



# COMMUNITY DEVELOPMENT SERVICES

## DEPARTMENT OF TRANSPORTATION

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2850 Fairlane Court, Placerville, CA 95667

Phone (530) 621-4650, Fax (530) 642-0508

Date: August 8, 2019

To: Planning Commission

From: Natalie Porter, P.E., T.E., Senior Civil Engineer

**Subject: Finding of General Plan Consistency pursuant to Government Code §65103(c) and §65401 – Capital Improvement Program**

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### **RECOMMENDATION**

Department of Transportation recommends that the Planning Commission find the proposed 2019 Annual Capital Improvement Program (CIP), funded by several funding sources (i.e. grants, local funds, etc.), to be consistent with applicable policies of the adopted 2004 El Dorado County General Plan, pursuant to Government Code Sections 65103(c) and 65401.

### **DESCRIPTION OF REQUEST**

Department of Transportation is requesting a finding of consistency applicable to General Plan policies involving the proposed 2019 annual CIP. The finding of consistency is in accordance with Government Code Sections 65103(c) and 65401 (Exhibit A).

### **BACKGROUND**

In order to maintain the integrity of its roadway network, the County is required to develop and maintain a 10- and 20-Year CIP pursuant to General Plan Policy TC-Xb and Implementation Measure TC-A.

The CIP is a planning document that identifies all capital improvement projects (e.g., roads, bridges, etc.) a local government or public agency intends to build, replace or improve over a certain time horizon. CIPs typically provide key information for each project, including delivery schedule, cost and specific revenue sources. The County's CIP provides a means for the Board to determine Community Development Services capital improvement projects and funding priorities over a 20-Year horizon.

The proposed CIP includes Traffic Impact Mitigation (TIM) Fee funded projects for the western slope of the County, west of Echo Summit, as well as improvements without any TIM Fee funding. TIM Fee funded projects are CIP projects that are needed to accommodate new development projected over the next 20 years, which may include road widenings, interchange

improvements, etc. Since these new projects are needed to accommodate new development, there is a nexus, pursuant to the Mitigation Fee Act, to charge new development a fee to pay for these new projects.

Other (non-TIM Fee funded) CIP projects are also included in the CIP and funded with a variety of other sources. Since these projects are not needed to accommodate new development, they do not meet the nexus requirements pursuant to the Mitigation Fee Act and are not eligible for TIM Fee funding. Non-TIM Fee funded CIP projects include bike/pedestrian facilities, bridge replacement projects, and projects that address a safety concern or existing deficiency.

The CIP identifies estimated project cost, schedule and revenue sources. On April 22, 2019, the Board authorized additions and changes to the CIP (Legistar Item No. 19-0522) for 2019. A summary table of the additions and changes is included in Attachment C. The CIP also includes a list of “Unfunded” CIP projects (Attachment D) which was compiled using various sources, including:

- Projects in the current CIP or TIM Fee programs that are not proposed for funding under the updated TIM Fee Program
- Projects suggested by the public without an identified funding source
- Projects included in the *El Dorado County Bicycle/Pedestrian Plan 2010*
- Projects suggested by the *Green Valley Road Final Corridor Analysis Report, 2014*, *Diamond Springs-El Dorado Area Mobility and Livable Community Plan, 2014* and *Cameron Park Community Transportation Plan, 2015*

The Board may add a project from the “Unfunded” list once funding has been identified.

As part of the major update effort, on April 8, 2014, the Board directed staff to use a 20-Year housing and employment growth forecast, which assumes a 1.03% annual housing growth rate, with 75% of residential growth occurring within Community Regions and 25% occurring outside of Community Regions. The employment growth forecast is determined based on a housing-to-employment ratio as calculated by the Sacramento Area Council of Governments (SACOG). This growth forecast and distribution is consistent with the County’s historical growth rate and with the General Plan’s goals and policies. The County’s Travel Demand Model (TDM) was used to determine what roadway projects would be required to accommodate the projected growth through 2035 while maintaining the roadway capacity in accordance with General Plan Level of Service thresholds (General Plan Policy TC-Xd). The TDM was also used to determine when these projects would need to be built.

After the Board adopted the Targeted General Plan Amendment and Zoning Ordinance Update on December 15, 2015, the TDM’s future year (2035) land use was amended to incorporate the adopted General Plan land use and the traffic analysis was re-evaluated to determine what roadway projects would be required through 2035.

Pursuant to California Government Code §65103(c) and §65401, a county's CIP must be periodically reviewed by the county's planning agency in order to determine conformity with the adopted General Plan. The General Plan policies and implementation measures which specify

requirements for the CIP include, but are not limited to, those policies and implementation measures illustrated in the table below of the General Plan Consistency Analysis discussion within this report.

**GENERAL PLAN CONSISTENCY ANALYSIS**

In accordance with Section 65401 of the Government Code, the submitted updated report and its findings are subject to consistency determination with the El Dorado County General Plan. The Table below discusses the applicable policies.

**General Plan Consistency Determination**

<b>General Plan Policy</b>	<b>Policy Description</b>	<b>Consistency Determination</b>
TC-Xb (Transportation and Circulation Element)	To ensure that potential development in the County does not exceed available roadway capacity, the County shall annually prepare a 20-year CIP for roadway improvements and amend every 5-years.	Consistent. In order for the Department of Transportation to have a budget for the given fiscal year, an annual CIP must go before the Board for adoption. The most recent was the 2018 CIP adopted in June 2018.
TC-1k (Transportation and Circulation Element)	County to coordinate with El Dorado County Transportation Commission (EDCTC), Sacramento Area Council of Governments (SACOG), and California Department of Transportation (Caltrans) to maintain a Regional Transportation Plan (RTP) to identify funding priorities and develop expenditure plans for available regional transportation funding opportunities for state highways and county roads.	Consistent. County coordinates with EDCTC, SACOG, and Caltrans to ensure consistency of roadway projects within the CIP with the RTP.
TC-1m (Transportation and Circulation Element)	County to ensure that road funds are allocated or available to the County in ways that maximize the use of federal and other matching funds.	Consistent. Road funds are used for non-TIM Fee CIP projects which include some of the operational improvements. Road funds are used to supplement and or match other funds including federal grants.

<p>TC-1n (Transportation and Circulation Element)</p>	<p>Requires the use of discretionary road funds for maintenance and operation of existing County maintained roadways, safety improvements, and CIP projects to expand capacity.</p>	<p>Consistent. Road funds are used for non-TIM Fee CIP projects which include some of the operational improvements.</p>
<p>HO-1.5 (2013 Housing Element)</p>	<p>County to direct higher density residential development to Community Regions and Rural Centers.</p>	<p>Consistent. On April 8, 2014, the Board directed staff to use a 1.03% growth rate, with 75% of growth to occur within the Community Regions and 25% to occur in the Rural Regions. This assumption was used along with the adopted General Plan land use to determine what roadway improvements would be required over a period of 20 years as a result of growth.</p>
<p>HO-1.26 (2013 Housing Element)</p>	<p>County to ensure that appropriate roadway infrastructure is provided to affordable housing projects. Incentives and/or subsidies shall be considered to support the production of housing for very low-, low- and moderate-income households.</p>	<p>Consistent. The affordable housing component was part of the Regional Housing Needs Allocation (RHNA), as required by the state. RHNA allocations are required where there is available infrastructure, including adequate roadways, public water, and public sewer. These requirements occur within the Community Regions. Therefore the majority of the RHNA allocation is included in the Community Regions as part of the 20-year housing growth distribution. These assumptions were used to develop the list of roadways needed as a result of growth in 20 years (through 2035) which are incorporated into the CIP. Additionally, the TIM Fee program does include an offset for affordable housing, and includes secondary dwelling units in the offset program.</p>

<p>5.1.1.1 (Public Services and Utilities Element)</p>	<p>County to coordinate CIP with other agencies' long-range facilities plans affecting the County road system.</p>	<p>Consistent. The El Dorado County CIP includes a project providing partial funding towards transit needs (expansions of existing facilities and for new facilities) required as a result of development. The allocation of funding towards eligible facilities is based on El Dorado County Transportation Authority's (EDCTA) CIP.</p>
<p>5.1.3.1 (Public Services and Utilities Element)</p>	<p>Growth and development shall be primarily directed to Community Regions and Rural Centers.</p>	<p>Consistent. On April 8, 2014, the Board directed staff to use a 1.03% growth rate, with 75% of growth to occur within the Community Regions and 25% to occur in the Rural Regions. This assumption was used along with the adopted General Plan land use to determine what roadway improvements would be required over a period of 20 years as a result of growth.</p>
<p>5.1.3.1 (Public Services and Utilities Element)</p>	<p>The CIP shall emphasize capacity in providing infrastructure in Community Regions and Rural Centers.</p>	<p>Consistent. On April 8, 2014, the Board directed staff to use a 1.03% growth rate, with 75% of growth to occur within the Community Regions and 25% to occur in the Rural Regions. This assumption was used along with the adopted General Plan land use to determine what roadway improvements would be required over a period of 20 years as a result of growth. An analysis was done using future traffic volume results obtained from the travel demand model to determine what roadway projects would be required to accommodate the projected growth through 2035.</p>

**CONCLUSION**

Based on the above analysis, the proposed updated study and its findings are found to be consistent with the applicable policies of the El Dorado County General Plan.

**ATTACHMENTS**

Exhibit A ..... Government Code Sections 65103(c) and 65401

## Exhibit A Government Code Sections 65103(c) and 65401

### **Government Code Section 65103**

Each planning agency shall perform all of the following functions:

- (a) Prepare, periodically review, and revise, as necessary, the general plan.
- (b) Implement the general plan through actions including, but not limited to, the administration of specific plans and zoning and subdivision ordinances.
- (c) Annually review the capital improvement program of the city or county and the local public works projects of other local agencies for their consistency with the general plan, pursuant to Article 7 (commencing with Section 65400).
- (d) Endeavor to promote public interest in, comment on, and understanding of the general plan, and regulations relating to it.
- (e) Consult and advise with public officials and agencies, public utility companies, civic, educational, professional, and other organizations, and citizens generally concerning implementation of the general plan.
- (f) Promote the coordination of local plans and programs with the plans and programs of other public agencies.
- (g) Perform other functions as the legislative body provides, including conducting studies and preparing plans other than those required or authorized by this title.

### **Government Code Section 65401**

If a general plan or part thereof has been adopted, within such time as may be fixed by the legislative body, each county or city officer, department, board, or commission, and each governmental body, commission, or board, including the governing body of any special district or school district, whose jurisdiction lies wholly or partially within the county or city, whose functions include recommending, preparing plans for, or constructing, major public works, shall submit to the official agency, as designated by the respective county board of supervisors or city council, a list of the proposed public works recommended for planning, initiation or construction during the ensuing fiscal year. The official agency receiving the list of proposed public works shall list and classify all such recommendations and shall prepare a coordinated program of proposed public works for the ensuing fiscal year. Such coordinated program shall be submitted to the county or city planning agency for review and report to said official agency as to conformity with the adopted general plan or part thereof.