



**COMMUNITY DEVELOPMENT AGENCY
LONG RANGE PLANNING**

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April 4, 2016

To: Board of Supervisors
From: David Defanti, Assistant Director
Subject: Community Planning

Purpose

The County and the General Plan support community planning-related efforts. Discussions about community planning have been ongoing since at least 2009, but have been relatively general in nature. At this point, at least four communities are asking the County to initiate some form of community planning effort for their respective geographic areas. To that end, the goals of this staff report are as follows:

- Provide background and overview of the community planning discussions to date
- Provide staff's understanding of current community planning discussions occurring in various communities
- Discuss opportunities, risks and expectations
- Receive Board feedback on questions posed in this report
- Discuss preliminary options to consider
- Discuss next steps

A number of questions are raised in this staff report for the Board to consider before initiating community planning effort(s). Discussing opportunities, risks and expectations up front is critical to the ultimate success of any planning effort. Staff is requesting the Board's preliminary feedback regarding these questions so staff can submit a budget request that includes appropriate appropriations for community planning efforts for Fiscal Year 2016/17 that is aligned with the Board's expectations. Detailed discussions about how to fund community planning activities will occur during the County's overall budget process in June, where potential costs and staff resource requirements can be considered along with other County priorities.

Background and Overview of Community Planning Discussions to Date

While the General Plan land use map and zoning adequately regulates the type and location of land uses within the County, they do not fully address the appearance of development. With this in mind, General Plan Policy 2.4.1.2 (2004 General Plan, pp. 37-38) directs the County to "develop community design guidelines in concert with members of each community which will detail specific qualities and features unique to the community as Planning staff and funds are available. Each plan shall contain design guidelines to be used in project site review of all

discretionary project permits. Such plans may be developed for Rural Centers to the extent possible. The guidelines shall include, but not be limited to, the following criteria:

- A. Historic preservation*
- B. Streetscape elements and improvements*
- C. Signage*
- D. Maintenance of existing scenic road and riparian corridors*
- E. Compatible architectural design*
- F. Designs for landmark land uses*
- G. Outdoor art”*

Overview of Community Planning Discussions to Date

In 2009, the El Dorado County Community and Economic Development Advisory Committee (CEDAC) presented a draft framework for initiating processes pursuant to General Plan Policy 2.4.1.2 (Community Identification or “Community ID”) to the Board (Exhibit 1). CEDAC recognized the need for a document that outlines the process for how a community plan would be created and adopted (i.e. “framework”). 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. The Board postponed implementation of General Plan Goal 2.4 and Policy 2.4.1.2 until the General Plan 5-year review was completed in 2011. Community planning and Community ID were 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.

In 2012, AIM Consulting was brought on board to assist CEDAC with community planning. CEDAC collaborated with several communities that were either developing a strategic economic vitality plan or pursuing economic development strategies. Over the next two years, AIM partnered with CEDAC and other community organizations to identify their unique needs and the best strategies for assisting with this effort.

In May 2013, the Board received an update from staff on the Community ID process and discussed how it relates to the General Plan, Targeted General Plan Amendment and Zoning Ordinance Update, and the role of the County and CEDAC in that process.

In July 2013, staff held the first meeting to discuss Community ID and visioning and implementation plan concepts. Approximately 35 people attended this meeting, with representation from all known communities undergoing some form of community planning discussions: Cameron Park/Shingle Springs, El Dorado Hills, El Dorado/Diamond Springs, Coloma/Lotus, Cool/The Divide, Camino, Pollock Pines, Fair Play/Pleasant Valley, and Meyers. The goal of this meeting was to determine types of community needs that could ultimately be addressed through an adoptable and enforceable community plan. Subsequent conversations with more than 40 people from nine community areas surfaced interesting trends that focused on economic development, lodging and signage for expanded tourism, and broadband internet availability. Other common concerns noted the need for “facelifts” in commercial areas and the County’s aging population.

April 4, 2016
Community Planning

In summer 2013, the County initiated the Cultural and Community Development Grant Program. 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 identification. Approximately \$80,000 was provided to various community groups for community projects and programs from the General Fund through Transient Occupancy Tax.

In November 2013, the Chief Administrative Office (CAO) provided the Board with an update on the Community Vision and Implementation (CVIP) process, including a presentation by AIM Consulting.

In June 2014, the CAO provided the Board with an update on the development of the Community Planning Guide, which included a public working draft of the guide.

In August 2014, nine community meetings were held to share the draft Community Planning Guide and to receive public feedback. Meetings were held in Cameron Park, Camino, Coloma, Cool, Diamond Springs, El Dorado Hills, Fairplay, Pollock Pines and Shingle Springs. Input from the Meyers community was provided by telephone. Over 110 community members participated in the feedback sessions. The draft guide was refined to incorporate comments received.

In November 2014, staff presented the final Community Planning Guide to the Board and discussed next steps for implementing General Plan Goal 2.4. The final Community Planning Guide is attached (Exhibit 2).

In 2014, special Board workshops were held to initiate development of a County-wide Strategic Plan. Discussions continued through 2015 and are ongoing in 2016. At the strategic planning workshop held in March 2016, the Board adopted a Strategic Plan with five goals: Infrastructure, Economic Development, Public Safety, Good County Governance, and Healthy Communities. The Strategic Plan Infrastructure and Economic Development goals include direct references to community planning.

Staff's Understanding of Current Community-Based Planning Discussions

In early 2016, staff met with members of four communities who recently contacted the County regarding their interest in community planning: Cool, Diamond Springs/El Dorado, El Dorado Hills, and Shingle Springs. Below is staff's understanding of these community members' initial objectives for a community planning effort within their community. *(These discussions and the resulting summaries below are not intended to be comprehensive and should not be construed as representative of the entire community. These summaries are intended to give the Board a preliminary understanding of what some active community members are discussing to better inform the Board's decisions).*

Other community members may attend today's workshop to express different opinions, and/or differing opinions may arise if a community planning effort(s) is initiated. If the Board is interested in initiating one or more community planning efforts, there will need to be broader

discussions with a greater representation of each community to fully define a scope for each community planning effort.

The potential staffing, cost and timeline estimates provided below are very preliminary; they are nothing more than staff's "best guess" at this point given the information available. The actual staffing, funding and time necessary could change significantly once a scope is fleshed out and the process is launched.

- **Cool (Rural Center)**

In January 2016, staff met with approximately a dozen Downtown Cool businesses and property owners and Caltrans staff to discuss potential options to improve safe and accessible facilities for pedestrians and bicyclists within the downtown commercial area at the intersection of Highways 49 and 193. Since that meeting, staff has met several times with members of the Downtown Cool business community to discuss what type of planning effort should be considered (e.g. a corridor plan) and what it may address, including public right-of-way and streetscape improvements, signage, recreation and public open space. Discussions have also included what the overall planning process will look like, and a desire to ensure those affected most (e.g. downtown businesses, property owners and Caltrans) will have a leading role in the development of any plan.

General Scope: The County and community, in coordination with Caltrans, would create a corridor plan to improve safety and accessibility for pedestrians, and cyclists within the downtown commercial area at the intersection of Highway 49 and 193 in Cool.

Process: The Cool Community anticipates seeking a Board-adopted corridor plan and wants to initiate it immediately. They anticipate the plan would be created consistent with the County's adopted General Plan and zoning; no General Plan Amendment or rezones would be required. The process would include significant Caltrans involvement.

Potential Staffing/Funding Requirements: Potentially 0.3-0.5 annual Full Time Equivalent (FTE); anticipated 1-2 year process. Given that the primary focus is on planning for transportation-related improvements, either Long Range Planning or Transportation Division staff could lead this effort, but it is likely that both would be involved regardless of who manages the project. Planning and design improvements could be done via a professional services contract or by staff, depending on Board priorities and staff workload. If process includes design standards, professional services may include assistance with creating the standards (e.g., architectural renderings, graphics, prototypes, etc.). Staff anticipates a Negative Declaration with a chance for an EIR. With regard to potential environmental compliance documents, a Negative Declaration would be prepared by staff, but may require additional technical studies that may need to be outsourced, whereas an Environmental Impact Report (EIR) would be conducted by a consultant, with a cost estimate of \$100,000.

- **Diamond Springs/El Dorado (Community Region)**

Staff attended a Diamond Springs/El Dorado Community Advisory Committee (CAC) meeting in February 2016 to discuss community planning. The CAC is a Board-

appointed committee that reviews and makes recommendations to the County in regards to discretionary project applications and other related land use matters. Members of the CAC expressed to staff their strong desire for the County to move forward with a corridor plan for Pleasant Valley Road/Highway 49 that provides safe walking and bicycling facilities between Diamond Springs and El Dorado. The CAC also discussed the need to develop parks and explore various funding options to that end.

General Scope: The County and community, in coordination with Caltrans, would create a corridor plan (potentially using the recent *Diamond Springs and El Dorado Area Mobility and Livable Community Plan* as a starting point) to improve safety and accessibility for non-motorized facilities used by pedestrians, and cyclists for on Pleasant Valley Road between Diamond Springs and El Dorado.

Process: The CAC anticipates seeking a Board-adopted corridor plan and want to initiate it immediately. They anticipate the plan would be created consistent with the County's adopted General Plan and zoning; no General Plan Amendment or rezones would be required. The process would include significant Caltrans involvement.

Potential Staffing/Funding Requirements: Potentially 0.3-0.5 annual FTE; anticipated 1-2 year process. Given the primary focus is on planning for transportation-related improvements, either Long Range Planning or Transportation Division staff could lead this effort, but it is likely that both would be involved regardless of who manages the project. Planning and designing improvements could be done via a professional services contract or by staff, depending on Board priorities and staff workload. If process includes design standards, professional services may include assistance with creating the standards (e.g., architectural renderings, graphics, prototypes, etc). Staff anticipates a Negative Declaration with a chance for an EIR. A Negative Declaration would be prepared by staff, but may require additional technical studies that may need to be outsourced, whereas an EIR would be conducted by a consultant with a cost estimate of \$100,000.

- **El Dorado Hills (EDH) (Community Region)**

In early 2016, staff met with two members of CEDAC-EDH. CEDAC-EDH is a volunteer group that organized to work with the Board-appointed CEDAC on various issues. Both members have been involved in community planning discussions but have different ideas about the plan's scope.

General Scope:

The first member discussed a community plan with two components:

1. As described in General Plan Policy 2.4.1.2, coordinate existing design standards and guidelines with new design standards for all development, to create continuity and cohesiveness between the various areas of EDH.
2. Update the EDH Business Park model to improve its function and attractiveness in order to achieve higher market demand for the business park, with the goal of creating new jobs in EDH.

The second member discussed a community plan with three distinct components:

1. Create design standards for commercial, multi-family, and single-family zoned land. The standards would likely address building design and architectural elements (e.g., style, color, materials, etc.), residential lots, and roadway design.
2. Inventory all public lands (e.g., CSD-owned land, parks, schools, fire, etc.), identify community needs (e.g. civic center, recreational uses and other amenities and services) and determine how public lands could be used to meet these needs.
3. Create a community plan for the 98-acre former golf course on Serrano Parkway near EDH Boulevard. More information can be found at: <https://parksnotparker.org/>.

Process:

Both members anticipated seeking a Board-adopted community plan, and want to initiate it immediately. However, the first member did not anticipate the need for base map changes to either the General Plan or Zoning Ordinance to achieve the community planning goals. The second member indicated that this process would include General Plan Amendment(s) and rezone(s) to allow the uses envisioned in the community plan for the 98-acre former golf course.

Potential Staffing/Funding Requirements:

First member: Potentially annual 0.3-1 FTE, depending on the scope; anticipated 2-4 year process. Professional services may include assistance with creating design standards (e.g., architectural renderings, graphics, prototypes, etc.) and assistance with the Business Park effort. Staff anticipates a Negative Declaration with a chance for an EIR. A Negative Declaration would be prepared by staff, but may require additional technical studies that may need to be outsourced, whereas an EIR would be conducted by a consultant with a cost estimate of \$100,000.

Second member: Easily 1+ annual FTE; anticipated 2-4+ year process. Significant professional services would be required to create a plan for the golf course, similar to a privately-initiated specific plan application. Less professional services assistance would be necessary for design standards (e.g., architectural renderings, graphics, prototypes, etc.). Professional services may not be necessary for the public land inventory. Anticipate an EIR, with cost estimates ranging from \$150,000-\$500,000 depending on the project scope.

- **Shingle Springs** (Community Region)

Staff met with a small group of Shingle Springs residents multiple times over the last few months to discuss community planning. The same residents also hosted a community meeting in March to discuss community planning and other topics. The message communicated at this community meeting was consistent with discussions with staff and the scope described below as staff understands the intent.

General Scope: Create design standards for commercial and multi-family zoned land and a formal process to ensure that new and renovated buildings comply with the standards. The standards would likely address building design and architectural elements (e.g., style,

color, materials, etc.) and land use compatibility (e.g., buffers between these uses and adjacent single family residential development). There was also discussion about having tailored standards for the train depot located on Mother Lode Drive, East of South Shingle Road. Other issues raised included undergrounding overhead utilities and removing illegal signs.

Process: The Shingle Springs residents that staff spoke with anticipate seeking a Board-adopted community plan and want to initiate it immediately. They anticipate the plan would be created consistent with the County's adopted General Plan and no General Plan Amendment would be required. They do not anticipate any changes to "base" zoning, but may want to rezone commercial and multi-family zoned lands to add an overlay that would require design review to ensure consistency with proposed Design Standards.

Potential Staffing/Funding Requirements: Potentially annual 0.3-0.5 FTE, anticipated 1-2+ year process. May include professional services assistance for creating design standards (e.g., architectural renderings, graphics, prototypes, etc.). Staff anticipates a Negative Declaration with a chance for an EIR. A Negative Declaration would be prepared by staff, but may require additional technical studies that may need to be outsourced, whereas an EIR would be conducted by a consultant, with a cost estimate of \$100,000.

Past Discussions with Additional Communities

- **Cameron Park** (Community Region)
During the development of the Community Planning Guide, AIM Consulting had conversations with members of the Cameron Park community and noted that these community members desire to have strong design standards for commercial areas. Staff also met with members of the Cameron Park Design Review Committee (DRC) regarding the Sign Ordinance Update prior to adoption of the new Sign Ordinance in July 2015. The DRC is a Board-appointed committee that reviews and makes recommendations to the County in regards to the design of commercial and multi-family projects. Based on recent contact from the DRC, staff understands that the DRC is working on developing signage standards specific to the Cameron Park community. In addition, the El Dorado County Transportation Commission completed a Cameron Park Community Mobility Transportation Plan (CPMAP) in November 2015. The Cameron Park 2030 enVision Statement notes: "Future development decisions should contribute toward: ...an architecturally cohesive walkable downtown...an interconnecting regional park and trail system." The CPMAP identifies and prioritizes potential future transportation improvement projects. Creating a walkable downtown with "Complete Streets" as well as filling gaps in sidewalks and bicycle lanes on various streets throughout the community were noted as high priority.
- **Pollock Pines** (Rural Center)
In 2013, the former District 5 Supervisor held a series of three community visioning workshops in Pollock Pines. At the initial workshop in January, which was attended by nearly 100 residents, four community asset themes emerged: Nature's Wonderland, Cooperative Rural Community, Heritage and Cultural History, and Active Recreation.

Opportunities for community improvement were identified as the desire for a “Community Facelift” and the need for more medical services, jobs and youth recreation (e.g., park, community pool, outdoor amphitheater). At the second meeting in February, participants provided specific ideas on sticky notes for each of the asset and opportunity themes. Guiding principles for a Community Advisory Council (Council) were drafted at the third meeting in April. Six Pollock Pines residents were chosen for the Council at the May meeting by the approximately 50 community members in attendance. At the June meeting, several participants disagreed about the need for the Council and requested a Town Hall meeting approach instead. The process of establishing the advisory Council was suspended. The residents who had volunteered to serve on the advisory Council expressed their concern that the Town Hall approach would not ensure that issues affecting the greater community would be addressed. After the June meeting, a segment of the community preferred to focus on three specific community issues: parks, public safety and senior services. Also, friction and divisions began to form, and the broader community participation declined.

In 2015, County staff was contacted by the Community Economic Development Association of Pollock Pines (CEDAPP) and asked to attend a CEDAPP meeting to provide information about the Sign Ordinance Update adopted in July 2015. Staff gave a presentation to CEDAPP in September 2015. CEDAPP is a local organization established to create a sense of community in the neighborhoods where people live and work.

In Progress Community Planning

Meyers (in the Lake Tahoe Region of the Tahoe Regional Planning Agency [TRPA])
The update to the Meyers Community Plan was initiated in early 2012 at the request of several Meyers residents. Opportunities for public participation in the development of the Meyers Area Plan have been ongoing throughout the process. Since that time, hundreds of community members have contributed to the update by providing input at ten community workshops and three public hearings, or by volunteering to work through the details of the Plan between workshops. An informal Meyers Community Advisory Council (MCAC) was formed comprised of Meyers residents representing different interests (business, recreation, etc.). The MCAC met essentially biweekly over the course of almost a year to work through updating the language in the existing Meyers Community Plan to produce a complete Draft Meyers Area Plan (Draft Plan). El Dorado County, TRPA staff and other stakeholders also participated in those MCAC meetings.

In August 2015, the fourth draft of the Meyers Area Plan was presented to the Board. The Board authorized staff to proceed with the preparation of the environmental documentation, required by the California Environmental Quality Act, for the updated Meyers Area Plan. The County recently obtained an environmental consultant to assist with the environmental documentation phase of the project. After that phase is completed, five public adoption hearings are required in order to finalize the Area Plan.

The update to the Meyers Community Plan and related process has become very contentious. Over four years have been spent on this update to date. TRPA has spent approximately \$125,000-150,000 on this project, costs which would have otherwise been borne by the County. The County has a \$60,000 professional services contract for environmental review and County staff has spent many hundreds if not thousands of hours on this project. Staff anticipates that the project will be complete later this year, approximately five years after initiation.

The County also needs to develop an overall plan for the unincorporated area of El Dorado County in the Lake Tahoe Region. The Meyers community and the overall unincorporated areas of El Dorado County in the Tahoe Basin are in the Lake Tahoe Region governed by TRPA. The 2012 TRPA Regional Plan encourages local governments to adopt Area Plans to supersede older plans for specific geographic areas that were adopted after adoption of the 1987 Regional Plan. Currently, the Meyers Community Plan is the only plan that was developed for the portion of El Dorado County in the Lake Tahoe Region. Under the 2012 Regional Plan updates, Area Plans are intended to be written by local governments, community groups and other land managers to implement the Regional Plan at the local level. Area Plans must be reviewed and approved by TRPA and be found in conformance with the Regional Plan.

Opportunities, Risks and Expectations

Community planning presents a good opportunity to address some, but not all, issues that have been identified by communities. Community planning benefits can include accommodating present activities, planning for future development, generating economic growth, and building a sense of community. For example, community planning is an appropriate venue for creating or tailoring design guidelines/standards for certain types of development or addressing local streetscape issues. Design guidelines/standards (Community ID) can set clear expectations for future development up front, giving the community a higher level of confidence that new development will be designed consistent with their desires, while also providing the developer with a higher level of confidence that their project will not be met with opposition. Community planning can also strengthen connections between the County, local communities and other stakeholders through increased dialogue and active problem solving.

Community planning is not a short-term task; the vast majority require multiple years to complete. Community planning requires a significant commitment of County resources, including staff time, funding and fortitude to see the planning effort through to the end. The “cheapest” community planning efforts routinely exceed \$100,000 for professional services, which may include facilitation, architectural renderings (e.g., for design standards), technical studies, environmental review, etc. More extensive efforts can exceed \$1,000,000. These costs are above and beyond County staff time. Exhibit 3 includes examples from other communities that are in the process of or have completed community planning efforts.

Successful community planning involves significant discussion, negotiation and compromise amongst all parties involved. Such efforts are lengthy, but result in a final product (e.g., Board-adopted plan) that many participants can support. However, rarely does any one participant or group get everything they originally wanted at the beginning of the process, so there should be

no expectation that every participant will be happy with the final product. This is the basic nature of compromise. Community planning that does not involve compromise often results in participants splintering in to two or more factions with opposing views. At the end of such a process, the only way to reach resolution is to bring the unresolved issues to the Board of Supervisors for a vote or to abandon the effort.

Before initiating any project, identifying potential risks and mitigations up front is critical. Potential risks to successful community planning, and suggested mitigations include:

- *Potential Risk: Insufficient resources over the long term (e.g., staffing, funding, etc.)*
Launching an effort without sufficient resources will frustrate participants and jeopardize the chance for success. In staff's opinion, it is better to not initiate an effort than to do so without sufficient resources.

Suggested Mitigation: The County should be fully committed to any effort it launches. Staff can provide gross-level staffing and cost estimates up front, but the actual staffing and funding necessary could change significantly once a scope is fleshed out and the process is launched. If the Board chooses to initiate one or more community planning effort, the Board can mitigate some of this risk by either:

- 1) Committing to a certain amount of staffing and funding for *each individual plan(s)* initiated and adhere to those limits (while recognizing that some additional costs could still occur, e.g. if a Negative Declaration was assumed but and EIR was ultimately required);
 - 2) Committing to a *total* amount of staffing and funding for *all community plans* initiated with no set amount for any one effort (while recognizing that some additional costs could still occur, e.g. if a Negative Declaration was assumed but and EIR was ultimately required), or;
 - 3) Committing to providing any and all resources necessary to accomplish the scope of the plan(s), with the understanding that the plan(s) may necessitate more resources than originally anticipated.
- *Potential Risk: Lack of Clear Project Management Plan*
Initiating a project without a clear plan for project management can lead to confusion, frustration, delay and increased cost.

Suggested Mitigation: Creating and documenting a well thought out plan up front for each community planning effort, relying on standard project management procedures, which are essential to the success of any project. This plan would build on the Community Planning Guide to include project-specific processes/details to address the complete project management cycle: origination, initiation, planning, execution/control, and closeout. It should detail specific processes to be performed within each cycle and define the tasks that comprise each cycle. This plan should be created prior to or concurrent with project initiation.

- *Potential Risk: Lack of Focus/Scope Creep*
Community planning should not be viewed as a panacea for all perceived problems facing a particular community. Efforts that are overly-broad or that expand over time often bog down, leading to dissatisfied/disinterested participants, additional cost and increased chance of failure.

Suggested Mitigation: A clear, defined focus is critical to staying on track. Defining specific issues to be addressed up front and avoiding “scope creep” (adding additional issues over time) is essential. The Board, in consultation with staff and the community, should set clear expectations regarding scope to avoid such scenarios.

- *Potential Risk: Insufficient Outreach and Community Engagement*
Outreach and engagement is critical to ensuring affected stakeholders are aware of and included in the process. Processes often become contentious and/or fail when stakeholders are not made aware of and involved in the process, particularly if the process is contemplating changes that will directly affect their home, business or land.

Suggested Mitigation: The County will have the primary role in outreach-related activities, including direct mailings, emails, web site development, hosting workshops, etc. County involvement is critical to ensure that outreach and engagement is comprehensive and “neutral” to avoid the perception or reality of one person or interest dominating the process. It is also important to have active community members and stakeholders get the word out to their constituencies.

- *Potential Risk: No Clear Official “Leaders” or Governance Structure*
Without an official (i.e., Board-identified) leader or governance structure, there is no formal venue for discussions, negotiations and conflict resolution, which often leaves the Board as the sole arbitrator for even minor disagreements.

Suggested Mitigation: An official (i.e., Board-identified) leader or governance structure should guide the process. The Community Planning Guide calls for Board-appointed steering committees which, with appropriate representation, can empower the local community and create the formal structure necessary to guide the process. Other options include a neutral third-party facilitator or County designee(s).

Questions for the Board to Consider and Provide Feedback

If the Board envisions initiating one or more community-based planning efforts this year that require County involvement, discussion of the following questions up front will help align Board and community expectations about anticipated processes and outcomes, and will help staff prioritize projects and resources and make appropriate budget requests in June 2016.

Staff recommends the Board consider and offer preliminary feedback regarding the following questions:

1. How does the Board envision community based planning accomplishing priorities set forth in the County Strategic Plan 2016-2019? The Strategic Plan indicates that

community based planning is primarily centered on the Economic Development Goal to “Enable a prosperous and vibrant economy”, and the Infrastructure Goal to “Provide, operate and maintain infrastructure, public facilities, and associated services that protect our community, environment and economic well-being.” These Goals have numerous objectives and tasks. Focusing on specific objectives and related tasks would set explicit parameters which will assist in determining the overall scope and potential costs of community plans.

2. Should community plans be consistent with General Plan Objectives and Policies, or is the Board open to considering community plans beyond what is envisioned in the General Plan? General Plan Objectives and Policies that address community planning efforts include but are not limited to:
 - Opportunity Areas – Objective 2.1.4, Policies 2.1.4.1 through 2.1.4.4
 - Community Identification - Objective 2.4.1, Policy 2.4.1.2
 - Infill – Objective 2.4.1, Policy 2.4.1.5
 - Phase 3 of Mixed Use Development: Combining Zone (Overlay) District; Phase 1 adopted December 9, 2009 and Phase 2 adopted December 15, 2015; Phase 3 anticipated to be included in the 2016 General Plan 5-year Review

For example:

- Does the Board want community plans to be consistent with the County-adopted General Plan, or is the Board open to considering General Plan Amendments? Community plans that include General Plan Amendments are typically far more complex, controversial, lengthy and costly than those without General Plan Amendments.
- Does the Board want community plans to be consistent with the County-adopted base zoning, or is the Board open to considering “base” zone changes? Community plans that include base zone changes are typically more complex, controversial, lengthy and costly than those without base zone changes. Base zone changes include changing zoning from one allowed use to another (i.e., residential to commercial) and/or changing the intensity of a currently allowed use (i.e., from R1A [1 acre minimum size residential parcels] to R3A [3 acre minimum size residential parcels] or vice versa). Base zone changes do not include adding overlays that may add new requirements or standards such as design review.
- Does the Board want community planning efforts to address any or all of the key objectives identified in the 2011 General Plan 5-year review? Key objectives are as follows:
 - Support job creation
 - Support increase in sales tax capture
 - Remove barriers to the development of moderate housing
 - Preserve and protect agriculture

3. Should community plan processes be phased? For example, discussions with Shingle Springs have been focused on getting something manageable done and adopted by the Board first (i.e., design guidelines/standards pursuant to General Plan Objective 2.4.1 – Community ID) before considering initiating a more expansive effort. Requiring community plans to be phased can better ensure near-term success and provide a “proof of concept” before considering initiating more extensive and expensive efforts. It can also help reduce near-term staff and funding commitments.
4. Does the Board want to identify/appoint an official leader or governance structure to guide the process? The Community Planning Guide calls for Board-appointed steering committees if a process is proceeding to a formal, County-adopted plan. Other options include a neutral third-party facilitator or County designee(s). If Board-appointed steering committees are to be formed, consider the following:
 - How many members should each committee have? Generally, steering committees include between 5-9 members.
 - What interest(s) should be represented on each steering committee? Should each steering committee formed include the same representation categories, or should they be tailored based on what issue(s) the community plan intends to address? For example, potential options for an effort focused on design guidelines/standards for commercial and multi-family properties may include but are not limited to:
 - 5 total: 2 residents, 1 business owner, 1 land owner (i.e., commercial or multi-family), 1 at-large
 - 7 total: 3 residents, 1 business owner, 1 land owner (i.e., commercial or multi-family), 1 business or land owner, 1 at-large
 - 9 total: 3 residents, 1 business owner, 1 land owner (i.e., commercial or multi-family), 1 business or land owner, 1 at-large, 2 public service-oriented representatives (non-profits, public safety, schools, etc.)
5. Should the planning effort require a public outreach plan approved by County? A public outreach plan would likely identify:
 - Key stakeholders
 - Means to get the word out (mail, email, web site, etc.)
 - Outreach format (in-person workshops, charrettes, online workshops, surveys, etc.)
 - Roles and responsibilities of County and participants
 - Periodic “check-ins” with the Planning Commission and Board
6. How should these planning efforts be funded and staffed?
 - Community plan costs generally range from \$100,000 to well over \$1,000,000. General Fund is the only known funding source at this point. Are there other potential funding sources? Grant monies could be sought, but relying solely on grants could delay these processes until a grant is secured.
 - Should a maximum amount of County funding/staffing be identified for each community planning process, for all community planning process(es) in total, and/or for each fiscal year (anticipating most will be multiple-year processes)?

7. Is the Board interested in initiating and funding one or more community planning efforts within the next fiscal year?

Preliminary Options to Consider

If the Board is interested in potentially initiating and funding one or more community planning effort(s) within the next fiscal year, the options below may be considered. Staff recommends the Board consider and offer preliminary feedback regarding these options, particularly as they relate to the Board's objectives and funding realities. Staff is **not** recommending the Board choose an option at this point; staff recommends that discussions about funding for community plans (which is a key constraint relative to these options) should occur during the County's overall budget process in June so potential costs and staff resource requirements can be considered along with other County priorities.

1. **Initiate One Community Planning Effort in Fiscal Year 2016/17 with limited scope**
Preliminary Gross-Level Estimated Resource Requirements/Cost: 1 – 4+ years, \$125,000-\$500,000 for preparation of plan; \$60,000 - \$500,000 for environmental review. Start with one community plan. Once complete, use the process and final plan as a template for other communities, and initiate one or two community plans per year thereafter. This option allows each effort to be completely independent. However, this option could take years as it only addresses one community at a time, requiring other communities to wait.
2. **Initiate Multiple Community Planning Efforts in Fiscal Year 2016/17**
Preliminary Gross-Level Estimated Resource Requirements/Cost: 2 – 4+ years, \$125,000-\$500,000 for preparation of each plan; \$60,000 - \$500,000 for each environmental review depending on scope. This option would address multiple communities at once and allows each effort to be completely independent and address disparate topics. This option would come with a very high cost; a cost necessary to be sustained over multiple fiscal years. Any economies of scale, or savings in cost, might be achieved if preparation of the plans and required environmental reviews are completed simultaneously. This option would require the Board to significantly reprioritize staff workload and/or require significant consultant resources and/or hiring of additional staff.
3. **Initiate Update to County-wide Community Design Guidelines/Standards; create custom design guidelines/standards prototypes for interested communities**
Preliminary Gross-Level Estimated Resource Requirements/Cost: 1-2+ years, \$150,000 for preparation of County-wide plan; \$60,000 - \$150,000 for environmental review; add additional 3-6 months minimum for custom design guidelines/standards prototypes for interested communities and \$25,000 per community for additional environmental review. These two parts could be accomplished simultaneously or sequentially:
 - Part 1: Update the County's existing Community Design Guide to include a menu of architectural design, public spaces, streetscape elements, and prototypes for commercial and multifamily. The County has already completed several design guides (e.g., historic, Missouri Flat Corridor, Mixed Use, Sierra, El Dorado Hills Specific Plan). These various design guidelines as well as photographs

provided by communities such as Shingle Springs could be used as starting points for developing prototypes. The resulting document would be an updated County-wide design guidelines/standards adopted by the Board.

- Part 2: Individual communities could “tier” from the County-wide document to create customized design guidelines/standards that fit their community’s unique character. The resulting document would be community-specific design guidelines/standards adopted by the Board.

This option addresses all communities at once, instead of initiating processes for only a select few. This may achieve economies of scale for staff time and professional services, thereby reducing cost as compared to multiple independent efforts. However, this option would tie individual community design guidelines/standards to a County-wide effort. If the County-wide effort is delayed for any reason, individual plans will also be delayed.

4. **Initiate a Form Base Code effort for select areas**

Preliminary Gross-Level Estimated Resource Requirements/Cost: 1-4+ years depending on the number of areas selected; \$250,000-\$500,000 for preparation of a plan inclusive of multiple areas; \$100,000 - \$350,000 for environmental review. This option focuses on select downtown areas, block-by-block design, that would result in plans that are substantially more specific than design guidelines/standards.

Form base coding is used by many jurisdictions to regulate land development that foster predictable built results. Form base coding focuses on the physical form of the area, and less on the “use” that would occupy the space. Form base coding is a regulation and not a guideline. This type of code is used most often for infill development and the revitalization of historic town centers, such as the areas recognized in General Plan Policy 2.4.1 (e.g., Commercial and Multi Family).

This option addresses issues raised during the 2011 General Plan 5-year review related to “I’m Thinking of a Color”, a tag line that came from an interest in setting standards up front rather than making applicants guess what the County wants. The Board recognized that setting standards up front benefits the community and prospective developers, by reducing concerns of planning one project at a time, leaving a patch work of differing architectural and development styles. However, this option requires substantial staff and professional resources as form base coding requires a high degree of graphics and visual images. This may limit the number of areas selected to be planned, requiring some communities to wait.

5. **Select corridor and transportation planning**

Preliminary Gross-Level Estimated Resource Requirements/Cost: 1-2 years or more depending on the number of areas selected; \$100,000 for preparation of the plan; \$60,000 - \$150,000 for environmental review. This option includes the preparation of corridor planning approaches such as being discussed by communities like Cool, El Dorado and Diamond Springs. It would address multiple forms of transportation, adjacent land uses and the connecting street network to enhance pedestrian and bicycle safety and business connectivity. Planning and design improvements would be done via a professional

services contract or by staff, depending on Board priorities and staff workload. If process includes design standards, professional services may include assistance with creating the standards (e.g., architectural renderings, graphics, prototypes, etc.). This option would be limited to the corridor, and would not address architectural design standards on private parcels.

Next Steps

Pursuant to preliminary feedback received from the Board today, staff will:

- If necessary, further refine potential scopes of work and staffing/cost estimates to the extent possible.
- Identify potential staffing impacts, potential implications to Board priorities, and options for the Board.
- Seek to modify the 2016/17 budget request consistent with the Board's preliminary feedback.
- Provide this information to the Board before or during the budget hearings in June.

Community Identity

The General Plan Statement of Vision and Plan Strategies encourage growth to reflect the character and scale of the community in which it occurs. General Plan Goal 2.4 promotes the enhancement of the character of existing rural and urban communities. A Community's identity is protected and enhanced when projects place an emphasis on both the natural setting and architectural design of a community. Detailing specific qualities and features unique to the community for which a project is proposed and requiring design to reflect these qualities help ensure that growth contributes to the quality of life, economic health, and the community.

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 related to such uses. 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.

Phase One

To implement Policy 2.4.1.2, the Board of Supervisors adopts the following format for the development of Community Design Guidelines for Communities identified in General Plan Policy 2.1.1.1 and/or Rural Centers to the extent possible

1. Guidelines for each Community may be developed for discretionary and ministerial projects setting forth standards for landscaping, architecture and other design elements within Commercial and Multi Family land uses and zoning.
2. The Guidelines include, but are not limited to, the following criteria: Historic Preservation; Streetscape elements and improvements; Signage; Maintenance of existing scenic road and riparian corridors; compatible architectural design; Designs for landmark land uses; Outdoor art, Recreation, and Open Space.
3. Guidelines shall be consistent with General Plan Policies, Zoning and all ordinances of the County of El Dorado.
4. The Board of Supervisors may appoint, by Resolution, a Community Advisory Committee for each community region to assist with development of community design guidelines.
5. The Community Advisory Committee will determine appropriate specific planning areas within each Community Region with the assistance of Planning Staff, local landowners and community input. Criteria will include historical patterns, General Plan policies,

Community Identity Process and Framework 2009

community services, neighborhood walkability, transit and general economic stability of the area. The Advisory Committee may also identify a neutral facilitator/moderator for a community workshops or charrette.* Seek if necessary, outside funding for staff assistance. Planning areas and process require approval by the Board of Supervisors prior to moving forward with community design guidelines.

6. The Advisory Committee should facilitate the development of community design guidelines through the following general process:
 - a. Identify the Commercial and Multi-Family designated land areas within each community;
 - b. Outreach for assistance in developing the guidelines to, at minimum, the following groups within each community : Historical Societies; design professionals; landscape professionals; engineers, land owners, agriculture, recreation advocates, health professionals, transit and other public and business/community planning groups;
 - c. Assist in preparation for community workshops or charrettes that will harness the talents and energies of all interested parties and supports a feasible plan that best represents the community's vision.
 - d. When the preparation work has been completed arrange for community meetings or charrettes;
 - e. Provide direct notice of the meeting to all property owners and businesses within the planning area; and all known social, fraternal, political and business groups within the Community Region. Provide notice, for example by publication, public service announcements and posters;
 - f. Participate in the community workshops or charrettes; and
 - g. Prepare Design Guidelines in a format best fitting and consistent with the outcome of the workshops or charrettes.
 - h. Return to the Board of Supervisors through the agenda process for a review of community workshops/charrettes outcome possible adoption of Community Design Guidelines and next steps.

Upon adoption of the Design Guidelines for a community, the Board of Supervisors should adopt design standards, a form base code, or an ordinance codifying the guidelines. A Design Guideline checklist could be developed that lists specific "yes/no" questions for each design element to determine whether a proposed project conforms to pictures, fixed standards and objectives embodied in the adopted Design Guidelines.

Phase Two

After adoption of the Design Guidelines, the Board of Supervisors may direct the Community Advisors Committee to consider additional proposals for community action developed during the Design Guideline process, including but not limited to:

1. Zoning amendments;

Community Identity Process and Framework 2009

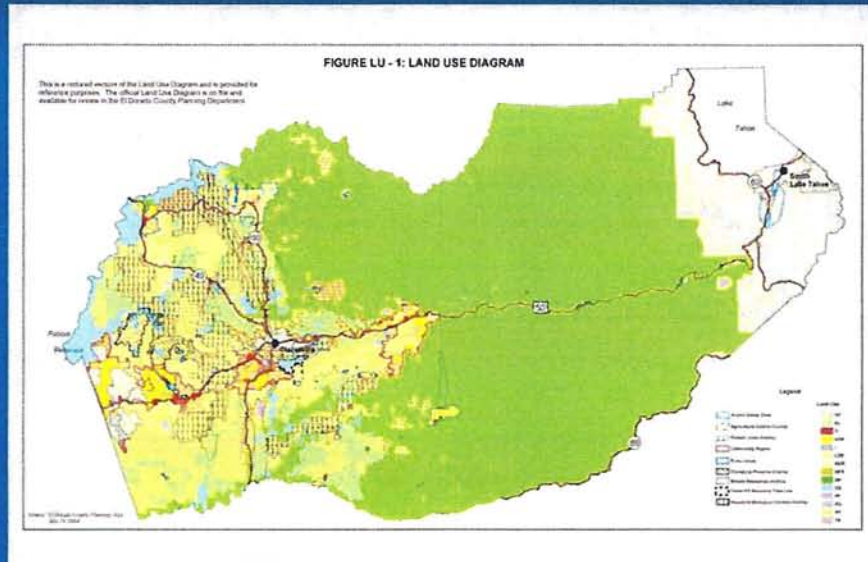
2. Form based codes;
3. Formation of special districts (LLD, CSD);
4. Parks;
5. Historical preservation;
6. Amendment of GP text and maps;
7. Incorporation;
8. Funding Sources for further community action: including but not limited to Transportation funds; Façade Improvement Grants; other grants; private contributions; Government; Economic Development funds.

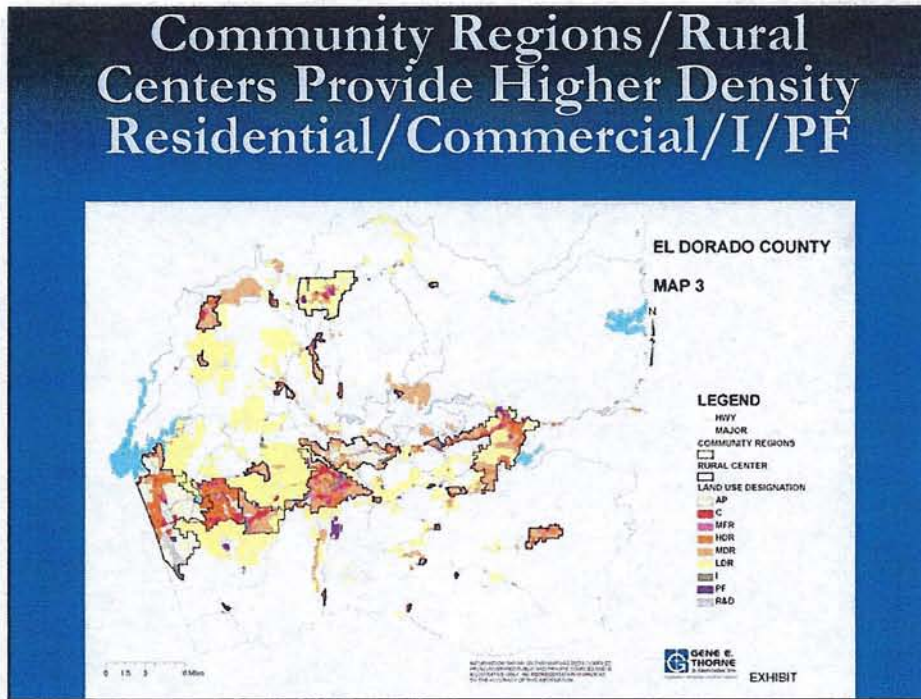
* A “charrette” is a technique used for consulting with all interested stakeholders when creating a design solution. A charrette typically involves intense multi-day meetings, that involve public officials, developers, and residents in a collaborative session in which a group of designers create a design concept. A successful charrette provides early input into the planning process and promotes joint ownership of solutions and attempts to defuse typical confrontational positions between residents and developers.

REGULATORY FRAMEWORK FOR COMMUNITY DESIGN

April 15, 2010

GP Land Use Map (LU-1)

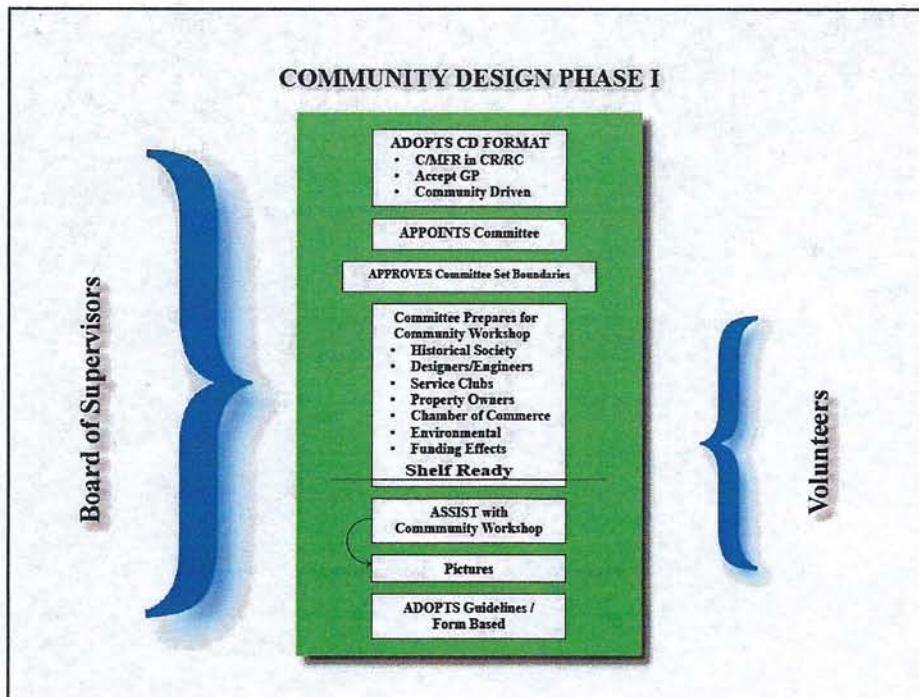




- ### Community Region/Rural Center Land Uses Provide EDC
- JOBS
 - HOUSING
 - COMMERCIAL/INDUSTRIAL
 - HOSPITALS, SCHOOLS, Public Facilities

Community Identity General Plan








- Goal 2.4 Maintain and enhance the character of existing rural and urban communities...
- Policy 2.4.1.1; Design Guidelines shall be expanded for commercial and multi family zoning districts.
- Policy 2.4.1.2; County shall develop community design guidelines in concert with members of each community...

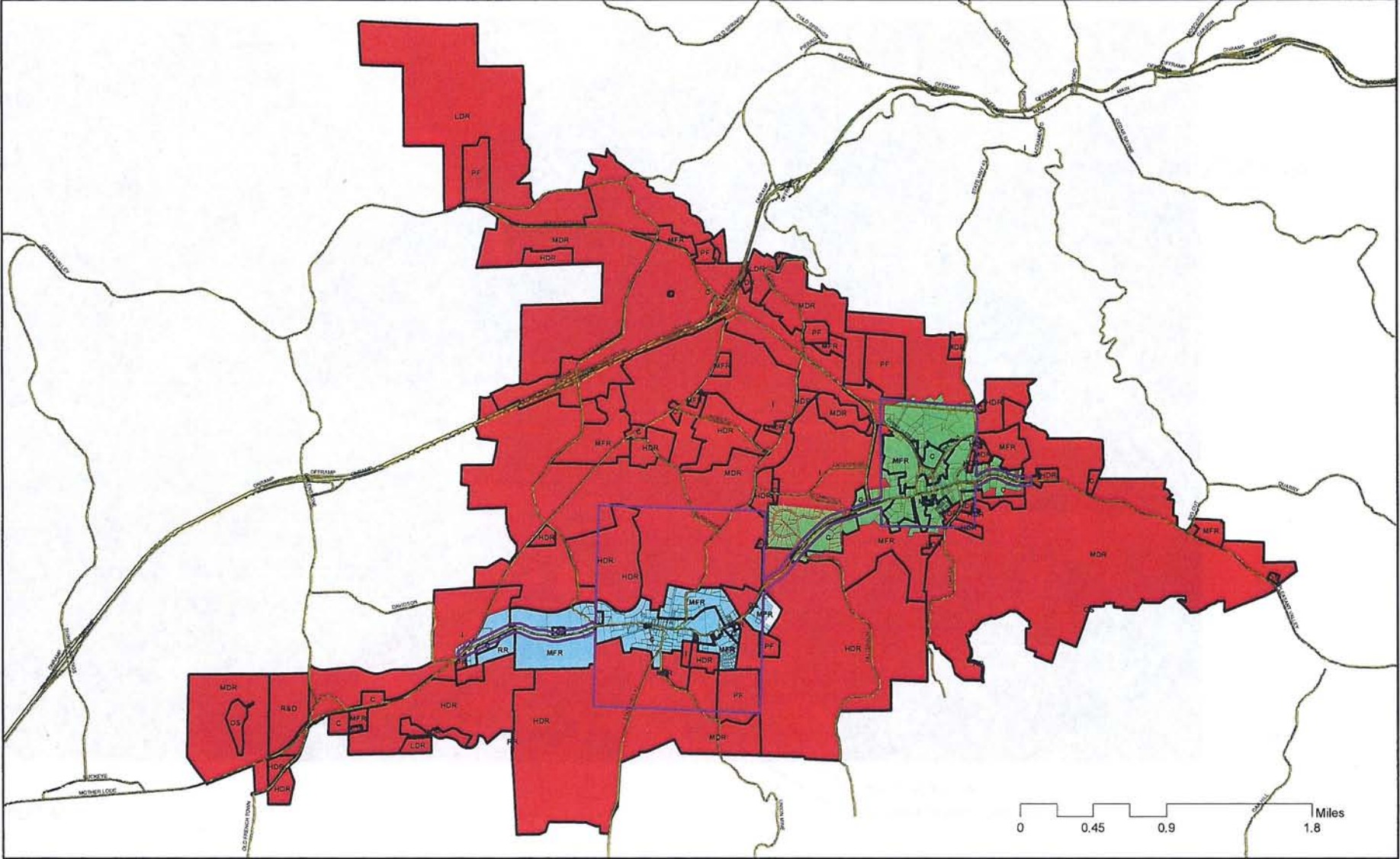




El Dorado/Diamond Springs Historic Overlays

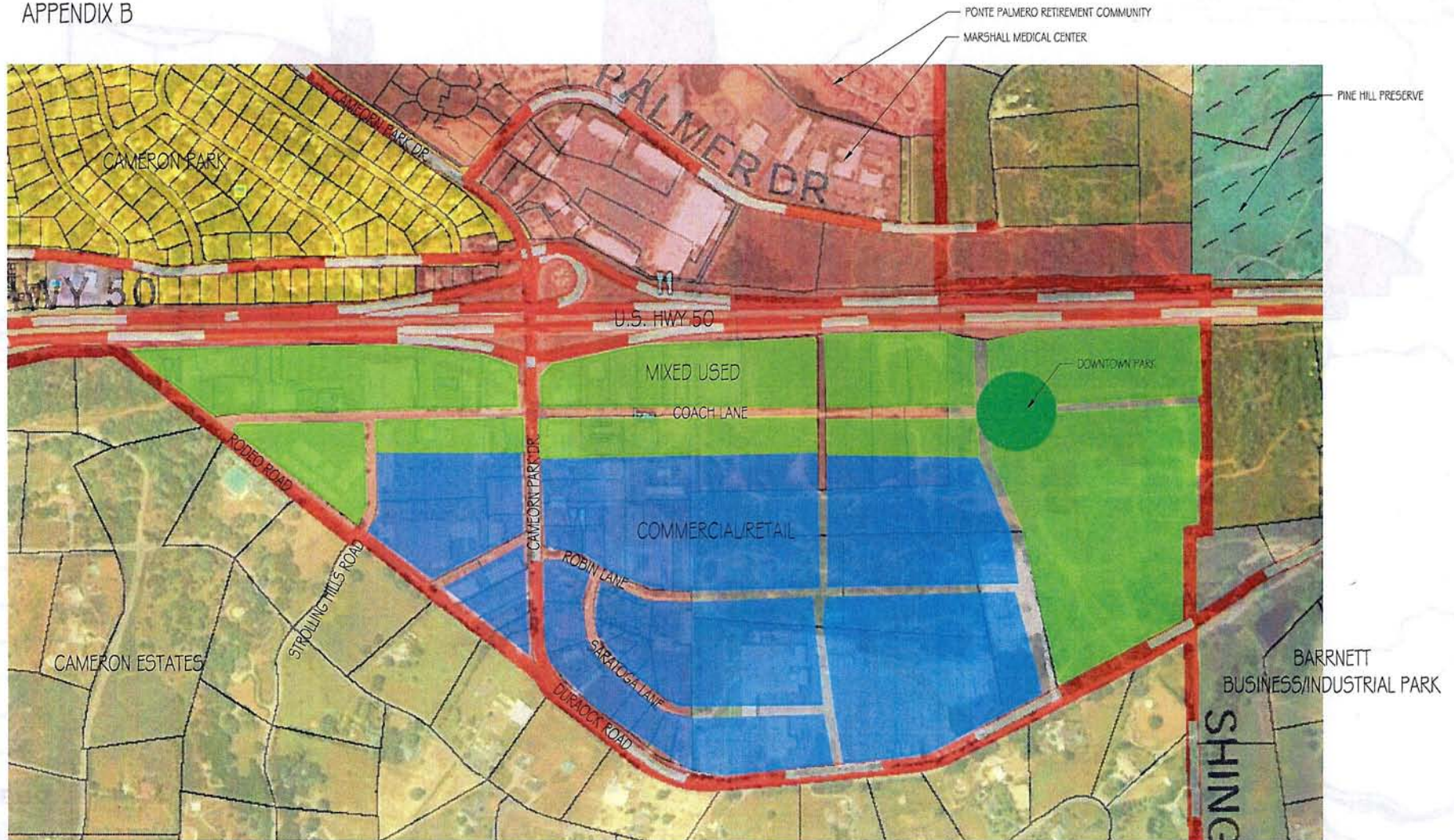
Legend

-  ED03 Townsites
-  DE Parkway (Proposed)
-  Major Road
-  HARRINGTON_BP (Proposed)
-  DE_Historic_Overlay
-  ED_Historic_Overlay
-  ED_ED Community Region



Map Created By:
Planning Services
Susan Moore
2010 Parkside Ct.
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Revised 1/2011

APPENDIX B

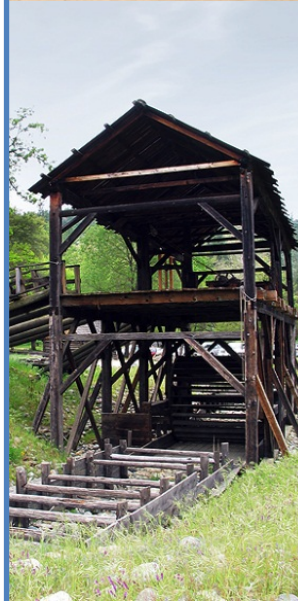


1 CAMERON PARK
SUSTAINABLE DOWNTOWN

Exhibit 2



Community Planning Guide



El Dorado County
Community Development Agency



November 2014



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Cover photographs courtesy of El Dorado County’s Photo Library published on the County website: <http://edcapps.edcgov.us/PhotoAlbum/photos.html>

Community Planning Guide

Overview of the Process

El Dorado County is fortunate to have community members who are fully engaged in the pursuit of enhancing the quality of life for all residents. Whether their goals are creating a community that offers good paying jobs, improving the ability to age-in-place or preserving the historical and rural character, citizens are collaborating to create communities throughout the County that build for the future while featuring and enhancing their distinctive community character.

This Community Planning Guide outlines an easy-to- follow seven (7) step process (“roadmap”) to initiate, collaborate and implement a community’s vision. Whether the goals are large or small, or involve comprehensive or incremental improvements, the County wants to partner with community members to realize a vision that fits within a community’s values and goals.

The approach is general to allow each community the flexibility to decide how far they want to go down the road towards a formal plan. There are no predefined geographic boundaries for each community in this process; each community may determine the planning area that makes sense for their community goals.

The Guide explains how and when the County gets involved in the process, providing the community with helpful resources, partnership opportunities and technical assistance when needed. The Guide was prepared based on input from the Community Economic Development Advisory Committee (CEDAC) and public comments received during the community outreach effort.

Relation to the County General Plan

This Guide was crafted to assist with implementation of General Plan Goal 2.4 and other General Plan objectives related to community planning. This Guide is intended to provide specifics on how the broad outlines of the County General Plan can be customized for each community. (See Appendix D for a list of the main elements of the General Plan.) The plans covered by this Guide include many possibilities, from just one aspect of the General Plan to a comprehensive “mini” general plan that covers all elements of the countywide General Plan. Each community has the opportunity to contribute to the overall scope of the plan. While this Guide is purposely general to make it useful across a variety of scenarios, it also includes the key steps to ensure a successful community planning process.

Why Have a Community Plan?

The purpose of a community plan is to implement the General Plan at a local level. A Community Plan allows a community to achieve General Plan implementation while maintaining and enhancing the character of existing communities with emphasis on the natural setting and built design elements. A Community Plan can enhance economic development opportunities and refine other countywide goals and policies to address a community's unique needs. With a robust Community Plan, implementation of the General Plan is not a "one size fits all" plan, but is tailored to follow the vision created by the community during the planning process.

A formal Community Plan is one optional outcome of the Community Planning Guide. The Guide also offers pathways to varying levels of "guidelines only" plans that do not require the level of technical detail provided for a formal plan, but still makes elected leaders aware of community preferences as they make decisions.

A formally adopted plan is a comprehensive planning document for a specific area that addresses a variety of land use related subjects in more detail than the General Plan. It is consistent with the General Plan but adds more specificity. Within the broad framework of the General Plan, a Community Plan is built with community preferences and reflects the community's goals for its future. Once adopted by the Board of Supervisors, the provisions in the plan are codified, making them enforceable.

If a community's vision would be supported by the creation of a comprehensive plan for the community, then this Guide will help ensure that all the needed steps are followed so that a final plan can be considered for adoption by the Board of Supervisors.

How Does the County Get Involved?

The County will be a valuable partner throughout the community planning process. The County's Community Development Agency (CDA) will be the primary point of contact for the community planning process. CDA staff will be happy to bring in other County resources as needed, and help to connect community-based planning groups with the Board of Supervisors for "check-ins" as plans progress. County staff can also connect community-based planning groups with any important outside agencies that may be required to participate in the process, and make the appropriate linkages to County Committees and Commissions. A full list of these can be found on the County website at <http://www.edcgov.us/Commissions.aspx>

If community-initiated efforts determine the need for a County-adopted Community Plan, the County will assist with all aspects of the formal adoption process, beginning with community outreach and culminating with the County's preparation of final documents for Board of Supervisors' consideration.

Each step in this guide will identify available County resources and require County interaction using the following categories:

- **Helpful Resources:** The County can provide technical expertise and data, and assistance with connecting the community to a wide variety of government resources available for the plan. It is not required to use these resources, but they can get the community off to a great start.
- **Partnership Requirements:** Most of the steps in this guide require the community and the County to work together, jointly completing each step in the community planning process. This will ensure the process is efficient and does not have to be revised in later phases.
- **County Led Technical Requirements:** A full Community Plan is an official planning document adopted by the County. Therefore, the process requires County involvement, with the final stages consisting of highly technical work, led by the County. This ensures the community vision is consistent with all of the current laws, regulations and relevant planning documents and that the plan can be implemented. Requirements to periodically present the current status of the planning effort directly to the Board of Supervisors will be indicated in the section and underlined for emphasis.

Planning Step 1 of 7

JOIN TOGETHER

Begin the Journey

Any community members that care about the community they live in, and want to secure their community's future can initiate the process. Prior to initiating any changes within their communities, it is vitally important for community members to take leadership within their communities by identifying and engaging many diverse groups of interested community members, not just a select group. This group should research existing and past plans and efforts so they can build on what is currently in place. This step is led by the community with the County providing resources including necessary links to local government required processes and procedures.

Outreach:

The first step is for the community to identify diverse community perspectives, gather existing mailing lists and build a master contact list. Then planning can begin for the first outreach steps, to discover the community values and priorities; what does the community care about the most?

County Involvement

Helpful Resources:

- The Community Planning Guide, including helpful charts like the "Roadmap" to the community planning process (page 14).
- The County has a wide variety of technical abilities to assist communities, access to studies and reports, and lists of interested citizens from each community to add to the outreach efforts.

Partnership Requirements:

- The County's awareness of who is involved and will be included to ensure comprehensive community representation.

County Led Technical Requirements:

- The County will provide a link to related Board-appointed advisory committees and commissions and the Board of Supervisors to ensure appointed and elected countywide leaders are aware of the community's interest and that it is embarking on a planning process. Any entities that are central to the desired goals of the community will be brought in at this point to participate and/or advise.

Planning Step 2 of 7

CAPTURE UNIQUE CHARACTER

Open Meetings and Outreach

In this step, the community planning group begins the formal outreach process, reaching out to the broader community asking questions like:

- Where have we been?
- Who are we now and where should we go as a community?
- What are our assets?

Begin the process by gaining an in-depth understanding of the short and long-term future the community wants for themselves. This is the visioning stage, where the community clarifies its values and goals.

Now is a good time to consider the community's preferred planning area for the planning process. Communities can use the General Plan as a guide to create custom planning areas focusing on selected areas within a community such as around commercial and downtown centers. Just keep in mind that participation in the planning process needs to be inclusive - everyone needs to have a voice in the process.

This is the time when the community should work with the County to decide how best decisions will be made in the planning process to ensure the direction remains consistent with the General Plan and that it is inclusive of all the varying viewpoints.

This step is led by the community with the County providing guidance on public outreach and decision frameworks.

(continued on next page)

Planning Step 2 of 7

CAPTURE UNIQUE CHARACTER

Open Meetings and Outreach

Outreach:

The process to reach out to the community and make decisions on the input is developed in this step. The most common form of outreach in this step is a facilitated open meeting or series of meetings with surveys and other outreach tools to assist. At this stage, the Community should begin creating a dedicated website to inform the community of process and store the elements of the plan.

County Involvement

Helpful Resources:

- Zoning, standards, and guidelines to inform the public process
- Media and public involvement resources

Partnership Requirements:

- Involvement of the community at-large, the community planning group and the County

County Led Technical Requirements:

- Workshops to inform and engage the community (see Appendix C)
- Use of Community Planning Guide roadmap and framework
- Board appointed planning group to act as a steering committee if proceeding to a formal plan

If no county enforcement is required in order for a community to achieve its goal(s), the community may now present its preferences to the Board of Supervisors (“taking a Roadmap off-ramp”).



Stop here if the goal(s) do not require any county enforcement.

Planning Step 3 of 7

GATHER AND SHARE DATA

Sub-Committees Are Formed

In this step, the planning group forms sub- committees to dig deeper into all of the topics of interest identified in the public meetings. Committees usually fall into the areas of social, fiscal and economic issues, and the character, aesthetics and environment of the community. Specific considerations include:

- Commercial and multifamily areas
- Historical and cultural assets
- Unique community resources
- Walk/bike, automobile, and transit

This step is led by a partnership between the Community and the County.

Outreach:

Data can be gathered from the County, but the community planning group should also reach out to experts, hold focus groups, use online tools and ensure that the broader community is kept involved in and informed of the work of the committees via regular notifications. Website updates and email blasts are important components of the public notification process.

County Involvement

Helpful Resources:

- The County can help both with direct data and in finding data sources

Partnership Requirements:

- Certain data is key to the process and the County will provide what is available

County Led Technical Requirements:

- The County must review the data presented to ensure accuracy and consistency with the General Plan

Planning Step 4 of 7

FORMAL PLAN PROCESS

Key Questions Guide

At this point, the community has reached a critical juncture in the process where the community must determine the direction the planning process will follow. After documenting the progress to date, the community planning group can choose to end the process and simply provide elected leaders with preferred guidelines, instead of a formal and enforceable plan. If a decision is made to proceed to a full community plan, then other questions must be addressed:

- Are all of our preliminary plans consistent with the General Plan?
- Are we in a designated Community Identity area?
- Do we have a final preferred planning area?
- How should the process and ultimate implementation of the Plan be governed at the community level?

This step is led by a partnership between the community and the County.

Outreach:

Input from the larger community is critical at this juncture. Surveys, other community engagement and facilitated meetings can help to consider, evaluate and prioritize options. A synopsis of all stakeholder input to date should be publicly available and comments considered as the details are finalized. A transparent and inclusive process is an important part of this step as the pieces begin to form into a whole.

(continued on next page)

Planning Step 4 of 7

FORMAL PLAN PROCESS

Key Questions Guide

County Involvement

Helpful Resources:

- The County can help in navigating the decisions
- The County can prepare a Consistency Finding report

Partnership Requirements:

- Assist with governance structure guidelines
- Assist in determining planning area
- Help integrating Community ID if applicable

County Led Technical Requirements:

- Identify any amendments needed to the General Plan
- *Present decisions to the Board of Supervisors*

The community should begin to turn decisions into draft plans. Options for “Capture Unique Character” should be created with visuals such as maps, photos, simulations, and artistic/architectural renderings.

In partnership with the County, the community should discuss how the proposed plan will be implemented and what kind of governance structure may be appropriate. Depending on the size and scope of the proposed plan, the plan may be implemented by the County and/or with the establishment of a Community Advisory or Design Review Committee.

This is the community’s vision for the future, informed by the General Plan.

Planning Step 5 of 7

PUT IT ON PAPER

Create the Draft Plan

This step is led by the County in partnership with the community planning group. The Draft Plan must be comprehensive, long-range, related to the planning area, and include an implementation plan.

Outreach:

In this step the County will work with the community planning group directly, but the step does not require any additional outreach until the draft plan is finalized.

County Involvement

Helpful Resources:

- The County can help with both technical assistance and grant applications to obtain resources, if needed.

Partnership Requirements:

- The Draft Plan will be done together with the community planning group

County Led Technical Requirements:

- The County will determine the final Community plan elements. Some examples of commonly used elements are:
 - Transportation
 - Design
 - Public Facilities and Services
 - Economic Development
- *Present decisions to the Board of Supervisors if taking the off ramp (See Roadmap)*



Stop here if the community is to be self-organized with an agreement on guidelines. Board awareness of preferences, but no enforceable plans will be adopted.

Planning Step 6 of 7

PRESENT THE DRAFT

Time for a Workshop

A workshop is a special kind of community meeting, designed for community members to discuss and “weigh in” on the proposed community plan that is anticipated to be adopted. A workshop is filled with visual displays, experts and creative ways for community members to give their input on the proposed plan, ask questions and discuss trade-offs and priorities. This takes a plan from draft stage to an adoptable plan. The Workshop makes the planning choices clear, and also provides suggested governance options.

This step is directed by County with Community participation.

Outreach:

The workshop is the outreach vehicle for everyone who participated in the previous steps. Also it is important to devise a way to discern the input of the actual residents of the planning area. The plan should reflect the whole county context that can be provided by countywide stakeholder groups, but prioritize the input of the residents living and working within the plan area.

County Involvement

Helpful Resources:

- County can assist with the necessary steps to a successful workshop
- County can provide both technical analysis and grant application assistance to obtain resources, if needed

Partnership Requirements:

- County will lead the public planning process with community participation

County Led Technical Requirements:

- The Workshop is a required step in the process
- *Members of the Board of Supervisors will be invited to attend the Workshop*

Planning Step 7 of 7

FINALIZE THE PLAN

Who is Responsible?

After the workshop, the Draft Plan will be modified to incorporate the input of the workshop participants. The last step is to finalize the governance structure of the proposed community plan. There are many ways to govern a Community Plan, ranging from allowing the Board of Supervisors to directly manage the Plan, using the Plan guidelines for enforcement, to the creation of a Board-appointed Community Advisory Committee (CAC) to meet regularly and oversee routine enforcement of the Plan. On a regular basis, the CAC could also hear testimony from the public and make recommendations to the Board regarding significant governance issues or proposed development projects within the Plan area. In any case, guidelines for governance will need to be created and approved by the County Board of Supervisors.

Outreach:

The governance guidelines should include a plan to engage the broader community on a regular basis, beyond the open meetings of the governing body.

County Involvement

Partnership Requirements:

- County will lead the preparation of Community presentations

County Led Technical Requirements:

- CEQA requirements will be led by the County
- Board resolutions for governance will be prepared by the County
- *The final Plan and governance structure will be presented to the Board of Supervisors. The governance plan requires approval, and the Plan can be adopted once all the regulatory requirements are met.*



Adopt the Plan, Celebrate and Implement!

Community Planning Guide Roadmap ^{Exhibit 2}

LEGEND

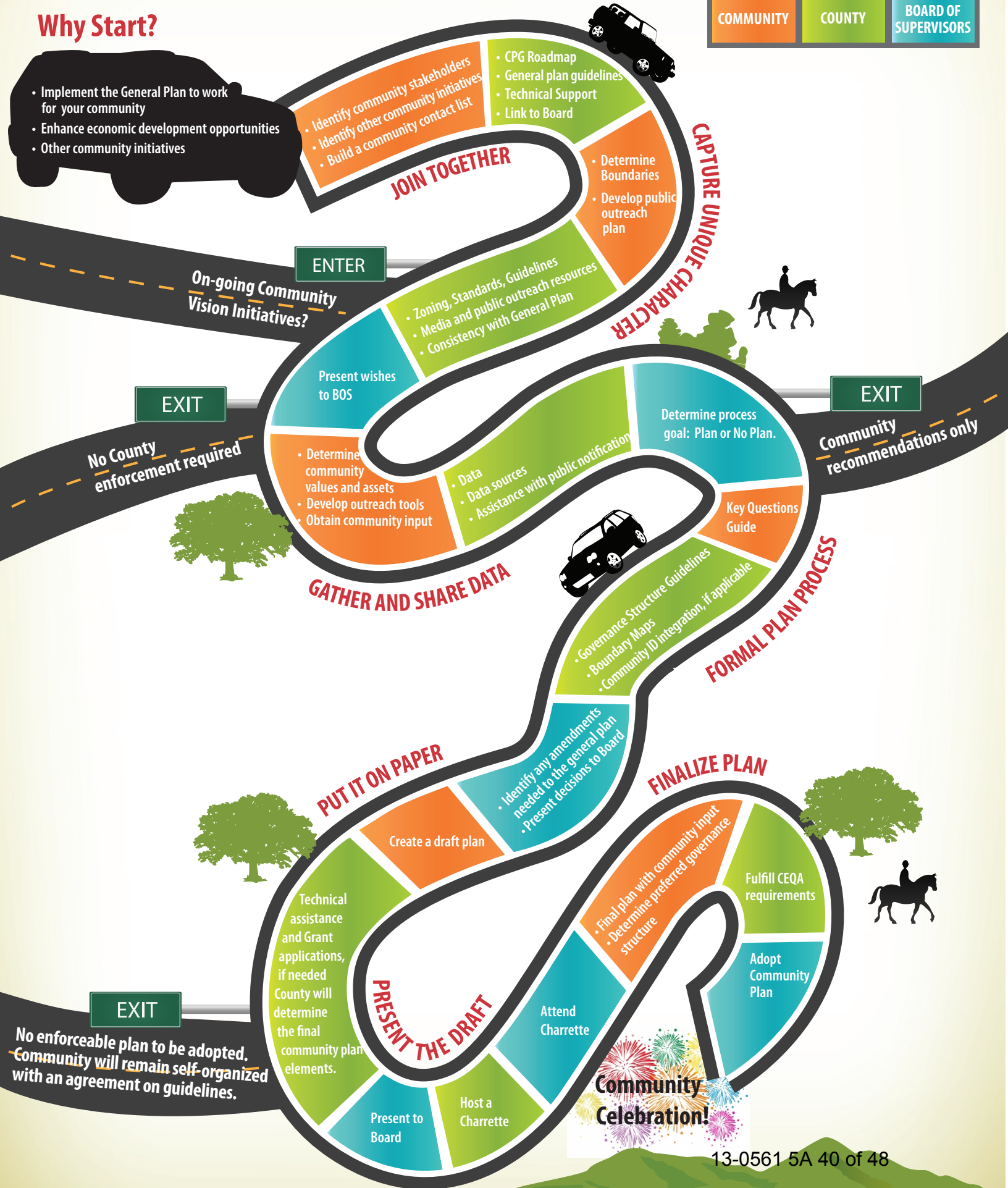
COMMUNITY

COUNTY

BOARD OF SUPERVISORS

Why Start?

- Implement the General Plan to work for your community
- Enhance economic development opportunities
- Other community initiatives

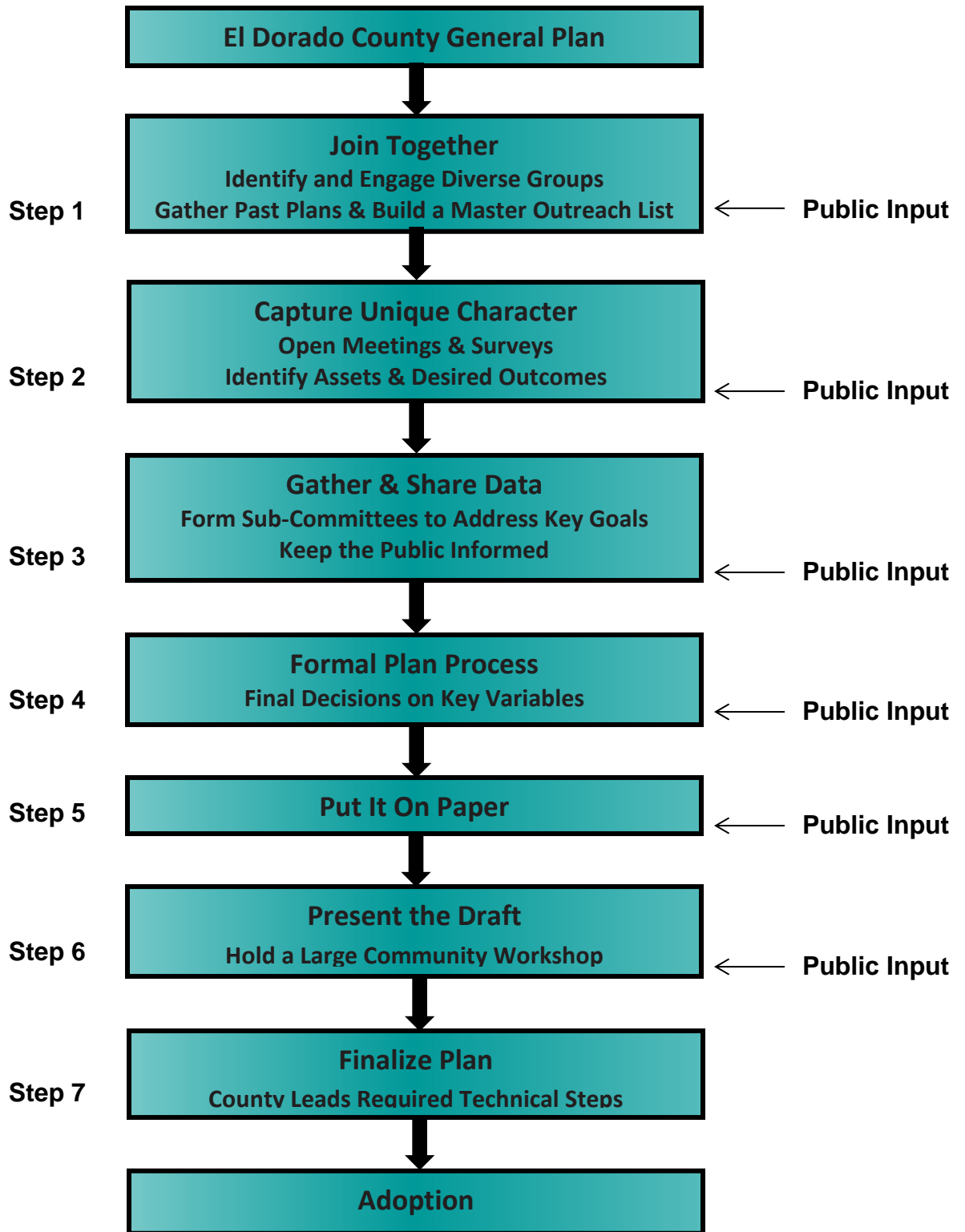


Appendix A: Planning Timeline

General Community Plan Update Timeline <i>(Actual duration of update components will vary)</i>											
Possible Community Plan Update Components		Phase I: 6 months		Phase II: 1st Year				Phase III: 2nd Year			
Community Plan <i>(New or Update)</i>	30 months										
Contracting	3–6 months										
Establish a Community Planning Group & Develop a Public Outreach Strategy	3 months										
Public Meetings and Planning Commission Workshops <i>*Community Workshops/Charrette</i>	24 months				*	*	*		*		
Existing conditions data gathering and analysis	3 months										
Mobility/Traffic Studies and Forecasting	15 months										
Developing and drafting plan policies <i>*Drafts of Community Plan</i>	12 months							*			*
Identify and prepare Zoning Updates <i>(if necessary)</i>	5 months										
Environmental Impact Review (EIR) process – screenchecks, Draft EIR, public review and Final	10 months										
Public Facilities Financing Plan <i>(if necessary)</i> – Conducted on a separate timeline, but concurrent with Community Plan Process	5–7 months										
Planning Commission and Board of Supervisors approval Process. <i>*Schedule first hearing</i>	3–4 months										*

**The 2 month hearings timeline is not included in the plan update schedule.*

Appendix B: Process Steps



Appendix C: Outreach Strategy Schedule

Outreach Strategy Schedule						
Outreach Effort	Timeframe	Phase I: 6 mos.	Phase I: 6 mos.	Phase II: 1 st Year	Phase III: 2 nd Year	Public Hearings ¹
Establish a Community Planning Group	3 months	*				
Weekly subcommittee meetings 1st: Kick off meeting See Table 2-2: for subsequent subcommittee meeting topics	1 meeting/month					
Subcommittee Focus Group Meetings	varies					
Community Planning Group Progress reports and updates Formal Recommendation	Every 1–3 months			*		
Community Surveys	1–5 months					
Public workshops	5 workshops minimum					
Visioning (2)	2 workshops					
Goal setting (2)	2 workshops					
Alternatives (2)	2 workshops					
Special Issues	varies					
Intense charrette process (up to six days in the length)	2–6 days					
Walk audits	1 day					
Presentations to appointed and elected boards – updates/workshops	6 meetings minimum					
Planning Commission	2 workshops average					
Board of Supervisors	2 workshops average					
Tribal Noticing and Consultation	90 day notice					
Public Hearing Process	3–4 months					
Planning Commission	<i>1 month</i>					
Noticing	10 business days					
Report	6 wk from docket date					
Board of Supervisors	<i>2 months</i>					
Noticing	10 business days					
Report	6 wk from docket date					

1. The hearings timeline is not included as part of the official 2½ year plan development/update schedule.

Appendix D: **General Plan Elements**

There are nine elements in the El Dorado County General Plan. Community Plans can cover anywhere from one of these to all nine.

1. Land Use
2. Transportation and Circulation
3. Housing
4. Public Services and Utilities
5. Health, Safety and Noise
6. Conservation and Open Space
7. Agriculture and Forestry
8. Parks and Recreation
9. Economic Development

County General Plan:

http://www.edcgov.us/Government/Planning/Adopted_General_Plan.aspx

Appendix E: **Links to Sample Community Plans**

El Dorado County Meyers Area Plan (Third Draft, June 2014):

http://www.edcgov.us/Government/Meyers/Documents/Meyers_Area_Plan_Revised_Draft_June2014.aspx

Prior Meyers Community Plan (October 27, 1993):

<http://www.edcgov.us/Government/Planning/LandUsePlans/MeyersCP.aspx>

Meyers Community Plan Main Page:

<http://www.edcgov.us/Meyers/>

Grass Valley's Community Design Guidelines:

http://www.cityofgrassvalley.com/services/departments/cdd/pdf/Community_Design_Guidelines/CH7.pdf

Nevada County Area Plans

<http://www.mynevadacounty.com/nc/cda/planning/Pages/Nevada-County-Area-Plans.aspx>

Nevada County's North San Juan Rural Center Area Plan

<http://www.mynevadacounty.com/nc/cda/planning/docs/Area%20Plans/North%20San%20Juan%20Rural%20Center%20Area%20Plan.pdf>

Placer County's Sheridan Community Plan

<http://www.placer.ca.gov/sheridan>

Placer County's Tahoe Basin Area Plan

<http://www.placer.ca.gov/departments/communitydevelopment/planning/tahoebasinareaplan>

For more information on El Dorado County's community planning process, contact:
Community Development Agency, Long Range Planning Division
(530) 621-4650 or www.edcgov.us/LongRangePlanning/

Exhibit 3

Examples of Other Jurisdictions Community Planning Efforts

	Timeline	Staff/Consultant Resources	Public Input	Environmental	Challenges	Estimated Cost
Placer County						
Sheridan Community Plan (1,100 pop.)	2 Years Nov 2012 – Jan 2015	100% In-house staff	Open Door Working Group 10 regular participants; no more than 20	Negative Declaration with land use changes (rezones);	One unhappy property owner; threatened to sue	\$125,000 (1/3 FTE over 18 months @ \$125/hr)
Granite Bay Community Plan (21,000 pop.)	3 Years Jan 2009 – Feb 2012	100% In-house staff	Open Door Working Group – 20-30; good balance of residents & developers; respected each other); met monthly; twice/month towards end	Negative Declaration (Policy Update Only; no land use changes)	Proposed land use changes; very controversial; community opposition; land use changes dropped in Aug 2010	\$750,000 (1 FTE for 3 years @ \$125/hr)
Tahoe Basin Area Plan (9,700 pop.)	6 Years 2011 – early 2017	Consultant plus 20% staff support	3 different working groups by Area; appointed by one Supervisor	EIR	TRPA Lake Tahoe Region; Environmentalists	\$1.65 million \$1M (Consultant), \$350K (EIR); \$300K (20% FTE/yr @ \$125/hr)
Nevada County						
Soda Springs Area Plan (81 pop. in 2010)	2 Years Fall 2014 – Fall 2016	100% In-house staff	Open process with participation from large cross-section of Donner Summit stakeholders (30-35 residents, businesses, ski resort, property owners), eight workshops to date; mailers to all property owners; other groups help get word out (i.e., local merchants, Donner Summit Area Association)	Negative Declaration with some land use changes (rezones in commercial area)	Started with low hanging fruit, non-controversial (recreation/natural resources), hard to forecast; project can go sideways; environmentalists; opposition to land use/zoning changes	\$550,000 (1 FTE for 2 years @ \$137/hr)

Exhibit 3

Examples of Other Jurisdictions Community Planning Efforts

	Timeline	Staff/Consultant Resources	Public Input	Environmental	Challenges	Estimated Cost
San Luis Obispo County						
San Miguel Community Plan (2400 pop.; 3,600-4,000 est. pop by 2035)	6 Years 2011 - 2016	In-house Staff (Plan); Cal Poly senior class (public outreach); Consultant - Tech Reports (Traffic, Water, Econ Strategy, Public Facilities Financing Plan; EIR (in-house/consultant)	Cal Poly senior class led public outreach effort	EIR (partially done in-house, consultant completed)	Staff constraints; Scope creep; Inadequate resource needs calculations; Management turnover and Board redirection	\$380,000 - \$400,000 \$130K (Draft Plan); \$125K (Tech Reports; (funded with SCG Grant); \$125K (EIR)
Los Osos Community Plan	4 Years 2013 – Spring 2017	One full time staff; plus 2-4 part-time staff annually for 4 years.	Los Osos Advisory Council	EIR	Coastal Commission	\$350,000 (EIR)
Sacramento County						
Arden Arcade Community Action Plan	5 ½ Years December 2000 – June 2006		Broad outreach - multiple avenues of participation (e.g. workshops, questionnaires, newsletters, direct mail to every address in Arden Arcade.)			Over \$ 1 million
Fair Oaks Boulevard Corridor Plan (72,000 residents, Carmichael)	5 Years 2007-08 – Oct 2011	Consultant (Plan); In-house (community workshops, staff support)	4 year process – multiple community workshops attended by hundreds of residents		Already had a lot of buy-in with the CAP; Toward tail end when economy declined; some push back from the commercial business owners/developers	\$200K (Consultant – Plan); EIR (cost unavailable) \$1 – 2 million (In-house 1-2 FTE, 5 yrs @ \$120/hr)

Exhibit 3

Examples of Other Jurisdictions Community Planning Efforts

Links:

Placer County Sheridan Community Plan

<http://www.placer.ca.gov/sheridan>

Placer County Granite Bay Community Plan

<http://www.placer.ca.gov/departments/communitydevelopment/planning/documentlibrary/commplans/granitebaycp>

Tahoe Basin Area Plan

<http://www.placer.ca.gov/departments/communitydevelopment/planning/tahoebasinareaplan>

Nevada County Soda Springs Area Plan

<https://www.mynevadacounty.com/nc/cda/planning/Pages/Soda-Springs-Area-Plan.aspx>

Nevada County Area Plans (Higgins Corner, North San Juan, Penn Valley, Loma Rica Industrial Area)

<https://www.mynevadacounty.com/nc/cda/planning/Pages/Nevada-County-Area-Plans.aspx>

San Luis Obispo County San Miguel Community Plan

<http://www.slocounty.ca.gov/planning/sanmiguel.htm>

San Luis Obispo County Area Plans (Estero, North Coast, San Luis Bay, South County Coastal, The Area Plans – Inlands)

http://www.slocounty.ca.gov/planning/General_Plan_Ordinances_and_Elements/Area_Plans.htm

Sacramento County Arden Arcade Community Action Plan

<http://www.per.saccounty.net/LandUseRegulationDocuments/Documents/Arden%20Arcade%20CAP%20Sept%202006%20Final.pdf>

Sacramento County Fair Oaks Boulevard Corridor Plan

<http://www.per.saccounty.net/LandUseRegulationDocuments/Pages/FairOaksBoulevardCorridorPlan.aspx>