

**HORSESHOE BAR/PENRYN  
COMMUNITY PLAN**

**Adopted by the Board of Supervisors**

**August 16, 1994**

**Updated June 28, 2005,  
Resolution #2005-150**

## AMENDMENTS AND REPRINTINGS

1. August 16, 1994 (adoption) - Board of Supervisors' Original Adoption (GPA-301/REA-841), replaces 1975 Loomis Basin General Plan.
2. August 1995 (reprinting) - Changes were included to reflect the Board of Supervisors' adoption of the County-wide General Plan on August 16, 1994 regarding updated Noise Element and Recreation Element policies and other minor editorial changes. In addition, all references to the 100-year floodplain are based upon the definition contained in the Placer County General Plan.
3. March 19, 1996 (amendment) - Changes were adopted by the Board of Supervisors to bring the Plan into conformance with the County-wide General Plan regarding Park Development Standards and Public Facilities and Services implementation measures. Changes were also adopted to the Land Use Diagram and Zoning Exhibit (GPA-305/REA-848).
4. June 28, 2005 (amendment) - Changes were adopted by the Board of Supervisors amending the Circulation Element to incorporate information contained in the Southeast Placer Transportation Study, and Recreation Element to update recreation and trails information. The Board also certified the Horseshoe Bar/Penryn Community Plan EIR to address these changes and to update the information contained in the previously-certified Community Plan EIR (Board of Supervisors Resolution #2005-150).

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# **INTRODUCTION**

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## **I. INTRODUCTION**

### **A. PURPOSE OF THE COMMUNITY PLAN**

The Horseshoe Bar/Penryn Community Plan is the official statement of Placer County setting forth goals, policies, assumptions, guidelines and implementation measures that will guide the development of the area to at least the year 2010. The Plan will provide overall direction to the decision-making process on individual projects located within the study area.

The Community Plan, in combination with the Placer County General Plan, satisfies the requirements of the California Planning and Zoning law. The following elements are included either by reference or inclusion herein: Land Use, Circulation, Housing, Conservation, Open Space, Noise and Safety. Optional elements such as Recreation, Public Services, and Community Design are also included due to their importance to the Horseshoe Bar/Penryn area.

### **B. DESCRIPTION OF THE STUDY AREA**

The Horseshoe Bar/Penryn Community Plan, previously "Loomis Basin General Plan," includes an area of approximately 25 square miles of attractive countryside in the foothills of the Sierra Nevada. The study area is located south of the unincorporated area of Newcastle and the City of Auburn, north of the Granite Bay community, west of Folsom Lake, and east of the Town of Loomis and cities of Rocklin and Roseville.

Over the past few decades, the land use pattern has been changing from rural-agricultural to residential development on small acreages. Several areas are built up beyond their capacity to utilize rural-type water and sanitary facilities while public services, such as sewers, have been provided in areas which have not developed.

Interstate 80 traverses the study area from Roseville in the southwest corner - to Auburn in the northeast. The freeway brings many travelers who require limited commercial services along the way. A major East-West Southern Pacific Railroad line - also passes through the basin, roughly paralleling the freeway. In times past, the rails provided passenger service with several stops throughout the area. Rail service is limited primarily to the transport of fruit and freight, with some passenger service provided by the Amtrak system.

The terrain varies from nearly flat and gently rolling up to fairly steep hillsides. Elevations range from 200 to 1200 feet above sea level, but the majority of the Area is between 500 and 800 feet.

Antelope Creek, Miner's Ravine, Mormon Ravine, and Secret Ravine are the main watercourses which collect surface runoff and groundwater from the complex and widespread drainage pattern within the Community Plan area. Ample amounts of groundwater are as yet untapped in this area.

The study area is bounded on the east by Folsom Lake State Park and Reservoir which offer a full range of water-oriented recreational opportunities.

### **C. PREVIOUS PLANNING EFFORTS**

The original study area of the 1975 Loomis Basin General Plan included the Town of Loomis and unincorporated communities of Granite Bay, Newcastle, and outlying areas of Auburn.

Staff retained several consultants, who completed studies in the fields of ground water, vegetative cover, geology, and public services. A geologic consultant mapped, interpreted, and reported on the area's geologic and hydrogeologic features, and a soil scientist provided a color infrared aerial survey with interpretation of seasonally wet areas, vegetation and cultural features. A report on public services and

spheres of influence for public service districts was also prepared. The main thrust of this report was to orient growing residential development into areas where the fullest range of public services would be available. An up-to-date soils survey and report was obtained from the USDA, Soil Conservation Service, including interpretations of suitability for various land use components. Finally, a special report regarding the area's sewer and water capabilities was prepared including recommendations for future service.

After nearly two years of data gathering and analysis of information, County staff, with the aid of the Loomis Basin Planning Committee, prepared comprehensive recommendations on major changes to be made in the Loomis Basin General Plan (LBGP). During this study period (1973 - 1975), most of the plan area was placed in an interim zoning which restricted extensive development of all types, to allow adequate time for the Planning Committee and staff to conduct and report upon their studies. Adoption of the 1975 LBGP was the culmination of their studies and was intended to provide the County and Loomis Basin residents with a workable and realistic comprehensive plan.

Many changes have occurred in the area since 1975. In addition to continued development throughout the community, the Town of Loomis was incorporated in 1984. Since that time, that portion of the Plan area within the Town boundaries has been governed by the Town's Plan. In 1989, the Granite Bay Community Plan was adopted which superseded this Plan in the area to the south of Dick Cook Road.

#### **D. CURRENT PLANNING PROCESS**

The 1975 Loomis Basin General Plan (LBGP) was written to guide development for the area through the year 1995.

In 1991, the Board of Supervisors directed the Planning Department to include the update of the LBGP within the next year's annual work program. The staff was directed to limit their analysis to a review and re-adoption, rather than a more comprehensive "rewrite" of the LBGP. This direction was based upon the premise that the community's residents generally supported retaining their predominately rural lifestyle, while maintaining the Plan's current holding capacity (i.e. maximum population potential).

As such, the updated Plan primarily retains the existing Land Use Element designations, excepting for limited changes to certain areas within the Penryn community and other minor technical refinements. The new Plan focuses on updating the text's goals and policies, adding comprehensive Community Design and Recreation sections, devising a new Plan title and generally modernizing other portions of the text to bring it into conformance with contemporary land use planning standards and current conditions in the area.

The County has worked closely with the two Board-appointed advisory councils, namely the Horseshoe Bar Area Advisory Council (HBAAC) and the Penryn Area Advisory Council (PAAC). Both Councils have been instrumental in preparation of the new Plan by providing a forum for citizen review and input, and feedback to the County staff. In particular, the HBAAC is to be commended for their extensive involvement in preparation of the Rural Design Guidelines which are available under separate cover at the Placer County Planning Department.

#### **E. PLAN ASSUMPTIONS**

Assumptions, along with goals and objectives, provide the basic foundation for a plan. They give direction to the consideration of amendments and provide a basis for the preliminary planning studies and inventories. The assumptions contain statements of apparent facts and observations of trends currently extant in the plan area. Following are several assumptions upon which the Horseshoe Bar/Penryn Community Plan are based:

1. Residents of the Horseshoe Bar/Penryn area locate here primarily because of its - central location, scenic rural environment, and equestrian-oriented lifestyle.

2. Population in the Plan area will continue to grow at a moderate rate (County average: 2% annual growth rate).
3. The primary demand for land use will be for large-lot single-family residential due to the attractive rural character of the area.
4. Higher densities will occur where public utilities are readily available. This is especially true due to the highly variable soils in the Plan area which make it difficult to provide septic systems and private wells on small lots.
5. It is important to design facilities for water, sewer, and roadways in such a way - that additional pressure for the urbanization of surrounding rural areas is not created. This may occur as a result of financial pressure, proximity of urban uses, and/or the establishment of incompatible uses which hinder the continued rural use of adjoining lands.
6. Primary commercial services for the Plan area will be provided in Penryn, at the downtown area, and within the "Penryn Parkway" area near Interstate 80 and Taylor Road. Limited commercial services are also provided in the eastern portion of the Plan area at the intersection of Auburn Folsom Road and Horseshoe Bar Road.
7. The primary means of transportation within the Plan area will continue to be the automobile. However, as mass transit becomes increasingly available, commuters will use public transportation to reduce air pollution and traffic congestion.
8. Demand for parks, recreation facilities, and equestrian/pedestrian/bicycling trails will continue to increase as the area develops.
9. The need to protect and conserve natural resources and remaining open space will become more important as the area continues to grow.
10. Peak flows in the area's creeks (i.e. Secret Ravine, Miners Ravine) have caused flooding in the past, and increased flows can be expected as additional development upstream occurs.

**F. GENERAL COMMUNITY GOALS**

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 included in other appropriate chapters throughout the Plan text.

1. ENSURE A BALANCED ENVIRONMENT WHERE PHYSICAL DEVELOPMENT CAN OCCUR WITH MINIMAL ADVERSE EFFECT ON THE NATURAL RESOURCES OF THE AREA.
2. PROTECT AND PRESERVE THE UNIQUE CHARACTER OF THE COMMUNITY. IN THE RURAL AREAS, MAINTAIN THE IDENTITY OF THE PLAN AREA AS A SCENIC, TRANQUIL, RURAL-RESIDENTIAL COMMUNITY COMPATIBLE WITH THE AREA'S PHYSICAL CONSTRAINTS AND NATURAL FEATURES.
3. CONSERVE AND PROTECT, AS VALUABLE ASSETS OF THE COMMUNITY AND THE COUNTY, THE NATURAL AND CULTURAL RESOURCES, THE NATURAL ENVIRONMENT, AND OPEN SPACE OF THE AREA.
4. PROVIDE FOR RESIDENTIAL DEVELOPMENT WHICH CREATES FUNCTIONAL, ATTRACTIVE, COHESIVE NEIGHBORHOODS WHICH ARE REASONABLY

INTEGRATED WITH ADJOINING NEIGHBORHOODS RATHER THAN PHYSICALLY ISOLATED FROM THEIR SURROUNDINGS.

5. WITH THE EXCEPTION OF THE PENRYN PARKWAY AREA, PROVIDE ONLY THOSE COMMERCIAL AND PROFESSIONAL SERVICES AND FACILITIES WHICH ARE NECESSARY TO MEET THE RECURRING NEEDS OF THE AREA'S RESIDENTS AND WHICH ARE SCALED TO MEET ONLY THE LOCAL RESIDENTS' NEEDS. IN THE HISTORIC DOWNTOWN PENRYN AREA, ENCOURAGE NEW (SINGLE FAMILY RESIDENTIAL AND COMMERCIAL) DEVELOPMENT WHICH IMPROVES THE ECONOMIC VIABILITY OF THE AREA WHILE ENHANCING ITS HISTORIC CHARACTER.
6. MAINTAIN THE PENRYN PARKWAY COMMERCIAL AREA AS A HIGHWAY-SERVICE ORIENTED RETAIL AREA WHICH ALSO ALLOWS FOR RESIDENTIAL USES. DEVELOPMENT SHOULD CAREFULLY CONSIDER THE IMPACTS ON SURROUNDING LAND USES AND EXPAND THE RANGE OF COMMERCIAL USES TO BEUER SERVE THE LOCAL RESIDENTS AS WELL AS THE AREA'S VISITORS.
7. PROVIDE CULTURAL, RECREATIONAL, AND EDUCATIONAL FACILITIES (I.E. SCHOOLS, CHURCHES, PARKS, ETC.) AND ACTIVITIES NEEDED BY THE COMMUNITY WHICH ENCOURAGE INTERACTION OF THE RESIDENTS IN THE PURSUIT OF COMMON INTERESTS AND WHICH CAN HELP TO BUILD A STRONG SENSE OF COMMUNITY IDENTITY.
8. PROVIDE ADEQUATE OPPORTUNITES FOR AFFORDABLE HOUSING WHILE MAINTAINING COMPATIBILITY WITH EXISTING ADJACENT LAND USES AND OTHER GOALS AND POLICIES OF THIS PLAN.
9. PROVIDE FOR A TRANSPORTATION SYSTEM THAT SUPPORTS THE SOCIAL AND ECONOMIC WELL BEING OF THE PEOPLE WHILE MAINTAINING THE AREA'S NATURAL RURAL ENVIRONMENT TO THE GREATEST EXTENT POSSIBLE.
10. ENCOURAGE AND ENABLE THE USE OF PUBLIC AND PRIVATE TRANSIT AS WELL AS OTHER ALTERNATIVE MODES OF TRANSPORTATION. EXPAND PUBLIC TRANSPORTATION OPPORTUNITIES TO MEET THE NEEDS OF THE PLAN AREA'S RESIDENTS, REDUCE TRAFFIC CONGESTION, AND IMPROVE AIR QUALITY.
11. DEVELOP A COMPREHENSIVE COMMUNITY TRAIL SYSTEM FOR EQUESTRIANS, PEDESTRIANS, AND BICYCLISTS THAT IS SAFE, FUNCTIONAL, AND EFFICIENT, AND WHICH MINIMIZES ANY ADVERSE IMPACT ON PRIVATE PROPERTY.
12. PROTECT THE COMMUNITY AGAINST EXCESSIVE STORM-WATER RUNOFF, FLOODING, AIR AND WATER POLLUTION, EROSION AND WILDLAND FIRES, WHILE PROTECTING THE NATURAL ENVIRONMENT INCLUDING THE FOLSOM LAKE WATERSHED AND SENSITIVE RIPARIAN ZONES ALONG MINERS RA VINE, SECRET RAVINE, MORMON RAVINE, ANTELOPE CREEK AND RELATED TRIBUTARIES.
13. PRESERVE THE COMMUNITY'S OUTSTANDING VISUAL AND AESTHETIC FEATURES INCLUDING SIGNIFICANT VISTAS, OAK WOODLANDS, NATIVE GRASSLANDS, STREAM AND RIPARIAN ZONES, WETLAND AREAS, AND WILDLIFE HABITATS.
14. PROTECT THE VIEWSHEDS OF I-80, AUBURN-FOLSOM ROAD, AND OTHER MAJOR ROADWAYS (KING, HORSESHOE BAR, NEWCASTLE, ENGLISH COLONY, TAYLOR

ROADS) TO PRESERVE EXISTING VISTAS OF THE SACRAMENTO VALLEY, LOOMIS BASIN FOOTHILLS, AND THE SIERRA NEVADA MOUNTAIN RANGE, AS WELL AS LOCAL VIEWS WHICH ARE IMPORTANT TO MAINTAINING THE COMMUNITY'S RURAL IDENTITY.

15. RECOGNIZE THAT CLEAN AIR AND WATER ARE ESSENTIAL RESOURCES FOR MAINTAINING A HIGH QUALITY OF LIVING, AND ENSURE THAT THESE RESOURCES ARE MAINTAINED AT ACCEPTABLE LEVELS.
16. WHILE IT IS A GOAL OF THIS PLAN TO PRESERVE THE NATURAL LAND FORMS, NATURAL VEGETATION, AND NATURAL RESOURCES OF THE AREA AS MUCH AS POSSIBLE; IT IS RECOGNIZED THAT THE DEVELOPMENT OF LAND CAN RESULT IN THE LOSS OF NATURALLY OCCURRING AMENITIES. WHERE THIS DEVELOPMENT IS ALLOWED TO OCCUR, ADHERENCE TO THE COMMUNITY DESIGN GUIDELINES CONTAINED HEREIN WILL ASSIST IN MITIGATING SUCH IMPACTS.
17. PROVIDE FOR THE DEVELOPMENT OF LIGHT INDUSTRIAL USES ALONG THE RAILROAD TRACKS, WHERE SUITABLE LAND, SERVICES, AND RESOURCES EXIST, AND WHERE A MINIMUM OF CONFLICTS OCCUR WITH ADJACENT LAND USE.
18. ENSURE THAT PUBLIC SERVICES AND FACILITIES ARE AVAILABLE TO SERVE THE NEEDS CREATED BY THE PRESENT AND FUTURE DEVELOPMENT WHICH OCCURS IN THE PLAN AREA.
19. MANAGE THE DEVELOPMENT OF LAND SO THAT IT IS TREATED AS A LIMITED RESOURCE RATHER THAN A PRODUCT TO BE MAXIMIZED FOR ECONOMIC GAIN.