

3. LAND USE ELEMENT

A. Introduction

1. General Plan Requirements

Under California Planning Law, the land use element of a general plan has the broadest scope of any of the general plan elements. The land use element indicates the intended future uses of land, and it must be closely correlated with the other elements of the general plan, especially the circulation element and the housing element. Concerning the subject of land use elements, California Government Code Section 65302(a) describes the requirements as follows:

65302(a) A land use element that designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to those areas. The land use element shall also do both of the following:

- (1) Designate in a land use category that provides for timber production those parcels of real property zoned for timberland production pursuant to the California Timberland Productivity Act of 1982, Chapter 6.7 (commencing with Section 51100) of Part 1 of Division 1 of Title 5.
- (2) Consider the impact of new growth on military readiness activities carried out on military bases, installations, and operating and training areas, when proposing zoning ordinances or designating land uses covered by the general plan for land, or other territory adjacent to military facilities, or underlying designated military aviation routes and airspace.

2. Growth in Mt. Shasta

The impetus for growth in Mt. Shasta first occurred during the California gold rush, despite the fact that gold was not found in the area until the 1890's. The area served as a stopover for gold seekers who passed down the Old Oregon Trail through Shasta Valley. Early settlers to the area established homesteads within the lush valleys of the area and provided necessities for the miners.

Mt. Shasta's second wave of growth occurred with the coming of the Central Pacific Railroad in 1886. Many of the original buildings associated with this era

were destroyed by fire in 1896. In the late 1800's and into the 1900's, the area experienced rapid growth related to the lumber industry. This growth coincided with the establishment of the State Fish Hatchery and the Shasta National Forest, later to become part of the Shasta Trinity National Forest.

In more recent years, largely as a result of the opening of Interstate 5, the area's economy has shifted toward retail and service trade. Visitors to the Mt. Shasta area have increased in number. Also, people have chosen to relocate to, or build second homes in, the area, largely because of the area's aesthetic and recreation amenities.

Today, the City of Mt. Shasta serves as a support center for year-round recreational visits to local attractions and for recreation activities including golf, skiing, mountain climbing, fishing and other activities. Mt. Shasta has expanded its role as a commercial, service and governmental center due to its central location in south Siskiyou County.

During the process of developing the revised General Plan, many residents indicated that a major need and interest was to develop a diverse employment base in the community while still maintaining the values and qualities of a small town community. While this is a difficult goal to quantify – accommodating both economic development and maintaining a high quality of life – a major goal of the General Plan is to nurture this concept. This intent provides the base for the overall vision of the General Plan during its life.

3. Siskiyou County Land Use Designations

Because the Mt. Shasta Planning Area includes lands that are outside the city limits and in the jurisdiction of Siskiyou County, a few words should be said about the County's "land use designations" and policies as expressed in its General Plan Land Use Element.

The Land Use Element of the County's General Plan (the main body of which was adopted in 1980) contains policies pertaining to land development. The Land Use Element, however, does not include specific land use designations (e.g., rural residential, resource management, etc.). Instead, the general approach taken by the County for land use planning is that the Element has a series of "overlay maps" that identify development constraint areas. The Introduction to the County's Land Use Element states: "By identifying an absence of physical constraints, it also indicates where urban development may proceed without encountering known physical problems." The Land Use Element also contains various goals, objectives and policies pertaining to the development of land uses in the context of the recognized development constraints.

Since the County's Land Use Element does not have land use designations for "residential land use", it is difficult to anticipate where the County may approve subdivisions for residential purposes. For example, almost all private land in the Mt. Shasta planning area is indicated as having "Woodland Productivity"

constraints according to the County's General Plan Land Use Element Map 11. Some areas are indicated as having "High Suitability" for woodland productivity (site classes I and II) and some areas are indicated as "Moderate Suitability" (site classes III and IV). However, Policy 31 on page 28 concerning Map 11, Woodland Productivity, states, "The minimum parcel size shall be one acre on 0-15% slope, and 5 acres on 16-29% slope". Policy 32 describes permitted uses as, "Single family residential, light commercial, light industrial, open space, non-profit and non-organizational in nature recreational uses, commercial/residential uses, and public or quasi public uses only may be permitted."

It should be understood, then, that whereas the Mt. Shasta General Plan has distinctions in its Land Use Element between what should be regarded as "Resource Lands", "Low Density Residential", and other types of land use designations in the unincorporated portions of the City's planning area, there are few such distinctions in the County's General Plan for particular land use designations. The County may approve subdivisions with 2 ½ - acre parcels on land with the same land use designation as land zoned Timber Production Zone.

The Siskiyou County General Plan Land Use Element also includes Policy 41, which outlines a variety of "Composite Overall Policies". Two particular selected policies to recognize in this context are:

3. The following policies shall determine the location of any proposed use of the land:
 - e. All proposed uses of the land shall be clearly compatible with the surrounding and planned uses of the area.
 - f. All proposed uses of the land may only be allowed if they clearly will not be disruptive or destroy the intent of protecting each mapped resource.
4. Policy conflict with city or special district General Plan - in areas within a city's or special district's sphere of influence, the adopted General Plan of the applicable city or special district shall be considered in relation to the County's General Plan Policies, except in cases where the applicable city's General Plan clearly does away with the intent of any applicable resource map. (Siskiyou County Land Use Element, Page 32.)

The Siskiyou County General Plan Land Use Element should be consulted for a more comprehensive examination of policies that may relate to the Mt. Shasta Planning Area.

B. Growth and Annexation Issues

1. Background

The City of Mt. Shasta has experienced relatively slow residential growth within the city limits in recent years. The average annual growth rate of the population within the City since 1995 has been less than one percent.

Residential growth in the planning area has been predominately in the unincorporated area outside the city limits. The 1993 General Plan projected that, over the twenty-year period of roughly 1990 to 2010, the population of the planning area would increase to a population of between 6,500 and 8,500 persons, depending on whether the Plan's higher growth rate of 2 ¼ percent per year or the 1 ½ percent per year historic growth pattern took place. The 1993 General Plan intended to provide land area and densities to accommodate a population of 10,201 persons in the planning area. The 2000 U.S. Census indicated that the population in the planning area was approximately 7,291 with 3,621 people living within the City and approximately 3,670 residents residing outside the city limits.

Through strategic annexations, the City can shape itself and prevent sprawl and facilitate development where it is desired. Annexation also provides the City with an ability to apply its development regulations and standards to guide development. Annexation also carries the risk that the costs of providing City services to, and/or meeting the improvement demands of, new City residents may exceed revenues. Thus, annexation decisions should take place in an informed environment.

As noted above, a major issue concerning growth in the Planning Area is the fact that a substantial amount of development has been allowed by the County outside the city limits without being required to annex to the City. The large water bottling facility and residential development east and west of the City has, in some areas, hemmed in the City to the point where future annexations would entail annexing areas that have already been substantially developed. Most of the homes in the surrounding area are on individual septic tanks and private wells.

2. General Plan Objectives and Programs: Annexations

Goal LU-1: Consider annexation when lands are needed to accommodate the General Plan growth objectives.

Policy LU-1.1: Annexation shall occur only when the proposed use of the property furthers the City's economic development, housing, and/or community planning objectives.

Implementation Measures:

LU-1.1(a): Prior to endorsing a proposal for annexation, the City Council shall consider the objectives of the added territory and find whether there is a public benefit that aids in achieving General Plan goals.

LU-1.1(b): Prior to endorsing a proposal for annexation, the City shall require the petitioner to submit, at a minimum, adequate factual information to determine that the proposed annexation will provide adequate revenues to offset the costs of providing services.

Goal LU-2: Annexed lands shall be incorporated into the City in conformance with the General Plan.

Policy LU-2.1: Require pre-zoning and development plans prior to completing annexation procedures.

Implementation Measures:

LU-2.1(a): No action shall be taken to finalize an annexation in conformance with Siskiyou County Local Agency Formation Commission procedures until the City has approved a pre-zoning to the appropriate City zoning district.

LU-2.1(b): No action shall be taken to finalize an annexation in conformance with Siskiyou County Local Agency Formation Commission procedures until the City has approved a development plan for the petitioner's territory. (In some cases, the petitioner's property may not be the only property incorporated in the approved annexation. The City may require development plans exclusively from the petitioner(s) covering the proponent's property, if it makes a finding that it cannot force development plans from the other property owners who were not petitioners in the process. This notation is a part of this implementation measure provided for explanatory purposes and guidance.)

C. Land Use Designations

In order to manage the long-term growth of the area, the City uses the General Plan to assign land use designations. The land use designations identify the types of land uses allowed, the permitted population density and building intensity, and appropriate development objectives and standards.

The City has jurisdiction over land development policies within its incorporated limits and the County maintains jurisdiction over the unincorporated area. However, the City can express what it believes are appropriate land use designations for unincorporated land within the City's planning area. The City can encourage the County to not allow development that would be contrary to the City's interests, especially in areas that may someday be annexed into the City.

Table 3.1, Land Use Designations and Development Standards, outlines the City's General Plan land use designations and the standards for building intensity and population density that are associated with each designation. The following discussion outlines the general characteristics of these land use designations. Additional discussion about these designations and related development criteria is included later in this Land Use Element.

Resource Lands. *Resource Lands (RL)* are lands that are identified as containing valuable natural resource values and characteristics that should be protected. This includes lands containing resources suitable for production of agricultural, timber, or mineral resources for commercial harvest, production or conservation. RL uses may include, but are not limited to, farming, ranching, orchards, mining, construction material processing and recreation-oriented uses such as campgrounds. Resource Lands also typically have significant natural resource values for wildlife habitat, watershed and scenic quality. Resource Lands include private and public open space areas and areas of visual importance, including lands within the National Forest. General Agriculture and Agriculture Preserves, including Timber Production Zones, are the zoning districts whose uses are typically permitted or conditionally permitted on Resource Lands, subject to the appropriate development standards, code regulations and performance standards. In some cases, sporadic single-family homes are acceptable, but land should actually be designated and zoned for residential development in order to approve projects, including division of property, for the primary purpose of residential use.

Rural Residential. The Rural Residential (RR) density applies to areas outside the city limits that are or would be served primarily by individual septic tank systems and wells, and that have other site features (e.g., access, appropriate slope, etc.) that make the site suitable for low-density residential use. The typical density is one unit per 2.5 acres, which is largely dictated by Siskiyou County Health Department policy. Parcels in these areas may also be used for hobby farms and limited agricultural uses. If areas are served by the regional waste water treatment system and/or a community water system, they may be suitable for a residential land use designation with a higher density of development. There are no lands within the Mt. Shasta city limits proposed for Rural Residential densities.

Low-Density Residential. Low-Density Residential (LDR) lands are lands having access to community sewer and/or water service, and having other site features

that make them suitable for residential use at a density of up to eight units per acre. Low-density residential uses are primarily single-family homes. The uses permitted or conditionally permitted in the City's Low-Density Residential and R-1 zoning district are permitted on lands designated in the General Plan as Low-Density Residential, subject to the appropriate development standards, code regulations and performance standards.

Medium-Density Residential. *Medium-Density Residential (MDR)* lands are lands identified as being suitable for conventional and lower-density residential developments that are typical of suburban areas or areas near incorporated city limits. Medium-Density Residential land uses are primarily single-family homes. Land uses allowed in the Low-Density Residential and Single Family Residential (R1) zoning districts are permitted or conditionally permitted in Medium-Density Residential lands, subject to the appropriate development standards, code regulations and performance standards.

High-Density Residential. *High-Density Residential (HDR)* lands are lands that are suitable for residential development with densities traditionally found within incorporated cities providing urban amenities and services. High-Density Residential uses are housing types of multiple densities, both attached and detached single-family homes. Uses permitted or conditionally permitted within the R1, R2, R3 and R4 zoning districts are allowed on lands designated High-Density Residential by the General Plan, subject to the appropriate development standards, code regulations and performance standards.

Commercial Center. *Commercial Center (CC)* lands are lands identified for development with businesses that generally require customer traffic in order for the business to be successful. Commercial Center land uses are not limited in terms of scope of business, class of customers or the basis of products offered. Commercial Center uses include, but are not limited to, shopping centers, retail stores, real estate offices, factory outlet malls and restaurants. Uses permitted or conditionally permitted by the C1, C2 and CM zones are acceptable on Commercial Center lands, subject to the appropriate development standards, code regulations and performance standards.

Employment Center. *Employment Center (EC)* lands are lands designated for siting businesses that provide a product or service that generally does not require onsite customer traffic. Employment Center businesses may manufacture products for use within the planning area or shipping for offsite sale or resale. Employment Center businesses may provide a service through its employees to customers located outside the community area. In effect, Employment Center uses are uses that generate employment opportunities and do not generally require onsite customer traffic in order to succeed. These uses include, but are not limited to, factories, machine shops, automobile repair, service-business offices, administrative offices, lumber mills, aggregate processing and other industrial-type uses. Uses permitted or conditionally permitted in the CM and M zoning districts are acceptable on lands classified as Employment Center,

subject to the appropriate development standards, code regulations and performance standards.

Mixed Use-Planned Development. The *Mixed Use-Planned Development* (MU-PD) land use designation may be applied to lands that are suitable for a compatible mixture of land uses including, but not limited to, light industrial, commercial, residential uses, and/or public uses. Development shall be subject to approval of a Development Plan that, when approved, shall typically be incorporated into a Planned Unit Development (PUD) Ordinance for the site. Approved Development Plans and related PUD ordinances for particular sites shall specify the appropriate development standards, code regulations and performance standards to be applied to development on the site.

Public Land. *Public Lands (P)* are the existing or proposed sites on which a publicly-owned facility or use is or will be located. Some public lands, such as parks, community centers, educational facilities, and nature preserves (lands for scientific study) are also classified as open space. The Public (P) zone is the most appropriate zoning district for publicly-owned lands. Development of public land requires a conditional use permit to be approved prior to the commencement of non-emergency construction or site development.

TABLE 3-1
LAND USE DESIGNATIONS AND DEVELOPMENT STANDARDS

<i>Land Use Designation</i>	<i>Persons/Acre Lots/Acreage</i>	<i>Lot Coverage</i>	<i>Typical Uses</i>
Rural Residential (RR)	One Unit per 2.5 Acres	35%	Land Use Designation consistent with existing Siskiyou County Land Uses within Plan Area but outside of the City.
Low-Density Residential (LDR)	3-24 persons per acre Up to 8 units per acre	45%	Single-family dwellings in residential subdivisions.
Medium Density Residential (MDR)	3-36 persons per acre Up to 12 units per acre	55%	Single-family, duplex, triplex, townhouse and similar dwellings in conventional suburban densities.
High Density Residential (HDR)	3-60 persons per acre Up to 20 units per acre	65%	Dwellings in clustered development, duplexes, triplexes, apartments, town homes, and condominiums.
Commercial Center (CC)	Up to 20 units per acre	100%	Allows for a wide range of commercial, office, retail, service and entertainment uses primarily located within the downtown area.
Employment Center (EC)	NA	75%	Light industrial uses such as manufacturing, repair, fabrication and storage of goods to be sold off-site.
Mixed Use-Planned Development (MU-PD)	Where residential uses are allowed, 3-60 persons per acre & up to 20 units per acre	75%	A compatible combination of uses that may include Residential, Commercial Center, Employment Center, and Public Land Uses.
Public Lands and Parks (PL)	NA	10%	Public lands for schools, parks, nature reserves and similar facilities.
Resource Land (RL)	Up to one unit per 10 acres	<25%	Public and private lands which are suitable for timber production, offer substantial wildlife habitat, serve to protect portions of the City's watershed and/or contain valuable scenic resources.

Notes: For the purpose of specifying population density in this table, an average of three people per household is assumed.

D. Non-Conforming Land Uses

1. Background

No matter how carefully a General Plan is developed, there will be situations in which parcels of land will have been developed with land uses that do not comply with new land use designations or standards of a new General Plan. Even though older land uses were legally established prior to the revised General Plan being adopted, when the policies of the Plan are applied to the parcels, the old uses may not meet the criteria of the new General Plan. This type of land use is called a “legally existing non-conforming land use”. (Note: The term “legally existing” differentiates a land use that was established in conformance with City or county regulations, as opposed to a use that, in fact, may have been operated in violation of the previous land use designations and/or zoning and, therefore, would not merit recognition as an acceptable “legal” non-conforming use.)

Legally existing non-conforming land uses are not necessarily in conflict with adjoining properties; the uses are merely sited in an area that new General Plan policies are attempting to direct to a different development pattern in the future. The changes in policy may have been precipitated by changes in community values, a newer but different land use pattern that developed since the original use was started, or a deficiency in City services that makes it infeasible to provide services to new land uses similar to the nonconforming use. Whatever the reason, an important community value is to respect and protect the investment that has been made by a property owner and to ensure that the older land use can continue to operate, can be sold, or can be rebuilt if it were to be somehow destroyed. Policies and implementing programs are incorporated into the General Plan to provide this protection.

The simplest solution in dealing with non-conforming uses might appear to be designating the non-conforming land use with a land use classification that corresponds to the existing use. The problem is that land use classifications used in the General Plan are applied to parcels on a city-wide basis. This approach ensures that the General Plan has a comprehensive series of internally consistent policies. State law mandates internal consistency between policies and elements. If an isolated commercial parcel is classified as “commercial” because that has been the long-standing use of the parcel – and under the new General Plan that same parcel does not meet the criteria for commercial land uses – an argument may be generated that parcels surrounding the nonconforming land use should also be considered commercial.

The provisions of this General Plan related to legally existing non-conforming land uses are to provide recognition of the established land use and real estate investment of particular parcels. Provisions similar to this are common among cities and counties in California.

There are special considerations that must be a part of this protection program for legally existing non-conforming uses. The use must continuously operate, and it must operate in conformance with standards that would apply if it were a

conforming land use. Generally, a limitation is established that if the use is abandoned for a period of time, usually one year, it loses its ability to continue by right.

There are existing commercial uses located on lands within the general plan planning area but outside the city limits. Many of these scattered uses are not within Commercial Centers or within any other commercial land use designation in the City's General Plan. During the process of preparing the 1993 General Plan, there was concern that, in the event of annexation by the City, such parcels should have the ability to retain the commercial zoning if the uses have been developed in conformance with County regulations. The consensus of the City was that, as noted for non-conforming uses in general within the city limits, the property owners have made a substantial investment that deserves recognition in the General Plan. Policies were included in the 1993 General Plan to protect the existing commercial uses in the event of annexation, but were intended to prevent additional commercial zoning and uses from being approved in those areas that are not classified as Commercial Centers. These policies have been generally retained in the revised General Plan.

2. General Plan Objectives and Programs: Non-Conforming Land Uses

Goal LU-3: Protect the property rights of legally-existing non-conforming land uses.

Policy LU-3.1: Allow legally-existing non-conforming land uses to continue under the provisions of the General Plan.

Implementation Measures:

LU-3.1(a): Following the adoption of any change in the General Plan that causes a legally established use or structure to become non-conforming, the City shall allow the use to continue under the provisions of this section.

LU-3.1(b): A legally existing non-conforming land use or structure abandoned for a period of twelve consecutive calendar months or longer shall forfeit its status as a legally existing non-conforming land use. After twelve months, the abandoned use shall not be re-established.

LU-3.1(c): Agriculture, timber production, and mineral resource production uses are defined as intermittent uses, and shall be entitled to maintain legally-existing non-conforming status provided that the use is not abandoned for more than twenty-four calendar months. After twenty-four months, the abandoned use or structure shall not be re-established.

LU-3.1(d): The City's development code shall incorporate precise provisions for the review, re-permitting and re-establishing of legally-existing non-conforming land uses and structures.

LU-3.1(e): Expansion of a legally existing non-conforming land use or structure shall require approval of a conditional use permit prior to the expansion being initiated. Expansion is defined as a measurable increase in structure area, gross floor area, developed lot coverage, or intensity of the land use as measured by measurable increases in noise, traffic, or operations occurring as a result of the expansion. Construction for Americans with Disabilities Act (ADA) and similar actions shall not require a use permit.

Policy LU-3.2: Land in the unincorporated planning area with legally existing commercial zoning districts and with legally existing commercial uses shall be permitted to retain the commercial zoning.

Implementation Measures:

LU-3.2(a): When reviewing proposals for commercial development on lands in the unincorporated area, recognize and support the existing commercial zoning for the commercially-developed parcels.

LU-3.2(b): If the County refers an application for new commercial zoning within the Planning Area that adjoins a non-conforming commercial zone, the City shall notify the County that the proposal is not consistent with the City's General Plan for that area, and indicate that a General Plan amendment must be approved first.

E. Land Use Criteria

1. Background

Land use and development laws have evolved over the years with additional regulations, legislatively or court-imposed environmental issue considerations, and the increasingly precarious fiscal ability of local government to continue to serve its constituents. The major purpose of the Land Use Element of a General Plan is to combine the written regulatory requirements and policy programs of the General Plan into a map that identifies where future land uses will occur.

When considering a proposed change of land use designation, the City needs to evaluate the proposal against several particular criteria. This criteria, including

basic levels of service, are defined throughout the general plan, but can generally be summarized as follows:

- **Infrastructure.** Is there sufficient road capacity, water and sewer lines, storm drainage, parkland, etc., to meet the anticipated needs of the project? Can the project include expansion of some, or all, of the infrastructure to ensure that the needs are met? Typical community standards are established in the General Plan and in implementation documents to help guide these determinations.
- **Site opportunities and constraints.** Can the site support the proposed land use? Will significant features such as mature trees, streams, wetlands, riparian areas, slope or geologic features be incorporated into the design, or substantially altered to provide for the project?
- **Surrounding land uses and activities.** Will the approval of the land use designation prohibit or restrict future uses that would be consistent with the General Plan? Will uses developed consistent with the plan outside of the area proposed for amendment affect development potential of the land being considered for change?
- **Broad Development Pattern.** Does the proposed change to the land use pattern “fit” within the broader context and plan for the community. Wholesale changes to the land use pattern should not be summarily rejected if the new plan is both consistent with the goals of the community and demonstrably better than the existing plan.

2. Land Use Standards

Land use standards are provided in this General Plan for residential and non-residential land uses. (See **Table 3-1**) Two important terms used for land use standards are 1) building intensity and 2) population density. Building intensity for residential uses is defined in terms of the number of dwelling units per acre of gross land area.

Population density on residential lands within the incorporated city limits is calculated with an average of 2.15 persons per household (based on California Department of Finance projections for average household population). This information is used as a means of projecting the potential population that could exist if parcels were developed to the maximum number of units allowed and if the families in the dwelling units were typical of the area’s average.

Building intensity standards for non-residential uses are expressed as the amount of square footage of footprint per acre allowed by the General Plan. The control over the size of the footprint is called *lot coverage*. Lot coverage is generally expressed as a percentage of total area. For example, if the non-residential density of a 10,000 square foot parcel allows a thirty percent lot coverage, the largest building footprint permitted would be 3,000 square feet. While there are more sophisticated and complex methods of measuring building intensity, the lot coverage basis is simple to calculate and implement. The total size of the building – including number of stories and total square footage – is controlled by the zoning code in terms of parking requirements, lot coverage by the

building footprint, setbacks from streets and property lines, and the amount of landscaped area required.

Architectural guidelines have been identified by the City to guide new development. These guidelines have been developed as a stand-alone document and are intended to promote cultural appreciation, economic vitality and the general welfare of the public through the preservation of the downtown district and maintenance of district landmarks.

The City of Mt. Shasta has expressed concern with the potential for “big box” development and building size restrictions. In March 2005, the City adopted an ordinance (codified as Municipal Code Chapter 18.70) entitled “Size Restrictions for Large Scale Commercial, Industrial and Multi-family Residential Facilities.” Among the several purposes cited for adopting the ordinance are the purposes of breaking up the apparent mass and scale of “large scale” structures in order to ensure that such structures and development are compatible with the City’s design principles, ensuring that large scale developments are harmoniously integrated with their surroundings, and to encourage excellence in urban design and improvement in overall City appearance.

With some noted exemptions, the size-restriction provisions generally limit the ultimate size of commercial and multi-family buildings to a maximum GFA (gross floor area) of 50,000 square feet, and require that a provisional permit be approved for any commercial, industrial or multi-family building exceeding 20,000 square feet GFA. (“Gross Floor Area” is basically defined as the sum (in terms of square feet) of the areas of the several floors of the building, including basements, cellars, mezzanine and intermediate floored tiers and penthouses of headroom height.)

The primary exemptions are that hospitals, certain public buildings, and conference or convention facilities may exceed 50,000 square feet GFA, subject to approval of a provisional permit, which is required if such structures are proposed to be larger than 20,000 square feet.

The size-restriction provisions established criteria, including site and building design standards, to be used by the City for evaluation of applications for provisional permits. For example, the development is to be compatible with the uses in the general vicinity and harmoniously integrated with its surroundings, and architecture and site design of the development must meet the architectural design and site planning standards of the Design Manual.

Two particular provisions of the code section are that a traffic impact analysis prepared by a licensed traffic engineer is required for commercial and industrial structures and for “large scale” development that requires a provisional permit, and an economic impact analysis shall be conducted for any retail use with a gross floor area of 20,000 square feet or larger.

Additional land use standards are addressed in this General Plan and in the City’s Municipal Code.

F. Resource Land Use

1. Background

Lands within and outside the city limits having the Resource Land Use (RL) classification are indicated on **Figure 3-1, General Plan Land Use Map: Planning Area** and **Figure 3-2, General Plan Land Use Map - Detail, City of Mt. Shasta**. Resource Lands are generally endowed with geologic characteristics and soil types that support or could support commercial and economically-viable resource uses. Resource Lands may also contain a variety of natural resources including wildlife habitat, watershed functions, and scenic resources.

The only Resource Land Use site recognized within the city limits is the Sousa Ready Mix aggregate mine at the north end of the Spring Hill area. The principal natural resource economic uses that are found in the Mt. Shasta planning area include: timber production (silviculture, management, harvest and production of timber resources); agribusiness (the management of orchards, vineyards, row crops or livestock/poultry production); and mineral resource production (the extraction and processing of construction material or precious metals. The bottling of water may also be considered a resource use, although the bottling plant itself may be considered an "Employment Center" land use.

Resource Land is one of two classifications in this general plan that includes "open space" land (the other classification being "Public Land"). This category includes both public and private open space that is used for natural resource management, natural habitat, recreation, and protection of scenic viewsheds.

Privately-owned Resource Lands are not considered to be permanent "Open Space", although some RL lands may appear to serve that purpose due to the lack of visible or developed use of the property. The Plan does not use the Open Space classification for lands that may be used for resource purposes in order to avoid future conflicts over the definition of whether open space lands may be "developed" with timber harvest, mining or other resource uses.

2. Siting Criteria

To be classified as Resource Land, a parcel must satisfy criteria for its designation. This may include a proposal to use that land for a resource use such as timber harvesting, agribusiness or mineral resource production, or it may be based on findings from the Open Space/Conservation Element. Traditionally, lands are not usually changed from an urban-type use designation to a Resource Land Use designation. Usually the requests are to shift the lands from Resource Land to a more "urban" development classification (e.g., residential).

Natural resources generally cannot be moved or directed to alternate sites. For example, mineral resources are located on the lands that have appropriate geologic substrata and minerals available for economic extraction. Timberlands are much the same way; the land must have commercial-grade timber available for harvest, and/or have site characteristics conducive to producing commercial quantities of timber.

There is further discussion about the various types of natural resources in the planning area and policies applicable to them in the **Open Space/Conservation Element**.

G. Residential Land Use

1. Background

Residential development within Mt. Shasta historically took place adjacent to the commercial district along Main Street. Older residential neighborhoods extend along and off of Mt. Shasta Boulevard. Homes outside of town were primarily associated with farms and other agricultural uses. During the post-war period, houses were increasingly built in outlying areas. Since the 1970's, substantial low-density residential development has occurred outside the city limits. Traditionally in rural communities, residential development follows urban-style development patterns. Smaller parcels and higher density development is located closest to the center of the City, outlying parcels tend to increase in size. Exceptions may occur with multiple-family residential parcels located on main roads but outside the central areas of town. This takes place because multi-family developments require larger land areas than typically remain available in the central portions of town. Mt. Shasta follows this pattern.

Residential ownership opportunities in the area are changing with the economy. Conventional wisdom has looked at housing in the area as being primarily "single-family residential." Effectively, with today's construction techniques, the cost of land and facilities and other construction features, it is possible to offer home ownership with the units being attached – such as a town home or condominium unit – or detached, such as a conventional single-family home. Other types of detached housing are also possible. For example, a parcel that may have areas delineated as a wetland could maintain the same land use density by clustering detached housing units on smaller parcels (three to four thousand square feet instead of six to seven thousand square feet, as an example), and preserving the wetland area as open space. Traditional zoning codes often make this a complex process, but "planned development" zoning can creatively accommodate this type of development.

Historically, the downtown area of the City included more residential use than it currently has. Along with downtown commercial uses, there is increasing interest in having mixed-use residential development for a more traditional downtown community mix. In some communities, such an expansion of residential development has helped to revitalize the downtown area.

High-Density Residential Development

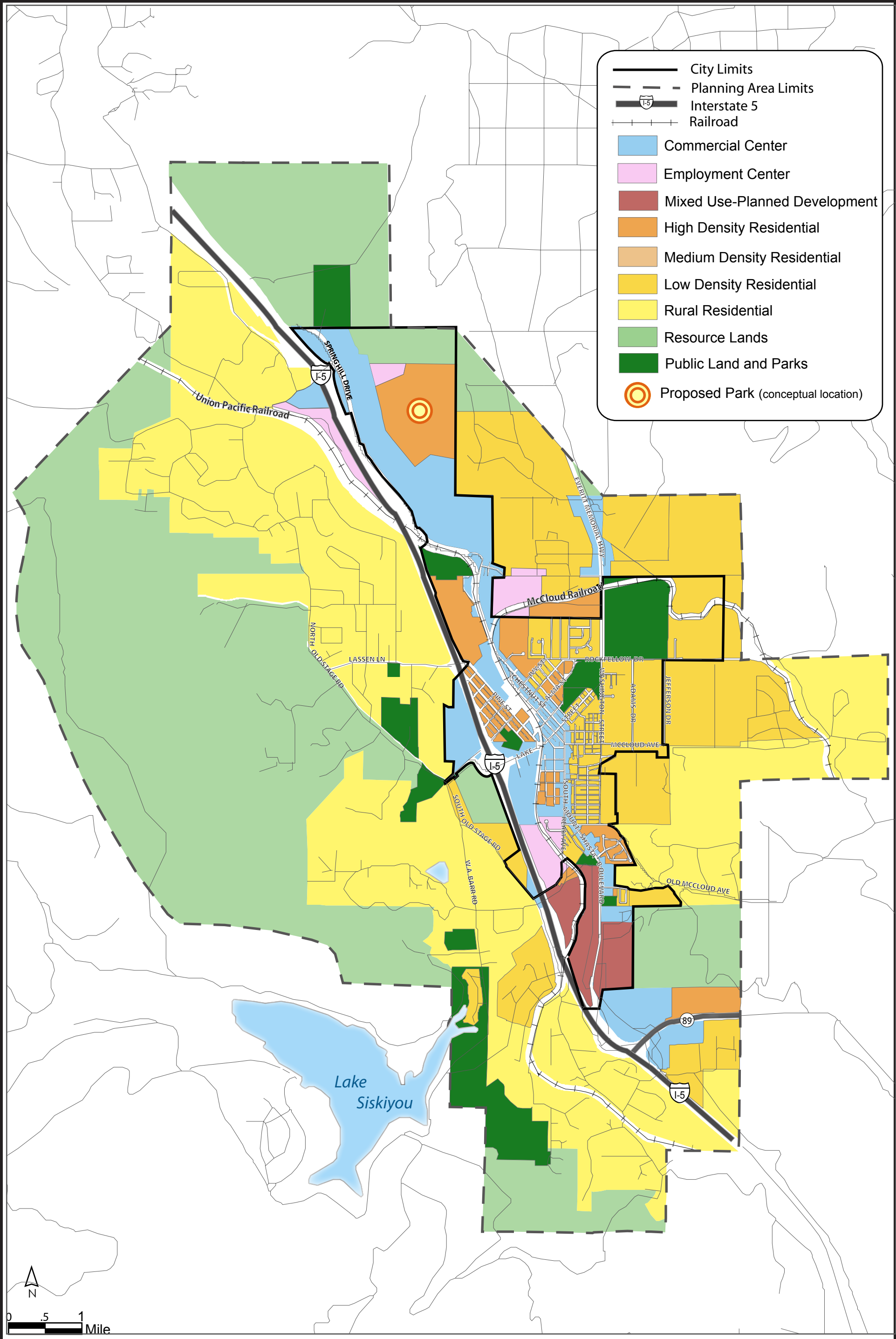
High Density or multi-family residential developments within the planning area include some older projects, which tend to contain a small number of units as well as newer, larger-volume development. Rezoning of the Central Business District (CBD) fringe for higher density residential development has led to numerous smaller multi-family projects. Substantially larger and newer multi-family developments are located to the west of the CBD.

Criteria used for siting urban-density residential development primarily focuses on the availability and capacity of public facilities to serve the property with adequate street access, domestic water and removal of wastewater, and the compatibility of higher-density development with surrounding land uses. Additional considerations that can result in changes in the maximum density may also include the potential for flooding or inundation, the delineation of wetlands, and the location of noise contours along highways and railroad tracks.

Medium-Density Residential Development

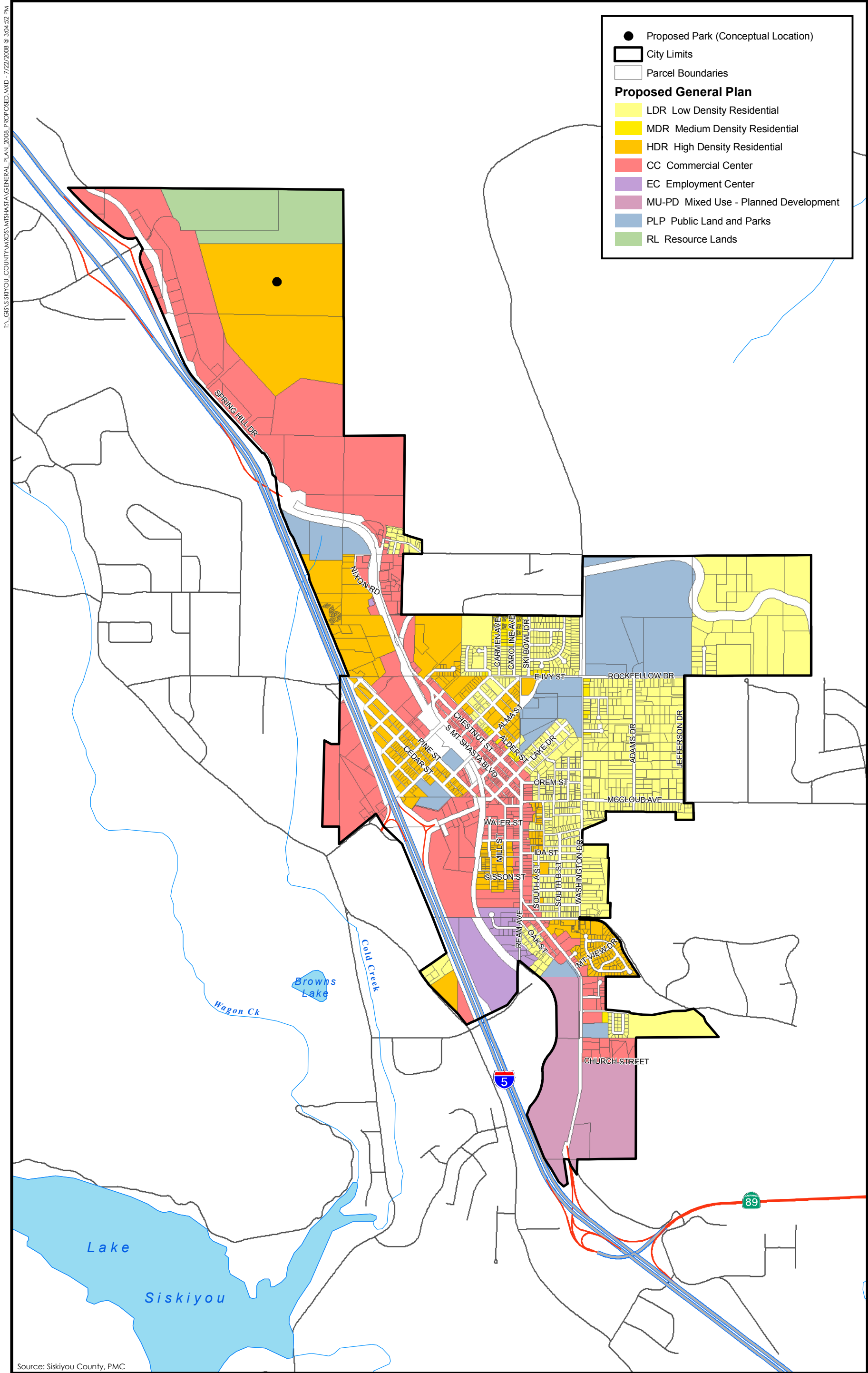
Medium-density single-family residential development has occurred in the Mt. Shasta area during different periods. Originally, single-family residential development took place adjacent to the commercial district along Main Street. Older single-family residential neighborhoods still flank Mt. Shasta Blvd. through most of the town. During the post-war period, housing was developed in the outlying area extending westward, such as along Caroline and Carmen Streets and Kenneth Way.

Medium-Density Residential development is the classification that is used for land that is best suited for conventional detached single-family residential development on individual parcels of land. While it is anticipated that most Medium-Density Residential development will occur in traditional single-family detached housing patterns, the use of clustering may be permitted. Clustering permits the use of smaller-than-average home lots in exchange for creation of more open space, thereby maintaining the same overall average density per acre.



Source: City of Mt. Shasta

FIGURE 3-1
GENERAL PLAN LAND USE MAP
PLANNING AREA
PMC



Proposed Park (Conceptual Location)

City Limits

Parcel Boundaries

Proposed General Plan

LDR Low Density Residential

MDR Medium Density Residential

HDR High Density Residential

CC Commercial Center

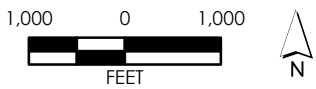
EC Employment Center

MU-PD Mixed Use - Planned Development

PLP Public Land and Parks

RL Resource Lands

Source: Siskiyou County, PMC



City of Mt. Shasta, CA
Proposed General Plan 2008



Low-Density Residential Development

Low-Density Residential development consists of single-family housing that is located on larger parcels. As in other rural areas of California, Mt. Shasta experienced expansion of Low-Density Residential development starting in the 1970's. Substantial new Low-Density Residential development has taken place outside the City limits, notably west of Interstate 5 and in the area east of the City. This included the re-subdivision of the Adams/Jefferson neighborhood within the City and, outside the City, development of Monte Shasta, Shasta Uplands, Sun Mountain Subdivision and numerous other subdivisions north of Lassen Lane. Some Low-Density Residential development in the area is occurring upon hillsides surrounding the City.

An issue related to Low-Density Residential development is the case that most of this type of development outside the City utilizes septic tanks and individual wells. The County Health Department has established a minimum parcel size of 2.5 acres for such parcels.

2. Residential Development Trends

During preparation of the *City of Mt. Shasta General Plan Housing Element: 2003-2008* (as revised in 2005), analysis was made of the City's growth trends and housing needs. Because of the relationship of housing issues to land use, the following observations from the Housing Element are included here and have been considered in the context of the Land Use Element.

- Population could increase by 222 persons during the planning period [2003-2008], based on a growth rate of 1.0 percent, which is double that of the last decade.

Table 3-2
City of Mt. Shasta
Growth Trends

<i>Year</i>	<i>Population</i>	<i>Gain</i>	<i>Annual Percent Increase</i>
1960	1,936	----	----
1970	2,256	320	1.6%
1980	2,837	581	2.3%
1990	3,460	623	2.0%
2000	3,621	161	.47%

Source: U.S. Bureau of Census, as referenced in City of Mt. Shasta Housing Element: 2003-2008.

- Based on consideration of the City's growth trends and projections made by the California Department of Housing and Community

Development (referred to as the “Regional Share Housing Demand Allocation”), the Housing Element concluded that the City of Mt. Shasta should plan for and facilitate the construction of 135 housing units in the period of 2004 to 2008.

- In considering what has been proposed as the City’s “regional share allocation” of housing for various income groups for a term of 2001 to 2008, the Housing Element reported that, of a total of 176 housing units, the distribution should be: Very Low Income – 43 units (24 percent); Other Low Income – 32 units (18 percent); Moderate Income – 30 units (17 percent); Above Moderate Income – 71 units (40 percent).
- Since the 2000 Census, the cost of housing has escalated, limiting housing opportunities for the “very low” and “low” income households. Rising costs have even resulted in making housing virtually unaffordable in Mt. Shasta for “moderate” income households.

In terms of the availability of land for housing, the Mt. Shasta Housing Element found that adequate land with appropriate zoning and land use designations is generally available to meet local housing needs. An inventory of vacant land prepared for and included in the housing element estimated that there are approximately 971 acres of vacant land within the current boundaries of the City. Of this area, approximately 271 acres are “residential” land, allowing residential development “by right”. As many as 1,474 units could be built on land that is already zoned for residential use, and 48 percent, or 715 units, could be built on land zoned for multi-family use. Additional housing could be built on land that is zoned for commercial uses with approval of conditional use permits. However, many of these residential development opportunities are constrained by limitations in the capacity of various elements of the community’s infrastructure, primarily the City’s wastewater collection system.

3. Affordable Housing and Related General Plan Proposals

As noted above, one of the major issues in the City of Mt. Shasta concerning residential land use is the affordability of housing. The high cost of housing is both a social and economic issue. Young families and people in the low to moderate-income groups find it extremely difficult to purchase an affordable home in or near the City. Economically, the fact that many workers cannot afford to live in the area is a constraint to businesses wishing to locate or expand in the area. Commute distances increase as workers must drive into the area from communities where housing is more affordable.

Concerning the issue of housing affordability and related proposals involving the General Plan Land Use Element, the following discussion is offered in summary of the *Affordable Housing Strategy* that was completed in 2005 for the City of Mt. Shasta.

In 2004, the City retained a housing consultant, Bay Area Economics (BAE), teamed with Indigo Architects, to complete tasks concerning affordable housing in Mt. Shasta. The project was financed by Community Development Block Grant funds. The primary tasks of the project were to:

- Analyze resident and workforce housing needs, culminating with a Housing Needs Assessment and Market Analysis;
- Conduct an affordable housing workshop with related community outreach;
- Evaluate available vacant land in and around Mt. Shasta to identify opportunity sites best suited for affordable housing; and
- Prepare a preliminary site concept plan and financing analysis concerning projects to purchase land and construct affordable housing.

The study resulted in recommendations that were presented to the Mt. Shasta City Council in May 2005. A stated purpose of the memorandum from BAE, dated May 18, 2005, which included “Affordable Housing Strategy Implementation Recommendations”, was to recommend implementation steps to facilitate affordable housing development. Some of the recommendations concern general plan and zoning issues. These land use issues are summarized below:

- a. Eliminate discrepancies between allowed unit density and traffic generation limits. Currently, traffic circulation standards limit allowed densities on parcels adjacent to smaller collector streets.
- b. Increase allowed unit densities in the High-Density Residential Zone. Increase the allowed density to up to 20 dwelling units per acre in the high-density zone.
- c. Reduce site development standards for high-density residential zones. Some of the City’s site development standards are more suburban in character than existing neighborhoods in the City. To facilitate more affordable housing, the City may wish to reduce set-back and parking requirements on properties designated high-density residential.
- d. Review the current supply of vacant commercial and industrial land for possible rezoning opportunities. Considering the ample supply of commercial and industrial land in Mt. Shasta, the City may wish to consider options to rezone portions of commercially and industrially zoned property to allow residential uses. Some sites could be designated for mixed-use to offer greater flexibility in land uses.
- e. Continue to expand sewer and water infrastructure.

- f. Prepare a program-level environmental impact report for the housing development strategy. Rather than handle each rezoning and annexation action concerning affordable housing as a single project with its own environmental review, the City should package all of the actions (e.g., for the three initially targeted sites described below) as a single project with its own environmental review.

In addition to the more general recommendations just described, the *Affordable Housing Strategy Report* provided a series of recommendations for each of three prioritized housing development sites. The three sites were: 1) The Orchard Property; 2) The Radio Tower Property; and 3) The Former Southern Pacific Property (AKA, Bob Hammond Property). The following comments are generally limited to issues related to the general plan, zoning code or need for annexation. The *Affordable Housing Strategy* also outlined recommendations concerning design issues, financing and the programmatic development of housing projects on these sites.

Orchard Property. Includes approximately 2.73 acres of “developable” land. The Orchard Property is owned by the City of Mt. Shasta but is located outside the city limits. The study recommended designating the property “high density residential” through the general plan process, and initiation of the annexation process.

Radio Tower Property. Includes approximately 2.8 developable acres. Need to alleviate the traffic standards that prevent the maximum allowable density at the site. Reduce front setback and parking standards to increase the total unit production potential at the site.

Former Southern Pacific Property. Approximately 3.15 acres in size with 2.19 acres “available for development”. Recommended to designate the property for high-density residential development in the general plan and reduce site development standards to allow for maximum unit production on the site.

Bay Area Economics (BAE) recognized additional sites in Mt. Shasta that had various opportunities for the development of affordable housing. For various reasons, these sites were not considered further in the recommended Affordable Housing Strategy. That does not imply, however, that other sites do not also offer opportunities for the provision of needed housing.

4. Land Use Element Relationship to Housing Element

Although all General Plan elements need to be internally consistent, the land use element has a special relationship with the housing element. Among the many content requirements for housing elements (outlined in California Government Code Section 65583) is an inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites, and an analysis of potential and actual governmental

constraints on the maintenance, improvement and development of housing. Furthermore, among other requirements, housing elements need to include a program that sets forth a five-year schedule of actions that the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element through the administration of land use and development controls, etc.

In May 2005, the Mt. Shasta City Council approved a revision of the City of Mt. Shasta Housing Element: 2003-2008. Housing elements are typically updated every five years. Although this land use element will refer to the City's latest adopted housing element, it is expected that the City will update its housing element at least once during the proposed term of this land use element. Therefore, the excerpts listed below may become obsolete or will be otherwise revised.

The following excerpts from the 2005 Housing Element are emphasized here because of the close relationship of these objectives and policies to issues addressed in the City's Land Use Element. Of special concern are objectives and policies in the housing element that may necessitate corresponding policies or implementation measures in the land use element and/or related sections of the Development Code. It is also necessary to insure that land use element policies that have been carried over from the 1993 General Plan are not now inconsistent with the latest housing element. Foremost among these, in this context, are:

Objective HO-12: Maintain compliance with Housing Element law and consistency between the Housing Element and General Plan elements at all times.

Program HO-12.2 The Housing Element shall be reviewed annually to incorporate projected census data and any new provisions of applicable state codes as appropriate. Consistency of the proposed new Element versus other existing General Plan elements shall be reviewed prior to adoption.

Other pertinent objectives and policies selected from the City of Mt. Shasta Housing Element: 2003-2008 are cited in **Table 3-3**.

Table 3-3

Mt. Shasta Housing Element

Selected Housing Element Objectives, Policies and Programs

Policy HO-1.6: Ensure that adequate sites, served or readily able to be served by City utilities and services, are available to support projected housing needs over the planning period.

Objective HO-2: Encourage construction of approximately 135 new housing units (including single family as well as multi-family) over the five-year implementation period (2004-2008): the 135 units will be needed to meet needs generated by population growth and the City's share of the Regional Housing Demand.

Program HO-2.1: The Land Use Element designates adequate land to support identified housing construction needs. Appropriate zoning shall be maintained or applied to these lands to ensure availability for development during the planning period.

Program HO-2.4: Prior to adoption of any policy or regulation which could significantly impede the development of housing, the Planning Commission and City Council will consider the adverse effects of the policy or regulation on the City's ability to provide housing; and minimize to the degree feasible adverse effects.

Program HO-2.5: With all due financial consideration and consistent with other General Plan policies, encourage, participate and cooperate in extension of City services to currently unserved areas, including direct financial participation when deemed appropriate by the City Council.

Program HO-2.6: The City will not place any condition on approval of a residential project (which lowers the proposed density) if the project otherwise conforms to the General Plan, zoning and or development policies in effect, unless the findings required by Government Code Section 65589.5 are made.

Program HO-2.7: The City Zoning Ordinance allows residential uses within the CBD [Central Business District] on second floors and above in commercial structures. Encouragement of this concept will continue as a means to provide additional affordable and convenient housing.

Program HO-3.3: A 25% density bonus shall be granted to qualifying projects, pursuant to Government Code 65915. The zoning ordinance shall be updated to address density bonuses pursuant to the Government Code.

Program HO-3.8: During the General Plan update the City will identify additional lands which could be suitable for higher density, affordable housing density, and/or areas where multi-family housing densities could be increased.

Program HO-4.2: The City will continue to review its planning, permitting and environmental review programs to identify any potential constraints to housing development and means by which those constraints may be reduced.

Program HO-4.3: The City, during the update of its General Plan, will modify the residential density limitations related to street classification to be consistent with the densities allowed by the Zoning Ordinance.

Objective HO-6: Over the planning period (2004-2008), support preparation for development of adequate building sites for a minimum of 135 dwelling units.

Program HO-6.1: Subject to availability of funding, the City will work with developers of

housing located outside existing sewer and/or water service areas, or in areas where existing systems are at or near capacity, to develop or improve essential utility systems to facilitate housing development. City assistance may involve direct participation in improvements or cooperation in the formation of assessment districts or other means of financing necessary improvements.

Program HO-6.2: The City will continue to develop and implement plans to expand domestic water and sewage collection and treatment systems such that planned development over the General Plan 20-year time frame can be accommodated. Housing construction goals identified in Objective HO-6 can be achieved without expansion of existing facilities.

Program HO-7.1: In rezoning, permit or other discretionary decisions, the City shall consider the potential effects of the decision on affordable housing, particularly for low and moderate-income households.

Program HO-10.2: The zoning ordinance should be amended to specifically address group homes of 6 or less persons and 7 and more persons. The definition of group home shall include homeless shelters, transient housing as well as other group housing accommodations considered to be residential uses by the State Government Code.

Source: City of Mt. Shasta General Plan Housing Element: 2003-2008, (Revised, May 2005).

5. Residential Use Siting Criteria

Population Density and Building Intensity

Table 3-1 shows the maximum allowable densities for Residential Lands. Other factors, in addition to or in combination with criteria on **Table 3-1**, that may affect the allowable maximum density on a site-specific basis include: proximity to streams; resource lands; and natural features on the property such as wetlands or slopes.

Density Transfer

The concept of density transfer as used in the Mt. Shasta General Plan is similar to the concept of “density averaging”. A simple use of the density transfer provision would allow a property owner to create a variety of different types of subdivisions. For example, if a low-density residential density was one unit per five acres, the maps could depict four five-acre parcels, or three 2½-acre parcels and one 12½-acre parcel, or other combinations of not more than four parcels. The parcel sizes and dimensions would, however, also need to conform to related building, land development, and health codes.

A more traditional type of density transfer involves the construction of a planned unit development or “cluster” residential project. In this scenario, the density is transferred to townhomes or patio homes and the remaining land area is retained in joint tenancy or by a homeowners association. The density transfer concept encourages and simplifies clustering of homes in conformance with the land development code and other implementing programs.

Density transfer mechanisms may be used at the City's discretion. The Planning Commission and City Council will need to assess the effects of density transfer proposals on the existing characteristics of a neighborhood. In an area, for example, where there is a predominance of traditional single-family homes on suburban- or estate-sized lots, allowing attached housing under a density transfer concept may not be found to be compatible with the character of the established neighborhood.

6. General Plan Objectives and Programs: Residential Land Use

Goal LU-4: Provide opportunities for a broad variety of housing types.

Policy LU-4.1: Facilitate the development of housing in a logical pattern.

Implementation Measures:

LU-4.1(a): Permit higher densities in conformance with the requirements of population density and building intensity reflected in **Table 3-1, Land Use Designations and Development Standards**, in areas with adequate City services and roads.

LU-4.1(b): Preclude urban density residential development in the unincorporated planning area.

Goal LU-5: Facilitate the use of clustering to encourage creative site planning resulting in open space areas as a part of new development.

Policy LU-5.1: Allow onsite density transfer to accommodate clustered development resulting in open space areas as a part of new development.

Implementation Measures:

LU-5.1(a): Allow for onsite density transfer as a part of the subdivision process.

LU-5.1(b): Density transfer shall be at the discretion of the City. The development code shall include requirements for Planning Commission approval of density transfer projects and of the size of parcels or other design features of the density transfer project.

H. Commercial Land Use

1. Background

Mt. Shasta's commercial core was originally developed along and oriented to the Southern Pacific Railroad. As U.S. 99 (now Mt. Shasta Boulevard) was improved, the town extended along the highway alignment. Since the completion of Interstate 5, commercial areas have also extended westward from Mt. Shasta Boulevard toward the freeway. Due to the growth of tourism as an industry, commercial development in Mt. Shasta and the types of businesses that locate here are largely focused on the tourist/visitor market. However, the Central Business District has also expanded as a service center for residents and businesses in south Siskiyou County.

Central Business District – Downtown: The distinctive downtown area of Mt. Shasta centers around the intersection of Mt. Shasta Boulevard and Lake Street. Improvements to Chestnut Street have encouraged more interest in expanding the central business district. The stores in this area are largely representative of a traditional downtown, providing goods and services to both residents and visitors to the area. As noted in the discussion of residential uses, historically the downtown area included more residential use than it currently has. Along with downtown commercial uses, there is increasing interest in having additional residential development for a more traditional downtown community mix. In some communities, such an expansion of residential development has helped to revitalize commercial activity in the downtown area.

North and South Mt. Shasta Boulevard: Mt. Shasta Boulevard, in its former role as Highway 99 prior to completion of Interstate 5, once provided the major north-south transportation link through the area. Commercial development extended along the highway from the downtown area. This strip development was less intensive than that found in the downtown and was primarily oriented toward automobile-related commerce. Many of the areas motels, restaurants and auto-oriented businesses are still found along these two stretches of the old highway to the north and south of downtown, although the north side tends to be more "heavy commercial" in character.

West Lake Street: Commercial development in Mt. Shasta has occurred along West Lake Street, which was extended west to meet Interstate 5 shortly after completion of the freeway. Commercial development in this area largely serves the needs of freeway travelers as well as local residents with gas stations, fast food restaurants, and other businesses. Two shopping centers are located off of West Lake Street.

Other Commercial development: Other commercial development exists in the planning area, providing convenience shopping and services to local residents and visitors. One distinct area is outside the city limits at the far south end of South Mt. Shasta Boulevard. Other commercial uses are scattered throughout the planning area (e.g., Lassen Lane, the Mount Shasta Resort).

2. Commercial Use Siting Criteria

In the past, communities such as Mt. Shasta have developed a number of classifications for commercial land uses. Sometimes the uses were separated with broad nomenclature like “General Commercial” or “Regional Commercial.” Other classifications were created for “Neighborhood Commercial,” “Retail Commercial,” “Office Commercial,” “Visitor Commercial” or similar titles. In small communities, the distinction between one commercial classification over another is often blurred.

The Mt. Shasta General Plan identifies most commercial land use sites in general under the designation of “Commercial Center”. Performance standards related to Commercial Center land uses are reflected in the General Plan Objectives and Programs below, which establish the goals and policies for commercial land uses. In addition to the criteria in **Table 3-1, Land Use Designations and Development Standards**, and the implementing programs of this Land Use Element, site-specific factors related to available services and adjoining land uses may have an effect on the building intensity of commercial uses allowed by the Plan. Three important factors for locating commercial uses are the three A’s - access, available services and adjoining uses.

Access: As a location issue, access is based on the types of streets that will bring customer traffic to a business. Generally, businesses that must draw customers into the store for their ongoing success prefer sites located on streets with high traffic volume. The greater the need for customer traffic, the more important it becomes to site Commercial Center land uses on streets capable of safely handling commercial traffic volume. Adequate parking is also an important factor concerning access.

Available Services: From several perspectives, available services are a location factor. Many Commercial Center land uses require larger water and sewerline capacities and demand more electricity and phone service than residential development. Depending on the nature of the business, the size of the services needed may have an effect on where that business can locate. If one or more services are not available in the size or quantity required, the business may incur additional costs to extend the service to the site. This can add substantially to the capital cost of starting a business or constructing a commercial building.

The availability of services has another impact on a business’ site. If a service line has to be extended past undeveloped parcels or non-commercial uses to reach the selected building site, the entrepreneur may be required to pay for excess capacity in the utility extension. Generally, the person requiring the extension pays for the construction cost, including excess capacity, and is then reimbursed for the extra costs as other development occurs. This extra cost at the time of construction can add a burden to the business in terms of the amount of rent paid, funds mortgaged, or the long-term cost of doing business.

Adjoining Uses: The types of land uses adjoining a Commercial Center parcel can have an impact on the basis of land use compatibility. One type of business, such as a small medical office, may be able to blend visually with adjoining residences. However, the use may not be compatible if the office will be large enough to generate more traffic than is usually found in or near a residential neighborhood. A business that tends to be open late at night or early in the morning may not be compatible in a location near residences, but might be appropriately sited at a street intersection with fewer houses around.

As discussed above under general land use standards, the City has expressed concern with the potential for “big box” commercial structures and large structures in general. In March 2005, the City adopted provisions whereby special review and permitting procedures are required for the proposed siting of buildings exceeding 20,000 square feet and limits the maximum size of commercial buildings to 50,000 square feet of gross floor area. Two particular provisions are that a traffic impact analysis prepared by a licensed traffic engineer is required for commercial and industrial structures and for “large scale” development that requires a provisional permit, and an economic impact analysis shall be conducted for any retail use with a gross floor area of 20,000 square feet or larger.

As proposed in the 1993 General Plan, rather than trying to use formal and specific business categories to classify commercial land use locations, the classification of commercial uses in the Mt. Shasta General Plan remains general with broad standards to define where commercial land uses can be located. Implementing tools such as the land development code, revised as needed, define what intensity of commercial uses can go in at certain locations.

3. General Plan Objectives and Programs: Commercial Land Use

Goal LU-6: Encourage customer-oriented businesses in Commercial Center areas.

Policy LU-6.1: Identify lands that are suitable for customer-oriented businesses.

Implementation Measures:

LU-6.1(a): Commercial Center lands shall typically derive access from a road classified as an arterial or collector.

LU-6.1(b): Commercial Center lands shall have access to a public water supply and public sewage disposal system.

LU-6.1(c): Amend the land development code to establish performance criteria that will assist in the siting of Commercial Center land uses. Include within the amended code standards for the following:

- Intensity of business and types of land uses based on the relationship of the volume of traffic and type of vehicles associated with the proposed uses.
- Intensity of business and types of land uses based on the existing and proposed land use classifications that adjoin the commercial parcel.
- General definitions to separate those businesses by market and customer segments from areas within the city.

Goal LU-7: Support the economic viability and success of downtown Mt. Shasta.

Policy LU-7.1: Encourage an attractive downtown business center.

Implementation Measures:

LU-7.1(a): Incorporate beautification and design standards for new construction and exterior remodeling for downtown businesses.

LU-7.1(b): Continue supporting the Beautification Committee in its efforts to establish a program to enhance the attractiveness of the Mt. Shasta area.

Policy LU-7.2: Support economic growth in the downtown area.

Implementation Measures:

LU-7.2(a): When reviewing proposed projects involving construction of Commercial Center facilities of more than twenty thousand square feet, ensure that there is an economic impact analysis provided as a part of the project review.

LU-7.2(b): Ensure that alternative sites in the Downtown area are considered prior to approving major commercial center development that may draw

traffic and customers away from the central business district.

Policy LU-7.3: To help expand vitality downtown, support residential development in the downtown area in a compatible mix with commercial uses.

Implementation Measure:

LU-7.3(a): Revise the development code to support residential uses in the downtown area when appropriate parking and development standards can be met.

I. Employment Center Land Use

1. Background

The timber industry, agriculture and rail transportation were early and important mainstays of the Mt. Shasta area economy. However, commercial agriculture in the area has declined and, after the 1950- to 1970-boom years, the timber industry operates at a lower production level and is not expected to substantially increase in activity. Where once there had been two major mills in the planning area, there are now none. Major growth in locally-based railroad operations is not expected either.

Today the area's economy is largely based on providing goods and service to residents and visitors to the Mt. Shasta area. According to the 2000 Census figures, retail trade and services provided 29 percent of the City's employment. Manufacturing employed four percent and transportation and public utilities employed five percent. Among the largest sectors are government, which employed 20 percent, and education and health services which employed 26 percent of the resident population. Future economic growth in the area is expected to be strongest in areas associated with recreational development and tourism. The prospects for expansion of tourism development are expected to stimulate related economic growth. The aesthetic and recreational amenities of the Mt. Shasta area will continue to attract new residents needing goods and services. Some businesses will relocate to the area largely because of the amenities offered by living in Mt. Shasta.

One category of recent employment growth in south Siskiyou County has been in the industry of bottled spring water. In the planning area, the Danone Waters of North America water bottling plant began operation in April 2001. The plant is located on Ski Village Drive, just outside the city limits on the site of an old sawmill. The ownership became CCDA Waters, LLC, in July 2002 when Danone entered into a joint venture with the Coca-Cola Corporation. The partnership is credited for bringing increased production to the plant and more employment opportunities at the facility.

Another significant development in terms of Employment Center land use has been the closure of the Roseburg Forest Products mill, which was located just south of the City limits, and the acquisition of the mill site by the City of Mt. Shasta. The Roseburg property, (much of which is also known as the Roseburg Commerce Park), was deeded to the City of Mt. Shasta by Roseburg Forest Products in 1989 after closure of the mill. The City's 1993 General Plan designated much of the property for Employment Center land use and portions of the property along South Mt. Shasta Boulevard were designated for Commercial Center land use. In 1998, the City adopted a development plan for the Roseburg Commerce Park, annexed the property into the city limits and zoned the property for "Planned Unit Development" to allow for a variety of commercial and light industrial uses. A park area was designated around the old mill pond at the northern end of the site. An Environmental Impact Report was prepared for the Roseburg Commerce Park Development Plan.

Development of the Roseburg Commerce Park has been recognized by the City and regional economic development agencies as a high-priority project for economic development and job creation. The City has also shown interest in allowing use of portions of the property for residential development. The 2007 General Plan proposes to change the land use designations of the site to a "Mix Use-Planned Development" designation to support a more flexible combination of land uses that could include light industrial, commercial, residential, and public uses. (See **Section L., Mixed Use-Planned Development Land Use**, at the end of this Land Use Element.)

2. Employment Center Use Siting Criteria

Industrial lands are traditionally divided into two classifications, "Heavy" and "Light." This breakdown goes back to the days when "heavy industry" had huge smokestacks billowing steam, smoke and gasses into the sky. "Light industry" was considered "clean manufacturing" because such facilities had no smokestacks. Industry in America does not neatly fit into these categories any longer. Many of the "heavy" industries are closed. Some of the so-called "clean" industries have been found to be serious polluters of groundwater rather than the air. Today, the issue of job creation largely centers on what type of employment is feasible in a rural community such as Mt. Shasta.

For purposes of the Mt. Shasta General Plan, the term "industrial land" as a land use classification is not used. Following the concept used in the 1993 General Plan, land area designated for primary employment is classified as "Employment Center." Employment Center land uses not only include many traditional industrial uses but also encompass service industry uses such as insurance claims processing centers or call centers. The basic difference between a Commercial Center land use and an Employment Center land use is that Employment Center uses typically do not require intermittent customer traffic in order to be successful. An Employment Center land use has traffic generated by employees during set periods of the day, possibly freight traffic in and out

during the day, and occasional visitors or vendors. The Employment Center land use derives the major portion of its financial success from production and sales to customers outside of the area.

Land siting criteria for Employment Center uses are reflected in the General Plan Objectives and Programs below. In addition to the implementing programs of the Land Use Element, site specific factors related to available services and adjoining land uses may have an effect on the building intensity allowed by the Plan.

In today's climate of environmental regulations, newly constructed industrial facilities must conform to current environmental standards no matter what the prior environmental history of the business category may be. For this reason, in terms of impacts such as air quality and water quality, it is feasible for "heavy" industries to also be considered as "clean" industries. The major issues associated with siting such uses then focus on concerns of community importance: traffic and access, available infrastructure, noise and appearance.

There are many similarities between the land use criteria for siting Commercial Center land uses and Employment Center land uses. The major differences primarily involve transportation and traffic patterns and the provision of adequate infrastructure. Many Employment Center uses need to be able to receive raw materials from suppliers, move a product from the facility to market, and safely mix the transport traffic with passenger traffic. Some larger facilities may even support rail freight. (However, these transport requirements are often less of an issue for Employment Center uses that process information or are otherwise based on communication technology.) The employees of Employment Center uses tend to work in shifts where all or a mix of employees need to safely travel from home to work and home again.

Employment Center uses that require heavy equipment to perform services or create products may generate substantially more noise on a continuing basis than the noise levels of a typical Commercial Center use. Larger Employment Center uses may require exterior storage, warehouse space, or larger land areas than the typical Commercial Center use. In order to accommodate the long-term need to provide for Employment Center land uses, the intent of the General Plan is to be as flexible as possible to encourage new employment opportunities.

3. General Plan Objectives and Programs: Employment Center Land Use

Goal LU-8: Encourage businesses that provide primary employment.

Policy LU-8.1: Establish locations expressly for Employment Center land uses.

Implementation Measures:

LU-8.1(a): Maintain the land development code to clearly define the zoning districts permitted in the Employment Center land use designation.

LU-8.1(b): Locate Employment Center land uses in areas with suitable current or future public services and transportation which ensures that lands have access to an arterial or collector road, public water supply and public sewer system.

LU-8.1(c): Define Employment Center-compatible land uses in the land development code to discourage these areas from becoming commercially-oriented to the local customer market. When appropriate, mixed-uses may be considered (e.g., with planned developments designed for a compatible combination of employment center, commercial center, and other uses.)

Goal LU-9: Protect the City's long-term need to conserve land area for Employment Center development.

Policy LU-9.1: Identify larger tracts of land with the potential to serve as Employment Center lands and retain them for future development, unless a transition of use can be found to be in the economic or social interest of the community.

Implementation Measures:

LU-9.1(a): Site Employment Center lands with an emphasis on transportation, land use compatibility, existing and future public facilities and services in conformance with the requirements of Table 3-1.

LU-9.1(b): Ensure that project approvals on Employment Center lands continue to meet the goal of providing primary employment for area residents.

J. Public Facilities and Services

In the context of the Land Use Element, public facilities are important both as land uses themselves and for the ways in which they support other land uses and the community in general. The following section addresses planning issues concerning public facilities and the services that are provided

1. Background

a. Fire Protection

Fire protection services and emergency response in the planning area are provided within the city limits by the Mt. Shasta Fire Department and outside the City by the Mt. Shasta Fire Protection District. The City Fire Department and the Fire Protection District have a mutual aid agreement, and the department is a partner with all other fire protection agencies in Siskiyou County in a countywide mutual aid agreement. Both the Fire Department and the District work cooperatively with the U.S. Forest Service and the California Department of Forestry and Fire Protection to reduce fire threats to the community from adjacent forest and wild-land areas.

Mt. Shasta Fire Department operates on a combination of paid and volunteer status. The Chief receives a salary and the assistant chief, deputy chief and secretary receive partial compensation. Volunteer firefighters receive minimal fire pay.

The Department maintains two facilities within the City: the main station adjacent to City Hall near the intersection of Lake Street and Mt. Shasta Boulevard, and an equipment garage located west of the railroad tracks off of Pine Street. The Fire Protection District has two station locations outside the city limits, one on North Old Stage Road and one on Ream Avenue.

Communities are classified with respect to their fire defenses and physical characteristics as an aid to underwriting fire insurance. These classifications are referred to as Insurance Service Offices (ISO) ratings and range from 1 to 10. These ratings indicate a community's ability to suppress a fire. An ISO rating of 1 is the highest level of fire protection and 10 is the lowest. The City of Mt. Shasta currently (2006) has an ISO rating of 5. Outside the City, the area had an ISO rating of 8B for many years. A rating of Class 4 for structures within a five-mile radius of the fire station went into effect in August 2005. Any residences beyond five miles would still be rated 8B.

The capital cost of fire protection equipment is substantial. Both fire apparatus and equipment for firefighters can place a substantial strain on district and department budgets. One method of assisting in management of fire hazards is through the enforcement of fire prevention and protection measures. These remedial steps, when combined with a long-term program to update and modernize necessary equipment, result in methods of extending limited available dollars.

Protection of public health and safety from fire hazards is addressed in the **Safety Element**.

b. Police Protection

Police protection services and emergency response within the City of Mt. Shasta are provided by the Mt. Shasta Police Department. The Siskiyou County Sheriff's Department provides services to the unincorporated area surrounding the City.

The Police Department is located at Lake Street and Mt. Shasta Boulevard. The Department staffing in 2005 included nine full-time officers, seven public safety dispatchers, and a number of police reserves. The department also oversees animal control within the City.

The County Sheriff's Department has a substation located on Ski Village Drive adjacent to and north of the City of Mt. Shasta. This station serves the entire south County area including the vicinities of Mt. Shasta, McCloud, Dunsmuir, Weed, and surrounding areas.

c. Schools and Libraries

Public education in the planning area for kindergarten through eighth grade is provided primarily by the Mt. Shasta Elementary School District. High School education is provided by the Siskiyou Union High School District.

Mt. Shasta Elementary School District: The Mt. Shasta Elementary School District has five schools: Mt. Shasta Elementary, Sisson Elementary School, Challenge Home Charter, Headwaters Day School and Mt. Shasta Options for Youth. The 2003-2004 student enrollment for the District was 903 students.

Siskiyou Union High School District: The Siskiyou Union High School District operates three high schools within the City: Mt. Shasta High School, Jefferson High School and South County Community Day School. The 2003-2004 enrollment was 474 students.

Mt. Shasta High School has over 80 acres of undeveloped land at the school site. A Master Plan for the site has been completed.

Mt. Shasta Library: The Mt. Shasta Library is located adjacent to Sisson Elementary School. The library is a branch of the Siskiyou County Library, which is an affiliate of the North State Library Cooperative System (NSCLS). The North State Library Cooperative System facilitates an extensive inter-library loan program between independent city and county libraries in cooperation with academic library affiliates to provide services to the 13 Northern California counties.

d. Parks and Recreation

Generally, the Mt. Shasta area has an abundance of public open space and recreational lands. National Forests, State Parks and local recreation areas provide a variety of regional and local recreational opportunities. The City of Mt. Shasta does not maintain a parks department. Public recreation facilities and programs are managed primarily by the Mt. Shasta Recreation and Parks

District. A detailed discussion of park and recreation facilities is incorporated in the **Open Space/Conservation Element** of this General Plan.

Private recreational developments in the planning area include three recreational vehicle parks, athletic gyms, a movie theater, dance and gymnastic schools and a number of recreation guide services. These facilities, however, are generally recognized as Commercial Center land uses.

e. Medical Facilities

Mercy Medical Center in Mt. Shasta is the general hospital serving southern Siskiyou County. Mercy Medical Center Mt. Shasta is sponsored by Catholic Healthcare West, a network of not-for-profit hospitals and health service companies providing care in California, Arizona and Nevada. Fully accredited by the Joint Commission of Healthcare organizations, Mercy Medical Center is licensed for 33 acute care beds and 47 skilled nursing beds. The hospital employs 391 people (Ilene Smith, Mercy Medical Center, *personal conversation*, March 7, 2005).

Mercy Medical Center offers a broad range of services including: general surgery; orthopedic surgery; ear, nose, and throat surgery; urology; radiology; family practice and internal medicine. The emergency room has a doctor on duty 24 hours a day and has been designated a Level III Trauma Center. The hospital has access to an air ambulance for transfer to its sister facility in Redding.

The Mt. Shasta facility also has facilities for intensive care, coronary care, a skilled nursing facility, obstetrical delivery, and an alternative birthing room. Mercy Medical Center Mt. Shasta also offers other full-service, in-patient and out-patient facilities.

f. Solid Waste Management

Solid waste disposal occurs at the Black Butte Transfer Station, located just north of the city limits. The Black Butte Landfill, which was located at this site, has been closed. The county-owned transfer station is operated by Gerard Pelletier Backhoe and Excavation. Solid waste collection services in the planning area are provided under franchise by John Smith Sanitation.

A curbside recycling program is operated within the city limits. The Siskiyou Opportunity Center is a fee for service and grant-funded, non-profit corporation that provides recycling services to the residents of the Mt. Shasta area. Drop-off of aluminum, glass and other specified materials are accepted at the recycling facility located on Bear Springs Road.

g. Wastewater System

Wastewater disposal and treatment systems in the Mt. Shasta area include a regional sewage treatment system and individual on-site septic systems. A

regional sewage treatment plant was completed in 1976 and is located approximately two miles south of the city limits. A gravity collection system connects the city infrastructure with the wastewater treatment plant.

The *City of Mt. Shasta 1992 Master Sewer Plan for the Sewage Collection and Treatment Facilities* contains the results of an investigation of the sewage collection system and treatment facilities by PACE Civil, Inc. Additionally, it includes conceptual plans, staging, and cost estimates for the major capital improvements that will be necessary for the time period of 1992-2012.

The City completed a *Wastewater Treatment Plant Capacity Evaluation* report in 2003. The report concluded that the plant is currently operating at 80% capacity and, for the treatment plant to reach its existing design capacity, improvements need to be made. The City intends to complete improvements to the wastewater treatment plant by 2006. The report also addressed the need for increased capacity of the wastewater collector and interceptor lines, some of which are currently at capacity during wet weather conditions.

On September 26, 2005, the City Council of the City of Mt. Shasta declared an emergency moratorium on sewer connections to the City's sewer collection system. The decision was reached based on input received from the California Regional Water Quality Control Board regarding violations of discharge permits, specifically manhole overflows, and the possible imposition of significant fines and other penalties as a result of such violations. Based on this information, the City Council directed staff to not issue any new building permits that require new sewer connections. On November 14, 2005, Resolution No. CCR-05-72 was adopted to provide more specific details on how the moratorium would be managed and how previous commitments for connections would be considered.

Resolution No. CCR-05-72 concluded that action was needed because of the history of discharge permit violations in the form of manhole overflows of untreated sewage in the sewer collection system, caused primarily by peak wet weather flows and high inflow and infiltration. There had been multiple determinations by engineers that areas of the collection system were exceeding capacity due to the inflow and infiltration and, despite many improvements to reduce or eliminate sources of inflow and infiltration, the sewer collection system was still subject to significant overloading in peak wet weather flow.

The City Council, in passing Resolution CCR-05-72, recognized the urgent need to upsize the main interceptor line and other areas of the sewer collection system to increase capacity and further recognized the immediate need to temporarily suspend new connections to the system in the interest of public health, safety and welfare. The resolution identified a number of exemptions including, but not limited to, existing connections that did not require additional capacity charges, approved building permits that were issued prior to September 26, 2005, properties with current or extended individual parcel "Will Serve Letters" issued

prior to September 26, 2005, and all pre-paid connections and out of City properties that had failed septic systems and for which the City sewer collection system would be considered available, subject to the provisions of Resolution No. CCR-05-22. For a complete list of exemptions, please refer to Resolution No. CCR-05-72.

The moratorium will be re-evaluated after the implementation of the Roseburg Commerce Park Infrastructure Installation project, and removal of the interceptor-piping problem at the “bottleneck” in the vicinity of Ream and Old Stage Road. Additionally, the replacement of the manhole at Alma and Mt. Shasta Boulevard, and addition of a line from that point west along Alma Street to the new manhole at the Pine Street Alley at St. Anthony’s Church, will allow for the reevaluation of the moratorium for projects proposed in the area upslope of this manhole. The City also resolved to continue efforts to find, reduce, and eliminate sources of inflow and infiltration throughout the collection system.

Extensive development of septic tank leachfield systems has occurred outside the city limits. However, many of the soils within the planning area present severe limitations for the use of on-site leachfield sewage disposal systems. These limitations include the lack of filtration capacity in the coarse soils and areas with a high water table. Systems to the west of the city are especially subject to failure. The 1993 General Plan expressed concern that water quality monitoring by the Central Valley Regional Water Quality Control Board (CVRWQCB) had indicated that the use of on-site sewage disposal systems west of the City may be contributing to high bacterial contamination of Wagon Creek.

h. Water Systems

The City of Mt. Shasta owns and operates a domestic water distribution system for the City with water supplied by Cold Springs, located to the east of the City, and by two wells within the city limits. The *City of Mt. Shasta 1986 Master Water Plan* was prepared by PACE Civil, Inc., and contains the results of investigation of the water system including supply, storage, and distribution facilities. It includes preliminary plans, staging, and cost estimates for the major capital improvements that were expected to be necessary in the time frame of 1986-1996.

The normal capacity of the City’s water sources is 3.8 million gallons per day (MGD). Water is stored in three tanks on Quail Hill, located east of the City, with a total storage capacity of 1.7 MGD. The average water demand in the City is approximately 1.3 MGD and a maximum daily demand of about 3.6 MGD (*Roseburg Commerce Park Infrastructure Installation Project IS/MND, 2005*). The entire city domestic water system is un-metered.

Water is distributed by a network of 4- to 10-inch mains located throughout the City’s streets. With the exception of the Adams/Jefferson neighborhood, water pressure is provided by gravity from the Quail Hill storage system. Future water

supplies appear to be readily available from additional groundwater sources, although storage capacity is currently a limiting factor.

The *2004 Annual Consumer Confidence Report* for the City of Mt. Shasta describes the City's water sources, storage, distribution and conservation as well as summarizes the results of water quality monitoring during 2004. The *Consumer Confidence Report* states that the City's water supply is pure and does not require treatment. The report notes that water use during the heat of the summer is in excess of 1,000 gallons per person per day. The national average water use is less than 200 gallons per person per day (U.S. EPA and USGS). As stated in the *Consumer Confidence Report*, the current water usage requires the city to operate both wells non-stop during hot summer months to meet peak demand. Occasionally the city is unable to meet peak demand even with the wells operating, forcing the city to encourage voluntary watering restrictions. It may become necessary to implement mandatory watering restrictions should the water use continue to occasionally exceed water supply during hot summer months. Additionally, if the City's irrigation usage was reduced by 20 percent, it is estimated that the city would only need to operate their pumps occasionally rather than non-stop, thus saving millions of gallons of water and thousands of dollars per year in energy costs.

The *City of Mt. Shasta 1986 Master Water Plan* identifies a number of the primary recommendations for the system; some of which have been accomplished and some that are still outstanding. Outstanding improvements include the construction of a new 1.0 million gallon reservoir (No.5) at the base of Spring Hill and the construction of new Wells No. 3 and 4 (located on Ivy Street and at the base of Spring Hill, respectively).

The *Big Lakes Water Distribution System Report* was completed by Schlumberger Consulting Engineers, Inc. in 2005. This report covered the area from Ivy Street to the south, to the City Park to the north, and to the Big Lakes line to the east, to Kingston Way/Pine Street to the west. The Big Lakes area currently does not meet the ISO fire flow requirements and the system has areas of very low pressures. Water pressures are also very low in the City Park area and in the Kingston Way area, both of which are areas of residential use as well as large commercial buildings where the fire hazard is considered high. The *Big Lakes Water Distribution System Report* concludes that any future development may contribute to further reduction in fire flows and pressures throughout the Big Lakes Area.

A number of options were identified in the report that would help eliminate the low-pressure issue in this area and allow for future developments as well as supply additional fire flow to the downtown area. The pressure deficiencies in the Big Lakes portion of the City can most readily be eliminated by the development of a municipal well along North Mt. Shasta Boulevard, construction of a reservoir located within the Spring Hill area, and installation of

a 12-inch pipeline to be connected to the city's existing water distribution system (referred to as Phase 1 of the Big Lakes report).

The City's water distribution system does not extend north of North Mt. Shasta Boulevard to the Spring Hill area. Development in that area currently requires individual wells and private water storage for fire protection.

The unincorporated portion of the planning area is largely served by individual on-site water systems, either consisting of personal wells or small community water systems. Private community water systems serve some areas including the Sun Mountain, Monte Shasta, Shasta Holiday and Siskiyou Lake Highlands subdivisions. A few subdivisions neighboring the City are served by the City's water system, including the Quail Hill Subdivision.

In order to provide adequate fire flows to some areas, additional storage, upgrading of mains or connection to the City water system will be necessary.

i. Storm Drainage System

The *Preliminary Storm Drainage Master Plan* was completed for the City of Mt. Shasta in 1998 by Kellogg Engineering. The plan outlines the existing storm drainage system, proposed improvements, design criteria and financing for the drain system. Storm drainage within the City of Mt. Shasta and the Planning Area consists of both surface and subsurface drainage features. Surface storm drainage features consist of natural waterways, man-made ditches, and/or remnants of natural watercourses. Subsurface storm drainage features consist of historic drainages that have been enclosed with some type of pipe (iron, corrugated metal, clay or concrete).

A significant portion of the City does not have curb and gutter, nor does the City have a regular maintenance schedule for the exiting surface and subsurface drainage features. Additionally there are a number of constriction points where drainage transitions from surface to subsurface drainage channels. Field Street, Water Street and Smith Street are known drainage constriction points. The *Storm Drainage Master Plan* identifies a number of proposed improvements including installation of new subsurface drainage infrastructure and the installation of curb and gutter. The *Storm Drainage Master Plan* also includes improvement guidelines for both new development and infill development.

i. Snow Removal

Snow removal in the City of Mt. Shasta is an ongoing challenge during winter months. The City Public Works Department works in cooperation with private contractors to keep roads accessible during major snowstorms. Snow is generally plowed to the center of streets in commercial districts to allow maximum access and parking for businesses and, in residential districts, is generally plowed to the sides of the streets. Snow is removed from the downtown area following a storm at the earliest opportunity to facilitate the flow of traffic.

See the **Safety Element** of this General Plan for further discussion of snow removal and related policies and programs.

2. General Plan Objectives and Programs: Public Facilities and Services

Capital Improvement Program

Goal LU-10: Develop and regularly update a capital improvement program.

Policy LU-10.1: Utilize the capital improvement program as a means of keeping pace with the needs of facilities and infrastructure.

Implementation Measures:

LU-10.1(a): Prepare and adopt a capital improvements program that projects facility and equipment needs over a rolling five to ten year period.

LU-10.1(b): Review the capital improvements program concurrently with budget preparation each year to measure achievement of program needs.

LU-10.1(c): As each fiscal year concludes, amend the capital improvement program to add a new last year to the document. This will ensure that there is always a five to ten year program being reviewed.

LU-10.1(d): Coordinate capital improvement construction with the County and other special districts to share costs, resources, and efforts.

Fire Protection

Goal LU-11: Provide adequate fire protection services

Policy LU-11.1: Provide fire management services which meet area needs.

Implementation Measures:

LU-11.1(a): Incorporate fire prevention measures in the land development code for the design and construction of new buildings and facilities, such as sprinklers, fire resistant construction, use of fire resistant vegetation, and other fire protection and defensible space.

LU-11.1(b): Utilize planning and design standards to reduce risk of structural damage from fire. This includes

the use of loop roads adequate for all-weather fire apparatus access and evacuation, limitations on the lengths of cul-de-sacs, and elimination of extended driveways for “flag” lots.

LU-11.1(c): Amend the City’s building code to incorporate fire prevention and wildfire protection measures.

LU-11.1(d): Utilize the expertise and experience of area fire-fighting personnel to recommend a workable program that can be used to gain public cooperation in protecting property and lives against fire hazards.

Policy LU-11.2: Develop a program to collect funds for upgrading fire fighting apparatus and firefighter equipment.

Implementation Measure:

LU-11.2(a): Until the recommendations from fire fighters are submitted and considered by the City Council, begin to collect capital equipment funds through the use of fees on new projects.

Policy LU-11.3: A program shall be created to collect funds for fire protection equipment.

Implementation Measure:

LU-11.3(a): The capital equipment funds collected by fees shall be initiated through an appropriate ordinance that contains provisions to ensure a fair, rotational, and equitable distribution of the capital costs for future equipment. Fees shall be determined on a fair and equitable basis.

Policy LU-11.4: Provide adequate fire fighting facilities.

Implementation Measures:

LU-11.4(a): When population growth requires, the City will construct a new fire department branch facility.

LU-11.4(b): The City may utilize collected capital equipment funds for the construction and equipping of additional fire stations.

LU-11.4(c): Ensure that fire protection facilities and equipment are included in the City's capital improvement plan.

Police Protection

Goal LU-12: Provide adequate police protection.

Policy LU-12.1: Develop programs to ensure adequate police services capabilities.

Implementation Measures:

LU-12.1(a): Determine and maintain a desirable ratio of sworn police personnel to population as the community continues to grow.

LU-12.1(b): Establish a program to maintain on-going police personnel training.

LU-12.1(c): Maintain adequate levels of supplies and equipment to serve the needs of the police department.

LU-12.1(d) Coordinate police protection services with the County Sheriff.

Policy LU-12.2: Provide adequate facilities for the police department.

Implementation Measure:

LU-12.2(a): Consider creating a capital facility fund paid for from funds generated by new development as a means of acquiring monies to construct a new police department facility.

Education

Goal LU-13: Support efforts to provide adequate education to all age levels.

Policy LU-13.1: Ensure that the school districts participate in the review of residential development proposals.

Implementation Measure:

LU-13.1(a): Send proposals for new development to the school districts as part of the project application review process.

Medical Care

Goal LU-14: Support efforts to provide high-quality medical care for the community.

Policy LU-14.1: Maintain open communications with the health care community.

Implementation Measures:

LU-14.1(a): Using Mercy Hospital as the coordinating agency, seek comments on major development proposals from the medical community.

LU-14.1(b): For large residential, commercial and employment projects, or proposals that may raise unmitigated health issues, send copies of project applications during the normal review process to Mercy Hospital.

Solid Waste Management

Goal LU-15: Maintain coordinated waste management efforts.

Policy LU-15.1: Keep the Source Reduction and Recycling Element of the County Integrated Waste Management Plan up-to-date as it applies to the City of Mt. Shasta.

Implementation Measure:

LU-15.1(a): The City of Mt. Shasta Source Reduction and Recycling Element is acknowledged as the City's primary management document for waste management issues.

LU-15.1(b): The City will help facilitate community recycling and compost programs and other efforts to reduce the volume of solid waste that would otherwise go to the transfer station.

Wastewater Management

Goal LU-16: Maintain a wastewater collection system and treatment plant that serves the need of the community.

Policy LU-16.1: Ensure that the growth of the community does not outstrip the capacity of the wastewater collection system and treatment facility.

Implementation Measure:

LU-16.1(a): Using the provision of connection fees, ensure that funds are collected to meet long-term capital improvement program needs.

LU-16.1(b): If the City has compelling information that indicates that the wastewater treatment and/or collection system does not have adequate capacity to accommodate additional connections, including capacity during peak flow periods, the City shall utilize and sustain moratoriums or other restricting policies to ensure that new connections do not result in adverse environmental impacts or violations of management standards until the capacity of the system can be expanded or otherwise determined to be adequate.

Policy LU-16.2: Require connection to the sewer system for multi-family, commercial, and employment center land uses within the City limits.

Implementation Measures:

LU-16.2(a): As a condition of project or building permit approval, require that all multi-family, commercial, and employment center land uses within the City limits connect to the City sewage disposal system.

LU-16.2(b): Require as a condition of annexation that non-single family residential properties, including already developed properties, connect to the City sewage disposal system.

Goal LU-17: Ensure safe individual onsite sewage disposal systems.

Policy LU-17.1: Work with County Health to ensure that septic systems conform to appropriate standards.

Implementation Measure:

LU-17.1(a): Require approval from the County Health Department for projects requiring individual onsite sewage disposal systems prior to issuing building permits.

Water System

Goal LU-18: Maintain a water supply and distribution system that meets drinking water standards and that serves the domestic and fire protection needs of the community.

Policy LU-18.1: Ensure that the growth of the community does not outstrip the water supply and distribution system of the City.

Implementation Measures:

LU-18.1(a): Ensure that appropriate development impact fees are established and collected to meet long-term capital improvement program needs including new wells, pumps, mains, over-sizing mains, treatment, storage and other water system improvements as needed to serve existing and new development.

LU-18.1(b): Update the *City Water Master Plan* and utilize the updated Water Master Plan to prioritize water

infrastructure improvements and expansion programs to serve the existing and planned development of the community.

Policy LU-18.2: Ensure that the City's drinking water source is protected from biological, chemical and other contaminants that may pose a health risk.

Implementation Measure:

LU-18.2(a):The City shall encourage the enforcement of all federal, state, regional and county regulations and shall enforce local regulations regarding the preservation and enhancement of water quality as it relates to the City's water sources.

LU-18.2(b):The City shall strive to protect its spring water sources by means such as preventing development (especially the use of septic tanks) within adequate buffer areas in the vicinity of its spring water sources, and/or facilitating the purchase or dedication of land or development rights in those areas.

Policy LU-18.3: Require connection to the City's water system for multi-family, commercial, and employment center land uses within the city limits, unless the City determines that it will not be able to serve a proposed project with water service in a timely manner and that the proposed private water system for the project will be adequate and compatible with the City's water system plans.

Implementation Measure:

LU-18.3(a):As a condition of project or building permit approval, require that all multi-family, commercial, and employment center land uses within the City limits connect to the City water supply and distribution system.

Policy LU-18.4: The City shall encourage and facilitate the use of water conservation through education, permitting, design review and applied technology.

Implementation Measures:

LU-18.4(a): Encourage the use of water conservation building design, appliances and landscaping throughout the city.

LU-18.4(b): Develop educational materials and programs that encourage and facilitate water conservation throughout the community.

Policy LU-18.5: In order to ensure the protection and management of the water system in the best interest of residents and property owners in the City, the City will retain the water system in municipal ownership and management.

Storm Drainage System

Goal LU-19: Provide for the efficient collection, transport, and discharge of stormwater in a safe manner and protect people and property from flooding.

Policy LU-19.1: Utilize the *Storm Drainage Master Plan* to improve existing storm drainage conditions and ensure adequate storm drainage infrastructure design and construction for future developments.

Implementation Measures:

LU-19.1(a): Work with the Regional Water Quality Control Board (RWQCB) to resolve drainage and flooding issues that can result from discharging stormwater into area waterways.

LU-19.1(b): New development shall provide flood retention facilities as necessary to avoid increasing peak storm runoff in drainage channels.

LU-19.1(c): Establish, adopt and collect appropriate drainage impact fees to be charged for new development, when applicable, to fund drainage facilities described in the City *Storm Drainage Master Plan*.

LU-19.1(d): Natural drainages may be incorporated into the City's stormwater drainage system with proper management and protection. Vegetation along the drainages should be managed effectively to allow as much of the vegetation as possible to remain as habitat and filtration, while not impeding the drainage's role in preventing localized flooding.

K. The Spring Hill Area

1. Background

The Spring Hill Area, located at the far north end of the City on the east side of Interstate 5, has been identified as a special planning area in the City because of its unique development opportunities as well as the challenge of infrastructure limitations and development constraints.

There are several distinct sub-areas of the Spring Hill Area. One area consists of the smaller-sized parcels along Spring Hill Drive. Some of these lots have been or are already in the process of being developed with commercial uses (e.g., the Les Schwab Tire Center, Blue Star Gas. A permit for a hotel complex was approved for a site on the west side of Spring Hill Drive adjacent to the Interstate 5/Abrams Lake Road Interchange). A second sub-area consists of two large parcels to the east behind the lots fronting Spring Hill Drive. A third sub-area at the northernmost portion of the City is the Sousa Ready Mix aggregate mine.

A fourth sub-area of the Spring Hill Area is the prominent hill called “Spring Hill” itself. Although development on the hill is not proposed at this time, any future development proposals will need to be carefully considered due to steep slopes, visual impact and other development constraints.

The Spring Hill Area was annexed to the City in 1979 and was subsequently zoned for industrial and commercial development. In 1993, the City updated its General Plan and designated the bulk of the property (i.e., the larger parcels to the east) for “Community Residential” land use.

Opportunities, Constraints and Special Issues

Following is a list of some of the special opportunities and features of the Spring Hill Area:

- Much of the area, especially along Spring Hill Drive, is highly visible from Interstate 5.
- Spring Hill Drive is readily accessible from Interstate 5 at the Abrams Lake Road interchange.
- The area has exceptional views of Mount Shasta and the Eddies to the west.
- Much of the area is in large parcels of land with consolidated ownership, which is conducive to master planning.
- There is a substantial amount of vacant land in the Spring Hill area with few anticipated environmental constraints.
- The property is relatively flat with few mature trees.

- The area has a good aquifer and could become a reliable source for municipal water.
- Spring Hill Drive to the Abrams Lake Road overpass is one of the few routes for bicyclists and pedestrians to cross over Interstate 5.

Following is a list of some of the constraints and special planning issues that need to be addressed concerning future development of the Spring Hill Area:

- The City's water system does not extend to and serve the Spring Hill Area. Consequently, commercial uses have been approved and developed with private systems. This is generally contrary to the City's policies concerning water service for commercial uses and may complicate the development of a more efficient public water system in the future.
- The Spring Hill Area needs better street connections with central Mt. Shasta, including at least one improved road connection to the Everitt Memorial Highway. The intersection of Spring Hill Drive and North Mt. Shasta Boulevard needs substantial improvements to connect the area back into town.
- There is an eight-inch sewer main that extends up Spring Hill Drive, which will have limited capacity to serve full build-out of the area. There are also capacity constraints in the sewer interceptor from the Spring Hill Area to the wastewater treatment plant over four miles to the south. Like many areas of the City, new connections to the system in the Spring Hill Area may be prohibited until the City resolves capacity limitations in the sewage collection system.
- Because this part of the City is so visually exposed to Interstate 5, it is especially critical that strong and well-defined design standards be applied to protect the City's image to the regional traveler.
- The future mix of commercial and other land uses is uncertain and may be evolving in a somewhat haphazard pattern.
- The existing aggregate mine needs protection from the encroachment of incompatible land uses.
- The Spring Hill Area is vulnerable to potential mud flows from Mount Shasta in the event that a volcanic event triggers such flows.
- As the Spring Hill Area is developed with residential uses, ample park and recreation facilities will be needed to serve the area. The portion of this area that is designated "High Density Residential" is approximately two miles from the closest established park. As discussed in the Open

Space/Conservation Element, a typical standard for service areas for neighborhood parks is a radius of ½ mile. Given the size and potential density of this area, two or more parks of varying size and character of amenities may be needed. The Specific Plan that will be required for this area will need to address the provision and maintenance of park facilities and identify the best locations for such parks. The Specific Plan should also incorporate walkways and trails into its circulation plans to provide access to the parks, as well as to facilitate pedestrian and bicycle connections to the rest of the community.

The Spring Hill Mine

One of the issues identified above concerns the existing aggregate mine. The Spring Hill Mine, owned by Sousa Ready Mix, is 98 acres in size. The permit to mine the site was approved in 1980 when the site was located outside the city limits. The property was annexed to the City soon after the mining operation began.

Concern has been expressed by the owners of the Spring Hill Mine over the need to protect the mine from encroachment of incompatible uses. Owners of sensitive-types of uses, especially residential uses, in time could, if allowed to locate near the mine, complain about the mining operation and demand that the mining operation be closed or curtailed. It has been suggested that land uses around the mine should be “tiered” with an area of commercial uses adjacent to the mine to buffer more sensitive residential areas in the vicinity. However, certain commercial uses including restaurants and motels may also be sensitive to mining activity if located too close to the operation. A second suggested method to protect the mining operation would be to have a “buffer” area between the site and all uses that would be expected to be annoyed by noise and dust related to the mining operation. This could consist of a low-density land use designation (e.g., five-acre minimum) with special non-building area setbacks adjacent to the mine. Other forms of mitigation, including walls between new uses and the existing mine, may further reduce trespass problems and noise.

Specific Plans

The 2007 revision of the 1993 General Plan does not propose any changes in the land use designations for the Spring Hill Area, as indicated on the General Plan Land Use Maps. The City still needs to rezone the parcels that were designated “Community Residential” in the 1993 General Plan from the General Industrial and Controlled Manufacturing zoning districts to an appropriate residential zoning district.

However, it is recommended that, in order to better coordinate development of the Spring Hill Area with infrastructure development and other planning issues, a specific plan is needed for much of the area.

What is a Specific Plan? A specific plan is a tool for the systematic implementation of a general plan. It establishes a link between implementing policies of the general plan and individual development proposals in a defined area. Although the range of issues to be addressed in a specific plan is largely left to the discretion of the decision-making body, according to California Government Code Section 65451, a specific plan needs to be structured as follows:

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

By working with the City to prepare a specific plan to design and implement development plans for the Spring Hill Area, the property owners can better address and resolve the infrastructure constraints and other issues that may otherwise limit or prohibit their development opportunities.

The Circulation Element of this General Plan addresses the indication of proposed roads in the Spring Hill Area, including improvements to the Spring Hill Drive/North Mt. Shasta Boulevard intersection and connections to the Everitt Memorial Highway.

It is also recommended that the City adopt provisions to prevent incompatible land uses from encroaching on the Spring Hill Mine aggregate operation. In the Open Space/Conservation Element, there is a policy that reads:

Residences and commercial uses having overnight accommodations (e.g., hotels, motels) should be required to obtain a conditional use permit if proposed to be located within 300 feet of the property line of a

parcel on which there is a permitted mining or related processing operation.

This provision should be incorporated into the development code and future specific plan and would give the City an opportunity to review uses, otherwise possibly allowed by right, which could present the most problematic constraints for continued operation of the mine.

The City should also be cautious in considering approval of other land uses in the vicinity of the mining and processing operations to prevent land use conflicts.

Design Sensitivity

Because of the visibility of the Spring Hill Area from Interstate 5, the quality of development in this area will substantially affect the impression that regional travelers will have of the City. If travelers are displeased with the appearance of this important gateway to the community, they will be less likely to be drawn to the community as a whole. Whether development of the Spring Hill Area will be coordinated under a Specific Plan or other form of area plan, or allowed to evolve on a parcel-by-parcel basis, the City should maintain high expectations concerning the visual qualities of the area. Special attention needs to be given to design review criteria for new development to ensure that buildings and signs do not obstruct or significantly detract from the grand view of the mountain. Property owners should also appreciate the great amenities that the exposure to Interstate 5 and the views have for their property values and business images and should be committed to proposing architectural features that compliment the setting.

2. General Plan Objectives and Programs: Spring Hill Area

Goal LU-20: To establish a clear path for subsequent development of the Spring Hill Area and provision of adequate infrastructure to support that development.

Policy LU-20.1: The City will require that a Specific Plan be prepared to encompass the entire Spring Hill Area generally from Interstate 5 to Everitt Memorial Highway, and from Ski Village Drive to the city limits north of the Sousa Ready Mix Quarry. The City recognizes that some of the smaller parcels may develop before the Specific Plan has been completed.

Implementation Measure:

LU-20.1(a): The City will seek grant and other funding to prepare backbone infrastructure plans for the Spring Hill Area. These plans should outline the basic water and wastewater needs of the area and

can be prepared in conjunction with a Specific Plan or private development proposal.

LU-20.1(b):The General Plan Land Use Map indicates proposed parks in the Spring Hill Area. The exact location, necessary number (i.e., one or more), and character of these facilities will be determined when the first major residential development project is considered in this area, and/or when a Specific Plan is prepared for this area.

Policy LU-20.2: Until a Specific Plan is adopted for the Spring Hill Area, proposed development along Spring Hill Drive shall be reviewed to consider the following needs:

1. Be designed to connect to municipal services once available.
2. Shall not obstruct or significantly detract from views of Mount Shasta.
3. Shall incorporate adequate storm water quality provisions.

Policy LU-20.3: When formulated, the Spring Hill Area Specific Plan shall outline special design standards for development to minimize impacts on the scenic values of the area, including standards for signage.

L. Mixed Use-Planned Development Land Use

1. Background

“Mixed Use” land use designations generally allow consideration of development plans that provide for a combination of compatible land uses. Rather than a strict separation of land uses such as commercial and residential uses, and the rigid zoning that traditionally separates such uses, mixed use development involves projects that feature a more flexible mixture of uses. The development standards that are applied to mixed use development areas, as well as development in special areas where innovative development concepts are encouraged, are usually considered as “planned development” proposals.

In the City of Mt. Shasta, the concept of mixed use-planned development land use primarily evolved in consideration of proposed land use on the Roseburg property.

The Roseburg property (which includes an area considered as the primary area of the Roseburg Commerce Park), was deeded to the City of Mt. Shasta by Roseburg Forest Products in 1989 after the closure of the mill on the site. When

the 1993 Mt. Shasta General Plan was prepared, the Roseburg property, although owned by the City, was still outside the city limits. The City adopted a development plan for the Roseburg Commerce Park portion of the property in 1998, annexed the property into the city limits and zoned the property to PUD, Planned Unit Development, district to primarily support commercial and light industrial uses. A park area was designated around the old mill pond at the northern end of the site.

The Planned Unit Development zoning provisions of the property were embodied in the Development Plan for the Roseburg Commerce Park. The development plan/zoning provided for various land uses, which are assigned to several “development areas” that were designated on the site.

Development of the Roseburg Commerce Park has been recognized by the City and regional economic development agencies as a high-priority project for economic development and job creation. The City has considered entering into development agreements with a “master developer” to manage development of the property, and/or selling portions of the property.

The City has pursued grant and loan funding to extend water and wastewater infrastructure to the site. The City worked with the U.S. Department of Commerce Economic Development Administration to obtain funding assistance for the infrastructure project. In February 2005, a mitigated negative declaration was completed for a project that would extend water and wastewater services to the property to facilitate development.

In addition to the Roseburg Commerce Park portion of the land obtained by the City in 1989 from Roseburg Forest Products (east of the railroad tracks), there is an area of the property, approximately 29 acres in size, located west of the railroad tracks. Due to various development constraints (e.g., accessibility from Ream Avenue, wetlands), this portion of the property was not included in the development plan for the Roseburg Commerce Park and was not annexed to the City when the commerce park portion was annexed. This area includes a site that has been dubbed the “Orchard Property”, which was proposed in the Implementation Recommendations of the 2005 *Affordable Housing Strategy* as an “opportunity site” for development of affordable housing.

The 1993 General Plan designated this area of the former Roseburg property for “Employment Center” land use. After closer review, however, the site has been found to have low suitability for employment center uses. Therefore, the 2007 General Plan update proposes that the property be designated “Mixed Use-Planned Development”, thereby providing greater flexibility for the City to consider a development plan and Planned Unit Development zoning that would include a more appropriate choice of uses, including residential use.

Although the concept of the Mixed Use-Planned Development land use designation in the City of Mt. Shasta has initially been focused on the Roseburg property (in part to conform with the Development Plan and PUD zoning

adopted in 1998), it is conceivable that the concept could be applied to other properties in the future. A landowner of property having a land use designation of, for example, Commercial Center, could apply concurrently for: 1) a general plan amendment to be designated Mixed Use-Planned Development; 2) approval of a site-specific development plan; and 3) a rezoning to PUD that would establish the development standards of the development plan as the zoning criteria of the property. If approved by the City, the development plan could allow a compatible mixture of land uses that would not otherwise be obtainable under the Commercial Center designation.

2. Mixed Use-Planned Development Siting Criteria

Siting criteria for development of land designated Mixed Use-Planned Development will be evaluated in detail as part of the review for the development plans that are required in such areas. In addition to the typical siting criteria (e.g., traffic and other infrastructure) that would be considered for certain types of uses (e.g., light industrial, commercial, residential), a critical siting issue is the compatibility of the land use mixture.

Although it is not required that there be a mixture of land uses in a Mix Use-Planned Development area, the likelihood that there would be a mixture would necessitate design features and mitigation measures to ensure that various uses are compatible with each other, as well as with uses on adjacent properties. For example, if residential development is permitted in an area that is otherwise predominately commercial, or that may allow certain types of light industrial activity, it would be important to ensure that the residential areas would not be adversely affected by impacts associated with the non-residential land uses. This could include impacts such as noise, traffic, air quality, etc.

3. General Plan Objectives and Programs: Mixed Use-Planned Development Land Use

Goal LU-21: Employ the concept of Mixed Use-Planned Development land use when determined by the City to be warranted and appropriate, based on the characteristics of the site and related development issues.

Policy LU-21.1: Development of lands designated Mixed Use-Planned Development shall be subject to approval by the City of a development plan that shall specify the allowed uses and development standards for the site.

Implementation Measures:

LU-21.1(a):The City may incorporate a development plan for land designated Mixed Use-Planned Development into an ordinance that establishes Planned Unit Development (PUD) zoning for the site.

LU-21.1(b) The City should have a development plan prepared for the "Orchard Property" portion of the property obtained from Roseburg Forest Products, and determine whether or not annexation should be initiated to facilitate development.

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