



County of El Dorado

Chief Administrative Office

330 Fair Lane
Placerville, CA 95667-4197

Terri Daly
Chief Administrative Officer

Phone (530) 621-5530
Fax (530) 626-5730

June 10, 2014

To: Board of Supervisors

From: Shawna Purvines, Long Range Planning, Principal Planner
Kimberly A. Kerr, Assistant Chief Administrative Officer

A handwritten signature in blue ink, appearing to read "K Kerr".

Subject: Draft Community Planning Guide

Summary

A draft Community Planning Guide has been developed to provide a process and framework for community planning. The draft was prepared based on feedback provided by the Community Economic Development Advisory Committee (CEDAC) and several community members currently involved in some form of a community planning process. Today staff is providing an update on the development of the Guide and next steps. Following this update to the Board, AIM Consulting will return to the members of each community for additional input on the draft Community Planning Guide. CEDAC will work with staff to gather and complete final revisions to the draft. Staff anticipates a final draft being completed and back to the Board for consideration in September 2014.

Background

The General Plan's Statement of Vision and Plan Strategies encourages growth to reflect the character and scale of the community in which it occurs. General Plan Goal 2.4 promotes the enhancement of existing rural and urban community character. A community's character and identity is protected and enhanced when new development projects (homes, businesses, etc.) place an emphasis on both the natural setting and architectural design of a community. Detailing specific qualities and features unique to the community and requiring proposed projects be designed to reflect these qualities helps ensure that new development contributes to the community's quality of life and economic health.

While the General Plan land use map and zoning adequately regulates the type and location of land uses within the County, these rules do not fully address the appearance of development. With this in mind, General Plan Policy 2.4.1.2 directs the County to develop community design guidelines for each community identified in General Plan Policy 2.1.1.1 and Rural Centers identified in 2.1.2.1 to the extent possible, to be used in project site review of all discretionary project permits.

In 2009, the Community and Economic Development Advisory Committee (CEDAC previously EDAC) presented a draft framework for initiating General Plan Policy 2.4.1.2 – Community I.D. to the Board. At that time, the County had also initiated a process to comprehensively update the Zoning Ordinance and

had begun the first 5-year review of the General Plan. Since 2009, community planning and Community I.D. has been addressed and supported in the General

Plan 5-year review and considered throughout the Zoning Ordinance Update to ensure a process and framework for community planning was included.

On August 16, 2013, County staff held the first community planning meeting, which included discussions about Community I.D. (limited to commercial and multi-family lands) and Community Visioning and Implementation Plans (VIP) which anticipate a more comprehensive community-wide planning document. Approximately 35 people attended the meeting, with representation from all known communities undergoing some form of community planning activity. The goal was to determine what is needed by each community in order to ultimately bring forward an adoptable and enforceable Community Plan. The County contracted with AIM consulting to meet with members from each community that contacted staff with an interest in community planning to conduct a needs assessment. A summary of these meetings is attached (Attachment 3B). This needs assessment informed the draft Community Planning Guide (Attachment 3D).

In addition, the County initiated the first Cultural and Community Development Grant Program in summer 2013. This program encourages tourism, agriculture, and economic development in the County by supporting promotional, cultural, and community activities, including projects that facilitate community planning and Community I.D. Approximately \$80,000 was provided to various community groups for community projects and programs.

Finally, the County contracted with a grant development consultant that will help the County seek funding to support community planning and development of Community VIPs. The consultant will provide the County with a funding needs analysis, grant research and writing, grant administration and reporting, and staff training in preparing comprehensive grant proposals.

The Community Planning Process

The County's General Plan recognizes historical patterns of development where, over time, common land use issues and themes have arisen. Those issues and themes, in conjunction with natural topographic and human-made barriers, have developed into unique sub-areas of the County. A community plan is a public document which contains specific proposals for future uses and public improvements in a given community. It provides tailored policies and a long-range physical development guide for elected officials and residents engaged in community development.

A community plan is defined in Public Resources Code §21083.3 as a part of the General Plan which (1) applies to a defined geographic portion of the total area included in the General Plan, (2) includes or references each of the mandatory elements specified in §65302 of the Government Code, and (3) contains specific development policies adopted for the area included in the community plan. A community plan also identifies measures to implement those policies, so that the policies which will apply to each parcel can be determined.

Community plans address a particular region or community within the overall planning area of the General Plan. It refines the policies of the General Plan as they apply to smaller geographic areas, and is implemented by local ordinances such as those regulating land use and subdivision. Community plans also provide forums for resolving local conflicts among competing interests. Community plans must be consistent with the General Plan of which it is a part.¹

¹ <http://ceres.ca.gov/planning/specific/part1.html>

Similar to the development of a comprehensive General Plan, a community planning process involves many steps that correspond to those in a conventional planning process, including: a complete survey of existing population, land uses and public facilities; projections of future needs and expectations; clear documentation of the communities economic and social role within the County; and an inquiry into the objectives of the area's residents, businesses, employees, and organizations. These steps lead, in various ways, to an array of major options for development of a community plan. Most importantly, given the local nature of a community plan, it is especially important to involve landowners as well as special-interest groups and associations in the planning process.

Purpose of the Community Planning Guide

The community planning process allows refinement of County wide goals and policies to address issues unique to that community. A community plan is developed through a partnership of the recognized Community Planning Group, the public, and the County, working together to identify policies and standards to guide future development of the community. The purpose of developing a Community Planning Guide is to provide a roadmap or framework for community members and the tools necessary to get from a grassroots level discussion about community identification to an enforceable community plan.

May 22, 2014 CEDAC Meeting

As discussed above, CEDAC initiated the community planning concept to address the Board of Supervisors' directive for regulatory reform and streamlining the project review process as required in Economic Element of the General Plan. CEDAC advanced this particular objective of the General Plan as they found it best achieved economic success at a local level. However, CEDAC quickly recognized that the process needed a document that outlines the process for how a community plan would be created and adopted (i.e. a "framework"). Following the Board discussion on the draft framework in 2009, CEDAC told the Board they would be back with an implementable program. CEDAC has worked with staff and AIM consulting to better integrate the communities into the process of creating a framework. CEDAC discussed the draft Community Planning Guide (Attachment 3) at their meeting on May 22, 2014 and agreed the draft was ready to share with the Board on what has been prepared to date. CEDAC will continue to the work with staff to refine the draft Community Planning Guide that will help communities create adoptable community plans that residents can rely on to be enforceable in their community.

Revisions to Community Region Lines

Potential revisions to Community Region Boundary lines as part of community planning efforts were discussed during previous Board workshops on the Community Planning processes. On February 25, 2014, the Board directed "*staff to begin a countywide review of community region lines to include the potential elimination and/or revisions of community region lines.*" Community Regions are a fundamental component of the General Plan's planning concept and serve to provide the underlying approach of the General Plan to accommodate growth. Community Regions represent generally where public water and sewer are accessible, and therefore where growth is to be directed and facilitated.

Since February 25, 2014, two key steps have been completed that will provide the baseline analysis necessary for a comprehensive review of Community Regions - the General Plan Annual Review land inventory and the 20-year growth forecast:

- The initial step for this countywide review of Community Region Boundary lines was to complete the annual land inventory as part of the annual General Plan Review required by General Plan policy 2.9.1.1. This inventory provides a snapshot of lands currently available to accommodate growth projected in the General Plan. This annual General Plan Review is required

to be completed by October 1st of each year. Due to the Board's direction in February 2014, staff prioritized this review and presented it to the Board on June 24, 2014.

- The second key step was identification a 20-year growth forecast. This forecast will help the County analyze projected future growth anticipated over the next 20 years and how it relates to the current supply of developable land. On April 8, 2014, the Board identified a 20-year growth forecast (approximately 1% annual growth in new residential units) as a starting point for initiating the major 5 year Capital Improvement Program (CIP) update. The 1% growth is anticipated to be distributed consistent with General Plan goals and objectives: 75% of the new growth will be in areas where infrastructure such as arterial roadways, public water, and public sewer are general available.

On June 11, 2013 staff provided the Board a comprehensive White Paper on General Plan Amendments related to Community Region Boundary lines. The White Paper included a General Plan history, review of the current development process, and options for the Board to consider, should they choose to go forward with a General Plan Amendment to modify the Community Region Boundaries. One of the options discussed in the June 11, 2013 Community Region Boundary White Paper was for the Board to approve a General Plan Amendment Resolution of Intention (ROI) to amend Community Regions throughout the General Plan, including the potential removal from some areas and additions to other areas. The cost and timing, as well as the details needed to be included in the ROI, for this option would vary greatly depending on how quickly the Board could determine the projects objectives and identify the problem(s). The next step on this project is for staff to return to the Board to:

- 1) Determine the Board's objectives for amending the Community Region Boundaries;
- 2) Identify which specific Community Region Boundary amendments to analyze (i.e. exactly where the Board wants to consider expanding, contracting or eliminating the lines);
- 3) Discuss how and when to process proposed Community Region Boundary amendments (i.e. through a separate countywide process and/or through individual Community Plan processes), and;
- 4) Discuss staff priorities and potential conflicts with other ongoing projects, including the major 5 year CIP and TIM fee updates.

Based on prior Board direction to prioritize TGPA-ZOU along with other projects currently underway (e.g. Bio Policy update, Sign Ordinance update, etc.), staff anticipates returning to the Board in fall 2014 to further discuss items 1 through 4 listed above. However, if the Board wants to prioritize this effort relative to other projects, staff could return to the Board to discuss the items above as early as August 2014. After the Board provides direction to staff on items 1 through 4 discussed above, staff can then prepare a draft ROI for the Board's consideration, as well as a draft project scope, timeline, and budget.

Next Steps

Following this update to the Board, AIM Consulting will be returning to the members of each community for additional input on the draft Community Planning Guide. CEDAC will work with staff to gather and complete final revisions to the draft. It is anticipated that a final draft will be presented to the Board for adoption and authorization to implement in September 2014.