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## 4. LAND USE AND PLANNING

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### 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.<sup>1</sup> The number of vacant residential parcels located within selected water

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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.<sup>2</sup> 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

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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.<sup>3</sup> 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

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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**

<b>Zoning District</b>	<b>Existing/Designated Land Use</b>	<b>Acres</b>	<b>Lots</b>	<b>Existing Dwellings</b>
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	<u>40</u>	<u>8</u>	=
	(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	<u>2,817</u>	<u>401</u>	<u>1</u>
	(Subtotal)	2,890	547	41
F-L Forest Land and T-P Timberland Production	Forest and Timber Preserve	<u>222</u>	<u>11</u>	=
	<b>TOTAL</b>	4,943	6,605	1,279
Source: Brooktrails Township Community Services District.				

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
- T-P Timberland Production

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<sup>4</sup>

#### 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.<sup>5</sup> There would also

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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.<sup>6</sup> The overall density for

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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).

- **T-P Timberland Production District (Chapter 20.068)**

The timberland Production District is intended to be applied to areas of the County which because of their general soil types, location and timber growing capabilities are suited for and should be devoted to the growing, harvesting, and production of timber and timber related products. Permitted uses include residential, community recreation, fire and police protection services, animal raising, forest production and processing, horticulture, limited packing and processing, row and field crops, and tree crops. Other permitted uses subject to issuance of an Administrative Permit include farm employee housing. Uses subject to a Use Permit include cottage industries, transient habitation (campgrounds), animal waste processing, mining and processing and other uses.

Timberland Production District lands are located along the western edge of the Specific Plan area (see Figures 4-1a, 4-1c and 4-2).

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**

<ul style="list-style-type: none"> <li>Site 1 is not on a well traveled route and considered too remote to be of commercial value at this time.</li> </ul>
<ul style="list-style-type: none"> <li>Site 2 is located on steep terrain and considered too remote to be of commercial use value at this time.</li> </ul>
<ul style="list-style-type: none"> <li>Site 3 is built out for residential use which would preclude commercial use.</li> </ul>
<ul style="list-style-type: none"> <li>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.</li> </ul>
<ul style="list-style-type: none"> <li>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.</li> </ul>
<ul style="list-style-type: none"> <li>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.</li> </ul>
<ul style="list-style-type: none"> <li>Site 8 adjacent to site 7, could be developed with commercial uses to complement commercial uses on site 7.</li> </ul>
<ul style="list-style-type: none"> <li>Site 9 is currently developed with single and multiple-family residential units which would preclude commercial use.</li> </ul>
<ul style="list-style-type: none"> <li>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.</li> </ul>
<ul style="list-style-type: none"> <li>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 <i>Zoning Policy LU-4.1D</i> regarding Ells Field).</li> </ul>
<ul style="list-style-type: none"> <li>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).</li> </ul>
<ul style="list-style-type: none"> <li>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.</li> </ul>
<ul style="list-style-type: none"> <li>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.</li> </ul>

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

<ul style="list-style-type: none"> <li>• Site 15 has existing housing in place which would preclude commercial use.</li> </ul>
<ul style="list-style-type: none"> <li>• 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.</li> </ul>
<ul style="list-style-type: none"> <li>• Site 19 is considered too far off a trafficked roadway to be feasible for commercial development at this time.</li> </ul>

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."*<sup>7</sup>

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

7. *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.<sup>8</sup>

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):

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

"Although undesirable from a compatibility standpoint, there are only a few modifications which could potentially be achieved through land use regulation to improve the compatibility. Every opportunity should be taken to reduce the number of potential residential units. Approximately 35 of these parcels are designated neighborhood commercial, but are undeveloped. The neighborhood commercial designation permits the development of multifamily housing. Compatibility would be improved if either: multi-family housing were prohibited on these lots or the parcels were redesignated for single-family dwellings."

### **Implementation**

The Township will seek to coordinate with the Airport Land Use Commission in evaluating proposed land use development at Ells Field to enhance airport land use compatibility. Under a five year update of the Specific Plan, the County may initiate rezoning of existing commercially zoned parcels within the B-1 zone to single-family residential use. Continued single-family development within the B-1 zone would support this action. Currently, there are a total of 139 parcels within the B1 Zone, 43 of which are improved and 96 of which are unimproved (have no residences).

- Year: Ongoing for review of new development, 2000 for rezoning if warranted.
- Implementing Agency/Entity: County of Mendocino.

### **Redevelopment**

***REDEVELOPMENT GOAL LU-4.2: Redevelopment shall adhere to the need for improving developed properties, the needs of the community and natural environment.***

Brooktrails Township does not contain a Redevelopment District under California law with special funding mechanisms. Rather, "redevelopment" as used in this Specific Plan refers to existing properties that may need enhancement for their best use and/or appearance. The following policies apply:

#### ***REDEVELOPMENT POLICY LU-4.2A***

***Encourage the private development and enhancement of the Brooktrails Lodge in a manner that would encourage utilization of the Lodge, cottages and restaurant by local residents and non-resident property owners. Such development should be compatible with historic levels and types of use.***

#### ***REDEVELOPMENT POLICY LU-4.2B***

***Encourage the renovation and operation of the Brooktrails Lodge recreation area, inclusive of the swimming pool, tennis courts, and picnic grove.***

The Brooktrails Lodge is a privately owned facility located immediately south of the community center fronting the east side of Birch Street. The lodge building contains a restaurant and 20 overnight units, and 14 cottage units available for rent to the public. The recreation area, inclusive of a swimming pool, tennis courts and picnic grove located on the west side of Birch Street opposite the lodge, is currently not used and is closed to the public. These recreational facilities were at one time associated with use of the lodge and cottages.

Steep slopes and traffic along Birch Street restricts the free movement of pedestrians between the lodge, cottages and recreation facilities associated with the lodge.

### **Implementation**

Operational plans of the lodge owner/operator will need to be determined, and a program for facilities enhancement and use encouraged as warranted. At the discretion of the District, technical and business administrative assistance may be offered. If the lodge recreation area can demonstrate public and/or community recreation use in the future under a plan of lodge and facility enhancement, rezone the recreation area to Commercial Recreation (CR District) to ensure continued recreation priorities. The use of conservation easements may be employed to ensure protection of the existing redwood trees in the lodge area (see the discussion on Development Reduction in this Chapter regarding implementing conservation easements, Goal LU-4.5 and Policy LU-4.5A).

- Year: ongoing.
- Implementing Agency/Entity: Township Board of Directors.

### ***REDEVELOPMENT POLICY LU-4.2C***

*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.*

### **Implementation**

At the discretion of the District Board, a volunteer Advisory Committee consisting of Brooktrails property owners may be formed for assessing the needs and desires of the community's senior citizens as warranted. The Committee would be responsible for formulating a program for seniors with special needs, including potential development of a facility for seniors, in exchange for property to finance the creation and maintenance of such a facility. In certain cases, seniors may request and arrange for home care for the duration of life in exchange for their property.

- Year: ongoing.
- Implementing Agency/Entity: Township Board of Directors with assistance from the Advisory Committee.



## **Future Planning**

***FUTURE PLANNING GOAL LU-4.3: Township evaluation and data collection shall be a continuing process as the Township experiences growth.***

### ***FUTURE PLANNING POLICY LU-4.3A***

***Provide for the continuous collection of environmental data, conduct periodic analysis and prepare an Annual State of the Environment Report to the Brooktrails Township Community Services District Board of Directors with recommendations.***

### ***FUTURE PLANNING POLICY LU-4.3B***

***Provide for the continuous collection of planning data, conduct periodic analysis, and prepare an annual Planning Report to the Brooktrails Township Community Services District Board of Directors with recommendations.***

## **Implementation**

At the discretion of the Township Board of Directors, volunteer Advisory Committees consisting of Brooktrails property owners may be formed for collecting data and reporting on environmental conditions and planning data. This subject regarding environmental conditions is discussed further in Chapter 6 of this Specific Plan, *Environmental Resources*. The Advisory Committees would be responsible for formulating programs for the systematic collection of data relating to environmental conditions and planning data, and preparing the annual reports. Environmental data would include data relating to vegetative and wildlife resources, drainage, air quality, noise, hydrology and water quality, visual quality and community character, traffic and safety, and other areas of concern to the community.

Planning data would relate to the amount of new construction occurring in any given year, plans for new construction around Ells Field, improvements (proposed and actual) to vehicular and pedestrian circulation systems, and capital improvement projects, both existing, proposed and/or considered needed.

- Year: Ongoing.
- Implementing Agency/Entity: Township Board of Directors with assistance from the Environmental and Planning Advisory Committees.

### ***FUTURE PLANNING POLICY LU-4.3C***

***Evaluate compliance with the provisions of the Specific Plan annually.***

## Implementation

The Planning Advisory Committee noted above would be responsible for monitoring and providing an update of compliance with the provisions of this Plan in their annual report to the Township Board of Directors. Any recommendations for updating the Specific Plan would be included in the annual report.

- Year: Ongoing.
- Implementing Agency/Entity: Township Board of Directors with assistance from the Planning Advisory Committee.

## Relationship to Surrounding Jurisdictions

***SURROUNDING JURISDICTIONS GOAL LU-4.4: Brooktrails Township shall seek to strengthen relationships with neighboring communities and jurisdictions.***

Refer to Chapter 2, *Specific Plan* section 2.5, *Relationship to Jurisdictions and Plans*, for a discussion of jurisdictions adjacent to and surrounding Brooktrails Township.

### ***SURROUNDING JURISDICTIONS POLICY LU-4.4A***

***Actively participate with the City of Willits in effectively and efficiently providing public facilities and services to our communities.***

### ***SURROUNDING JURISDICTIONS POLICY LU-4.4B***

***Actively participate with the County of Mendocino in effectively and efficiently providing and utilizing public facilities and services.***

The provision of public facilities and services (sewage treatment, roads, medical care, police protection, solid waste removal, etc.), is discussed in Chapter 7 of the Specific Plan, *Community Facilities and Services*. A number of agencies and organizations provide facilities and services to the Township, which are discussed in Chapter 7. The City of Willits provides wastewater treatment to Brooktrails Township. Secondly, many of the goods and services needed by Township residents are provided through commercial enterprises located in Willits.

Under *Future Planning Policy LU-4.3C* noted above, which calls for evaluating compliance with the provisions of the Specific Plan on an annual basis, the needed participation with the City of Willits and County of Mendocino in the provision of public facilities and services would be documented annually. Implementing the various goals and policies of the Specific Plan itself will require coordination and discussion with the City of Willits and Mendocino County, particularly with respect to planning, rezoning, roadway improvements and the provision of public facilities and services.

## **Development Reduction**

***DEVELOPMENT REDUCTION GOAL LU-4.5: The Township shall seek to reconfigure land parcels that afford greater protection of public health and safety in high constraint areas as well as the protection and conservation of important environmental resources.***

***DEVELOPMENT REDUCTION POLICY LU-4.5A: Establish measures for voluntarily reconfiguring land parcels, including lot mergers, conservation easements, and financial programs.***

***DEVELOPMENT REDUCTION POLICY LU-4.5B: Support the waiver of lot merger fees if lot merger requests are presented in either of two semi-annual group applications.***

Given the need to reduce development to the target level of growth, the Township will initiate voluntary development reduction methods. The Township intends to establish measures designed to respond to a range of property owner objectives. Financial incentives would be for those people who are in a hurry for financing loan reasons or otherwise, and the group applications as specified in Development Reduction Policy LU-4.5B would be for those people interested in saving money. District staff would be trained to accept and transmit the applications at specific times, such as February and September or as otherwise specified by the County. Measures that are considered include:

- Township administered lot mergers.
- Township sponsored conservation easements.
- Township administered financial programs.

## **Lot Merger Program**

The Brooktrails Township would establish an implementing agency/entity, or would work with a designated land trust that will operate a "Merger Process." The designated implementing agency/entity (herein "entity") would establish a voluntary program of measures for merging lots as described below.

## **Implementation**

- Entity becomes involved in providing useful information to promote transactions aimed at achieving Brooktrail's development reduction goals.
- Entity develops an incentive program for voluntary mergers. The following types of incentives would be used:

Township-sponsored lot easements;  
Township-sponsored conservation easements;  
Township assumption of costs of mergers and/or conservation easements;  
Township-sponsored staff training for accepting and transmitting application for lot mergers to the County of Mendocino.  
Township loans for private lot acquisitions; and  
Development fee credits for voluntary development reduction.

- Entity provides some staff support for reconfiguring viable parcels so that merged lots will have usable/buildable building area envelope, and to encourage placement of conservation easements over areas that are environmentally sensitive such as riparian corridors.

This voluntary program would be in place for a period of time (for example 5 to 10 years), or until such time the voluntary program requires updating and/or amendment during periodic updates of the Specific Plan.

- Year: Ongoing.
- Implementing Agency/Entity: Township Board of Directors.

### **Conservation Easement Program**

A conservation easement is a legal agreement a property owner makes to restrict the type and amount of development that may take place on his or her property.

By granting an easement in perpetuity, the owner may be assured that the resource values of his or her property will be protected indefinitely. Properties with significant conservation preservation values can be protected by an easement. A conservation easement in this case is also viewed as a mechanism to supplement a lot acquisition program for the purpose of development reduction. There are also property tax incentives available under a conservation easement program.

Adoption of the Specific Plan by the Mendocino County Board of Supervisors establishes the use of conservation easements in areas critical to fire hazard abatement, as a means of protecting public health and safety in high constraint areas, and for conserving environmental resources throughout the Township (refer to the Draft EIR for a discussion of environmental impacts and mitigation measures, including section 3.2.3, *Biological Resources*).

### **Implementation**

The Township will seek to encourage the development of a conservation program. The following initial steps would be necessary in establishing the program.

- Define the goals of the program consistent with Development Reduction Goal LU-4.5 and Policy LU-4.5A.

- Define the criteria for developing and accepting easement proposals.
- Establish the legal and procedural framework to form conservation easements.
- Prepare the legal documents suitable for application to properties within the Township.
- Specify other governmental agencies, if any, that will need to be aware of the conservation easement program.
- Determine the need for services to implement the conservation easement program such as legal counsel, mapping and appraisal services.
- Consult with Mendocino County to determine the level of County participation including coordination with the Recorder's and Assessor's offices for placement of easement deed restrictions and adjustments to property assessments for tax purposes.
- Identify areas suitable for establishing conservation easements.
- Year: Ongoing.
- Implementing Agency/Entity: Township Board of Directors.

### **Financial Programs**

#### **Market Facilitation**

Market facilitation emphasizes providing useful information to promote transactions aimed at achieving Brooktrail's development reduction goals (see Lot Merger discussion above).

#### **Implementation**

At the discretion of the Board of Directors, the District may undertake the following:

- Maintain up-to-date Assessor's and lot ownership information.
- Identify lot merger opportunities and inform potentially interested parties.
- Inform absentee owners about development reduction incentives.
- Coordinate with local realtors interested in brokering transactions resulting in a merger or conservation easement.

In addition, the Township will fund annually 50% of the cost of 40 lot merger applications each fiscal year.

- Year: Ongoing.

- Implementing Agency/Entity: Township General Manager at the Direction of the Board of Directors.

### **Financial Incentives**

The Township intends to investigate the use of financial resources to promote the development of reduction activities.

### **Implementation**

The Township intends to investigate the feasibility of 1) covering part or all of the administrative costs of lot mergers and/or conservation easements, and 2) providing low interest loans used to finance lots acquired by individuals with the intention of merging or forming conservation easements. In either case, the Township would need to allocate budget for these purposes, if implemented.

- Year: Ongoing.
- Implementing Agency/Entity: Township Board of Directors.

