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BROOKTRAILS TOWNSHIP

SPECIFIC PLAN

Prepared For:

County of Mendocino

Funded By:

Brooktrails Township
Community Services District

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IMPLEMENTATION

(This section reserved for adopting ordinances/resolutions in the final document.)

VISION STATEMENT[1]

- PREPARED BY -
BROOKTRAILS COMMUNITY VISION FOCUS GROUP

- **We envision** Brooktrails Township as an environmentally planned residential community. We will be a community of people of various backgrounds, means, race, age and convictions. The residents and property owners will always have the opportunity to participate in policy decisions.

- **We envision** our planning for infrastructure to balance the needs and desires of the community with what the environment can sustainably support, while keeping within our prudent financial ability.

- **We envision** safe and dependable additional highway access to serve Brooktrails Township, an effective disaster preparedness plan and a responsive infrastructure including fire, ambulance, and law enforcement that reflects Brooktrails Township's changing growth and safety needs.

- **We envision** preserving the tranquility, and natural beauty of our environment by being stewards of our natural forest ecosystem, for future generations. We will develop and maintain our trail system, and provide and maintain neighborhood recreation opportunities consistent with the environment. We will affect change by coordinating with neighboring non-Brooktrails residents and the City of Willits and Mendocino County governments.

- **We envision** that our development will continue to evolve over time, with both the County and the District exerting appropriate leadership through the timing of the infrastructure standards and/or programs consistent with the needs of both residents and lot owners alike. The guiding principles shall be establishing the appropriate balance between development and the environment; and the preservation of individual property rights.

- This **VISION** affirms that the transition from the original concept of the Brooktrails vacation village to a community of predominately full-time residents shall continue and shall be the basis of our Specific Plan.

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1. The Vision Statement is as contained in the Brooktrails Community Vision Focus Group Report and Recommendations, prepared for the Brooktrails Township Board of Directors, June, 1994. Amended and adopted by the Brooktrails Township Community Services District Board of Directors on December 20, 1994.

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1. SUMMARY

This Specific Plan represents a new beginning for the Brooktrails Township. Brooktrails has evolved from a second home community to one in which most of the homes are occupied by year-around permanent residents. This has resulted in major changes in the community relating to vehicular and pedestrian circulation, potential degradation of environmental resources and changes in quality of life. In addition, many environmental factors including steep slopes, soil instability, fault zones, high fire hazard, and potential dam inundation were not analyzed in a manner that would meet today's regulatory standards; any major project proposed within the Township triggers analysis under current laws, including the California Environmental Quality Act (CEQA).

In 1989, in the process of preparing an Environmental Impact Report (EIR) on a proposed reservoir, the Township Board of Directors recognized that providing additional water had many community planning implications. In fact, fundamental information about population (eventual Township "buildout") was a critical missing link in the analysis for the proposed reservoir. The EIR clearly identified significant growth-inducement and growth-accommodation issues which underscored the need for additional planning.

To address the need for additional community planning, the Township voters gave approval to begin a planning process by an overwhelming 69 percent vote. In August 1992, the Mendocino County Board of Supervisors adopted an ordinance designating the Township Board of Directors as the Area Planning Commission--one of its chief duties being to prepare this Specific Plan and implement measures as delegated by the County Board of Supervisors.

The *Brooktrails Township Specific Plan* addresses the changes in the community and the priorities of its residents and other property owners. The Plan guides ongoing development of the 4,943-acre Brooktrails Proper subdivision, referred to herein as "Brooktrails Township"; its provisions do not apply to the adjacent Spring Creek and Sylvandale subdivisions, except with regard to existing service agreements.

The Plan sets forth a goal and policy framework and implementation programs for guiding ongoing development of this semi-rural residential community. The Plan assumes an ultimate buildout of 4,000 equivalent dwelling units and an ultimate population of 9,919 residents. The plan is based on the *Vision Statement* and the Goals and Objectives originally developed by the Community Vision Focus Group and their "pyramid groups", as amended by the Township Board of Directors. It also draws upon extensive community input from a survey of property owners regarding their intentions to develop their property, two Community Congress meetings, a Bay Area Focus Group session, Specific Plan Advisory Committee meetings, and substantial oral and written correspondence presented to the Township Board of Directors. Paramount to this process and to the development of this Plan has been a commitment to seek to establish Common Ground as the community moves forward into the next Century.

As set forth by state law, the Specific Plan establishes the goals and policies to guide the location, intensity and character of land uses, the circulation pattern, necessary infrastructure, improvements, and implementation actions required to realize the Plan recommendations. The Plan also contains a financing program necessary to maintain community services and provide the infrastructure required to accommodate buildout of the Plan.

The major features of the *Brooktrails Township Specific Plan* are as follows:

- The overall land use objective is to **promote environmental stewardship;** this encompasses careful site design including measures to conserve water and energy;

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avoiding and minimizing impacts to key environmental resources; and managing the Township Greenbelt. The Plan allows for a level of development that balances protection of the forest ecosystem with environmentally sensitive development. Conservation easements will be used to protect some environmentally sensitive areas and to create fire hazard protection zones.

- Continuation of a **predominantly single-family community with up to 4,000 equivalent single-family residential units (SFRs)**[1]. At buildout with 4,000 SFRs, there would be 3,815 residential dwellings on 3,673 developed lots with a total population of 9,919 individuals.

- **Voluntary reconfiguration of some high constraint parcels** to create larger parcels with fewer allowable units. Reconfigured parcels will afford greater protection of public health and safety in high-constraint areas as well as protection of visual resources and open space amenities.

- A program consisting of **incentives to encourage lot mergers**. A public entity overseen by the Brooktrails Township Board of Directors will be established to implement an incentive program including financial incentives, to encourage lot mergers. After a period of five years, the voluntary merger program will be evaluated for updating and/or amendment.

- The plan makes **adjustments to the zoning map** to reflect changes in the manner in which the community has developed. Remote commercial parcels have been rezoned for single-family development, while appropriate commercial areas have been consolidated and preserved. This plan identifies areas zoned for multi-family development in the earthquake fault zone and in the "B1" zone adjacent to the Ells Field Airport to be considered for future rezoning to single-family development. This Plan does, however, preserve multi-family development areas, where environmentally suitable, to ensure the provision of adequate affordable housing. In addition, the entire Specific Plan area will be placed within a Specific Plan (SP) overlay combining district to highlight the fact that a different set of goals, policies, regulations and implementation programs apply to this area.

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1. The term "SFR", equivalent single-family residential unit, is used for water consumption planning purposes.

- Circulation improvements which consist of **two additional access roads** to address existing access and emergency evacuation constraints--one linking the Township with State Route 20 to the south, and eventually, a second new access road connecting the Township with U.S. Highway 101 to the east. At two lanes, the new Southern Access Route would begin to reach capacity as the Township begins to reach buildout at 4,000 units. The third access route would then be required to relieve traffic on Sherwood Road and the new Southern Access Route. Additional circulation improvements include but are not limited to:

  - Improvements at the Sherwood Road/Birch Street intersection.
  - Improvements to Sherwood Road including adding paved shoulders (four-foot minimum width), left-turn pockets between U.S. 101 and Poppy Drive, and a pathway along its entire length.
  - Extension of Ridge Road between Iris Drive and Goose Road.
  - Development of parking bays, as feasible, throughout the Township to address current narrow roadway constraints.

- A **1,600 acre-foot reservoir** to meet domestic water supply requirements for a community of 4,000 equivalent dwelling units and a population of 9,919 individuals. Assuming development of 40 units per year, the reservoir would be needed in the year 2,023. This project will require subsequent environmental analysis prior to development.

- **Community facility and infrastructure improvements** that will serve the specific needs of the Township as it develops over time. These improvements include, but are not limited to:

  - Development of wells to supplement the existing water supply for up to 2,500 units.
  - A new raw water main connecting the new reservoir to the existing raw water main at Lake Emily.
  - Expansion of the existing water treatment plant at Brooktrails in its present location to accommodate growth to 4,000 units.
  - A new wastewater trunk main to replace or parallel the existing trunk main from the Township to the City of Willits Wastewater Treatment Plant to accommodate development beyond 2,000 units, and a second new line to accommodate 3,000 units.
  - A third fire station is anticipated in the near term in the vicinity of the airport to serve existing development. A fourth fire station and fire vehicles would be required to serve 2,000 units, and a fifth fire station and vehicles would be required to accommodate 4,000 units.

- **Design Guidelines and Site Development Standards** that: protect public health and safety; preserve and enhance environmental resources and public amenities;

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and establish and enforce design standards that will protect visual quality, and the community's quality of life in the existing semi-rural setting.

- Under the Specific Plan financing program, **four bond issues are recommended**. The first bond issue will be needed in the near term to finance the second access road which is needed at this time. The second bond issue would be required to fund wells and preliminary reservoir work at about the year 2011. The third bond issue would be required for the new 1,600 acre-foot reservoir around the year 2023. The fourth bond issue would be required for the third access road, scheduled for construction at 3,500 SFRs around the year 2048.

Development impact fees are also anticipated. An impact fee schedule is estimated based on a proposed allocation of capital project funding between fees and bond assessments. Actual fee levels, however, will depend upon the actual timing of the projects and the authorization for assessments.

- The Plan assumes the **continued involvement of an active citizenry** to work with the Board of Directors in implementing the Specific Plan:

  - to continuously collect and update planning and environmental data;
  - to prepare annually both a Planning Report and a "State of the Environment" Report for the Township Board of Directors;
  - to assess the needs of the community's senior citizens;
  - to make recommendations regarding the provision of facilities and amenities for off-site property owners, including possible development of time-share units.
  - to make recommendations regarding new provisions or refinements for Specific Plan updates.

The Plan's success depends on the continuing community support to ensure that, once adopted, the plan is protected from unwarranted changes, and that its programs are implemented in accordance with the intent of its guiding goals and policies. In addition, the Plan's success depends on the combined efforts of all regulatory and service delivery agencies currently active in the Plan area, and, particularly, on the ongoing close cooperation between Brooktrails Township and the County of Mendocino.

2. SPECIFIC PLAN

2.1 SPECIFIC PLAN ORIGINATION

Brooktrails Township is an unincorporated Mendocino County community consisting of 6,605 parcels located immediately northwest of the City of Willits (see Figure 2-1, Regional Location Map, and Figure 2-2, Site Location Map). Currently, Lake Emily and Lake Ada Rose at Brooktrails provide sufficient domestic water supply for 2,000 equivalent single-family dwelling units within the Township.[1] However, as currently subdivided, 4,000 residential lots would not be supplied with water from existing sources.

Over the past decade, the Township Board of Directors has investigated ways to meet anticipated water needs for future growth. In 1981, the Township retained a consulting team to prepare an analysis of three alternative dam sites. Eight years later, the Township initiated preparation of the *Willits Creek Reservoir Project Draft Environmental Impact Report* (EIR). The Willits Creek Reservoir was a proposed 2,400 acre-foot impoundment, considered by the Township sufficient in size to allow buildout of the Township. The Draft EIR was completed and issued for agency and public review in July, 1991. However, through the review process, given existing environmental constraints of steepness of slope, slope stability, habitat, access and other community development issues, it became apparent that the size and cost of the reservoir would ultimately depend on how many residential units would, or could, actually be constructed

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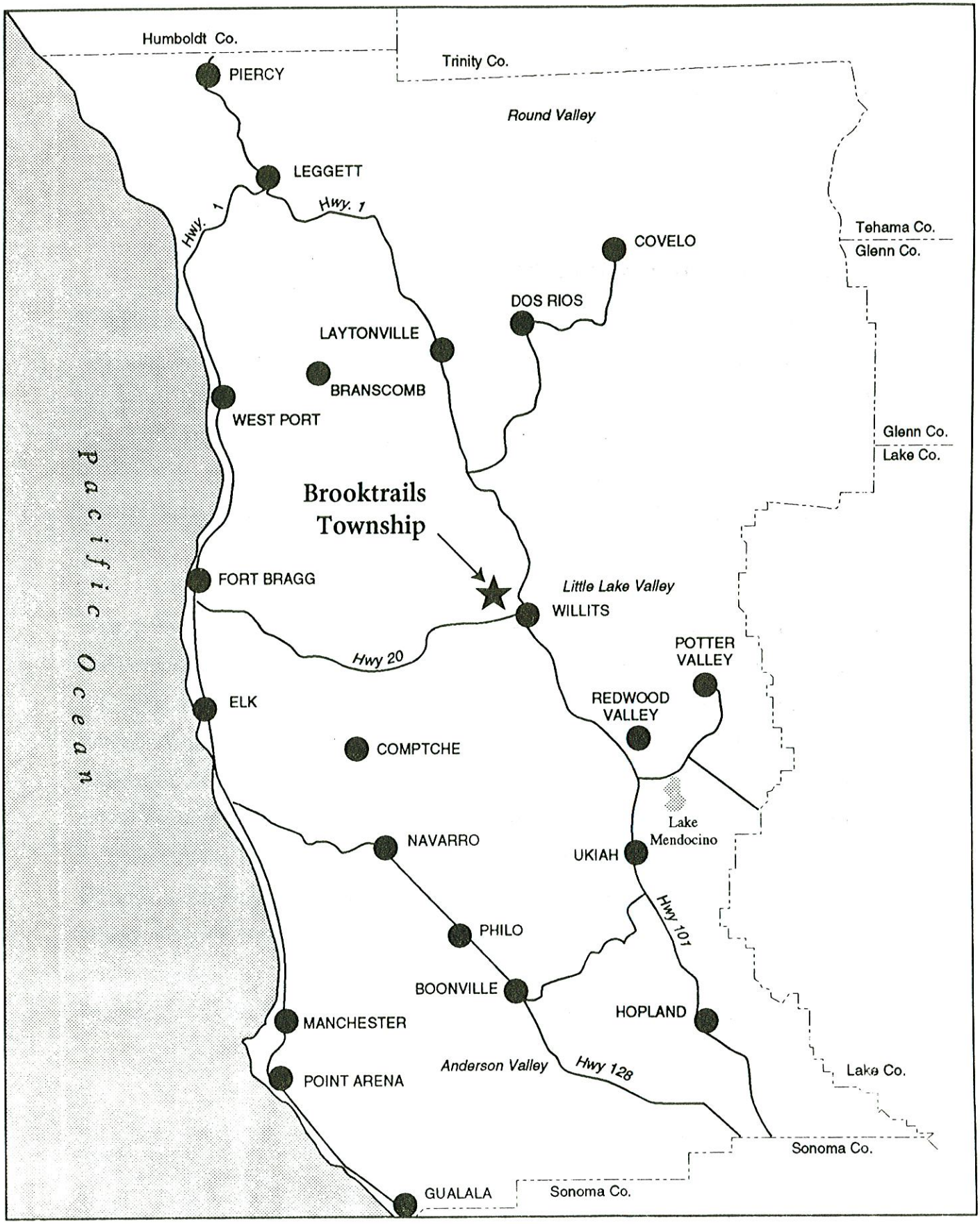
1 Water at Brooktrails is measured according to SFRs, or Single Family Water Usage Units, which is the average water usage rate of a full-time, occupied single family residential unit. Up to 1993, it was thought that an additional water source would be necessary to provide for development at Brooktrails over 1,330 connections. However, on January 12, 1994, based on a technical analysis performed for the District regarding the available water supply to Brooktrails, the California Department of Health Services, Office of Drinking Water, amended Domestic Water Supply Permit No. 82-020 to allow the District to serve up to 2,000 service connections.



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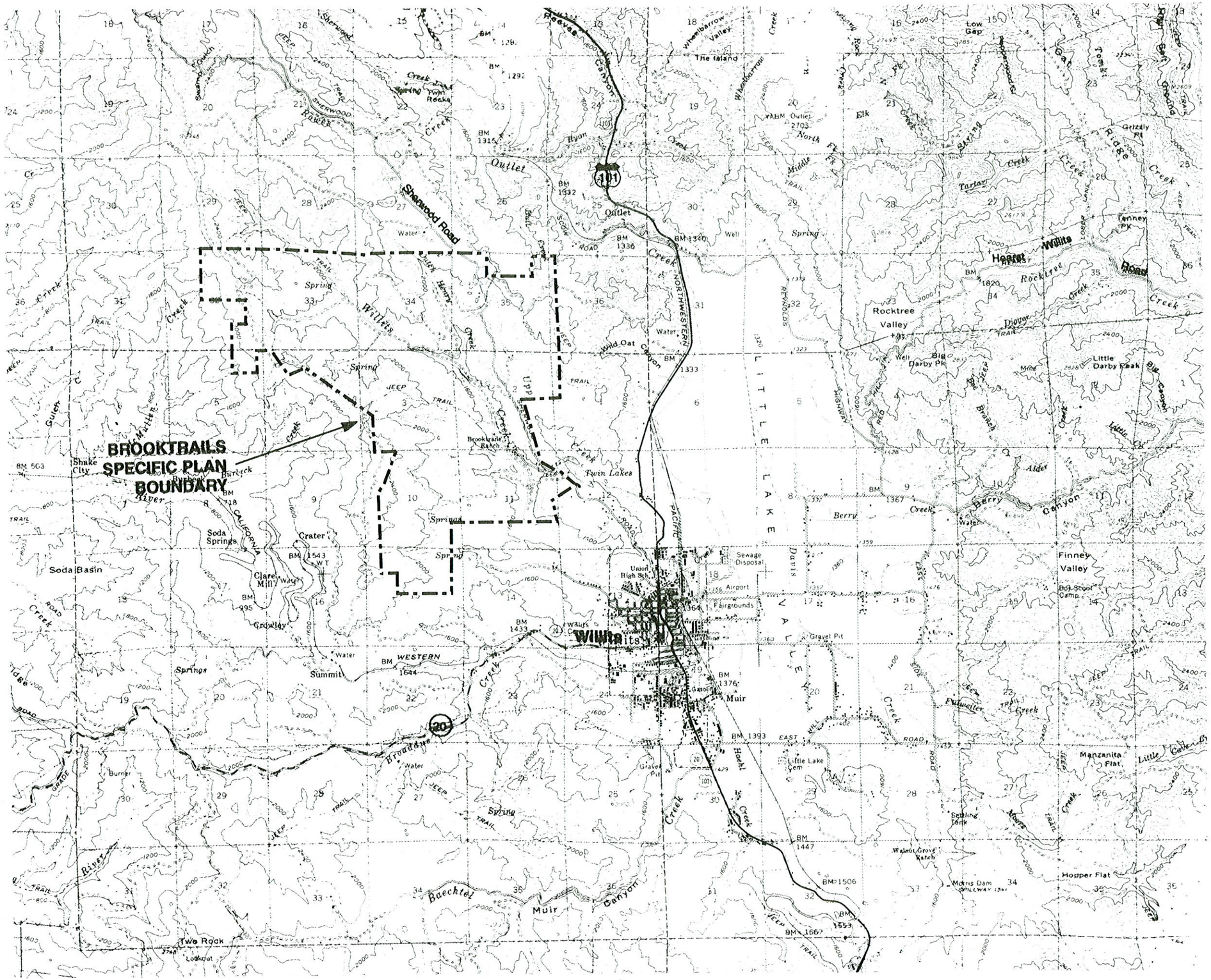
Source: EIP Associates

BROOKTRAILS TOWNSHIP SPECIFIC PLAN

Figure 2-1

Regional Location Map



BROOKTRAILS TOWNSHIP SPECIFIC PLAN

Figure 2-2
Site Location Map

within the Township.

Through the process of addressing comments on the scope and content of the EIR by various regulatory agencies and the public, the Township Board of Directors recognized that a community plan was necessary to address Township development potential and land use and environmental concerns to allow for a better understanding of the costs and impacts associated with the proposed Willits Creek Reservoir project. Accordingly, after several years of effort, the Township obtained legislation by the State legislature, and Township voter approval, authorizing the District to become the first special district in California to engage in land use planning decision-making. Mendocino County Ordinance No. 3829 adopted by the Board of Supervisors on August 18, 1992, established the Brooktrails Township Community Services District as the Brooktrails Area Planning Commission (planning authority granted by the State of California as delegated through Mendocino County), and noted it was the "function and duty" of the Planning Commission to prepare a Specific Plan pursuant to Section 65450 of the California Government Code and related General Plan amendments. This Specific Plan is the result of that legislation (does not include the Spring Creek and Sylvandale subdivisions).[2]

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2 Spring Creek and Sylvandale are both subdivisions which were annexed to the District. The District provides water service, recreation and fire protection services to the Spring Creek subdivision and recreation and fire protection services to the Sylvandale subdivision. Both subdivisions have associations and have been active in the community planning process. The residents of both subdivisions have expressed concern over the years as to the possibility that the District's efforts to provide rules and regulations for Brooktrails proper might result in unanticipated consequences in the two subdivisions where conditions are perceived by residents to be substantially different. The District Board has expressed its intent to refrain from preparing planning studies which would relate to land use and criteria by which development would proceed in the Spring Creek and Sylvandale subdivisions.

Ordinance 3829 excluded the Spring Creek and Sylvandale subdivisions from the area to be covered by the Specific Plan. The Specific Plan will not operate to change land use or existing standards and criteria by which development is undertaken in these two areas. Included in the planning process as it relates to the two subdivision are the distribution and extent of Greenbelt and the distribution of infrastructure and other essential facilities such as fire fighting and prevention facilities.

2.2 PURPOSE OF SPECIFIC PLAN

A Specific Plan, as its name implies, is a detailed plan for the development of a specific area. The *Brooktrails Township Specific Plan* is the first Specific Plan to be prepared for the Township and forms a new beginning for the Township as a whole. This Plan represents the culmination of a planning concept that first surfaced approximately four years ago, and is the result of a community planning effort conducted over approximately three years. It has been prepared in an attempt to address numerous issues and concerns with respect to Brooktrails Township which have arisen over the past few years, related primarily to the quality and character of new development, the sequencing of community facilities and infrastructure, environmental protection and enhancement, public safety, recreation and related issues.

The purpose of this Plan is to provide for the orderly and systematic development of the Township in a method generally consistent with the *Mendocino County General Plan*. It encompasses the elements of the *Mendocino County General Plan* into a more refined document which focuses on the development of the Township property in particular. The Specific Plan establishes more specific goals, policies and conditions for the development of the Township. The Plan provides for the development of 4,940 acres of the Township, including greenbelt area, in a community consisting of primarily residential and public open space preserve land, with some commercial land uses, while observing and incorporating the environmental characteristics, opportunities and constraints inherent within the Planning area and surroundings. This Specific Plan has been prepared in accordance with the requirements set forth in California Government Code Section 65451.

A Specific Plan is a policy or regulatory tool used to guide community development. Specific Plans may be adopted either by resolution or ordinance. This allows cities and counties to choose whether their specific plans will be policy-oriented (adopted by resolution), regulatory (adopted by ordinance) or both. Because this Specific Plan essentially provides more detailed policy guidance, it is a "policy" level plan and is adopted by resolution. The notable exception is Section 10.2 of Chapter 10, *Community*

Design, which addresses site development standards. Because Section Two of Chapter 10 establishes site development standards, this portion of the Specific Plan is "regulatory" and is adopted by ordinance and becomes part of the County Zoning Ordinance.

Because the Township is in an unincorporated area of Mendocino County, the Specific Plan will provide a bridge between the County's General Plan and future development within the Township in a more specific manner than is possible under the current Development Review procedures and community-wide zoning ordinance. The Specific Plan will also have implications for the provision of, and budgeting for, community services inclusive of utilities, roads, fire protection and other functions and activities.

As further example, a Specific Plan can, as implemented, amend zoning ordinances to create more appropriate land use or density designations; address specific area concerns, such as hillside development; and can serve as a basis for other community planning policy such as the conservation of natural resources potentially affecting quality of life issues in a single package tailored to particular land uses in a specific geographic area.[3] For the Township, the Specific plan process concludes with a new plan for Brooktrails and an Environmental Impact Report (EIR) for that plan. Under the California Environmental Quality Act, the Specific Plan is regarded as a "project," and allows for the formulation of specific mitigation measures to reduce environmental impacts which are factored into the Specific Plan for implementation.

The *Brooktrails Township Specific Plan* will serve as a comprehensive planning document for the Township as it continues to grow. It includes development goals and policies, land use regulations, a capital improvement program and an overview of financing measures. It integrates land use controls that replaces the existing Development Review Board Ordinance and Interim Site Development Standards.

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3 The authority for preparation of Specific Plans is found in the California Government Code, Sections 65450 through 65457. The law allows but does not require a planning agency to prepare and adopt Specific Plans for the systematic execution of a General Plan.

In summary, this Specific Plan is intended to provide a comprehensive set of plans, guidelines, regulations and implementation program for guiding and ensuring the orderly development of the Township Planning area and processing development applications in accordance with the land use plan contained in this document. Implementation of the Plan involves commitments to public and private improvements as well as to site-specific developments consistent with the Plan Goals and Policies for implementation. The overall goals and policies for Specific Plan implementation provide the rationale for the development regulations found herein. As set forth by state law, it establishes the objectives and goals to guide the location, intensity and character of land uses, the circulation pattern and necessary infrastructure improvements, the organization and design of the Township, and the implementation actions required to realize Plan recommendations.

2.3 SCOPE OF SPECIFIC PLAN

As noted previously, Specific Plans provide a greater level of specificity in the planning and development of projects and development sites of special interest or value to a community or region than does a General Plan. As required under California law, Specific Plans are to contain the following:

> *(a) ... a text and diagram or diagrams which specify all of the following in detail:*
>
> > *(1) The distribution, location, and extent of the uses of land, including open space, within the area covered by the plan.*
> >
> > *(2) The proposed distribution, location, and extent and intensity of major components* of *public and private transportation, sewage, water, drainage, solid waste disposal, energy, and other essential facilities proposed to be located within the area covered by the plan and needed to support the land uses described in the plan.*
> >
> > *(3) Standards and criteria by which development will proceed, and standards for the conservation, development, and utilization of natural resources, where applicable.*
> >
> > *(4) A program of implementation measures including regulations, programs, public works projects, and financing measures necessary to carry out paragraphs (1), (2), and (3).*

(b) ... a statement of the relationship of the specific plan with the general plan.

In addition to the items noted above, this Specific Plan also addresses environmental resources, public safety and community design. The Specific Plan contains numerous goals and implementing policies with respect to the following chapters: Chapter 4, *Land Use and Planning*; Chapter 5, *Housing and Commercial Development*; Chapter 6, *Environmental Resources*; Chapter 7, *Community Facilities and Services*; Chapter 8, *Public Safety*; Chapter 9, *Cultural Resources*; and Chapter 10, *Community Design*. These chapters contain the specific goals and implementing policies germane to each topical area pertaining to the distribution, extent and intensity of Plan components, and provide explanations of how the goals and policies manifest themselves in the Plan. These chapters also provide written descriptions and diagrams of planned components and improvements that support the Plan proposals, including circulation, water, sewage, redevelopment and the protection of existing natural resources of vegetation and wildlife, hydrology and water quality, soils, and noise and air quality, all of which define the relative quality of life to be found within the Township by residents and property owners.

Details regarding implementation of the Specific Plan goals and policies and Specific Plan administration are provided in each chapter. The *Capital Improvements and Financing Program* (Chapter 11) provides estimated costs of the public works projects, describes measures by which each public works project will be financed, and identifies those responsible for financing and carrying out each improvement. The discussion on financing measures outlines financing measures necessary for implementing the Specific Plan proposals other than capital improvements, such as the acquisition of property development rights, and describes the items in need of future financing, estimated costs, how they will be financed and those responsible for financing.

The discussion on *Specific Plan Implementation and Administration* (Chapter 12), identifies the regulations and/or ordinances that must be adopted or amended to implement the Specific Plan. Chapter 12 also describes state, county and Township requirements for amendments, development review procedures, and actions by the Township Board of Directors, and documents those projects and/or implementation

measures and mechanisms that will/will not be exempt from additional environmental review. The Appendices provides summaries of key Specific Plan background data as necessary and the Specific Plan EIR list of mitigation measures.

The development goals and policies are based on social and environmental issues discussed on previous occasions by community residents. The development goals and policies are also based on existing environment constraints to development and construction, issues raised in correspondence (including the EIR Notice of Preparation), many of which pertain to the distribution, location and extent of land uses. The text includes a Zoning map and written description of the Specific Plan features, the characteristics of each Plan land use designation, standards by which development will proceed, and criteria for environmental resource conservation.

2.4 BASIS OF SPECIFIC PLAN

In December, 1993, the District formed a Community Vision Focus Group consisting of 15 individual property owners. The purpose of the Focus Group was to develop a community vision statement and provide recommendations to the Board of Directors regarding growth within the Township. In addition, the Focus Group was charged with the responsibility of preparing and recommending to the Board various mechanisms and procedures in which the Vision could best be realized.

Board Resolution No. 1993-36 (adopted November 16, 1993), stated the following with respect to the Community Vision Focus Group:

"Purpose:

- *"(1) to assemble a group of influential Brooktrails property owners (stakeholders) that represent the full spectrum of property owners and challenge them to develop a community vision statement;*

- *"To Create a forum for discussing, debating and reaching agreement about growth issues and other planning goals that are an inherent part of the vision;*

- *"To obtain the support or 'buy in' of the community in the vision statement that serves as the basis for the specific plan, so that all subsequent planning is based on and reflects the concerns of the community; the specific plan becomes the community's plan, rather than one formulated by outside consultants."*

The result was the *Community Vision Focus Group Report and Recommendations,* June, 1994. The Vision Statement, contained in the Focus Group Report and as amended and adopted by the Board of Directors is reproduced at the beginning of this Specific Plan.

Please note that an important component of the Community Vision Focus Group Report was Chapter 3, entitled *Proposed Overall Goals and Objectives,* which contained a series of proposed goals and objectives directed toward implementing the Vision Statement. At its regularly scheduled meeting of December 20, 1994, the Board of Directors reviewed and revised the *Proposed Overall Goals and Objectives*, as recommended by the Community Vision Focus Group, to be considered in developing the Specific Plan.

Thus, the Vision Statement and *Preliminary Overall Goals and Objectives* as adopted by the Brooktrails Board of Directors form the foundation on which the Specific Plan goals and implementation policies are based. The various Chapters (Chapter 4, *Land Use and Planning*, Chapter 6, *Environmental Resources*, etc.), contained in the Specific Plan as described previously (see Section 2.3, Scope of Specific Plan), are designed to implement the many goals and objectives as approved by the Board of Directors. Accordingly, to facilitate understanding and use of the Specific Plan, each adopted statement (goal or objective) is referenced as to the page number in this Specific Plan where each is discussed and implemented. The adopted *Preliminary Overall Goals and Objectives,* are thus reproduced in their entirety (Table 2-1), along with the location in the Specific Plan where each is discussed.

TABLE 2-1
Preliminary Overall Goals and Objectives
Discussion Location

		Discussion Page
1.0 LAND USE		
Environmental Stewardship		
1.1	Environmental stewardship shall be the primary goal for land use and planning.	6-1
1.1.1	Environmental protection of land, air, water, soil, and wildlife and fisheries habitat.	6-1
1.1.2	Prohibition of projects within the riparian corridor.	6-1
1.1.3	Development and implementation of the "Redwood Park Management Plan."	6-2
1.1.4	Promotion of volunteer environmental stewardship programs, such as the Earth Day Street Clean-up, "Adopt A Block" program, and additional public awareness.	6-2
Zoning		
1.2	Zoning shall be predominantly single-family residential.	4-10
1.2.1	Revision of existing land use map to conform to the Specific Plan.	4-14
1.2.2	Clarification of the zoning and extent of the developed commercial areas; consider designation of other necessary commercial areas.	4-13
1.2.3	Downzoning of all remaining commercial neighborhood zoning parcels to single or two-family residential, as appropriate.	4-14
1.2.4	Downzoning of all vacant parcels that are zoned multi-family to single or two-family residential, as appropriate.	4-14
1.2.5	Participate with Willits in the land-use planning of the Ells Field Airport in coordination with the City of Willits as a part of the Specific Plan.	4.17
Redevelopment		
1.3	Future development shall adhere to the needs of the community, natural environment and growth goal and objectives.	4.18

TABLE 2-1 *(cont'd)*
Preliminary Overall Goals and Objectives
Discussion Location

Redevelopment *(cont'd.)*		
1.3.1	Encourage the private development and enhancement of the Brooktrails Lodge in a manner that would utilize the motel, cottages, and restaurant for local residents and non-resident property owners. Such development should be compatible with historic levels and types of use.	4-18
1.3.2	Encourage the renovation and operation of the Brooktrails Lodge recreation area that includes the swimming pool, tennis courts, and picnic grove.	4-19
1.3.3	Explore all reasonable financing options from all sources including bonds, benefit assessments, and grants.	4-22
1.3.4	Meet mandated moderate income housing requirements in an environmentally sensitive manner.	5-1
1.3.5	The Township should set up a process to receive donated lots in exchange for tax incentives.	6-20
1.3.6	Explore private development of a facility for seniors within Brooktrails that would allow seniors who do need extra care, to live within the Township in exchange for trading in their lot.	4-19
1.3.7	Being aware of the desires of non-resident property owners to enjoy Brooktrails; encourage the development of recreational amenities consistent with the vision; and the scale and character of existing development within the community.	7-24
Future Planning		
1.4	In addition to the Specific Plan process, evaluation and data collections shall be ongoing.	4-20
1.4.1	During the Specific Plan process, provide for any gap between the expired CC&Rs and the Specific Plan where needed.	Section 10
1.4.2	Provide the continuous collection of environmental data, conduct periodic analysis and prepare an Annual State of the Environment Report to the BTCSD Board of Directors with recommendations.	4-20
1.4.3	Provide the continuous collection of planning data, conduct periodic analysis, and prepare an annual Planning Report to the BTCSD Board of Directors with recommendations.	4-20
1.4.4	Evaluate compliance with Specific Plan annually.	4-20

TABLE 2-1 *(cont'd)*
Preliminary Overall Goals and Objectives
Discussion Location

Relationship to Surrounding Jurisdictions		
1.5	Brooktrails Township shall seek to strengthen relationships with neighboring communities and jurisdictions.	4-21
1.5.1	Actively seek to participate with the City of Willits and others to effectively and efficiently cooperate in providing public services to our communities.	4-21
1.5.2	Ensure proportionate share of county services and funding opportunities.	4-21
2.0 HYDROLOGY AND WATER QUALITY		
2.1	Ensure existing and future development does not degrade water quality or cause sedimentation of District creeks and reservoirs.	6-16
2.2	Protect our existing water supply by controlling future building and road development around lakes, creeks and other water sources, using eminent domain, if necessary.	6-16
2.3	Establish a recycling program for hazardous waste so that such materials do not find their way into the water supply.	7-16
2.4	Protect the Willits Creek watershed. Stabilize stream banks with vegetation and other low impact restoration techniques and dredge Lake Emily, as needed.	6-16
3.0 BIOLOGICAL RESOURCES		
3.1	Protect and enhance botanical resources including native plants, trees, and wild flowers. Create an inventory of location of rare or endangered plants.	6-10
3.2	All brush reduction and fire abatement programs should be consistent with ecosystem and forestry management.	7-15
3.3	Establish a Brooktrails subdivision-wide tree cutting policy. Trees shall not be harvested for the primary purpose of obtaining revenue.	6-11
3.4	Create a heritage tree ordinance that protects certain trees and groves.	6-11
3.5	Encourage native landscaping and avoidance of allergy-producing plants. Protect and expand use of flowering native plants and wild flowers.	6-11
3.6	Ensure the survival and longevity of native wildlife and habitat.	6-10

TABLE 2-1 *(cont'd)*
Preliminary Overall Goals and Objectives
Discussion Location

3.7	Manage the deer population to be in balance with the ecosystem. Discourage feeding of all wild animals.	6-12
3.8	Encourage the re-establishment and maintenance of a healthy salmon and steelhead population and spawning environment. Improve bass population in lakes.	6-14
3.9	Encourage preservation and enhancement of Beeler Pond as a neighborhood ecological park, and maintain small pond biological life.	6-14
3.10	Establish more stringent barking and loose dog controls. Enforce leash laws.	6-13
4.0 VISUAL QUALITY AND AESTHETICS		
4.1	Preserve the natural character of the subdivision to the extent feasible through appropriate zoning ordinances and design standards for all housing, commercial, and other uses.	6-8
5.0 NOISE, LIGHT, AND AIR QUALITY		
5.1	Establish a zoning and project approval process in cooperation with the City of Willits to control the type of businesses developed at the airport, in an effort to maintain our superior air quality and ensure appropriate use.	6-21
5.2	Minimize light pollution. Minimize the nuisance of light to neighbors. Encourage residents to shade outdoor lighting to prevent light from entering roadways to avoid creating a hazard. Some major intersections may need lighting for traffic safety purposes.	6-9
5.3	Minimize noise pollution. Establish limits on electronically amplified sources (auto, household, and portable).	6-22, 6-23
6.0 PUBLIC SERVICES AND UTILITIES		
6.1	Support and maintain fire protection, ensure adequate police protection, and ambulance service. Improve emergency response time of ambulance to Brooktrails residents.	7-15
6.2	Research and upgrade existing treated water storage facilities with best available technology, consistent with fiscal responsibility.	7-18

TABLE 2-1 *(cont'd)*
Preliminary Overall Goals and Objectives
Discussion Location

6.3	Promote conservation through use of: • water saving devices • incentive rates • automated monitoring	7-19
6.4	Maintain existing public infrastructure investment through the Five Year Capital Improvement Plan and budget.	7-21
6.5	Charge appropriate fixed fees for fire, water, sewer and capital improvements for developed and vacant parcels on an equitable basis.	7-22
7.0 *TRANSPORTATION AND CIRCULATION*		
7.1	Improve access.	7-4
7.1.1	Improve Sherwood/Birch intersection.	7-7
7.1.2	Improve Sherwood Road.	7-7
7.1.3	Construct a second access consisting of a two-lane road from Brooktrails to Highway 20.	7-4
7.1.4	Update Evacuation Plan, improve emergency egress roads, and increase public awareness. Formalize property agreements for emergency access use.	8-2
7.1.5	Improve emergency access along the entire length of Ridge Road from Iris to Goose; improve other emergency access routes.	7-11
7.1.6	Build a trail to Willits for walking and bicycling.	7-7, 7-9
7.1.7	Promote unsubsidized MTA service to Brooktrails.	7-12
7.1.8	Recognize need for Willits Bypass.	7-12
7.1.9	Develop improved airport access.	7-9
8.0 RECREATION		
8.1	Develop a BTCSD Recreation Plan and fund an associated budget to initiate and maintain said recreational activities/facilities to include: (a) par course maintenance (b) trail system (c) vista points (d) community center (e) Summer Lake improvements (f) Chapter 3 of the Redwood Park Master Plan For swimming pool, tennis courts, lodge, etc., see redevelopment goals and objectives under Land Use.	7-24

2.5 RELATIONSHIP TO JURISDICTIONS AND PLANS

General

While the Specific Plan addresses Brooktrails proper, the area to be considered for planning purposes includes those lands within and adjacent to the Township that could reasonably be expected to be influenced by growth within the Township up to, and including, buildout. Therefore, the implications of potential growth within the Township as related to unincorporated lands surrounding the Township and nearby City of Willits are considered in this Specific Plan, inclusive of traffic, utilities, public services and other subject areas.

Mendocino County

This Specific Plan is structured to implement the provisions of the *Mendocino County General Plan* by creating a bridge between broad based General Plan policies and specific social, physical and environmental characteristics of the Brooktrails Township. *The Mendocino County General Plan*, as revised, was adopted by the Mendocino County Board of Supervisors on April 26, 1993, and sets forth the general guidelines for orderly growth and development within unincorporated areas of Mendocino County. It also provides direction for zoning, subdivision regulations, intensity of development, land use and the design of public facilities.

This Plan is a refinement of the basic development goals and policies of the General Plan. It establishes more detailed and specific goals and policies for development of the Township. A definitive description of the relationship of the Specific Plan to the provisions of the *Mendocino County General Plan* is provided in Chapter 13, *Relationship to Mendocino County General Plan.*

City of Willits

The Township is located approximately 1 mile northwest of the City of Willits, which has a population of 5,300 residents. The City of Willits is an incorporated area of 2.8 square miles, and is recognized in the City's General Plan as a subregional commercial

and industrial center, serving a market area of about 15,000 people. The City's location along the U.S. Highway 101 growth corridor suggests that Willits is increasingly linked to the growing San Francisco Bay Area, particularly with regard to the emerging employment center in and around the City of Santa Rosa in Sonoma County.

The *City of Willits General Plan* revision, adopted by the Willits City Council on August 12, 1992, stresses the creation of a self-sustaining community with a balance of jobs and housing, and the retention of a small town character which is reflected in the design of its residences, commercial buildings and public open space, in lieu of what could otherwise be perceived as a residential bedroom community. The *Willits General Plan* recognizes the presence of the Township, and recognizes the potential for growth and an increased population base within the Township. Correspondingly, growth within the Township under buildout conditions, would be expected to affect the City of Willits, particularly with respect to traffic increases, commercial/office space use, and increased demands on sewage treatment facilities. Correspondingly, this Plan considers these potential impacts on the City of Willits resulting from growth within the Township itself, and contains features to mitigate these potential impacts.

Chapter 2 of the *Willits General Plan* Technical Appendices Background Reports makes special reference to the Township's growth and development. The views expressed are those of the General Plan Background Report preparers, not necessarily adopted by the City Council. However, the Background Report material does provide a perspective on the general concerns respecting growth in the Township when the *Willits General Plan Revision 2020* was prepared. Section 2.260 of Background Report 2.000, *Summary of Issues and Suggested Planning Approach,* is provided for informational purposes and states:

> *"...The level of future development which occurs in Brooktrails Township will have an influence on the nature, extent and location of future development in Willits. "*
>
> *"In some respects, it is the in the interest of the City for Brooktrails Township to overcome its growth constraints. The*

> *City's high dependence on sales tax revenue makes Brooktrails growth desirable in order to maintain and improve local services and infrastructure. Similarly, efforts to promote downtown revitalization would benefit from additional development within Brooktrails. Perhaps most importantly, residential growth which occurs at Brooktrails does not require the same level of local government services as do homes built within the City limits. This enables the City to enjoy many of the revenue benefits of urban growth without paying all of the service costs. For these reasons, the City may wish to consider efforts to assist Brooktrails in overcoming its infrastructure constraints. At the same time, however, Brooktrails Township must recognize that its future growth will have an impact on Willits, particularly with regard to traffic. Mitigation of traffic impacts on Willits should, therefore, be a component of all proposals to remove Brooktrails infrastructure constraints."*

The Specific Plan addresses the issues noted in the above paragraph, including potential traffic impacts.

*

3. BROOKTRAILS TOWNSHIP DEVELOPMENT

3.1 HISTORICAL PERSPECTIVE

This section of the Plan provides an overview of the original concept of Brooktrails as a residential community, including both planned and actual growth and development of the community in order to provide a perspective on the environmental and land use implications of growth in the future.

Brooktrails area property has historically been used for a wide range of land uses. In the 1880s, the Township area was occupied by the Northwestern Lumber Company. As logging operations were completed, the land was sold to the Diamond D Ranch and served as a dude ranch. In the 1960s a developer proposed to convert the lands into a planned development and began subdividing the land. The Brooktrails Company Ltd., of Beverly Hills and New York, acquired the land in 1967.

Ultimately, the land was subdivided into 6,605 lots ranging in size from one-sixth acre (7,260 square feet) to 230 acres. The development was intended to be primarily for second homes; it was conceived as a "Vacation Village" resort of part time residents with an expected occupancy of 25 percent at buildout. This "second home" intent is acknowledged in the Housing Element of the *Mendocino County General Plan* (General Plan page I-64), although it is not consistent with current fact, since most of the homes are occupied by year-around permanent residents.[1]

In a December 17, 1969 article in the *New York Times*, Brooktrails was noted as being the first community in the United States to blend a 4 square-mile redwood and mixed-

1. There is an average maximum of 25 residents that pay their water bill for more than one month at a time and take extended vacations. There is no evidence of a larger number of seasonal residents. Source: Mr. Paul Williams, Manager, Brooktrails Community Services District.

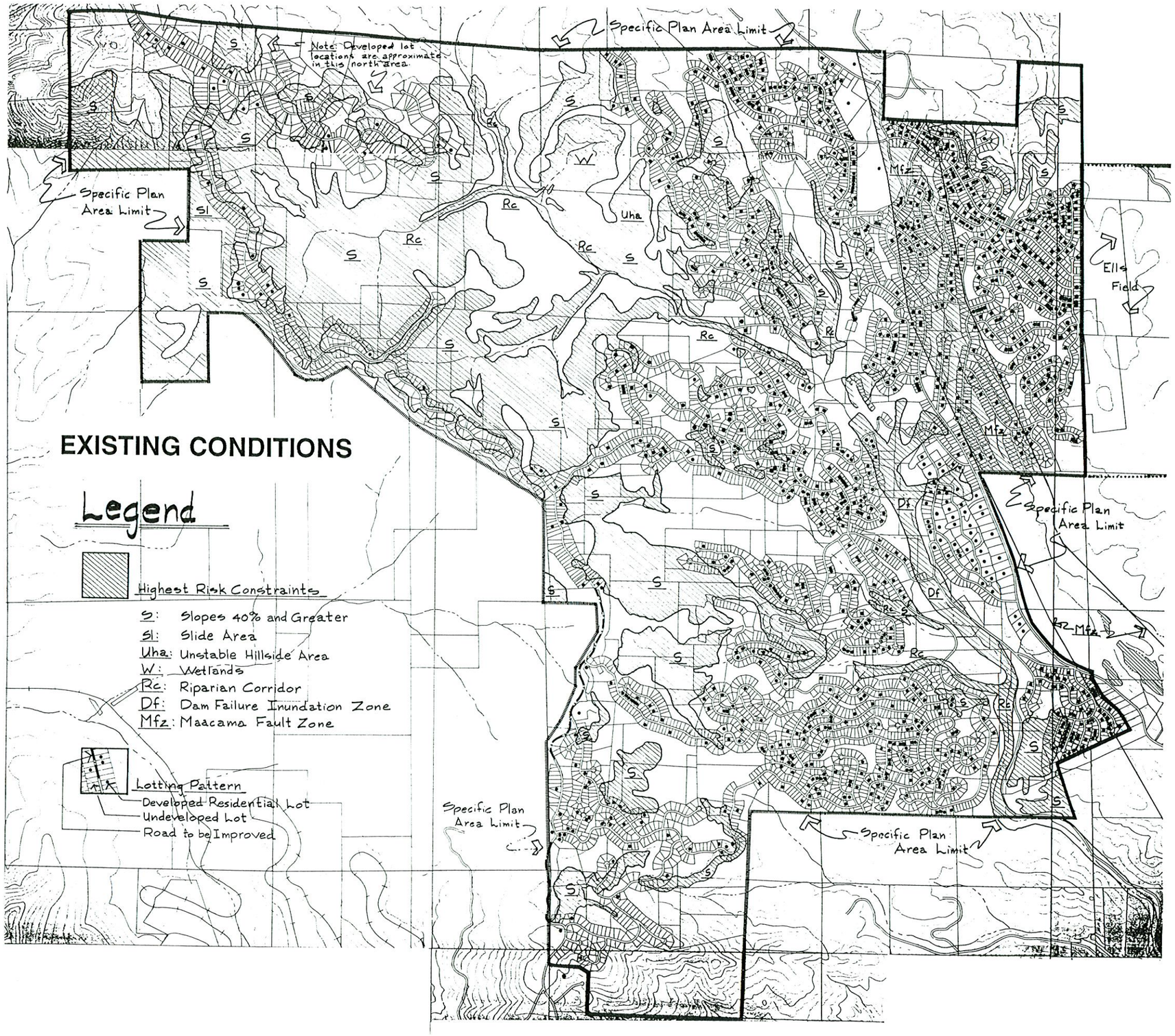
growth forest conservation park with a contiguous, fully improved residential area. The term coined for this residential area built in a forest was *hyleopolis*.

The term *hyleopolis* essentially refers to the fact that Brooktrails functions as an urban-to-forest interface: it is a suburban development within a contiguous wooded park. *Hyleopolis* also refers to the character of the urban-forest interface where protection of the forest is paramount. That was the objective in Brooktrails from the beginning, and is the purpose of Ordinance No. 63, adopted by the Township Community Services District Board of Directors on June 23, 1988.

The original dedication of the forest "greenbelt" was for any use permitted to a resort improvement district. County zoning is consistent with this interpretation of the range of potential uses, designating that property for "Public Facilities". Ordinance No. 63 narrowed the use of the property by creating "Brooktrails Redwood Park" and including all of that "greenbelt" property within it. The Ordinance states that the Park constitutes much of the watershed of the Township, and as such is a facility incidental to the water system of the Township. The Ordinance further states that the primary public purpose of the Park is to protect, conserve, and manage trees, other vegetation and wildlife in order to retain and create a natural environment readily available for the enjoyment of property owners and residents of the Township. The Ordinance provides for a master plan for the Park which controls the uses of the property.

3.2 TOWNSHIP CHARACTERISTICS

This section of the Plan establishes current conditions with respect to the number of existing lots within the Township, number of improved (developed) residential lots, and other development characteristics of the Township. An Existing Conditions Map (Figure 3-1), has been prepared and is included on the following page. The Existing Conditions Map indicates the Specific Plan study area, Highest Risk Constraint areas as derived from an Environmental Assessment previously prepared for the Township (EIP Associates, *Environmental Assessment*, Fall 1993), the existing lotting pattern and developed residential lots as of February, 1995. The Highest Risk Constraints areas are



N

0 2,000

Scale in Feet

BROOKTRAILS TOWNSHIP SPECIFIC PLAN

Figure 3-1
Existing Conditions Map

broken down by category; for example, slopes 40 percent and greater, riparian corridor, dam failure inundation zone and other features as shown on the map.

Based on site investigations, a review of technical reports, a review of District records regarding existing development, and discussions with District General Manager Mr. Paul Williams, the following statistical data regarding the Township is provided in Table 3-1 (refer to the footnotes below for data sources).

3.3 TOWNSHIP PLANNING AND REGULATION

Comprehensive planning and regulation of private land use is normally limited to cities and counties in California. Unlike a city, the Township is not the exclusive provider of local governmental services within its boundaries. The County is the general-purpose local government for the area. But Mendocino County, as with other counties in the State, is financially unable to provide municipal services for the community. The County created the Brooktrails Resort Improvement District at the time the Township subdivisions were approved in order to provide municipal services, a role the Township inherited.

The latent authority for Resort Improvement Districts to exercise planning authority was deleted by the legislature. However, the Township derived its authority to exercise a full range of municipal purposes and powers from the reorganization of the Resort Improvement District to a Community Services District in 1975. That reorganization was in response to the legislative limitation on Resort Improvement Districts and allows the Township the powers to supply water, dispose of sewage and storm water, provide fire protection, provide parks and streets, and provide and maintain other public facilities and improvements as necessary.

The authority of the Township to regulate private land use was based upon subdivision Covenants, Conditions and Restrictions (CC&Rs). The CC&Rs affecting most of the

TABLE 3.1
Township Characteristics

1.	Total number of existing residential lots (includes merged lots):	6,188[1]
2.	Total number of improved (built) residential lots (includes merged lots):	1,150[2]
3.	Total number of unimproved (unbuilt) residential lots (includes merged lots):	5,038[3]
4.	Average annual multiple residential lot ownership rate (buyer secures more than one lot):	average 11 percent rate[4]
5.	Number of residential lots in high constraint area:	985[5]
6.	Number of improved (built) residential lots in high constraint area:	157[6]
7.	Number of unimproved (unbuilt) residential lots in high constraint area:	828[7]
8.	Average annual water consumption:	220 gpd/SFR unit[8]

[1] Derived as follows - 6,605 total lots minus the following:

Public Facility (Greenbelt)	371
Public Facility (Upper Nine)	3
Public Facility (Golf Course)	3
Public Facility (Community Center)	2
Public Facility (Fire)	2
Public Facility (Water)	20
Lodge	5
Timber Preserve	3
Forest Land	8
Total	417

Source: Brooktrails TCSD, *Breakdown Within the Brooktrails Township CSD*, December 31, 1995. Total residential lots (6,188) includes C-1 (Limited Commercial District) zoned lots for which single-family detached units are a permitted use (146 lots total).

[2] Includes 13 improved lots (residential) on C-1 (Limited Commercial District) zoned parcels.

[3] Includes C-1 (Limited Commercial District) zoned lots for which single-family detached units are a permitted use.

[4] Confirmed by Paul Williams, Brooktrails TCSD General Manager, through Planner Nancy Dakin, Memo of 11/11/94. Also, Memo to Brooktrails Township CSD Board of Directors, from Paul A. Williams, General Manager, August 25, 1994.

[5] Source: EIP Associates. Lot count based on lot overlay with High Constraint Area Map, October 12, 1994, supplemented with additional field inspections in November 1994, with revisions made to the High Constraint Area Map in December 1994, based on the additional field inspections. Lot count includes Commercial zoning designations because residential land uses are permitted under the C-1 (Limited Commercial District) zoning designation.

[6] Includes five developed lots in the C-1 District.

[7] Includes lots in the C-1 District because residential is a permitted use.

[8] Source: Brooks and Vogel, *Management Plan Update for Brooktrails Township Community Services District, November 1993*, page 3-1.

Brooktrails Township parcels (excludes the golf course and Cobb area), expired on June 30, 1994. Prior to the expiration of the CC&Rs, the Mendocino County Board of Supervisors adopted Ordinance No. 3885 establishing a Development Review Board consisting of the District Board of Directors, responsible for development review of all new construction in the District, and further acting as an appeals board for discretionary appeals from decisions of an Architectural Review Commission appointed by the Board of Directors.[2] General standards for the exterior design of structures, landscape preservation, relationship between structures and site, building materials and colors and parking and circulation were included. The actual *Interim Site Development Standards* adopted by the Board on April 19, 1994 (Resolution 1994-16), were included in Ordinance No. 3885 by reference. Ordinance No. 3885 remains in effect. The Specific Plan carries over and contains community design standards in Chapter 10, *Community Design*, which will be periodically amended if and as necessary through a formalized process of five-year Specific Plan updates.

3.4 IMPLICATIONS OF GROWTH

In the future, with an increased population base, Brooktrails Township will face new issues and challenges. Some of these include:

- How can the Township maintain its rural character and be an attractive environment for families and individuals?
- How can the Township secure protection for and ensure the enhancement of its environmental resources?
- How can the Township strengthen its productive relationships with neighboring communities and jurisdictions?
- How can the Township ensure that community services and facilities remain on line to supply the necessary demand for service? 5) How can the Township consistently promote public safety?

2. Ordinance No. 3885 specifically excluded the Spring Creek and Sylvandale subdivisions from development review by the Board.

- How can the Township avoid future traffic congestion so that residents can circulate freely within and through the community, all consistent with the *Preliminary Overall Goals and Objectives*?

Continued residential development in Brooktrails will intensify land use within the Township. Land use patterns would be expected to remain essentially unchanged, generally consistent with the existing zoning and lotting pattern, subject of course to zoning amendments as discussed further in this Plan. For example, further development will result in an increase in the number of homes built on existing parcels. However, as stated previously, Brooktrails was originally conceived as a 25 percent occupancy second-home, recreational community. Full buildout did not necessarily mean full occupancy at any one time and was not expected when Brooktrails was originally conceived. As such, buildout under current conditions of occupancy would involve much greater year-around use than was originally planned for.

Within Brooktrails, environmental conditions overlap with quality of life issues many residents have referred to in the past, including at the Community Congress held in October, 1994, and as explained in the *Community Vision Focus Group Report*, June, 1994. In addition, environmental factors play a key role in terms of the physical ability to construct residences in areas of steep slopes or in areas that are difficult to construct in because of other factors such as wetlands which are protected by law, unstable slopes which pose risk to property and life, or where other conditions of environmental concern exist such as the preservation of natural resources (habitat, mixed woodland forest) within the Township.

The potential environmental impacts resulting from an increased population base at Brooktrails would include increased traffic and the ability of the existing road system to accommodate increased traffic and congestion. There is also the potential for changes in air quality because of increased vehicle use, home heating, home cooling and wood burning emissions. Changes in noise levels could occur because of increases in traffic and human occupation. The alteration of existing visual conditions and effects on

community character resulting from growth and increased density would be expected. There could be potentially increased susceptibility to earth slides because of increased grading, constructing on steep slopes or constructing within unstable land areas. Potential changes in wildlife habitat because of forest and habitat removal to make way for construction, and potential increased sedimentation in streams and changes in water quality because of erosion and deposition of hazardous materials would also be expected.

With increased growth, there is also a direct correlation in increased demand on public services and utility systems, as well as the need for constructing new infrastructure (i.e., roads, water supply and treatment facilities, wastewater disposal facilities), and maintaining those systems. The growth inducement from constructing utility systems is to be considered with any amount of new development. These conditions and factors are considered in the EIR prepared for this Specific Plan.

This Specific Plan places emphasis on the development of a sociable, environmentally-planned residential community which is responsive to the stewardship of the natural forest ecosystem, consistent with the Vision Statement. Every Specific Plan has it own level of specificity that is in large measure a function of the size of the Specific Plan area, the number of property owners and jurisdictional entities involved and the time it will take for buildout according to the Specific Plan. For the size and complexity of the Township, this Plan is fairly specific -- setting forth in well defined terms not only the type, location and intensity of land uses, but also the desired character of the place to be created at buildout in the future.

The organization of the Township and the overall physical framework for development, as well as the scale and treatment of streets and open spaces had been laid out as a "Vacation Village" prior to preparation of this Plan as explained previously (see Section 3.1, *Historical Perspective*). However, this Plan details the concept of the Township as a year-around residential community and sets forth the goals and objectives governing community development, consistent with the *Vision Statement*. This Plan is not intended to be a rigid framework, but provides flexibility to respond to changes over time that are consistent with the Plan goals and policies. A Specific Plan may be updated at periodic

intervals, for example every five years if warranted, to reflect changes in community standards, rate of Township growth, use of natural and man-made resources, and general community concerns regarding quality of life issues.

3.5 TOWNSHIP BUILDOUT DETERMINANTS

As noted previously, the available water supply plays a critical role in determining buildout potential of the Township. Additionally, environmental limitations and the desire of community residents to preserve and protect existing environmental resources as expressed in the *Goals and Objectives* also play a critical role in determining buildout potential.

Other factors enter into consideration as to what the ultimate size and population of the Township would be most desirable. These include:

- Quality of life issues as perceived by Township residents;
- Traffic and the ability of the existing street network to support increased traffic as a result of growth within the Township;
- The various provisions of the Mendocino County General Plan respecting the supply of housing, land use, and public health and safety;
- Relationship of the Township to the Spring Creek and Sylvandale subdivisions;
- Existing environmental conditions that may or may not restrict development potential such as steep slopes, unstable slopes, hydrologic features; and sensitive habitat.[3]

3. Toward this end, it should be noted that an Environmental Assessment was prepared for the TCSD in 1993. (EIP Associates, *Environmental Assessment, Brooktrails Township Community Services District*, Fall 1993.) The Environmental Assessment served as a preliminary step toward development of the Specific Plan. The information contained in the Environmental Assessment serves as background material that assisted in preparation of the Specific Plan. The purpose of the Environmental Assessment was to map and describe existing conditions within the Township by environmental issue area (i.e., Hydrology, Vegetation and Wildlife, Slopes, Geology, etc.), in the effort to assist in identifying environmental opportunities and constraints for future development. However, the findings of the Environmental Assessment are not intended to substitute or cancel the need for detailed site specific or project specific analysis under proposals for new development.

3.6 ALTERNATIVE DEVELOPMENT SCENARIOS

Up to and throughout preparation of this Plan, the Township Board of Directors has embraced a planning process which involved the public in helping to develop a new vision and plan for the future of the community. Prior to January 1995, members of the community had participated in two Community Congress meetings. The first community congress was held on October 9, 1993. Principal topics discussed at the all-day meeting included Township environmental resources, development and planning for the future. The second community congress was held on October 22, 1994. Principal topics discussed included community planning, activities undertaken by the Community Vision Focus Group, infrastructure costs and issues to be addressed in the Specific Plan. A Focus Group was formed to develop a vision for the community from a sign-up sheet which was circulated at the first Community Congress, and a Specific Plan Advisory Committee was formed by installing all comers who requested to be included. In addition, a Bay Area Focus Group meeting was held and a community survey of issues of concern to all lot owners and residents was conducted. The Board also has kept members of the public apprised of the planning process through regular newsletter. Members of the public have also shared their views at Board meetings and have submitted substantial correspondence to the Board of Directors.

In January of 1995, the Township Board of Directors initiated the process of forming a Specific Plan Advisory Committee consisting of Brooktrails property owners. In working with the Advisory Committee, the first step was to prepare and present for review a series of potential growth scenarios for Brooktrails Township, up to and including Township buildout as originally envisioned when Brooktrails was established. Five Alternative Development Scenarios were developed and presented for review and discussion, together with the criteria and considerations documenting the origin of each Scenario. The Scenarios included the following, and are presented in Appendix A of this Specific Plan, *Alternative Development Scenarios.*

- Fixed Growth Scenario #1: 2,000 Units (no Specific Plan project)
- Low Growth Scenario #2: 2,500 Units
- Medium Growth Scenario #3: 3,500 to 4,000 Units
- Medium-High Growth Scenario #4: 5,000 Units
- High Growth Scenario #5: 6,000 Units

The ultimate objective was for the Advisory Committee and Township Board of Directors to agree on a series of Development Scenarios for testing in terms of environmental practicality, consistency with the *Preliminary Goals and Objectives* as adopted by the Township Board of Directors, consistency with the provisions of the *Mendocino County General Plan*, and to assess each Scenario for economic feasibility.

Meetings involving the consultants and Advisory Committee members were held on the evenings of April 19 and April 26, 1995. The purpose of these meetings was for the consultants to present the Alternative Development Scenarios as developed to date and related information to the Advisory Committee, and record comments from the Advisory Committee Members regarding the Alternative Development Scenarios and related matters. As a result of these two meetings, the Committee provided recommendations regarding each of the various Alternative Development Scenarios, and adjustments were made accordingly.

Following the April 19 and April 26, 1995 Advisory Committee meetings, the Alternative Development Scenarios were presented to the Board of Directors for consideration on the evening of May 9, 1995 at the Brooktrails Community Center.

After presentation of the Alternative Development Scenarios, the Board approved the Development Scenarios, with modifications as recommended by the Advisory Committee, for feasibility testing, with the objective of selecting one community size for preparing the *Brooktrails Township Specific Plan*.

by the District

In a report prepared for the Township entitled *Alternative Development Scenarios and Feasibility Analysis,* July, 1995, it was concluded that Scenario #3B at 4,000 units would appear to provide an optimum balance between the need for environmental protection and the economic costs of expanding infrastructure and/or limiting growth. However, at the Board of Directors meeting held on August 8, 1995, the Advisory Committee voted for Scenario #4 as the preferred alternative at 5,000 units.

Several important criteria were pointed out regarding selection of a Development Scenario for preparing the Specific Plan.

- One of the key considerations, as reflected in the Vision Statement, is that the selected Development Scenario for preparing the Specific Plan would need to account for: *"...what the environment can sustainably support, while keeping within our prudent financial ability."*

- From purely an environmental standpoint, of all the development options (excluding the Fixed Growth Scenario at 2,000 units), Low Growth Scenario #2 at 2,500 units would appear to be the environmentally superior alternative.

- The Vision Statement on the other hand, may point to a somewhat higher growth scenario (more than 2,500 units), as being the optimum community size based on economic reasons.

- The economic feasibility analysis for the Alternative Development Scenarios indicated that growth below 3,000 to 3,500 units would not be feasible.

The Brooktrails Board of Directors took the position that

- Scenario #3B would accomplish the following:

- *Best offset infrastructure costs by a reduced level of development rights acquisition costs.*

- *Create less appearance of an urban community than higher growth levels.*

- *Allow for construction of the smallest size water reservoir.*

- *Provide the optimum balance between the need for environmental protection and the costs of expanding infrastructure and limiting growth.*

Accordingly, at the September 12, 1995 meeting, by a four-to-one vote, Scenario #3B was selected by the Board of Directors as the Development Scenario on which to focus preparation of the Specific Plan.

Add re: BOD

4. LAND USE AND PLANNING

4.1 INTRODUCTION

This plan presents a land use pattern that builds on some of the special physical qualities found within the Township today, and draws upon lessons learned from other rural to semi-rural communities. It establishes an efficient use of land for development in an area that is of significance for its environmental resources of water, views, forest cover, biological resources, clean air, open space values and existing development and infrastructure. It further provides for a mix of uses that give the opportunity to create a more self-sufficient community that is integrated with existing and potential future housing and commercial service opportunities to serve as a buffer of potential growth impacts on the Township's principle neighbor, the City of Willits.

The Township is unique in that it is a recognizable community with a broad array of natural resources available for residents to enjoy. The Township is also unique in that it has never been a suburban community particularly subservient to a larger metropolitan center. Rather, the Township has traditionally served as a community with its own identity within a larger geographic area that includes the City of Willits.

The dynamics of growth within Brooktrails Township as a year-around residential community have placed the Township in a key position with respect to the availability of subdivided land within Mendocino County, and the potential availability of housing with respect to the urbanized area of Willits and rural areas that surround it. For example, the Mendocino County General Plan notes that between the years 1992 and 1997, 537 new residential units will be needed annually in the County.[1] The number of vacant residential parcels located within selected water

1. *Mendocino County General Plan* Housing Element, adopted by the Mendocino County Board of Supervisors, September 24, 1981, revised April 26, 1993, page II-5.

and sewer agencies is the greatest within Brooktrails Township, with over 5,000 vacant parcels, as projected in the *Mendocino County General Plan*; the community with the next largest assemblage of vacant residential parcels is the Ukiah Valley Sanitation District with approximately 225 vacant parcels.[2] Clearly, Brooktrails Township offers significant opportunity for residential growth and development within Mendocino County.

This chapter describes the location, character and intensity of land uses based on the existing Mendocino County Zoning Ordinance and as envisioned for the Township in the future. Land use issues driving the content of this chapter include existing zoning, property enhancement and planning for the future. Other issues related to land use are discussed in Chapter 6, *Environmental Resources*, Chapter 7, *Community Facilities and Services*, Chapter 8, *Public Safety*, Chapter 9, *Cultural Resources* and Chapter 10, *Community Design.*

This chapter also includes the goals as adopted by the Township Community Services District Board of Directors, to achieve the kind of community envisioned by existing owners of record. For this reason, this Plan describes a residential community supported with commercial development in an existing semi-rural setting that will conserve environmental resources, encourage community participation in the planning process and enhance the quality of life in the Township as a whole. Together with the Township *Community Design* chapter of the Specific Plan (Chapter 10), this chapter establishes certain land use and planning goals necessary for the associated policies to be achieved.

4.2 LAND USE AND ZONING

The Existing Conditions Map, Figure 3-1 in Chapter 3, *Brooktrails Township Development,* is a diagram of the Specific Plan Study Area. The existing lotting pattern together with currently improved lots as of February, 1995, is as indicated on Figure 3-1. Further subdivision of the Township proper to create additional lots is not envisioned. Rather, certain lots may be joined to create one legally recorded larger lot. On the other hand, some homeowners may wish to

2.
Mendocino County General Plan Housing Element, op. cit., Technical Appendix, page I-65.

purchase two or more lots that are adjacent to each other to create larger useable parcels, or to facilitate additional building setbacks for purpose of enhanced privacy. A public entity overseen by the Township Board of Directors, may, at the discretion of the Township, be established to acquire certain parcels to augment and enhance existing Township open space areas for the benefit of the community as a whole (see Chapter 11, *Capital Improvements and Financing,* for additional information). This would include the acquisition of existing lots that are not realistically developable or improved because of steep slope, soil instability, riparian habitat, faulting or other physical or environmental constraints.

The breakdown of land area indicating existing/designated land use within Brooktrails Township by zoning district is presented in Table 4-1. The Township Specific Plan area is shown on Figures 4-1a through 4-1d and displays existing and designated land uses by zoning district.[3] As indicated in Table 4-1 and on Figure 4-1a through 4-1d, existing land uses by zoning district include public facilities, residential and commercial facilities, and forest land. Figure 4-2 is the Proposed Zoning Map. Figure 4-2 includes existing land uses, rezoned residential and commercial parcels, a proposed new 1,600 acre-foot impoundment for domestic water supply, and circulation and infrastructure improvements to accommodate buildout (see also Chapter 7, *Community Facilities and Services,* for additional information regarding water supply, circulation and infrastructure improvements).

It should be noted that Table 4-1, Figures 4-1a through 4-1d and 4-2 specifically exclude the Spring Creek and Sylvandale subdivisions, which are also part of the Township as explained previously (see section 2.1, *Specific Plan Origination*). This Plan addresses the 4,943-acre Brooktrails Subdivision only. Because commercially zoned areas allow residential land uses, certain commercially zoned areas within the Township currently contain residential dwellings where commercial uses could otherwise occur. Zoning is more specifically described herein.

As indicated in Table 4-1 and shown on Figures 4-1a through 4-1d and 4-2, residential land uses are the substance of the Brooktrails community. More than any other use, residential land uses

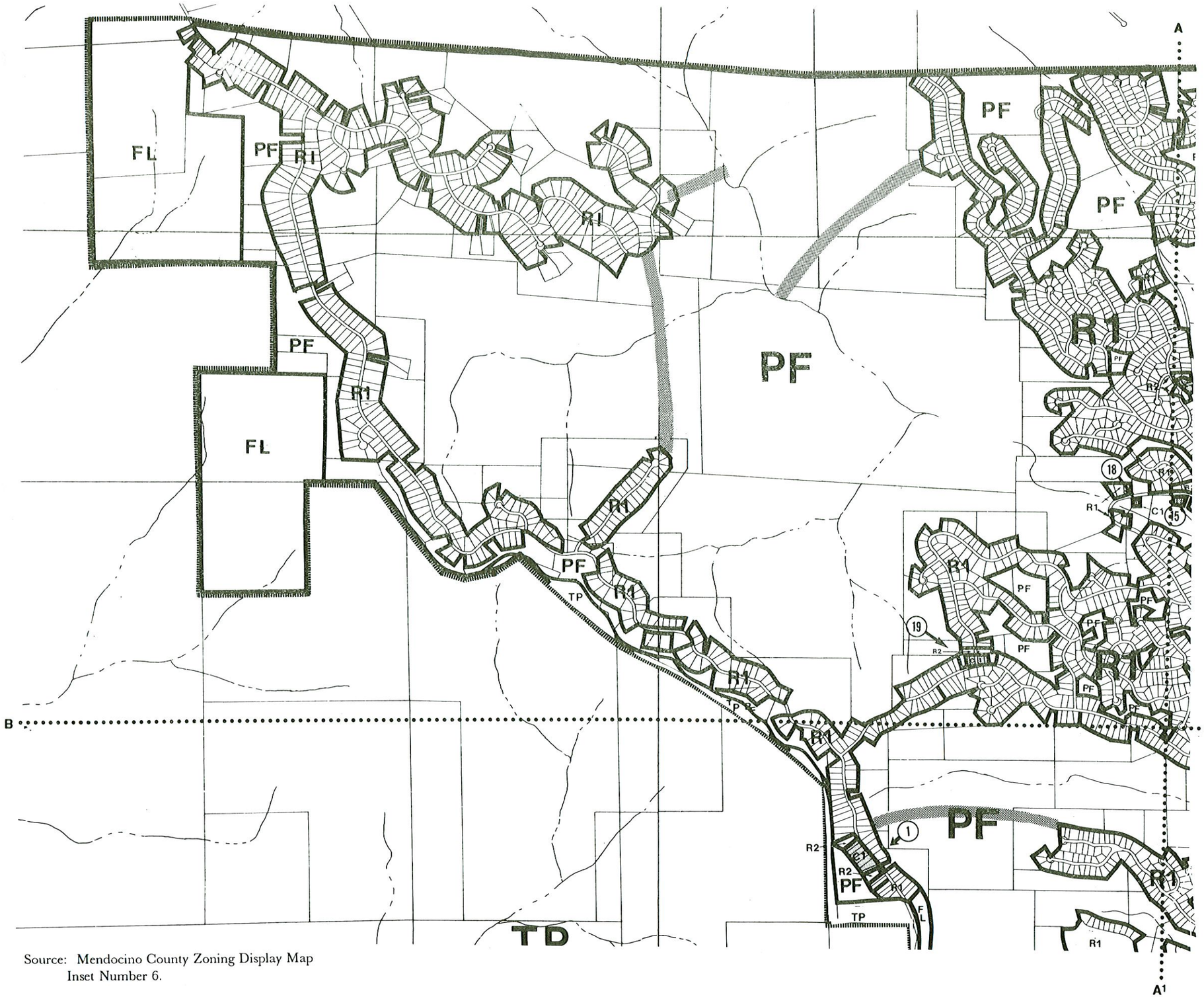
3. Zoning Map source: County of Mendocino Planning Department, *Zoning Display Map Inset Number 6.*

express the multi-faceted personality and individual character of the people who inhabit the Township. This is also expressed in the architectural character of the residences constructed within the Township. The residential land use also provides the setting for the development of a sense of place. One of the important purposes of this Plan is to set forth a coordinated vision for the Township as a whole. Existing residential zoning is predominantly single-family residential zoning. The single-family district is envisioned to remain as the primary residential district.

TABLE 4-1
Breakdown of Brooktrails Township Land Area by Zoning District

Zoning District	Existing/Designated Land Use	Acres	Lots	Existing Dwellings
R-1 Single Family Residential	Residential	1,613	5,444	1,109
R-2 Two-Family Residential	Residential	107	394	25
R-3 Multiple-Family Residential	Residential	71	201	104
S-R Suburban Residential	Residential	40	8	-
	(Subtotal)	1,831	6,047	1,238
C-1 Limited Commercial	Residential, Lodge Community Commercial	73	146	40
P-F Public Facilities	Greenbelt, Golf Course, Community Center, Fire Department, Water Supply/Treatment	2,817	401	1
	(Subtotal)	2,890	547	41
F-L Forest Land	Forest and Timber Preserve	222	11	-
	TOTAL	4,943	6,605	1,279

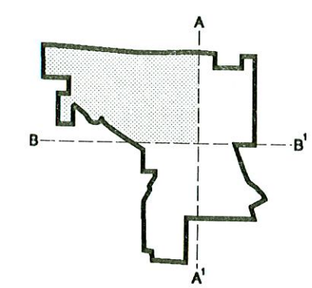
Source: Brooktrails Township Community Services District.

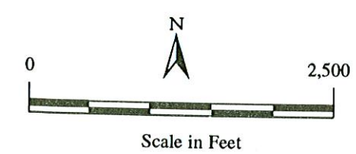


Source: Mendocino County Zoning Display Map
Inset Number 6.

Legend:

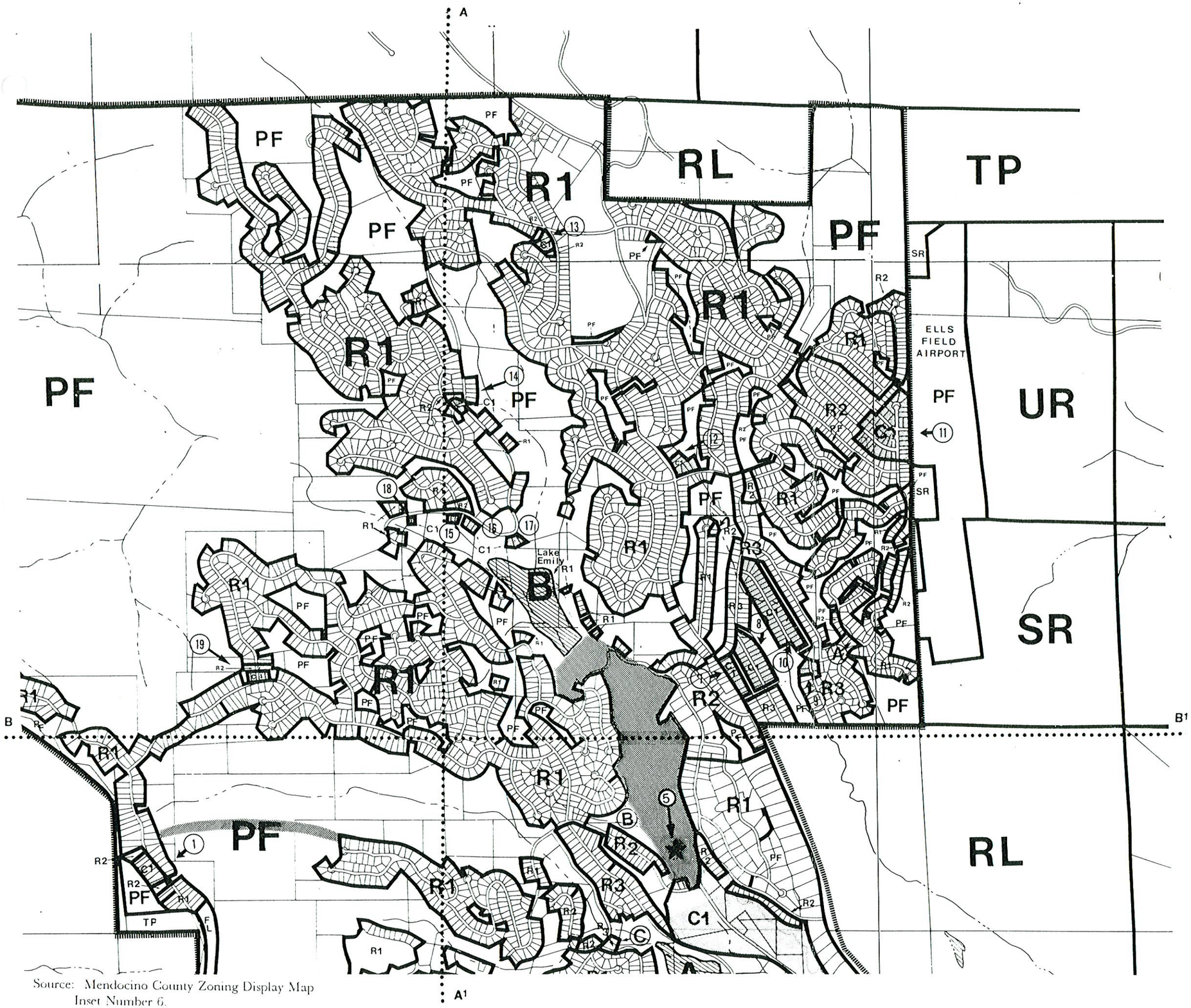
R1	Single Family Residential
R2	Two Family Residential
R3	Multiple-Family Residential
C1	Limited Commercial (1-19 Site #'s)*
PF	Public Facilities
TP	Timberland Production
FL	Forest Land
UR	Upland Residential
SR	Suburban Residential
RI	Rangeland
	Lake (A-Ada Rose, B-Emily)
★	Community Center/Fire Station
	Fuel Break
	Specific Plan Boundary
(A)(B)(C)	See Specific Plan text for discussion
(1) - (19)	See Specific Plan text for discussion





BROOKTRAILS TOWNSHIP SPECIFIC PLAN

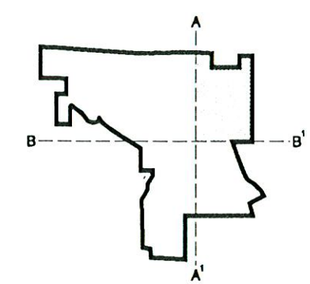
Figure 4-1a
Zoning Map

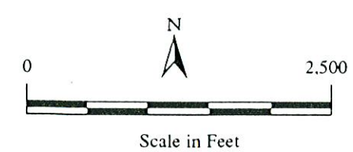


Source: Mendocino County Zoning Display Map Inset Number 6.

Legend:

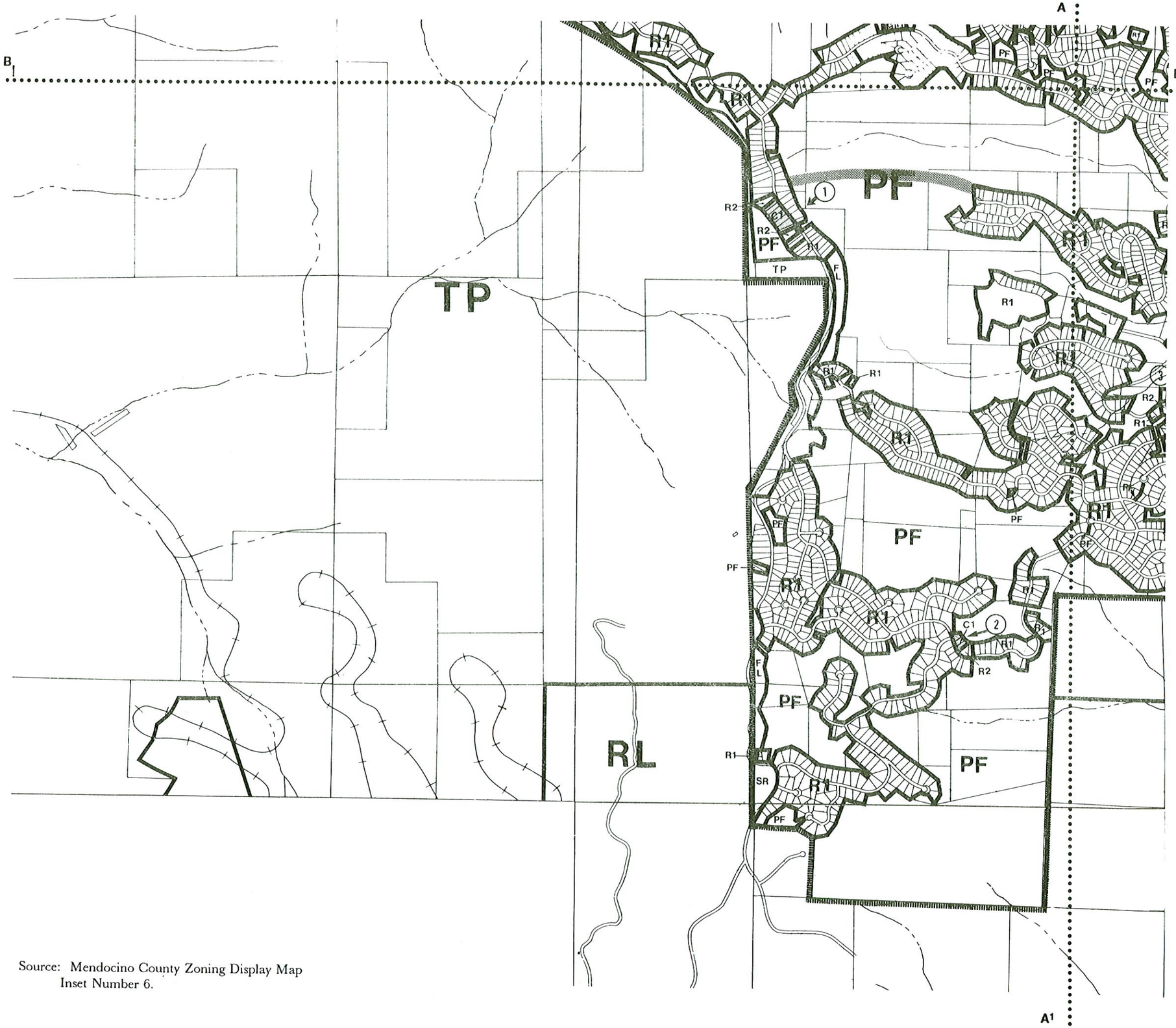
R1	Single Family Residential
R2	Two Family Residential
R3	Multiple-Family Residential
C1	Limited Commercial (1-19 Site #'s)*
PF	Public Facilities
TP	Timberland Production
FL	Forest Land
UR	Upland Residential
SR	Suburban Residential
RI	Rangeland
	Lake (A-Ada Rose, B-Emily)
★	Community Center/Fire Station
	Fuel Break
	Specific Plan Boundary
(A)(B)(C)	See Specific Plan text for discussion
(1) - (19)	See Specific Plan text for discussion





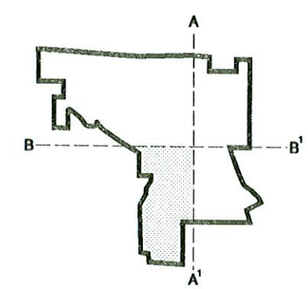
BROOKTRAILS TOWNSHIP SPECIFIC PLAN EIR

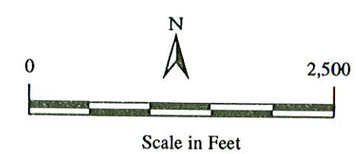
Figure 4-1b
Zoning Map



Legend:

R1	Single Family Residential
R2	Two Family Residential
R3	Multiple-Family Residential
C1	Limited Commercial (1-19 Site #'s)*
PF	Public Facilities
TP	Timberland Production
FL	Forest Land
UR	Upland Residential
SR	Suburban Residential
RI	Rangeland
	Lake (A-Ada Rose, B-Emily)
	Community Center/Fire Station
	Fuel Break
	Specific Plan Boundary
(A)(B)(C)	See Specific Plan text for discussion
(1) - (19)	See Specific Plan text for discussion

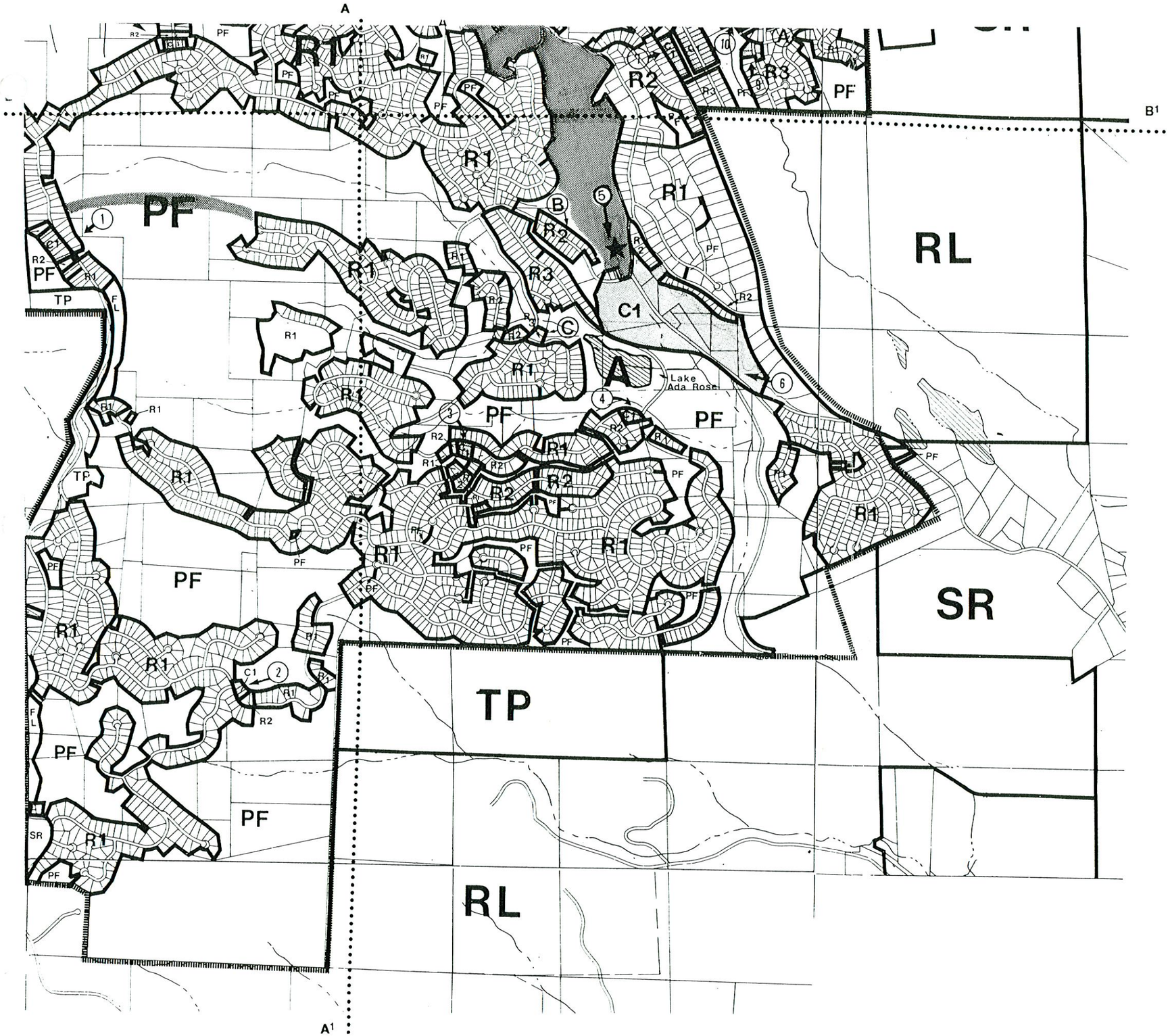




Source: Mendocino County Zoning Display Map
Inset Number 6.

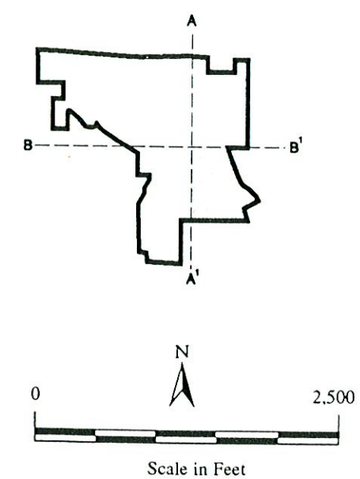
BROOKTRAILS TOWNSHIP SPECIFIC PLAN

Figure 4-1c
Zoning Map



Legend:

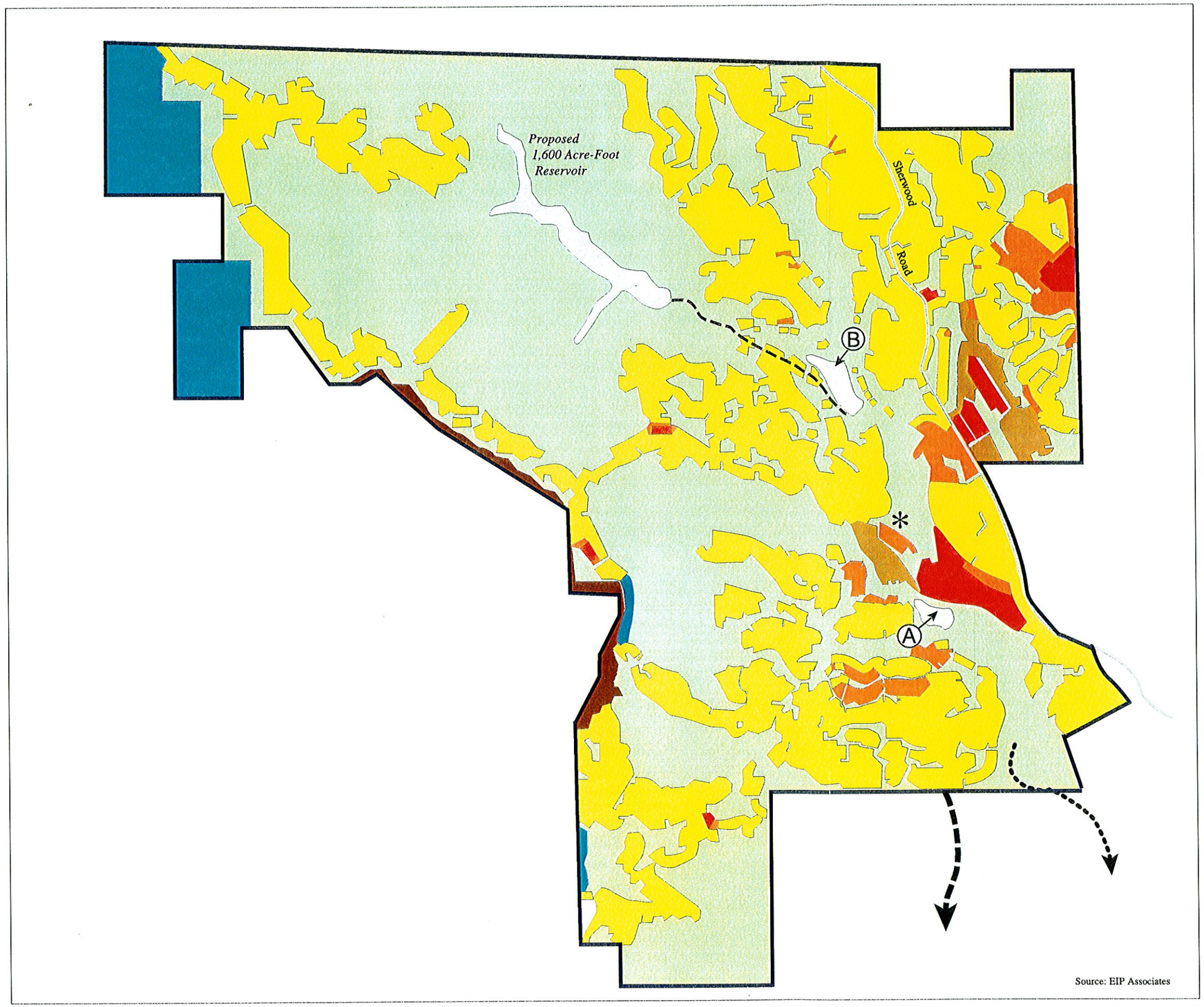
R1	Single Family Residential
R2	Two Family Residential
R3	Multiple-Family Residential
C1	Limited Commercial (1-19 Site #'s)*
PF	Public Facilities
TP	Timberland Production
FL	Forest Land
UR	Upland Residential
SR	Suburban Residential
RI	Rangeland
	Lake (A-Ada Rose, B-Emily)
★	Community Center/Fire Station
	Fuel Break
	Specific Plan Boundary
(A)(B)(C)	See Specific Plan text for discussion
(1) - (19)	See Specific Plan text for discussion



BROOKTRAILS SPECIFIC PLAN EIR

Figure 4-1d

Zoning Map



- Suburban Residential
- Residential (Single-Family)
- Residential (Two-Family)
- Residential (Multiple-Family)
- Limited Commercial
- Public Facility
- Forest Land
- Timberland Production
- Lake (A-Ada Rose, B– Emily)
- Proposed Access Route to State Route 20
- Proposed Trunk Sewer Main to City of Willits
- Proposed Raw Water Main
- * Community Center/Fire Station
- Specific Plan Boundary

N

0 2500

Scale in Feet

BROOKTRAILS TOWNSHIP SPECIFIC PLAN

Figure 4-2

Specific Plan Zoning Map-Proposed

eip

The following zoning designations are currently in effect within the Township. The zoning district information provided in Table 4-2 is as specified in the Mendocino County Zoning Ordinance, Title 20 -- Division I of the Mendocino County Code.

- R-1 Single-Family Residential
- R-2 Two-Family Residential
- R-3 Multiple-Family Residential
- S-R Suburban Residential
- C-1 Limited Commercial
- P-F Public Facilities
- F-L Forest Land

Areas immediately surrounding Brooktrails Township are zoned R-L Rangeland (livestock grazing, protection of natural resources), T-P Timberland Production (growing and production of timber), S-R Suburban Residential (residential with some commercial uses), and U-R Upland Residential (low-density agricultural/residential uses).

4.3 GOALS AND IMPLEMENTATION POLICIES[4]

Zoning

ZONING GOAL LU-4.1: Zoning shall be predominantly single-family residential.

As noted previously, excluding Public Facilities (PF District) zoned land (2,817 acres as indicated in Table 4-1, inclusive of greenbelt, golf course, community center, Fire Department and water supply/treatment), single-family residential land use is the primary land use within Brooktrails Township. The Specific Plan area includes 1,613 acres zoned for single-family land use, and 178 acres zoned for two-family and multiple-family residential land use. With an additional 40 acres of Suburban Residential zoned land use, the total residentially zoned area amounts to 1,831 acres consisting of 6,047 lots and 1,238 dwellings for an overall density of 0.68 units per acre of residentially zoned land at the time of preparing the Specific Plan.

At buildout with 4,000 SFRs, there would be 3,815 residential dwellings.[5] There would also

4. No Goal or Policy shall be interpreted such that it would result in a "taking" of real property.

5. SFR = "equivalent single-family residential unit"; SFR is used for water consumption planning purposes. Excludes Spring Creek and Public Facility SFRs (100 SFRs for public use and 85 SFRs for the Spring Creek subdivision).

be 3,673 developed lots with a population of 9,919 individuals.[6] The overall density for

6. Assumes 7% multifamily (6% two-family residential, 1% four-family residential - existing is 6% two-family residential and 3% four-family residential), and 93% single-family. Assumes 2.6 persons/unit, which could change over time depending on potential changes in demographic conditions. Source: 1990 Census and Brooktrails Community Services District.

TABLE 4-2
Brooktrails Township Zoning

Residential

- R-1 Single-Family Residential District (Chapter 20.072)

The R-1 Single-Family Residential District extends throughout major portions of the Township. This district is intended to create and enhance neighborhoods where topography, access, utilities and public services make the land suitable and desirable for single-family home development and community services appurtenant thereto. Permitted uses include single family residential, community recreation, fire and police protection services, minor impact utilities, and other specified uses subject to issuance of a Use Permit (see Sections 20.072.005 through 20.072.045 of the Zoning Ordinance).

- R-2 Two-Family Residential District (Chapter 20.076)

The R-2 Two-Family Residential District intermingles with the R-1 Single-Family District throughout the Township. The R-2 District is intended to create and enhance certain medium-density residential areas, where a compatible mingling of single-family units, dual-unit dwellings and community services are likely to occur. Permitted uses include those land uses permitted in the R-1 Single-Family Residential District, two-family residential dwellings, and other specified uses subject to issuance of a Use Permit (see Sections 20.076.005 through 20.076.045 of the Zoning Ordinance).

- R-3 Multiple-Family Residential District (Chapter 20.080)

As with the R-2 Two-Family Residential District, the R-3 Multiple-Family Residential District intermingles with the R-1 Single-Family Residential District throughout the Township. The R-3 District is intended to create and enhance areas suitable for higher density residential uses, and for professional offices and institutional uses. Permitted uses include single-family, two-family and multi-family residential units (the use of a parcel for three or more dwelling units in one building). Other permitted uses include administrative services, government services, clinics, medical services, community recreation, library services, day care facilities and small schools, group care, lodge facilities and other uses subject to issuance of a Use Permit such as commercial services, educational facilities, campgrounds and major utilities (see Sections 20.080.005 through 20.080.045 of the Zoning Ordinance).

- S-R Suburban Residential District (Chapter 20.004)

The S-R Suburban Residential District, located in the southwest portion of the Township, is intended to create and enhance neighborhoods where a mixture of residential, public facilities and services and community oriented commercial convenience uses are desired. Commercial uses are to be subordinate to the dominant residential character of the area. Permitted uses include single-family residential and other uses similar to the R-1 District, with two-family and multiple-family uses subject to a Minor Use Permit. (see Sections 20.004.005 through 20.004.045).

TABLE 4-2
BROOKTRAILS TOWNSHIP ZONING

Commercial

- C-1 Limited Commercial District (Chapter 20.008)

The C-1 Limited Commercial District, occurs at various locations throughout the Township. The C-1 District is intended to create and enhance areas where public facilities and services are available. The offices of the Brooktrails Community Services District are located in the C-1 District. Within the C-1 District, a limited number of retail commercial goods and services are desired primarily to meet day to day needs of local residents. Typically, this district would be applied within walking distance or short driving distance of a residential area, would confine the sale of goods and services to within a building and would permit only those uses which do not create, in the adjacent residential area, increased traffic, noise or other such impacts considered incompatible with the residential use.

Permitted uses include single-family residential and civic/commercial uses as described above for the R-3 Multiple-Family Residential District. Multiple-family residential uses and other commercial uses are permitted upon issuance of a Use Permit. There are few commercial uses on C-1 zoned lands within the Township, and a number of C-1 zoned parcels have been developed with residential unit (see Sections 20.088.005 through 20.088.045 of the Zoning Ordinance).

Public Facilities and Forest Land

- P-F Public Facilities District (Chapter 20.108)

The P-F Public Facilities District encompasses the most land of any zoning district within Brooktrails Township as described further below. Public Facility District lands cover both large and small land areas and intermingle considerably with residentially zoned parcels throughout the Township. The extent of Public Facilities District lands within the Township and absence of development thereon is an important element in achieving the current rural character prevalent within the Township today.

The Public Facilities District is intended to create and preserve those properties which are properly used for or are proposed to be used for public purposes or for specified public utility purposes. Permitted uses include community recreation, administrative and government services, clinic services, library services, day care and education facilities, essential services, civic assembly, commercial uses, agriculture use, forest production and processing (limited), tree crops and related uses. Other uses are permitted subject to issuance of a Use Permit such as single-family residential, mining and lodging (see Sections 20.108.005 through 20.108.040 of the Zoning Ordinance).

TABLE 4-2
BROOKTRAILS TOWNSHIP ZONING

- F-L Forest Land District (Chapter 20.064)

The F-L Forest Land District is intended to create and preserve areas suitable for the growing, harvesting and production of timber and timber-related products. Processing of products produced on the premises would be permitted as would certain commercial activities associated with timber production and the raising of livestock. Typically, the F-L District would be applied to lands not zoned Timberland Production (T-P), but which have the present or future potential for timber production, intermixed smaller parcels and other contiguous lands, the inclusion of which is necessary for the protection of efficient management of timber resource lands.

Other permitted uses include single-family residential, community recreation and civic uses, and general agriculture. Multiple-family residential and various categories of commercial use are permitted subject to issuance of a Use Permit (see Sections 20.064.005 through 20.064.055). Forest Land District lands within the Township are located in the southwest portion of the Township (see Figure 4-1).

residentially zoned land would amount to 2.08 units per acre, and for the planning area as a whole consisting of 4,943 acres, the residential density would amount to 0.77 units per acre. For comparison purposes, a relatively typical low density suburban subdivision would contain from 2 to 5 units per acre.

Thus, even with no adjustments to Brooktrails zoning at this time, zoning would remain predominantly for single-family land use.

ZONING POLICY LU-4.1A
Clarify the existing zoning and the extent of developed commercial areas; consider designation of other necessary commercial areas.

The C-1 Limited Commercial District includes 73 acres of land containing 146 lots and 40 residential dwellings (see Table 4-1). It should be noted that existing commercial development within Brooktrails Township is limited to a lodge with restaurant and cottages near the community center, and a video rental establishment and convenience food store along Sherwood Road just south of Daphne Way. When the Township was originally laid out by developers, various parcels were designated for commercial uses, consistent with the "Vacation Village" concept. These commercial parcels were scattered throughout the Township for the project seasonal residences and at the time of subdivision design were thought appropriate for automobile service stations and convenience outlets such as food stores.

However, commercial development on many of the commercially designated parcels has not occurred. This is due to several reasons: some commercially designated parcels contain steep slopes which make them difficult to develop, while other parcels are isolated from residential

development and a source of potential shoppers. In addition, some parcels are heavily forested which would make them difficult to develop, and in some cases the parcels are too small to realistically provide for vehicle parking without extensive grading. Some commercially designated parcels have been developed with residences, based on field inspections in October of 1995. Therefore, some commercially zoned parcels are to be rezoned residential to reflect the existing land use. Table 4-3 outlines existing conditions with respect to commercially designated parcels (refer to Figures 4-1a through 4-1b, *Zoning Map*, for site-numbering sequence):

Implementation

Because of existing residential development and/or steep terrain, rezone the following sites from C-1 commercial to residential: sites 3, 4, 9, 13, 14, 15, 16, 17 and 18.

- Year: Prior to 2000.
- Implementing Agency/Entity: County of Mendocino.

Pending future development within the Township, leave the following sites as commercially zoned for future review during periodic five-year updates of the Specific Plan: sites 1, 2, 10 and 11.

- Year: Ongoing.
- Implementing Agency/Entity: County of Mendocino.

ZONING POLICY LU-4.1B
Redesignate remaining, undeveloped commercially zoned parcels to single or two-family residential, as appropriate.

Implementation

As noted above, sites 3, 4, 9, 13, 14, 15, 16, 17 and 18 are either developed with residential use or are considered too steep for commercial development. These sites should be rezoned to conform with the existing/appropriate land use.

- Year: Prior to 2000. Implementing Agency/Entity: County of Mendocino.
- Implementing Agency/Entity: County of Mendocino.

ZONING POLICY LU-4.1C
Redesignate vacant parcels that are zoned multi-family to single or two-family residential, as appropriate.

At 71 acres (see Table 4-1), R-3 Multiple-Family residentially zoned lands amount to 3.87% of all residentially zoned properties within Brooktrails Township. At 107 acres, R-2 Two Family

TABLE 4-3
Existing Conditions of Commercially Zoned Parcels

• Site 1 is not on a well traveled route and considered too remote to be of commercial value at this time.
• Site 2 is located on steep terrain and considered too remote to be of commercial use value at this time.
• Site 3 is built out for residential use which would preclude commercial use.
• Site 4 is located in steep terrain which would make it difficult to develop for commercial use, particularly with respect to the provision of parking space.
• Site 5 contains the District Headquarters building, Community Center and Fire Station. Site 6 contains the lodge. Other areas within Site 6 could be developed for commercial use.
• Site 7 located on Sherwood Road with major traffic use has commercial uses in place (video store, food store). Much of the site is relatively flat or gently sloping and further commercial uses could be developed as needed.
• Site 8 adjacent to site 7, could be developed with commercial uses to complement commercial uses on site 7.
• Site 9 is currently developed with single and multiple-family residential units which would preclude commercial use.
• Site 10 consists of a low, flat, meadow area with a single residence. The site, or a significant portion thereof (west side of Madrone Drive), should be considered for retention as a Brooktrails community park in the future when demand justifies the need for non-intensive field sport use, consistent with the site's open meadow characteristics. In addition, the area is divided up into small parcels with a diverse ownership; hence, it appears that there is insufficient land in any one ownership to proceed with any substantial commercial development.
• Site 11 contains developed residential lots, and in some locations has steep terrain. Some very limited neighborhood commercial associated with Ells Field may be developed (see also the discussion under *Zoning Policy LU-4.1D* regarding Ells Field).
• Site 12 is located on well traveled Sherwood Road and is undeveloped. An Abandoned quarry is located at site 12. The land is slightly to moderately sloping, not forested, accessible to vehicles and there is room (approximately two acres), to provide a small commercially-oriented community center (i.e., post office, retail outlets, office space).
• Site 13 is an open, undeveloped site in a location surrounded by existing residences. There is a strong visual connotation of neighborhood which could potentially be adversely impacted with traffic and noise associated with commercial use.
• Site 14 is considered somewhat remote from traveled roads to provide viable commercial uses. The site is in an area of existing residences, and to establish commercial uses on site 14 would be an intrusion on the existing neighborhood.

TABLE 4-3: Existing Conditions of Commercially Zone Parcels (Cont'd.)

• Site 15 has existing housing in place which would preclude commercial use.
• Site 16, 17 and 18 are too steep to develop with commercial land uses. In addition, site 17 has poor visibility because of the turn in Poppy Drive, which raises a safety issue.
• Site 19 is considered too far off a trafficked roadway to be feasible for commercial development at this time.

residentially zoned lands amount to 5.84% of residentially zoned properties while at 1,613 acres, R-1 Single-Family residentially zoned properties amount to 88.09% of residentially zoned land within the Township. The remaining 40 acres of S-R Suburban Residential land accounts for 2.18% of the Township's residentially zoned land.

Mendocino County General Plan Housing Policy 1.4, states:

- *Implement the Housing Element goals and objectives through the land use entitlement process by increasing housing opportunities for moderate, lower and very low income and special need populations, facilitating the conservation of housing stock and providing a suitable living environment for all residents."*[6]

Retaining the R-3 Multiple-Family zoning designation within Brooktrails would assist the County in achieving its low and moderate income goals as expressed in the Housing Element of the General Plan. Multiple-Family zoning provides the opportunity to erect residential structures that are less costly on a per-unit basis than individual single-family units and would be consistent with General Plan Policy 1.4c which calls for supporting the conservation of affordable housing, and Implementation Measure 1.5.5 to allow increased densities in areas with water and sewer service.

However, an inspection of all R-2 and R-3 zoned lands within the Township during preparation of the Specific Plan revealed that several parcels should be rezoned as follows (see Figures 4-1a through 4-1d for location).

Site A: Approximately 1 acre of this R-3 zoned area is considered too steep for R-3 development and should be rezoned to R-2 (junction of Archer and Madrone Drive).

Site B: Parcel should be rezoned from R-2 to C-1, to reflect use as a real estate office. The site is steep with limited space for any additional development or expansion of the existing facility.

Site C: Rezone the site from R-3 to R-2. The site contains a reasonable amount of space

6. *Mendocino County General Plan Housing Element*, adopted by the Mendocino County Board of Supervisors, September 24, 1981, revised April 26, 1993, page II-11.

for development, but is subject to stormwater flow extending to the creek/riparian corridor. The area is considered sensitive to disturbance, and could generate creek sedimentation.

Implementation

Rezone Sites A, B and C as stated above.

- Year: Prior to 2000.
- Implementing Agency/Entity: County of Mendocino.

ZONING POLICY LU-4.1D
Participate with the City of Willits in the land-use planning of Ells Field Airport.

On October 21, 1993, the Mendocino County Airport Land Use Commission adopted the final *Comprehensive Land Use Plan* for the Boonville, Ells Field, Little River, Ocean Ridge and Round Valley airports.[7]

The *Comprehensive Land Use Plan* sets forth the criteria and policies which the Mendocino County Airport Land Use Commission will use in assessing the compatibility between public use airports in Mendocino County and proposed land use development. The report also notes that the Commission does not have authority over existing incompatible land uses or the operation of any airport.

The *Comprehensive Land Use Plan* specifically pertains to the land uses surrounding five public use airports in Mendocino County, including Ells Field abutting the east side of Brooktrails. A major finding of the Plan was that there are about 100 Brooktrails parcels located within the airport B1 Zone. The B1 Zone is classified as an approach/departure zone adjacent to a runway. The risks involved in a B1 Zone include safety (classified as "substantial risk") because aircraft in this zone are commonly below 400 feet above the ground or within 1,000 feet of the runway, and there is apt to be substantial aircraft noise.

The B1 Zone Compatibility Criteria as specified in the *Comprehensive Land Use Plan* calls for residential parcels not less than 10 acres in size, and that 30% of the land should be "open." Residential subdivisions are listed as not normally acceptable in the B1 Zone, although single-family homes on an existing lot are normally acceptable (*Comprehensive Land Use Plan*, Table 2A, page 2-6).

The *Comprehensive Land Use Plan* states (page 4-2):

7. Mendocino County Airport Land Use Commission, *Comprehensive Land Use Plan*, Hodges and Shutt, Santa Rosa, California, Adopted October 21, 1993.