

COMMUNITY PLANNING



APRIL 4, 2016 – Board of Supervisors



**Community Development Agency
Long Range Planning Division**

PURPOSE



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



PURPOSE



- NOT requesting Board direction or decisions today
- Intent is to:
 - Hear directly from communities
 - Receive Board preliminary feedback

Following Board's preliminary feedback today:

- Staff will return to Board during 2016-17 County-wide budget discussions with budget estimate for community planning efforts based on Board feedback.



BACKGROUND & OVERVIEW



- **General Plan Policy 2.4.1.2** 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.



BACKGROUND & OVERVIEW



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



BACKGROUND & OVERVIEW



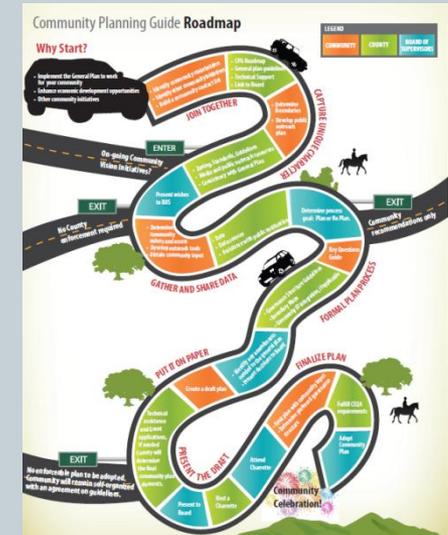
- 2009 – CEDAC presented the Board with draft “framework” for process on how a community plan would be created and adopted
- Same time – County initiated comprehensive Zoning Ordinance Update and first 5-year review of 2004 General Plan
- Board postponed implementation of GP Goal 2.4 (Community Identity “ID”) and Policy 2.4.1.2 until the GP 5-year review was completed.



BACKGROUND & OVERVIEW



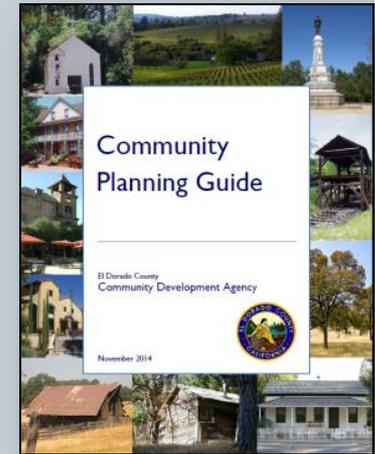
- 2012 – AIM Consulting contracted to assist CEDAC with community planning over next two years
- 2013 – First community workshop held in July; 35 attendees, from 9 communities
- 2013 – County initiated Cultural and Community Development Grant Program; Approx. \$80,000 provided to various community groups



BACKGROUND & OVERVIEW



- June 2014 – Community Planning Guide public working draft presented to Board
- Aug 2014 – nine community meetings to receive feedback on draft guide; over 110 community members participated
- Nov 2014 – final Guide presented to BOS
- March 2016 – Board adopted County-wide Strategic Plan; community planning included in Infrastructure and Economic Development goals



- Public Safety
- Good Governance
- Economic Development
- Healthy Community
- Infrastructure



CURRENT COMMUNITY-BASED PLANNING



- 2016 – Staff met with members of four communities:
 - Cool
 - Diamond Springs/El Dorado
 - El Dorado Hills
 - Shingle Springs
- Following is staff’s understanding of these community members’ initial objectives for a community planning effort.



COMMUNITY-BASED PLANNING

COOL



- Jan 2016 – Staff met with Cool business & property owners and Caltrans staff to discuss options to improve safe and accessible bike/ped facilities in downtown commercial area (Hwys 49/193)
- Follow-up discussions – type of planning effort (e.g., corridor plan), to address public right-of-way and streetscape improvements, signage, recreation, open space, overall planning process



COMMUNITY-BASED PLANNING

DIAMOND SPRINGS/EL DORADO



- Feb 2016 – Staff attended DS/ED Community Advisory Committee (CAC) meeting
- CAC members expressed desire for a corridor plan that provides safe walking and bicycling facilities along Pleasant Valley Road/Hwy 49 between the two communities; also need for parks



COMMUNITY-BASED PLANNING

COOL & DIAMOND SPRINGS/EL DORADO



- **General Scope** – Corridor Plan to improve safety and accessibility for pedestrians and cyclists (Cool - within downtown commercial area/intersection of State Highways 49 and 193; DS/ED – Pleasant Valley Road between DS/ED)
- **Process** – Board-adopted corridor plan
 - Consistent with adopted General Plan and zoning
 - No General Plan amendment or rezones required
 - Would require significant Caltrans involvement
- **Both communities ready to initiate process**



COMMUNITY-BASED PLANNING

EL DORADO HILLS (COMMUNITY REGION)



- Early 2016 – Staff met with two members of CEDAC-EDH with different ideas about the plan’s scope:

Member 1: (1) Coordinate existing design standards with new design standards for all development;
(2) Update EDH Business Park model

Member 2: (1) Create design standards for commercial, multi-family and single-family zoned land;
(2) Inventory all public lands/identify community needs;
(3) Create community plan for former public golf course



COMMUNITY-BASED PLANNING

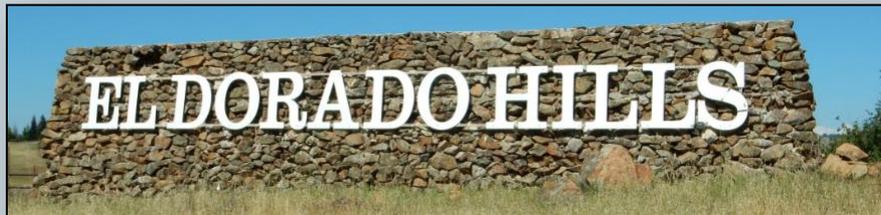
EL DORADO HILLS



- **Process – Board-adopted community plan & ready to initiate now (both members)**

Member 1: No base map changes to General Plan or Zoning Ordinance

Member 2: General Plan Amendment(s) and rezone(s)



COMMUNITY-BASED PLANNING

SHINGLE SPRINGS



- Early 2016 – Staff met with small group of residents multiple times; same residents hosted a community meeting in March
- **General Scope:**
 - Create design standards (e.g. building design, architectural elements, land use compatibility) for commercial/multi-family zoned land;
 - Formal process to ensure compliance with standards;
 - Tailored standards for train depot



COMMUNITY-BASED PLANNING

SHINGLE SPRINGS



- **Process:** Board-adopted community plan
 - Consistent with adopted General Plan
 - No GPA required
 - Do not anticipate “base” zoning changes
 - May want to rezone commercial & multi-family zoned lands to add an overlay requiring design review for consistency with proposed design standards



COMMUNITY-BASED PLANNING

PAST DISCUSSIONS WITH OTHER COMMUNITIES

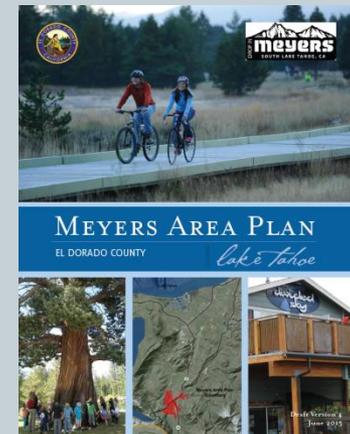


- **Cameron Park** – Strong design standards for commercial areas including signage



- **Pollock Pines** – Community visioning workshops in 2013 led by former District 5 Supervisor; CEDAPP outreach in 2015 on updated Sign Ordinance

- **Meyers** – Community Plan Update initiated in 2012; Currently in environmental review phase



OPPORTUNITIES, RISKS & EXPECTATIONS



- Community planning can strengthen connections between the County, local communities and other stakeholders through increased dialogue and active problem solving.
- Not a short-term task; vast majority require multiple years to complete and significant commitment of County resources, including staff time and funding *(See Exhibit 3 for examples from other communities)*
- Successful community planning involves significant discussion, negotiation and compromise amongst all parties involved.



OPPORTUNITIES, RISKS & EXPECTATIONS



- Potential risks include:
 - *Insufficient resources over the long term (e.g., staffing, funding, etc.)*
 - *Lack of Clear Project Management Plan*
 - *Lack of Focus/Scope Creep*
 - *Insufficient Outreach and Community Engagement*
 - *No Clear Official “Leaders” or Governance Structure*



OPPORTUNITIES, RISKS & EXPECTATIONS



- ***Insufficient Resources Over the Long Term***

Suggested Mitigation Options:

1. Commit to certain amount of staffing and funding for each individual plan(s) initiated and adhere to those limits
2. Commit to total amount of staffing and funding for all community plans initiated with no set amount for any one effort, or
3. Commit to providing any and all resources necessary to accomplish the scope of the plan(s)



OPPORTUNITIES, RISKS & EXPECTATIONS



- ***Lack of Clear Project Management Plan***

Suggested Mitigation:

- Create and document well thought out plan up front for each community planning effort
- Plan would build on Community Planning Guide to include project-specific processes/details to address the complete project management cycle
- Detail specific processes to be performed within each cycle and define the tasks that comprise each cycle.



OPPORTUNITIES, RISKS & EXPECTATIONS



- ***Lack of Focus/Scope Creep***

Suggested Mitigation:



- 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



OPPORTUNITIES, RISKS & EXPECTATIONS



- ***Insufficient Outreach & Community Engagement***

Suggested Mitigation:

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



OPPORTUNITIES, RISKS & EXPECTATIONS



- ***No Clear Official “Leaders” or Governance Structure***

Suggested Mitigation:



- An official (i.e., Board-identified) leader or governance structure should guide the process.
- Community Planning Guide calls for Board- appointed steering committees, 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 BOARD TO CONSIDER



If the Board is interested in initiating and funding one or more community planning efforts within the next fiscal year:

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



QUESTIONS FOR BOARD TO CONSIDER



3. 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?
4. 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?
5. Should community plan processes be phased?



QUESTIONS FOR BOARD TO CONSIDER



6. Does the Board want to identify/appoint an official leader or governance structure to guide the process?
 - How many members should each committee have?
 - 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?



QUESTIONS FOR BOARD TO CONSIDER



7. Should the planning effort require a public outreach plan approved and managed by County?
8. How should these planning efforts be funded/staffed?
 - Are there other potential funding sources (other than the General Fund)?
 - Should a maximum amount of County funding/ staffing be identified for (1) each community planning process, (2) all community planning process(es) in total, and/or (3) each fiscal year (anticipating most will be multiple-year processes)?



PRELIMINARY OPTIONS TO CONSIDER



1. Initiate One Community Planning Effort in Fiscal Year 2016/17 with limited scope
2. Initiate Multiple Community Planning Efforts in FY 2016/17
3. Update County-wide Community Design Guide; create custom design prototypes for interested communities
4. Initiate Form Base Code effort for select downtown areas
5. Focus on Corridor and Transportation Planning



PRELIMINARY OPTION 1



- **Start with One Community Plan Only**
Once complete, use the process and final plan as template for other communities, and initiate one or two community plans per year thereafter.
 - Allows each effort to be completely independent.
 - Could take years as it only addresses one community at a time, requiring other communities to wait.



PRELIMINARY OPTION 2

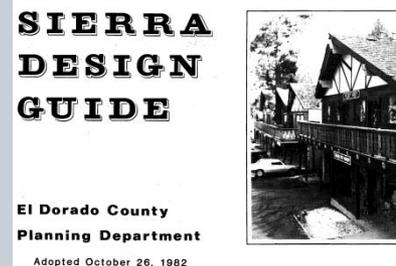
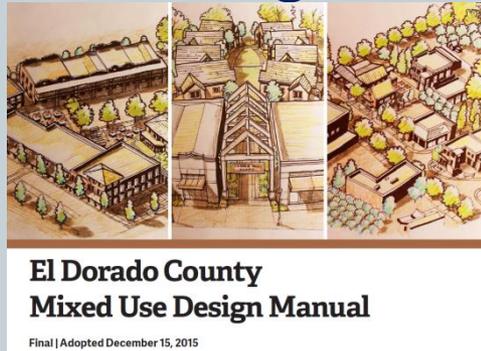
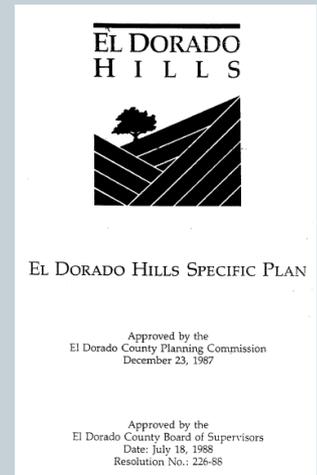
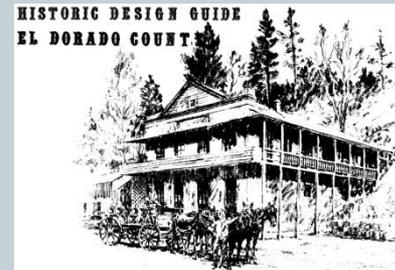


- **Initiate Multiple Community Plans Simultaneously**
 - Allows each effort to be completely independent and address disparate topics.
 - Some economies of scale or cost savings might be achieved if preparation of plans and required environmental reviews are completed simultaneously.
 - Comes with very high cost; necessary to be sustained over multiple fiscal years.
 - Requires the Board to significantly reprioritize staff workload and/or require significant consultant resources and/or hiring of additional staff.



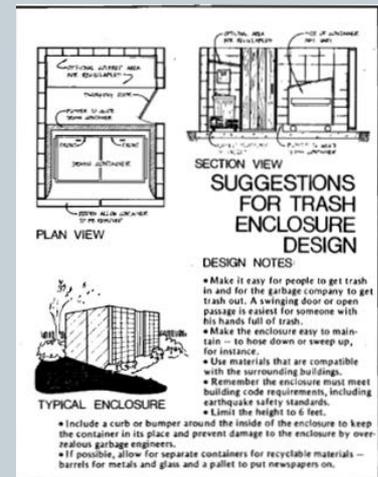
PRELIMINARY OPTION 3 – PART 1

- Update County's existing Community Design Guide
- Guide last updated in 1981
- Other types of design guides adopted subsequent to
- Opportunity to coordinate various guides



PRELIMINARY OPTION 3 – PART 2

- Prepare a menu of commercial and multifamily architectural “prototypes” for building design, public spaces, streetscape, etc.
 - Individual communities could “tier” from County-wide document to create customized design guidelines that fit their community’s unique character
 - Resulting document would be community-specific design guidelines/standards adopted by the Board



PRELIMINARY OPTION 3 – Part 3



- Updating the Community Guide and preparing design “prototypes” could be done simultaneously or sequentially
- Addresses all communities at once, instead of initiating processes for only a select few
- May achieve economies of scale for staff time and professional services,
- 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



PRELIMINARY OPTION 4



- **Form Base Coding** focuses on select downtown areas, block-by-block design - Results are plans substantially more specific than design guidelines/standards.
 - Used by many jurisdictions to regulate land development that foster predictable built results.
 - Focuses on physical form of area, and less on the “use” that would occupy the space.
 - Is a regulation and not a guideline.
 - Addresses issues raised during the 2011 General Plan 5-year review related to “I’m Thinking of a Color”



PRELIMINARY OPTION 4...cont.



Form Base Coding

- Used most often for infill development and revitalization of historic town centers
- Requires substantial staff and professional resources as form base coding requires high degree of graphics and visual images.
- Limits number of areas selected to be planned

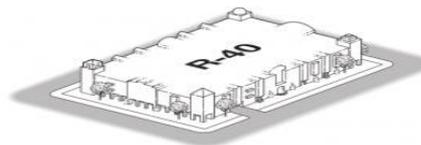
Conventional Zoning

Density use, FAR (floor area ratio), setbacks, parking requirements, maximum building heights specified



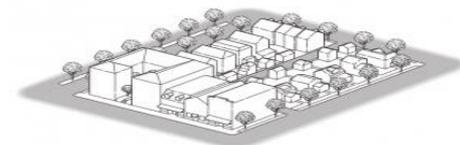
Zoning Design Guidelines

Conventional zoning requirements, plus frequency of openings and surface articulation specified



Form-Based Codes

Street and building types (or mix of types), build-to lines, number of floors, and percentage of built site frontage specified.



PRELIMINARY OPTION 5



■ Corridor Planning

- Includes preparation of corridor planning approaches as discussed by communities like Cool, Diamond Springs and El Dorado.
- Addresses multiple forms of transportation, adjacent land uses and connecting street network to enhance pedestrian and bicycle safety and commercial connectivity.



OPTION 5...cont.



Corridor Planning

- Planning and design improvements would be done with professional services contract or by staff, depending on Board priorities and staff workload.
- Professional services may include assistance with creating standards (e.g., architectural renderings, graphics, prototypes, etc.).
- Limited to the corridor, and would not address architectural design standards on private parcels.



COMPARISON OF OPTIONS

	Opt 1	Opt 2	Opt 3	Opt 4	Opt 5
Consistent with General Plan	Maybe	Maybe	Yes	Likely	Likely
Consistent with Board Adopted Strategic Plan	Maybe	Maybe	Likely	Likely	Yes
Self-Implementing Policies, Ordinance, Standards	Maybe	Maybe	Yes	Yes	No**
Initial Relative Costs (Plan Development)	Med-High	Very High	Med	High	Med
Timeframe for Implementing	1-4 yrs/plan	2-4+ years	1-2 yrs	1-4 yrs	1-2 yrs
Long-term Relative Staff Time/Cost	Low-Med	Low-Med	Low	Low	High**
Comparable Counties/Cities	Placer, Nev, Sac, SLO	N/A	Grass Valley, Placer	Santa Ana, Benecia, Grass Vly	Many

****Following adoption, projects would need to be added to CIP to be funded and built.**



COMPARISON OF OPTIONS...cont.



Gross-Level Estimated Resource Requirements/Cost

Option	Plan Prep	Environmental Review	Duration
1.	\$125K - \$500K	\$60K - \$500K	1 – 4+ yrs
2.	\$125K - \$500K (each plan)	\$60K - \$500K (each env review)	2 – 4+ yrs
3.	\$150K	\$60K - \$150K*	1 – 2+ yrs*
4.	\$250K - \$500K	\$100K - \$350K	1 – 4+ yrs
5.	\$100K	\$60K - \$150K	1 – 2+ yrs

****Add 3-6 months min. for custom design guidelines/standards prototypes and \$25K per community for additional environmental review.***



NEXT STEPS



Description	2016-17				
	Apr	May	Jun	?	?
Refine potential scopes of work, staffing/cost estimates	◆				
Identify potential staffing impacts, implications to Board priorities, and options		◆			
Modify 2016/17 budget request & provide to Board during budget hearings			◆		
Internal preparation (e.g., consultant contracts) and pre-planning				◆	
Initiate first community planning effort					◆



AFTER THIS PRESENTATION



- Board initial Q & A
- Hear from community members present at this workshop
- Receive preliminary feedback from Board on questions in staff report
- After this workshop, staff will return to Board during 2016-17 County-wide budget discussions with budget estimate for community planning efforts based on Board feedback.

