



Developing a Scenic Corridor Ordinance

Salmon Falls Road
Photo Courtesy EDC Photo Library

Board of Supervisors, 8/16/2016
Presented by:
Community Development Agency
Long Range Planning



Planning Commission,
11/10/2016

Scenic Corridor Ordinance Public Workshop

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Overview



- **Workshop Purpose**
- **Background and Framework**
- **Comparison of other Northern California Counties**
- **Options for Scenic Corridor Criteria**
 - Roadways
 - Rivers
 - Ridgeline Development
 - Viewshed of Coloma State Historic Park
- **Questions to Consider and Provide Direction**
- **Staff Recommendation**
- **Next Steps**



Workshop Purpose



- **Determine Criteria and Approach for Developing a Scenic Corridor Ordinance Regarding:**
 - Roadways
 - Rivers
 - Ridgeline Development
 - Viewshed of Coloma State Historic Park



Background and Framework



- Draft Ordinance Preparation Process
- General Plan Goals, Objectives and Policies
- 2008 Draft Ordinance
- Policy Items not Addressed in 2008 Draft Ordinance



Draft Ordinance Preparation Process



| | | | |
|---|--|---|---|
| <p>1989 Report addressing scenic values along U.S. 50 from Placerville to Sacramento County line</p> <p>1991 Public workshop addressing specified viewsheds along U.S. 50</p> <p>1992 In June, Board released Scenic Highways Ordinance Public Review Draft. In October, Board directed draft ordinance be revised and renamed "Scenic Corridor Ordinance"</p> | <p>Work suspended on the Scenic Corridor Ordinance</p> | <p>2007 Planning Commission Public Workshops Resumed</p> <p>2008 Planning Commission released 2008 Scenic Corridor Ordinance Public Review Draft incorporating changes from 2004 General Plan</p> <p>2010 Board deferred further action on Scenic Corridor Ordinance until completion of Zoning Ordinance Update (ZOU) Project</p> | <p>2015 Zoning Ordinance Update adopted December 15th. Work resumed on Scenic Corridor Ordinance</p> |
|---|--|---|---|



General Plan Goals and Objectives



- General Plan gives both broad and specific guidance regarding development of a Scenic Corridor Ordinance.
 - Protection and improvement of scenic values along designated scenic road corridors (**Goal 2.6**)
 - Identification of scenic and historical roads and corridors (**Objective 2.6.1**)
 - Open space conservation (**Goal 7.6**)



General Plan Policies



- **Current Requirements for Projects in Scenic Corridors**
 - “...The County shall review all projects within designated State Scenic Highway corridors for compliance with State criteria.” (**Policy 2.6.1.2**)
 - “Discretionary projects that would be visible from any of the important public scenic viewpoints identified in Table 5.3-1 and Exhibit 5.3-1 of the El Dorado County General Plan Draft Environmental Impact Report, shall be subject to design review...” (**Policy 2.6.1.3**)

Note: Project applications received since the adoption of the 2004 General Plan have been processed accordingly.



2008 Draft Ordinance



- 14 specific policy items were incorporated into 2008 Public Review Draft Scenic Corridor Ordinance (“2008 Draft Ordinance”)
- 6 remaining items not included in 2008 Draft Ordinance
 - Could be incorporated into new draft ordinance



2008 Draft Ordinance



- **Key Requirements for Development in Designated Scenic Corridors**
 - **Design Review Permit**
 - Multi-family residential, commercial and industrial development
 - **Planned Development Permit**
 - Commercial and residential subdivisions
 - **Administrative Permit**
 - All ministerial development (e.g. building permits)
 - Appeal and Variance process
 - **Prohibited Uses (10 total)**
 - **Exceptions/Exemptions (5 total)**
 - **Discretionary [Project] Requirements (11 total)**
 - **Regulations for new/relocated utility lines (4 total)**
- (See Exhibit D)*



Policy Items Not Addressed in 2008 Draft Ordinance

| Policy No. | Description |
|-------------|---|
| 2.6.1.1 (B) | Criteria for designation of scenic corridors |
| 2.6.1.1 (F) | Identification of foreground and background |
| 2.6.1.1 (J) | Residential setbacks established at 60 CNEL (Community Noise Equivalent Level) noise contour line along (roadways meeting the Board's criteria) |
| 2.6.1.1 (K) | Restrict sound walls within the foreground area of a scenic corridor |
| 2.6.1.1 (L) | Grading and earthmoving standards for foreground area |
| 7.5.2.6 | Identify viewshed of Coloma State Park and establish guidelines to be used for development within the viewshed |



Comparison of Other Northern CA Counties

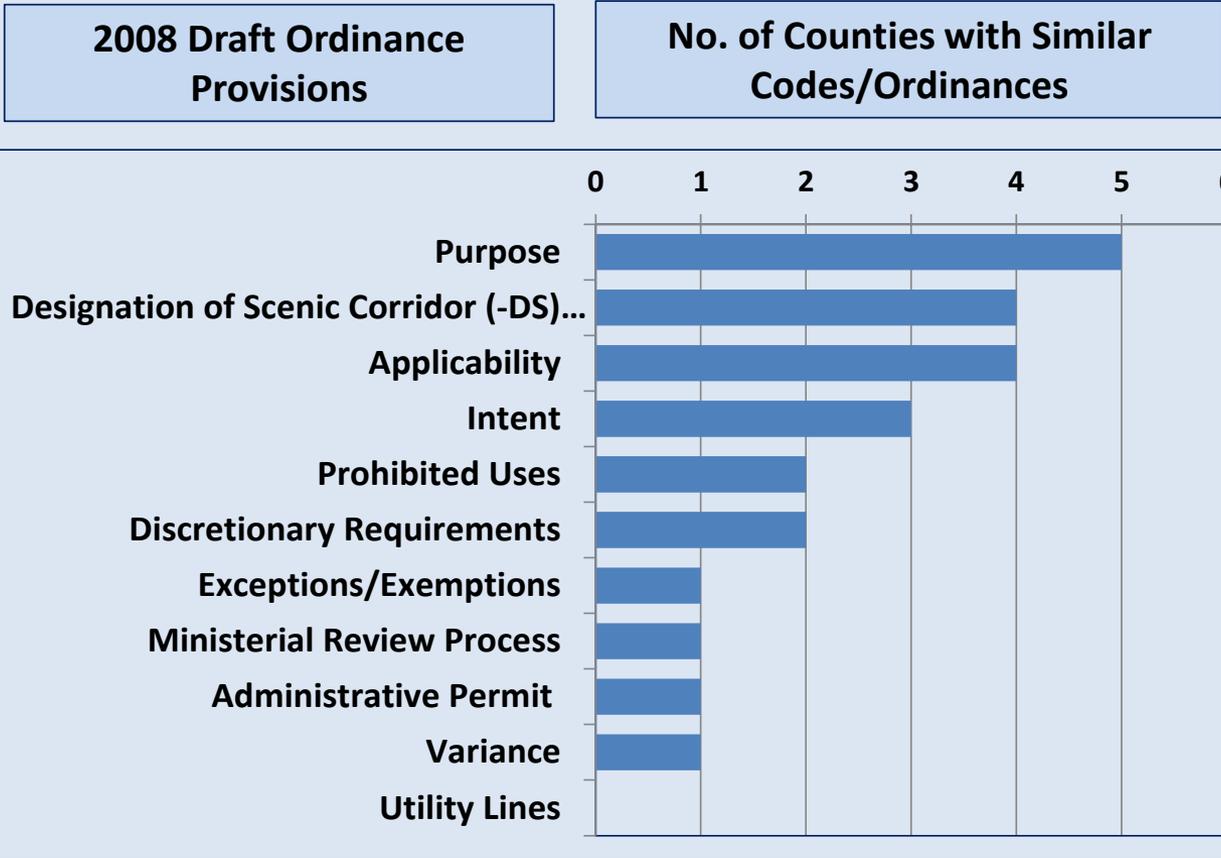


- **14 other rural counties in Northern CA were contacted:**
 - 6 counties have adopted/codified Scenic Corridor Ordinances: (Alpine, Butte, Nevada, Placer, Sierra, Mariposa)
 - 5 counties have regulations that substantially defer to state law: (Amador, Calaveras, Tehama, Yolo, Yuba)
 - 3 counties regulate scenic resources via alternate means:
 - **Plumas** - Special Plan Combining Zone District
 - **Napa** - Viewshed Protection Program
 - **Tuolumne** - Design Guidelines

(See Exhibits I & J)



Comparison of 2008 Draft Ordinance with six Northern CA Counties

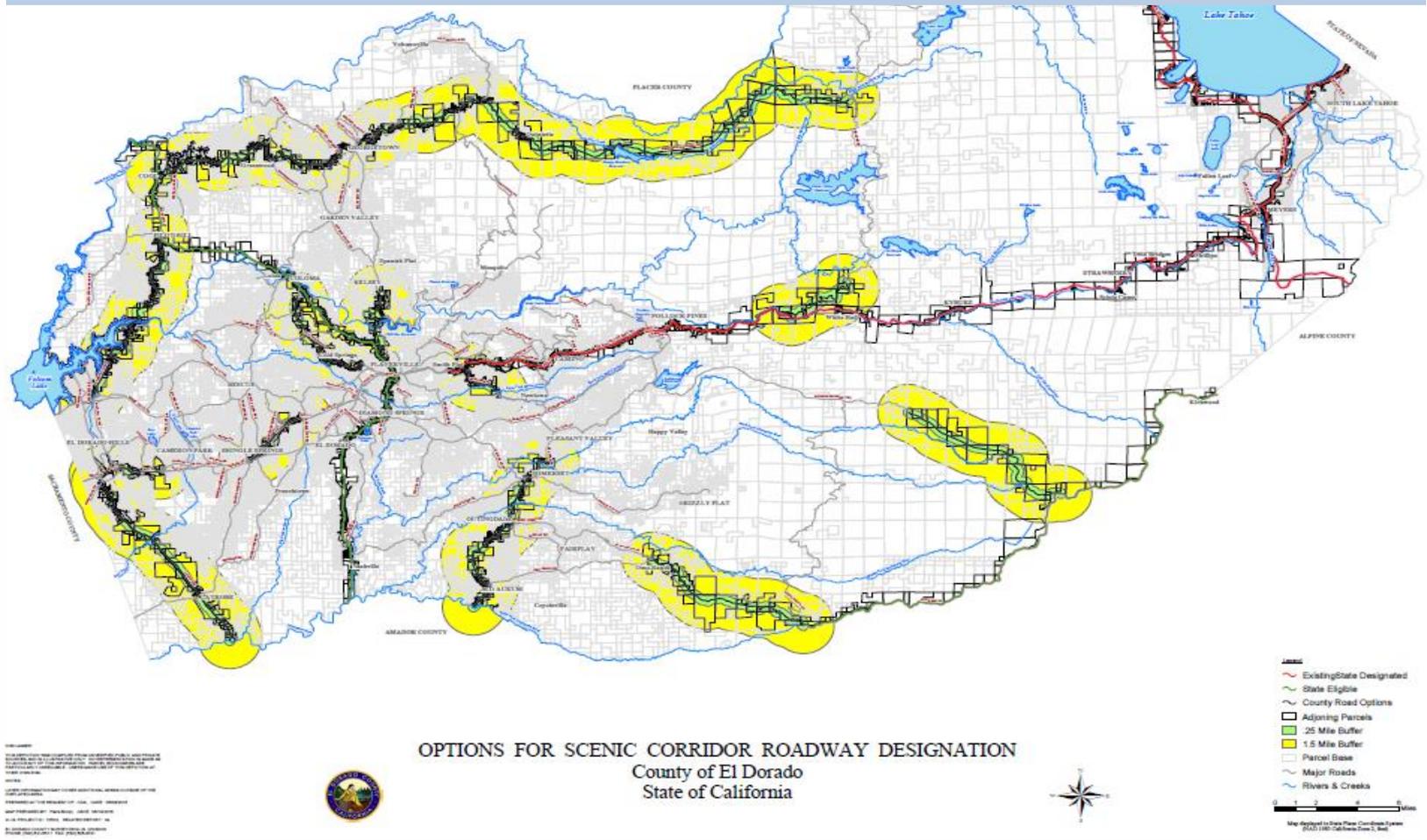


Options for Scenic Corridor Criteria

| Options | State Highways | Specified County Roadways | Specified County Rivers |
|---------|---|---------------------------|-------------------------|
| A | Existing State-Designated Scenic Highways | | |
| B | State-Eligible Scenic Highways | | |
| C | | Adjoining Parcels | |
| D | | 0.25 Mile Buffer | |
| E | | 1.5 Mile Buffer | |
| F | | | Adjoining Parcels |
| G | | | 0.25 Mile Buffer |
| H | | | 1.5 Mile Buffer |



Options for Scenic Corridor Roadway Designation



Parcels Affected by Scenic Roadway Criteria*

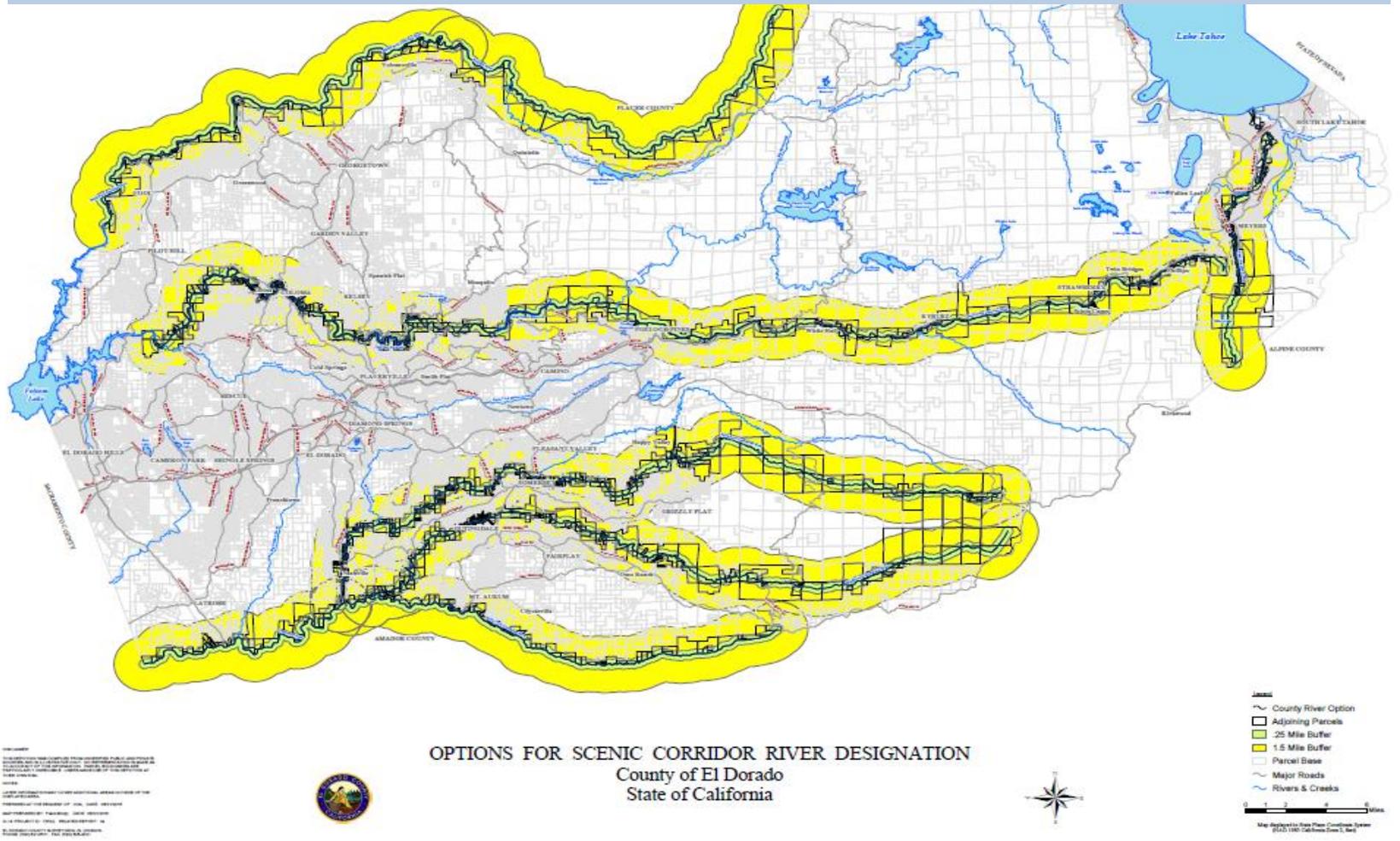
| | General Plan Land Use Designation | | | | | | | | | | | |
|------------------|-----------------------------------|-----|-----|-----|-----|----|---------|-------|-------|-----------|-------|-------|
| | C/I/R&D | | | MFR | | | HDR/MDR | | | LDR/RR/AL | | |
| | CR | RC | RA | CR | RC | RA | CR | RC | RA | CR | RC | RA |
| Option A: | 22 | 169 | 31 | 5 | 80 | - | 45 | 774 | 184 | 1 | 25 | 127 |
| Option B: | 228 | 77 | 8 | 88 | 1 | - | 257 | 88 | 191 | 2 | 3 | 323 |
| Option C: | 54 | 183 | 19 | 1 | 17 | - | 324 | 238 | 135 | 4 | 125 | 817 |
| Option D: | 21 | 242 | 373 | 77 | 11 | 24 | 827 | 143 | 2,052 | 1,132 | 112 | 675 |
| Option E: | 1,220 | 490 | 63 | 557 | 168 | - | 11,948 | 1,662 | 2,555 | 145 | 1,065 | 8,220 |

Option A: Existing State-Designated Scenic Highways
Option B: State-Eligible Scenic Highways
Option C: Parcels Adjoining Specified County Roadways
Option D: 0.25 Mile Buffer from Specified County Roadways
Option E: 1.5 Mile Buffer from Specified County Roadways

*All numbers are approximate and are included for reference purposes only. Actual numbers of affected parcels will depend on regulations adopted as part of the new ordinance. Source: El Dorado County Surveyor's Office, June 2016



Options for Scenic Corridor River Designation



Parcels Affected by Scenic River Criteria*

| | General Plan Land Use Designation | | | | | | | | | | | |
|-----------------|-----------------------------------|-----|----|-----|----|----|---------|-------|-------|-----------|-----|-------|
| | C/I/R&D | | | MFR | | | HDR/MDR | | | LDR/RR/AL | | |
| | CR | RC | RA | CR | RC | RA | CR | RC | RA | CR | RC | RA |
| Option F | - | 28 | 7 | - | - | - | - | 265 | 223 | - | 3 | 323 |
| Option G | - | 88 | 16 | - | - | - | - | 896 | 450 | - | 13 | 879 |
| Option H | - | 204 | 39 | - | - | - | 104 | 2,797 | 3,068 | 4 | 123 | 7,434 |

Option F: Adjoining specified County rivers
 Option G: 0.25 Mile buffer from specified County rivers
 Option H: 1.25 Mile buffer from specified County rivers

*All numbers are approximate and are included for reference purposes only. Actual numbers of affected parcels will depend on regulations adopted as part of the new ordinance. Source: El Dorado County Surveyor's Office, June 2016



Ridgeline Development



- **Policy 2.6.1.5**

“All development on ridgelines shall be reviewed by the County for potential impacts on visual resources. Visual impacts will be assessed and may require methods such as setbacks, screening, low-glare or directed lighting, automatic light shutoffs, and external color schemes that blend with the surroundings in order to avoid visual breaks to the skyline.”



Options for Ridgeline Development



- **Scenic Corridor Combining Zone (-SC) may also include ridgeline development**
 - Possible criteria include:
 1. Applicable to discretionary development only or
 2. Applicable to both ministerial (e.g. building permits) and discretionary development or
 3. Discretionary permits required (e.g. Conditional Use Permit) for most ridgeline development



Coloma State Historic Park Viewshed



- **Policy 7.5.2.6** “The County, in cooperation with the State, shall identify the viewshed of Coloma State Park and establish guidelines to be used for development within the viewshed...”
 - 1985 Caltrans *State Route 49 El Dorado County Scenic Highway Report* included a viewshed map of the greater Coloma area
 - This map could be used to implement Policy 7.5.2.6

(See Exhibit H)



Coloma State Historic Park Draft Viewshed Map



Sources: El Dorado
County Surveyor's office
(2016) and Caltrans
(1985).

DISCLAIMER:
THE COUNTY HAS COMPLETED VISUAL ANALYSES AND HAS DETERMINED THAT THIS MAP IS FOR INFORMATIONAL PURPOSES ONLY. THE COUNTY DOES NOT WARRANT THE ACCURACY OF THE INFORMATION. PARCEL BOUNDARIES ARE BASED ON PUBLIC RECORDS. CONSULT THE COUNTY CLERK'S OFFICE FOR THE LATEST RECORDS. VISUAL ANALYSES WERE MADE USING THE BEST AVAILABLE DATA.
NOTE:
LAYER INFORMATION MAY COVER ADDITIONAL AREAS OUTSIDE OF THE DISPLAYED AREA.
PREPARED AT THE REQUEST OF: LOCAL DATE: 02/05/2016
MAP PREPARED BY: PLAN GROUP DATE: 02/05/2016
IN A REQUEST FOR: SCENIC CORRIDOR PUBLIC WORKSHOP FOR EL DORADO COUNTY SUPERIOR COURT DIVISION
PROJECT: 2016-01-01 PLAN 2016-01-01



COLOMA STATE PARK VIEWSHED
County of El Dorado
State of California



Legend
 Viewshed Boundary
 Parcel Base
 Roads
 40' Contours
 0 500 1,000 2,000
 FEET
 Map displayed in State Plane Coordinate System
 (NAD 83) - California Zone 2 (East)



Planning Commission,
11/10/2016

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Questions for Board to Consider and Provide Direction



1. What criteria should be used for determining boundaries of the –SC Combining Zone (e.g. adjoining parcel, 350 feet, quarter mile, other)?
2. Should Policy 2.6.1.5 (County review of ridgeline development) apply to ministerial development?
3. Should Caltrans' State Route 49 (*Scenic Highway*) *Corridor Boundary Map* (1985) be used to identify the viewshed of Coloma State Park (Policy 7.5.2.6)?



Staff Recommendation



1. Prepare a Scenic Corridor Ordinance

- Building upon 2008 Draft Ordinance and incorporating the 6 additional General Plan requirements
- Based on the Board's preferred criteria components and approach for designating roadways, rivers, ridgelines and the Coloma State Park viewshed as Scenic Corridors

2. Prepare Scenic Corridor implementation standards and guidelines

- Adopted by Board resolution, similar to existing parking, landscaping, and outdoor lighting design standards



Staff Recommendation

3. Preferred Criteria for Designated Scenic Corridors

| Roadways | Criteria |
|--|--|
| Specified County Roads/Road Segments | • 350 linear feet from the right-of-way (e.g. Butte County) |
| Highways Eligible for State Scenic Highway Designation | • State criteria - upon future designation (e.g. Amador County) |
| Existing State Scenic Highways | • State criteria (current practice) |

Strikeout = Option not selected by Board



Staff Recommendation

3. Preferred Criteria for Designated Scenic Corridors

| | |
|-----------------------------------|---|
| Rivers | <ul style="list-style-type: none">• Both sides of specified rivers and extending outward for linear distance of 0.25 miles |
| Ridgelines | <ul style="list-style-type: none">• Viewshed Protection Program for all ridgeline development (e.g. Napa County)• Standards and guidelines for ridgeline development would be established for both ministerial and discretionary development |
| Coloma State Park Viewshed | <ul style="list-style-type: none">• Use Caltrans 1985 State Route 49 (Scenic Highway) Corridor Boundary map to identify viewshed of Coloma State Park, in accordance with Policy 7.5.2.6 |



Next Steps



1. Present Planning Commission with informational item summarizing this presentation and the Board's direction
2. Prepare draft Resolution of Intention, preliminary draft of the ordinance and implementation standards and guidelines
3. Prepare environmental review checklist to determine level of environmental review necessary
4. Return to the Board with:
 - Public review draft of proposed ordinance
 - Proposed implementation standards and guidelines
 - Recommendation for environmental document





ITEMS FOR PLANNING COMMISSION DISCUSSION



Items for Planning Commission Discussion

- 1. Which ridgelines to be considered for potential impacts on visual resources (General Plan Policy 2.6.1.5)**
- 2. Content material to include in Scenic Corridor Ordinance implementation standards and guidelines manual**
- 3. Discussion regarding how to apply Scenic Corridor Ordinance to ministerial development (e.g., building permits)**



Items for Planning Commission Discussion

1. Which ridgelines to be considered for potential impacts on visual resources (General Plan Policy 2.6.1.5)

Possible Options:

- A. Prominent ridgelines visible from viewpoints along existing or eligible State Scenic Highways as shown on Exhibit 5.3-1 and listed on Table 5.3-1 of the 2004 General Plan EIR (Staff Memo Exhibit A); or
- B. Other prominent ridgelines as shown on Exhibit 5.3-1 and listed on Table 5.3-1 of the 2004 General Plan EIR



Items for Planning Commission Discussion

2. Content material to include in Scenic Corridor Ordinance implementation standards and guidelines manual

- Staff recommends the following based on General Plan direction

Policy 2.6.1.1

- Identification of “foreground” and “background”
- Residential building setbacks at 60 CNEL noise contour line along existing or future designated State Scenic Highways
- Restrictions on sound walls within “foreground” area
- Grading and earthmoving standards for “foreground” area

Policy 2.6.1.5

- Standards and guidelines for ridgeline development

Policy 7.5.2.6

- Guidelines for development within viewshed of Coloma State Historic Park



Items for Planning Commission Discussion

3. Discussion regarding how to apply Scenic Corridor Ordinance to ministerial development (e.g., building permits)

Possible Options:

- A. Exempt ministerial development from provisions of the ordinance; or
- B. Create brief list of specific uses/activities (e.g., minor modifications to existing commercial, industrial, multi-family structures) that could be processed ministerially with additional review (e.g., Administrative Permit) to ensure that proposed use/activity would not impact scenic resources.

