

# UPDATE TO THE 2012 EL DORADO COUNTY PARKS AND TRAILS MASTER PLAN

## INTRODUCTION

In 2012, County of El Dorado adopted the *El Dorado County Parks and Trails Master Plan* (Master Plan) (Foothill 2012). It provides a long-term vision and direction for the planning, implementation, and management of west slope park and trail resources provided by El Dorado County for the benefit of residents and visitors. One of the recommendations in the Master Plan calls for the County to establish a park impact fee program. This recommendation reiterates Policy 9.2.2.5 of the *El Dorado County General Plan* (General Plan) (2004) which calls for the establishment of a development fee program applicable to all new development to fund acquisition and improvements for neighborhood, community, and regional parks beyond the park land acquisition requirements addressed by the Quimby Act.

The El Dorado County Ordinance Code Section 120.12.090 implements the County's Quimby Ordinance. It allows for the dedication of land or fees in-lieu of land at the rate of 3 acres per 1,000 population to be used for neighborhood and community parks. If the calculated amount of existing neighborhood and community park area exceeds that rate, the calculated rate may be used as long as it does not exceed 5 acres per 1,000 population.

The primary purpose of this update to the Master Plan is to provide accurate information about existing levels of service, facility costs, and population in support of implementing an impact fee, revisiting the County's Quimby Ordinance, and optimizing coordination between these two important funding sources.

The focus of the update is on those areas of the County where residents are not served by another park provider. Other park providers include the City of South Lake Tahoe, the City of Placerville, El Dorado Hills Community Services District (CSD), Cameron Park CSD, the Georgetown Divide Recreation District, Rolling Hills CSD, Cosumnes River CSD, and the Tahoe Paradise Resort Improvement District. While the 2012 Master Plan does not address the Tahoe Basin, this update includes the Basin in the analysis of acreage and population so that any subsequent impact fee and Quimby ordinance modification may be implemented throughout the entire County.

## UPDATE OF CURRENT INVENTORY

### Park Facilities

Policy 9.1.1.1 of the General Plan provides guidelines for the acquisition and development of park facilities (**Table 1**) by facility type. The three types of parks are neighborhood, community, and regional. It further directs that all park land dedication or in-lieu fees shall be directed towards the purchase and funding of neighborhood parks.

**Table 1 - Guidelines for Acquisition and Development of Park Facilities**

<b>Park Types</b>	<b>Developed</b>
Regional Parks	1.5 ac/1,000 population
Community Parks	1.5 ac/1,000 population
Neighborhood Parks	2.0 ac/1,000 population
<b>Specific Standards (Neighborhood and Community Parks)</b>	
Cameron Park Community Services District	5.0 ac/1,000 population
El Dorado Hills Community Services District	5.0 ac/1,000 population
Planned Communities	5.0 ac/1,000 population

As of 2017, El Dorado County owns 254.3 acres of improved parks managed for the enjoyment of County residents and visitors (**Table 2**). The park inventory shown in this update includes several modifications to the 2012 Master Plan inventory.

Forebay Park in Pollock Pines, a 12.6-acre community park that was acquired after adoption of the Master Plan in 2012, has been added to the inventory. Improvements have been initiated at Railroad Park with the completion of a conceptual plan for the park, installation of a restroom, and preliminary trail design underway. Acreage for Henningsen-Lotus Park has been corrected from 51 acres to 49.1 acres. The 64-acre County parcel adjacent to the Cronan Ranch Regional Trails Park is now accessible for hiking, equestrian use, and mountain biking from the Bureau of Land Management (BLM) parking area.

County-owned regional park facilities in the Tahoe Basin have also been added to the inventory. These include the 4.7-acre El Dorado Beach which is owned by El Dorado County and managed by the City of South Lake Tahoe, and the 35.1-acre portion of the South Lake Tahoe Recreation Area owned by El Dorado County. Facilities at the County-owned portion of South Lake Tahoe Recreation Area include the Campground by the Lake and the South Lake Tahoe Senior Center, both operated by the City of South Lake Tahoe; the Lake Tahoe Museum operated by volunteers from the Lake Tahoe Historical Society; a Visitors' Center operated by the Lake Tahoe Visitors Authority; and the Art Center operated by the Tahoe Art League.

Table 2 - El Dorado County Parks Inventory 2017

Facility Name	Address	Total Acreage	Neighborhood Park Acreage	Community Park Acreage	Regional Park Acreage	Amphitheater	Equestrian Arena	Little League Ballfields	Regulation Hardball Ballfields	Softball Ballfields	Regulation Soccer Field	Junior Soccer Field	Other Soccer Field	Multi-Use Field	Outdoor Volleyball	Outdoor Basketball (# of	Tennis Courts	Children's Play Area	Tot Lot	Water Play Area	Swimming Beach	Indoor Meeting/Event Space	Community Center	Gymnasium	Non-group Area Picnic Tables	Group Area Picnic Tables	Group Picnic Area	Horseshoe Pit	Disc Golf	Skate Park	Dog Park	Restrooms	Access to Pond/Lake	Paths/Trails	Natural/Nature Area	Off-Street Parking	Maintenance Shop	Remarks
<b>EXISTING FACILITIES</b>																																						
Bradford Park	4224 Motherlode Drive, Shingle Springs	2.7	2.7										1					1							2	5	1									√		
Chili Bar (Lower)	1669-1671 Chili Bar Court, SR 193	9.7			9.7																										1		√	√	√			
EDC Fairgrounds	100 Placerville Drive, Placerville	48.0			48.0		1														5	1									1							
Forebay Park	Forebay Road, Pollock Pines	12.6		12.6				1																	4			6									√	
Henningsen Lotus Park	950 Lotus Road, Lotus	49.1		49.1				1	1	1	1		1					1	1		1	1			8	8	1				2		√	√	√		boat launch, beach area, lighting for ball fields	
Joe's Skate Park	216-398 Armory Road, Placerville	1.0		1.0																									1									
Pioneer Park	6740 Fair Play Road, Somerset	21.0		21.0			1	1	1	1						2		1					1									1	1			√	Equestrian Arena	
Railroad Park	Oriental Street, El Dorado	6.3			6.3																										1		√		√			
Cronan Ranch	Pedro Hill Road, Pilot Hill	64.1			64.1																												√	√			Connected to Cronan Ranch Regional Trails Park	
El Dorado Beach	1004 Lakeview Avenue, South Lake Tahoe	4.7			4.7	1															1				?						?	√	√	√	√			
South Lake Tahoe Recreation Area	3050 Lake Tahoe Boulevard, South Lake Tahoe	35.1			35.1																																Concessions for Museum, Campground, Senior Center, Visitor Center, Chamber, Art Building	
<b>Total Existing Facilities</b>		254.3	2.7	83.7	168.0	1	2	3	0	2	2	2	0	2	0	2	0	3	1	0	2	7	2	0	14	13	3	6	1	1	0	6	2					



## Trails Inventory

The Master Plan includes numerous recommendations to support and enhance access to regional recreational trails. These recommendations also reflect direction from the General Plan regarding the importance of regional trails. Neither the General Plan or the Master Plan include a guideline for miles of regional trails per 1,000 population. This update examines the existing inventory of public regional trails that are owned and maintained by El Dorado County (**Table 3**) as the basis for establishing such a guideline. Based on this guideline, the County may wish to include a regional trails element in any future development impact fee to provide additional regional trail capacity to serve new residents.

**Table 3 - El Dorado County Trails Inventory 2017**

Trail Name/Location	Class 1 Bike Path		Natural Trail	
	Built	In-process	Built	In-process
El Dorado Trail				
El Dorado Trail/SPTC		2.20		26.00
Missouri Flat Rd to Forni Rd	2.70			
Jacquier Rd Los Tramos	4.50			
Los Tramos to Halcon		1.00		
US 50/Missouri Flat Bike Path	0.50			
Northside Bike Path	4.00			
Pat Lowe Memorial Bike Path	1.36			
Sawmill Bike Path	2.16			
Rubicon Trail			7.74	
Loon Lake Intertie Trail			1.52	
Airport Flats-Wentworth Trail			6.99	
<b>Total</b>		<b>18.41</b>		<b>42.25</b>

## POPULATION

El Dorado County park and trail facilities are open for public use by all County residents and visitors. However, other entities in the County are acting as the primary providers of local recreation facilities and are collecting revenues, fees, and assessments for this purpose. It is important to identify the County population being served by some recreation provider other than El Dorado County so that residents are not unfairly subject to duplicate or excessive assessment of fees.

As of 2015, approximately 62 percent of El Dorado County residents live in areas served by these other providers. El Dorado County acts primarily as a collaborative partner with these providers in terms of planning and seeking funding, and to provide park and trail facilities that are regional in nature. These other entities are either local special districts established with the expressed purpose of providing recreational facilities and potentially other services,

or municipalities that provide local parks and trails under their own auspices. Their residents are therefore not included in the population of El Dorado County that relies exclusively on the County to provide neighborhood and community parks. **Table 4** shows the population of each of these entities as well as the remaining population of County residents who live in unincorporated areas not served by a special recreation district.

**Table 4 - El Dorado County Population 2015**

2015 Population	
El Dorado County Total <sup>1</sup>	182,093
El Dorado Hills CSD <sup>1</sup>	43,264
Cameron Park CSD <sup>1</sup>	19,437
Georgetown Divide Recreation District <sup>2</sup>	14,020
Rolling Hills CSD <sup>3</sup>	1,000
Cosumnes River CSD <sup>4</sup>	250
Tahoe Paradise Resort Improvement District <sup>5</sup>	2,592
City of Placerville <sup>1</sup>	10,471
City of South Lake Tahoe <sup>1</sup>	21,437
Unincorporated/Non-CSD	69,623

Sources: <sup>1</sup> U.S. Census American Community Survey 5-Year Estimates 2011-2015 DP05

<sup>2</sup> Georgetown Recreation and Park District Park Impact Fee Nexus Study 2008 with SACOG annual growth rate for unincorporated El Dorado County applied through 2015

<sup>3</sup> Rolling Hills CSD Profile 2017 El Dorado LAFCO

<sup>4</sup> Cosumnes River CSD Profile 2017 El Dorado LAFCO

<sup>5</sup> Tahoe Paradise RIP El Dorado LAFCO Final MSR 2008 with SACOG annual growth rate for unincorporated El Dorado County applied through 2015

Growth projections prepared by the California Department of Finance for El Dorado County over the next 20 years show a very modest rate of population increase of about three-quarters of one percent annually (DOF 2017). Nevertheless, as more people reside in the County, additional parks and trails will be needed to meet the increased demand for recreation facilities. It is expected that the cities and special recreation districts will continue to be the primary providers of neighborhood and community parks and natural trails for additional residents who move to their service areas. El Dorado County will be responsible for meeting the increased demand for all parks and trails resulting from additional residents moving to the unincorporated areas not served by a special recreation district.

The projected increase of people relying on El Dorado County for neighborhood and community parks calls for more than 12,000 additional residents by 2037 (**Table 5**). With the current General Plan guideline of 3.5 acres of combined neighborhood and community parks per 1,000 population, this means another 45 acres of neighborhood and community parks will be needed.

The number of additional residents who will rely on the County for regional parks by 2037 will increase by nearly 32,000 people. Another 51 acres of regional parks will be required to

meet the current General Plan guideline of 1.5 acres per 1,000 population. In total, about 96 acres of new parks will be needed. It may be very challenging to provide these resources especially if park land dedication and impact fee assessments are not required on new development.

**Table 5 - El Dorado County and Unincorporated/Non-CSD Population Projection**

Year	Unincorporated/Non-CSD Population	Entire County Population
2015	69,623	182,093
2016	70,018	183,127
2017	70,364	184,032
2018	70,786	185,135
2019	71,193	186,199
2020	71,677	187,465
2021	72,155	188,716
2022	72,697	190,134
2023	73,292	191,691
2024	73,882	193,232
2025	74,533	194,936
2026	75,173	196,611
2027	75,806	198,265
2028	76,502	200,087
2029	77,194	201,895
2030	77,924	203,805
2031	78,642	205,683
2032	79,334	207,491
2033	80,033	209,321
2034	80,675	211,000
2035	81,357	212,785
2036	81,964	214,371
2037	82,586	215,997

Source: California State Department of Finance Population Projections by County P1\_County\_1yr

**PARK ACREAGE - LEVEL OF SERVICE ANALYSIS**

The park acreage level of service (LOS) refers to the number of acres of developed parkland per 1,000 population. The level of development may vary from park to park. In addition, the number of people being served by a type of park will affect the LOS. The County’s regional parks are considered to serve all County residents, while the County provides neighborhood and community parks primarily for those residents of unincorporated areas not served by a recreation CSD or municipality. Based on the current inventory of parks and the population served by El Dorado County, the General Plan guidelines of 5 acres per 1,000 population for park acquisition and development are not being consistently met (**Table 6**).

**Table 6 - Park Acreage Analysis**

Park Land Type	Neighborhood	Community	Regional	TOTAL
Improved Acres	2.7	83.7	168.0	<b>254.3</b>
2017 Service Population <sup>1</sup>	70,364	70,364	184,032	Not Applicable
Acres/1,000 Population	0.04	1.19	0.91	<b>2.12</b>
General Plan Guideline Acres/1,000 Population	2.00	1.50	1.50	<b>5.00</b>
Surplus/Deficit Acres	-138.0	-21.9	-108.1	<b>-268.0</b>
Unimproved Park Land Acres	0.0	26.0	47.7	<b>73.7</b>
Total Park Land for Quimby Acres <sup>2</sup>	2.7	109.7	0.0	<b>112.4</b>
Existing Park Land Acres/1,000 Population for Quimby	0.04	1.56	0.00	<b>1.60</b>

<sup>1</sup> The County regional parks are considered to serve all County residents. The County provides neighborhood and community parks primarily for those residents of unincorporated areas not served by a recreation CSD or municipality.

<sup>2</sup> The Quimby Ordinance is based only on neighborhood and community park lands.

The most significant shortfall continues to be in neighborhood parks with only 0.04 acres per 1,000 people instead of the 2.0 acres per 1,000 people called for in the General Plan. Approximately 138 acres of additional neighborhood parks are needed to meet the guideline. The General Plan also directs that neighborhood parks are to be primarily located in Community Regions where the population density creates adequate demand. Community Regions that are not otherwise served by special recreation districts include Camino, Pollock Pines, El Dorado, Diamond Springs, and Shingle Springs.

Community parks are nearly meeting the General Plan guideline of 1.5 acres per 1,000 population. The current LOS for community parks is 1.19 acres per 1,000 population, which means another 22 acres are needed. The County does own 26 acres of unimproved community park land in Pollock Pines. Since there is already one community park in Pollock Pines (Forebay Park), this land could potentially be sold and the proceeds used to acquire community park property in some other location that is currently underserved.

El Dorado County is currently providing 0.91 acres of regional parks per 1,000 population based on the total population of the County. The General Plan target is 1.5 acres per 1,000 population. Approximately 108 acres of additional regional parks are needed to meet the target. El Dorado County does own an approximately 42-acre piece of land in the El Dorado Hills/Cameron Park area that is designated for regional park use. This parcel is currently unimproved but has been considered for sale to the El Dorado Hills CSD for the District to develop as a regional park. The County also owns approximately 6 acres of unimproved land at upper Chili Bar that is the site of a former trailer park. There are no currently viable recreation improvements on this land.



The El Dorado County Quimby Ordinance is currently set to require dedication or fees in-lieu at a rate of 3.0 acres of developable neighborhood or community parkland per 1,000 population. Since the Quimby Ordinance is based on park land, irrespective of the land's development status, all existing County neighborhood and community park land may be included in calculating the existing LOS. The existing LOS is 1.67 acres per 1,000 population. The Quimby requirement may not be increased beyond 3.0 acres per 1,000 population since the existing LOS does not exceed this level.

**REGIONAL TRAILS - LEVEL OF SERVICE ANALYSIS**

The regional trails Level of Service (LOS) refers to the number of miles of regional trail per 1,000 population. As shown in **Table 3**, El Dorado County provides a combination of Class I and natural surface regional trails. Approximately 61 miles of regional trails are either completed or actively being implemented. El Dorado County is the primary provider of Class I bike paths for the entire county except in the cities of Placerville and South Lake Tahoe, and the Cameron Park CSD. While the cities and CPCSD may partner with the County on planning for Class I bike paths and in securing funding, the cities and District determine what, if any impact fees to assess for local trail development. However, since residents of these communities still use the regional trails that the County provides outside of the local jurisdictions, they are included in the service population for regional trails.

The current regional trail LOS per 1,000 population is 0.10 miles for Class I bike paths and 0.23 for natural trails. Class I bike paths currently account for about 30 percent of the total mileage, and natural trails comprise the balance (**Table 7**).

El Dorado County has been very successful in securing grants for development of regional trail projects. As a member of the Sacramento Placerville Transportation Corridor (SPTC) Joint Powers Authority, the County already had right-of-way to an additional 23 miles of corridor for potential future Class I trail and excursion rail use. It is possible that the current regional trail LOS may increase in the future as funds become available for additional trail development within the SPTC and in other County locations.

**Table 7 – Regional Trails Level of Service Analysis**

	Class 1 Bike Path	Natural Trail	Total
Total Miles	18.41	26.00	44.41
Service Population	184,032	184,032	Not Applicable
Miles/1,000 Population	0.10	0.23	0.33
Percent of Total	30%	70%	100%

**RECOMMENDATIONS**

To achieve the El Dorado County General Plan vision for parks and trails, this Master Plan update recommends the following actions.

1. Adopt a Level of Service standard for regional Class I bike paths of not less than 0.10 miles per 1,000 population and for regional natural trails of not less than 0.23 miles

per 1,000 population. Periodically revisit the standard as additional trail miles are implemented.

2. Continue to work towards acquiring and improving land that meets adopted Master Plan park land guidelines for neighborhood parks in Community Regions to serve the existing population.
3. Work with residents in Community Regions to establish special districts to help fund acquisition, development, and maintenance of neighborhood parks to serve the existing population.
4. Transfer ownership of the 41.7-acre regional park site on Bass Lake Road to the El Dorado Hills CSD with the understanding that the District will accept the responsibility to develop and operate a regional park that will serve area residents.
5. Acquire and improve approximately at least 60 acres of additional land as a regional park facility in a location that incorporates natural resources and serves a region involving more than one community.
6. Implement a Development Impact Fee program that assesses fees on new development projects for parks and trails such that fees are adequate to fund the building of additional park and trail facilities to serve the new demand at level not less than the existing level of service.
7. Sell the 26-acre unimproved community park parcel in Pollock Pines and use the proceeds to fund the acquisition and development of community and neighborhood parks in the Community Regions with the greatest need for these facilities.
8. Determine if development of recreation improvements on the upper Chili Bar 6 acres is feasible given adjacent land uses, access issues, and maintenance costs. If such uses are deemed not feasible, develop a strategy to sell or exchange the land and use proceeds towards acquiring and developing additional regional parks.

## **FACILITY COSTS**

One of the purposes of this master plan update is to provide information with which to evaluate potential park impact fees and modifications to the County's current Quimby Land Dedication/In-lieu Ordinance. This includes the demographic, inventory, and Level of Service information provided above and the costs per acre/mile of parks and trails.

### **Neighborhood and Community Parks**

The average improvement cost per acre for neighborhood and community parks is \$498,885 based on a 2017 replacement cost for the existing level of improvements in El Dorado County neighborhood and community parks (**Table 8**). Smaller parks tend to have a higher cost per acre for both construction and ongoing maintenance than larger parks. Using an average cost across a variety of park sizes accounts for this variability. The cost of land is not included in these costs because park land for neighborhood and community parks is to be acquired through the Quimby land dedication/in-lieu ordinance.

**Table 8 - Neighborhood and Community Park Costs**

Park	Replacement Cost	Acres	Cost per Acre
Bradford Park	\$1,666,998	2.7	\$617,407
Forebay Park	\$1,319,687	12.6	\$104,737
Henningsen Lotus Park	\$6,811,083	49.1	\$138,719
Joe's Skate Park	\$1,422,993	1.0	\$1,422,993
Pioneer Park	\$4,421,943	21.0	\$210,569
<b>Average Improvement Cost/Acre:</b>			<b>\$498,885</b>

**Regional Parks**

The average cost per acre for regional parks is \$423,166 based on a 2017 replacement cost for the existing level of improvements in El Dorado County regional parks (Table 9). The range of regional park facilities provided by El Dorado County is very diverse including the highly developed Fairgrounds as well as areas with more emphasis on passive recreation such as Cronan Ranch. Using an average cost takes into account this range of improvements. Prior to establishing an impact fee for regional parks, land costs will need to be determined since the Quimby program only provides funding for neighborhood and community park land.

**Table 9 - Regional Park Costs**

Park	Replacement Cost	Acres	Cost per Acre
Chili Bar (Lower)	\$165,944	9.7	\$17,108
EDC Fairgrounds	\$35,297,573	48.0	\$735,366
Railroad Park	\$523,237	6.3	\$83,053
Cronan Ranch	\$42,328	64.1	\$660
El Dorado Beach	\$8,707,454	6.3	\$1,382,136
South Lake Tahoe Recreation Area	\$11,255,520	35.1	\$320,670
<b>Average Improvement Cost/Acre:</b>			<b>\$423,166</b>

**Regional Trails**

The cost per mile of Class I bike path is \$1,223,364 based on the average cost per mile provided by the City of Folsom and the City of Placerville, and actual costs for Class I bike trail projects recently completed by El Dorado County (Table 10). A variety of cost sources were used and then averaged to account for the variability in terrain, permitting complexity, right of way, and construction elements that may associated with Class I bike path projects.

**Table 10 - Class I Bike Path Costs**

Cost Source	Cost/Mile
El Dorado County - Missouri Flat to Railroad Park	\$1,899,091
El Dorado County - El Dorado Hills Boulevard Bike Path	\$1,032,727
El Dorado County - Silva Valley Parkway/Harvard/Green Valley	\$1,760,000
City of Folsom	\$750,000
City of Placerville	\$675,000
<b>Average Cost/Mile:</b>	<b>\$1,223,364</b>

The cost per mile for natural trails is \$36,242 assuming a 4-foot wide trail, and including contingency, planning, specifications, environmental, and administrative costs (**Table 11**). The contingency factor is intended to address projects that may encounter more obstacles, require crossings, or be wider than 4 feet.

**Table 11 - Natural Trail Costs**

Item	Unit	Qty	Unit Cost	Total
Natural Trail - 1 mile 4 ft. wide	SF	21,120	\$1.20	\$25,344
Contingency (20%)				\$5,069
PS&E (20%)				\$5,069
Administrative (3%)				\$760
<b>Total Cost/Mile:</b>				<b>\$36,242</b>