

Sheridan Community Plan

DRAFT

Community Development/Resource Agency
PLANNING SERVICES DIVISION

_____, 2014

Placer County

SHERIDAN

COMMUNITY PLAN

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Adopted by the Board of Supervisors:

Supercedes 1976 Sheridan General Plan

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CHAPTER ONE



INTRODUCTION

1. Introduction

The Sheridan General Plan, first adopted in 1976, set forth designated land uses and circulation patterns for growth and development of the community. It contained local policy direction to guide the community's growth through 1990. Due to infrastructure constraints, there has been minimal opportunity for development in the Community Plan area and the 1976 document has not been updated until this time.

From an independent agricultural community to a major center of commerce serving the surrounding rural areas, to a residential satellite of Sacramento, Sheridan has gone through a number of growth phases which represent the community's economic history and future.

Recent infrastructure upgrades to allow for new development in Sheridan, the opening of the Highway 65 Bypass, and changing community desires attested to the need for a comprehensive update and reorganization of the Sheridan General Plan. This Sheridan Community Plan is a long-range vision and a land use strategy to guide growth and development of Sheridan through the year 2035. It is an attempt to capture the community's aspirations and confront the challenges Sheridan faces.

The purpose of the Community Plan is to give clear direction as to how physical development and land-use decisions should take place in Sheridan (also referred to as the "Plan area" throughout this document) to meet the current and future needs of its residents. It is also intended to reflect their collective aims and aspirations, as to the character of the area and the quality of life to be preserved and fostered within the community. The Plan also provides policy guidance to assist business interests in their decision to invest and grow in Sheridan. Finally, the Plan clarifies and assists in the delivery of services and responsibilities.

The Plan is developed based on a thorough analysis of Sheridan's physical and environmental conditions, and from extensive input from stakeholders, business owners, landowners and the community-at-large.

This Plan consists of goals, objectives, policies, implementation measures, and design guidelines and standards to guide the Community's development. It uses words, maps, and illustrations to describe the shared expectations for the types, location, and intensity of future development. Most importantly, the Community Plan, which is in compliance with the overall Placer County General Plan growth and development policies, ensures growth and development will be coordinated in an orderly manner.

Upon adoption by the Placer County Board of Supervisors, this Plan replaces the original Sheridan General Plan approved in 1976.



1.1 PURPOSE OF THE COMMUNITY PLAN

The Sheridan Community Plan is the principal legislative tool for guiding future growth and change in Sheridan. The Plan is an expression of the fundamental values and goals of the community. It establishes directions for achieving a collective vision of what Sheridan should be.

As a community and region, we are in a time of significant change. Placer County is expected to double in population over the next forty years. The way in which we manage the challenges of population growth will be critical to the health and well-being of Sheridan.

This Community Plan is Sheridan's second. The previous Community Plan was adopted in 1976 and was envisioned to manage growth through 1990. Although the 1976 Sheridan General Plan allowed for a significant amount of new development around the townsite, infrastructure constraints for public sewer and water limited the potential to accommodate the urban levels of development contemplated at the time. Consequently, minimal growth has occurred.

Major reviews of the document, typically undertaken every ten to twenty years, recognize that circumstances can change, new issues can emerge, technology can advance, and new information can surface. To remain relevant, a Community Plan needs to reflect and respect what is important to the citizens of Sheridan.

While this Plan builds on the existing Community Plan and other planning documents, several underlying principles have influenced its preparation. These include:

- How to manage growth and change;
- How to maximize the sustainable use and protection of resources;
- How to provide transportation and mobility in a socially, economically and environmentally responsible way;
- How to create a vibrant community; and,
- How to integrate the interactions and outcomes of the various environmental, social and economic factors that shape Sheridan and the lives of its citizens.

This Plan is organized into a number of sections. The sections are linked by an overall policy and action framework founded on the underlying principles of sustainability and livability. The Plan includes:

- A vision for the future;
- The planning context;
- Planning for environmental integrity in both the natural and built environment;
- Planning for social well-being to meet basic needs and strengthening the community; and,
- Planning for economic vibrancy.

It is important to continually examine the trends and influences that are shaping and affecting the community and to develop strategies that can influence, adapt to, and take advantage of opportunities as they arise.

Community planning in Sheridan is undertaken in the context of local circumstances. Physical and biological attributes, history, socio and economic trends, State legislative requirements, and regional priorities are considered.

Relevant Plans Affecting Sheridan

The Sheridan Community Plan must be consistent with a hierarchy of policy initiatives and legislation at the state level. Goals and policies found in various planning documents, most importantly the Placer County General Plan and the 1976 Sheridan General Plan, have been consulted when preparing this Plan. Policies and plans of jurisdictions in proximity to Sheridan such as Yuba

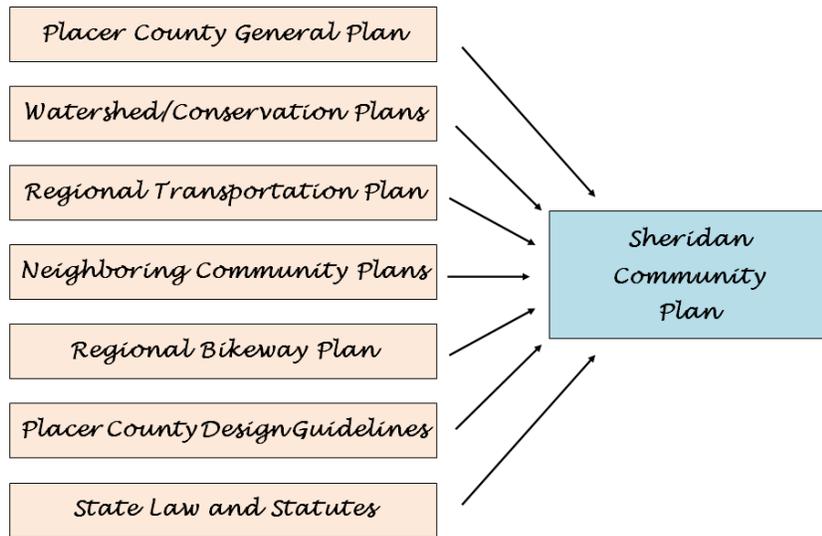


Figure 1.1.1: A number of planning documents feed into the Community Plan.

County and the cities of Lincoln and Wheatland provide additional information that has helped guide this planning document as well.

Placer County General Plan

The Placer County General Plan (May 2013) provides specific goals, policies, and programs for countywide development with which the Sheridan Community Plan as well as other community plans throughout the county must comply. The Sheridan Community Plan policies are consistent with the Placer County General Plan.

Placer County Design Guidelines/Placer County Rural Design Guidelines

The Design Guideline manuals are documents which can be used by developers, County staff and others in working toward better design of the built environment. They establish design standards which give the County and private property owners a tool to achieve the highest architectural, functional and environmental quality.

Regional Transportation Plan

The Placer County 2035 Regional Transportation Plan (RTP) was developed in 2010 by the Placer County Transportation Planning Agency (PCTPA). The 2035 RTP provides a clear vision of the Placer region's transportation goals, objectives, and policies and guides the long-range planning and development of transportation projects within the Plan's horizon.

Placer County Regional Bikeway Plan

The Placer County Regional Bikeway Plan was adopted by the Board of Supervisors in 2002 to provide for a regional system of bikeways for transportation and recreation purposes. The focus of the plan is on regional connectors and key routes providing access to activity centers such as employment, shopping, schools and public facilities such as parks and libraries.

1.2 DESCRIPTION OF THE STUDY AREA

The Sheridan Community Plan includes an area of 21,613 acres or 33.8 square miles. The boundaries generally are the Bear River/Yuba County to the north, Sutter County on the west, the west side of Karchner Road on the east, and Waltz and Nader roads on the south. The area is located 1.27 miles north of the City of Lincoln.

Sheridan has historically been a trading point for farmers and ranchers. Sheridan was first settled in 1855 by E.C. (Eugene) Rogers and was originally called "Union Shed" or simply "Shed." It was at the "Shed" that wagon teams laid in supplies to last during their journeys. The settlement became a market place and town site at which the farmers of the area congregated for the purpose of selling their wheat, oats and barley.

Sheridan greeted its first train from Sacramento, via Junction (now Roseville) and Lincoln in 1866. A post office was established on July 10, 1868. The post office and town needed a name. "Sheridan" was chosen in honor of Union General Phillip Sheridan of Civil War fame. By 1869 the town had been laid out in blocks, streets and lots and the surrounding agricultural areas continued to flourish.

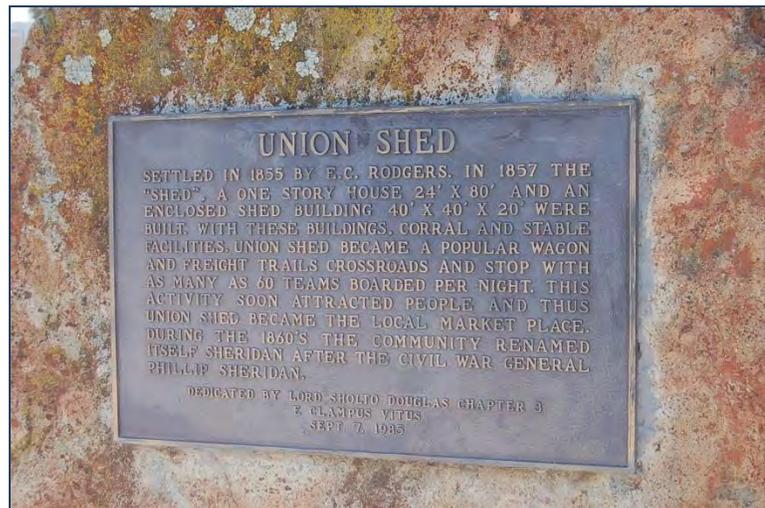


Figure 1.2.1: Historical market located on 13th Street near "H" Street.

On August 25, 1891, nearly the entirety of Sheridan's business district burned down. Sheridan's promising future took a turn. Many of the businesses chose to relocate to Lincoln which was burgeoning at the time.

In the late 1950's a disease called 'pear decline' virtually brought the local fruit industry to a halt. Pear decline and the ability of the large Central Valley farms to produce higher yields than the small ranches in Placer County also contributed to the demise of Placer's once thriving fruit industry.

During the years following the decline of the fruit industry, the county supported an important dairy industry with many of the county's fruit ranches being converted to dairies. By 1961, population in the town was approximately 250. According to published accounts, Sheridan at the time had one general store, the post office, a hardware store, two gas stations with garages, one second-hand store, one tavern, an old vacant warehouse, a modern school, three churches, one turkey ranch, a roadside seasonal market, many old houses, cabins, and several new homes.

Sheridan's growth mirrored the growth of Placer County and other Sacramento suburbs since 1970. In particular, the construction of public wells, a water distribution system, sewage collection system and two wastewater treatment ponds in 1973 led to a 'boom' in home construction within the townsite. Between 1970 and 1979, 52 residences were constructed within the 1976 Plan Area's boundaries. That increased to 71 residences constructed in the 1980-89 period and 35 residences built since 1990. Until early 2012, there was a moratorium on new sewer connections within the Sheridan townsite due to constraints at the sewage treatment plant. Outside of the townsite there was a spurt in construction that started in the late 1980's and continued until the real estate market softened in 2007.



Figure 1.2.2: Homes in the townsite are typically on 50' to 65' lots.

According to the 2010 Census, the Plan area's population was _____ people. Over the past several decades, growth in the Sacramento region, especially employment growth and housing development, has been concentrated in south Placer County. Sheridan is well-located in this context.

The Sacramento area has been one of the fastest growing regions in California. According to the U.S. Census, the population of the Sacramento region (Placer, Sacramento, El Dorado and Yolo counties) grew twice as fast as the rest of the state during the 2000-2010 period, adding 350,000 residents, an increase of 20 percent. As of April 1, 2010, the population of the Sacramento region stood at 2.3 million. Placer County's population was 348,432, growing nearly 40 percent since 2000, the second-highest growth rate in the state behind Riverside County. Forecasts completed by the Sacramento Area Council of Governments show the Sacramento region growing to 3.35 million persons in 2035.

Residents have access to economic opportunities, jobs and services. Sheridan is close to employment centers in Lincoln, Rocklin, Roseville, Marysville and Sacramento. The access to Highway 65, proximity to I-80, and adjacent to more developed cities makes Sheridan attractive to commuters. It offers a rural lifestyle characterized by the predominance of large lots outside of the townsite, limited commercial development, affordable housing, high-quality schools, a gateway to Camp Far West and the prevalence of small agricultural and animal raising uses in the area. More affordable housing, at least during the recent boom period, made communities at the edge of the Sacramento region grow at a faster pace than their metropolitan area as a whole. However, infrastructure constraints and the nearly full build-out of the rural areas of the Community Plan area limited the amount of growth in Sheridan compared to surrounding communities.

Land Use

The Plan area is comprised of residential, commercial, industrial, and agricultural uses. Commercial uses are found along 13th Street and Camp Far West Road, and industrial uses are on the west side of Sheridan Lincoln Boulevard and north 13th Street. Approximately two percent of the Plan area is the townsite with the remaining land rural/agricultural – a dual role that has influenced its character and development.



Figure 1.2.3: Residential multi-family zoned property at the end of 10th Street.

Single-family residential development in Sheridan covers a spectrum of densities and architectural styles and expressions. Higher-density residential development is within the townsite where public water and sewer is available. A manufactured home park is located at the northern terminus of 10th Street.

The grid pattern of development that has defined the townsite is somewhat unique in Placer County in that alleyways are used. However, the alleys aren't utilized as in other communities. There are few if any garages with access off the alley right-of-way. Car parking and driveways are located at the front of the lots.

Large lot rural residential and agricultural uses surround the townsite. The land adjacent to the new Highway 65/Riosa Road intersection is zoned Farming or Industrial and is largely undeveloped.

There are numerous vacant parcels in the Plan area, many used for farming or conservation purposes, and 19 within the townsite available for immediate development. Other parcels have been developed at less than permitted density and could support additional residential units without a land use change.



Figure 1.2.4: 13th and H streets in the townsite.

Sheridan Lincoln Boulevard and the Union Pacific Railroad rail line parallel each other running in a northwesterly direction through the Community Plan area. Major roads in the Plan area are Riosa Road that runs east-west and Camp Far Road that originates in Sheridan and heads north before turning to the east along the Bear River. Highway 65 connects to Interstate 80 to the south in Roseville and to Highway 99 which heads north along the east side of the Sacramento Valley connecting to Interstate 5 in Red Bluff.

Terrain

The Plan area is characterized by gently rolling hills, ranging in elevation from 70 feet to 525 feet above sea level.

Climate

Climatic conditions have played a significant role in the area's attractiveness as a place to live. The Mediterranean climate is generally characterized by warm summers and mild winters. Monthly averages of daily extreme temperatures range from 33°F minimum to 52°F maximum in January to 58°F and 97°F in July. The annual rate of precipitation is approximately 20 to 25 inches. Approximately 90 percent of average annual rainfall occurs in the six-month period extending from November to April. Prevailing winds are moderate and vary from moist clean breezes from the south to drier winds from the north.

Vegetation

Vegetative cover in the Plan area includes very little natural type cover. The townsite has many tall Eucalyptus trees that have been planted for shade. Outside of the townsite, the Plan area has a long history of agricultural use and related activities including row crops, orchards and grazing. Grassland was likely always the dominant vegetation community.

Local plant communities are varied and include typically ruderal annual grasses and forbs in range lands and pastures, croplands or orchards, lawns and scattered native or non-native trees in landscaped areas, vernal pools, and smaller areas of emergent or scrub shrub wetlands and creeks.

Fish and Wildlife

Sheridan, with its rural residential and agricultural character, offers a natural wildlife habitat that is rich and varied. Marsh complexes, annual grasslands, vernal pool complexes, orchards and croplands support diverse natural communities of animals, birds, amphibians and reptiles including numerous game species and migratory bird species.

Yankee Slough, south and east of the Plan area, supports a primarily introduced fishery including mosquito fish, green sunfish, carp and bigscale logperch.

Existing agriculture and undeveloped areas in the Plan area provide potential habitat for species identified as sensitive or special status by the California Department of Fish and Wildlife and the U.S. Fish and Wildlife Service. Examples include northwestern pond turtle, giant garter snake, northern harrier, Swainson's hawk, loggerhead shrike, bank swallow, Conservancy fairy shrimp, vernal pool fairy shrimp and western spadefoot toad.

1.3 PLAN UPDATE PROCESS

The Sheridan Community Plan is the result of a collaborative consensus building process involving the citizens of Sheridan, a Sheridan Municipal Advisory Council (MAC) Planning Subcommittee, Placer County staff, and various local agencies. Community participation was an essential component of the Community Plan process. The Sheridan MAC encouraged a high level of public participation in the Community Plan update process in an effort to develop a community consensus on hopes and expectations for the future of Sheridan.

The community considered the crucial issues confronting Sheridan. It built upon past planning efforts, provided new technical information and analysis, and created multiple opportunities for public input and guidance. A timeline of major activities can be found below.

On April 10, 2012, the Planning Services Division received preliminary direction from the Board of Supervisors to explore options for an update to the Sheridan General Plan including modification

of the Plan area's boundary and studying the potential of relocating the Placer County Fairgrounds Facility into the Sheridan area.

On April 11, 2012, County staff attended the Sheridan Municipal Advisory Council meeting to outline to the MAC and the community the options under consideration and a draft timeline of the update process.

The Placer County Board of Supervisors authorized Staff to update the Sheridan General Plan on November 6, 2012. A two year work program with a strong public outreach effort was proposed and approved. Immediately thereafter, a four page community survey was mailed to 436 property owners within the Sheridan MAC boundary area.

On November 28, 2012, a kick-off workshop was held at Stewart Hall in Sheridan with over 90 residents in attendance. Notice for the meeting was included in the community surveys mailed to MAC-area property owners earlier in the month. Placer County planners and others were on hand to explain the update process and hear initial public comments. Citizens also had the opportunity to discuss with County staff any matters of importance related to the future of Sheridan. Staff conducted a scenario planning exercise with break out groups to identify the best areas to preserve and the most appropriate lands to develop and to answer the following questions:

- *Does the community want the Community Plan area to expand?*
- *What does your ideal future community look like?*
- *Does the community want a Sheridan site to be considered for a Placer County Fairgrounds relocation?*

Based on input from this survey and community workshops, the Sheridan MAC Planning Committee drafted a vision statement that formed the foundation of the Community Plan's goals and policies.

The Community Plan update process included an opportunities and constraints analysis. The Placer County Planning Division and other departments reviewed relevant data and prepared a Background Report that was released in December 2012.

The Background Report included an inventory of existing land uses, identification of vacant parcels and development opportunities, existing conservation easements and existing Williamson Act contract parcels. This analysis also identified existing and potential circulation corridors, pedestrian and bicycle corridors, and areas subject to circulation conflicts.

A list of challenges was identified during the early stages of the Community Plan process and strategies to overcome those challenges. These strategies form the foundation of the Plan's objectives, policies, implementation measures, and design guidelines and standards.

A Sheridan MAC subcommittee was formed to work with County staff to review proposed goals and policies and updates to the 1976 General Plan document. The subcommittee consisted of two MAC members and anyone from the public that wished to attend the monthly meetings. A total of nine meetings were held, the first on December 19, 2012.

Expansion of Plan Area Boundary

One of the items addressed by the Sheridan Subcommittee Working Group early on was the question on whether to expand the Plan area boundaries. Community plans are often used by municipalities to plan the future of a particular area at a finer level of detail than that provided by the general plan. A community plan is a portion of the general plan focusing on the issues pertinent to a particular area or community within a city or county. It supplements the policies of the general plan, but may diverge from the issues contained in the general plan into other subjects viewed by the community as being of relevance.

The 1976 Sheridan General Plan included an area of 1,711 acres or 2.67 square miles. The boundaries generally were Alder Lane to the north, the Highway 65 Bypass on the west, Andresson Road to the east, and an unnamed tributary to Yankee Slough to the south.

The Subcommittee Working Group debated the merits of keeping the 1976 General Plan area boundaries as-is, expanding the boundary to the west, expanding to include the current Sheridan Municipal Advisory Council boundary or a hybrid expansion of the options presented. Twenty-nine Subcommittee members voted on January 16, 2013 to recommend that the plan area boundaries expand to the MAC boundary, minus the joint MAC area (24 in favor of the MAC boundary, five votes for other options. See Figure 1.3.1).

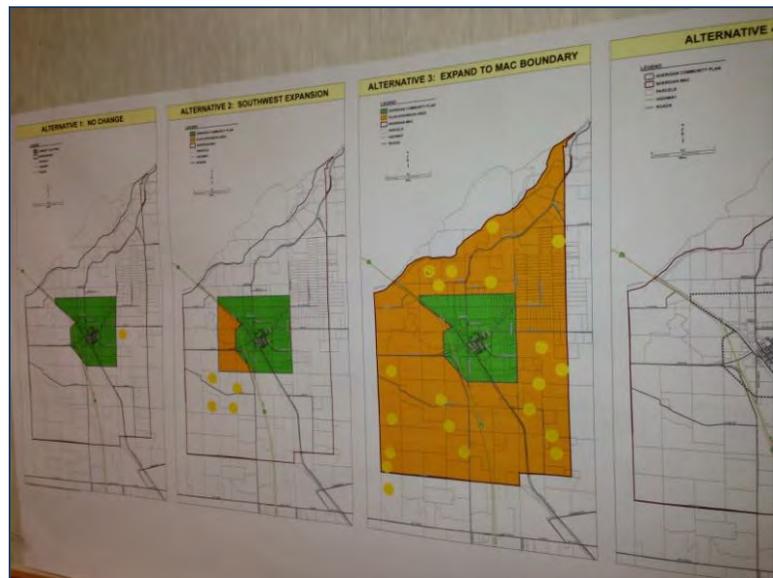


Figure 1.3.1: Subcommittee voting results on Plan area expansion.

It was later decided that the Sheridan Community Plan should also include the area within the Rural Lincoln MAC boundary with Sheridan addresses. This “Joint MAC Area” is represented by both the Rural Lincoln MAC and the Sheridan MAC. An expanded plan area establishes development policy at a community level that is more tailored to local conditions and needs than the Placer County General Plan.

New plan area boundaries are Bear River/Yuba County to the north, Sutter County to the west, Waltz Road to the south, and generally Dornes and McCourtney roads to the east. It encompasses a total area of 21,613 acres.

Land Use Changes

During the planning process, Sheridan’s existing character as a predominately rural residential community with smaller, distinct nodes of commercial and industrial uses was acknowledged and then chosen for its future growth pattern. Therefore, minimal land use and zoning changes were made as part of the Community Plan update.

Infill residential development is anticipated within the townsite to take advantage of existing water and sewer capacity. There is also capacity for further residential development on larger parcels outside of the townsite under current zoning that continues existing density patterns.

Changes have been made to allow for a mix of uses along 13th Street. A Highway Service zone has been created at Riosa Road and Sheridan Lincoln Boulevard to provide commercial uses for the convenience of Plan area residents and travelers along Highway 65. Further rezoning allows additional business and industrial uses along Wind Flower Place.

Environmental Review

During the Sheridan Community Plan preparation, an environmental analysis was undertaken to identify potential environmental effects and allow for plan modifications, which either mitigated or avoided potential environmental effects. The intent was to minimize the Plan’s environmental effects while providing realistic Community growth and development opportunities. The Sheridan Community Plan Environmental Impact Report (SCH # _____) analyzed the potential environmental effects of the Community Plan and responds to potential environmental issues.

By engaging in multiple phases of environmental analysis during the Community Plan process, solutions to environmental issues in the form of policies, implementation measures, zoning designations, and design standards have been woven into the fabric of the Sheridan Community Plan. As such, a number of policies, implementation measures and design standards in this Community Plan serve a dual purpose of implementing the Plan, as well as avoiding potential environmental effects. These policies, implementation measures, zoning designations, and

design standards have been incorporated into this Plan to mitigate or avoid environmental effects that might otherwise result from implementing the Community Plan.

1.4 COMMUNITY PRIORITIES

This Plan reflects the Community’s priorities of promoting balanced growth, and an overall vision for Sheridan’s future. As a statement of the Sheridan’s priorities and vision, this Community Plan serves as a guide for directing and coordinating planning decisions, and guiding physical changes within the Plan area. As a guide for directing and coordinating Sheridan’s future, this Plan also defines the desired character and quality of development, as well as, directing the process for how development should proceed. The goals, objectives, policies and implementation measures in this Community Plan define the manner in which Sheridan’s priorities and vision are to be achieved.

This section summarizes the key directions that the community has said it wants Sheridan to go in the foreseeable future. Taken together, these directions constitute the vision inherent in this Plan. Although the Community Plan consists of distinctive elements, these key directions highlight the principal shared themes found in subsequent chapters. These directions arise from public sentiment expressed in the Community Survey results, at the kick-off workshop, and the deliberations of the MAC subcommittee.

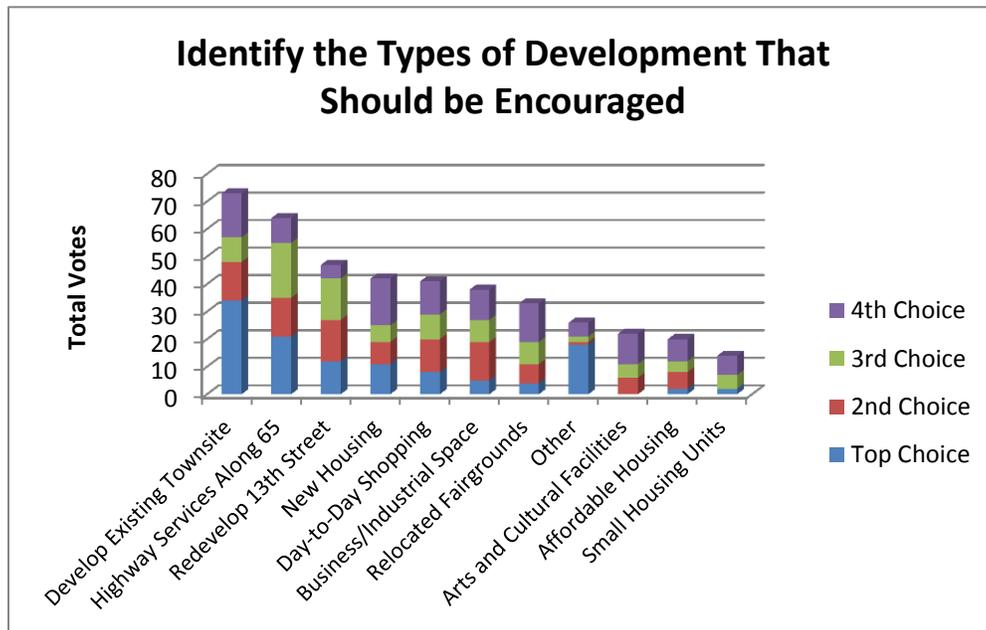


Figure 1.4.1: Survey respondent’s priorities for Sheridan development.

Community Survey

A community survey was released in early November 2012 to gather input and provide a participation method for those uncomfortable with public meetings or unable to attend the workshop. It was mailed to all 436 property owners within the MAC boundary area. The survey was also available on the County website. 97 surveys, or 22.2 percent, were returned.

County staff compiled and organized survey results to reveal trends and levels of support for various policy directions.

The key question in the survey asked community residents to identify the types of development they would most like to encourage in Sheridan. Respondents were asked to rank their top four choices. The results are found in Figure 1.4.1.

Developing the existing townsite was identified as the top choice by survey respondents, followed by allowing highway services along the new Highway 65, redevelopment of 13th Street and encouraging new housing. Arts and Cultural facilities, affordable housing and encouraging small housing units received the fewest votes.

Respondents were also given the opportunity to provide additional comments. The most frequent issues noted by respondents involved law enforcement and marijuana growing. Other repeated comments included a desire to clean-up blighted properties, maintain Sheridan's rural lifestyle, and a need for more sidewalks and curbs.

A vast majority of respondents felt that more visually attractive streets (i.e. street trees, landscaping, and lighting) was the most needed improvement in Sheridan. Other top issues voiced by residents included better sidewalks, nicer looking/higher quality commercial buildings, and more/better shops and restaurants.

Community Kick-off Meeting

On November 28, 2012, a Community Plan update kick-off meeting was held at Stewart Hall. Approximately 100 residents were in attendance. County staff was present at the meeting to explain the update process and receive public comment. Property owners, residents, and all other interested parties were invited to attend and given an opportunity to discuss the community's goals and priorities.

After the general discussion, a breakout session was held where five smaller groups were asked to discuss:

- Their vision for Sheridan;
- Whether the community plan area boundary should change;
- Possible land use changes; and,
- The potential for a Sheridan location for a relocated Placer County Fairgrounds.

Facilitators at each table took notes and there were consistent themes and comments received including:

- “Keep it Rural”
- “Retain Small Town Community Feel”
- “Preserve Open Space”
- “No Land Use Changes Outside of Townsite”

There was minimal support to relocate the fairgrounds to Sheridan. Residents expressed a desire for additional services and shopping, and more streetlights and sidewalks. Residents did not think Sheridan needed additional low-income or multi-family housing.

Residents were concerned about the visual appearance of Sheridan, including vacant buildings, overgrown lots, unattractive storage on residential lots, and unregistered cars. Other feedback included:

- Infill development in townsite was seen as a positive
- Small “tweaks” to land use should be considered
- Redevelopment of 13th Street is a priority
- General support for highway services at new Highway 65/Riosa Road interchange
- Current residents should not pay for new growth

Key Directions for the Community

The Subcommittee Working Group felt the workshops and surveys, based upon participation rates, were a good starting point for establishing community direction, and therefore utilized these results to draft the Community Plan’s vision, goals, objectives, policies and actions.

Key Directions for the Community

- ***Maintain Sheridan’s existing community character***
- ***Encourage infill development in the townsite***
- ***Protect agricultural uses and open space***
- ***Provide community services to meet the needs of all residents***
- ***Diversify and expand the economic base***

Maintain Sheridan’s Existing Community Character

The residents of Sheridan have a strong interest in maintaining the character of their community for years to come. The foremost priority heard during the workshop and gleaned from the Community Survey was to preserve Sheridan’s existing rural community character. The

preservation of Sheridan's community character will require a variety of different approaches, including protecting and promoting adaptive reuse of existing buildings, focusing development in already-developed areas, creating design standards that ensure new development is in accord with existing neighborhood character, protecting critical agricultural and habitat lands, and promoting the local agricultural economy.

Sheridan's historic resources should be protected. Historic preservation can play an important role in revitalizing an older community, building civic pride, and retaining the sense of place and continuity with the community's past.

Encourage Infill Development in the Townsite

The townsite should be a focus for the community's economic life, vigor, educational, and social activity. Vitality in the townsite can be pursued through a variety of initiatives, including infill housing development, strategic expansion of the townsite grid, economic investment, promotion of appropriate commercial development, and improvements to the public realm (i.e. parks and streetscapes).

Protect Agricultural Uses and Open Space

Perhaps the most significant themes that surfaced throughout the update process is the need to protect Sheridan's open spaces, farmland, scenic vistas, and environmentally sensitive areas. As with many communities in the region and Central Valley, any outward expansion translates into the loss of productive farmland. To avoid expansion into productive farmland, the Sheridan Community Plan increases development opportunities within the central core of the community, and steers growth away from agricultural and rural areas by leaving existing large-lot zoning in place.

Provide Community Services and Housing Choices to Meet the Needs of all Residents

Sheridan is a diverse community in terms of age, income, and education. Sheridan's services, facilities, and housing must keep pace with the population's changing needs, including maintaining its existing elementary school, public works and recreation facilities, providing a mix of housing types, and providing critical support services such as police protection, fire, and health clinics.

Diversify and Expand the Economic Base

Sheridan should pursue policies and regulations that encourage diversification and expansion of its economic base in a manner consistent with the community's character and desires. This will generate benefits for the community, create more private sector job opportunities for residents, and reduce the need for residents to travel for goods and services.

1.5 Community Vision

The heart of the Community Plan, the Vision Statement, describes what the community seeks to become; it gives the Plan a purpose and provides a foundation for change that is shared by residents, homeowners, developers, business owners, elected officials, and County departments.

A vision statement captures what community members most value about their community, and the shared image of what they want their community to be. It inspires community members to work together to achieve the vision. A thoughtful vision statement is one of the elements needed to form a forward-looking strategic framework that gives stakeholders the long-term-comprehensive perspective necessary to make rational and disciplined tactical/incremental decisions on community issues as they arise.

The Vision Statement is based on public input received at the November 28, 2012 public kick-off meeting, results of the November 2012 community survey, and discussion at the first subcommittee meeting on December 19, 2012. The following was approved by the Subcommittee Working Group on January 16, 2013:

"Maintain the rural, small-town character of Sheridan by managing growth, revitalizing the existing townsite, striving for high-quality aesthetics, and providing for community development needs to enhance the quality of life for current and future residents."

1.6 PLAN ASSUMPTIONS

Plan assumptions, along with the goals and policies, form the foundation of any community plan. Plan assumptions are statements of anticipated facts and trends based on the current observations projected into the future. These assumptions provide a basis for planning recommendations and give direction to future interpretations of the plan.

The following are the assumptions for the Sheridan Community Plan:

1. Residents of the Sheridan area locate here primarily because of the rural surroundings and ancestral residences. Sheridan will remain a rural community, providing limited services for the residents and adjacent agricultural areas.
2. Population within the Sheridan planning area will continue to grow at a slower rate than other parts of Placer County. The maximum overall build-out of the Community Plan is not expected to exceed _____ residents based on current zoning and infrastructure constrains.

3. Redevelopment and reuse of vacant or underutilized property along the 13th Street frontage will provide for an increase in small, neighborhood-type commercial activities. This increase in commercial activities should not, however, substantially affect the population growth through increased employment. Therefore many residents' needs for employment, and goods and services will continue to be met through outlets and facilities in other parts of the region.
4. The primary residential unit will continue to be the single family dwelling constructed on both residential lots and larger agricultural acreage.
5. The need to protect and conserve agricultural lands and open space will increase with a growing population. Land surrounding the Sheridan community will be kept in open space/agriculture uses which will be consistent with the proposed Placer County Conservation Plan (PCCP).
6. Existing water and wastewater infrastructure within Sheridan has limited capacity to support existing zoning and therefore may need to be expanded within the planning period.
7. Growth in the rural areas will be limited by sewer and water system capacities and the agricultural lands which surround them.
8. The Sheridan Community Plan update process shall consider land use alternatives separately from land ownership and tenure.
9. Land use around the Highway 65 Bypass could provide limited opportunities for services.
10. Land use designations for "higher density" residential housing will occur within or adjacent to the existing town site and where public services and utilities are available.
11. The primary means of transportation through the year 2035 will be the automobile as public transit is not expected to be provided in the Plan area. However, strong efforts will be made to encourage the use of other non-auto forms of transportation such as walking and cycling.
12. Other than the planned Highway 65 Wheatland Bypass, new significant roadways will not be necessary before the year 2035.
13. Continuing growth will be predicated on the provision of adequate supporting infrastructure including roads, water, wastewater, schools and other public services. It is the purpose of this plan to ensure that continuing growth will not be detrimental to existing development service levels.

1.7 GENERAL COMMUNITY GOALS AND POLICIES

The Sheridan Community Plan includes the goals, policies, standards, implementation programs, and the Land Use Diagram and Circulation Plan Diagram, which together constitute Placer County's formal policies for land use, development, and environmental quality.

The following definitions describe the nature of the statements of goals, policies, standards and implementation programs. They represent a common hierarchy of planning principles – going from the most general to the most specific.

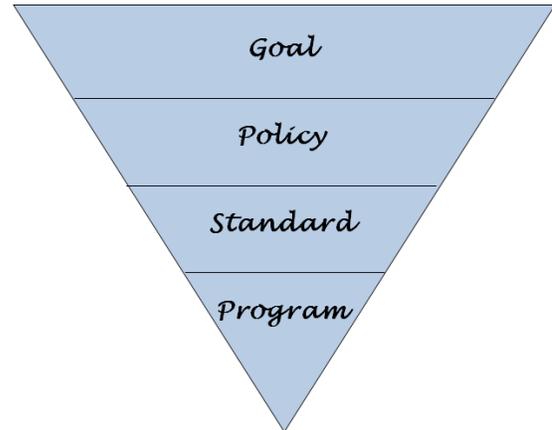


Figure 1.7.1: Hierarchy of Planning Principles.

- **Goal**– an ultimate purpose of an effort stated in a way that is general in nature and immeasurable. It is a future result toward which planning and implementation measures are directed.
- **Policy**– a specific statement that guides decision-making and indicates a commitment to a particular course of action. A policy is based on and helps implement a goal.
- **Standard**– a specific, often quantified guideline, incorporated in a policy or implementation program, defining the relationship between two or more variables. Standards can often translate directly into regulatory controls.
- **Implementation Strategy or Implementation Program**– the most specific of planning principles. It describes specific actions, programs, techniques or implementation measures that carry out a Plan policy.

Within this document, the following terms are used in reference to expected compliance of this plan. These terms are intended to have the following meaning with respect to compliance:

- **May, Encourage, or Recommend** – it is desirable to comply with this guideline.
- **Should** – it is highly encouraged and requires a convincing reason in order not to comply, in the opinion of the County, with this guideline.
- **Must or Shall** – compliance is expected.

Goals and Policies

The goals described below are general in nature and basic to the entire Plan. Goals and policies related to specific aspects of the Plan are stated in other appropriate sections.

1. Promote the wise, efficient, and environmentally-sensitive use of land in Sheridan to help meet the present and future needs of residents and businesses.

1.1 Provide transitional land uses or a landscaped buffer wherever necessary to minimize the conflicts inherent to adjoining properties of different zoning intensity, density, or adverse uses.

1.2 The County shall require that significant natural, open space and cultural resources be identified in advance of development and incorporated into site-specific development project design.

1.3 Higher density development should be located within or adjacent to the townsite where public infrastructure and services may be provided.

2. Create a balanced land use pattern with an appropriate mix of uses to accommodate the rural lifestyle, resident employment, service, and social needs within Sheridan.

2.1 Implement land use regulations that can help broaden the tax base while avoiding inappropriate businesses, big boxes, heavy industry, etc.



Figure 1.7.2: Grasslands and vernal pools outside of the townsite.

2.2 Through the development review process, ensure that commercial and industrial activities are compatible with surrounding land uses in terms of visual appearance, traffic generation, noise, and air quality effects.

2.3 Encourage land uses and a development pattern which accommodates and promotes alternative transportation modes for ease of access.

2.4 Encourage a mix of housing choices that support a range of lifestyles in the community, ranging from higher density within the townsite to larger parcels in the more rural areas on the fringes of the Plan area.

3. Take full advantage of Sheridan's existing infrastructure.
 - 3.1 *Infill projects within the townsite and development that is contiguous to existing development and that allows for cost-effective, orderly growth that is compatible with existing land uses and potential future development is favored.*
 - 3.2 *New development shall emulate the best characteristics (e.g., form, scale and general character) of existing adjacent neighborhoods.*
 - 3.3 *New development shall provide appropriate infrastructure and meet County service standards.*
 - 3.4 *Enhance existing parks and recreation facilities to ensure that the community's current and future recreational needs are met.*
4. Promote economic vitality through attracting commercial enterprises such as neighborhood retail, restaurants and services to Sheridan.
 - 4.1 *Provide highway commercial along Highway 65 to provide services for the travelling public and residents of the Plan area without being a detriment to the existing community. Commercial development should be centered at the Riosa/Highway 65 intersection and not strung along the highway.*
 - 4.2 *Support the development of mixed-use commercial, office, and live/work spaces along 13th Street.*
5. Designate specific areas suitable for industrial development and reserve such lands in a range or parcel sizes to accommodate a variety of industrial uses. Industrial use types include, but are not limited to:
 - a) Warehousing, storage, manufacturing, production and assembly
 - b) Incubator or small-scale businesses
 - c) Campus-type business parks
 - d) Offices and business support services
 - 5.1 *Provide existing and potential light industrial and commercial development with necessary infrastructure in appropriate areas for businesses, retail and services, offices, and other appropriate business uses.*
 - 5.2 *Ensure that an adequate supply of land designated for a range of commercial and industrial uses is provided.*
6. Guide new growth so as to minimize impact on Sheridan's open space and small-town rural character.
 - 6.1 *Any new growth in Sheridan should be designed to protect the Plan area's natural resources and preserve its existing character.*

6.2 *The County shall not approve the development of isolated, remote, gated and/or walled residential projects.*

7. Identify design standards that will preserve existing community character including the preservation of historic buildings.

7.1 *Utilize design standards that capture the existing character of the Plan area and, where appropriate, require future buildings to reflect a similar character in terms of height, bulk, relationship to the streetscape, and appropriate architectural styles and building materials.*



Figure 1.7.3: Historic Properties along Camp Far West Road.

7.2 *Undertake reasonable efforts to preserve and maintain structures identified as historically significant.*

8. Provide opportunities for a rural lifestyle that preserves the unique character of the Plan area.

8.1 *Support agricultural uses and animal-raising activities that are established to ensure the continuation of an important lifestyle in the Plan area.*

8.2 *Encourage continued and increased agricultural activity on land conducive to agriculture uses.*

8.3 *Creation of flag lots ((a parcel of land shaped like a flag, with a narrow strip ("flag pole") providing access to a right-of-way and the bulk of the property ("flag" portion) containing no frontage)) is not allowed.*

9. Engage citizens, businesses, and other groups in partnerships to actively implement Sheridan's vision.

9.1 *Utilize the Municipal Advisory Council to sustain public input during the implementation stage.*

9.2 *Use and consistently evaluate new involvement tools and technologies to improve ways for individuals to receive information and provide input.*

1.8 EMERGING PLANNING ISSUES

The principles of sustainable development and healthy communities are two emerging planning approaches which, among others, have influenced this Community Plan update. Sustainable development and healthy community principles aim to improve and protect the quality of the environment and enhance the quality of life and the welfare of all of the people in a community.

Like its conventional counterpart, sustainable local community planning takes place within the legislative and policy context provided by the state and federal governments. In the past, environmental and social issues such as health were not considered as part of mainstream community planning. Instead planners focused on a community's physical systems. By the 1990s, a general consensus had emerged that environmental issues could not be managed in isolation and that a new, holistic approach to municipal governance and community planning with environmental issues at their core was needed. Growing concerns with water and air quality, energy depletion, climate change, public health disasters, and loss of natural features such as wetlands and woodlands, all conspired to put environmental issues into the mainstream of planning practice.

Since the Community Plan was adopted in 1976, numerous state laws have moved environmental issues to center stage in the planning field. The "smart growth" movement emerged in the United States in the 1990s in reaction to the depredations of urban sprawl. Since 2005, the State of California has responded to growing concerns over the effects of climate change by adopting a comprehensive approach to addressing emissions in the public and private sectors. This approach was officially initiated with the passage of the **Global Warming Solutions Act of 2006 (AB 32)**, which requires the state to reduce its greenhouse gas emissions to 1990 levels by 2020. Among many other strategies, it encourages local governments to reduce emissions in their jurisdictions by 15 percent. AB32 compliance measures are certain to have implications to land use planning and project design in the future.

California's **Sustainable Communities Planning Act (SB 375)** was enacted in 2008 to help California offset the environmental impacts of greenhouse gas emissions. By integrating greenhouse gas reduction into existing community planning efforts, SB 375 aims to reduce vehicle miles traveled through development of sustainable growth patterns and smart transportation infrastructure. Vehicle miles traveled is one of the leading causes of greenhouse gas emissions.

Additional state and federal regulations in coming years are likely to require new implementation measures to further protect and enhance the environment, promote energy and water conservation, improve air quality, and promote consistency between transportation improvements and state and local planned growth and economic development patterns. Therefore, Community Plan goals, policies and implementation mechanisms will likely evolve over time to reflect new state and regulatory requirements.

Sustainable community planning remains an emerging paradigm. Many jurisdictions and regions have adopted sustainability principles as the bases of their community land use plans and have approached other planning activities with a similar lens. Placer County is expected to complete a Climate Action Plan as part of its 2013 General Plan update. This Plan does not have stand-alone sustainability or healthy communities chapters. Because health and sustainable design are such cross-cutting issues, sustainable development considerations are integrated within the individual chapters of this Community Plan.

Sustainable building design, siting, construction, and operation can have a significant positive effect on energy and resource efficiency, reduction of waste and pollution generation, and the health and productivity of a building's occupants over the life of the building.

The passage of AB 32 and other pivotal legislation and policy in California - such as the establishment of statewide energy efficiency goals (AB 2021), the Governor's Green Building Executive Order, the California Energy Commission Integrated Energy Policy Report (2007), and the CA Public Utilities Commission (CPUC) Strategic Plan (2008) - create an environment where energy efficiency efforts are increasing through regulatory means.

Sustainable building design, construction and operational techniques have become increasingly widespread in commercial and residential building construction. National and regional systems have been established to serve as guides and objective standards for green building practices.

The U.S. Green Building Council's Leadership in Energy & Environmental Design (LEED) certification program is the nationally accepted benchmark for green building design and construction (see sidebar above). Green buildings help lower greenhouse gas emissions, conserve energy and water, reduce storm water impacts, minimize waste, improve air quality, preserve natural resources, and enhance human health. By using less energy, LEED-certified buildings save money for families, businesses and taxpayers, and contribute to a healthier environment for residents, workers, and the larger community.

What is LEED?

LEED is a nationally accepted benchmark for the design, construction and operation of environmentally-friendly buildings. It promotes a whole-building approach to sustainability and encourages global adoption of sustainable building and development practices. LEED focuses on five areas:

- Sustainable Site Development
- Energy Efficiency
- Water Savings
- Materials Selection
- Indoor Environment Quality

Source: U.S. Green Building Council