

COUNTY OF PLACER

Community Development/Resource Agency

Michael J. Johnson, AICP Agency Director

PLANNING SERVICES DIVISION

Paul Thompson, Deputy Director

HEARING DATE: February 28, 2013

ITEM NO.: 5

TIME: 11:15 am

TO: Placer County Planning Commission

FROM: Development Review Committee

DATE: February 8, 2013

SUBJECT: SHERIDAN COMMUNITY PLAN UPDATE (PGPA 20130025)

STAFF PLANNER: Jennifer Byous, Planner

LOCATION: Sheridan Community

APPLICANT: Placer County Planning Services Division

PROPOSAL: The Planning Services Division is providing a report of the County's Sheridan Community Plan Update. The purpose of the report is to provide the Planning Commission with an overview and status of the work program, 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. A copy of the work program with schedule is provided in Attachment A. Since the Board's direction, staff has been collecting and organizing background materials and has begun public outreach for the Sheridan Community Plan Update. The work program includes a policy and land use update for the Community Plan.

BACKGROUND: The Sheridan townsite was settled in 1855 along a stage coach line that connected the region to Marysville to the north, Roseville and Sacramento to the south and foothill communities to areas to the east. 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 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 Sheridan Community Plan was originally adopted in 1976. Attachment B provides the existing Land use Plan Diagram. The Community Plan provides plan assumptions, along with goals and objectives which provides the County and Sheridan residents 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. Attachment B provides copy of the existing Sheridan Community Plan Land Use Diagram.

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 suitable for leach fields resulted in no new homes built in Sheridan since 1985 with 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, there is approximately 15,000 square feet of commercial development located along Riosa Road and along the S.R. 65 frontage (13th Street). Sheridan's 42 acres of industrially-zoned land straddles SR 65. 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 town site since the Community Plan was adopted. Placer County Department of Facilities Services operates a limited 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 well heads. 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 dwelling unit equivalent connections.

Highway 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 Highway 65 Bypass Project, which will reroute 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 scheduled to be completed this spring. The Bypass will include an at-grade interchange with Riosa Road, which will connect to the current State Route 65 right-of-way 100 yards north of the Union Pacific Railroad crossing northwest of the town core.

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 about 85 students.

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 pasture land 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 minimums) but agriculture is still present in the form of irrigated and non-irrigated pasture. The Teichert aggregate and hard rock mine lies to the south east and covers ~3,400 acres in area and will be the dominant land use in this area for 40+ years once the project is initiated.

The purpose of the update is to revisit the Community Plan to evaluate whether the 35-year old Assumptions and General Community Plan 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 community growth.

WORK PROGRAM OVERVIEW:

Public Outreach Strategy

The work program includes a public outreach strategy focusing on a collaborative consensus building process involving the citizens of Sheridan, the Sheridan Municipal Advisory Council (MAC) Planning Subcommittee, Placer County staff, and various local agencies. Sheridan Community Plan Update Planning Subcommittee is comprised of two MAC members that were appointed by the MAC and any member of the public that wants to participate in the discussion. The subcommittee meets the third Wednesday of each month for two-hours to discuss topics like the community vision and existing community conditions.

<u>Information Gathering</u>

In addition to public outreach, information and data collection are an important part of the work program. Staff has begun collecting background information to assist with the Community Plan Update. Some of this material will result in creation of maps which will also provide baseline information for the development of the Community Plan, zoning and design guidelines, and the environmental analysis.

The Planning Division and other departments reviewed relevant data and prepared a Background Report that was released for review in December 2012. The Background Report includes a community opportunities and constraints analysis.

The work program also includes the completion of a sewer and water master plan for the Sheridan Community Plan. Today, infrastructure constraints are affecting development in the Sheridan area. Placer County Department of Facilities Services operates a treated public water supply and wastewater services system. County Service Area 6 (CSA 6) connects 212 equivalent dwellings units to the wastewater treatment plant located south of the township via a three miles sewer pipelines network throughout the township.

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 well heads. 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 82 equivalent dwelling unit connections. Even with the additional dwelling units added and the new water supply, the existing allowed development and any future proposed land use changes in the Sheridan community would be constrained. Therefore, depending of the level of land use changes proposed with the community plan update, studies to determine the supporting infrastructure needs of the new community plan would be required.

Draft Community Plan and Environmental Review

As part of the overall work program the Community Plan Update includes the preparation of a new Draft Community Plan document. Upon completion of the Draft Community Plan Update document, the County will begin the environmental analysis. As proposed, the work program anticipates an environmental review with an Environmental Impact Report (EIR); however, the level of environmental review cannot be determined until the scope of the land use and other policy changes are fully understood. If minimal or no land use changes are proposed then a mitigated negative declaration might be the appropriate environmental analysis.

SUMMARY/PROGRESS TO DATE:

Public Outreach

Since launching public outreach, the County has mailed a four page community survey to approximately 440 property owners within the Sheridan MAC boundary area; held one kick-off workshop at Stewart Hall in Sheridan, with over 90 residents in attendance; and held two subcommittee meetings. Over the next few months, the subcommittee will continue to meet to discuss existing community conditions, constraints and opportunities, and potential land use plan alternatives. After the subcommittee has recommended land use alternatives, County staff will begin moving into the next phase

of the Community Plan Update which includes the preparation of a draft planning document.

Community Survey

A community survey was released in early November 2012 to gather input. 97 surveys out of 436 that were mailed out (or 22.2 percent), were returned. County staff is utilizing the results to direct trends and levels of support for various policy directions. 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.

Survey 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 survey respondents felt that more visually attractive streets (i.e. street trees, landscaping, and lighting) was the most needed improvement in Sheridan. Other top issues included better sidewalks, higher quality commercial buildings, and local shops and restaurants.

DISCUSSION/ISSUES:

Community Plan Boundary

The work program contemplated a range of community plan update options. Ultimately, the Board of Supervisor directed staff to proceed with a program that could consider Community Plan boundary modifications. 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. Also, the work program provides for an alternative that examines the feasibility of relocating the Placer County Fairgrounds Facility into the Sheridan Area.

The Planning Subcommittee has recommended that the plan area boundaries expand to the MAC boundary (not including the joint MAC area). The recommended plan area boundaries are the Bear River/Yuba County to the north, Sutter County to the west, Waltz Road to the south and west side of Karchner Road on the east (Attachment C). However, at the Community kick-off meeting there was minimal support to relocate the fairgrounds to Sheridan. Staff will continue to work with the Planning Subcommittee and other County Departments on recommend land use alternatives. All Planning Subcommittee recommendations will go to the MAC and Planning Commission for recommendation before the Board takes action.

NEXT STEPS: The Board approved the two year Sheridan Community Plan Update work program with the understanding that as the program progresses, schedule and costs will be adjusted to match the program needs. Over the next few months, staff will

also continue to work with the subcommittee (meeting every month to two months) to examine the existing community conditions and work on land use alternatives.

RECOMMENDATION:

No action is necessary as this report is intended to provide an overview and status of the Community Plan Update and generate discussion and feedback from the Planning Commission regarding the work program. Staff will continue to move forward on the Community Plan Update and will return to the Planning Commission to report on the status, and to hold workshops as the planning documents being prepared take shape.

Respectfully submitted,

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Jennifer Byous, Senior Planner

ATTACHMENTS:

Attachment A – Sheridan Community Plan Work Program

Attachment B – Sheridan Community Plan Land Use Diagram (1976)

Attachment C – Recommended Sheridan Community Plan Boundary

Jim Houck, Chairman - Sheridan MAC CC:

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Chris Schmidt – Planning Division

Environmental Health Services

Air Pollution Control District

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Subject/chrono files

