

RESOLUTION NO. 09-22

RESOLUTION OF THE TOWN COUNCIL
OF THE TOWN OF MAMMOTH LAKES, STATE OF CALIFORNIA, ADOPTING
POLICIES FOR THE EVALUATION OF PROJECTS RELATED TO POPULATION AT
ONE TIME (PAOT) AND IMPACT ASSESSMENT.

WHEREAS, on August 15, 2007 the Town Council adopted the General Plan Update, including policies related to growth management, buildout, and Population at One Time (PAOT); and

WHEREAS, on November 19, 2008 the Town Council directed that an Ad Hoc Committee be formed to address issues regarding the Town's projected buildout PAOT, including issues related to tracking and modeling of PAOT, and considerations of an impact-oriented approach to assessing and evaluating permit applications; and

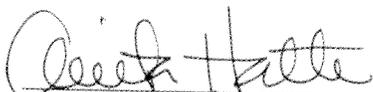
WHEREAS, the Ad Hoc Committee duly held a series of eight meetings to discuss these issues and fulfill its accepted Statement of Purpose "To make policy recommendations, for adoption by Town Council, about how to evaluate land use decisions using PAOT, and how to consider associated impacts in order to achieve General Plan goals and the 'triple bottom line'".

NOW, THEREFORE, BE IT RESOLVED that the Town Council of Mammoth Lakes does hereby accept the attached PAOT and Impact Assessment Policy Recommendations of the Ad Hoc Committee, and direct the Town Manager and Planning Commission to evaluate permit applications in accordance with the adopted policy, and to undertake the recommended work program items to further implement these recommendations, including continuation of the work of the Ad Hoc Committee as needed.

APPROVED AND ADOPTED THIS 15th day of April, 2009.


WENDY SUGIMURA, Mayor

ATTEST:


ANITA HATTER, Town Clerk

PAOT and Impact Assessment Policy Recommendations

The following represent the policy recommendations of the PAOT Ad Hoc Committee appointed by the Town Council on November 19, 2008, based on a series of meetings held in December 2008 through March 2009. The Committee directive was to address issues regarding the Town's projected buildout PAOT, including issues related to tracking and modeling of PAOT, and consideration of an impact-oriented approach to assessing and evaluating permit applications.

Part A includes the overall recommendations of the Committee as they relate to Project Evaluation, PAOT and Impact Assessment Policy Recommendations; Part B includes more specific recommendations of the Committee as they relate to the application and methodology for a PAOT Buildout Modeling Tool.

A. Project Evaluation, PAOT and Impact Assessment Policy Recommendations

The intent of the PAOT and Impact Assessment Policy Recommendations are to provide guidance for evaluating land use decisions using the assessment of Population at One Time (PAOT) and associated impacts in order to achieve General Plan goals and the "triple bottom line."

1. *Shift from PAOT-based project evaluation to impact based evaluation and mitigation, reflecting and including the following:*
 - a. Project Impact Evaluation Criteria should be developed that allow simple, but precise, summary evaluation of the impacts that are important to the community.
 - b. The impacts in the 2007 General Plan FEIR Alternative 3: Reduced Development Alternative corresponding to 52,000 PAOT should be used as benchmarks and standards in evaluating projects and planning documents against acceptable impact levels.
2. *Set policies and standards through Community Planning documents, which are tied to impacts and desired community outcomes for individual districts and subjects:*
 - a. Community Planning documents may include Neighborhood District Plans, Specific Plans, Mobility Plan, Trails System Master Plan, Parks and Recreation Plan, Public Art Plan, etc.
 - b. Community Planning documents should establish policies and standards that incorporate the acceptable impact thresholds from the General Plan EIR, Alternative 3: Reduced Development Alternative and other community defined thresholds.
 - c. Community Planning documents should define community expectations and requirements.
 - d. Community Planning documents should be developed through a public process that garners community input.

3. *Adhere to policies and standards established in Community Planning documents and the updated Municipal Code:*
 - a. Community Planning documents should be codified or adopted by ordinance and then adhered to.
 - b. Planning decisions and project evaluation should be based on formally adopted Community Planning documents and updated Municipal Code standards.
4. *Utilize the PAOT Buildout Model as the basic tool for quantitative assessment of buildout and PAOT included as part of the annual Community Indicators Report and as a component of project evaluations:*
 - a. The PAOT Buildout Model is a reporting tool and not a determinant of density. It is not intended to be used as a tool to justify or establish additional density for any particular site or project.
 - b. The PAOT Buildout Model should be used as a tool by the Planning Commission and/or Town Council to evaluate land use decisions, in conjunction with other evaluation tools as required by the Planning Commission and/or Town Council.
 - c. The secondary policy recommendations and methodology outlined in the PAOT Buildout Model Policy (See B., below) should be used as the method to provide quantitative assessment of buildout and resultant PAOT.
5. *The application of the Project Impact Evaluation Criteria and PAOT Buildout Model are intended to provide summary representation/evaluation of project PAOT and impacts, and in no way affect General Plan or Zoning Code limitations and requirements. No provision of the policies is intended to be used as a means to automatically grant discretionary density increases; to encourage applicants to request legislative amendments and/or density increases; or to imply that additional density beyond limits established in Town Codes or policies is appropriate or desirable, even when impact thresholds would not be exceeded.*
 - a. All applications and requests to significantly amend zoning or General Plan standards shall continue to be considered on their merits, and on the basis of all relevant analysis and required information, including but not limited to, Project Impact Evaluation Criteria, General Plan and Community Vision consistency, Design Review, CEQA analysis, District Planning, other relevant studies, and public comment.
 - b. The Town Council and/or Planning Commission shall continue to have ultimate discretion over the interpretation of PAOT Buildout Model and impact evaluation results, relative to project approvals.
6. *The following work program items should be implemented in order to achieve Recommendations 1 through 5:*

- a. Study and update impact thresholds, including adoption of revised CEQA thresholds that correspond to acceptable levels of community impact. (Not all impacts of importance to the community can, or should be, captured as CEQA impacts).
- b. Develop and Implement Project Impact Evaluation Criteria and methodology.
- c. Prepare and then codify District Plans.
- d. In addition to the above items, the outcomes of the Community Benefits and Incentive Zoning policy work, and from completion of Mobility, Trails, and Parks and Recreation Master Plans, will need to be reflected, as appropriate, in the work program outputs.

B. PAOT Buildout Model Policy Recommendations

The following policy recommendations specifically address the methodology and application of the PAOT Buildout Model. The intent of the PAOT Buildout Model Policy is to establish a means to calculate Population One Time (PAOT), which shall subsequently be utilized as a tool to evaluate land use decisions, in conjunction with other evaluation tools developed as part of the broader Project Evaluation and PAOT Impact Evaluation Policy Recommendations, or as otherwise required by the Planning Commission and/or Town Council.

1. Buildout Model

- a. The Town shall utilize a standardized, GIS-based model to calculate and track the number of units and associated PAOT, and progress towards buildout of the town over time. The PAOT Buildout Model will be the basic tool for any assessment of buildout included as part of the annual Community Indicators Report, or as part of a project evaluation. Project evaluations shall include a statement of the “running total” of town-wide PAOT that would occur with the project and other assumed development, as well as the project’s own PAOT generation.
- b. The model shall be structured and include all inputs as outlined in Exhibit 1, and shall include as outputs both detailed model run reports, and summary data. Proposed changes to the PAOT Buildout Model methodology and/or assumptions utilized in the model calculations shall be reviewed and approved by the Town Council, prior to any such changes. Model run assumptions shall be fully documented in all cases and do not represent policy. While the model methodology outlined in Attachment A does represent recommended policy of the Ad Hoc Committee, the assumptions that are utilized for each model run are not intended to represent policy.
- c. The model output shall be treated as an estimate of unit buildout and resultant PAOT.
- d. Until per unit occupancy factors can be updated based on new study, the PAOT buildout model shall use factors of 3.5 and 3.0 persons per unit in

order to establish a reasonable range of current and future population. These factors are based on the factors utilized in the 2007 General Plan PAOT modeling of 3.47 and 3.1 persons per unit, but are rounded. The per unit occupancy factors take into account both the fraction of units occupied and the number of people in those units. The current model does not account for population not associated with a unit, such as people that work in Town but do not reside in locally, and other such "day visits." We should attempt to account for these people when a new study is conducted.

- e. Model outputs shall reflect the following four buildout scenarios, reflecting two density assumptions, and two PAOT assumptions. These shall be used to establish a range of buildout for units and PAOT:

i. Buildout of Units with and Without Community Benefits Density Bonus

- Buildout of lodging uses within Commercial Zones at 40 rooms per acre (i.e. without Community Benefits density bonus as allowed for by General Plan Policy L.5.G.)
- Buildout of lodging uses within Commercial Zones at 80 rooms per acre (i.e. with Community Benefits bonus as allowed for by General Plan Policy L.5.G.)

ii. PAOT at 3.0 and 3.5 Persons per Unit

For each of the outputs calculated in e.i, application of PAOT multipliers as follows:

- 3.5 Persons per Unit for existing and future units
- 3.5 Persons per Unit for existing units, and 3.0 Persons per Unit for future units.

- f. It is recognized that there is inherent uncertainty in providing an accurate and consistent measure of per unit occupancy over time. However, as recommended by the Ad Hoc Committee, a methodology to perform periodic updates of the occupancy data shall be determined to improve the accuracy of the model to the extent feasible, given available resources and as directed by Town Council.

2. Model Implementation

- a. Application of the PAOT Buildout Model shall be required for any application for a major legislative amendment (Zone Code Amendments, General Plan Amendments, Master Plans, Specific Plans, etc.) that proposes significant changes to existing development standards or policies, and/or that request discretionary density increases as established through General Plan Policy L.5.G, as well as Tentative Tract Map and Use Permit applications.
- b. Other project applications may be subject to the PAOT Buildout Model analysis requirements at the request of the Town Council.

- c. Town Staff shall maintain the PAOT Buildout Model. The model shall be updated to reflect new development and development entitlements semiannually (two times per year) at a minimum, as part of the permit application review process for those projects subject to this policy, and when deemed necessary by the Town Council or Planning Commission.

Exhibit 1: PAOT Buildout Model Summary
April 15, 2009

This exhibit provides a summary of the PAOT Buildout Model, reflecting the consensus direction and input from the PAOT Committee, and outlining the steps used in the modeling process.

A. OVERVIEW

The PAOT Buildout Model was developed to accomplish the directive of the Town Council to provide a methodology and a means to calculate PAOT. The results of the PAOT Buildout Model combined with an assessment of impacts will be used to evaluate development projects and progress toward General Plan goals and the Community Vision.

B. BUILDOUT MODEL PRINCIPLES

A number of basic principles were incorporated into the development of the PAOT Buildout Model. These are that the model is:

1. GIS- and parcel-based, meaning that data can be compiled and reported at a variety of geographies (e.g. zone, neighborhood, plan area, etc.).
2. Includes both fixed data inputs (land use existing conditions, adopted plans and approved projects) and user-defined assumptions concerning future development and redevelopment.
3. Based on most recent parcel data, which is consistently updated.
4. Transparent and replicable, with methods, inputs and assumptions that are clear and thoroughly documented.

C. MODEL "BUILDING BLOCKS"

1. Fixed Data Inputs

Certain model components are considered to be "fixed" data inputs, in that they are dictated by known existing conditions and information. Among these are information about existing land use (which derives from documentation about conditions on the ground at the time the model run occurs) and a set of "givens" about future development, including buildout of approved Specific Plans and Master Plans, as well as buildout of entitled development projects. In the case of existing land use, these existing conditions also report what is known about vacant and potential redevelopment parcels, which can then be subject to additional calculations and assumptions concerning their buildout.

2. Model Assumptions

The second major component of the model is the user-defined assumptions used in the model. These assumptions are generally considered to be “stand-alone”, meaning that they can easily be modified and updated as new data is obtained to warrant their change, or as new policy is developed and set by the Town Council.

Assumptions are only applied to future development, since existing development is a known condition. Therefore, as we move closer to buildout, fewer assumptions will have to be made and the accuracy of the model will improve.

Primary model assumptions include the following:

1. Buildout percentage of Master Plan and Specific Plan areas.
2. Buildout percentage of Entitled Projects.
3. Buildout percentage and Assumed Density (including land use mix) for Vacant Parcels.
4. Redevelopment percentage and Assumed Density (including land use mix) for existing Developed Parcels.
5. Community Benefit – Incentive Zoning Density Bonuses.
6. Housing Bonuses (State Density Bonus and Town Housing Density Bonus).
7. Per Unit Occupancy (the multiplier that generates a PAOT estimate based on the unit counts derived in other model steps).

In general, parcel geographies, zoning, and development constraints are used to inform the model assumptions and can be updated as necessary.

D. MODEL STEPS

The PAOT model comprises five basic steps. Each step includes both fixed data and a number of assumptions. The five steps are as follows:

Step 1 – Summarize Existing Development

The first step involves counting the number of existing units.¹ This includes units that are already built and those that are under construction. The existing development baseline can be updated on an as needed basis or bi-annually at a minimum.

Assumptions: The threshold or “trigger” for a unit to be considered “existing” is currently assumed to be if the foundation is in place (ie. the building is under

¹ “Units” refers to both residential units and hotel rooms. It should be noted that the model provides results in both units and rooms. The Total is reported based on the following equation: Total = Residential Units + Hotel Rooms/2.

construction). This assumption can be changed if desired, but should be applied consistently to ensure units are not omitted or double counted.

Step 2 – Evaluate Approved Projects

The second step involves counting the number of *unbuilt* units in approved projects. Built units in approved projects are accounted for in Step 1. Approved projects are broken down in two categories:

2.a. Master Plans and Specific Plans.

Assumptions: Buildout percentage of maximum number of units and rooms assigned in the approved Master or Specific Plan.

2.b. Entitlements outside of Master Plans and Specific Plans.

Assumptions: Buildout percentage of units and rooms assigned in the approved project or entitlement.

Step 3 – Evaluate Remaining Vacant Land

The third step evaluates the development of vacant parcels. This analysis step only includes vacant parcels that are not within an approved project or Specific Plan/Master Plan area. Vacant land within an approved project is accounted for in Step 2. Vacant parcels are broken down into two categories:

3.a. Single-Family Residential Zones (RSF and RR).

Assumptions:

- i. Percentage of lots of sufficient size, which will be assumed to split.
- ii. Buildout percentage of units for existing and split lots.

3.b. Multi-Family Residential Zones and Commercial Zones (RMF-1, RMF-2, CG, and CL).

Assumptions:

- i. Likelihood of Vacant Development – percentage of vacant acreage likely to develop.
- ii. Proportion of land within a Zone to develop by type – percentage of vacant land in the Zone that is assumed to develop as either lodging rooms or mixed commercial-residential units. (These land uses have different density standards),.
- iii. Density of Development (units and rooms).
- iv. Community Benefits-Incentive Zoning Density Bonus Assumption for lodging uses in CL and CG zones. May be reported as a range above the “base” of 40 rooms from zero to 40 rooms per acre of bonus density, per General Plan policy L.5.G.

- v. Likelihood of Housing Density Bonus – percentage of projects likely to apply for a Housing Density Bonus (assumes eligibility).
- vi. Housing Density Bonus Amount (percent) – actual assumed Housing Density Bonus that a project will obtain.

Step 4 – Evaluate Redevelopment Potential of Existing Developed Parcels

The fourth step evaluates the redevelopment of parcels that are currently developed.

Assumptions:

- i. Likelihood of Redevelopment – percentage of existing developed land likely to redevelop.
- ii. Proportion of land within a Zone to develop by type – percentage of vacant land in the Zone that is assumed to develop as either lodging rooms or mixed commercial-residential units. (These land uses have different density standards).
- iii. Density of Redevelopment (units and rooms).
- vii. Community Benefits-Incentive Zoning Density Bonus Assumption for lodging uses CL and CG zones. May be reported as a range above the “base” of 40 rooms from zero to 40 rooms per acre of bonus density, per General Plan policy L.5.G.
- iv. Likelihood of Housing Density Bonus – percentage of projects likely to apply for a Housing Density Bonus (assumes eligibility).
- v. Housing Density Bonus Amount (percent) – actual assumed Housing Density Bonus that a project will obtain.

Step 5 – Apply Occupancy Assumptions to Steps 1 through 4.

The fifth step of the process is where the population calculation occurs. In other words, Steps 1 through 4 are based on actual counts of existing units and calculations of future units, but do not report the number of people associated with each unit. The following simplified equation illustrates the ultimate PAOT Calculation:

$$PAOT = Units \times Persons \text{ per Unit}$$

Assumptions:

- i. Occupancy assumptions can differ among unit types, geography, and other characteristics.

E. REPORTING

The Buildout Model will report the following information for each model run:

1. Report Summary.

- a. A “date-stamped” snapshot – reports the analysis date and associated baseline data (i.e., what the existing conditions were at the time of the analysis).
- b. A data summary from each analysis step (i.e., a running tally of units).

2. Tabular Reports.

- a. Summary Page – Total of all tables.
- b. Existing Development Summary Table.
- c. Master Plan/Specific Plan Summary Table.
- d. Entitled Project Summary Table.
- e. Vacant Single-Family Residential Buildout Summary Table.
- f. Vacant Multi-Family Residential and Commercial Buildout Summary Table.
- g. Redevelopment Summary Table.

3. Maps & Graphics.

- a. Current Zoning Map.
- b. Existing Landuse Map.
- c. Master Plan and Specific Plan Boundaries.
- d. Location of Entitled Projects outside of Master Plans and Specific Plans.
- e. Vacant Parcel Map.

4. Assumptions.

- a. A detailed list of assumptions used in the model as well as any supporting logic.

STATE OF CALIFORNIA)
COUNTY OF MONO)
TOWN OF MAMMOTH LAKES) ss.

I, ANITA HATTER, Town Clerk of the Town of Mammoth Lakes, DO HEREBY CERTIFY under penalty of perjury that the foregoing is a true and correct copy of Resolution No. 09-22 adopted by the Town Council of the Town of Mammoth Lakes, California, at a meeting thereof held on the 15th day of April, 2009, by the following vote:

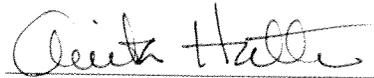
AYES: Councilmembers Bacon, Eastman, Harvey, Mayor Pro Tem
 McCarroll, and Mayor Sugimura

NOES: None

ABSENT: None

ABSTAIN: None

DISQUALIFICATION: None



ANITA HATTER, Town Clerk