




**COUNTY OF EL DORADO  
DEPARTMENT OF TRANSPORTATION**



**INTEROFFICE MEMORANDUM**

Date: October 13, 2008

To: Supervisor Dupray, District 1  
Supervisor Baumann, District 2  
Supervisor Sweeney, District 3  
Supervisor Briggs, District 4  
Supervisor Santiago, District 5

From: Richard Shepard, Director   
Department of Transportation

Subject: **Add Senior Housing Category to the Traffic Impact Mitigation (TIM) Fee Program**

At the September 23, 2008 Board of Supervisor's Meeting, your Board directed Department of Transportation (DOT) staff to review the information offered to your Board by MJM Properties, LLC. Further, your Board directed that staff return to the Board three weeks after the meeting with a proposed fee schedule and a resolution for possible adoption.

Since receiving that direction, DOT has been meeting with the developer, County Counsel's Office, and other County staff, to discuss and work through all of the issues related to the implementation of new Fee Program categories of Age Restricted (55+) Housing – Single Family Dwelling and Age Restricted (55+) Housing – Multifamily Dwelling. These include the following major issues:

- Process of adoption of a new category or categories – Is a formal Public Hearing required with the attendant public noticing? Or can it be done as a regular agenda item with only the normal public notice provided for your Board's agenda.
- Area to be included in this additional category – Does your Board intend to have this new category only apply to this one development project; to the entire El Dorado Hills Fee Zone (Zone 8); or to all of the Fee Zones in the TIM Fee Program?
- Revenue impacts to the Tim Fee Program – Because the proposal will likely lower fee rates by one third to two thirds, there will be a lowering of the revenue expected within the Program.
- Implications of a newer category on land use – One of the potential outcomes of adopting this additional category with a large reduction is other developments are

likely to also request to use the new rates. While this would have a direct impact to the revenue stream of the Program, there are likely to be other indirect impacts, such as a shift of new housing units from targeting entry level workers to Age-Restricted Housing, leaving the County with a larger shortage of housing for those workers.

- Actual calculations of the new fee rates – There is a continuing discussion of the appropriate trip generation rates and how those figure into the calculations of the new fee rates. Based on the various trip rates described in various source reports, documents, and manuals, the new rates could fall between one third and two thirds of the current Single Family Dwelling rates.
- Impacts to the County's road system – It has been suggested that the reduced traffic from Age-Restricted Housing will provide the opportunity to have a commensurate reduction in the sizing of the County's road system. Staff is still looking at this to see if this is the case or not. To a large part the idea of "you can't build a half of a lane" comes into play. Also, having the new category apply to the entire County or just to a portion of it comes into play.

These issues, along with some others, are still being discussed and have not reached the necessary conclusions to provide your Board with a clear action item. The Department and the developer are still discussing these issues.

As you no doubt remember, on September 25<sup>th</sup> of last year, your Board directed the Department to create a TIM Fee Working Group made up of concerned citizens, to review and discuss outstanding issues and concerns regarding the TIM Fee Program. That group has provided a great deal of valuable input to the Department over the past ten months. Staff believes it would be appropriate for your Board to direct staff to take this issue to the TIM Fee Working Group for their review. We believe this issue is clearly within the scope of work your Board gave to that Working Group.

Based on our current level of discussions and resolution to the various issues and details concerning your Board's expressed desire to create a new category in the TIM Fee Program for Age-Restricted Housing, the Department has the following recommendations:

1. Your Board reaffirms its desire to create two new fee rate categories in the TIM Fee Program - Age Restricted (55+) Housing – Single Family Dwelling and Age Restricted (55+) Housing – Multifamily Dwelling.
2. Your Board directs the Department to take this question to the TIM Fee Working Group for their review and recommendation.
3. Your Board directs Department staff to continue to work with this developer and the TIM Fee Working Group to resolve all of the outstanding issues and concerns, and return to your Board at the time of the next annual update of the Fee Program (approximately May 1, 2009) with a report on this proposal and the appropriate Resolutions, to allow your Board to decide to include these categories.

Kathye Russell  
1066 Goyan Avenue  
Placerville, CA 95667

2008 OCT 10 PM 3:50  
EL DORADO COUNTY  
PLACERVILLE, CA

October 10, 2008

Board of Supervisors  
El Dorado County  
360 Fairlane  
Placerville, CA 95667

Re: October 14, 2008 Board of Supervisors  
Agenda Item #30 – 10:00 am Time Allocation

Honorable Board Members:

This letter reflects the views of several active members of the EDC TIM Fee Working Group, including myself, Kimberly Beal, Art Marinaccio and Jim Brunello.

The TIM Working Group has been meeting for many years now, and includes representatives of diverse member interests from the development community to Measure Y representative Bill Center, to senior management staff at DOT. We have wrestled with numerous traffic fee related issues and funding sources and the impacts of all, including reduced TIM fees for various economic interests such as low income/affordable housing projects and senior housing projects.

The proposal currently before you (Agenda Item #30), will change and challenge the viability of our current TIM fee program significantly. Additionally, we believe an analysis and review is necessary to determine the potential for physical affects on the environment. The appropriate venue for consideration of these issues lies directly in the realm of the ongoing TIM Fee Working Group. This group is already scheduled to meet next Thursday, October 16<sup>th</sup>, but two days after your next Board meeting.

We respectfully request that you postpone any decision on Agenda Item 30 at your October 14<sup>th</sup> Board meeting, and forward the matter to the TIM Fee Working Group for review, discussion and recommendations.

Thank you for your consideration of this very important matter.

Kathye Russell  
Member, TIM Fee Working Group



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(916) 941-1411 • (916) 941-1474 fax

COPY SENT TO BOARD MEMBERS  
FOR THEIR INFORMATION

DATE 9/17/08

2008 SEP 17 AM 8:32

BOARD OF SUPERVISORS  
EL DORADO COUNTY

September 16, 2008

Rusty Dupray, Chairman, and Members of Board of Supervisors  
El Dorado County  
330 Fair Lane, Building "A"  
Placerville, California

**Re: New Age-Restricted Traffic Impact Fee Categories for RIF TIM Zone 8**

Dear Chairman Dupray and Members of the Board:

On behalf of the Carson Creek Specific Plan, we respectfully request that the Board of Supervisors create a new traffic impact fee category for age-restricted development within the Highway 50 and local fee components of Zone 8 of the County's RIF/TIM road fee program (encompassing El Dorado Hills).

The Carson Creek Specific Plan area was approved by the County in 1996 and amended to an age-restricted project in 1999. The first phase of the project, Four Seasons, is fully built-out as an age-restricted product, and the second phase tentative map was approved earlier this year as an age-restricted project. The balance of the residential portions of the project are planned to be built as age-restricted products, yet the road impact fee program doesn't provide for a road impact fee commensurate with the impacts generated by an age-restricted project.

As you know, impact fees are based on a reasonable relationship (or "nexus") between the impact of a development and the measures that are used to mitigate that impact. In particular, traffic impacts are measured by the number of vehicle trips that each unit of a development is expected to generate. To estimate these impacts, planners use methodology established by the Institute of Transportation Engineers (ITE), which publishes trip generation rates for various kinds of new construction in its Trip Generation manual.

New information is available to assess the analysis of traffic impacts for the Carson Creek project. Using the 1991 edition of the ITE Trip Generation manual as a starting point, the County General Plan assumed a trip generation rate of 10.1 average daily trips for homes and 7.5 average daily trips for apartment units within Carson Creek. However, in 2003, the ITE published a new Trip Generation manual, which included two new categories of age-restricted residential development with significantly lower trip generation rates: 3.71 average daily trips for

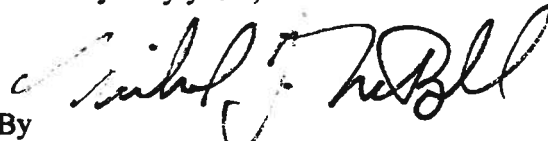
age-restricted homes and 3.48 average daily trips for age-restricted apartments.<sup>1</sup> The new trip generation rates are further explained in a Memorandum from Natalie K. Porter of the transportation consulting firm Fehr & Peers entitled "Senior Housing Fee Category" (which is attached to this letter as **Exhibit 1**).

According to the more recent ITE manual, the age-restricted single-family homes in Carson Creek will generate 63% fewer trips than standard single-family homes, while the age-restricted apartments will generate 54% fewer trips than standard apartments. Since the publication of the new age-restricted trip generation categories in the ITE manual, local cities such as Roseville, Elk Grove and Sacramento have revised their traffic impact fee programs to add new categories for age-restricted developments.

The County currently charges standard traffic impact fees for Carson Creek, even though the traffic impacts from this age-restricted project will be less than half those of a standard subdivision. As more fully explained in a Memorandum from Natalie K. Porter of Fehr & Peers entitled "Carson Creek Trip Generation Comparison" (attached as **Exhibit 2**), Carson Creek will generate approximately 10,000 fewer average daily vehicle trips overall than estimated in the County General Plan. In order to reflect the greatly reduced traffic impacts of the Carson Creek project, the County should add a new age-restricted development category within Zone 8.

I appreciate the opportunity to present the foregoing request to you and look forward to your future action on this important matter. If you have any questions, please contact me at your earliest convenience.

Very truly yours,



By  
Michael J. McDougall  
MJM Properties

Cc: Supervisor Ron Briggs, First Vice Chairman, District IV  
Supervisor Norma Santiago, Second Vice Chairman, District V  
Supervisor Helen K. Baumann, District II  
Supervisor James R. Sweeney, District III

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<sup>1</sup> Trip generation rates for standard single-family and multi-family development were essentially the same as in prior versions of the manual.




FEHR & PEERS  
TRANSPORTATION CONSULTANTS

## MEMORANDUM

Date: August 26, 2008

To: AKT Carson Creek Investors, LLC  
c/o Mr. Mike McDougall, MJM Properties, LLC

cc: Mr. Larry Ito, Ardor Consulting Corporation

From:  Natalie K. Porter, Associate

Subject: **Senior Housing Fee Category**

RS08-2588

This memo documents the Institute of Traffic Engineers (ITE) adoption of separate trip generation categories for age-restricted projects. The new categories are based on data collected over a twenty year period and demonstrate that age-restricted projects generate less traffic than traditional developments.

The Carson Creek Specific Plan was approved by the County as a traditional residential development, which assumed a single family residential unit would generate approximately 9.55 average trips per day, based upon the ITE, Trip Generation, 5<sup>th</sup> Edition, 1991. The 1996 and 2004 General Plans assumed the traditional residential trip rates for the Carson Creek Specific Plan based on the possibility that the project may later be amended to a traditional development, per the Carson Creek Specific Plan Settlement Agreement. The El Dorado County (EDC) travel demand model used for the General Plan analysis, assumed a higher trip generation rate of 10.1 average daily trips for single family detached, and 7.5 average daily trips for multi-family units in the urban/suburban areas of the county.

Phase 1 of the Carson Creek Specific Plan has been fully developed as an age-restricted product. It is our understanding that the remainder of the project will continue to be developed as an age-restricted development. As such, application of a lower trip generation factor is appropriate. The ITE, Trip Generation, 7<sup>th</sup> Edition, 2003 now includes a Senior Housing Detached residential land use (251), with 3.71 average daily trips, and Senior Housing Attached (252) residential land use assumes 3.48 average daily trips. The Single-Family Detached residential land use (210) assumes an average daily trip rate of 9.57.

Other jurisdictions in the State and Sacramento Region have age-restricted road impact fees which are lower than traditional residential impact fees. As examples, the cities of Elk Grove, Roseville, and Sacramento all have lower road impact fees for age-restricted developments.

If you have any questions or comments, please feel free to contact me.



**MEMORANDUM**

**Date:** August 26, 2008

**To:** AKT Carson Creek Investors, LLC  
c/o Mr. Mike McDougall, MJM Properties, LLC

cc: Mr. Larry Ito, Ardor Consulting Corporation

**From:** *NKP* Natalie K. Porter, Associate

**Subject:** Carson Creek Trip Generation Comparison

RS08-2588

The 1996 Carson Creek Specific Plan Environmental Impact Report evaluated land uses that included 689 single-family dwelling units, 1,548 high density single-family dwelling units, and 310 multi-family dwelling units, 843,000 square feet of research & development, an elementary and middle school, 240,000 square feet of local convenience commercial and a 31.2 acre park. The ITE, Trip Generation, 5<sup>th</sup> Edition, 1991 was used to determine the daily and peak hour trips for the proposed residential land uses. (See Table A)

On September 27, 1999 a settlement agreement, collectively referred to as the "Package of Actions", included several amendments to the Carson Creek Specific Plan. One of the changes to the Carson Creek Specific Plan was the conversion from traditional residential land use to an age restricted land use. However, the traditional residential and other land use assumptions for the remaining areas within the Carson Creek Specific Plan were included in the El Dorado County (EDC) travel demand model used for the 2004 General Plan. The EDC travel demand model was used to size the roadway capacity expansion necessary to support the 2004 General Plan land use growth and to determine the associated traffic impact fees.

Several other changes have occurred within the Carson Creek Specific Plan area. Phase I (Four Season development and Church site) of the Specific Plan was modified to include 460 single family detached senior housing units, a church with a 25,000 square foot sanctuary on approximately 12.9 acres, a 20,000 square foot community center/park on 10.4 acres, 40,000 square feet of local commercial on 5.8 acres, and 25.9 acres of open space/parks. Phase II is proposed to be 937 single family detached senior housing, 303 multi-family attached senior housing, a 20,000 square foot community center in unit 1 on approximately 5.9 acres and 24,000 square foot community center in unit 2 on approximately 6.9 acres, 33.3 acres of research & development, 57.4 acres of industrial uses, 33.3 acres for parks, and 185.5 acres of open space. The 33.3 acres of research & development equates to 870,329 square feet with a 60% maximum coverage rate. The 57.4 acres of industrial uses equates to 1,500,206 square feet of light manufacturing with a 60% maximum coverage rate. The attached Table C compares the trip generation for the existing land uses approved evaluated in the Carson Creek Specific Plan and the land use assumed in the EDC travel demand model for the 2004 General Plan. These estimates are based on trip rates contained in the ITE, Trip Generation, 7<sup>th</sup> Edition, 2003, which includes a Senior Housing detached residential land use (251).

This technical memorandum will determine daily and peak hour trips based upon the current land use within the Carson Creek Specific Plan and compare the trips to both the 1996 Carson Creek Specific Plan EIR Trips (Table B) and the current 2004 General Plan trips (Table C). A comparison of the traditional residential land use trips as assumed in the EDC travel demand model used for the 2004 General Plan and the current Carson Creek Specific Plan age restricted residential land use is provided in Table D.

<b>TABLE A</b> <b>CARSON CREEK SPECIFIC PLAN</b> <b>(PER THE 1996 CARSON CREEK SPECIFIC PLAN EIR)</b> <b>PROJECT TRIP GENERATION</b>								
Land Use	Unit	Amount	Trip Rates <sup>1</sup>			Trips		
			Daily	A.M.	P.M.	Daily	A.M.	P.M.
<b>Original Land Use</b>								
SF Residential (1-5 Units/Acre) <sup>2</sup>	Dwelling Units	689	9.55	0.74	1.01	6,580	510	696
SF Residential (5-17 Units/Acre) <sup>2</sup>	Dwelling Units	1,548	9.45	0.73	0.99	14,629	1,130	1,533
MF Residential (18-20 Units/Acre) <sup>2</sup>	Dwelling Units	310	6.26	0.44	0.49	1,947	136	152
Research & Development	KSF	843	Per Carson Creek Specific Plan DEIR			6,493	1,037	902
Elementary School	KSF	100				1,072	274	28
Middle School	KSF	200				2,144	548	56
Local Convenience Commercial	KSF	240				12,361	274	1,156
Park	acre	31.2				93	90	98
<i>Subtotal Trips</i>						<b>45,319</b>	<b>3,999</b>	<b>4,621</b>
<i>Internalization Reduction (15%)</i>						<b>-6,798</b>	<b>-600</b>	<b>-693</b>
<i>Total</i>						<b>38,521</b>	<b>3,399</b>	<b>3,928</b>
<b>Notes:</b> (1) A.M. and P.M. trip rates are for the peak hour of the adjacent street. (2) Trip Generation Rates from <i>Trip Generation</i> , Institute of Transportation Engineers, 5 <sup>th</sup> Edition, 1991. Number and type of units from <i>Carson Creek Specific Plan DEIR</i> , 1996. (3) Trip Generation Rate from <i>Trip Generation</i> , ITE, 7 <sup>th</sup> Edition, 2003. SF = Single Family MF = Multi-Family KSF = 1,000 Square Feet of Gross Floor Area								



<b>TABLE B</b>								
<b>Carson Creek Specific Plan EIR Residential Land Uses As Compared to Current Approved Age-Restricted Land Use</b>								
Land Use	Unit	Amount	Trip Rates <sup>1,2</sup>			Trips		
			Daily	A.M.	P.M.	Daily	A.M.	P.M.
<b>Phase I (Euer Ranch)</b>								
Senior Housing, Detached <sup>2</sup> (251)	Dwelling Units	460	3.71	0.20	0.26	1,707	92	120
Church (560)	KSF	25	9.11	0.72	0.66	228	18	16
Community Center/Park (495)	KSF	20	22.88	1.62	1.64	458	32	33
Local Commercial (814)	KSF	40	44.32	6.84	5.02	1,773	274	201
Open Space/Parks	Acre	25.9	1.59	N/A	N/A	41	N/A	N/A
<b>Subtotal Phase I</b>						<b>4,207</b>	<b>416</b>	<b>370</b>
<b>Phase II (Carson Creek)</b>								
Senior Housing, Detached (251)	DU	937	3.71	0.20	0.26	3,476	187	244
Senior Housing, Attached (252)	DU	303	3.48	0.08	0.11	1,054	24	33
Community Center/Park (495)	KSF	44	16.4	1.38	1.39	1,007	71	72
Research & Development (760)	KSF	870	8.11	1.24	1.08	7,056	635	940
Industrial (140)	KSF	1,500	3.92	0.73	0.74	5,880	1,095	1,110
Parks	Acre	33.3	1.59	N/A	N/A	53	N/A	N/A
Open Space	Acre	185.5	N/A	N/A	N/A	N/A	N/A	N/A
<b>Subtotal Phase II</b>						<b>18,526</b>	<b>2,012</b>	<b>2,399</b>
<b>Subtotal of Phase I and Phase II Trips</b>						<b>22,733</b>	<b>2,428</b>	<b>2,769</b>
<b>Internalization Reduction (15%)</b>						<b>-3,410</b>	<b>-364</b>	<b>-415</b>
<b>Total</b>						<b>19,323</b>	<b>2,064</b>	<b>2,354</b>
<b>Reduction of Trips as compared to the 1996 EIR residential land use</b>						<b>19,198</b>	<b>1,335</b>	<b>1,674</b>
<b>Notes:</b>								
(1) A.M. and P.M. trip rates are for the peak hour of the adjacent street.								
(2) Trip Generation Rate from <i>Trip Generation, ITE, 7<sup>th</sup> Edition, 2003</i> .								
SF = Single Family, MF = Multi-Family, KSF = 1,000 Square Feet of Gross Floor Area								

**EI Dorado County Travel Demand Model Comparison**

The EDC Travel Demand Model includes the following land use data in traffic analysis zones (TAZ) 148 and 344. The area of these TAZ's are bounded by White Rock Road to the north, Latrobe Road to the east, the County line on the west and roughly the EI Dorado Hills Business Park south boundary. As of July 15, 2003, the EI Dorado Hills Business Park identified the non-residential portion of Carson Creek to contain 34.4 acres of Research & Development or 603 employees ((34.4 acres x 43,560 s.f./acre x 0.231 FAR)/574 s.f./employee) and 60 acres of Industrial uses or 1,089 employees ((60 acres x 43,560 s.f./acre x 0.25 FAR)/600 s.f./employee) for a total of 1,692 employees. All of Carson Creek's non-residential uses are shown as residing in TAZ 148. For purposes of this comparison we will assume the Research & Development was included under the service category and the Industrial use was included in the "Other" non-residential category.

Land Use	Unit	New LU	Trip Rate	Daily Trips
Single Family	Dwelling Units	1,622	10.1	16,382
Multi-Family	Dwelling Units	36	7.5	270
Service	Employees	603	20.6	12,422
Other non-residential	Employees	1,089	3.0	3,267
<b>General Plan Daily Trip Generation for Carson Creek</b>				<b>32,341</b>
<b>Daily Trip Generation for Approved Carson Creek Land Use</b>				<b>19,323</b>
<b>Reduction of Daily Trips</b>				<b>13,018</b>
<small>Notes: Information from the EI Dorado County General Plan EIR, Technical Appendix: Traffic Model Documentation, 1995. Trip rates for residential used the urban rates. Non-residential employee values EI Dorado Hills Business Park documentation.</small>				

The EI Dorado County General Plan Travel Demand Model did not contain an AM or PM peak hour module. However, County staff assumed 10% of the ADT was representative of a generic peak hour. This assumption would represent a peak hour reduction of 1,302 trips from the entire Carson Creek Specific Plan area based upon the current land uses.

<b>TABLE D</b>				
<b>El Dorado County Travel Demand Model Trip Generation Assumptions for Traditional Residential As Compared to the Age Restricted Land Use</b>				
Land Use	Unit	Amount	Trip Rates <sup>1</sup>	
			Daily	Daily
<b>Phase I (Euer Ranch)</b>				
Senior Housing, Detached <sup>2</sup> (251)	Dwelling Units	460	3.71	1,707
Church (560)	KSF	25	9.11	228
Community Center/Park (495)	KSF	20	22.88	458
Subtotal Phase I				2,393
Internal Reduction (15%)				359
Total for Phase I				2,034
2004 General Plan Assumed Traditional Residential Trips (418 x 10.1)				4,222
Reduction of Trips from traditional to age restricted residential				2,188
<b>Phase II (Carson Creek)</b>				
Senior Housing, Detached (251)	DU	937	3.71	3,476
Senior Housing, Attached (252)	DU	303	3.48	1,054
Community Center/Park (495)	KSF	44	22.88	1,007
Subtotal Phase II				5,537
Internalization Reduction (15%)				831
Total				4,706
2004 General Plan Assume Traditional Residential Trips (1204SF x 10.1+36MF x 7.5))				12,430
Reduction of Trips from traditional to age restricted residential				7,724
<b>Notes:</b>				
(1) Trip Generation Rate from <i>Trip Generation, ITE, 7<sup>th</sup> Edition, 2003.</i>				
DU = Dwelling Unit, KSF = 1,000 Square Feet of Gross Floor Area				

The change to age restricted residential with the church and community center/park, assumed as part of the traditional residential land use area, results in a reduction of approximately 2,190 daily trips and applying the El Dorado County assumption of 10% of the daily trips is equivalent to peak hour trips, 219 peak hour trips for the Four Season Development of the Carson Creek Specific Plan as compared to the land use assumed in the El Dorado County Travel Demand model used to analyze the 2004 General Plan.

The change to age restricted residential with community center assumed as part of the traditional residential land use area, results in a reduction of approximately 7,724 daily trips and applying the El Dorado County assumption of 10% of the daily trips is equivalent to peak hour trips, 772 peak hour trips for the Phase 2 remaining portion of the Carson Creek Specific Plan as compared to

the land use assumed in the El Dorado County Travel Demand model used to analyze the 2004 General Plan.

The change to age restricted residential with the church and community center/park, assumed as part of the traditional residential land use area, results in a reduction of approximately 9,910 daily trips and applying the El Dorado County assumption of 10% of the daily trips is equivalent to peak hour trips, 991 peak hour trips for the Carson Creek Specific Plan as compared to the land use assumed in the El Dorado County Travel Demand model used to analyze the 2004 General Plan.