

**COUNTY OF PLACER**  
Community Development/Resource Agency

**PLANNING  
SERVICES DIVISION**

Michael J. Johnson, AICP  
Agency Director

Paul Thompson, Deputy Director

**MEMORANDUM**

**TO:** Honorable Board of Supervisors  
**FROM:** Michael J. Johnson, Agency Director  
**DATE:** May 8, 2012  
**SUBJECT:** Sheridan General Plan Update Opportunities/Work Program

**ACTION REQUESTED**

The Planning Services Division is providing the Board with a discussion about the proposed Sheridan General Plan Update work program. Staff requests the Board provide direction on whether or not to proceed with this work plan, and what option should be considered. Based upon the Board's direction, staff will return at a future date with a formal work plan for adoption, as well as a detailed accounting of estimated costs for implementing the work plan.

**SUMMARY**

As the Board of Supervisors begins to discuss the adoption of the FY 2012/2013 Budget, Planning Services Division staff is looking for direction to initiate an update of the Sheridan General Plan in 2012. The entire work program is projected to take approximately two years. General fund support for contract services is not anticipated for FY 2012/2013, as the Environmental Impact Report (EIR) process is projected to begin in FY 2013/2014 (midway through the work program).

**BACKGROUND**

Sheridan Townsite History

The Sheridan townsite was settled in 1855 along a stagecoach line that connected the region north to Marysville, south to Roseville and Sacramento, and east to foothill communities. The area east of Sheridan was the location of the Johnson Rancho, a 22,000-acre ranch that was one of the earliest European settlements in the area and the location of the Donner Party's original destination in 1847, and the site from which the rescue efforts were organized. Initial growth was healthy due to surrounding agricultural operations and the townsite being at a crossroads for surface transportation to points north and west. Ultimately, growth was hampered by a devastating fire and by the construction of the rail line that replaced many of the wagon trains that stopped in the town.

The townsite was subdivided by the December 16, 1911 plat in Book C of Maps, Page 56. The Plan area is approximately 2.6 square miles in area. The original townsite plat has created separately saleable parcels; most of which are 25' x 190' in area. Through lot consolidations, the average building site is around 10,000 square feet in area. That pattern of development has defined the townsite to this date with the commercial areas located along the original rail line, now State Route 65, and the townsite residential areas to the east. During the early years, homes were built on groups of lots depending on how much land a homeowner wanted. The homes had individual wells and septic systems, mostly using seepage pits. By the 1960s, the majority of structures in Sheridan had wells that

were contaminated by the seepage pits. A federal loan/grant was secured to address the problem and in 1973, led to the construction of two public water wells, a water distribution system, a sewage collection system, and two wastewater treatment ponds. Once completed, connection to both the sewer and water system within the townsite was required.

The Sheridan General Plan was originally adopted in 1976 (Attachment 2). The Sheridan General Plan provides plan assumptions, along with goals and objectives, which provide the County and Sheridan residents and businesses with policy guidance about the physical development of the Plan area. However, the 1976 Sheridan General Plan has done little to affect development; largely due to infrastructure constraints associated with the need for treated sewer and public water.

Between 1973 and 1985, several small sewer extensions were constructed, and approximately 50 new homes were built in the community. Then, due to lack of capacity in the wastewater treatment ponds, a moratorium was placed on new connections to the sewer system by the State of California. The moratorium and the lack of land and soil for leach fields resulted in no new homes built in Sheridan since 1985 with the exception of homes built where existing homes were removed. In general, growth has been static, and it is estimated that there are approximately 294 existing residential dwelling units in the Plan area today.

For non-residential land uses, there are approximately 15,000 square feet of commercial development located along Riosa Road and along the SR 65 frontage (13th Street). Sheridan's 42 acres of industrially zoned land straddles the existing SR 65 alignment. Current uses include recreational vehicle storage, polymer manufacturing, a landscape supplier, construction storage, and a port-a-potty servicing company. Other public/quasi-public land uses include the community center, fire station, churches, and the Sheridan Elementary School.

### **CURRENT CONDITIONS**

Infrastructure constraints have affected development of the townsite since the 1976 Sheridan General Plan was adopted. Placer County Department of Facilities Services operates a treated public water supply and wastewater services system. Treated water is provided by a system of three public water wells connected to a central water distribution system. Water treatment is achieved at individual wellheads. 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 includes a central collection system and treatment plant consisting of settlement ponds and spray fields. Upgrades to the existing wastewater treatment system have added approximately 70 equivalent dwelling unit connections.

State Route 65, a two-lane north-south arterial highway supporting regional traffic flows between Marysville/Yuba City and Sacramento, currently runs through the Sheridan General Plan area along the western margin of the town core. In 2006, the California Department of Transportation approved the State Route 65 Bypass Project, which will re-route regional traffic to the Bypass from a point approximately one-mile north of town and approximately one-half mile west of the current State Route 65 right-of-way. The Bypass is scheduled to be completed this spring. The Bypass will include an at-grade interchange with Riosa Road, which will connect to the current SR 65 right-of-way 100 yards north of the Union Pacific Railroad crossing northwest of the town core.

Lastly, in the past few years, the declining population of families with school age children in the area has resulted in the threat of closing the Sheridan Elementary school. However, to date, the school has remained open with a population of 85 students. There is a significant level of community support for the school, and sustaining and/or growing the student body population is of interest to the community.

### Surrounding Area

The areas surrounding the townsite of Sheridan are dominated by agriculture and rural residential land uses. This has been the dominant land use pattern since the area was originally settled as evidenced by numerous old homesites and structures in the area. To the west lies a larger area of the County (90+ square miles) designated Agriculture 80- acre minimum on the County's General Plan and is largely utilized for pastureland and rice production. The area to 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 (20-acre minimum), but agriculture is still present in the form of irrigated and non-irrigated pasture. The Teichert aggregate and hard rock mine lies to the southeast, covers approximately 3,400 acres in area, and will be the dominant land use in this area for 40+ years once the project is initiated. The Cemex sand and gravel operation is located to the northeast adjacent to the Bear River.

The purpose of this update is to revisit the Sheridan General Plan to: evaluate whether the 35-year old *Assumptions and General Community Plan Goals and Policies* remain valid; determine what changes, if any, are needed to the document to ensure that it is internally consistent with the 1994 General Plan and other related policy documents; ensure consistency with land development programs and ordinances; and ensure that the Plan accurately reflects the community's sentiments about the pattern and form of community growth.

### **DISCUSSION**

The "information gathering" phase of the General Plan review process has just started and staff will need to begin public outreach efforts through the Sheridan Municipal Advisory Council (MAC). The public outreach efforts will include the review of existing conditions in the community as compared to those conditions when the Plan was originally prepared (i.e., population, holding capacity, public services, traffic, infrastructure, changes in environmental conditions). It is anticipated that this work will take one year.

Staff is prepared to discuss with the Board of Supervisors a range of community plan update options and the necessary resources to complete the work program for this community plan update. A complete draft work program for Options 1 and Option 2 is provided in Attachment 1. Each alternative details necessary staffing, California Environmental Quality Act (CEQA) requirements, and potential fiscal impacts. The options are listed below:

#### **Option 1: Land Use and Policy Update:**

Option 1A: Update Plan Based on Existing Community Plan Boundary: For this option, staff would make recommendations on various land use and zoning modifications based on community input and an analysis of the environmental and infrastructure constraints for the Plan area. Under this option, a new policy document would be prepared and land uses within certain parts of the Community Plan would likely change based on recommendations from the community and in consideration of the Community Study Team. This is the general direction staff has taken on this effort to date in light of treated water and wastewater service enhancements undertaken by the Department of Facilities Services. An assessment of potential changes in land use is also appropriate given the new challenges and opportunities resulting from construction of the State Route 65 Bypass. The Option 1A work program (Attachment 1) would include a public outreach program utilizing the Sheridan MAC and would likely require an Environmental Impact Report (EIR) to be prepared. The cost for this option is projected to be \$150,000 to \$250,000, which would cover preparation of an EIR by a consultant.

Option 1B: Update Plan Based on Modified Community Plan Boundary: This option is similar to Option 1A, except that Community Plan boundary modifications could be considered. The modification to the Community Plan boundaries would change the footprint of the community

plan to encompass the surrounding area, which has an influence on the township. The surrounding area to be considered encompasses the area from the north and west county line, east to McCourtney Road and south to Wise Road. Boundary changes would be based on recommendations from the Community Study Team and County staff. This option would examine existing and future constraints and would evaluate the potential need to shift land use patterns due to Bypass construction. The scope of work would be the same as option 1A. The fiscal cost for this option would be the same as option 1A and is projected to be \$150,000 to \$250,000, which would cover preparation of an EIR by a consultant.

Option 1C: Fairgrounds Relocation Option: This option is similar to Option 1B and would provide for a Community Plan boundary modification; however, this option would also provide for an alternative that examines the feasibility of relocating the Placer County Fairgrounds Facility into the Sheridan Area. The existing Fairgrounds facility is located in the City of Roseville off Washington Boulevard. In 1994, the County examined the feasibility of moving the Fairgrounds to a new location, but no specific location was identified. In 1997, the County prepared the Sunset Industrial Area Plan, and that Plan included a land use designation for a potential relocation of the fairgrounds operations. With the update of the Sheridan General Plan, a feasibility study could be prepared examining one or more sites within the new community plan area boundary where the fairgrounds could be located. The feasibility study would primarily focus on environmental and infrastructure constraints (particularly sewer and water) as well as the costs associated with providing access to the site. A land use designation could be applied to the Sheridan Area that would be similar to the Agricultural/ Fairgrounds Relocation Area identified in the Sunset Industrial Plan Area in 1997.

The scope of work for this option would be very similar Option 1A/B. The cost for this option would be the same as Option 1A and is projected to be \$150,000 to \$250,000, which would cover preparation of an EIR by a consultant. Staff estimates that an additional \$100,000 may be required for a Fairgrounds Relocation Study, and staff will evaluate the potential for cost sharing with stakeholders and other interested parties.

## **Option 2: Update Policy Document Only**

Under this option, no changes to land use would be considered; only the policy document would be updated. This is similar to the update and adoption of the Meadow Vista Community Plan in 1996 and the Granite Bay Community Plan in 2012. The cost for this option is projected to be limited to staff time only, and CEQA requirements would likely be a Negative Declaration. Staff costs for the recent Granite Bay Community Plan Update was approximately \$200,000 expended over three years.

## **MUNICIPAL ADVISORY COUNCIL**

At the April 11, 2012 Sheridan MAC meeting, staff presented the draft Sheridan Community Plan Update work program as an information item to the MAC. The community expressed support for the work program and expressed interest in a modified community boundary option that would be expanded into the surrounding area.

## **FISCAL IMPACT**

The Planning Services Division's FY12/13 budget has sufficient revenues to support the efforts of staff for options 1A (Existing Community Plan Boundary), 1B (Modified Community Plan Boundary and 2 (Policy Document Only). However, the Fairgrounds Relocation Study proposed in option 1C would require additional funds (estimated to be \$100,000) if initiated in FY12/13.

In addition, for Options 1A, 1B, and 1C, it is expected that the Planning Services Division's FY13/14 budget will require General Fund monies for consultant contracts for the preparation of an

Environmental Impact Report (EIR). EIR cost estimates range from \$150,000 to \$350,000 and will depend on the proposed land use changes with the Community Plan Update. Option 2, would not likely require additional funds beyond County staff time for FY13/14.

**RECOMMENDATION**

Staff requests the Board provide direction on whether or not to proceed with this work plan, and what option should be considered. Based upon the Board's direction, staff will return at a future date with a formal work plan for adoption, as well as a detailed accounting of estimated costs for implementing the work plan.

**ATTACHMENTS :**

- Attachment 1 – Sheridan Community Plan Work Program
- Attachment 2 – Sheridan Community Plan Land Use Diagram (1976)

cc: Jim Houck, Chairman - Sheridan MAC  
Mary Dietrich, Deputy Director of Facility Services

## **2012 SHERIDAN COMMUNITY PLAN UPDATE**

*This work program has not been formally approved the Placer County Board of Supervisors and is being published for discussion purposes only.*

### **PROPOSED WORK PROGRAM**

The following includes a work program for all phases of an update to the Sheridan General Plan (1976). This work includes public outreach, background research, issues and alternatives analysis, policy formulation, preparation of an environmental document, and the preparation of a new Sheridan Community Plan.

### **PHASE 1- PROGRAM INITIATION**

During this phase, staff will work to form the Community Plan Update Team and begin the program. The Team will consist of various community members (Sheridan MAC as well as others), County planning professionals, and special district staff and/or outside agency staff. The Community Plan Update Team will work directly with staff during the update of the Community Plan.

### **PHASE 2- CRITICAL CHOICES AND FRAMEWORK**

The purpose of this phase is to establish a solid program foundation for the successful completion of the Community Plan Update and appropriate CEQA Environmental document. Choices about what portions of the Community Plan will be updated as well as establishing a working procedure for implementation of the work program, and identify/collect relevant reports and material. Consideration may also be given to expanding the existing Community Plan boundaries.

### **Project Meetings**

Staff will meet with various stakeholders including other County departments and various agencies. In addition, County staff will host one or more community workshops, via the Sheridan MAC, to solicit community input and public participation in the community plan update process. Public participation will help identify planning issues and formulate the Community Plan Land Use Assessment, including identification of areas for new development and redevelopment within the Plan area. Staff will discuss what has and has not worked with the implementation of the existing Sheridan General Plan and will use mapping and other data sources to help identify issues within the planning area. The public will be asked to identify community priorities, desired outcomes, specific problem areas, and potential solutions to problems within their community, and to develop a "vision" for the future of the Sheridan area.

Staff will meet with local community leaders and service providers to identify barriers and facilitators to business and economic development within the Plan area. Staff will talk to local businesses to explore potential business creation or expansion opportunities that could be facilitated with alternative land use scenarios.

Staff will bring recommendations from the community workshops, community outreach, and evaluation of data to the Sheridan MAC for their consideration of land use alternatives and overall policy direction. The Sheridan MAC's recommendations will be presented to the Planning Commission and Board of Supervisors.

### **PHASE 3 - COMMUNITY PLAN SUMMARY REPORT**

Staff will review the existing Community Plan including topical elements and complete a *Community Plan Summary Report*. This report will provide summary background for the Sheridan Community. This phase provides for data collection and analysis to understand issues and trends to be addressed in the community plan update. Compiling this information will involve reviewing pertinent documents (i.e. plans, special studies, EIRs, etc), contacting appropriate agencies and organizations, and confirming research findings with field visits where necessary. The end work product will be a *Community Plan Summary Report*.

#### **Identification and Mapping of the Community Plan Area**

Background Information. A technical steering committee comprised of County staff and other agency and special district staff will be established to obtain existing plans, documents, and information needed for the Community Plan update. Staff will assemble and review the current information, such as domestic water supplies, waste treatment and distribution, transportation, and other facility plans, existing land uses, current and proposed development plans (including the City of Wheatland and Yuba County), EIRs, census data, and federal, state, and local statutes and policies.

### **PHASE 4- OPPORTUNITIES AND CONSTRAINTS**

As a component of the *Community Plan Summary Report*, staff will identify a set of planning opportunities and constraints for public review. Staff will analyze and formulate various policies and land use and circulation patterns for the planning area and present alternatives at a community workshop. Staff will compile all comments on the *Community Plan Summary Report*. Staff will develop alternatives to the community plan, focusing on land use patterns, as well as the potential for a policy-only update of the community plan describing ways the County can encourage and participate in economic opportunities for Sheridan including enhancement of existing public services. The land use plan alternatives will focus on changes at identified opportunity sites within the Plan area.

#### **Development Opportunities**

Identification of areas for new residential, retail, commercial and/or industrial development. Staff will consult with the Sheridan MAC and other community organizations to determine the most logical and appropriate locations for designation of new residential, retail, commercial and industrial land uses in recognition of the unique challenges and opportunities presented by construction of the State Route 65 Bypass. The future of Sheridan's economic health and ability to provide basic services to its residents may potentially hinge on the ability to provide goods and services to highway travelers. The ability to provide basic services to highway travelers may also provide additional opportunities for retail services, such as small restaurants, shopping and convenience services, in the 13th Street and Riosa Road commercial area.

#### **Development Constraints**

County staff will analyze constraints to development. Information will be collected on existing and past constraints and future trends. The focus will be on wastewater and domestic water capacity, transportation, expansion of general government services, and

environmental constraints (e.g., wetlands, vernal pool wetlands, and related endangered species impacts).

### **Mapping**

County staff will prepare a series of maps documenting existing land uses, public and community facilities, and environmental conditions within the Sheridan Community Plan area and surrounding areas that affect the Community Plan. The mapping will identify areas of environmental or infrastructure constraints and enable an evaluation of possible alternative land use concepts based upon those constraints. The mapping could evaluate alternative land use patterns for the area located west of the current SR 65 and east of the SR 65 Bypass taking into consideration the reconfiguration of roads in this area.

### **PHASE 5- DRAFT POLICY DOCUMENT EIR PREPARATION**

Staff will prepare the draft Community Plan and if a determination is made that the proposed Community Plan will have significant environmental effects, an Environmental Impact Report will be prepared. With the Board of Supervisor's direction and allocation of funding, the County will hire a consultant to assist with the preparation of the EIR. Staff and technical consultants will compile the information for each topic section and develop an *Administrative Draft EIR* as well as a *Public Review Draft EIR*.

### **PHASE 6- PUBLIC REVIEW OF DRAFT PLAN/EIR**

During this phase, the County will conduct a hearing to be held before the Planning Commission to receive comments on the Draft EIR. Staff will incorporate all final edits to the document for a 60-day internal review prior to scheduling the Community Plan update meeting to receive recommendations from the Sheridan MAC on the draft plan. Upon the completion of the MAC's deliberations, a hearing will be scheduled with the Planning Commission to consider the MACs recommendations, staff recommendations and to deliberate on the draft Community Plan. The consultant team will concurrently prepare responses to comments on the Draft EIR for inclusion in the Final EIR.

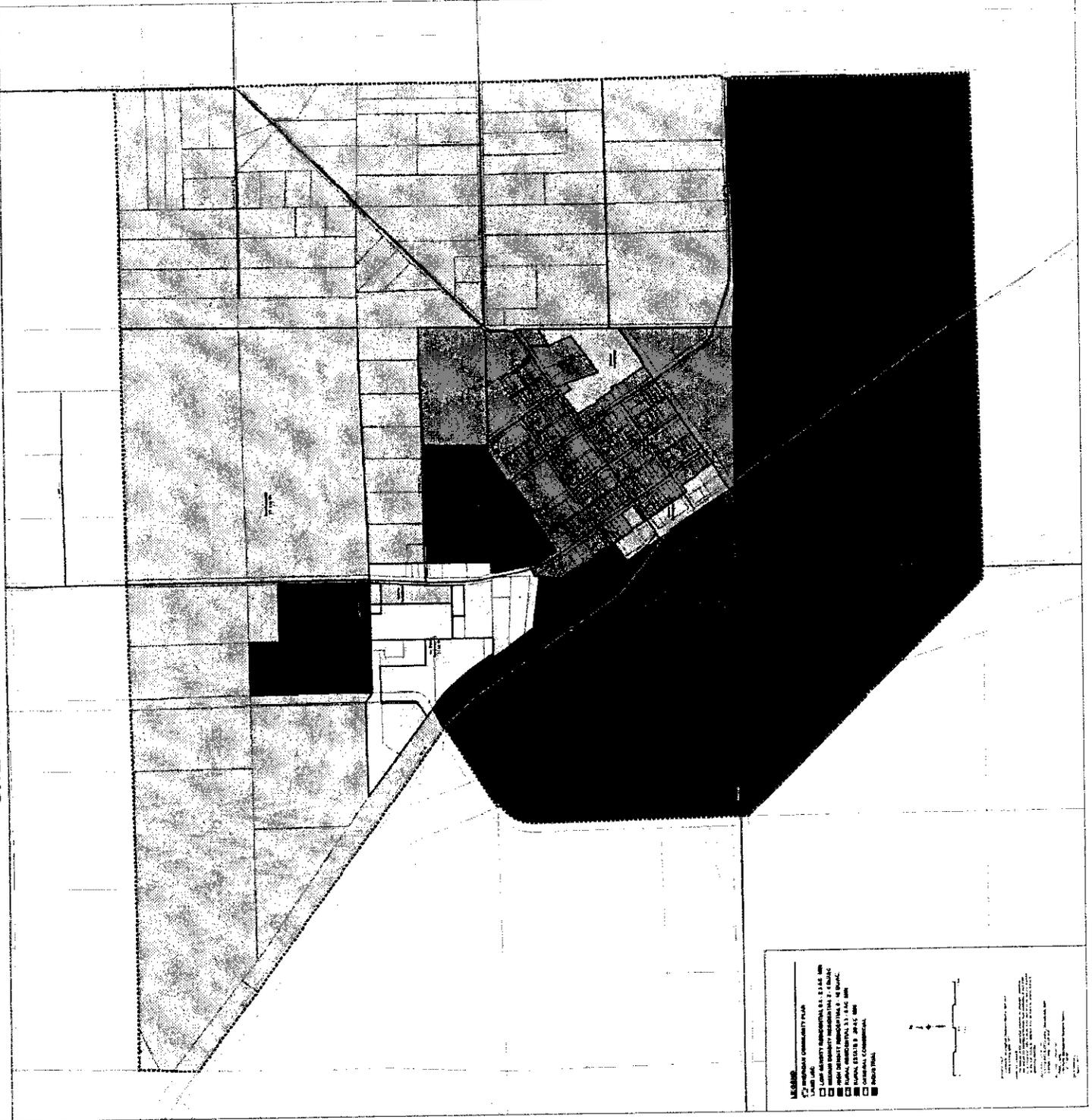
### **PHASE 7- FINAL COMMUNITY PLAN/EIR**

Following public review of the *Updated Draft Community Plan* and *Draft EIR*, staff and technical consultants will prepare the *Updated Community Plan* for adoption and the *Final EIR* for certification. The text of the *Updated Community Plan Policy Document* will be revised to reflect decisions made by the Board of Supervisors in Phase 6. All documents will be revised and or updated to reflect comments received during the public review process.

The Board of Supervisors will conduct public hearing to consider adoption of the *Updated Community Plan* and certify the *Final EIR*.



SHERIDAN COMMUNITY PLAN: LAND USE



**LEGEND**

**SHERIDAN COMMUNITY PLAN**

**Land Use**

- Low Density Residential (1-1.5 ac/lot)
- Medium Density Residential (1.5-2 ac/lot)
- High Density Residential (2-4 ac/lot)
- Office/Professional (2-4 ac/lot)
- Retail (2-4 ac/lot)
- Industrial (2-4 ac/lot)
- Community
- Public Park

**Scale**

0 100 200 Feet

**North Arrow**

**Map Information**

Map Date: 10/15/08  
 Map Title: Sheridan Community Plan - Land Use  
 Map Scale: 1" = 100 Feet  
 Map Author: City of Sheridan  
 Map Reviewer: City of Sheridan  
 Map Approved: City of Sheridan