# El Dorado County Planning Commission

TGPA-ZOU Project – Public Meeting,
Thursday August 14, 2014

- Project Components by Objectives
- Draft Mixed Use Development Design Manual
- Draft Community Design Standards and Guidelines

# This Meeting's Purpose

- Project Background, including Draft EIR
- Review project components for preparation of recommendation beginning August 18th
- Review draft sections of the proposed Land Development Manual, Volume 3, including:
  - Draft community design standards and guidelines
  - Draft Mixed Use Development Design
     Manual

# This Meeting's Purpose

- Discussion for preparation of a Planning Commission Recommendation to the Board of Supervisors on the TGPA-ZOU Project
  - Commission will not be taking any final action on the Project
  - Commission is not required to advise the Board on all of the policy and ordinance changes that make up the project
  - Commission can choose to make selected recommendations only

# Today's Agenda

- TGPA-ZOU Background
- Purpose of a "Program" EIR
- Key Components 1-4
  - Planning Commission discussion and Public comment
  - Break
- Key Components 5-8
  - Planning Commission discussion and Public comment
  - Break
- Key Components 9-11
  - Planning Commission discussion and Public comment
- Next Steps

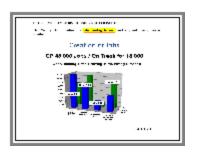
#### TGPA-ZOU - How We Got Here

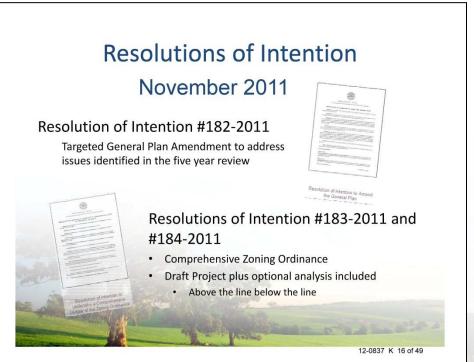
2011 2012 – July 2014 2008-2010 2011-2012 **General Plan 5-TGPA-ZOU** Priority **Year Review DEIR** Priority •Ag District Boundary Create more jobs •Camino/Pollock CR •Capture more sales •30% Opens Space Priority Priority tax revenue ZO Formatting Complete Travel •General Plan Reduce constraints •General Plan **Demand Model** Implementation to moderate housing Implementation Disclose impacts and New State Laws Promote Ag and mitigation Deferred Housing and Natural Resources •Inform the decision Transportation needs Sign Ordinance Scenic Corridor Economy and Deferred Mixed Use Sign Ordinance Changes in market Development (MXD) Mixed Use •Final decision until • Constraints on Jobs, Animal Raising and Development (MXD) environmental Sales Tax, Housing Keeping •Cultural Resources review is complete and Ag Deferred Animal Raising and Keeping Broad amendments to Land Use Map Inclusion of private **GPAs and Zoning GPAs Ordinance Update TGPA-ZOU** 

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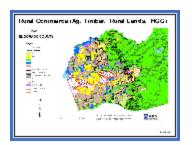
# TGPA-ZOU Background: Objectives Established

Jobs & Jobs/Housing





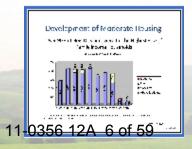
Rural Lands, Rural Commerce, Ag and Natural Resources



Sales Tax Leakage



Moderate Housing



# TGPA-ZOU Background: Board of Supervisors Identified Goals

- Bring differences between the General Plan and other County planning ordinances and manuals into a more useful, beneficial and consistent format
- Create a series of changes (reform) to the current regulatory process
- Achieve adoption of a:
  - Zoning Code Consistent with 2004 General Plan (ZOU)
  - Targeted General Plan amendments (TGPA)
  - Required 2013 Housing Element Update
- Complete a Travel Demand Model Update

## **TGPA-ZOU Common Misconceptions**

- ✓ TGPA-ZOU <u>Does Not</u> Include General Plan Land Use changes, except for:
  - ✓ Ag District expansions, Camino/Pollock Pines Community Region amendment and minor map corrections.
- ✓ TGPA-ZOU <u>Does Not</u> create any new parcels or entitle a landowner to additional dwelling units.
  - ✓ Discretionary Approval of a subdivision would be required. A finding of consistency with the General Plan is required for all Discretionary approvals.
- ✓ TGPA-ZOU <u>Does Not</u> Include the Privately initiated Major General Plan Amendment Residential Projects.
- ✓ TGPA-ZOU <u>Does Not</u> include the comprehensive update to the CIP requiring a revised 20-year forecast per General Plan Policy TC-Xb.
- ✓ TGPA-ZOU <u>Does Not</u> include the addition of, or planning for 33,000 new homes.

## TGPA-ZOU "Program" EIR

- CEQA Guidelines Section 15146(b)
  - "An EIR on a project such as the adoption or amendment of a comprehensive zoning ordinance or a local general plan should focus on the secondary effects that can be expected to follow from the adoption or amendment, but the EIR need not be as detailed as an EIR on the specific construction projects that might follow."

## TGPA-ZOU EIR Analysis

- This program EIR is a stand-alone document
- TGPA-ZOU EIR is not "tiered" from any prior EIR
  - References pertinent to the analyses contained in the 2004 General Plan EIR were used
- The TGPA-ZOU EIR draws its own conclusions about the significance of the environmental impacts of the TGPA-ZOU

## **EIR Impact Sources**

- EIR compares future development consistent with the General Plan (with the TGPA/ZOU included) to existing conditions
- The impacts generally result from proposed:
  - Changes in hillside development standards
  - Changes in open space requirements for PDs
  - Changes in types/intensities of uses allowed under the current zoning ordinance
- This includes impacts associated with implementation of the adopted General Plan

## **EIR Mitigation Measures**

- Recommended Project revisions to reduce impacts include:
  - Limiting relaxation of hillside development standards
  - Limiting size of Resort/Retreat Centers, music festivals, and Private Recreation Areas in ZOU
  - Limiting location of Public Utility Service Facilities in ZOU
  - Compatibility review for Ranch Marketing uses
  - Restrict incompatible uses in TPZ areas
  - Add construction-related exhaust limitations
  - Extend timeframe of Transportation/Circulation
     Element Policy TC-Xa

#### Future Use of TGPA-ZOU EIR

- TGPA-ZOU "Program" EIR primary purpose to examine potential significant environmental impacts of the project.
- Program EIRs can be used as a basis for approving later actions that are within its scope without the need to prepare a new EIR (CEQA Guidelines Section 15168) with two limitations:
  - Any later action must be "within the scope" of the Program EIR
  - When within the scope, must still examine to determine if there
    is a substantial increase in the severity of any of the significant
    impacts
- Program EIR can be used in conjunction with other CEQA streamlining tools, including but not limited to CEQA Guidelines section 15183

## **Key Components: Overview**

#### 1. State Compliance

- Regional Housing Needs Assessment (RHNA)
- Mixed Use Development Density
- Infill Development
- Rural Commerce, Recreation and Expanded uses in Timber Preserve (TPZ) Zoned Lands
  - Rural Region Commercial and Industrial Uses
  - Expand Recreation Uses in Selected Zones
  - Expanded Uses in TPZ Zones

#### 3. Site Planning & Design

- Land Development Manual, Including Community Design Standards and Guidelines
- Mixed Use Development Design Manual
- 4. Zone Mapping Criteria and Consistency with General Plan

- 5. Planned Development, Density Bonus and 30 Percent Open Space
- 6. Protection of Wetlands and Sensitive Riparian Habitat
- 7. Hillside Development Standards; 30 Percent Slope
- 8. Public Infrastructure (Roads, Water and Sewer), Facilities and Utilities
  - Relaxation of Public Water and Wastewater Hook Up Requirements in Community Regions
  - Public Utility Service Facilities allowed in Planned Agricultural, Agricultural Grazing, Rural Lands, Forest Resource and TPZ Zones
  - Traffic Related Policy Amendments
- 9. Community Region/Rural Center Boundary
  Amendments
- 10. Agricultural District Boundary Amendments
- 11. Corrections to Imperfections, Errors in the Adopted General Plan and Zoning Ordinance and Other (Minor) Policy Clarifications

- Dam Failure Inundation (DFI):
  - Recommend <u>removal</u> of the General Plan amendment proposing to remove language referencing DFI areas and associated maps (Policies 6.4.1.4 and 6.4.1.5); DFI areas should remain publicly disclosed based on State law.
- Multi-Family Residential (MFR):
  - Recommend <u>removal</u> of the proposed General Plan amendment to increase maximum densities to 24-30 units/acre; the adopted Housing Element meets State requirements without a density increase.
- High Density Residential (HDR):
  - Recommend <u>removing</u> consideration of up to 8 dwelling units per acre; this was not reviewed as part of the Project EIR.

# Traffic and infrastructure-related components recommended for <u>removal</u> from the Project:

 Reduce roadway widths, with the primary goal of conformance to the Housing Element of the General Plan as described in the Project ROI

(This item will be deferred for future incorporation into the proposed [Roadway] Standard Plans.)

 Remove Table TC-1 (General Roadway Standards for New Development by Functional Class) and move it to another document (i.e., Standard Plans or LDM)

(Note: This item will be deferred for future incorporation into the proposed [Roadway] Standard Plans.)

Traffic and infrastructure-related components recommended for <u>removal</u> from the Project (continued...):

- Consider Moving Table TC-2 (Level of Service Standards) to another document
   (As a result of the analysis, staff has determined that this table will remain in
   the General Plan, and not be moved, since it is closely tied to General Plan Policy
   TC-Xa which was included as part of the Measure Y initiative.)
- Amending Policies TC 4i, TC-5a, TC-5b, and TC-5c regarding paths and sidewalks:
   These policies were proposed to be amended to provide more flexibility as to when sidewalks are required.

(This item will be deferred for future incorporation into the proposed [Roadway] Standard Plans.)

Traffic and infrastructure-related components recommended for <u>removal</u> from the Project (continued...):

- The El Dorado Hills Business Park employment cap limits would be analyzed and either amended or deleted, as appropriate (This item will be deferred to the major Five-Year update to the CIP and TIM Fee Programs, which is currently in process.)
- Clarify the definition of "worsen", under Policy TC-Xe, which impacts
   Policies TC-Xd and TC-Xf

(This item will be deferred to the major Five-Year update to the CIP and TIM Fee Programs, which is currently in process.)

# Component 1: State and Federal Compliance

- Regional Housing Needs Assessment (RHNA)
- Mixed Use Development Density
- Infill Development

# Commercial/Mixed Use and Multi-Family

## Fix the process

- Amend the General Plan to reduce constraints
  - Density (SB375 20 Units Per Acre)
  - Open Space vs. Public Space
  - Slope
  - Residential concurrency
  - Allow MUD in MFR
  - Allow detached compact residential in C/MUD and MFR with traditional neighborhood and mixed use design principles without PD
- Create Multiple Commercial Zones
- Codify the Mixed Use Development "Prototypes"
- Development Design Guidelines (architecture)
- Adopt basic Community I.D. format

# Why Mixed Use Development (MUD)?

# With our current limited resources, we must accomplish our big picture goals

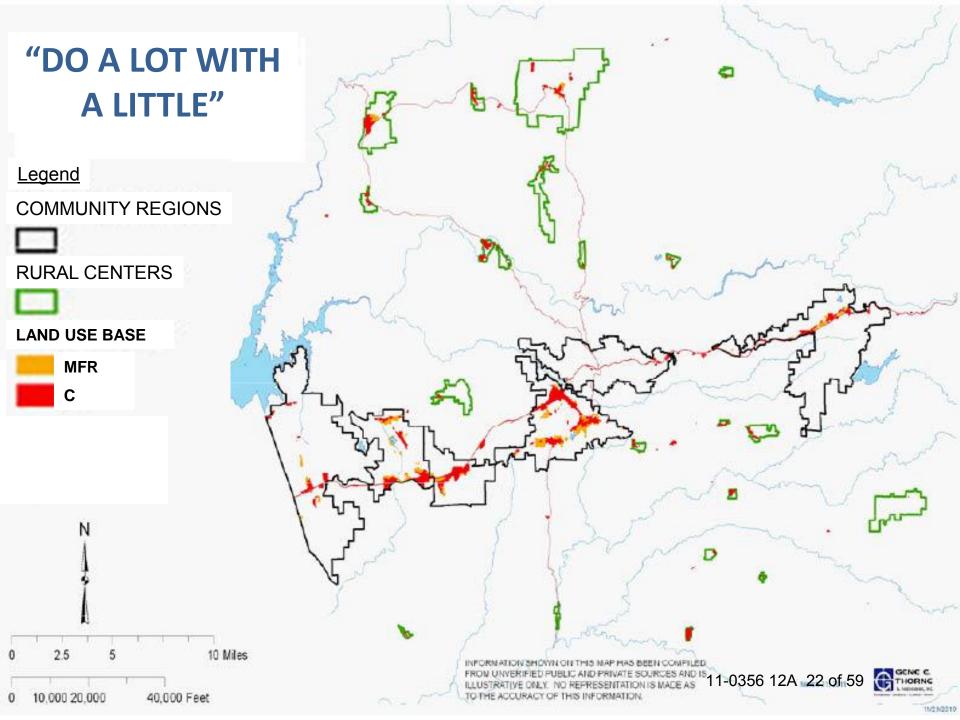
#### • THE GOAL:

- Sales Tax / Jobs / Moderate Housing
- Plan for best uses in "appropriate areas"

#### • 2004 GENERAL PLAN:

– Current General Plan States:

"...numerous zone districts shall be used to direct specific commercial uses to appropriate areas...."



# Commercial & Mixed Use Development Inventory

#### Vacant Commercial Zoned Land with Sewer

Parcel Breakdown	# of Parcels	% of Total Parcels	Acreage	%of Total Acreage
Less than 1 Acre	145	55%	63	10%
1-3 Acres	79	30%	144	22%
4-9 Acres	28	11%	162	25%
10-16 Acres	7	3%	89	14%
20-57 Acres	6	2%	192	30%

85% of the parcels are smaller than 3 acres

# Phasing Mixed Use Development (MUD) on Multi-Family Residential (MFR) Lands:

Phase	Policy Goals	Adoption Status
MUDI	Allows MUD on commercial with a PD	Adopted December 10, 2009
MUD II	<ul> <li>Modify General Plan</li> <li>Density (RHNA)</li> <li>Open Space ( Public Space )</li> <li>Slope</li> <li>Residential concurrency</li> <li>Allow MUD in MFR</li> <li>Allow detached compact residential in MUD and MFR with core attributes of a traditional neighborhood and mixed use design principles</li> <li>Create form based "Prototypes" for MUD/TND using specific Commercial and Multi-Family zones</li> <li>Implement Community Identity framework (GP objective 2.4.1)</li> </ul>	Proposed for the targeted general plan amendment – The BOS directed on December 10, 2009 that MUD II policies would be brought back to the Board within one year.  EDAC completed framework in
		2010 – ready for BOS/Planning consideration
MUD III*	Community ID – Guidelines derived from local community initiative using grant/private funding	Timing Community driven with County cooperation as needed 11-0356 12A 24 of 59
	*MUD III is not part of the TGPA-ZOU Project.	

# Component 2:

Rural Commerce, Recreation and Expanded Uses in Timber Preserve (TPZ) Zoned Lands

- Rural Region Commercial and Industrial Uses
- Expand Recreation Uses in Selected Zones
- Expanded Uses in TPZ Zones

# Rural Lands: Camino / PP Community Region to Rural Center Home Occupations/ Live-work Expanded Allowed and Conditional Uses in ZOA \_- Commercial Land Uses allowed with General Plan Amendment

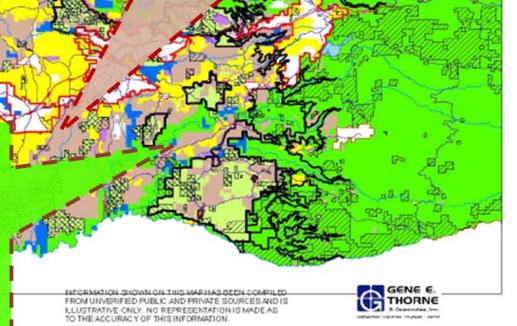




#### Forests/Mining:

Expanded Conditional Uses in TPZ
Subject to GP Required Finding
Recreation/Health and
Wellness

Map Mineral Resources



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# Component 3: Site Planning - Standards and Guidelines

- Proposed standards and guidelines:
   (Volume 3 of the Land Development Manual)
  - Community Design Standards and Guidelines
  - Mixed Use Development Design Manual

# Why Standards and Guidelines?



1. Developer will build considering minimum viability objectives only

2. County adopts
Missouri Flat
Commercial Design
Guidelines to create
a greater County
coordinated viability
story





 3. Panda Express would have complied with Design Guidelines if set in advance.

# Site Planning: Proposed Land Development Manual (LDM)

#### Board Objective for LDM

- Incorporate all adopted design standards and guidelines; and
- Serves as a consolidated reference tool; and
- Adoptable by Board Resolution

The LDM is a separate project from the TGPA-ZOU and will have an independent environmental review.

# Draft Volume 3 Table of Contents

- <u>Chapter 1</u>: Special Purpose Standards and Guidelines
- Cultural Resource Studies Guide\*
- Historic Design\*
- Landscaping and Irrigation
- Mobile Home Park Design
- Outdoor Lighting
- Parking and Loading
- Research and Development Design
- Chapter 2: Mixed Use Development
- Mixed Use Development Design Manual
- •
- Chapter 3: Community Design
- Community Design Guide\*
- Missouri Flat Design\*
- Sierra Design\*
- <u>Chapter 4</u>: Specific Plan Design Standards and Guidelines\*
  (Existing Specific Plans)

# Site Planning: Proposed Design Standards

- Previously adopted standards and guidelines will be integrated into Volume 3 of the proposed LDM.
- Community design standards under development include:
  - Landscaping and Irrigation
  - Mobile Home Park Design
  - Outdoor Lighting
  - Parking and Loading
  - Research and Development Design

# Site Planning:

## Why Mixed-Use Development?

#### The benefits of mixed use development include:

- Reduce automobile miles traveled
- Improve air quality
- More housing options
- Greater housing variety
- Shorter trips.
  - Mixed-use development reduces the distance between housing, workplaces, shops, restaurants, and other destinations.
- Stronger neighborhood character.
  - Mixed-use development can bring people together, help promote an identity for the area, and strengthen ties between residents, business owners, and visitors.
- More cycling and walking.
  - When home, work, and shopping are all close by, it can be easier and more pleasant to walk or bike. Shifting trips to bicycling and walking reduces traffic and pollution.

# Mixed Use Development Prototypes

- Historic Main Street Infill
- Historic Main Street Conversion
- Cottage or Multi-family addition
- Small-scale Phased Development
- Large-scale phased Development

## Mixed Use Standards and Guidelines

- Residential Density
- 2. Building Height
- 3. Floor Area Ratio
- 4. Lot Coverage
- Setbacks
- 6. Screening
- 7. Landscaping
- 8. Parking Lot Design
- 9. Parking
- 10. Loading
- 11. Mobility and Access
- 12. Site Amenities
- 13. Signage
- 14. Building Frontage
- 15. Lighting
- 16. Noise and odor
- 17. Windows
- 18. Entrances
- 19. Facades
- 20. Ceiling Heights

Each standard and guideline has one or more letters in black boxes directly to its left. These letters indicate whether the standard or guideline is applicable for horizontal mixed-use development (H), vertical mixed-use development (V), or large-scale mixed-use development (L). If a letter appears next to a standard or guideline, that standard or guideline applies to that mixed-use project type.



This **horizontal** mixed-use development features retail, offices, and residences spread across one parcel.



This **vertical** mixed-use building stacks offices above retail.



Large-scale mixed-use developments in El Dorado County may consist of single-family homes with a town center, all surrounded by forests, hills, or agriculture. (Source: Middle Green Valley Specific Plan)

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#### **BUILDING DESIGN**

## **Facades**

# Mixed Use Design

#### Context

Facades are the exterior faces of buildings and are often the principal contributors to a community's character. Facades in many of El Dorado County's historic communities reflect its heyday in the mid-to-late 19th century. The facades of new buildings should respect the historic context while contributing to the establishment of walkable, mixed-use communities.

#### Guidelines

- Design new infill buildings to reflect traditional design patterns HV of adjacent buildings. Creative interpretations of traditional elements are encouraged.
- Include rustic materials (e.g., wood or composites, corrugated HVL metal, rusted or antiqued steel, random stone, brick or similar materials) in the facade.
- Stain or texture (board-formed, streaked, or washed) any visible HVL concrete.
- Use horizontal elements such as porches, balconies, and HVL coursing to break up the vertical mass of the facade wall.
- If a building is to be wider than those traditionally seen in the H V L area, divide the building into modules that express the typical dimensions of the area.
- Design facades to have a solid-to-void ratio that appears similar H V L to the established community context.
- On corner lots wrap facade elements around the building. HVL



This new mixed-use building uses facade materials similar to those used in historic buildings. The different facade treatments help break up the long building.

The standard or guideline is applicable for:





## Component 4:

# Zone Mapping Criteria and Consistency with General Plan

## **Changes to General Plan Land Use Designations:**

- No changes were allowed except as follows:
  - Limited "clean-up" identified through the Comprehensive Zoning Ordinance Update (ROI 183-2011)
  - Camino/Pollock Pines Community Region (Previous ROI 110-2009)
  - To allow for Agriculture District Boundary changes (ROI 013-2011)

## Component 4:

# Zone Mapping Criteria and Consistency with General Plan

## **Changes to Draft Zoning Maps:**

- Zone changes were only allowed in specific instances resulting from:
  - Changes to zoning maps that were required in order for individual parcels to be consistent with General Plan Land Use Designations (Government Code 65860)
  - Removal of obsolete zones
  - Removal of duplicate zones
  - Addition of a limited number of new proposed zones to meet TGPA-ZOU goals and objectives

# PLANNING COMMISSION DISCUSSION AND PUBLIC COMMENTS

# **BREAK** 11-0356 12A 38 of 59

## Component 5:

## Planned Development, Density Bonus and 30 Percent Open Space

- Retains 30% open space objective in General Plan
- Modifies 30% open space requirement to:
  - Exempt projects less than 5 units, or smaller than 3 acres in Community Region and Rural Center, or condo conversions, or Multi Family Residential, or Mixed Use Development
  - Allows 15% improved open space and 15% exclusive use open space to meet 30% requirement in High Density Residential.
- Retains density bonus policies ONLY for projects meeting minimum 30% open space requirement
- Incorporates Ag protections and resources, including ability to use open space for Ag in Ag Districts

## Planned Development

 PLANNED DEVELOPMENT (PD) = "I am thinking of a color"

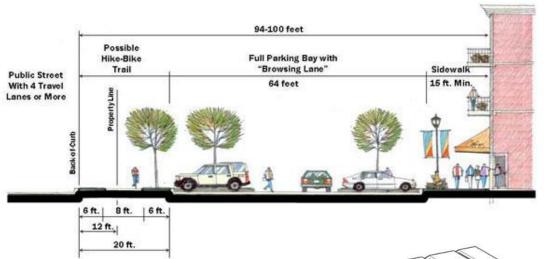
A successful development (today) takes:

- Different shapes
- Lots of color
- And a pot of gold

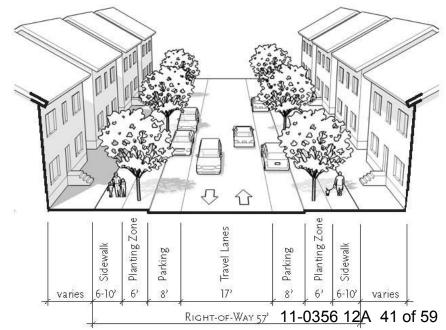


- PD's should be exception and not the rule
- Set standards up front.

#### Planned Development = Preplanned Standards



Planning one Planned
Development (PD) at a
time, results in public
uncertainty and
uncoordinated planning.



## Component 6:

## Protection of Wetlands and Sensitive Riparian Habitat

- General Plan Policy 7.3.3.4 and 7.4.2.5 mitigate impacts to "sensitive riparian habitats"
  - Discretionary applications with potential to impact wetlands or riparian habitats require a biological resource assessment to establish the setbacks, where required
    - May consider standardized setbacks for discretionary applications to streamline CEQA review for small projects.
  - Ministerial projects have standardized setbacks:
     25 feet from intermittent stream; 50 feet from perennial lakes, rivers, or streams

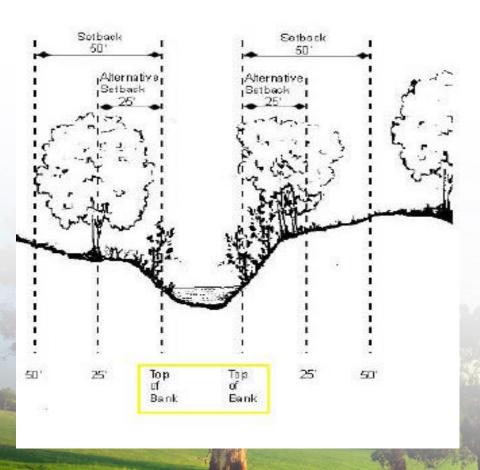
## Component 6:

## Protection of Wetlands and Sensitive Riparian Habitat

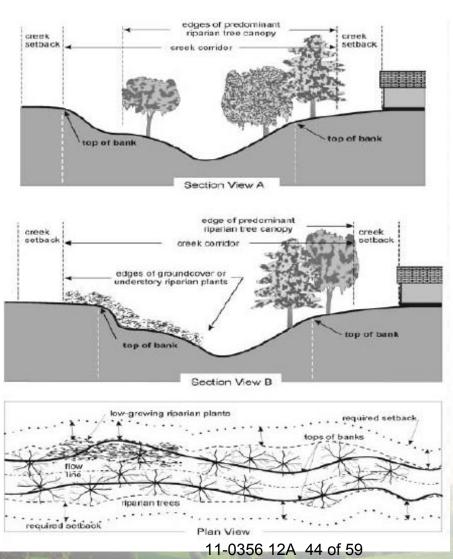
- Any setbacks or buffers, when required, shall be measured from ordinary high water mark
- Exceptions, as needed, for native landscaping, fencing, utilities and storm drains, trails, Agricultural uses, etc.
- Environmental Management setbacks for septic system disposal areas and septic tanks for water quality protection are codified

## Stream and River Setbacks

#### 2006 Interim Interpretive Guidelines



#### **Initial Draft Zoning Ordinance**



## Component 7:

## Hillside Development Standards; 30% Slope Restrictions

- Implements General Plan policies applicable to development within hillside areas
- Sets slope gradient calculation 30 feet of vertical distance for every 100 feet of horizontal distance, and vertical elevation of at least 50 feet
- Allows reasonable use on existing lots
- Includes Exemptions:
  - Construction of roads, public, public trails, entitled developments (previously approved), projects in Tahoe Basin, Agricultural uses
- Standards for new subdivisions to be incorporated into the Land Development Manual

## Component 8: Public Infrastructure

(Roads, Water and Sewer, Facilities and Utilities)

- Relaxation of public water and wastewater hook up requirements in Community Regions
- Public Utility Service Facilities allowed in Planned Agricultural (PA), Agricultural Grazing (AG), Rural Lands (RL), Forest Resource (FR) and TPZ Zones
- Traffic and Infrastructure-Related Policy Amendments

## Component 8: Public Infrastructure

(Roads, Water and Sewer, Facilities and Utilities)

## Traffic and Infrastructure-Related Policy Amendments Examples:

- Minor amendments to road improvement policy language:
   (e.g. amend TC-1m—delete "of effort"; TC-1n(B)—replace
   "accidents" with "crashes" to be consistent with
   transportation industry standard language; and TC-1w—
   delete "maximum.")
- Changing the document reference for the existing Circulation Diagram to "Figure TC-1" (No changes would be made to the document)
- Other items as listed in Project ROI's and as discussed in the Key Components Memo dated August 13, 2014

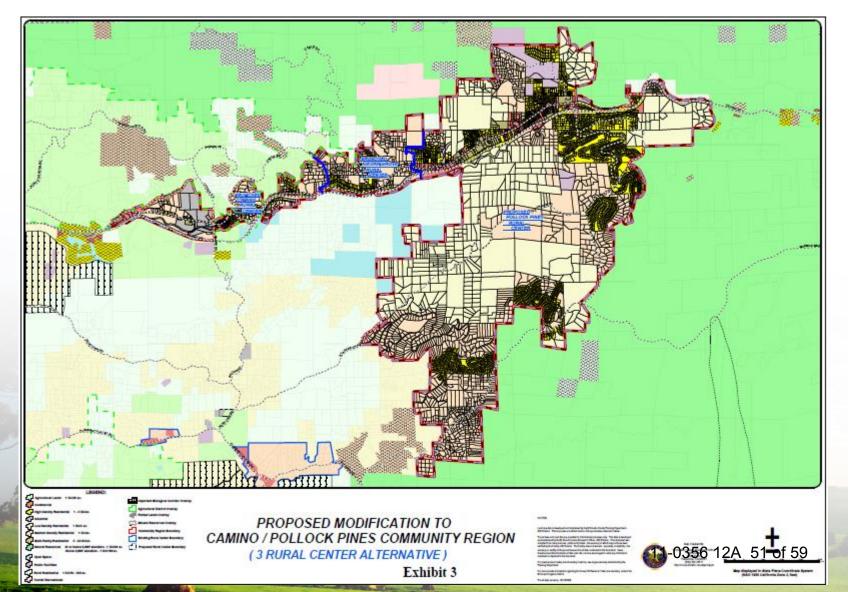
# PLANNING COMMISSION DISCUSSION AND PUBLIC COMMENTS

# **BREAK** 11-0356 12A 49 of 59

## Component 9: Community Region/Rural Center Boundary Amendments

- No changes to the outer boundaries of any Community Regions or Rural Centers are proposed as part of the TGPA-ZOU.
- The Project would divide the existing Community Region of Camino/Pollock Pines into three separate Rural Centers -- Pollock Pines, Cedar Grove, and Camino (Resolution 110-2009)

# Camino-Pollock Pines 3 Rural Centers

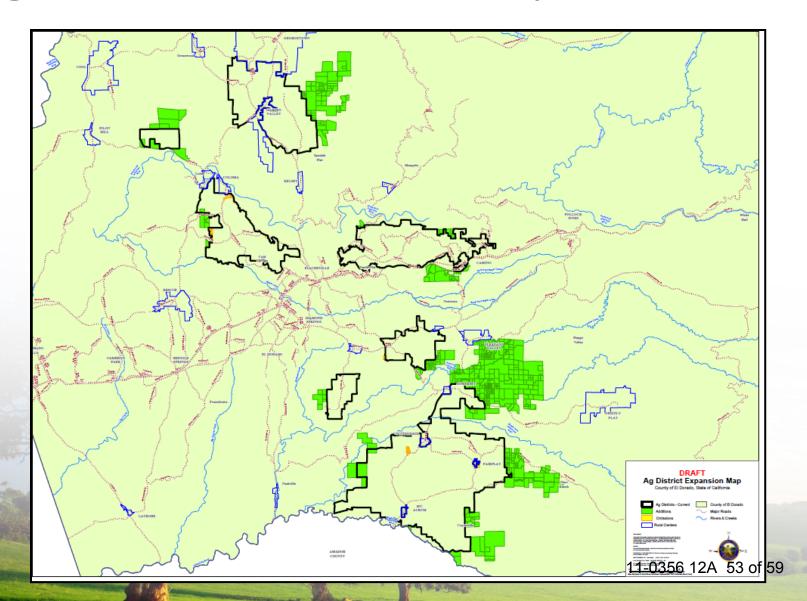


## Component 10:

#### **Agricultural District Boundary Amendments**

- Approximately 480 parcels/17,000 acres to be added to the County's Agricultural Districts (General Plan Implementation Measure AF-J)
- Limited "clean up" removal of approximately 90 parcels/130 acres from Agricultural Districts where individual parcels do not meet the standards for inclusion (General Plan Policy 8.1.1.2)

## **Agricultural District Boundary Amendments**

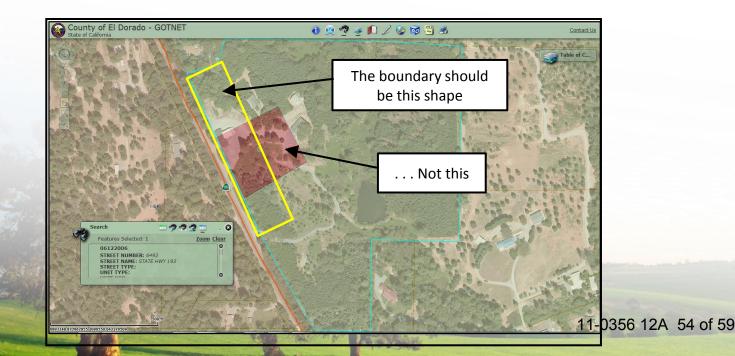


## Component 11:

Corrections to Imperfections/Errors in the Adopted General Plan and Zoning Ordinance, and other (Minor) Policy Clarifications

#### Example #1:

 Corrections to identified errors on the adopted General Plan Land Use Map and Zoning Maps



## Component 11:

Corrections to Imperfections/Errors in the Adopted General Plan and Zoning Ordinance, and other (Minor) Policy Clarifications

## Example #2

- Minor Language Edits:
  - Minor language changes to Bicycle Routes Policies TC-4a,
     TC-4d and TC-4f

(changed existing "Bikeway Master Plan" to "Bicycle Transportation Plan", to be consistent with the title of the adopted document)

# PLANNING COMMISSION DISCUSSION AND PUBLIC COMMENTS

#### **Next Steps:**

## August 18th – Planning Commission Recommendation

- Preparation of Planning Commission Recommendation to the Board of Supervisors on the TGPA-ZOU Project
  - Commission will not be taking any final action on the Project
  - Commission is not required to advise the Board on all of the policy and ordinance changes that make up the project
  - Commission can choose to make selected recommendations only

# Approach for Preparing a Recommendation

Option 1: Review each proposed change, line-by-line, with recommendations for each.

Option 2: Generally assume approval of TGPA-ZOU project: Planning Commission discussion focused on specific items that may be revised or removed from the project.

Option 3: Generally assume denial of TGPA-ZOU project: Planning Commission discussion focused on specific items that may be approved such as required by state law.

## **Next Steps**

- Prepare the Final EIR for the Project
  - Final EIR will Include:
    - Comments received
    - Written responses to comments received
    - Revisions to the EIR, including recirculation, if necessary in response to comments
- Board of Supervisors hearings on Project
  - Board will take action on the Project