

ALPINE COUNTY GENERAL PLAN



III. LAND USE ELEMENT

REVISIONS TO THIS SECTION:

ENTIRE ELEMENT

BOARD OF SUPERVISORS RESOLUTION NO. R2009-06, FEBRUARY 3, 2009

III. LAND USE ELEMENT

Introduction

In addition to State mandated requisites, the Land Use Element has been prepared to respond to local needs identified through the data collection and public review process. The element identifies a "balanced" plan that shows where and how the County can grow and prosper, but still conserves its varied resources and amenities. The Land Use Element contains the following sections:

- A. Community Character
- B. Growth Management
- C. Land Use Map Designations
- D. Public Services and Facilities
- E. Public Finance
- F. Planning

A. COMMUNITY CHARACTER

The Community Character section of the Alpine County General Plan defines the essential values and characteristics of our community that we all agree should be sustained over time as population growth and changes in land use occur. Further, the description of community character in this section is intended to provide definition and direction for the following policies:

POLICY No. 25.5a New development shall be compatible with, and shall not have a significant adverse effect upon existing community character as defined in the community character section of General Plan.

POLICY No. 25.5b The rate of new development shall be controlled in order to achieve the following community objectives:

OBJECTIVE No. 25.5a Obtain development that is compatible with, and does not have a significant adverse effect upon existing community character as defined in the community character section of General Plan.

OBJECTIVE No. 25.5b Maintain adequate levels of public services within the community as future growth and development occur.

IMPLEMENTATION MEASURE 25.5a: Adopt an ordinance which regulates the rate of new development on the east side of the County.

Alpine County is first and foremost a rural place and residents want it to stay that way. In a community survey conducted by the Alpine County Planning Department in the fall of 2005, respondents were asked to rate a number of community values or characteristics. The highest rated items generally relate to the County's natural setting and environment - scenic beauty and views, natural environment and wide open spaces. The County's rural/small town character, uniqueness (not like everywhere else), nearby public lands, outdoor recreation opportunities, being a good place to raise a family, and the presence of agricultural lands and working ranches were also rated highly. All of these items are part of the definition of a rural place or rural

community. Preserving and retaining a rural community while still allowing for growth and economic opportunity is one of the most significant challenges facing the community.

A practical way to organize a discussion of community character is to recognize that it consists of the following components:

- Landscape & Natural Setting
- Physical Design of the Built Environment
- Socio-Economic Factors
- Human Components

Landscape & Natural Setting

Alpine County sits astride the Pacific crest and is approximately 96 percent public land. Elevation ranges from just under 5000 feet above sea level where the West Fork Carson River leaves the County northeast of Woodfords to 11,462 feet above sea level on Sonora Peak at the southern tip of the County near Sonora Pass. The eastern side of the County sits on the edge of the Great Basin along the eastern Sierra front. This area is characterized by valley, meadow, foothill and canyon areas of the eastern Sierra. To the west toward the Pacific crest, the landscape changes to the mountains and high meadows within the Sierra Nevada. Further west, the County extends to the Pacific crest and high elevations along the western slope of the Sierras. The high elevations along the western slope of the Sierras receive significant winter snowfall. A near record one season snowfall for the continental United States was measured at Tamarack, located in Calaveras County just a few miles west of Bear Valley - 884 inches (73.7 ft.) in 1906-07. Snow depths at Bear Valley and Kirkwood can often exceed 20 to 30 feet. The Sierra Nevada creates a rain shadow effect that results in decreasing snowfall and precipitation as one travels from the high elevation western slopes of the Pacific crest to the lower elevations along the eastern edge of the County. Vegetation changes follow the precipitation pattern, transitioning from the relatively lush forests and high meadows of the Sierra Nevada western slope to the drier forests, sagebrush and grasslands along the eastern Sierra front.

Open space and scenic vistas of valleys, mountains and meadows are the dominant elements of landscape scale character in Alpine County. Elements of the built environment (structures, roads and other man made improvements) are present; however they are clearly secondary to the dominant natural landscape elements. Within this context, development with rural character in Alpine County is defined by a combination of very small relatively compact communities, low density development outside of existing communities and large areas of undeveloped lands that include natural areas and natural resource production (timber, water, forage), and agricultural lands that include grazing areas and irrigated pastures.

Physical Design of the Built Environment

The physical design of the built environment includes the arrangement of land uses, site design, building mass or scale, architectural style, exterior materials and other similar design details within a defined community or neighborhood.

Bear Valley and Kirkwood: Bear Valley and Kirkwood are mountain resort communities located at high elevation on the west slope of the Sierras. They serve as the primary base areas for year round outdoor recreation. Peak activity and population occurs in conjunction with winter snow sports. Year round population is low in comparison to the size of the communities as most dwelling units are second home, seasonal or vacation homes. Both communities are

characterized by a relatively high density village core surrounded by lower density residential neighborhoods. The village cores include a combination of residential, lodging and commercial uses serving residents and guests. The residential neighborhoods are dominated by detached single family homes with some lower density attached dwelling units present. Homes are larger than in most other areas of the County. Most homes are custom built.

The dominant styles of exterior architecture can be categorized as rustic mountain, mountain lodge and mountain contemporary. Influence of the craftsman and traditional European alpine architectural styles are also present, particularly in the Village West plaza area at Kirkwood. All of these styles are generally more elaborate in comparison to other areas in the County. Exterior building materials will vary but are dominated by wood and stucco. Exposed heavy beams and timbers along with log and stone accents are typical. Simple rooflines that minimize areas where snow can build up and cause damage, protected entrances and heavy structural elements are necessary to withstand extreme snow accumulation. Areas for snow removal and snow storage influence site design.

Markleeville: Markleeville dates to the 1860s when it served as a gateway to mining areas in the surrounding mountains and as a trade center for the ranching and lumber business, which were supplying the booming Comstock Lode mines in Virginia City Nevada. Today Markleeville is a very small community with a population of 197 persons (2000 Census) that sits in a small valley along Markleeville Creek at 5600 feet above sea level. The community is surrounded by forest and agricultural pasture lands. It is the center of County government and has a very small commercial area. The community includes the area within the Markleeville Townsite and nearby residential areas to the west along Hot Springs Road.

Downtown Markleeville consists of three blocks along Main Street (Highway 89) from just north of Webster Street to the County Courthouse on the south end and one secondary block along Montgomery Street between Main and School streets. Uses within this area include government and professional offices, lodging, bar/restaurant, retail and residential. The most common building type in the downtown area is a relatively small scale wood frame structure of a simple design with wood clapboard siding and a simple gable roof. False fronts and porches are present on some buildings. Roof pitches are moderate to steep and buildings are usually one or two stories with the exception of the Wolf Creek (formerly the Alpine Hotel) which has a third story under a steeply pitched roof. Building footprints are small to fit within the small lot sizes.

Two substantial public buildings - the Alpine County Courthouse and County Library (Old Webster Schoolhouse) – were built with native stone quarried from the Silver Mountain area. Both buildings were designed by Frederick DeLongchamps, one of the best known architects in the west. The architectural style is Stone Romanesque Revival. Both buildings are listed as "State Points of Historic Interest" and were recently added to the National Register of Historic Places. The Alpine County Courthouse was completed in 1928.

The entire 160-acre Markleeville Townsite is included in the Markleeville Historic District Combined Zone that was adopted by the Board of Supervisors on July 15, 2008. The Markleeville Historic Design Guidelines apply within this area. The purpose of the combine zone and design guidelines is to promote preservation of historic buildings; promote the harmonious appearance of non-historic buildings and new development within the Markleeville Townsite area; and to insure that new construction and new development within the Markleeville Townsite area is compatible with the area's historic period of architecture. The historic period of architecture refers to that style of architecture generally used in the Sierra Nevada region in the period of 1850 to 1940.

There are buildings in the downtown Markleeville area that do not conform to the historic period architecture. The Alpine County Administration Building, completed in the 1970's, has a flat roof and a more contemporary design. However, it is largely hidden from Main Street and thus, does not significantly influence the architectural character of the downtown historic area. Cinder block is the primary exterior building material of the Markleeville Gas Station, an addition to the Markleeville General Store, and the former M's Coffee house building. The Post Office building has metal siding.

Residential areas outside of downtown Markleeville (including Laramie Street, Markleeville Creek Estates, Markleevillage and others) have a different character. Most areas are medium density. Architectural style is somewhat varied with no predominant theme. Architectural styles include New England "Cape Cod", rustic cabin, mountain contemporary, ranch and other styles typical of many suburban areas.

Woodfords: Woodfords was first established in 1847 as a frontier outpost. It is situated 5600 feet above sea level at the mouth of Woodfords Canyon, a steep gorge that contains the West Fork Carson River. Woodfords became a trading post and stage stop on the way to the gold fields in the Mother Lode. Many of these early trading posts and stage stops became rural crossroads serving travelers and the surrounding community. Today Woodfords still functions as a rural crossroads and includes a mix of commercial, residential and institutional (i.e. government) uses.

Like Markleeville, Woodfords is also a very small community surrounded of approximately 170 residents surrounded by forest and agricultural lands. However, instead of small parcels in a confined downtown area like Markleeville, the commercial and institutional uses in Woodfords are more dispersed on comparatively larger parcels along Pony Express Road and Highway 89 going south towards Markleeville. The design of commercial buildings in Woodfords is somewhat similar to downtown Markleeville. The major exception is the Woodfords Inn which is a larger structure of a more contemporary design than historic buildings in Markleeville. County facilities including the Public Works yard and office buildings are also located in Woodfords. Most residential areas in Woodfords are medium density. Residences in Woodfords exhibit the same range of styles as residential areas outside of downtown Markleeville. The exception is the mobile home park at Sierra Pines which is an important source of affordable housing in the community. The Crystal Springs, Alpine Village, Sierra Pines and Manzanita areas are considered part of Woodfords.

Mesa Vista/River Ranch: This area is located northeast of Woodfords along the Highway 88, Emigrant Trail and Foothill Road corridors. The area is dominated by brush covered alluvial fans, mesa or bench land areas and valley bottoms that extend from the base of the Carson Range to the West Fork Carson River. The defining development character elements of this large area are low density, rural subdivisions interspersed with agricultural lands and undeveloped areas. Residential lot sizes typically range from 2 to 20 acres with some smaller lots particularly in the Paynesville and Fredericksburg areas. In addition to single family residences, many lots include outbuildings and areas for horses or other livestock. Most of the residential development in the Mesa Vista/River Ranch area dates from the 1970s and later. Building types include ranch style and more contemporary styles typical of many suburban areas. Large custom designed homes are present in many of the rural subdivisions.

Hung-A-Lel-Ti: Hung-A-Lel-Ti is a Washoe tribal community comprising 80 acres on Diamond Valley Road in the Dutch Valley area. It is situated at 5400 feet elevation on a mesa overlooking

the Carson Valley. Hung-A-Lel-Ti is under the combined jurisdiction of the Washoe Tribe of Nevada and California, and the Bureau of Indian Affairs. Its inclusion here is for reference only as the County does not have any land use jurisdiction within this community. The community includes single family residences and community buildings.

Ranching Areas: Ranching areas began to be developed in the 1860's. The historical development pattern is defined by a ranch complex that includes one or more residences, barns, outbuildings, pens and corrals surrounded by large areas of irrigated pasture, non irrigated grazing areas and undeveloped lands. Most often, the buildings within the ranch complex are grouped together within a relatively small area. This pattern persists today. Building types and materials are mixed. Traditional materials such as wood, stone and brick are found on older residences. More modern building materials are also present, including metal barns and storage buildings. Ranching areas that include permanent residences are found in the northeast portion of the County along the Highway 88/Foothill/Fredericksburg road corridors, Diamond Valley, Dutch Valley, Jubilee Ranch adjacent to Markleeville, Pleasant Valley, Carson River Road area and along Highway 89 between Markleeville and Woodfords. Some of these will overlap with the other rural lands described below.

Other Rural Lands: This category makes up the majority of lands within the County and includes all areas of the County outside of the communities and areas described above. The typical pattern is scattered private lands surrounded by vast areas of public lands. The private lands may be individual isolated parcels or groups of parcels. Most of this land is undeveloped and is used for livestock grazing and other natural resource based uses (mining, water, timber production and dispersed outdoor recreation). Significant portions of this area are designated wilderness. Some areas are served by improved roads. Other areas are remote from improved roads, or have winter access over the snow. A few small developments such as Carson River Resort south of Markleeville, Sorensens Resort and subdivision near Picketts Junction and the Blue Camas subdivision in Hope Valley are found within the other rural lands. Areas within the other rural lands category include (but are not limited to) the area between Markleeville and Sierra Pines, south of Markleeville to the Wolf Creek and Ebbetts Pass areas, Indian Creek Reservoir/Alpine County airport area, Monitor Pass area, Hermit Valley, Lake Alpine area, Hope Valley, Carson Pass/Caples Lake area and the far eastern end of the County bordering Nevada.

Socio-Economic Factors

Population: Alpine County is the least populated county in California with a total of just over 1200 full time residents (2000 Census). The population is expected to grow to just under 1400 full time residents by 2010 (California Department of Finance estimate). Long term population estimates made by the California Department of Finance show permanent population in Alpine County growing slowly to over 1400 persons in 2020 and then decreasing slightly from 2020 through 2050. These long term projections generally assume that current demographic trends will continue. They do not account for significant changes in development or other unexpected changes in the community that could cause dramatic changes in population.

Although the County's permanent population is very low, peak population (including permanent and second home residents, overnight visitors and day visitors) is likely in the range of 10,000 to 20,000 persons. This situation occurs during winter holidays and weekends when the Bear Valley and Kirkwood resort areas are near capacity. Community water and wastewater systems, law enforcement and emergency services within these two communities must be sized to adequately serve this larger population. Traffic congestion on the two major highways (4 & 88) serving Bear Valley and Kirkwood is probably the aspect of peak conditions that is most

apparent outside of these two communities. Traffic congestion is usually limited to a few hours in the mornings and late afternoon during the peak days. Because these peak conditions are short term and limited to just a few days each year, the overall rural character of the County is not significantly affected.

With a permanent population density of less than 2 persons per square mile, Alpine County is clearly a rural community. Counties with population densities of less than 2 persons per square mile are often characterized as “frontier counties.” These frontier counties usually have very low populations, minimal services and businesses available locally, and are usually distant from major metropolitan areas and other significant population centers. This description fits Alpine County.

Traffic Congestion: There are no stoplights in Alpine County. Alpine County does not experience any traffic congestion except for the peak conditions at Bear Valley and Kirkwood described previously, and some occasional minor congestion associated with construction related slow downs, accidents and winter weather conditions. All highways are two lanes, except for the occasional passing lane.

Schools: Total school enrollment in the Alpine Unified School District was 129 students in 2004/2005 (source: ACUSD School Accountability Reports). The District currently operates schools in Woodfords and Bear Valley. On the east side of the County, ACUSD students in grades 8-12 have the option of attending public schools in Douglas County, Nevada. A small number of K-7 aged children are enrolled in Douglas County Nevada or are home-schooled. High school aged students in Bear Valley have the option to attend Brett Harte Union High School in Angels Camp, approximately 45 miles west of Bear Valley.

Economic and Commercial Activity: Tourism and outdoor recreation are the mainstays of the economy and commercial activity in Alpine County. Almost all businesses in the County, except for the ranching business, rely on visitors to sustain them. Many retail businesses close during the off season since there are not enough local customers to carry them through to the next busy season. The rural character of the community is reinforced by the fact that most essential businesses serving the local resident population are located outside of Alpine County. For example, the County has no bank, full service grocery store, or drug store/pharmacy. There are small health clinics located in Bear Valley, Kirkwood and Woodfords. However, most residents need to travel to areas outside of the County for full health services. The communities closest to the County that provide essential services to County residents include Arnold and South Lake Tahoe in California; and Stateline, Minden, Gardnerville and Carson City in Nevada. The larger metropolitan areas of Reno/Sparks Nevada, and Stockton and Sacramento California are locations where County residents obtain services and goods not always available in these smaller communities.

In a community survey conducted by the Alpine County Planning Department in the fall of 2005, respondents supported additional businesses that are similar to those already within the community – small service and retail establishments that serve both the local population and visitors to the community. Examples include restaurants, specialty retail, convenience grocery and businesses that provide goods and services related to outdoor recreation. There was not strong support for increasing businesses and services that might be found in a larger community such as a general retail (hardware, clothing, house-wares, etc.), mini-storage warehouse and professional offices.

Human Element

The social and economic diversity of the local population and the types of social interaction which take place in rural community life are equally important components of Alpine County's character. These "human elements" of community character are generally less tangible and consequently more difficult to define. A diverse and friendly community, easy opportunities for social interaction, knowing your neighbors, small locally-owned businesses, a close association with the natural environment, easy access to outdoor recreation, a small and approachable government, and informal rather than formal institutions are some of the more important human elements of community character in Alpine County.

Maintaining the rural community character associated with these human elements can be a challenge when significant growth occurs. Many rural communities, and particularly those based on tourism, have experienced growth that results in less economic diversity in the local population as the cost of living in the community rises and housing opportunities for middle and lower income households are dramatically reduced. Rapid growth can result in a loss of community identity and the traditional social interactions that define community life.

In the extreme case, some popular tourism communities have changed from well rounded communities to places inhabited primarily by seasonal service workers, visitors and those wealthy enough to afford the high cost homes. Because many of the homeowners are only part time residents and most of the permanent work force does not live in the community, many of these places can become almost devoid of normal community activity during the off season, non peak times and after the end of the regular work day. Dropping school enrollment, loss of community volunteers for essential services such as the local fire department, new "boutique" or franchise type businesses catering primarily to tourists that replace or overwhelm long standing locally-owned businesses, and fewer community institutions and events for the local population are indicators that a community may be trending in the direction of these more extreme cases.

Some of the trends described above are beginning to occur in Alpine County. School enrollment at Kirkwood dropped to the point that the local elementary school was forced to close. Housing prices have increased in all areas of the County to the point where a relatively high income is required to purchase a home. Fire departments in Woodfords and Kirkwood have had difficulty finding enough volunteers. However, Alpine County as a whole has not experienced the type of significant community-changing growth that has occurred in many tourist oriented communities. Most of the businesses in Bear Valley, Markleeville and Woodfords are locally-owned. The social networks for local residents are still strong. Examples include programs for local children operating in Bear Valley and Woodfords, summer picnics and homeowner gatherings in Bear Valley and Kirkwood that have strong participation from both permanent residents and long term second home owners, and community events such as the annual Halloween parade in Markleeville and the annual Diamond Valley Bike-A-Thon in Woodfords.

B. GROWTH MANAGEMENT

Growth management generally consists of a number of techniques to manage the amount, type and rate of development desired by the community; and to channel that growth into designated areas. The growth management policies identified in the following table add to and/or compliment other existing policies in the General Plan. The topics listed below are addressed in the table on the next page. A check mark (✓) means that the policy applies to the land use action for the column listed at the top of the table.

- Protection of wildlife habitat

- Scenic highway corridors
- Avalanche zones, seismic fault areas and 100 year floodplains
- Proximity of proposed development to existing residential and commercially zoned areas
- Retaining land that is feasible for agriculture and timber production
- Requiring underground utilities
- Retaining community character
- Limiting the rate of new development (i.e. rate of growth)

Growth Management Policy Requirement	Proposed Land Use Action		
	General Plan	Zoning	Subdivision
	Change	Change	Conforms to Gen. Plan and Zoning
<p>25.5b. The rate of new development shall be controlled in order to achieve the following community objectives:</p> <ul style="list-style-type: none"> ○ Obtain development that is compatible with, and does not have a significant adverse effect upon existing community character as defined in the new community character section of plan. ○ Maintain adequate levels of public services within the community as future growth and development occur. 	√	√	√
25.5c: Wildlife habitat quality shall not be significantly diminished by the proposed development or use.	√	√	
25.5d: Scenic quality of designated scenic highway corridors shall not be significantly diminished by the proposed development or use.	√	√	
25.5e: Areas proposed to contain structures for human occupancy shall not be located within an avalanche zone, seismic fault area or 100 year floodplain.	√	√	√
25.5f: Land proposed for development shall be located within ¼ mile of an area that is currently zoned residential; or the land must be currently zoned residential, commercial or planned development.	√	√	
25.5g: If current General Plan designation is Open Space, then the land proposed for development must not be feasible for agriculture, timber production or other use allowed in the Open Space designation.	√		
25.5.h: Above ground electrical or communication lines shall not be allowed; except for necessary above ground components of underground utilities, cellular and/or or wireless systems.	√	√	√
25.5i: New development shall be compatible with, and shall not have a significant adverse effect upon existing community character as defined in the new community character section of plan.	√	√	

C. LAND USE MAP DESIGNATIONS

State Law requires that General Plans contain Land Use Elements which "designate the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid waste disposal facilities, and other categories of public and private uses of the land". The law also requires that land use elements contain "a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan" (Government Code Section 65302-a).

The Land Use Map Designations for the entire County are shown on the map set that follows page 38. These maps depict the following land use designations:

Wilderness (W)

Description: The Wilderness land use designation applies only to the existing Mokelumne and Carson/Iceberg Wilderness Areas. Conforming uses shall be those uses permitted under Federal Law. Examples of uses that are permitted are: the public purposes of recreational, scenic, scientific, educational, conservation, and historical use, and insect and fire management. Uses prohibited include motorized travel, timber harvest, new mining claims, and road and building construction (except those needed for administration such as patrol cabins or previously permitted livestock grazing in the Wolf Creek Drainage - see Data Base Section 7.12). Population densities and building intensities shall also conform to the act.

Map Location: Mokelumne and Carson/Iceberg Wilderness Areas encompass much of the south and eastern portion of the county.

Stream Environment (SE)

Description: The Stream Environment overlay designation is established as a means of implementing goals, policies, and objectives found within the Plan's Earth, Animal life, Culture, and Flood Hazard sections. State Law presently requires that a general plan "identify areas covered by the plan which are subject to flooding..." (Government Code Section 65302.a). In the absence of detailed flood plain map, the stream environment designation is intended to fulfill this requirement.

All year-round and seasonal streams in the County are indicated on the U.S. Geological Survey Base Map that was used in preparation of the General Plan's Land Use Map. A Stream Environment designation is hereby established for areas meeting certain criteria (Data Base, Appendices J-11.0 - 11.4).

Density and Intensity: No residential, commercial, industrial, or institutional structure or facility should be allowed in a Stream Environment designated area unless variance

special study provisions are satisfied. In such instances density and intensity shall be those for which the stream environment designation has been combined.

Map Location: All year-round and seasonal streams are designated SE.

Open Space (OS)

Description: The Open Space land use designation is intended to protect and promote wise use of the County's natural resources. State Law specifically requires inclusion of an open space plan or element in general plans. (Government Code Section 65302-e). The statutory requirements for open space elements have been summarized in Data Base Section 7.11.

Types of land uses allowed on (OS) designated lands should be limited to uses that would be integrally related to the wise use and protection of natural resources including, but not limited to, the protection or development of mineral resources, the growing or harvesting of forest products, ranch or farm type agricultural production, protection of important wildlife and aquatic habitats, preservation of significant view corridors and dispersed recreation such as hunting, fishing, hiking, cross-country skiing, and camping.

The following types of uses should be allowed in (OS) designated areas only after a use permit or other special County approval is granted:

- Mineral processing operations or mills that process more than 50 tons of ore per day. All surface mining operations are subject to approval of a surface mining permit.
- Lumber mills or plants capable of processing 5,000 board feet per day.
- Facilities intended to serve dispersed recreational activities such as camp grounds and trail heads and cross-country ski touring huts.
- Small commercial recreational facilities which presently exist in Open Space (OS) designated areas such as pack stations or snowmobiling should be allowed to continue. Expansions of these facilities or the establishment of new commercial recreational operations should require County approval. Large recreational facilities which may draw significant numbers of persons should be allowed only in RS or PD designated areas.
- Relatively intensive uses integrally related to ranch or farm type agricultural production such as slaughter houses, processing plants, and packaging plants.
- Erection, construction, alteration, or maintenance of gas, electric, water, sewage treatment or disposal, communication, or transportation facilities.
- Cemeteries.
- Reservoirs for irrigation or small scale hydro power generation (less the 100 kilowatts).

- Wind power generation facilities if consistent with Resource Policy II K-1.3.

Density and Intensity: Maximum density shall be one single family residence per twenty (20) acres, except that all legally created parcels in existence prior to December 21, 1982, in (OS) designated areas shall be allowed to contain one single family residence. Within the OS designation, two types of residential subdivision are recognized: standard and conservation. In a standard subdivision, all lots shall be a minimum of 20 acres. In a conservation subdivision, residential lot sizes may be reduced provided that the overall density of development does not exceed one residential unit per 20 acres of land included in the conservation plan with the exception that additional bonus density as provided in this section may be allowed. Lands not included in the residential lots shall be retained as open space. All lands included within the conservation plan must comprise a logical planning unit capable of being planned and developed in a cohesive and coordinated manner and must meet at least one of the following criteria:

- All lands are contiguous (contiguous is defined as having at least one point in common). Property may be considered contiguous even if separated by roads, streets, utilities easements, railroad rights-of way or other similar corridors.
- All lands are included within a County approved Master Plan or Specific Plan.

The minimum parcel size for a residential lot within a conservation subdivision shall be the smallest parcel that can be approved based upon existing County Ordinances; General Plan Goals, Objectives, and Policies and all other applicable laws. The residential lots in a conservation subdivision shall be designed and located in a manner that provides for efficient delivery of necessary services, utilities and infrastructure. The open space within the conservation subdivision shall provide for significant conservation of one or more of the following characteristics:

- **Agricultural Production:** Lands that are either in agricultural production or capable of sustaining agricultural production, including irrigated meadows, open range lands and timber production areas.
- **Cultural/Historic Value:** Lands which contribute significantly to Alpine County's history and culture including sites or areas significant to the County's Native American history and culture, other historic sites and significant archeological sites.
- **Scenic Value:** Lands with high aesthetic appeal which are generally visible and valued by residents and visitors to Alpine County and, through preservation, will maintain the rural mountain appearance of the County. Examples include, but are not limited to, scenic highway corridors, open meadows and range lands, significant ridge lines and mountain backdrop areas.

- Environmentally Sensitive Areas: Lands containing unique and/or sensitive ecological values including, but not limited to, significant wetland areas, riparian areas, alpine areas, rare flora, and important wildlife habitat
- Unique Areas: Lands possessing unique characteristics such as unusual geology or topographic features.
- Recreational Value: Lands with significant public recreational value, particularly for non motorized or passive uses such as hiking, fishing, hunting, wildlife viewing, etc. Recreation lands may also be lands that provide public access to public lands. Lands in this category shall include easements or other mechanisms which allow for public use.

To accomplish conservation of one or more of these characteristics, the residential lots may be clustered together in one or more groups, or dispersed in appropriate locations on the property. A combination of clustered and dispersed lots may also be considered. Care must be taken to insure that a dispersed lot pattern does not conflict with the goal of efficient delivery of necessary services, utilities and infrastructure. Use of the open space within a conservation subdivision must be restricted to those uses which will not adversely affect the characteristics being preserved.

Density Bonus: A 25 percent density bonus may be awarded to a conservation subdivision containing at least 80 acres of land provided all of the following are satisfied:

- A minimum of 75 percent of the land within the subdivision is designated and protected as permanent open space.
- The County determines that the open space has significant public value.
- Where the proposed open space contains lands in active agricultural operations, or lands capable of supporting agricultural production, water rights sufficient to sustain agricultural production are retained on the property and dedicated for continued agricultural use.

Map Location: OS is the predominant General Plan designation.

Planned Development (PD)

Description: The Planned Development designation is applied to areas where relatively intensive developments for human use would be desirable provided they are carefully planned and closely supervised to insure conformance with the Goals, Objectives, and Policies of the General Plan and applicable laws. The (PD) designation is intended to serve in conjunction with the County's (PD) zoning regulations. Development within (PD) areas should be preceded by the complete review and approval or application which fully discloses the nature and extent of the planned development. (Specific Plan as per State Code Section 65454).

Types of uses that would be appropriate include any residential, commercial, institutional, and recreational use or combination of uses arranged and/or designed to result in an integrated and organized development deemed acceptable by the County. Public facilities needed to serve a planned development including police and fire protection facilities, school sites, health and social service facilities, power and communication facilities, transportation facilities, solid waste collection facilities, and public sewer and water facilities may be appropriate or necessary accessories dependent upon the size and location of the planned development. In general, uses listed within the open space designation are also appropriate.

Density: Gross densities shall not exceed 2.5 dwelling units per acre. Lower densities may be enforced at the discretion of the Planning Commission or Board of Supervisors depending upon factors such as timing, parcel size, and environmental constraints.

Intensity: Minimum overall parcel size for a planned development should be 5 acres. The concentration of development into multi-family units or building clusters is encouraged especially where aesthetics, resource conservation, natural hazards or other concerns exist.

Map Location: Planned development locations include Kirkwood, Caples Lake, Bear Valley, Lake Alpine, Sorensens Resort, East Fork Resort, Sierra Pines and the Mahalee Lodge site in Markleeville. A brief description of each of these areas is included below.

- **Kirkwood:** A large scale year round destination resort and residential community governed by the County approved Kirkwood Master Plan or Specific Plan as may be amended. Primary uses include winter and summer recreation facilities including downhill and cross country skiing, residential and commercial development and open space. Future uses are determined by the approved Master Plan or Specific Plan.
- **Bear Valley:** A large scale year round destination resort and residential community governed by the County approved Bear Valley Master Plan. Primary uses include residential and commercial development and open space. Future uses are determined by the approved Master Plan.
- **Lake Alpine:** A small scale year round destination resort including limited commercial uses and lodging accommodations. Uses are currently governed by the AG-CR zoning designation. Future uses could include limited expansion of commercial and lodging facilities consistent with maintaining a small scale resort.
- **Caples Lake:** A small scale year round destination resort including limited commercial uses and lodging accommodations. Uses are currently governed by the AG-SH and AG-CR-SH zoning designations. Future uses could include limited expansion of the

- commercial and lodging facilities consistent with maintaining a small scale resort.
- **Sorensen's Resort:** A small scale year round destination resort and residential community including limited commercial uses, lodging accommodations and single family residences. Uses are currently governed by the PD zoning development plan and the AG-SH and RN zoning designations. Future uses are determined by the approved PD zoning development plan and RN zoning designation consistent with maintaining a small scale resort and residential community.
 - **East Fork Resort:** A small scale resort and residential community including limited commercial uses, lodging accommodations, mobile home/recreational vehicle park and small campground. Uses are currently governed by the RE-5-CR-SH zoning designations. Future uses could include limited expansion of the mobile home/recreational vehicle park and single family residential development consistent with maintaining a small scale resort and residential community.
 - **Sierra Pines:** A small scale mobile home/recreational vehicle park and neighborhood commercial development. Uses are currently governed by the NC and NR zoning designations. Future uses could include limited expansion of the existing uses and development of a small campground consistent with maintaining a small scale residential and neighborhood commercial community.
 - **Mahalee Lodge – Markleeville Village:** Gross densities shall not exceed 2.5 dwelling units per acre. Lower densities may be enforced at the discretion of the Planning Commission or Board of Supervisors depending upon factors such as timing, parcel size, and environmental constraints. (Board of Supervisors Resolution No. R2005-39)

Residential High (RH)

Description: The Residential High Density designation is intended for town sites and subdivisions where public sewage collection and disposal facilities and community water systems are or will be available. Careful discretion should be exercised by the County in allowing achievement of the densities suggested before adequate market demand, community support, and public services or facilities are present.

Density: Maximum densities shall not exceed 4 15 dwelling units per acre. Dwellings may be constructed as multi-family units, zero lot line units, townhouses, or building clusters in which case the balance necessary to meet density requirements should be reserved for town commons or dedicated public parks or recreational facilities.

Intensity: Minimum parcel size shall be the smallest parcel that can be permitted based upon existing County Ordinances; General Plan, Goals, Objectives, Policies and all other applicable laws.

Map Location: Two RH areas are designated in the established settlements of Markleeville and Woodfords where sewer and water systems are most likely to be developed or expanded.

Residential Medium (RM)

Description: The Residential Medium Density designation is intended for town sites or suburban type residential areas. A major purpose of the designation is to protect the single family residential neighborhood environment. Commonly, public water service should be present and sewage collection and disposal facilities should be either provided or available to (RM) designated areas. Home occupations and certain institutional uses or public facilities should be allowed providing they do not create public nuisance or hazard and they do not seriously detract from single family residential neighborhoods.

Density: Maximum density shall be 4 single family dwellings per acre. Lower density limits may be upheld by the County given site specific conditions such as topography and sewage disposal capacity.

Intensity: Minimum parcel size shall be the smallest parcel that can be permitted based upon existing County Ordinances, General Plan, Goals, Objectives, and Policies and all other applicable laws.

When a developer intends to create parcels that would be smaller than those implied by the density requirements (10,890 square feet), the developer must set aside the balance of lands needed to meet density requirements as open space or common area.

Map Location: RM areas are limited to the existing settlements of Markleeville and Woodfords where services are appropriate and the Washoe Indian settlement in Dutch Valley.

Residential Low (RL)

Description: The residential low density designation is intended for rural subdivisions where public sewer systems are generally not available or planned. However, public water service should be provided.

County Officials should encourage thoughtful design of developments within the designation taking into consideration such concerns as local topography and scenic features as well as hazards and resource protection and utilization. Care should be taken in locating neighborhood commercial enterprises, schools, parks, or other public and quasi-public facilities all of which may be acceptable provided the other appropriate land

use symbols are present (NC. & INS.). Home occupations and cottage industries should be permitted providing they do not create public nuisance or hazard.

Density: Maximum density shall be one (1) single family dwelling per acre. Lower density limits may be upheld by the County given site specific conditions such as topography, water availability and sewage disposal capacity.

Intensity: Minimum parcel size shall be the smallest parcel that can be permitted based upon existing County Ordinances, General Plan, Goals, Objectives, and Policies and all other applicable laws.

In instances where a developer intends to create parcels that would be smaller than those implied by the density requirement (one acre), the developer must set aside the balance of lands needed to meet density requirements as open space or common area. The County may allow variable parcel size as long as larger parcels created are not further subdivided or developed.

Map Location: RL designations are limited to the existing settlements of Markleeville and Woodfords and along Fredericksburg Road between Fredericksburg and Paynesville.

Residential Rural (RR)

Description: The Residential Rural designation is intended for rural estate or mini-ranch type developments where neither public sewer or water facilities are available or planned. As in areas designated for residential low density development, residential rural areas should be located within a reasonable distance of existing public facilities and commerce. Plans for all residential developments should take into consideration features of the local environment such as topography, aesthetics, hazards and natural resources. The (RR) designation may provide for limited agricultural activities as well as home occupations or cottage industries providing they do not cause public nuisance or hazard.

Density: Maximum density shall be one (1) single family dwelling unit per five (5) acres. Lower density limits may be required given site specific conditions.

Intensity: Minimum parcel size shall be the smallest parcel that can be permitted based upon existing County Ordinances, General Plan, Goals, Objectives, and Policies and all other applicable laws. In instances where a developer intends to create parcels that would be smaller than those implied by the density requirements specified above (five acres), the developer must set aside the balance of lands needed to meet density requirements as open space or common area. The County may allow variable parcel sizes so long as larger parcels are not further subdivided or developed.

Map Location: RR map designations are limited to the outskirts of Woodfords and in the development corridor on either side of Highway 88 between Woodfords and Nevada.

Neighborhood Commercial (NC)

Description: The Neighborhood Commercial (NC) land use designation is intended to indicate locations where grocery stores, convenience stores, delicatessens or similar "street corner" type commercial services, churches and fraternal organization meeting halls involving less than 2500 square feet would be most appropriate. More intensive types of commercial activities should be limited to other appropriately designated areas.

Density & Intensity: Population densities and building intensities shall be those indicated for the land use designation with which the Neighborhood Commercial symbol (NC) is combined. The County may allow smaller parcel sizes with the approval of detailed plans or permit applications for Neighborhood Commercial developments. Such plans or permits must be deemed acceptable and in conformance with the General Plan and all other applicable laws.

In no such instance shall parcel size be less than 8000 square feet. For larger parcel sizes, water and sewer may be required for Neighborhood Commercial developments in order to protect public safety and/or water quality.

Map Location: NC designations are located on Washoe Tribe land north of Woodfords on Highway 88 to recognize the intended use designated in the Washoe Tribe Comprehensive Land Use Plan (1994).

Commercial (C)

Description: The commercial designation indicates areas in the County where a broad range of commercial activities would be desired. Types of uses being considered as commercial for the purposes of this designation include grocery stores, hardware stores, garages, restaurants, hotels, professional offices, light industrial operations, small department stores, banks, furniture stores and similar developments or activities that would normally be considered "downtown" commercial activities. Types of activities considered "light industry" for the purpose of this designation include cabinet shops, bakeries, print shops, upholsterers or other similar small operations involving manufacturing, processing, storage or shipping and that generate minimal nuisance or environmental impact. The County Zoning Ordinance requires use permit approval for the more intensive commercial and light industrial use, such as fast food establishments, laundromats, bars, and night clubs, welding and sheet metal shops, and upholstering shops, where environmental impacts may need to be more closely controlled.

A certain number of public services and facilities should exist or be developed in order to promote and serve commercial activities in areas with commercial designation. For instance, police and fire protection should be readily available. Sewer, water and parking may be necessary. Commercial areas should be in established areas near well traveled routes (collectors and arterials) yet not spread out along such routes creating strip commercial development.

The standards necessary for commercial (C) activities are similar to those needed to serve residential high density (RH) designated areas. Downtown commercial activities should not be allowed within exclusively residential neighborhoods, however residences should be allowed to mix within concentrated commercial or business districts, with a special use permit.

Density & Intensity: Densities and intensities shall be the same as those allowed for the land use designation with which the C symbol has been combined.

Map Location: Three areas are designated C; Markleeville, Woodfords and the County Airport site.

Industrial (IND)

Description: The industrial designation is used to locate areas for development of industries such as manufacturing and warehousing that might create objectionable conditions for adjacent uses.

Map Location: The only IND designation is at the county Airport site which is isolated from other uses and general view from scenic highways.

Institutional (INS)

Description: The institutional designation is applied to areas where public, quasi-public, or public utility developments would be appropriate.

Examples of such institutional developments include schools, clinics, parks and playgrounds, public buildings, corporation yards, water and sewer collection and treatment facilities, and power sub-stations.

As in other designations, careful discretion is required in allowing the location of such uses within residential high, medium, and low-density areas. Appropriate standards would include many of those listed for commercial or industrial designations.

Density & Intensity: Population densities and building intensities shall not exceed those that are indicated for the land use designation with which the institutional symbol (INS) is combined unless or until plans for institutional development are approved by the County. In such instances, densities and intensities should not exceed those specified in the residential high density (RH) designation.

Map Location: INS General Plan Map designations are located in Markleeville, Woodfords and midway between the two settlements at Turtle Rock Park which is the location of a community center and campground. Additionally, a church/school site is designated INS at Paynesville as is the County Airport.

Recreational Sites (RS)

Description: Dispersed recreational activities are encouraged in open space designated areas. Concentrated small commercial recreational facilities may be allowed in (OS) areas if County approval is obtained. The (RS) designation is intended to identify areas which presently contain or may in the future contain larger recreational facilities, such as ski resorts, private parks and campgrounds, etc. which may draw to the County significant numbers of persons. Such (RS) developments in the future would require County approval of complete plans for development as well as General Plan Land Use Map revision. Consistent zoning may be (PD); however, densities should not exceed those specified below.

Density & Intensity: Population densities and building intensities shall not exceed those specified for Open (OS) Land Use designation; i.e., one residential unit per 20 acres overall density.

Map Location: RS designations are located adjacent to the two resort areas; Bear Valley and Kirkwood.

Solid Waste Disposal Areas (WD)

The (WD) symbol indicates areas of the County where solid waste disposal facilities would be most appropriate. The General Plan recommends that waste disposal or storage in the County be controlled by permit.

Liquid Waste

In Bear Valley and Diamond Valley, treated effluent is applied to large areas of land. This practice benefits agricultural purposes and is considered allowable in Open Space designated areas.

Hazardous Waste Facility (HWF)

The HWF symbol is given to 5 specific sites in the County which were identified in the Alpine County Hazardous Waste Management Plan as possibly suitable for a hazardous waste facility. The five sites include (1) Harvey Place Reservoir; (2) the Alpine County Airport; (3) the Alpine County Maintenance Yard; (4) the Leviathan Mine site; and (5) the Mud Lake Road area (which is also designated as a WD area). The County Maintenance Yard, considered possibly suitable only for small transfer and storage facilities. The Leviathan Mine site is designated HWF to allow for on site treatment of any remaining waste on-site and to prevent the transportation of existing on-site hazardous waste along dangerous routes and through residential areas. The Mud Lake Road area has been deleted from further consideration as a location for hazardous waste management facilities due to its proximity to the Washoe Community.

Scenic Highways (SH)

All State Highways in Alpine County are designated scenic highways. State Law allows County governments to designate County roads as scenic routes. (See Natural Resources and Conservation Element Goals and Objectives).

D. PUBLIC SERVICES AND FACILITIES

Alpine County is the least populated of California's 58 counties. Permanent population growth has typically been very slow and steady in Alpine County. The California Department of Finance provides population estimates and projections for Alpine County. The estimated 2007 permanent resident population was 1261 persons. The permanent population is expected to grow to 1462 full time residents by 2030 and then decline to 1377 persons by 2050 (California Department of Finance projections). These long term projections generally assume that current demographic trends will continue. They do not account for significant changes in development or other unexpected changes in the community that could cause dramatic changes in population.

As noted in the discussion of community character, although the County's permanent population is very low, peak population (including permanent and second home residents, overnight visitors and day visitors) drives requirements for many public facilities and services.

Police Protection

The existing staff and facilities of the Alpine County Sheriff's Department are considered adequate to serve County needs. Over the long-term, department needs could change significantly depending upon the type and intensity of growth.

Fire Protection

In the short-term, mobile water source equipment for the eastern slope area and a continuing rotation and replacement of fire equipment County wide, is a primary requirement for fire protection in Alpine County. Bear Valley and Kirkwood are served by water systems that have or will have adequate fire flow as development continues. There are two small community water systems on the east side of the County. However, large areas of the east side are not served by any water system. Long term plans call for more static water supply in strategic locations on the east side of the County. A 50,000 gallon water storage tank is being installed at the Woodfords fire station and other locations for water storage in the Mesa Vista/River Ranch areas have been investigated. The possibility of connecting the water supply to a hydrant system in order to improve fire flow delivery within developed areas should also be investigated.

The two fire departments on the east side of the County (Markleeville and Woodfords) are staffed entirely by volunteers. Ambulance and emergency response services on the east side of the County are also entirely volunteer staffing. The number of volunteers available for response at any given time can often be limited since many of the volunteers work outside of the County. Lake Valley Fire Protection District (Lake Tahoe area) and

East Fork Fire District (Douglas County, Nevada) provide mutual aid response to the east side of the County and Kirkwood.

Kirkwood is served by the Kirkwood Volunteer Fire Department which operates under the umbrella of the Kirkwood Meadows Public Utility District. Bear Valley is served by a volunteer fire department operated under County direction. Mutual aid to Bear Valley is provided by the Ebbetts Pass Fire Protection District (Arnold area, Calaveras County).

Public Health

The existing health facility at Woodfords is considered adequate for the short-term planning period and able to handle increases in the level of services predicted during that time.

Public Library System

County-wide library circulations are projected to increase along the present lines, in response to population increases, demographic changes and diversification of library resources and programs.

Social Services

Social service programs will continue to increase steadily along with population increases and demographic changes, and with proactive identification of needs and problems.

Roads and Highways

County roads and State Highway needs are addressed in the Circulation Element.

Schools

Total school enrollment in the Alpine Unified School District was 129 students in 2004/2005 (source: ACUSD School Accountability Reports). The District currently operates schools in Woodfords and Bear Valley. On the east side of the County, ACUSD students in grades 8-12 have the option of attending public schools in Douglas County, Nevada. A small number of K-7 aged children are enrolled in Douglas County Nevada or are home-schooled. High school aged students in Bear Valley have the option to attend Brett Harte Union High School in Angels Camp, approximately 45 miles west of Bear Valley. In September 2008 the Governing Board of the ACUSD adopted school facilities fees to finance future construction and reconstruction of school facilities made necessary by growth in enrollment. Such fees are collected in conjunction with issuance of building permits for new construction.

Public Buildings

County owned public buildings are located in Bear Valley, Markleeville and Woodfords. In the long-term, a comprehensive analysis of County long-term facility and infrastructure needs is necessary to establish a Capital Improvement Program.

Solid Waste

The three distinctly separate geographic areas of the County - Kirkwood, Bear Valley, and the east slope, each presently utilize separate solid waste disposal services. Kirkwood and Bear Valley utilize landfills in Amador and Calaveras Counties, respectively. Markleeville, Woodfords and other east slope communities utilize the Douglas County Disposal service. Use of the Amador, Douglas and Calaveras dump sites is expected to continue. The regulatory and financial requirements of operating a landfill site in Alpine County are prohibitive.

Sewage Disposal

The four waste-water collection and treatment systems found in Alpine County include:

1. The Markleeville Public Utility District serving Markleeville;
2. The Washoe Tribe's system serving the Woodfords Indian Colony in Dutch Valley;
3. The Kirkwood Public Utility District serving the Kirkwood development;
4. The Bear Valley Water District system serving much of the Bear Valley Planning area.

The Markleeville Public Utility District system presently operates at half capacity. The system's excess capacity creates economic difficulties for the entity. Should water quality become degraded by present or added use of individual septic systems in the surrounding area, annexation and hook-ups to the Markleeville Public Utility District system could be required. Capacity could thus be attained sooner than expected and an expansion of the facility could become necessary.

The Kirkwood Public Utility District system has been expanded to accommodate planned development during the short term planning period. Long term planning includes increased capacity.

The Bear Valley Water District (BVWD) provides wastewater collection and treatment service for Bear Valley, Lake Alpine campground, and the Bear Valley Mountain Resort (ski area). The existing treatment facilities are currently planned to accommodate anticipated wastewater flow from current and future developments within the BVWD service area. Treated wastewater is disposed with a combination of land disposal and seasonal discharge to Bloods Creek.

BVWD estimates it has disposal capacity available to serve 1,127 new EDUs. BVWD defines an EDU as a residential living unit equal to three sewer service units and defines a sewer service unit as one kitchen or full or half bath, or equivalent.

Water Systems

Of five water systems being operated on Alpine County's eastern slope, only the Markleeville Mutual Water Company is on record as having problems in meeting current or projected needs.

Lack of adequate year-round water supplies have lead the company to require that new developments in the Markleeville area provide wells, increased storage, and hookups. However, increased Federal and State Water Quality standards will likely place most small systems in the County in jeopardy of non-attainment of both standards and increased capacity demands. In the future, new development may be required to provide water source and infrastructure improvements to meet the increased demands it generates. (Fire protection needs addressed in the Hazards Element are not included.)

On the west slope, Kirkwood anticipates future water needs for snowmaking capability and, potentially, for domestic use in both the Kirkwood planned development community and in the surrounding areas of Caples Lake. Short-term capacity increases of larger storage tanks and new wells are planned. Alpine County has applied for water appropriations for Caples Lake to meet future economic, domestic and recreational development needs in this regional area.

The privately-owned Lake Alpine Water Company (LAWC) provides domestic water service in the Bear Valley area. A "Water Supply Assessment" pursuant to California law (SB 610) was recently completed for the LAWC system. The LAWC has additional water rights applications pending with the State Water Resources Control Board. It is expected that these applications will be approved and will increase the amount of water available to LAWC to 577 acre feet/year. This is sufficient water for the full development of the Bear Valley area.

Power & Telephone

Power and Communications facilities and services are addressed in the Circulation Element.

ELEMENT III - SECTION D

G. P. GOAL NO. 26

PROVIDE A LEVEL OF PUBLIC SERVICE ADEQUATE TO INSURE THE HEALTH, SAFETY, AND WELFARE OF ALPINE COUNTY CITIZENS AND PROMOTE ECONOMIC DEVELOPMENT

POLICY NO. 26a

Provide additional safety, community services, security personnel and facilities as dictated by growth and development.

OBJECTIVE NO. 26a Develop and maintain a short and long term capital improvement program.

OBJECTIVE NO. 26b Establish a Capital Improvement Fund and budget annually to place monies in the fund.

IMPLEMENTATION MEASURE: A Capital Improvement Program should list buildings, grounds and other public works projects to be constructed in the County. To date only fire protection needs have an adopted plan.

Special Districts should annually submit their own capital improvement programs to the County. All capital improvements should be reviewed for conformance with the General Plan.

POLICY NO. 26b All new commercial or residential units utilizing community sewer or water systems should be required to contain low or restrictive flow water fixtures or devices wherever possible.

OBJECTIVE NO. 26c Apply to the State Water Resources Control Board for set aside of water for future needs in Bear Valley area from Lake Alpine.

IMPLEMENTATION MEASURE: The appropriate steps and responsibilities for accomplishing the objective as well as a means for delivering the Lake Alpine water to users in the Bear Valley Planning Area, when deemed necessary, are presented in the Bear Valley Master Plan EIR (Gretzinger and Weatherby, Inc.), and future water supply for the Bear Valley Area of Alpine County (Bill Dendy and Associates, assisted by James M. Morris, Jr. 1982).

OBJECTIVE NO. 26d Continue to pursue a set aside of water for future needs in the Kirkwood area from Caples Lake with the State Water Resources Control Board.

Adequate Public Facilities and Services

This section defines the minimum standards and requirements for necessary improvements, services and public facilities that must be in place to support additional development. The attachment addresses the following general categories:

- Roads - capacity, construction standards and maintenance
- Utilities

- Public Safety
- Water and Wastewater Systems

Under the concept of adequate public facilities and services, development is only allowed when the proposed project will not cause the minimum standards to be exceeded. The project may include improvements and system upgrades concurrent with the development that are necessary to meet the minimum standards. If these improvements and upgrades are not provided, the project will not be approved.

The proposed requirements are divided into two major sections based on the existing General Plan land use designations. The first section is for land already designated Open Space (OS). Open Space areas have the least intensive development potential, are often remote and may not have year round road access. The second section defines the requirements in Rural Residential, Residential and Planned Development General Plan areas. These are the categories of land with the highest development potential and are where most residential, commercial and mixed use development occurs.

The table is organized as follows:

Column 1: Category

Column 2: Minimum standard

Columns 3-5: Information required to demonstrate that the minimum standard has been satisfied for each step in the process that applies to the proposed project (general plan, zoning, subdivision)

PART 1:Development in Open Space (OS) designation with density not exceeding OS (assumes no change in General Plan designation or zoning):

Service Type	Minimum Standard	Information Required		
		General Plan Change	Zoning Change	Subdivision
Roads (Includes lanes and driveways)				
Road Capacity	Maintain LOS C for all intersections at peak hour (includes all intersections back to and including the nearest intersection with a State Highway that serves the project)	Not applicable	Not applicable	May require traffic study if capacity is questionable
Construction Standard	Meet applicable County standards for roads, lanes and driveways as applicable to the project	Not applicable	Not applicable	Preliminary improvement plan submitted with tentative map application must show compliance
Maintenance	County maintenance or equivalent; special consideration possible for areas served by existing roads with no winter snow removal	Not applicable	Not applicable	County accepts or demonstrate equivalent; note on final map if in area with no winter snow removal
Utilities				
Electricity	Adequate capacity to serve proposed uses	Not applicable	Not applicable	Will service letter from provider, or if off grid describe power requirements and include note on final map
Propane	Individual tank	Not applicable	Not applicable	Will serve letter from provider if service deemed necessary
Telephone	Adequate capacity if within existing land line service area	Not applicable	Not applicable	Will service letter from provider if within land line service area. If no land line service include note on final map - cell service may or may not be available and reliable
Solid Waste Disposal	Adequate provision for proper removal and disposal for the proposed uses	Not applicable	Not applicable	Will serve letter from disposal provider if within service area. If outside of service area demonstrate that an alternative is available and include note on final map

Service Type	Minimum Standard	Information Required		
		General Plan Change	Zoning Change	Subdivision
Public Safety				
Law Enforcement		Not applicable	Not applicable	If in area with no winter snow removal require acknowledgement on final map and possible waiver of liability
Fire Protection		Not applicable	Not applicable	If more than 5 miles via improved road from fire station or in area with no winter snow removal, require acknowledgement on final map and possible waiver of liability
Emergency Medical		Not applicable	Not applicable	If more than 5 miles via improved road from fire station or in area with no winter snow removal, require acknowledgement on final map and possible waiver of liability
Water and Wastewater				
Domestic Water	Adequate supply to serve the proposed uses (assumption is that OS areas will likely be served by individual wells)	Not applicable	Not applicable	Well test(s) and data pursuant to County Health Department requirements
Fire Flow	Meet requirements for rural areas pursuant to CDF (2500 gallons per dwelling unit) via individual or shared storage in a location(s) acceptable to the County that is capable of delivering the required flow within the subdivision area.	Not applicable	Not applicable	Note on final map requiring individual storage, or fire department to verify
Wastewater Disposal	Site suitability for all proposed lots (assumption is that OS areas will likely be served by individual on site systems)	Not applicable	Not applicable	Percolation test, soil profile data and other documentation pursuant to County Health Department requirements

PART 2: Development in Rural Residential, Residential and Planned Development General Plan areas; includes a proposed change in the General Plan from Open Space (OS) to a more intense level of use

Service Type	Minimum Standard	Information Required		
		General Plan Change	Zoning Change	Subdivision
Roads				
Road Capacity	Maintain LOS C for all intersections at peak hour (includes all intersections back to and including the nearest intersection with a State Highway that serves the project)	May require traffic study if capacity is questionable	May require traffic study if capacity is questionable	May require traffic study if capacity is questionable
Construction Standard	Meet applicable County standards for roads, lanes and driveways as applicable to the project	Identify potential constraints that might preclude ability to meet standards (ex. Slope, other)	Show street design for Planned Development zoning; otherwise identify potential constraints that might preclude ability to meet standards (ex. Slope, other)	Preliminary improvement plan submitted with tentative map application must show compliance
Maintenance	County maintenance or equivalent; includes snow removal for all areas except those areas of single family development in Bear Valley that do not have snow removal	Identify method	Identify method, include in draft CCR for Planned Development zoning	County accepts or demonstrate equivalent
Utilities				
Electricity	Adequate capacity to serve proposed uses	Identify proposed source	Will service letter from provider	Will service letter from provider
Propane	Individual tank	Not applicable	Not applicable	Not applicable
Telephone	Adequate capacity to serve proposed uses	Identify proposed source	Will service letter from provider	Will service letter from provider
Solid Waste Disposal	Adequate provision for proper removal and disposal for the proposed uses	Identify proposed method of disposal	Will serve letter from disposal provider if within service area. If outside of service area demonstrate that an alternative is available	Will serve letter from disposal provider if within service area. If outside of service area demonstrate that an alternative is available and include note on final map

Service Type	Minimum Standard	Information Required		
		General Plan Change	Zoning Change	Subdivision
Public Safety				
Law Enforcement	None identified	Not applicable	Not applicable	Not applicable
Fire Protection	Located within 5 miles via improved road from fire station	Verify location or demonstrate compliance based on known future location and timing	Verify location or demonstrate compliance based on known future location and timing	Verify location
Emergency Medical	Located within 5 miles via improved road from fire station	Verify location or demonstrate compliance based on known future location and timing	Verify location or demonstrate compliance based on known future location and timing	Verify location
Water and Wastewater				
Domestic Water	Adequate supply and water quality to serve the proposed uses	Indicate proposed source of water supply to serve the area, including estimates of the amount of water required if connection to a central water system is proposed, or information on availability of groundwater if individual wells are proposed.	Indicate proposed source of water supply to serve the subdivision, including documentation of existing well permits and/or water rights that will be utilized, evidence of adequate capacity and permission to connect to an existing water supply system (if connection is proposed)	Indicate proposed source of water supply to serve the subdivision, including documentation of existing well permits and/or water rights that will be utilized, evidence of adequate capacity and permission to connect to an existing water supply system (if connection is proposed); if water system show on preliminary improvement plans
Fire Flow	250 gallons per minute for 2 hours within the subdivision by shared storage in a location acceptable to the County. Location must be able to deliver the required flow within the subdivision area. (NFPA standard applicable to rural areas with homes generally not larger than 3600 square feet each)	Indicate proposed method to meet the fire flow requirement	Indicate proposed method and location of improvements to meet the fire flow requirement	Preliminary improvement plan submitted with tentative map application must show compliance (may want to require some level of pump test to verify that the system can deliver the required flow, although this may be moderated somewhat by storage capacity)
Wastewater Disposal – Individual on site systems	Site suitability for all proposed lots	Information regarding general soils characteristics and expected suitability for on site wastewater disposal	Information regarding general soils characteristics and expected suitability for on site wastewater disposal	Proof of site suitability for all proposed lots (percolation and soil profile) pursuant to County Health Department requirements

Service Type	Minimum Standard	Information Required		
		General Plan Change	Zoning Change	Subdivision
Wastewater Disposal – community system	Adequate capacity to serve the proposed uses and meet the applicable design and waste discharge requirements for a new (or expanded) system as administered by the applicable Regional Water Quality Control Board	Describe the proposed method of wastewater treatment including the estimated amount of wastewater expected if connection to a central waste water treatment plant is proposed.	Describe the proposed method of wastewater treatment including the estimated amount of wastewater expected if connection to a central waste water treatment plant is proposed.	<p><u>New System:</u> Indicate the design and capacity of proposed system; document ability to meet waste discharge requirements; show system layout on preliminary improvement plans</p> <p><u>Connect to existing system:</u> evidence of adequate capacity and permission to connect to an existing wastewater treatment system that can operate in compliance with waste discharge requirements (include verification from RWQCB) ; show system layout on preliminary improvement plans</p>

E. PUBLIC FINANCE

Careful fiscal planning of public services and facilities has long been of importance in Alpine County where few private land holdings, limited commerce and industry, and a small population have constrained revenues. As growth occurs County-wide, both within the permanent population and within the recreation population, the ability to raise revenues to meet new demands will remain constrained due to Propositions 4 and 13. (See Data Base Section 11.2).

Many County programs have in the past been accomplished with Federal and State financial assistance. Examples include social welfare programs and County roads and public building projects. Current Federal Policies include the elimination or adjustment of programs that have traditionally aided local governments. At the State level, budget surpluses which decreased for three years after the passage of Proposition 13 have become deficits.

Given the specter of Federal and State cutbacks, and constraints upon the generation of local tax revenues, the County has few alternatives but to require that the costs and responsibilities for providing public services be passed more directly to the citizens being served. The County will increasingly need to decide which services it can afford to provide and eliminate or find new funding sources for others. A recent report concerning public finance by the State Office of Planning and Research reaffirms "Our conclusion is simple and dramatic: Foothill governments (*and Mountain Governments - Ed.*) must insure that new development pays its fair share—now and in the long-term--or risk financial collapse and further erosion of local control."

Funding mechanisms currently available for the construction of public facilities and provision of on-going services are discussed in Data Base Sections 11.22, and 11.23.

ELEMENT III - SECTION E

G. P. GOAL NO. 27 **PROVIDE AN ADEQUATE LEVEL OF PUBLIC SERVICE WHILE MAINTAINING A BALANCED COUNTY BUDGET**

OBJECTIVE NO. 27a Develop a long-range budget plan.

IMPLEMENTATION MEASURE: The costs involved in operating all County departments should be analyzed. In general, the costs for new development shall be paid for by developers or residents of new developments. They should not become an undue burden upon existing tax base for County service levels and systems. Those departments able to charge fees for services should establish fees that would, as nearly as possible, equal the cost of services provided. The costs of operating all other departments or

services should be compared with current and projected revenues and adjusted accordingly.

OBJECTIVE NO. 27b Area specific impact fees should be established in accordance with State Code Section 66000 for the Markleeville/Woodfords, Bear Valley and Kirkwood areas. Development Impact Fees are charges that are applied to new construction to cover each development's fair share of public facilities that are required to serve that development. Development Impact Fees should be assessed for expansion of all services including fire, police, water, sanitary sewer, drainage, parks, public facilities and streets.

OBJECTIVE NO. 27c Improve and maintain a Local Agency Formation Commission (LAFCO) capable of reviewing and acting upon proposals for County annexations as well as special district formations, annexations, consolidations, dissolutions, and reorganizations.

IMPLEMENTATION MEASURE: The requirements and responsibilities for Local Agency Formation Commissions (LAFCO's) are contained within State Law. The current make-up of the County's LAFCO and the assistance provided by County Staff are considered adequate for all immediate and long-term purposes. County Staff should prepare for LAFCO members a clear and concise guide to LAFCO procedures consistent with enabling statutes.

OBJECTIVE NO. 27d Establish a method for clearly delineating all costs associated with proposed developments and a means for assigning those costs appropriately and equitably.

IMPLEMENTATION MEASURE: Include analysis of economic impacts as a standard part of all environmental analysis accomplished under CEQA.

OBJECTIVE NO. 27e Alternative sources of revenues, such as business license fees, sales tax increase, court penalty assessments, and impact fees, should be reviewed as they become available through State enabling legislation for appropriateness, revenue generation capability, and cost of implementation.

OBJECTIVE NO. 27f The County should require that either a homeowners association or a special district exist or be formed that would provide for the on-going costs incurred by a new development, before approving such a development - or -

the County should charge benefit assessments for the same purpose.

IMPLEMENTATION MEASURE: The general procedures and responsibilities for Special District formation are summarized in Data Base Section 11.23. Examples of special districts that have been suggested during the General Plan preparation process include district formation or expansion in the Corridor, Kirkwood, and Bear Valley Planning Areas. Kirkwood has established a public utility district with broad authority to acquire, construct, and maintain electric and gas facilities and water and sewer facilities, to operate public parking, cable television, road maintenance, snow removal, fire protection, and other services. Bear Valley has formed County Service Area #1, under which Bear Valley residents and property owners locally provide and pay for various services, including snow removal, fire protection and solid waste. Re-organizing the CSA as a community services district is under consideration.

OBJECTIVE NO. 27g Lands which are located in areas designated Open Space and distant from existing developed areas should be traded for appropriately designated Federal Lands near existing communities in all possible instances. A list of specific Federal parcels that should be considered for trade is included in Data Base 7.6. A Memorandum of Understanding should be established with the Forest Districts to establish procedures for such transfers.

F. PLANNING

"While the General Plan sets the framework for community development, the day-to-day actions of local governments truly shape the community. Thus, the manner in which a plan is implemented is the real test of a local government's commitment to the Goals, Objectives, Policies, and programs in the General Plan, not the mere adoption of the plan itself". (California Governor's Office of Planning and Research, General Plan Guidelines, Sacramento, CA., 1990, p.161).

California Government Code 65400 requires that after a County legislative body has adopted all or part of a General Plan, the Planning Agency (Commission) shall:

1. Investigate and make recommendations to the legislative body upon reasonable means of putting into effect the General Plan.

2. Render an Annual Report on the status of the Plan and progress in its implementation, including progress in meeting its share of regional housing needs.

An increasing number of statutes are requiring that local actions be consistent with the adopted General Plan. Among them, AB 1301 (1971) requires all zoning ordinances and subdivision approvals to be consistent with an adopted General Plan. Furthermore, all elements within the General Plan must be consistent with one another. The General Plan Guidelines define consistency as follows:

"An action, program, or project is consistent with the General Plan if it, considering all its aspects, will further the Objectives and Policies of the General Plan and not obstruct their attainment."

Zoning is the primary tool used in implementing the General Plan. Zoning is often misconstrued as the highest authority in local land use regulation. State Law, however, establishes clearly that the General Plan must set the guideline and zoning must follow. Zoning ordinances can specify standards and requirements in greater detail than those provided by General Plan Land Use designations, to regulate the timing of development. Although the general plan may allow for a use the zoning may not be changed until the timing is appropriate for the use. They must not, however, be out of conformity with the General Plan.

California Government Code Sections 66473.5, 66474, 66474.60, and 66474.61 require that counties approving subdivisions must make findings that the developments are consistent with the General Plan and applicable specific plans.

Government Code Sections 65401 and 65402 require that any plans for capital improvements or real property acquisitions or disposal by the County or any local government agency including school districts and special districts must be reviewed by the Planning Commission for conformity with the General Plan.

The Alpine General Plan is designed to be used, kept up to date, and not shelved for revision after five or ten years time when it is determined inadequate. As times change, new facts about the County's environment will emerge and community goals and values will change. Changes or amendments to the County's General Plan will, no doubt, become necessary. Amendments to the General Plan can be initiated by the County or by the public.

Avenues available to the public generally include application for approval by the County's Planning Commission or Board of Supervisors. State Law requires the General Plan not be amended more than four times per year. The Circulation Element/Regional Transportation Plan requires update every two years. Proposed amendments cannot be adopted without public hearing(s) for which adequate public notice is provided.

The Alpine County General Plan consists of the mandated Regional Transportation Plan as well as other required General Plan Elements, and a Land Use Map. All sections should be reviewed for correction or adjustment with any major amendment.

The General Plan's Data Base, Environmental documents, and Appendices serve several important planning functions. First of all, they provide the background, reasoning, and justification for the General Plan's Goals, Objectives, Policies, and Land Use Map.

The Data Base and Appendices can also be used as a "Master Environmental Assessment" when conducting the environmental review required for subsequent projects. The Data Base and Appendices offer background data regarding the possibilities and constraints for future projects anywhere in the County. They tell staff and officials where further study is important. The Data Base and Appendices are, in fact, merely summarizations of often far more detailed information contained within the County's Planning Library. It is suggested that County staff maintain and utilize the Data Base, Appendices, and Library for conducting initial studies upon specific projects in the future. For some projects that are found to be in conformance with the General Plan's EIR, use of Section 15067 of the Public Resources Code may suffice for allowing that no further environmental study is necessary.

ELEMENT III - SECTION F

G. P. GOAL NO. 28

MAINTAIN A COMPREHENSIVE PLANNING PROCESS IN ALPINE COUNTY

OBJECTIVE NO. 28a Maintain consistency between all applicable County Ordinances and the County General Plan.

IMPLEMENTATION MEASURE: State Law allows the County "reasonable time" within which to make zoning or other ordinances consistent with the General Plan. All County Ordinances should be reviewed with respect to the General Plan's Goals, Objectives, Policies, and the Land Use Map upon adoption. Recommendations or alternatives for revisions should be available for public review and at least one public hearing should be held before adoption.

IMPLEMENTATION MEASURE: The County should continue to provide adequate funding and staff to insure that the County maintains a comprehensive Planning process.

OBJECTIVE NO. 28b Maintain a comprehensive and internally consistent General Plan.

IMPLEMENTATION MEASURE: Once each year in coordination with the County's budget process, the

County's Planning Commission should report to the Board of Supervisors on the status of the General Plan, the progress in its application, and whether or not revisions or amendments would be in order. Amendments to the General Plan must not exceed four per year.

OBJECTIVE NO. 28c Maintain a system for clear and streamlined permit processing.

IMPLEMENTATION MEASURE: State Government Code 65920 et seq. places certain requirements on local governments with respect to processing permit applications in a timely fashion. The legislation, when enacted locally, can offer benefits to the County, the general public, and project proponents by clearly spelling out responsibilities and time limits for project review and approval. The County should maintain application process descriptions that conform with requirements of AB 884 using simple schematic drawings where possible. These should show all parties the steps and time frames involved in the acceptance, review, and action upon any General Plan Amendment, Subdivision, Rezoning, Use Permit, or other application.

The first step in the review of any such application should be a General Plan consistency determination. Before any application would be accepted as complete for processing the determination should be made whether or not such application is consistent with the General Plan. This determination should, in most instances, be made by qualified County Staff. However, where interpretation is difficult, the determination may need to be referred to the Planning Commission or Board of Supervisors. Where applications are submitted for projects that are clearly not in conformance with the General Plan, such applications should be returned and the applicant informed that adoption of a General Plan Amendment would be necessary to make the application acceptable.