formation of a non-profit corporation to promote economic development, coordinate plans and cooperate with the Covelo Indian Community in its efforts. This is an excellent implementation suggestion which should be followed up. The same group might well take over the task of promoting tourism and outdoor recreation.

GUEST SPEAKER PROGRAM

William Brooks, Farm Advisor

William Beatty and Glen Wilcox, U.S. Department of Agriculture,  
Soil Conservation Service

Webb Brown, County Assessor

David Wickstrom, Bureau of Land Management

Thomas Mover, U.S. Forest Service

Eureka District and State Representatives of Caltrans

Doyle Reed, Farm Extension



PLANNING STAFF

Ronald F. Hall, Planning Director

Philip Gorny, Project Coordinator

William Randolph, Zoning Administrator

Williams and Mocine, Consultants

Sydney Williams, Partner

Margaret W. Rusche, Principal Planner

Michael Zinke, Draftsperson