COUNTY OF PLACER
Community Development/Resource Agency

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PLANNING SERVICES DIVISION

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HEARING DATE: January 9, 2014
ITEM NO.: 4
TIME: 11:10 AM

TO: Placer County Planning Commission

FROM: Development Review Committee

DATE: December 20, 2013

SUBJECT: **WORKSHOP – SHERIDAN COMMUNITY PLAN UPDATE (PGPA T20130025)**

STAFF PLANNER: Christopher Schmidt

LOCATION: Sheridan Community Plan area boundaries are the Bear River/Yuba County to the north, Sutter County to the west, Waltz Road to the south, and generally Karchner Road to the east.

APPLICANT: Placer County Planning Services Division

PURPOSE: The Planning Services Division is conducting an update of the County's Sheridan Community Plan update. The purpose of the presentation is to provide the Planning Commission with an overview of the work program and draft Community Plan document, and to provide an opportunity for the public to comment.

PROJECT DESCRIPTION: On November 6, 2012, the Board of Supervisors approved the Sheridan Community Plan update work program. Since late 2012, staff has been collecting and organizing background materials and working with a Sheridan Municipal Advisory Council subcommittee to prepare a draft Community Plan document.

The new Community Plan is a policy and land use update to the 1976 Sheridan General Plan and primarily involved the following:

- Reviewing the Plan area boundaries
- Examining existing conditions (population holding capacity, infrastructure, environmental conditions, changes since Plan was originally prepared, etc.,);
- Revising goals, policies, and programs in the Plan to address constraints and new opportunities;
- Updating Plan assumptions and amending goals and policies to provide better clarity and readability; and

- New discussions on topical issues that have arisen (i.e. Greenhouse Gas Emissions, Placer County Conservation Plan, Complete Streets, and Low-Impact Design) since the Plan was originally prepared in 1976.

CEQA COMPLIANCE:
No formal action is being requested at this time as the purpose of this meeting is to provide the Planning Commission with an update on the progress made to date on the draft Sheridan Community Plan.

BACKGROUND:
The Sheridan General Plan was adopted in 1976. It provided the framework and vision for the long-term growth and orderly development of Sheridan. The purpose of this update was to revisit the Sheridan General Plan to evaluate whether the Plan's goals and policies remain valid, and to determine what changes, if any, are needed to the document to insure that it is internally consistent with other General Plan documents, consistent with land development programs and ordinances, and to insure that it accurately reflects the community's sentiments about the pattern and form of growth.

Infrastructure constraints have affected development in the Plan area since the General Plan was adopted. Placer County Department of Facilities Services operates a limited treated public water supply and wastewater services system within the townsite. Treated water is provided by a network of three public water wells connected to a central water distribution system. Facilities Services is currently upgrading the public water system. The upgrades include a new groundwater well, water storage tank, pumps and other supporting infrastructure.

Wastewater treatment service within the townsite includes a central collection system and treatment plant consisting of settlement ponds and spray fields. Upgrades to the existing wastewater treatment system have added the capacity for approximately 82 new dwelling unit equivalent connections. Outside of the townsite, residential and non-residential properties must utilize well and septic systems.

Highway 65, a two-lane north-south arterial highway supporting regional traffic between Marysville/Yuba City and Interstate 80, currently runs through the Sheridan Plan area along the western margin of the townsite. In 2006, the California Department of Transportation approved the Highway 65 Bypass Project, which re-routed regional traffic to the Bypass from a point approximately one-mile north of Sheridan and approximately one-half mile west of the old State Route 65 right-of-way, now County-owned and maintained and renamed as Sheridan Lincoln Boulevard. The Bypass was opened to traffic in October 2012.

The Bypass included an at-grade interchange with Riosa Road that connects to the current State Route 65 right-of-way 100 yards north of the Union Pacific Railroad crossing northwest of the townsite. Approximately half of the traffic on old Highway 65 has shifted to the Highway 65 Bypass. Traffic on Sheridan Lincoln Boulevard is predominantly local traffic that does not utilize the Bypass.

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.

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COMMUNITY PLAN UPDATE PROCESS:
Citizen involvement in the preparation of a community plan is one of the cornerstones of the update process. 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 a kick-off workshop. It was mailed to all 436 property owners within the Sheridan Municipal Advisory Council (MAC) boundary area. The survey was also available on the County website.

Ninety-seven surveys, or 22.2 percent, were returned to the Planning Services Division. 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

At the start of the update effort, notice was provided to all property owners within the MAC boundary inviting them to a community plan kick-off workshop on November 28, 2012. The workshop was held at Stewart Hall in Sheridan with over 90 residents in attendance. Placer County planners and others were on hand to explain the update process and hear initial public comments.

Citizens at the workshop also had the opportunity to discuss with County staff any matters of importance related to the future of Sheridan. Staff conducted a land use scenario planning exercise with break out groups to identify the best areas to preserve and the most appropriate lands to develop. The workshop encouraged participants to brainstorm ideas with other community members, sketch out their ideas on paper, and engage in a more lively and creative discussion about the future of their community.

A Sheridan MAC subcommittee Working Group was formed to work with County staff to prepare a new community plan. The subcommittee consisted of two MAC members and anyone from the public that wished to attend the monthly meetings. A total of nine public meetings were held, the first on December 19, 2012. The Working Group assisted in updating the goals and policies, suggested land use changes, and provided direction and feedback on the content of the Plan.

PLAN AREA EXPANSION AND DESCRIPTION:
One of the items addressed by the Sheridan subcommittee Working Group early on was the question on whether to expand the Plan area boundaries. The 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).

It was later decided that the Sheridan Community Plan should also include ten properties totaling 1,178 acres that are owned by the United Auburn Indian Community of the Auburn Rancheria along Karchner Road. These ten properties are within the "Joint MAC Area" that is represented by both the Rural Lincoln MAC and the Sheridan MAC.

The Plan's proposed new boundaries are the Bear River/Yuba County to the north, Sutter County to the west, Waltz Road to the south, and generally Karchner Road to the east. It encompasses a total area of 14,958.5 acres.

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 along 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.

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. Parking and driveways are located at the front of the lots.

Large lot rural residential and agricultural uses surround the townsite. This has been the dominant land use pattern since the area was originally settled as evidenced by numerous old home sites and structures in the area. The western portion of the Plan area is part of a larger area of the county (90+ square miles) designated Agriculture 80-acre minimum in the County's General Plan and is largely utilized for pasture land and rice production. The area in the north and northwest is one of the few areas of the county that has alluvial soils (from the Bear River) that are conducive to orchard production. To the east, northeast and southeast, the zoning allows for more rural residential activities (10 to 20 acre minimums) but agriculture is still present in the form of irrigated and non-irrigated pasture.

The land adjacent to the new Highway 65/Riosa Road intersection is zoned Farming or Industrial. Much of this property is vacant and owned by CALTRANS.

COMMUNITY VISION

Public input has been a critical part of the update process. The community helped answer questions about growth and development such as, How big does Sheridan want to be? Which places are appropriate for new development? What should new development look like? Which features and areas are important to protect? And most importantly, what is the community's vision for Sheridan?

Based upon survey feedback, comments from the public workshop, and discussions at the monthly meetings, the Working Group created the following vision statement for Sheridan:

"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."

The vision statement is intended to be a description of what residents want Sheridan to be in the future. This shared vision gives the Plan a purpose and forms the foundation of the Community Plan.

COMMUNITY PRIORITIES

Through the subcommittee meetings, the following community priorities were identified. These priorities are addressed in the Community Plan through goals, policies, programs, guidelines,

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and recommended land use changes. These priorities are a link between the community vision and the policies designed to manage growth, stimulate the economy, preserve the community's identity, and provide sufficient housing and transportation options.

A. Maintain Sheridan's existing community character. 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, and implementing design standards that ensure new development is in accord with existing neighborhood character.

B. Encourage infill development in the townsite. Vitality in the townsite can be pursued through a variety of initiatives, including infill housing development, strategic expansion of the townsite grid, economic investment, encouragement of appropriate commercial development, and improvements to parks and streets.

C. Protect agricultural uses and open space. Perhaps the most significant theme that surfaced throughout the update process is the need to protect Sheridan's open spaces, farmland, scenic vistas, and environmentally sensitive areas. The Plan seeks to increase 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.

D. Provide community services to meet the needs of all residents. Sheridan's services, facilities, and housing must keep pace with the population's changing needs, including maintaining its existing elementary school, upgrading public works and recreation facilities, providing a mix of housing types, providing critical support services such as sheriff and fire protection, and improving access to health services.

E. Diversify and expand the economic base. Encourage diversification and expansion of the 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.

SUMMARY OF PROPOSED CHANGES

The new Sheridan Community Plan will replace the 1976 Sheridan General Plan. The update involves the following:

- Reviewing existing conditions;
- Determining constraints and new opportunities;
- Revising goals, policies, and programs to provide better clarity and readability;
- Expansion of the Plan area boundaries. 13,247 acres are proposed to be added to the Plan area boundaries that are currently governed by the Placer County General Plan;
- Adding new discussions on topical issues that have arisen (i.e. greenhouse gas emissions, Placer County Conservation Plan, complete streets and other new state and federal regulations, public water and sewer enhancements, Highway 65 Bypass, and low-impact design) since the Plan was originally prepared in 1976;
- Providing additional commercially-zoned land to take advantage of the new Highway 65 interchange and to accommodate new businesses;
- Look for ways to revitalize 13th Street; and,
- Reinforce the townsite while protecting the rural character of outlying areas.

Land Use Changes

The Community Plan proposes limited land use designation changes. Adoption of a Zoning Consistency Ordinance to rezone the properties will be required at the time of Plan adoption. California Planning and Zoning Law requires that these zoning districts be consistent with the land use designations of the General Plan or a Community Plan. As such, amendments to the General Plan may require subsequent rezoning to provide consistency.

The land use changes include reclassification of 65 acres of property from Rural Estate to Industrial (59 acres) and General Commercial (6 acres). These new commercial/industrial properties are located east of Sheridan Lincoln Boulevard where public water and waste water service are unavailable and will also receive a Use Permit (–UP) combining district designation to recognize the infrastructure constraints that are present. Thirty-three acres at Nader Road and Sheridan Lincoln Boulevard are proposed to be reclassified from Industrial to Agriculture/Timberland.

In total, there is a net increase of 32 commercial/industrial acres in the Plan area (.21 percent of the Plan Area total acreage).

The Plan area contains ten base zoning districts. Through the adoption of the Zoning Consistency Ordinance, four new base zone districts will be added to the expanded Plan area including Highway Service (6.2 acres), Business Park (25.4 acres), Industrial Park (33.6 acres), and Open Space (1,347 acres).

The Highway Service zoning provides for a full range of commercial activity appropriate to the community. Industrial land use designations including Industrial Park and Business Park

provide for a broad range of development opportunities within the community. A parcel at Sheridan Lincoln Boulevard and N. Nader Road will be rezoned from Industrial Park to Farm, 20-acre minimum to be consistent with neighboring properties

In addition, two privately-owned conservation banks within the Plan area that have been permanently protected from development through conservation easements will be reclassified as Open Space. The owner of the Silvergate Mitigation Bank west of the townsite retained the rights to build three residences on the site. Since residential uses are not permitted within the Open Space zone district, eight acres of the site would be rezoned to Residential-Agricultural, 2 acre minimum.

Proposed Rezonings

Under the proposed Land Use Diagram in the Community Plan, twenty-five properties would receive new zoning through adoption of a Zoning Consistency Ordinance. Those properties are listed below.

Address/Property	APN	Acreage	Current Zoning	Proposed Zoning
Nader Road	019-310-012-000	33.0	INP	F-B-X 20 AC. MIN.
Wind Flower Place	019-130-016-000	23.8	F-B-X 80 AC. MIN.	BP-UP-Dc
Wind Flower Place	019-250-001-510	31.5	F-B-X 80 AC. MIN.	INP-UP-Dc
Sheridan Lincoln Blvd.	019-120-057-000	5.5	F-B-X 40 AC. MIN.	HS-UP-Dc
Yankee Slough Conservation Bank	019-320-008-510 020-130-032-000 020-130-033-510 020-130-050-000 020-130-051-000 020-130-052-000 020-130-053-000 020-150-055-510	732	F-B-X 20 AC. MIN.	O
Silvergate Mitigation Bank	019-010-032-000 019-010-035-000 019-060-012-000 019-110-040-000 019-110-043-000 019-120-052-000	623	F-B-X 80 AC. MIN.	O RA-B-X 2 AC. MIN.
4981 H Street	019-191-001-000	.22	C2-Dc	C2-TC
5780 13th Street	019-191-020-000	.85	C2-Dc	C2-TC
5730 Sheridan Lincoln Blvd.	019-191-013-000	.19	C2-Dc	C2-TC
5710 Sheridan Lincoln Blvd.	019-191-021-000	.31	C2-Dc	C2-TC
4952 Riosa Road	019-191-022-000	.11	C2-Dc	C2-TC
4991 Riosa Road	019-211-001-000	.28	C2-Dc	C2-TC
13th Street	019-211-013-000	1.2	C2-Dc	C2-TC

In addition to the base zone districts, there are also six combining districts. Three are new to the Community Plan:

- Town Center Commercial combining district along 13th Street (5.3 acres) allows a variety of housing types along with commercial uses that cannot be achieved within a standard commercially-zoned district;

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- Mineral Reserve combining district (820 acres) identifies lands that may contain valuable mineral resources, protects the opportunity for the extraction and use of such resources; and,
- Planned Residential Development combining district (1,098 acres) permits greater flexibility and, consequently, more creative and imaginative designs for the development of residential areas than generally is possible under conventional zoning or subdivision regulations.

Zoning Text Amendments Needed for Implementation

At the time of Plan adoption, two Zoning Text Amendments are necessary to implement the recommendations found in the Plan. One would create the new Town Center Commercial (–TC) combining district in the Placer County Zoning Ordinance. Through the Zoning Consistency Ordinance, two blocks of 13th Street within the Sheridan townsite would receive the combining district designation. The District would reference land uses and standards contained in the Sheridan Community Plan to:

a. Allow for live/work units, detached residential, and mixed-use development;
b. Regulate parking lot placement;
c. Establish design guidelines (historical theme);
d. Define required streetscape improvements; and,
e. Eliminate several inappropriate commercial uses and restrict drive-thrus and gas stations.

The Town Center Commercial combining zone district would allow for live/work units. Live/work units typically combine ground-floor retail or work space with living quarters either to the rear or on upper floors. A second Zoning Text Amendment would add a definition for live/work units.

Summary of Other Changes

A number of new chapters have been added to the new Plan. Open Space and Cultural Resources chapters were created and an air quality discussion was added to a Natural Resources chapter.

To comply with state law, a "complete streets" discussion and related policies were added to the Circulation Chapter. Complete streets legislation requires that new or rebuilt roads must accommodate all users of a road including vehicles, cyclists, and pedestrians.

Other additions include a bikeways and trails discussion located in the Parks and Recreation chapter. Design guidelines were added to the plan. The guidelines' primary focus is on redevelopment of 13th Street and Highway Service and Industrial land uses. The guidelines do not require any specific residential architectural design but have recommendations on lot widths, massing, and expansion of the street grid pattern within the townsite. In rural areas, the guidelines disallow the creation of flag lots and do not permit gated subdivisions. In addition, maps, with the exception of the Land Use, Zoning and Trail and Pathways maps, are located at the end of the document.

SHERIDAN MUNICIPAL ADVISORY COUNCIL:
In mid-December, a draft Community Plan was released for public review and comment.

The Sheridan MAC has scheduled a community workshop to discuss the draft Plan for January 15, 2013. It is expected the MAC will make a recommendation to the Planning Commission regarding adoption of the document in February or March. The document, along with an associated environmental impact review, is scheduled to be considered by the Planning Commission shortly thereafter. Staff will be seeking a recommendation from the Commission that the Board of Supervisors adopt the Community Plan and certify a Negative Declaration.

RECOMMENDATIONS:
Staff has no recommendations for the Planning Commission at this time, as the purpose of this meeting is to hold a public workshop. This status update is intended to generate discussion and feedback from the Commission and the public regarding the draft Sheridan Community Plan.

Respectfully submitted,

Christopher Schmidt, Senior Planner

ATTACHMENTS:

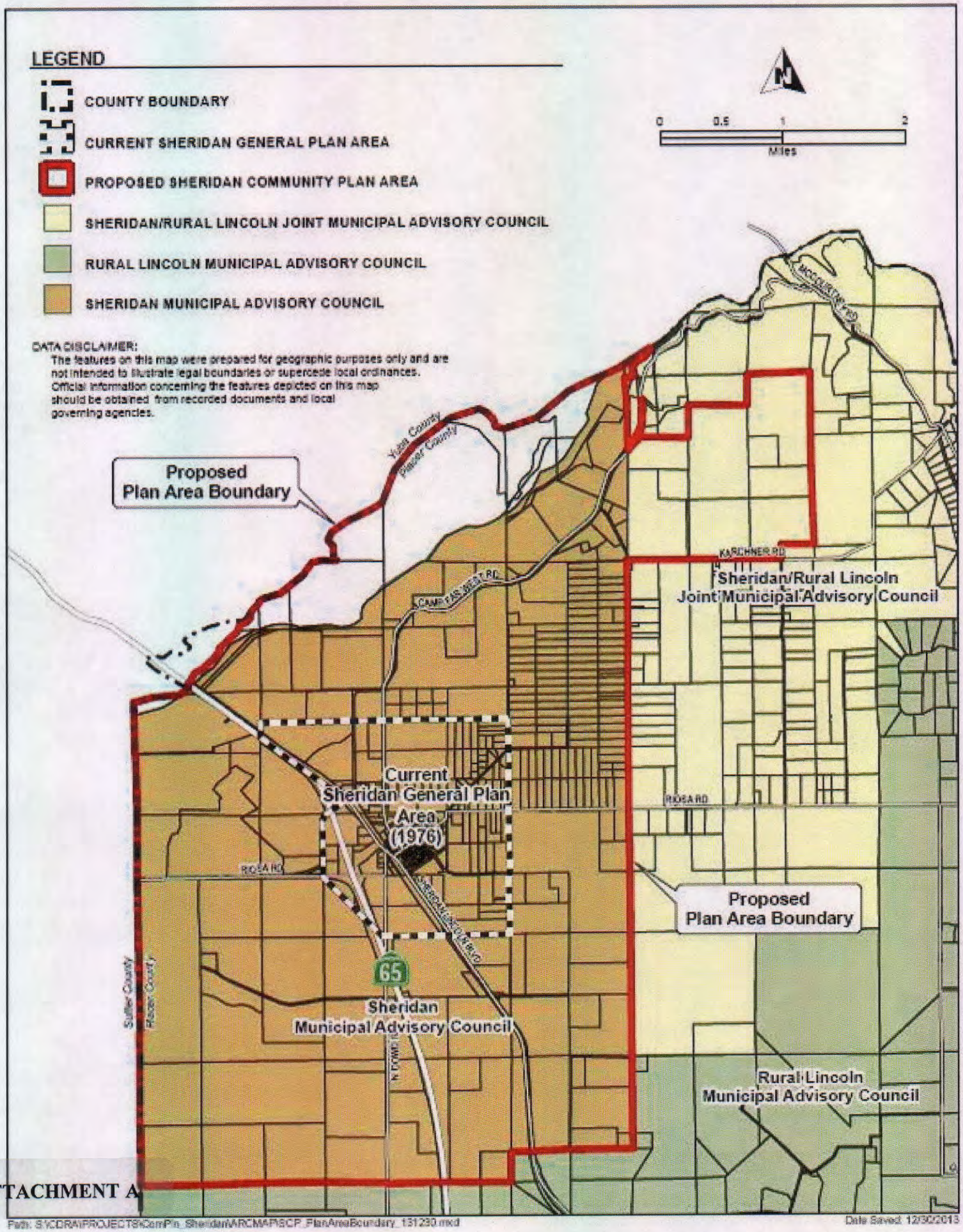
Attachment A – Plan Area Boundary

Attachment B – Draft Community Plan (under separate cover)

cc: Michael Johnson – CDRA Director
Paul Thompson – Deputy Director
Jim Houck, Chairman – Sheridan MAC
Karin Schwab – County Counsel
Phil Frantz – Engineering and Surveying Division
Environmental Health Services
Air Pollution Control District
Andy Fisher – Parks Division

Subject/chrono files

PROPOSED PLAN AREA BOUNDARY



ATTACHMENT A

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Date Saved: 12/30/2013