



Preferred Conceptual Land Use Plan

The Parcel

To: Town of Mammoth Lakes

From: Lisa Wise Consulting, Inc. (LWC)

Date: October 1, 2019

DRAFT

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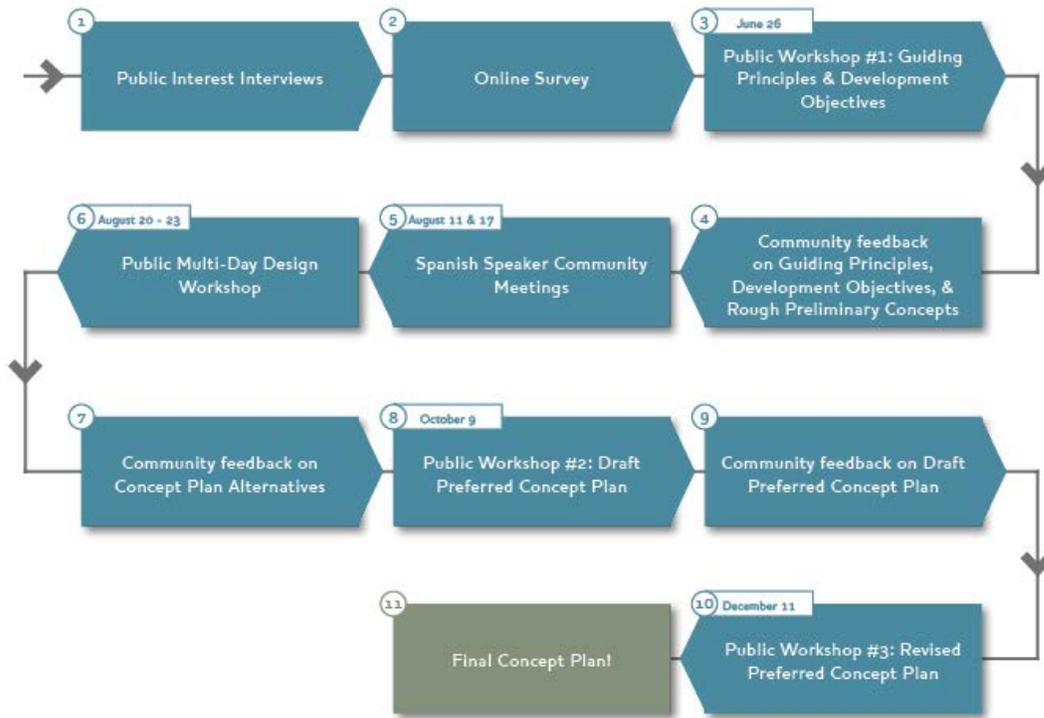
Executive Summary [to be completed after 10/9 Workshop]

Introduction

Overview of Plan The Parcel Process

Recognizing that it takes a community to build a community, the Plan The Parcel process has included extensive outreach and local participation to ensure development of a plan that is grounded in community ownership and support. The following process (Figure 1) provided for public input throughout the development of a conceptual plan for The Parcel.

Figure 1: Plan The Parcel Process



Many opportunities for public engagement were provided, including those listed in Table 1.

Table 1: Plan The Parcel Public Engagement Opportunities

Joint Town Council and Planning and Economic Development Commission Workshops	<ul style="list-style-type: none"> • Workshop 1: June 26, 2019 • Workshop 2: October 9, 2019 • Workshop 3: December 11, 2019
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Table 1: Plan The Parcel Public Engagement Opportunities

Multi-Day Design Workshop	<ul style="list-style-type: none"> • August 20 – 23, 2019 • Presentations on Facebook live
Community Meetings	<ul style="list-style-type: none"> • Spanish Community Meeting 1: August 11, 2019 • Spanish Community Meeting 2: August 17, 2019
Monthly Updates at Public Meetings	<ul style="list-style-type: none"> • Town Council • Mammoth Lakes Housing, Inc. Board • Planning and Economic Development Commission
Local Organization Meetings	<ul style="list-style-type: none"> • Rotary: July 25, 2019 • Mammoth Voices: August 1, 2019 • Contractors Association: September 12, 2019
Information Tables at Local Events	<ul style="list-style-type: none"> • VillageFest: July 28, 2019 • Softball/etc: Get event names & dates from Amy
Public Interest Interviews	<ul style="list-style-type: none"> • Interviews Day 1: May 7, 2019 • Interviews Day 2: May 8, 2019
Engage Mammoth Lakes (online)	<ul style="list-style-type: none"> • Survey 1 (Conceptual Land Use Planning): June 2019 • Survey 2 (Development Objectives): August 2019 • Map Your Comments: August 2019 • Survey 3 (Design Ideas for Housing at The Parcel): August 2019 • Survey 4 (Design Alternatives): September 2019 • Survey 5 (Preferred Plan): TBD- Nov 2019
Social Media	<ul style="list-style-type: none"> • Facebook • Twitter • Instagram

The Town maintained an email distribution list and webpage for The Parcel, which included materials in both English and Spanish. Informational cards, surveys, and social media posts were also provided in both English and Spanish. Appendix B contains documentation from public engagement activities and events.

Key Definitions

The following definitions are provided for reference.

- **Affordable Housing:** Housing is affordable if the monthly rent or mortgage payment is equal to or less than 30% of gross household income (before taxes).
- **Area Median Income (AMI):** AMI is determined annually by the State for each County and varies by household size. In Mono County, the 2019 AMI for a 4-person household is \$81,200 (Table 2).

Examples

A household earning \$57,550 could afford to rent a home for \$1,295 per month.

A household earning \$87,700 could afford to purchase a home for \$312,000.

(Assumptions per Mammoth Lakes Housing, Inc.)

Table 2: Income Levels (2019)

Annual Income									
Number of People in Household		1	2	3	4	5	6	7	8
Median Income (100% AMI)		\$56,850	\$64,950	\$73,100	\$81,200	\$87,700	\$94,200	\$100,700	\$107,200
Income Category									
≤50% AMI	Very Low Income	\$28,450	\$32,500	\$36,550	\$40,600	\$43,850	\$47,100	\$50,350	\$53,600
51-60% AMI	Low Income	\$34,110	\$38,970	\$43,860	\$48,720	\$52,620	\$56,520	\$60,420	\$64,320
61-80% AMI		\$44,750	\$51,150	\$57,550	\$63,900	\$69,050	\$74,150	\$79,250	\$84,350
81-120% AMI	Moderate Income	\$68,200	\$77,950	\$87,700	\$97,450	\$105,250	\$113,050	\$120,850	\$128,650

- **Community Housing:** Housing that is intended to be affordable for and occupied by residents of Mammoth Lakes and workers employed in Mammoth Lakes.
- **Multi-Modal:** Supporting several different means of mobility (e.g., walking, biking, buses/transit, cars, etc.).
- **Parking, Garage:** A multi-story parking structure located at grade level.
- **Parking, Tuck-under:** At-grade parking underneath a building.
- **Parking, Un-bundled:** When parking is not included within the cost to rent or buy a unit. This allows people to pay for only the parking they need.
- **Workforce Housing:** Housing intended for and affordable to employees and households earning local wages.

Background

The Parcel Background

The Master Plan for The Parcel (Shady Rest Master Plan) was adopted in 1991. The Shady Rest Master Plan was the result of a land exchange with the United States Forest Service and an affordable housing mitigation requirement for the Trails subdivision. The Shady Rest Master Plan allows up to 172 units on The Parcel with a mix of 120 low and very low income and 52 moderate income units (i.e., up to 120% AMI).

An Affordable Housing Overlay Zone also restricts The Parcel to moderate income units and below (up to 120% AMI) (Municipal Code 17.32.020).

The 2007 General Plan identifies The Parcel as “intended primarily for workforce housing.”

The Parcel is within the High-Density Residential 1 (HDR-1) General Plan land use designation, which allows a density of up to 12 units per acre. General Plan Policy L.2.D. allows up to 24 units per acre if all units within the project are deed restricted for workforce housing.

Since adoption of the 2007 General Plan, various concept plans have been prepared for The Parcel. These include:

- The Shady Rest Site Development Concept as part of the Downtown Neighborhood District Plan (Town of Mammoth Lakes, 2010);
- Hart Howerton Concept (Mammoth Mountain Ski Area, 2016); and
- Dahlin Concept Plan (Mammoth Lakes Housing, Inc., 2016).

Specific characteristics for The Parcel (“Shady Rest characteristics”) are listed in the General Plan, such as:

- A livable in-town neighborhood for the workforce
- Preservation and restoration of unique site features, including wetlands
- Neighborhood context and connections
- Integrated site planning and architectural design
- A future catalyst to surrounding commercial areas
- Developed in phases
- Long-term affordability
- Provision of key resident amenities (e.g., child care, active and passive recreation)

None of these previous concept plans have resulted in amendments to the 1991 Shady Rest Master Plan.

Community Housing Action Plan



The Community Housing Action Plan (CHAP), approved in 2017, identifies housing goals and a plan of action to address the following community housing objectives:

- Provide 200 to 300 community housing units within 5 years, through a combination of new development, redevelopment, housing programs, and housing policies (the CHAP will have a life beyond this 5-year period and goals will be updated as dictated by needs);
- Target the full range of community housing needs currently not being met by the market, including rentals for households earning less than 80% AMI and ownership housing for households earning up to 200% AMI;
- Produce community housing at a rate faster than job growth in the near term to help address the current housing shortage, unfilled jobs, and provide opportunities for in-commuters who want to move to town; and
- Retain a strong base of residents and employees living in town.

A near term action strategy in the CHAP is for the Town to acquire The Parcel, which was completed in 2018. Another near term action strategy is to master plan The Parcel through a community process; that has been accomplished through the Plan The Parcel process, including:

- An understanding of circulation, housing mix, other amenities, and financial opportunities and constraints (see Preferred Plan);
- Working closely with neighbors, future residents, and community stakeholders (see Appendix B);
- The development of guiding principles (see Guiding Principles and Development Objectives); and
- Recognizing that development of The Parcel will need to be strategically phased based on funding and various constraints (see Implementation).

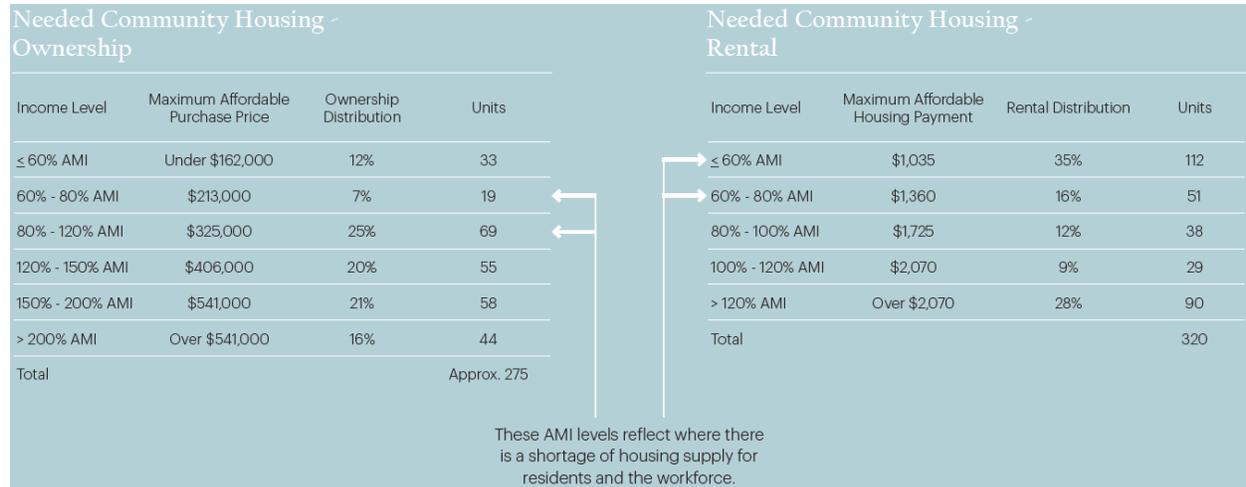
Table 3: CHAP Timeline of Priority Tools: Development Actions for The Parcel (Shady Rest)

Development Actions for The Parcel *	2018				2019				2020				2021	2022	2023	2024	2025
	Quarter 1	Quarter 2	Quarter 3	Quarter 4	Quarter 1	Quarter 2	Quarter 3	Quarter 4	Quarter 1	Quarter 2	Quarter 3	Quarter 4					
Acquisition	■	■	■	■													
Design					■	■	■	■	■	■	■						
Entitlement, Finance									■	■	■	■	■	■	■		
Construction														■	■	■	■

* See the CHAP for additional information on each action item.

The 2017 CHAP also included a housing needs assessment, which found that 595 units are needed to address current housing shortages and keep up with future demand through 2022. This includes approximately 275 ownership units and 320 rental units. Of those, 121 ownership units and 230 rental units were identified for moderate income households and below (351 total units at ≤120% AMI).

Figure 2: CHAP: 2017 Housing Needs Assessment



Relevant Planning Efforts

Recent Town planning efforts that are relevant to the Plan The Parcel process include:

- Walk, Bike, Ride: Draft 2.0 (2017)
- Downtown Revitalization Action Plan (2017)
- Resilient Mammoth Lakes (2019)

Actions from Walk, Bike, Ride: Draft 2.0 and the Downtown Revitalization Plan are to develop complete streets that are safe for all modes of travel and shift away from an auto-dominated circulation system. Also, planning for technology, such as bike share, car share, ride share, and others that could reduce the demand for parking and private vehicles in Mammoth Lakes are included.

The Downtown Revitalization Plan also identifies flexible workforce housing solutions, such as cost-effective construction techniques (e.g., prefabricated and manufactured housing) and missing middle housing, (multi-unit or clustered housing types compatible in scale with single family homes). This Plan also lists factors that affect affordability of housing in Mammoth Lakes, such as: efficient use of land, density and design, parking accommodation, infrastructure, and type of funding.

“Equal support for all modes of transportation is a key element to the mobility vision for Mammoth Lakes, which shifts away from the current auto-dominated system and creates choices for people to easily and comfortably walk, bike, ride transit, ski, or take a gondola to their destinations.” (Walk, Bike, Ride: Draft 2.0)

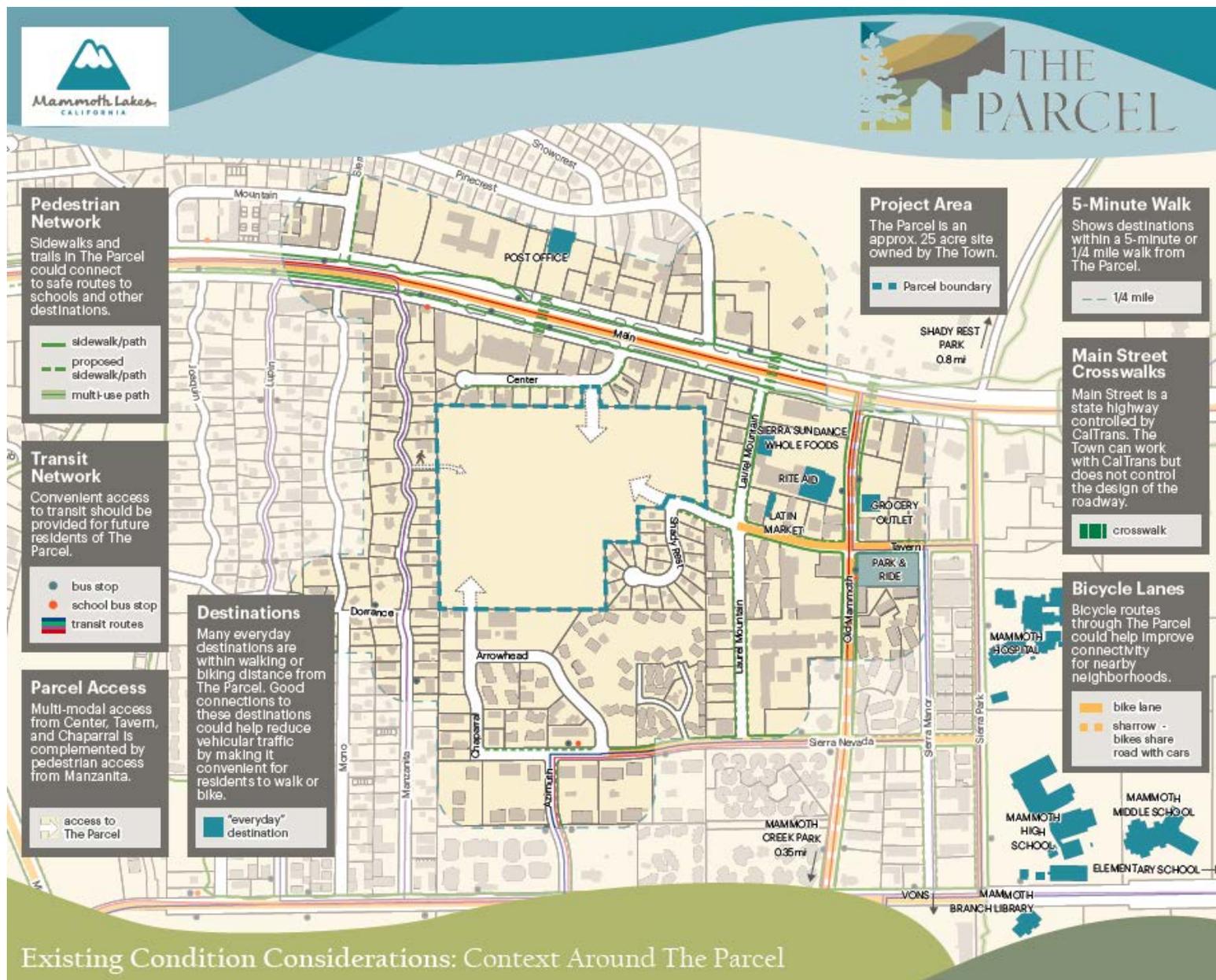
“With limited amount of available land and high cost, efficient and effective site design and higher densities are appropriate at key locations.” (Downtown Revitalization Plan)

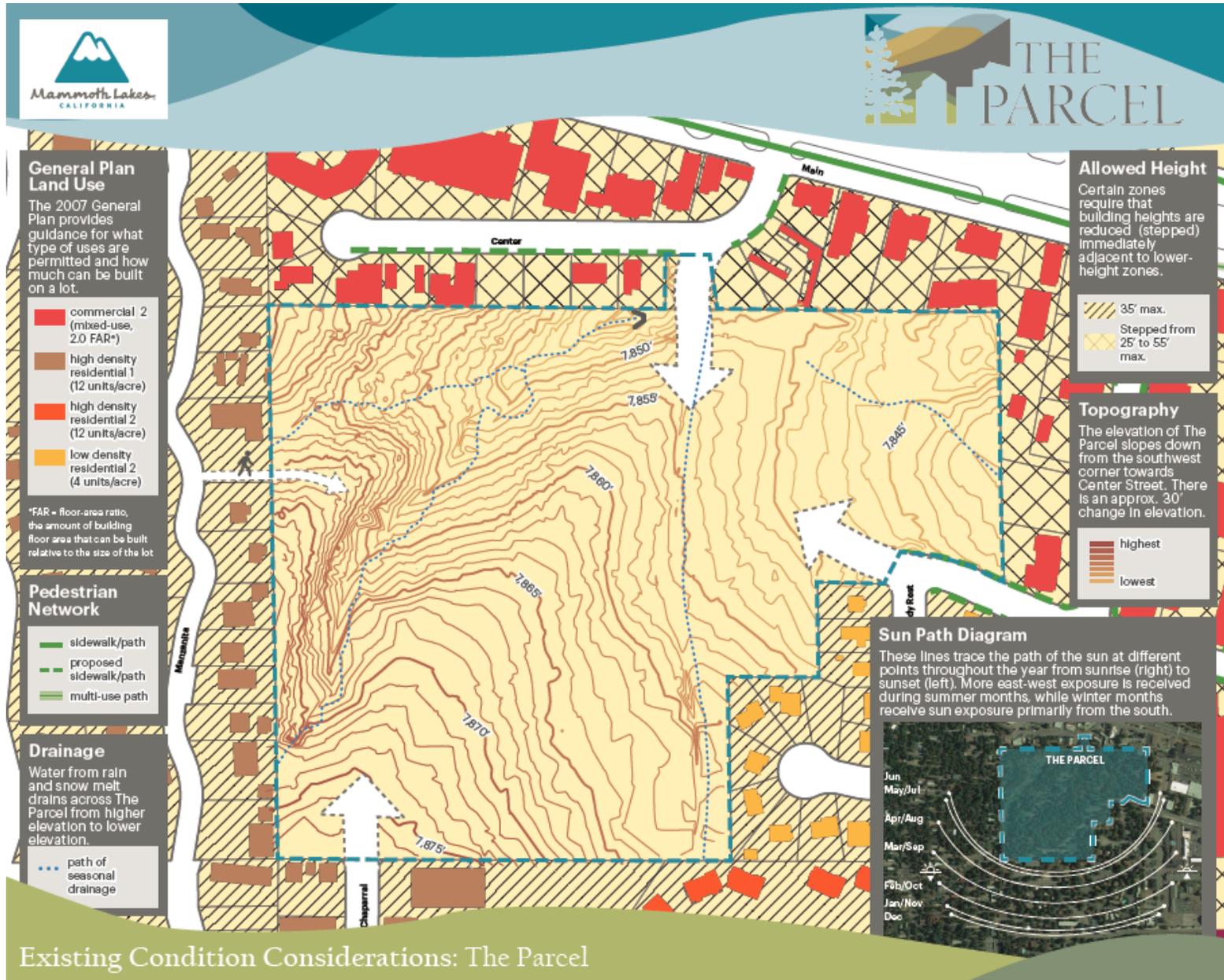
Resilient Mammoth Lakes included an Adaptation Strategy and updates to the General Plan Safety Element and Housing Element. The updated Housing Element includes an action to build housing on The Parcel during the housing element planning period (2019-2027). A specific State requirement for housing elements is to accommodate a fair share of the regional housing need in each city and county, as identified in the Regional Housing Need Allocation (RHNA). Mammoth's RHNA for 2019-2027 is 155 units with 90 units at moderate income and below (up to 120% AMI).

Existing Conditions and Site Analysis

There are many opportunities and challenges to developing housing on The Parcel that is affordable to Mammoth Lakes residents and workers over the long-term. The following maps provide information about the site and surroundings that influenced the design of The Parcel's preferred plan.

[The following Preliminary Concept Plan images will be replaced with JPEGs for improved legibility]











Guiding Principles and Development Objectives

The CHAP identified that guiding principles be developed during the community process to master plan The Parcel. The following Guiding Principles and Development Objectives were established based on community input. The Guiding Principles convey overarching community priorities and shared values for The Parcel, while the Development Objectives are more specific and may include measurable outcomes. The Development Objectives are intended to help achieve the Guiding Principles. Guiding Principles are lettered (A – F) and there are four or five Development Objectives (i, ii, iii, etc.) for each Guiding Principle.

A Provide long-term community housing by addressing a substantial portion of Mammoth Lakes' current housing need.

- i Provide a variety of housing types (e.g., small house, duplex, triplex, townhouse, apartment).
- ii Provide a mix of unit types (e.g., studio, one-bedroom, two-bedroom, three-bedroom) to meet the needs of a variety of families and individuals.
- iii Provide both deed-restricted rental and ownership products to accommodate households of different ages and incomes.
- iv Serve moderate income households and below (\leq 120% AMI) consistent with the 2017 Needs Assessment.

B Provide a range of mobility options and multi-modal (walk, bike, transit, etc.) connections from The Parcel to community destinations.

- i Provide safe and intuitive pedestrian and bicycle connections through The Parcel to surrounding areas.
- ii Design a circulation network that prioritizes pedestrians, bicyclists, and transit.
- iii Explore transit potential to determine how best to provide transit stops, possible shelters, and connectivity to the larger Mammoth Lakes community.
- iv Include traffic calming measures to create a safe, family-oriented neighborhood that minimizes vehicular speeding.
- v Explore parking and traffic management strategies to further encourage alternative travel modes, considering that some future residents will rely on individual vehicles.

C Provide amenities and open spaces while focusing on community housing and striving to make the best use of every square foot of land.

- i Incorporate supportive uses (such as child care facility) into the design.
- ii Provide amenities (such as community gathering spaces and/or parks and playgrounds) necessary for the successful functioning of a livable neighborhood.
- iii Design amenity spaces to be multi-purpose (such as park space with snow storage, when compatible).
- iv Consider pets in the design of the neighborhood.
- v Provide parking for residents and guests, but limit the land required for parking, thereby reserving available land for other uses.

D Focus on environmentally sustainable design concepts.

- i Integrate natural features (wetlands, trees, and open space) into the neighborhood design.
- ii Incorporate sustainable infrastructure and energy-efficient designs.
- iii Integrate well-planned snow storage areas and accommodate efficient snow management operations.
- iv Minimize the amount of impervious paving to allow water absorption into soil on site and minimize runoff.
- v Design for high durability and low-maintenance.

E Establish a livable, integrated, and well-designed community housing neighborhood that stands the test of time.

- i Create a neighborhood that connects seamlessly to the street network and reflects a design character appropriate to the Eastern Sierra Nevada mountain setting.
- ii Design the site to provide a transition in building scale and type from the adjacent higher intensity commercial areas to neighboring residential areas.
- iii Ensure the site is designed to be pedestrian-oriented and comfortable to walk in and through.
- iv Build upon the recent efforts of Walk, Bike, Ride and Downtown Revitalization to ensure the new neighborhood becomes an integral part of the greater community.

F Balance guiding principles and development objectives with a viable development program that is sustainable over the long-term and can be constructed in an orderly and timely fashion.

- i Prepare an overall program for development and management that implements guiding principles, to the extent feasible, while achieving long-term viability.
- ii Accommodate densities and design features necessary to qualify for essential funding.
- iii Consider specific and relevant regulatory actions that would be necessary to implement the development program.
- iv Consider economic factors, including those related to potential investors, affordable housing developers, and future residents.
- v Develop a phasing plan that reflects market conditions and encourages construction to begin as early as practical.

Community feedback showed the following top three Development Objectives:

- A.ii) Provide a mix of unit types (e.g., studio, one-bedroom, two-bedroom, three-bedroom) to meet the needs of a variety of families and individuals.
- A.iv) Serve moderate income households and below (\leq 120% AMI) consistent with the 2017 Needs Assessment.
- D.iii) Integrate well-planned snow storage areas and accommodate efficient snow management operations.

Additionally, both English and Spanish respondents identified providing deed-restricted rental and ownership products (A.iii) in their top 10 Development Objectives (see Appendix B, Multi-Day Design Workshop Opening Presentation).

Preferred Plan [to be completed after 10/9 Workshop]

Preface

- Conceptual - provides guidance/direction for next steps but flexibility to accommodate developer(s)/development over time

Key Features

- Circulation network
 - Discuss alternatives if potential connections are not realized
- Bus stops
- Multi-use paths and trails
- Neighborhood streets
- Street alignment
- Community facility (e.g., space that could be used as a child care facility, etc.)
- Formal open space
- Informal open space/snow storage
- Transition of intensity
- Drainage
- Parking
 - Types of parking (e.g., tuck-under, on-street, garage wrapped with housing units) and number of each type parking spaces
- Street sections

Neighborhood Character

- Mill Ditch Trails

- The Parcel Neighborhood Park
- Typical Residential Street

Development Program

- Number of units and units per acre (ranges) (mix of unit types (approximate s.f. by unit type), ≤120% AMI, allows for mix of ownership and rental)
- Number of parking spaces per unit (assumptions of number of spaces per studio/1-bedroom, 2-bedroom, 3-bedroom)
- Housing types (including number of stories, identify housing types that are better suited for ownership, note flexibility for different construction techniques)
- Community space within each phase in addition to community facility noted in Key Features (above) (e.g., community rooms with a full kitchen, bbq areas with tables and seating, community gardens, learning/computer centers, laundry facilities, etc.)

Implementation [to be completed after 10/9 Workshop]

Feasibility Analysis

- Preface- financial feasibility analysis and assumptions are dynamic and subject to market changes and changes based on developer(s) proposals
- Pro forma assumptions (e.g., low-income housing tax credits (4%), Affordable Housing and Sustainable Communities Program (AHSC), Town-funded infrastructure (STIP), Section 8 vouchers, Town fees waived, prevailing wage/cost escalator, construction costs, etc.)
 - Refine proforma assumptions from high level scenarios developed during Multi-Day Design Workshop
- Break out hypothetical phases (including potential phase(s) for home ownership)
- Proformas for hypothetical phases (potential to engage with general contractors for cost estimates for hypothetical phases)
- Estimated funding gap based on assumptions (overall and by hypothetical phase)

Action Table

- Developer RFQ strategy

- Evaluate pros and cons of hiring a fee developer to build The Parcel on behalf of the Town and in partnership with Mammoth Lakes Housing, Inc. vs. awarding individual phases to private developers through a competitive RFQ/RFP process
- Determination of whether multiple RFQs will be issued to align with phasing or a master developer selected under one RFQ and proceed more as a phased master plan
- Draft RFQ wording and scoring to address experience points accordingly
- Organize existing due diligence materials for RFQ/developers
- Outline preferred project timeline with key funding milestones
 - Review funding deadlines and sync with project timeline
 - Town to determine when make hand-off to developer (particularly with AHSC)
 - Point of emphasis for exclusive negotiating agreement (ENA) terms with selected developer
- Funding
 - Pursue reinstatement of Section 8 voucher program or other rental assistance means (Town and MLH co-facilitate)
 - List options the Town may consider researching to addressing funding gap – e.g., Infill Infrastructure Grant Program (IIG), Workforce Opportunity Zone (SB 540), Housing Sustainability District (AB 73), HOME, CDBG, etc.
 - Work with developer(s)
- Phasing
 - Assess possibility of achieving an early phase without a Master Plan Amendment (i.e., project phase consistent with Master Plan and General Plan/General Plan EIR)
 - Evaluate streamlining opportunities through State law (e.g., SB 35)
 - Work with developer(s)
- Master Plan Amendment and CEQA
 - Determination of any other necessary Town legislative actions (e.g., General Plan Amendment)
 - Work with developer(s) (e.g., will Town or developer be the CEQA proponent?)
 - Analyze streamlining opportunities

- Transit service (coordinate with ESTA on expanded route/express route through The Parcel based on criteria for AHSC or other critical funding)
- Coordinate/integrate with Mobility Hub Study underway
- Determine operational strategies for Preferred Plan parking design (e.g., unbundle parking, management strategy for on-street parking)
- Evaluate ground lease and land trust models for ongoing ownership and preservation of affordable housing
- Determine ownership of streets/right-of-ways (e.g., Town owned and maintained)
- Determine ownership of formal open space (e.g., Town owned and maintained)
- Resolve error in The Parcel's property boundary survey
- Continue conversations regarding long-term staffing needs and roles with partners such as Mammoth Lakes Housing, Inc. to support substantially more tenant assistance programs and inventory (Mammoth Lakes Housing, Inc. is not a LIHTC property management firm)
- Etc.

Appendix

A. Future Design Considerations

The following items were raised during the Plan The Parcel process and should be considered at future stages of design and development of The Parcel.

- Provide reasonable storage space for each unit (bikes, skis, snowboards, paddleboards, wheelchairs, etc.), including secured storage space. Also, consider space for mud rooms and coat closets.
- Provide space for electric bike and vehicle charging.
- Provide space for car and ride sharing.
- Incorporate shared trash/recycling facilities.
- Design entryways to minimize snow shoveling (e.g., ground level entrances with interior access to garage).
- Consider individual unit entries (shared internal hallways are less desirable).
- Provide on-site management for snow removal and maintenance.
- Consider simple roof lines or flat roofs to address issues with snow shed.
- Preserve existing trees as feasible but prioritize solar access and orientation.
- Incorporate deciduous trees to maximize solar access but select durable trees that can survive well and are low-maintenance (e.g., don't drop sap/berries/etc.).
- Orient decks to be south-facing.
- Utilize a lens of Latino Urbanism for design of public spaces, internal and external unit configurations, public art, etc.
- Consider space for a Family Resource Center(s) where one or more non-profits or government entities (e.g., Mono County Social Services) could provide services to residents on-site. Services could include child care, job search, after school programs for children, mental health, substance abuse, domestic violence services, etc.
- Provide restrooms in formal open space areas.
- Provide seating and benches around trails.
- Consider pets in the design of trails and open spaces.

- Prohibit short-term (transient or nightly) rentals.
- Obtain FHA approval for ownership units during development.
- Adhere to building code requirements for energy efficiency and accessibility features at a minimum.

B. Public Engagement Documentation

- Public Interest Interview Summary Memo
- Workshop 1
 - Presentation (includes summary of Online Survey 1 Results)
 - Summary Memo
- Spanish Community Meetings Presentation
- Multi-Day Design Workshop
 - Opening Presentation (includes summary of August Online Survey and Map Your Comments Results and Spanish Community Meetings)
 - Informational Boards
 - Activities Information
 - Closing Presentation (includes summary of August Online Survey Results - Design Ideas for Housing at The Parcel)
- Workshop 2
 - Presentation (includes summary of September Online Survey Results - Design Alternatives)
 - Summary Memo
- Workshop 3 Presentation (includes summary of **November (TBD)** Online Survey Results)