

Memorandum

To: Kimberly Kerr, Assistant Chief Administrative Officer

Cc: Natalie Porter, PE, TE
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From: Mike Schmitt, AICP, PTP
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Re: Technical Memorandum #10: Land Use Assumptions
El Dorado County Travel Demand Model Update

Date: March 30, 2012

The purpose of this memorandum is to present information related to the major assumptions that will be used to establish Achievable Development, 2025 No-Project, and 2035 Project/No-Project land use forecasts for use in updating the El Dorado County Travel Demand Model (TDM). For the purposes of the TDM update, the term "Project" refers to the implementation of the Targeted General Plan Amendment (Resolution of Intention 182-2011) and Zoning Ordinance Update (Resolutions of Intention 183-2011 and 184-2011). The term "No-Project" is a continuation of the policies contained in the County's current *General Plan* as of the preparation of this memorandum.

This memorandum is divided into five sections: section I provides background information; section II provides an overview of the major assumptions that will be used to determine Achievable Development levels in El Dorado County; section III provides information, received to date, that will be used to assist in establishing 2025 and 2035 population, housing, and employment projections; and section IV discusses land use forecasts for the 2025 and 2035 scenarios. Finally, section V provides a summary of the next steps.

The information provided in this memorandum will be refined and expanded upon during a series of collaborative meetings with the County and other designated stakeholders. It is important to note that the land use forecast information being prepared for the TDM update will not, given the nature of the forecast described herein, necessarily reflect the actual build-out of individual parcels. Furthermore, individual parcel land use forecasts may not necessarily reflect an owner's planned use of their property or all of the limitations or rights associated with individual parcels. These forecasts, which will be aggregated in larger groupings known as Traffic Analysis Zones (TAZs) for analysis, are being made for the express purpose of assisting in evaluating major roadway and transportation infrastructure. As such, assumptions made regarding specific properties are not made for the purpose of limiting or vesting the rights of a particular property.

I. Background

In April 2011, the Board of Supervisors (BOS) found that there are policies within the current County *General Plan* that require consideration to support the development of moderate-income housing, the creation of jobs, and improving sales tax revenues while further supporting and protecting Agriculture and to address recent changes in State law. At that time, the BOS also determined that basic *General Plan* assumptions, strategies, concepts, and objectives are still valid. The previously referenced Resolutions of Intention specify the *General Plan* aspects being considered for revision as part of this General Plan review.

In order for the County to analyze the transportation impacts results from the adopted ROIs, and in support of updates to the Traffic Impact Mitigation (TIM) Fee and Capital Improvement Program (CIP), it was determined that it would be appropriate to update the TDM. This TDM update is anticipated to upgrade the software platform, improve utilization of Geographic Information System (GIS) data, analyze the impact of growth areas in the context of the goals and objectives of the *General Plan*, and be used to assist in the development of the Regional Transportation Plan (RTP), Metropolitan Transportation Plan (MTP), and other transportation planning purposes in the County.

The most recent land use forecast prepared for use by the TDM was the *El Dorado County Land Use Forecasts for Draft General Plan* prepared by Economic & Planning Systems, Inc. in 2002. This forecast was prepared in conjunction with the *2004 El Dorado County General Plan*, adopted July 19, 2004. In addition to providing the data necessary to update the TDM, this forecast was prepared to satisfy the requirements outlined in the Judgment and the Writ of Mandate issued by the Superior Court of California, County of Sacramento, in the matter of *the El Dorado County Taxpayers For Quality Growth, et al vs. El Dorado County Board of Supervisors and El Dorado County*. The associated ruling, dated February 5, 1999, specifically discussed, among other things, the use of achievable density as it related to the prior land use forecast. The County held that the “achievable density” figure “represented a reasonable estimate of how development actually would occur in the County based on historical development patterns and pending and approved projects” (Page 126). The Court found that the achievable density figure provided to summarize the analysis was “not supported by substantial evidence” (Page 127), as the empirical data upon which the assumptions were based were not provided to the Court.

II. Achievable Development Assumptions

Simply put, Achievable Development is an estimate of the reasonably expected intensity of development that is anticipated for a particular land use or parcel given known opportunities, constraints, and assumptions. Major considerations that will be used to establish Achievable Development include topography, environmental, physical, and market conditions. Although Achievable Development is not associated with a specific future year, it can be considered a more realistic representation of build-out than that which might be produced to represent a “theoretical maximum” build-out given that it considers the impact of real-world factors. As with any future forecast, the underlying assumptions can and will affect both the location and intensity of land uses.

Analyses identified for the TDM update require that two different Achievable Development scenarios be developed, one for the No-Project condition and one for the Project condition. The No-Project Achievable Development condition will then be used to establish a 2025 scenario and a 2035 scenario, both of which will include forecasts of development location and intensity. For the project condition, only a 2035 scenario will be prepared. The 2025 No-Project condition is being prepared for use by the County pending the outcome of the EIR associated with the Project condition.

Prior to allocating land use for the three scenarios, projections for population, housing, and employment will need to be established. In order to facilitate analysis and to allow for appropriate comparison with prior forecasts, it is planned that projections will be established using Market Areas. Accordingly population, employment, and housing projections for each of the three scenarios will be established for each Market Area. The difference between existing and the scenario year projections for population, employment, and housing will subsequently be used to guide the allocation of land uses to individual parcels. Individual parcel land use forecasts will then be aggregated into TAZs for input into the TDM.

Central to establishing the two Achievable Development forecasts for the TDM update are the policies and other specific information related to land use that are included in the currently adopted 2004 *General Plan*, the Targeted General Plan Amendment (Resolution of Intention 182-2011), and Zoning Ordinance Update (Resolutions of Intention 183-2011 and 184-2011). The following narrative provides further information regarding the process and major assumptions that will form the basis for establishing the two Achievable Development forecasts for El Dorado County:

First, **existing parcel data** will be obtained from El Dorado County. Pending a review of traffic counts and other data, a base year of 2010 has been established for the TDM update.

Next, **existing commitments** including issued permits, tentative parcel maps, specific plan/development agreements, and tentative subdivision maps will be obtained from the County and reviewed. Additionally, an analysis of existing commitments will be undertaken to determine feasibility based on built conditions, agreement expiration dates, or other regulatory changes and to identify where commitments have intentionally been underutilized. Based on the results of this analysis a determination will be made as to whether they should be removed from the existing commitment inventory.

Next, **under-utilized and vacant parcels in Community Regions** with public water and sewer will be analyzed at the parcel level. Factors to consider on a case-by-case basis in determining a specific parcel's capacity will include:

- Pending applications for entitlements which are consistent with the existing General Plan
- Expired prior commitments
- Prior analysis of specific parcels and prior design efforts, if known and readily available
- Adjacent land use consistency and compatibility
- Aerial imagery and topography, to the extent reasonably accessible, will be used to assess existing developed area, as well as significant site constraints such as topography and potential wetland features and water bodies
- Historically achievable densities for similar project land uses
- Historically achievable densities based on known regulatory constraints such as planned development requirements
- Known restrictions to land division for specific parcels or special planning areas
- Consideration of mapping completed in preparation of the TGPA
- Other regulatory or governmental restrictions or limitations

Rural land capacity, including that in the Rural Centers, will consider historical trends, as well as staff-identified appropriate considerations or data available for rural lands. As part of this analysis, an evaluation of second dwelling units will be considered utilizing historical trends.

Commercial, industrial, research and development, and public facility land use intensities will be forecasted using County-wide average floor area ratios (FAR). Public lands will be considered to the extent that they impact employment, job locations, and travel demand assumptions.

Non-jurisdictional lands including preserves, greenbelts, mineral rights, public or utility owned property, cemeteries, and privately owned roads will be reviewed, although these uses are typically very low sources of trip generation.

Site specific accessibility, including local connections to infrastructure, will be assumed to be able to be overcome for the purposes of the Achievable Development analysis. During the development of the 2025 and 2035 scenarios, the impact of these considerations will be reviewed.

Following is additional pertinent information related to the establishment of the two achievable development scenarios:

- The Consultant Team will not forecast land uses for the Tahoe Basin. Information consistent with the data requirements of the TDM update will be requested from the Tahoe Regional Planning Agency (TRPA).
- While the City of Placerville is included in the overall County projection data, it will not be forecasted by the Consultant Team at the parcel level. Information consistent with the data requirements of the TDM update will be requested from the City of Placerville.
- The Community Region of Camino/Pollock Pines, which is being considered for a General Plan amendment to be reclassified as a rural center(s), will not be analyzed at the parcel level as it does not have public sewer. Rather, it will be analyzed for both the No-Project and Project scenarios per the methodology for “Rural land capacity, including that in the Rural Centers” as described above.
- It will be assumed that Williamson Act properties will remain in their current form unless specifically identified by the County.
- Multi-Family density will consider the limits included in Resolution of Intention 182-2011.
- No-project and Project parcel-specific zoning will not be a basis for determining individual parcel characteristics, achievable development, or allocation/absorption. Instead, the range of available zoning for a particular General Plan land use category will be considered.
- As provided under the 2004 *General Plan*, mixed-use opportunities will be considered.

III. Projections

Available population, housing, and employment data was obtained from El Dorado County, SACOG, the California Department of Finance, and the US Census Bureau. In addition, it is anticipated that the following data will also be obtained:

- 2012 Department of Finance projections (available early April 2012)
- Information and data received from the Tahoe Metropolitan Planning Organization
- Information and data received from the City of Placerville

This data will be used to assist in establishing both the County-wide and Market Area projections for the 2025 and 2035 analysis scenarios. The Consultant Team will work collaboratively with County staff to determine the final basis for establishing projections for use in the TDM update. Exhibits 1-3 present recently compiled population, housing, and employment data for El Dorado County. To facilitate discussion, historical and projected population data is graphically presented in Exhibit 4.

Exhibit 1 – Population Projections (Excluding Tahoe Basin)

Source	1998	2008	2010	2015	2020	2025	2035
EDC TDM ¹				161,600		191,000	
EDC ²						200,000	
DOF ³			157,100		183,500		205,500
SACOG ⁴			158,000	175,000	186,000	194,000	
SACOG ⁵							225,289
SACOG ⁶		151,200			161,900		187,800
2010 Census ⁷			148,600				
¹ El Dorado County TDM, 1999 ² El Dorado County, 2001 ³ Department of Finance, 2001 ⁴ SACOG, 2001 ⁵ SACOG, 2008 ⁶ SACOG, 2012 ⁷ US Census Bureau, 2010 Census							

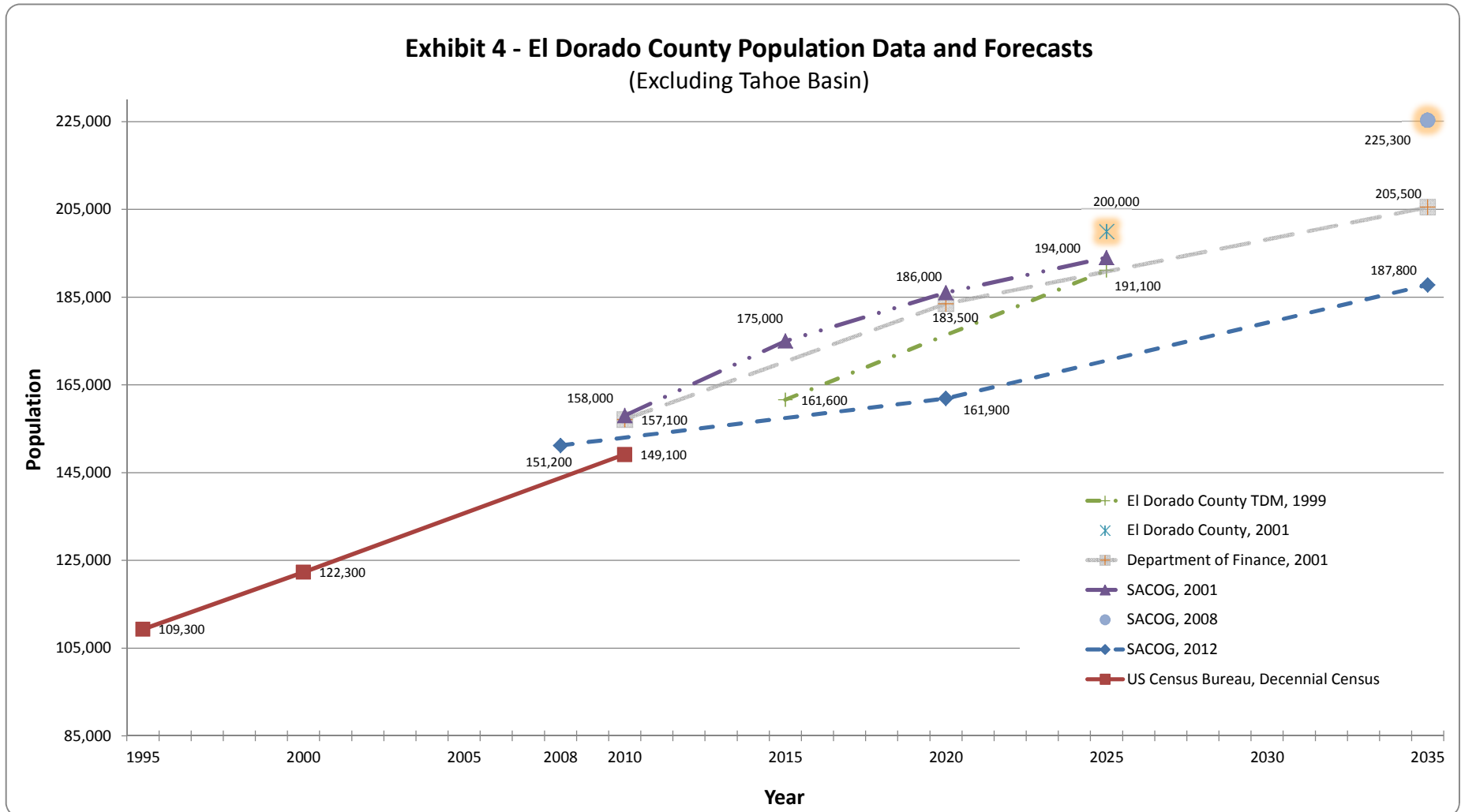
Exhibit 2 – Housing Projections (Excluding Tahoe Basin)

Source	1998	2008	2010	2015	2020	2025	2035
EDC TDM ¹				61,461		72,659	
DOF ²	30,875						
SACOG ³		61,807			66,765		74,632
2010 Census ⁴			64,209				
¹ El Dorado County TDM, 1999 ² Department of Finance, 2001 ³ SACOG, 2012 ⁴ US Census Bureau, 2010 Census							

Exhibit 3 – Employment Projections (Excluding Tahoe Basin)

Source	1998	2008	2010	2015	2020	2025	2035
EDC TDM ¹	30,212			48,950		59,947	
SACOG ²		44,758			50,359		62,398
¹ El Dorado County TDM, 1999 ² SACOG, 2012							

ATTACHMENT A



IV. 2025 and 2035 Scenario Land Use Forecasts

The difference between existing and each of the three scenario year projections for population, employment, and housing within each Market Area will be used to determine the magnitude of new development that will be allocated to each Market Area. Subsequently, new development will be assigned to specific parcels or locations identified during the Achievable Development analysis as having remaining capacity. Significant factors which will be used to determine the specific locations of those assignments include the following:

- County *General Plan* land use goals and objectives and relevant State legislation
- Historical trends for Community Regions, Rural Regions, and Rural Centers
- Proximity to existing or planned infrastructure including site access (transportation, roadways, public water and sewer)
- Approved project status where applicable
- Historical growth patterns and trends
- Proximity to US-50 and other major commute corridors
- Proximity to other ancillary land uses and public services

V. Next Steps

The following activities will be completed in support of finalizing the assumptions and data presented in this memorandum:

- County staff to review and provide feedback on contents of draft memorandum
- March 27, 2012, Board of Supervisors Meeting during which County staff will present an informational overview of this draft memorandum
- April 5, 2012, Executive Committee Meeting to review a revised draft of this memorandum
- April 16, 2012, Board of Supervisors Meeting during which the Consultant Team and County staff will present information contained in this memorandum for comments and acceptance
- TBD, Consultant Team to meet County staff to discuss and finalize projections
- TBD, the Consultant Team will create a summary list of items in the ROIs that are anticipated to affect land use forecasts.
- TBD, Meeting with Tahoe Metropolitan Planning Organization
- TBD, Meeting with City of Placerville