Town of Mammoth Lakes

Planning & Economic Development Commission Recommendation Report

Date:	December 10, 2014		
Place:	Council Chambers, 2nd Floor Minaret Village Shopping Center Mammoth Lakes, CA 93546	**File No.:**	Not applicable
Time:	After 2:00 p.m.	**Project:**	Project Description for the General Plan and Zoning Code Amendments EIR
Agenda Item:	4	**Location:**	Town-wide
Appeal Status:	Not applicable	**General Plan:**	Town-wide
Applicant / Property Owner:	Not applicable	**Specific Plan:**	Not applicable
Environmental Review:	Environmental Impact Report (EIR)	**Zoning:**	Town-wide

TITLE: Discussion of the Project Description for the General Plan Land Use Element, Mobility Element, and Zoning Code Amendments EIR.

A. EXECUTIVE SUMMARY

1. Subject / Requested Actions

The Commission is requested to discuss and provide comments in regards to the Project Description for the General Plan Land Use Element, Mobility Element, and Zoning Code Amendments EIR.

2. Required Findings to Support Requested Actions

This action does not require findings.

3. Report Summary

This report discusses the Project Description (Attachment 1) for the General Plan Land Use Element, Mobility Element, and Zoning Code Amendments EIR, which includes the previously discussed Floor Area Ratio changes in the commercial zoning districts.

B. ANALYSIS

The Commission discussed and provided comments on the use of a Floor Area Ratio (FAR) in the commercial zoning districts to regulate the intensity of development at their meeting on October 8, 2014. The consensus at the meeting was to move forward with adoption of a 2.0 FAR in the commercial zoning districts. This change in the way that development is regulated requires amendments to both the

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General Plan Land Use Element and Zoning Code. The results of the initial analysis of these amendments indicate that adoption of a 2.0 FAR may exceed the amount of development that is expected under the General Plan. In compliance with the California Environmental Quality Act (CEQA), an Environmental Impact Report is required prior to the Town's adoption of these amendments.

Additionally the EIR will include analysis of the General Plan Draft Mobility Element prepared in 2011. Staff anticipates that minor changes to the 2011 Draft Mobility Element will be completed to reflect completed projects and changed conditions.

The Project Description (Attachment 1) is the starting point for all environmental analysis, including the Environmental Impact Report (EIR). The purpose of the Project Description is to describe the project in a way that will be meaningful to the public, reviewing agencies, and decision makers and to provide focus for the environmental review. As described in Section 15124 of the CEQA Guidelines, the project description in an EIR is required to contain the following information: (1) the location and boundaries of the proposed project on a map; (2) a statement of project purpose and objectives; (3) a general description of the project's technical, economic, and environmental characteristics; and (4) a statement briefly describing the intended uses of the EIR.

C. OPTIONS

This is a discussion item, there are no options provided.

D. RECOMMENDATION

Staff recommends that the Planning and Economic Development Commission discuss and provide comments in regards to the Project Description for the General Plan Land Use Element and Zoning Code Amendments EIR, which includes the Floor Area Ratio changes in the commercial zoning districts and analysis of the 2011 Draft Mobility Element.

Attachments

Attachment 1: Project Description

Attachment 2: Draft Mobility Element is available on the Town's website at http://www.townofmammothlakes.ca.gov/index.aspx?nid=425

Attachment 1

Project Description

PROJECT DESCRIPTION

INTRODUCTION

The Town of Mammoth Lakes (the "Town") is proposing the following General Plan Land Use Element Amendments focused on revisions to the development standards for the commercial areas:

1. Changing the allowable intensity of development within commercially designated and zoned areas to allow up to 2.0 FAR and removal of units and rooms per acre;
2. Revisions to the boundaries of commercially designated land in the Land Use Element to match current commercial zoning;
3. Changing Land Use Element policy and text associated with regulating population growth through a People At One Time (PAOT) approach to an impact assessment based approach; and,
4. Deleting Land Use Element Community Benefits Incentive Zoning (CBIZ) and modifying Transfer of Development Rights (TDR) policies.

The Town is also proposing Zoning Code Amendments associated with Item 1., above, regarding commercial development standards so that the Zoning Code is consistent with the General Plan.

In addition, the Town is proposing to adopt and implement a Mobility Element Update. The Mobility Element Update addresses the two key concepts that are a focus of the 2007 General Plan: the triple-bottom line, which is the community's social, economic, and natural capital and "feet-first" transportation, which emphasizes and prioritizes non-motorized travel first, public transportation second, and vehicle last.

Collectively, for purposes of CEQA, the Land Use Element and Zoning Code Amendments and the Mobility Element Update, reflect the proposed project ("Proposed Project").

A. REGIONAL SETTING AND PROJECT AREAS

The Town of Mammoth Lakes, a mountain resort community, is located in southwestern Mono County (see **Figure 1**, *Regional and Project Vicinity Map*). The Town is situated in California's Eastern Sierra region and is located approximately 300 miles north of Los Angeles, 170 miles south of Reno, Nevada and 35 air miles southeast of Yosemite Valley. Neighboring counties include: Alpine County to the north, Inyo County to the south, Fresno County to the southwest and Madera County to the west.

The Town's Municipal Boundary encompasses approximately 24 square miles; however, all but approximately four (4) square miles of this, defined by the Town's Urban Growth Boundary (UGB), are public

lands administered by the United States Department of Agriculture Forest Service, Inyo National Forest (USFS).[1]

Land Use Element and Zoning Code Amendments

The specific Project Areas for the Land Use Element and Zoning Code Amendments, as numbered above, are described below:

1. and 2. The project area for the allowable intensity of development within commercially designated and zoned areas consists of approximately 122 acres designated in the General Plan as Commercial 1 (C-1) and Commercial 2 (C-2) within the UGB (see Figure 2, *Project Area for Land Use Element and Zoning Code Amendments*). These areas are zoned Mixed Lodging Residential (MLR), Downtown (D), and Old Mammoth Road (OMR). The C-1 and C-2 areas are located generally along Main Street and Old Mammoth Road. The portion of the project area along Main Street (State Route 203) extends from the Town's boundary on the east to an area just east of Minaret Road. The portion of the project area along Old Mammoth Road extends from SR 203 to just south of Chateau Road.

3. The project area for the shift from a People At One Time (PAOT) approach to an Impacts Assessment approach is the land within the UGB

4. The project area relative to the General Plan amendments regarding CBIZ and TDR is the commercial lands within the UGB.

Mobility Element Update

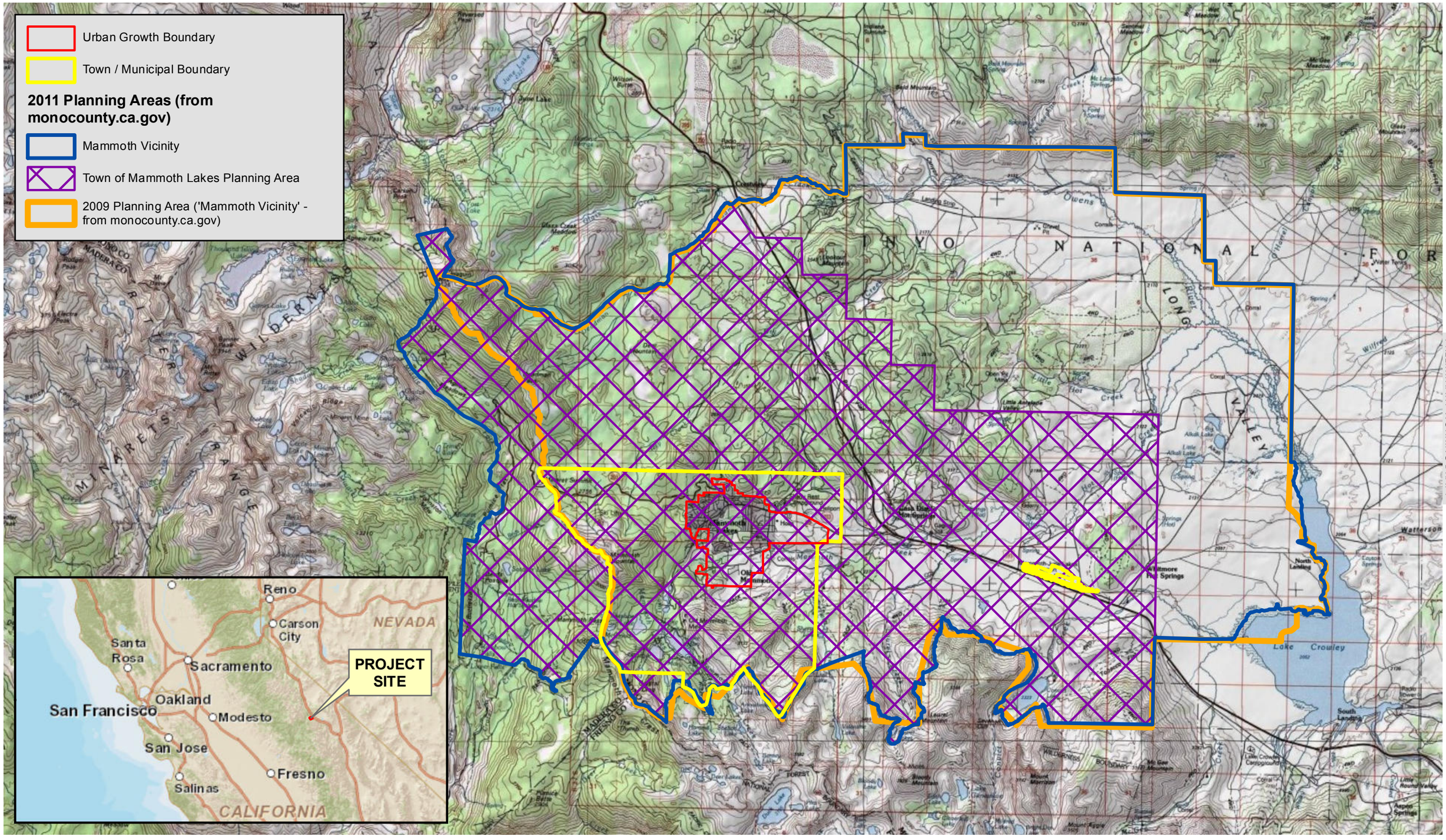
The Planning Area for the Mobility Element Update is shown in Figure 1 and is the same as the area for the General Plan. Regional access to the Town is provided via U.S. Highway 395, a state scenic highway which lies approximately three miles west of town. U.S. Highway 395 is the major surface transportation corridor in the Eastern Sierra region and primary inter-regional route connecting systems across four states. The Town is served primarily by State Route 203, which connects U.S. Highway 395 to the Town. State Route 203 traverses the developed part of town ending at Minaret Vista, west of the Mammoth Mountain Ski Area (MMSA). Air access to the Town is also available through the Mammoth Yosemite airport.

B. BACKGROUND

2007 General Plan

A general plan is a state-required document (Government Code Section 65300) that consists of a statement of development policies for development of a particular city or county (e.g., the Town of Mammoth Lakes). The General Plan expresses the Town's vision for its future and guides both long-term and day-to-day Town actions and decisions. The General Plan guides the level and type of development of land and infrastructure

[1] *The UGB is split into two non-contiguous areas. The primary UGB surrounds the Town's residential and commercial development and has an area of 4.0 square miles. Another UGB surrounds the airport and has an area of 0.3 square miles. Areas for all boundaries were calculated using the Town's GIS database.*



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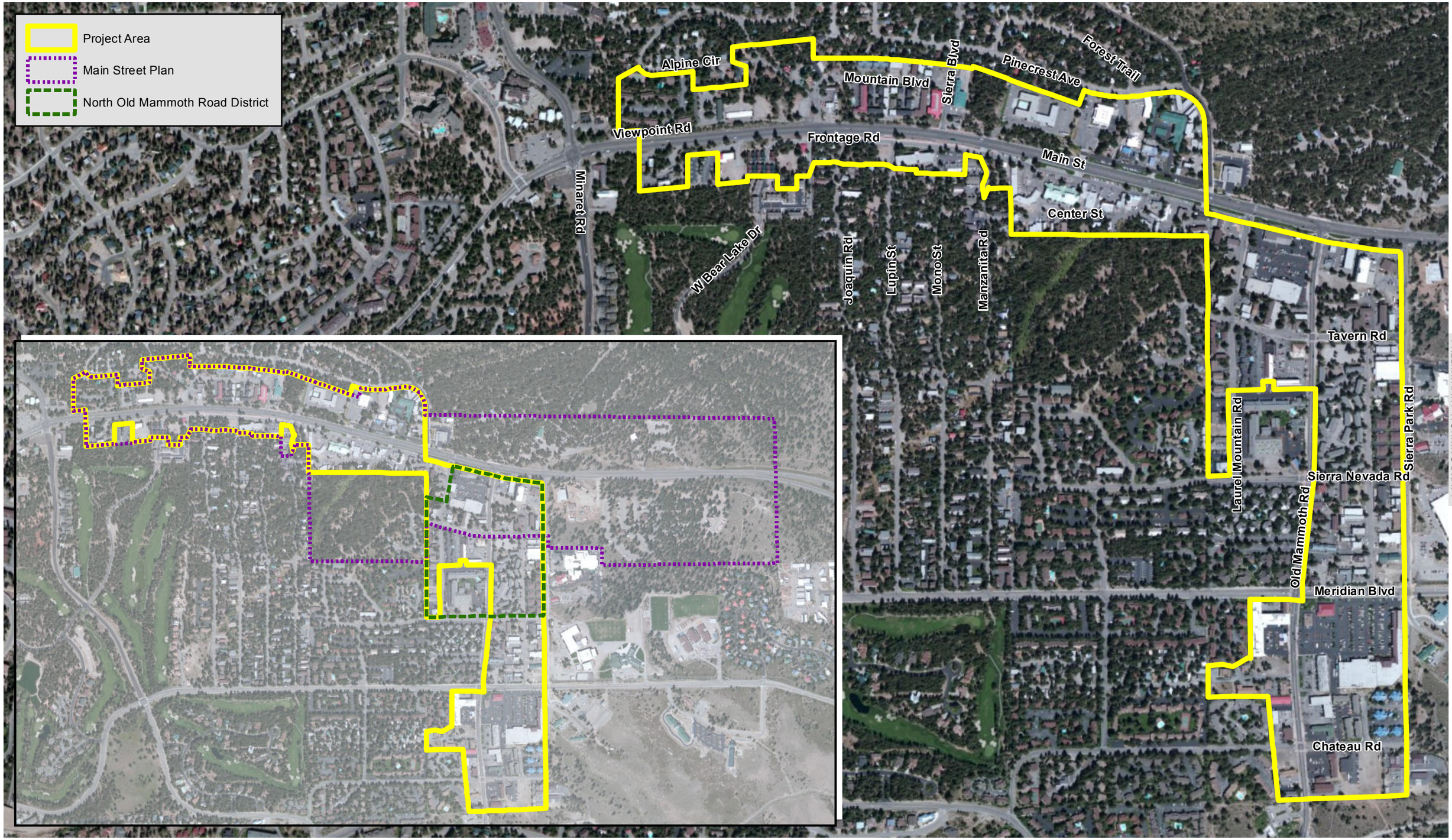
Regional and Project Vicinity Map

Mammoth Lakes Zoning Code Update

Source: USGS Topographic Series (Bloody Mountain, Convict Lake, Crestview, Crystal Crag, Dexter Canyon, Mammoth Mountain, Old Mammoth, Toms Place, Watterson Canyon, Whitmore Hot Springs, CA); PCR Services Corporation, 2014.

FIGURE 1



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Project Area for Land Use Element and Zoning Code Amendments

Mammoth Lakes Zoning Code Update

Source: Microsoft, 2010 (Aerial); PCR Services Corporation, 2014.

FIGURE

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that will achieve the Town's physical, economic, social, and environmental goals. The General Plan consists of individual sections, or "elements," that address specific areas of concern, and also embody a comprehensive and integrated planning approach for the jurisdiction.

The Town of Mammoth Lakes completed a comprehensive update of the General Plan in 2007. The General Plan includes goals, policies, and actions relative to land uses and transportation within the Municipal Planning Area and more specifically within the UGB. As indicated above, the C-1 and C-2 land use designations constitute the Land Use Element and Zoning Code Amendments Project Area and are located generally along Main Street and Old Mammoth Road. The C-1 designation allows medium-scale, commercial mixed uses. The base density for residential is six (6) dwelling units to a maximum of 12 dwelling units per acre and a maximum of 40 hotel rooms per acre. Policy L.5.G of the 2007 General Plan allows an increase in density in the C-1 and C-2 Designations to no more than twice the density for hotel, motel, and similar transient lodging projects that specifically enhance the tourism, community, and environmental objectives of the Town. Thus, Policy L.5.G allows a maximum of 80 hotel rooms per acre with the provision of amenities, services, and/or environmental benefits above and beyond those required to meet the incremental demands of the project. The C-1 area is intended to create a transition zone to the more intensive C-2 and North Village areas. The C-2 designation allows for medium- and large-scale commercial mixed uses. The density of development is the same as in the C-1. Intended uses include retail and office space for services as well as visitor lodging and residential uses.

2014 Zoning Code Update

The Town's Zoning Code is the tool used to implement the General Plan. The Town updated the Zoning Code to be consistent with the 2007 General Plan pursuant to State law, which requires consistency between the General Plan and the Zoning Code. Town Council initiated the Zoning Code Update (ZCU) with the goal of incorporating the 2007 General Plan into the Zoning Code, promoting sustainability in town, promoting quality and design, as well as cleaning up and modernizing the Town's zoning regulations in an effort to provide a streamlined and user-friendly set of standards that would clearly establish the type of permitted development (and permit process) while supporting the Community Vision set forth in the 2007 General Plan.[2]

During the course of the ZCU, a proposal was made to use a floor area ratio (FAR) only approach to regulate the intensity of development in the two commercially designated areas in the Town rather than continue the use of a limitation on units or rooms per acre.[3] FAR is the relationship of the building square footage to the lot area. The purpose of using FAR is to allow greater flexibility within a development. The ZCU adopted by the Town Council in May 2014 allows for a 2.5 FAR and retains the rooms/units per acre limitation in the MLR, D, and OMR districts.

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[2] *The 2007 General Plan establishes the following Community Vision: "Surrounded by uniquely spectacular scenery and diverse four-season recreational opportunities, the community of Mammoth Lakes is committed to providing the very highest quality of life for our residents and the highest quality of experience for our visitors." The General Plan provides seven items on which Mammoth Lakes provides a high value in order to achieve this Community Vision. The seven items address, sustainability; being a great place to live and work; provision of adequate housing; being a premier, year-round resort; protecting the natural environment; design and development that complements the mountain setting; provision of transportation options (p. 7 of the 2007 General Plan).*

[3] *The General Plan envisioned the use of a FAR as it states in the C-1 and C-2 descriptions: "A minimum floor area ratio and amount of commercial uses will be established in the Zoning Code."*

FAR Analysis

As indicated above, the Town's Zoning Code, consistent with the General Plan, currently allows an FAR of 2.5 with a limit of 12 residential units per acre and 40 lodging rooms per acre in C-1 and C-2 designated areas, and in the MLR, D, and OMR zoning districts. However, during the course of the ZCU, a proposal was made to use FAR alone to regulate the intensity of development in areas designated C-1 and C-2 in the General Plan. Thus, the Town undertook an FAR Analysis in order to evaluate buildout in these areas with an FAR only limitation.

The methodology used to determine potential buildout using FAR with no unit or room cap required four steps: 1) conduct a land use inventory; 2) identify opportunity sites; 3) determine potential future use; 4) calculate potential buildout based on a set of assumptions developed with input from research conducted with architects, developers, and other jurisdictions, and review of Town documents.

First, a land use inventory was conducted of the C-1 and C-2 designated lands to identify parcels where development would likely occur within the timeframe of the General Plan. Next, potential future uses and buildout potential for these parcels was the process, determined, including commercial square footage, number of dwelling units, and number of hotel rooms. A technical memorandum, further describing research, and assumptions used to develop buildout potential, is provided as Attachment A.

The FAR Analysis was an iterative process that began with an FAR of 2.5. After reviewing various iterations of potential buildout using a 2.5 FAR, comparing the numbers with other Town projections, and gaining input from the Town's traffic consultant, it was determined that a 2.5 FAR would result in significantly higher than anticipated buildout projections that were not considered appropriate or feasible for the Town. Accordingly, a determination was made to evaluate a lower FAR of 2.0.

The findings of the FAR Analysis indicated that a 2.0 FAR could result in an increase in residential density within the MLR, D, and OMR zoning districts if development were to occur to the maximum allowable FAR. The findings of the FAR Analysis with regard to lodging were that the 2.0 FAR could result in development that would be within the maximum intensity of 80 rooms per acres, assuming the provision of community benefits, which is allowed by the current regulations. Previously commercial (i.e., retail, service or office) development was limited by setbacks, heights, lot coverage, etc.. Consistent with current assumptions for buildout in the Town and with existing levels of development, the average commercial development is assumed to have an FAR of about 0.25. Thus, the 2.0 FAR could result in a potential increase in commercial floor area within the MLR, D, and OMR districts.

The conclusions of the study were that the change to a maximum of 2.0 FAR with no cap on the density of units or rooms could result in an increase in the potential buildout that could occur within the project area. More specifically, an increase in the residential density (i.e., residential units per acre), could occur compared with the allowable development under the current regulations, which are based on the maximum number of units or rooms per acre.[4] In addition, commercial square footage, including retail, service, and office floor area, would be greater than under the current regulations. Based on the conclusions of the study,

[4] *Given the Town's direction to shift to an impacts approach, as discussed below, the change in the development standards are not equated with population (transient and/or non-transient).*

the Town elected to pursue adoption of a FAR only limitation on commercial development with a 2.0 FAR, along with associated environmental review.

People At One Time (PAOT)/Impact Assessment Policies

Given the nature of the Town as a mountain resort community, there is a permanent population as well as a seasonal population. Historically, the approach to assess and limit growth developed by the Town has been based on a People At One Time or PAOT concept. PAOT was established to describe population intensity and is a unique approach for regulating growth based on the Town's specific characteristics. Accordingly, Policy L.1.A of the General Plan states: *"Limit total peak population of permanent and seasonal residents and visitors to 52,000 people."*

In April 2009 the Town Council adopted the PAOT/Impact Assessment Policies, which included direction to *"(s)hift from PAOT based project evaluation to impact-based evaluation and mitigation."* This shift to monitor growth through evaluation of the potential impacts of a project relative to the quality of life and the environment rather than to focus on a particular number of people that could result from development was based on limitations and difficulties associated with calculating and monitoring PAOT. Under the proposed approach, rather than using the Town's PAOT model, which assumes 2.4 persons per permanent resident and 4.0 persons per transient unit, potential impacts would be assessed on a project-by-project basis through use of Project Impact Evaluation Criteria (PIEC) and/or environmental review, including but not limited to evaluations of air quality, including vehicle miles travelled (VMT); biological resources; cultural resources; geology and soils; hazards; hydrology; land use; noise; public services and utilities, including water demand; and transportation. An impacts-based approach is intended to help ensure that growth in the Town would not exceed the carrying capacity of infrastructure or other constraints, such as VMT and water supply, and that the potential for significant environmental impacts will be identified and mitigated to the extent feasible.

The proposed Land Use Element Amendments remove the PAOT related policy in order to move forward with the impact-based assessment rather than PAOT to monitor the Town's growth.

Community Benefits Incentive Zoning

Policy L.3.F. of the 2007 General Plan states: "*Ensure appropriate community benefits are provided through district planning and development projects*." More specifically to the C-1 and C-2 designations, Policy L.5.G. of the General Plan allows a doubling of density for hotel, motel, and similar transient lodging projects. In 2009 the Town Council adopted Resolution 09-55, the Community Benefits/Incentive Zoning policy (CBIZ policy), which was intended to be a "bridge" between the General Plan and the District Planning work. Specifically, the CBIZ policy includes the following language:

> *This Community Benefits Incentive Zoning policy is intended as a "bridge" framework, to be applied to all pending project applications and plan documents until the Town has completed Community Planning documents and codified them. Once codified, the Town will have substantially established land use and development policies (including clearly specified limits on height and density) that implement the Town of Mammoth Lakes General Plan.*

CBIZ has been used to allow an increase in density or height, or exceptions to setback requirements. If the density cap is removed and there is no limitation on density, CBIZ would not be necessary for density

increases. In October 2014, the Town Council eliminated the CBIZ policy adopted by Resolution 09-55. Therefore, the Land Use Element Amendments propose the deletion of Policy L.5.G., which pertains to the C-1 and C-2 designations, from the General Plan.

Transfer of Development Rights

Action L.3.H.1. of the General Plan indicates that the Town should prepare a transfer of development rights ordinance. The FAR regulatory approach would eliminate the density limitations within the Commercial Zones which would mean that density would lose value, as there would be no density maximums in the Commercial Zones. Therefore, the Town's Land Use Element Amendments propose a modification to Policy L.3.H and the deletion of Action L.3.H.1.

Mobility Element Update

The 2007 General Plan includes a Mobility Element as required under state law. However, after the adoption of the General Plan, the Town determined that an Update of the Mobility Element was necessary. The primary purpose of the Mobility Element Update is to achieve the overarching goals of the General Plan with respect to the triple-bottom-line, which is the community's social, economic, and natural capital and "feet-first" transportation strategies, which emphasizes and prioritizes non-motorized travel first, public transportation second, and vehicle last.

The Mobility Element is closely correlated with and supports the goals and policies of the General Plan Land Use Element. The Mobility Element provides the general location and extent of existing and proposed major thoroughfares, transportation routes, and other local transportation facilities in accordance with Government Code Section 65302(b). Government Code Sections 65302(b)(2)(A) and (B) require the Mobility Element to plan for a balanced, multimodal transportation network that meets the needs of all users of street, roads, and highways. "All users" by definition in the statute is "bicyclists, children, persons with disabilities, motorists, movers of commercial goods, pedestrians, users of public transportation, and seniors." This requirement was established as part of Assembly Bill 1358, which is referred to as the California Complete Streets Act, as well as Caltrans Deputy Directive DD-64-R1, Complete Streets: Integrating the Transportation System.

While the Draft Mobility Element was completed in October 2011, the Town did not adopt the Mobility Element Update due to lack of funding for CEQA analysis. In 2013 the Town conducted a study along Main Street as a result of a decision to transform its Main Street corridor from an auto-dominated state highway that passes through town into a pedestrian-first street that is downtown. In February 2014 the Town accepted the Main Street Plan, which envisions specific changes along Main Street, including an increase in the intensity of development and the removal of the frontage road. Properties along Main Street are designated C-1 and C-2 and therefore would be affected by the changes discussed above regarding the development standards and the use of an FAR without density caps. Therefore, the Mobility Element Update was revised to reflect the Main Street Plan.

C. EXISTING CONDITIONS WITHIN THE PROJECT AREAS

The project area for the Land Use Element and Zoning Code Amendments form the C-1 and C-2 designated properties and the entire Planning Area for the Town is the project area for the Mobility Element Update. Conditions in these project areas are discussed below.

Land Use Element and Zoning Code Amendments Project Area

The C-1 and C-2 designated lands comprise approximately 122acres located primarily along SR 203/Main Street and Old Mammoth Road. Figure 2 shows the Project Area and the area's relationship to other Town planning study areas (i.e., District Plans and Main Street Plan). The properties designated C-1, which include approximately 33 acres of land, are located along Main Street between the North Village District and Mono Street. The C-2 designation, which includes approximately 89 acres of land, is located primarily along Old Mammoth Road with a small area around the intersection of Old Mammoth Road and Main Street.

As discussed previously, the C-1 designation allows medium-scale, commercial mixed uses. The base density for residential is six (6) dwelling units to a maximum of 12 dwelling units per acre and a maximum of 80 hotel rooms per acre.[5] The C-1 area is a transitional zone between the more intensive C-2 and North Village areas. The C-2 designation allows for medium- and large-scale commercial mixed uses. The density of development is the same as in the C-1. Intended uses include retail and office space for services as well as visitor lodging and residential uses.

As discussed above and shown in **Figure 3**, *Zoning Districts*, there are three commercial zoning districts associated with the C-1 and C-2 designations: MLR, D, and OMR. Generally, the MLR district corresponds to the C-1 designation while the D and OMR generally correspond to the C-2 designation. There are approximately 26 acres of land zoned MLR, approximately 45 acres zoned D, and approximately 51 acres zoned OMR.

The lands zoned MLR, D, and OMR are currently developed with a mix of residential units, lodging, and commercial services for residents and visitors to the Town There are a few scattered vacant parcels. . The existing uses include retail, restaurants, cinema, equipment rental, storage, laundromat, gas stations, banks, pet supplies, offices, residences, churches, day care, visitor accommodations, and some construction related uses. Based on Town data, there are approximately 757 residential units,[6] approximately 537 lodging units,[7] and approximately 1,046,978 square feet of commercial floor area within the project area.[8]

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[5] *As indicated above, the density within the Commercial Land Use Designations is a base of 40 rooms per acre with the potential for double density pursuant to General Plan Policy L.5.G.*

[6] *Residential units – Includes single-family homes, condos, apartments, etc. This category includes all projects that were built according to the 12 units / acre requirement.*

[7] *Lodging units – Includes hotels, motels, B & Bs, etc. This category does not include homes or condos that are used transiently or as second homes. Every room or unit is counted as a whole unit.*

[8] *Commercial Square Feet – Includes square footage in a structure used for any "commercial" purpose, including retail, office, and service. "Commercial" is any use that is not Residential or Lodging. This category includes for example, post office, day care, churches, and storage.*

Main Street serves as the east-west thoroughfare through the Town. Currently, there is a frontage road that parallels both the north and south sides of Main Street, which creates a large setback for the businesses from the roadway. Angled parking is provided in pockets along portions of the frontage road. There are areas with slopes where the properties on the north side of Main Street sit above the road and areas on the south side that sit below Main Street. There is no sidewalk along Main Street or the frontage road. (The Town Council recently accepted the Main Street Plan, which identifies changes to the Main Street corridor, which are incorporated into the Mobility Element Update that is discussed below.)

Old Mammoth Road runs north-south and intersects with Main Street to form the primary entrance for visitors into the Town. This area is primarily developed with commercial strip malls geared to the automobile with large surface parking lots on most parcels fronting the roadway and the buildings set back from the streets. Residential development is intermixed with commercial development and is primarily multi-family with a mix of large complexes and smaller 6- and 8-unit buildings. The buildings are low scale, generally one to two stories in height. Sidewalks are provided on both sides of the street.

Mobility Element Update Project Area

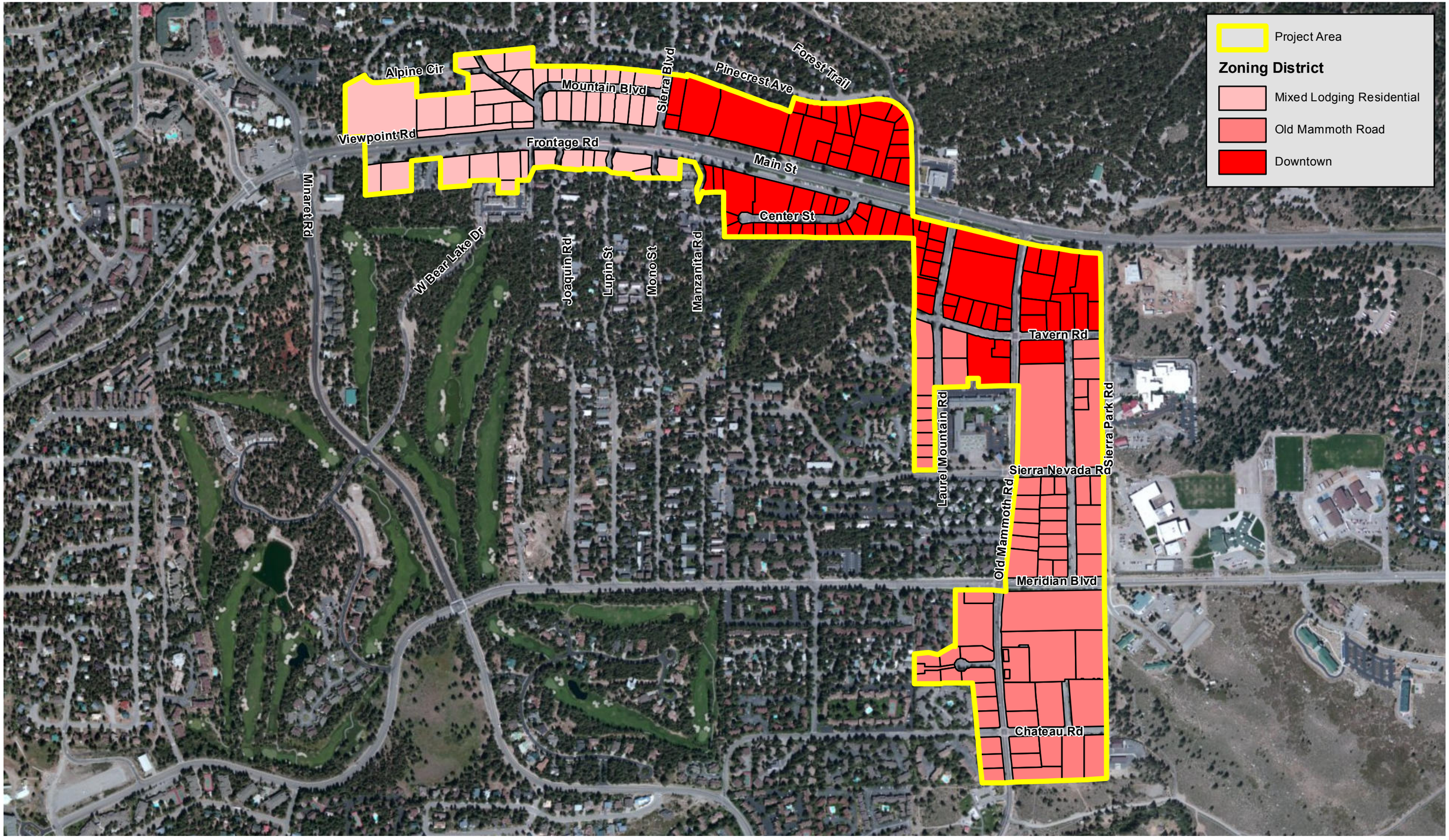
As an Element of the Town's General Plan, the planning area for the Mobility Element Update is consistent with the planning area established for the General Plan, which is shown in Figure 1. While the Mobility Element focuses on the transportation system within the Town's UGB, connectivity to areas outside of the UGB, including adjacent public lands and other regional transportation system are also considered.

D. DESCRIPTION OF THE PROJECT

The project consists of several amendments to the General Plan Land Use Element and to the Zoning Code to change the allowable intensity of development within commercially designated areas to allow up to 2.0 FAR and to remove units and rooms per acre development standards. The project also includes revisions to the boundaries of commercially designated land in the Land Use Element to match current commercial zoning districts. In addition, the project includes changing Land Use Element policy and text associated with regulating population growth through a People At One Time (PAOT) approach to an impact assessment based approach, deleting Policy L.3.F. related to community benefits, and modifying Transfer of Development Rights (TDR) policies. Finally, the project includes the adoption of the Mobility Element Update. The components of each of these changes is discussed below.

The intent of the proposed Land Use Element and Zoning Code Amendments as well as the Mobility Element Update is to achieve a sustainable and integrated system of land use and transportation in the Town of Mammoth Lakes. More specifically, the changes in the development standards and Mobility Element Update are to:

- Create flexibility through the creation of a "white box" established by development parameters, which focuses on the overall size of a structure;
- Streamline the planning process to encourage economic development;
- Cluster greater density in the downtown area to reduce vehicle miles travelled;



- PRELIMINARY WORKING DRAFT -

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0 600 1,200 Feet

Zoning Districts

Mammoth Lakes Zoning Code Update

Source: Microsoft, 2010 (Aerial); PCR Services Corporation, 2014.

FIGURE

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- Create a park-once downtown area in which people park their vehicles once and walk throughout the area thereby reducing congestion and vehicle miles travelled; and
- Create a vibrant and walkable downtown area

Land Use Element Amendments

The following section describes the General Plan Land Use Element amendments associated with the change in the commercial development standards, revisions to the boundaries of commercial designated land, change in the PAOT approach to and impacts assessment approach, and associated changes regarding CBIZ and TDR policies.

FAR and Removal of Room and Unit Cap

The General Plan Land Use Element establishes the distribution and intensity of land use within the Town. The proposed amendments would not change the land use designations or the location of the types of development within the Town. The proposed amendments modify the intensity of development that could occur in the C-1 and C-2 designated areas. The amendments would allow up to a 2.0 FAR and would remove the units and rooms per acre development standard. Therefore, the use of FAR coupled with setbacks and maximum building heights established in the Zoning Code would establish the maximum building envelope in which the uses could be contained. The proposed change to a FAR with no room or unit cap would provide greater flexibility.

With the correction to the Land Use map discussed below, approximately 29 acres of land would be designated C-1 and approximately 93 acres of land would be designated C-2. As indicated in **Table 1**, *Acreage in the Project Area Within Commercial Zoning Districts By Category*, the commercial zoning districts contain approximately 29 acres zoned MLR; approximately 41 acres zoned D; and approximately 50 acres zoned OMR.

Table 1

Acreage in the Project Area Within Commercial Zoning Districts By Category

District	Vacant	Intensify/Redevelop	No Change/Approved	Totals
MLR	1.5	3.0	25.4	29.9
D	4.5	15.6	21.2	41.3
OMR	2.3	0.5	48.0	50.8
Totals	***8.3***	***19.1***	***94.6***	***122.0***

Frontage Road associated with Vacant or Intensify/Redevelop Lands: 2.6 acres (0.9 acres on the north side of Main Street and 1.7 acres on the south side of Main Street). Therefore, an additional 2.6 acres of land is assumed available for development.

Source: PCR Services Corporation, 2014

For purposes of the environmental analysis, it is assumed that approximately 95 acres or about 78 percent of the land area within the MLR, D, and OMR zoning districts would not be expected to change. No additional units or substantial square footage is expected on this acreage because of one of the following factors: the

age and characteristics of the existing development, an existing development approval, historical trends of development, or economic analysis of development that could be absorbed in the area.[9]

As shown in Table 1, there are approximately eight (8) acres of vacant land within the Project Area, which would be assumed to develop. Approximately 19 acres within the Project Area would likely intensify or redevelop. Of the approximately 122 acres within the Study Area, approximately 27 acres, or 22 percent of the land, would be subject to development, redevelopment, or intensification.

In February 2014 the Town accepted the Main Street Plan, which envisions specific changes along Main Street, including an increase in the intensity of development and the vacation of the frontage road. The purpose of the Main Street Plan is to transform the Main Street corridor from an auto-dominated state highway into a pedestrian-first street. A portion of the area evaluated in the Main Street Plan is located within the Project Area. There are approximately 2.6 acres of land within the frontage road associated with properties that could develop, redevelop, or intensify. Of the approximately 2.6 acres, approximately 0.9 acres would be located on the north side of Main Street and approximately 1.7 acres would be located on the south side of Main Street. Because additional development could occur as a result of the vacation of the frontage road approximately half of the acreage, or 1.3 acres, was assumed available for mixed-use development.

Table 2, *Comparison of Buildout Under Current Regulations and 2.0 FAR*, compares the buildout that could occur in the Project Area under the existing regulations and buildout with a 2.0 FAR. Based on the FAR Analysis, the potential buildout using an FAR only approach could result in an increase in intensity of uses within the MLR, D, and OMR zoning districts compared with the buildout that could occur in the MLR, D, and OMR zoning districts under the current regulations. The 2.0 FAR could result in an estimated 76 rooms per acre for lodging and approximately 43 to 46 residential units per acre.

Table 3, *Summary of Proposed Land Use Changes within the Commercial Designations*, summarizes the changes that could occur from the proposed change within commercially designated areas to allow up to 2.0 FAR including the removal of units and rooms per acre development standards.

The 2.0 FAR could result in an increase in intensity within the Downtown area. With the current regulations that require ground floor commercial space along certain streets, the area would likely be more mixed-use in nature. The increase in intensity and requirement for mixed-use development within the Project Area would likely concentrate the development in a smaller geographic area. This in turn could help to create a more pedestrian-focused environment and would support the park-once approach in the downtown area.

The proposed General Plan amendments would modify the description of the C-1 and C-2 designations to reflect the 2.0 FAR and to remove the density/intensity cap. The following shows the proposed amendments in strikethrough/underline:[10]

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[9] *Mammoth Lakes Economic Forecast and Revitalization Strategies, Economic & Planning Systems, Inc., October 2011.*

[10] *Strikethrough/underline is used to show the deleted and new text. The text shown in ~~strikethrough~~ is text to be deleted and the text shown in underline is new text.*

Table 2

Comparison of Buildout Under Current Regulations and 2.0 FAR
(MLR, D, and OMR Zoning Districts)

	Buildout – Current Regulations	Buildout – 2.0 FAR	Change in Buildout Potential (Current Regs vs. 2.0 FAR)[a]
Commercial (Square Feet)	53,136 square feetb	483,154 square feet	+ 430,018 square feet
Lodging (Rooms)	524 to 1,048 rooms[c]	951 rooms	+427 to -97 rooms
Residential (Units)	117 units[d]	430 units	+ 313 units
Vacation of Frontage Road[e]		28,957 square feet 40 rooms 23 units	

[a] *These numbers are the difference between development that could occur under current regulations minus development that could occur with a 2.0 FAR. This does not provide a net number, which would be deducting the existing square footage.*

[b] *The Zoning Code currently allows 2.5 FAR in the commercial districts with a limit on the number of rooms or residential units. While under the current regulations a project could develop 2.5 FAR of commercial floor area, for purposes of this comparison a 0.25 FAR is used as that relates to the level of development assumed in the Town's traffic model.*

[c] *Assumes 40 to 80 rooms/acre; 40 rooms/acre is the base allowable intensity, with up to 80 rooms/acre allowed with the provision of community benefits.*

[d] *Assumes 12 units/acre.*

[e] *Assumes that one-half of the acreage associated with parcels that may develop, redevelop, or intensity could also develop. For analysis purposes this assumes that an additional 1.3 acres of land would be available for mixed use development as a result of the vacation of the frontage road. The projections assume that 25% of the square footage would be commercial uses and the 75% would be split between residential and lodging.*

Source: PCR Services Corporation, 2014

Commercial 1 (C-1) The C-1 designation allows medium-scale, commercial mixed uses. ~~The base density for residential is six (6) to a maximum of twelve (12) residential dwelling units per acre and a maximum of forty (40) hotel rooms per acre.~~ The maximum floor area ratio is 2.0. This designation is located along Main Street between the North Village district and Mono Street, and is intended to create a transition zone to the more intensive Commercial 2 and North Village designation. ~~A minimum floor area ratios and amount of commercial uses will be established in the Zoning Code.~~

Commercial 2 (C-2) This designation allows for the community's medium- and large-scale commercial uses. ~~The base density for residential is six (6) to a maximum of twelve (12) residential dwelling units per acre and a maximum of forty (40) hotel rooms per acre.~~ The maximum floor area ratio is 2.0. Intended uses include retail and office space for services as well as visitor lodging and residential uses. ~~A minimum floor area ratio and amount of commercial uses will be established in the Zoning Code.~~

Land Use Diagram Amendment

The project includes an amendment to the Land Use Diagram to correct boundaries of the C-1 and C-2 designations to match the associated zoning. This is a map correction and is not a change in the designations. With the correction to the Land Use map, approximately 29 acres of land would be designated C-1 and approximately 93 acres of land would be designated C-2.

Table 3

Summary of Proposed Land Use Changes within the Commercial Designations

	Residential Units	Lodging Units	Commercial Floor Area
Existing	757 units[a]	537 rooms[b]	1,046,978 square feet[c]
Proposed 2.0 FAR Net Change	+379 units[d]	+920 rooms[e]	+341,377 square feet[f]
Projected Buildout with 2.0 FAR	*1,136 units*	*1,457 rooms*	*1,388,355 square feet*
Increase Under Current Regulations	117 units	524 to 1,048 rooms	53,136 square feet
Buildout Under Current Regulations (Existing + Current Buildout)	*874 units*	*1,061 to 1,585 rooms*	*1,100,114 square feet*
Net Change (Buildout with 2.0 FAR – Buildout Under Current Regulations)	**+262 units**	**+396 room to -128 rooms**	**+288,241 square feet**

[a] *Residential units – Includes single-family homes, condos, apartments, etc. This category includes all projects that were built according to the 12 units / acre requirement.*

[b] *Lodging units – Includes hotels, motels, B & Bs, etc. This category does not include homes or condos that are used transiently or as second homes. Every room or unit is counted as a whole unit.*

[c] *Commercial Square Feet – Includes square footage in a structure used for any "commercial" purpose, including retail, office, and service. "Commercial" is any use that is not Residential or Lodging. This category includes for example, post office, day care, churches, and storage.*

[d] *This is a net number which is the projected units minus existing units (430 projected units – 74 existing units = 356 net residential units). In addition, this includes the 23 residential units that could be developed as a result of the additional developable land from the vacation of the Main Street frontage road (356 net units + 23 units = 379 units).*

[e] *This is a net number which is the projected rooms minus existing rooms (951 projected rooms – 71 existing rooms = 880 net rooms). In addition, this includes the 40 rooms that could occur as a result of the additional developable land from the vacation of the Main Street frontage road (880 net rooms + 40 rooms = 920 rooms).*

[f] *This is a net number which is the projected square footage minus existing square footage (483,154 square feet – 170,734 square feet = 312,420 square feet). (This assumes that the existing square footage on parcels that would intensify would remain.) In addition, this includes 28,957 square feet that could occur as a result of the additional developable land from the vacation of the Main Street frontage road (312,420 net square feet + 28,957 square feet = 341,377 square feet).*

Source: Town of Mammoth Lakes and PCR Services Corporation, 2014

People At One Time Amendment

The project includes an amendment to Policy L.1.A, which limits the PAOT to 52,000 people. Given that the Town has determined that an impacts-based assessment approach would be more meaningful to ensure that the projected and proposed growth do not exceed the Town's carrying capacity, the policy would be amended as follows:

L.1.A. Policy: ~~Limit total peak population of permanent and seasonal residents and visitors to 52,000 people.~~ Utilize Project Impact Evaluation Criteria (PIEC) to evaluate the relationship between growth, density, and population to ensure the balance of economic, social, and environmental factors so as to ensure that development does not exceed the carrying capacity of the Town.

Community Benefits Incentive Zoning Amendment

CBIZ has been used to allow an increase in density or height, or exceptions to setback requirements. With the removal of the density cap, CBIZ would not be necessary for density increases. Therefore, the Town's General Plan amendments propose a deletion of Policy L.5.G. from the General Plan as follows:

~~L.5.G. Policy: In the C-1 and C-2 Designations, density may be increased to no more than twice the density for hotel, motel, and similar transient lodging projects that specifically enhance the tourism, community, and environmental objectives of the Town. This enhancement must be through the provision of amenities, services, and/or environmental benefits above and beyond those required to meet the incremental demands of the project. These amenities, services, and environmental benefits include, but are not limited to those listed under "Community Character" on page 24 of this General Plan. Any such increase shall further the Community Vision, shall be consistent with the discussion of "Build-out" on page 37 of this General Plan, shall be consistent with approved District Plans, and shall be subject to such rules, processes, and findings as may be adopted by the Town Council in its sole discretion.~~

Transfer Development Rights Amendment

Action L.3.H.1. of the General Plan indicates that the Town should prepare a transfer of development rights ordinance. The FAR regulatory approach would eliminate the density limitations within the Commercial Zones which would mean that density would lose value as there would be no density maximums in the Commercial Zones. Therefore, the Town's General Plan amendments propose a modification to Policy L.3.H and the deletion of Action L.3.H.1 as follows:

L.3.H. Policy: Density may be clustered or transferred within clearly articulated ~~district,~~ master and~~,~~ specific plans to enhance General Plan goals and policies. ~~Development rights may also be transferred between districts when that transfer furthers protection of identified environmentally sensitive areas.~~

~~L.3.H.1. Action: Prepare a transfer of development rights ordinance describing the methods and findings for approving such density transfers.~~

Other Amendments

As a result of the proposed amendments discussed above, cleanup of other portions of the General Plan would be necessary. In addition to the amendments discussed above, the discussion regarding buildout in the General Plan (p. 37 of the General Plan) would need to be revised to remove reference to the PAOT.

Appendix A: Action Table and Appendix E: Useful Terms for Understanding the General Plan would be revised to reflect the changes. For example, the definitions for Community Benefit and PAOT would be deleted. In addition, the term and definition for Floor Area Ratio would be added.

Zoning Code Amendments

The proposed Zoning Code Amendments revise the allowable FAR in the MLR, D, and OMR zoning districts to reflect the 2.0 FAR that was determined to provide an appropriate level of development through the FAR

Analysis. In addition, the Zoning Code Amendments would remove the unit and room cap that is currently specified in the code. No change is proposed to other development standards, such as setbacks, height, parking, and areas for snow removal. Thus, Section 17.24.010, Purpose, of the Zoning Code would be revised as follows:

Downtown District (D). Downtown (D) District is intended to provide a thriving mix of residential, non-residential, and lodging uses and a distinctive gateway entry into town, with a focus on ground-level commercial uses and active frontages. The development standards are intended to concentrate development along Main Street with a focus on shop front buildings that frame the street and provide an animated, pedestrian-friendly environment with high visual quality. The maximum FAR is ~~2.5~~2.0. ~~Lodging development has a maximum density of 80 rooms/acre. Residential development has a maximum density of 12 units/acre.~~ The D zoning district is consistent with the Commercial 2 (C-2) land use designation of the General Plan.

Old Mammoth Road (OMR). The Old Mammoth Road (OMR) District is intended as an arts and culture district oriented toward medium scale commercial development along Old Mammoth Road, emphasizing community serving retail, artist galleries, office and service uses. It is intended to encourage a mix and intensity of uses in a pedestrian-scaled environment at a scale and form that is appropriate to its neighborhood context and adjacent residential uses and forms. The maximum FAR is ~~2.5~~2.0. ~~Lodging development has a maximum density of 80 rooms/acre. Residential development has a maximum density of 12 units/acre.~~ The OMR zoning district is consistent with the Commercial 2 (C-2) land use designation of the General Plan.

Mixed Lodging/Residential (MLR) District. The Mixed Lodging/Residential (MLR) District is intended to allow one or more of a variety of lodging, residential, and non-residential uses to encourage a mix of uses and emphasize transient occupancy. The maximum FAR is ~~2.5~~2.0. ~~Lodging development has a maximum density of 80 rooms/acre. Residential development has a maximum density of 12 units/acre.~~ The MLR zoning district is consistent with the Commercial 1 (C-1) land use designation of the General Plan.

In addition, text would be added to Section 17.24.010 to clarify that while a maximum 2.0 FAR would be allowed, there are other development standards that must be met on a parcel. The 2.0 is considered a maximum allowable FAR and is not "by right" and may not be achieved on all parcels given site constraints and compliance with other standards. The proposed addition to the Zoning Code is as follows:

A. The permissible Floor Area Ratio (FAR) for a particular project or parcel will be affected by applicable design requirements; height, setback, and stepback requirements; and other dimensional standards. Accordingly, the maximum theoretically possible FAR is not achievable in some instances. Nothing in this Zoning Code or in the Town's General Plan waives any design requirement or excuses compliance therewith, or entitles any applicant, project, or parcel to receive the maximum theoretically possible FAR.

Mobility Element Update

The Mobility Element is a component of the General Plan and guides the Town's investment and decision-making for transportation and accessibility improvements to the Town's system of roads, sidewalks, paths, bike lanes, trails, parking, and public transit. The Mobility Element Update establishes the Town's goals,

policies, and actions necessary to achieve a progressive and comprehensive multimodal transportation system that serves the needs of residents, employees, and visitors in a way that is connected, accessible, and safe.

The Mobility Element Update involved research on emerging and practical transportation and land use principles, coordination with agencies that have jurisdiction within the defined planning area and immediate surrounding area (i.e., California Department of Transportation and Inyo National Forest (U.S. Forest Service)) as well as other stakeholders, such as the Great Basin Unified Air Pollution Control District (GBUAPDC), Eastern Sierra Transit Authority (ESTA), Mammoth Lakes Trails and Public Access (MLTPA), Mammoth Mountain Ski Area (MMSA), and Mono County Local Transportation Commission (MCLTC). In addition, public participation played an important role in the development of the Mobility Element Update. Broad-based public outreach and community engagement was conducted to solicit feedback and input from the public about mobility issues and needs and to discuss potential solutions and priorities. Participation from all sectors of the community, including permanent residents, visitors, second home-owners, and other agencies and organizations, was encouraged. The Town provided a series of transportation-specific input opportunities, including two workshops, one all day open house, two "roadshow" trolley tours of the major transportation corridors, and an internet-based survey.

The framework of the Mobility Element Update reflects two key concepts that are a focus of the General Plan:

- The Triple-Bottom-Line – The community's social, economic, and natural capital, and
- "Feet-first" Transportation – emphasizes and prioritizes non-motorized travel first, public transportation second, and vehicle last.

The following are principles that guide the Mobility Element and help achieve the overarching goals of the General Plan:

- Complete streets: Serve all users and all abilities through bicycle, pedestrian, and vehicle infrastructure;
- Safety: A safe and accessible system is fundamental;
- Environment: Improve air quality, water quality and slow climate change;
- Management: Transportation infrastructure is an expensive and limited resource;
- Context-sensitive design: Design follows function, character, and environment;
- Public spaces and places: Streets are an important part of "place-making";
- Community health: Improving transportation improves health;
- Affordability: Integration of housing and transportation planning can influence affordability; and
- Economy: Efficient transportation supports a strong economy.

The Mobility Element Update provides the framework for the Town's existing and future multimodal transportation system. The future multimodal transportation system will be progressive and comprehensive and will serve the various needs of residents, employees, and visitors in a way that is connected, accessible uncongested, and safe. The Mobility Element Update provides detailed guidance for each mode of

transportation, including pedestrian, bicycle, transit, and vehicle. The Mobility Element Update is divided into sections addressing each mode of transportation. Each section includes a series of goals, policies, and actions that establish the framework necessary to address transportation needs and to make positive progress toward creating a sustainable and attractive transportation system consistent with the general Plans triple-bottom-line and feet-first concepts.

The Complete Streets section of the Element synthesizes all components of the transportation system and recognizes that streets must provide appropriate infrastructure for pedestrian, bicycle, and vehicle uses. Additionally, complete streets provide unique public spaces and the opportunity to enhance the character and quality of life in the Town. The Mobility Element recognizes that increasing the overall capacity of the system, by emphasizing improvements that reduce vehicle trips and focus on feet-first travel will be necessary.

The Mobility Element Update contains goals, policies, and action items for each of the following sections:

- Complete Streets
- Vehicle
- Pedestrian
- Bicycle
- Transit
- Parking
- Travel Demand Management
- Regional and Interregional Transportation

To carry out its primary objectives, the Mobility Element Update identifies the following improvements to the local and regional transportation systems:

- Main Street Reconfiguration – The Main Street Plan includes the vacation of the frontage road and conversion to a four-lane cross-section with a center median and turn pockets. Implementation would likely be phased. Preliminary phases to provide basic infrastructure would be constructed by the Town with major capital works being driven by new development on Main Street.
- USFS Property Connections – Provides connections within the USFS lands on the north side of Main Street. These connections would provide improved connectivity on the north side of Main Street and would be considered with potential future USFS development plans.
- Thompsons Way – Creates a new north-south street connection between Main Street and the Sierra Nevada Road Extension, parallel to Sierra Park Road that would provide access to the new County Courthouse, Mammoth Hospital and the schools.
- Tavern Road Extension – Extends Tavern Road to the east, which connects to Thompsons Way. The extension would primarily serve Mammoth Hospital and potential future development of the Civic Center parcel south of the new County Courthouse.

- Sierra Nevada Road Extension – Extends Sierra Nevada Road to the east to connect to the new Thompsons Way. This connection would create an additional east-west connection parallel to Meridian Boulevard near the schools and hospital.
- Shady Rest Site Connections – Provides connections within the Shady Rest Site between Center Street, Tavern Road, Dorrance Drive, and Chapparal Road/Arrowhead Drive. These connections would improve east-west and north-south connectivity in the center of town and would likely occur with development of the Shady Rest Site.
- Callahan Way Extension – Extends Callahan Way south to Dorrance Drive. This connection would provide improved access to Main Street from the Sierra Valley neighborhood and would likely occur with development of Sierra Star (Lodestar).
- 7B Road (Sierra Star Connector) – Connects Minaret Road to East Bear Lake Drive as well as to Main Street. This connection would provide required access to the futures (approved) Mammoth Crossing and Tanavista projects as well as to Sierra Star (Lodestar). This connection would also provide enhanced emergency access to the Holiday Haus (approved) and the Chutes properties. This connection would likely occur with development of Sierra Star and Mammoth Crossing.
- Mammoth Yosemite Airport Road Extension – Connects the Mammoth Yosemite Airport to Benton Crossing Road, providing alternate access from US 395.

The Mobility Element Update identifies opportunities for new signals and roundabouts throughout Town. The location and implementation of these facilities will be carefully evaluated for public benefit and cost effectiveness as a traffic management facility.

E. ANTICIPATED PROJECT APPROVALS

The Town of Mammoth Lakes is the lead agency under CEQA for the General Plan and Zoning Code Amendments as well as the adoption of the Mobility Element Update. The Mammoth Lakes Town Council will have final discretion over the General Plan and Zoning Code Amendments as well as the Mobility Element through adoption of these documents. No other approvals would be required.

Attachment 2

Draft Mobility Element is available on the Town's website at http://www.townofmammothlakes.ca.gov/index.aspx?nid=425