County of El Dorado

Minute Order

Planning Commission

Planning and Building
Department
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Jon Vegna, Chair, District 1
John Clerici, First Vice-Chair, District 3
Andy Nevis, Second Vice-Chair, District 4
Kris Payne, District 2
Daniel Harkin, District 5

Aurora Osbual, Clerk of the Planning Commission
Karen L. Garner, Executive Secretary

Thursday, April 14, 2022 **8:30 AM** **Building C Hearing Room**
2850 Fairlane Court
Placerville, CA 95667

Or Live-Streamed

3. 22-0614

Department of Transportation recommends that the Planning Commission:
1) Approve the Finding of Consistency of the 2022 Annual Capital Improvement Program with the General Plan; and
2) Approve the Finding of Consistency of four additional projects to be included in the Annual Capital Improvement Program (CIP):
a) Missouri Flat Road Phase 1 - Class I Trail Connection Project, CIP 36109012;
b) El Dorado Hills Boulevard/Saratoga Way Turn Lanes Project, CIP 36105076;
c) Georgetown Airport Pavement Maintenance Management Plan, CIP 35402013;
d) Placerville Airport Pavement Maintenance Management Plan, CIP 35401009; and
3) Approve the Finding of Consistency of removing one project from the Annual CIP, Pleasant Valley Road - Restripe (2 to 4 lanes) from SR 49 to Toyan Drive, CIP 36105067, and include the scope of this project with the Diamond Springs Parkway - Phase 1B Project, CIP 36105011.

A motion was made by Commissioner Payne, seconded by Commissioner Harkin to:
1) Approve the Finding of Consistency of the 2022 Annual Capital Improvement Program with the General Plan; and
2) Approve the Finding of Consistency of four additional projects to be included in the Annual Capital Improvement Program (CIP):
a) Missouri Flat Road Phase 1 - Class I Trail Connection Project, CIP 36109012;
b) El Dorado Hills Boulevard/Saratoga Way Turn Lanes Project, CIP 36105076;
c) Georgetown Airport Pavement Maintenance Management Plan, CIP 35402013;
d) Placerville Airport Pavement Maintenance Management Plan, CIP 35401009; and
3) Approve the Finding of Consistency of removing one project from the Annual CIP, Pleasant Valley Road - Restripe (2 to 4 lanes) from SR 49 to Toyan Drive,

CIP 36105067, and include the scope of this project with the Diamond Springs Parkway - Phase 1B Project, CIP 36105011.

Yes: 5 - Commissioner Clerici, Commissioner Vegna, Commissioner Nevis, Commissioner Payne and Harkin

EL DORADO COUNTY
DEPARTMENT OF TRANSPORTATION
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Date: April 14, 2022

To: Planning Commission

From: John Kahling, Deputy Director, Engineering
Matthew Smeltzer, Deputy Director, Engineering
Department of Transportation

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

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DESCRIPTION OF REQUEST

Pursuant to California Government Code §65103(c) and §65401 (Exhibit A), a county's Capital Improvement Program (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.

The County is updating its annual CIP as required by the General Plan and state law. The purpose of today's hearing is to provide the Planning Commission with information on CIP Findings of Consistency with the General Plan. Department of Transportation is requesting a finding of consistency applicable to General Plan policies involving the proposed 2022 annual CIP.

RECOMMENDATION

Department of Transportation recommends that the Planning Commission find the proposed 2022 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.

Staff is recommending that the Planning Commission:

1. Approve the Finding of Consistency of the 2022 Annual CIP with the General Plan.
2. Approve the Finding of Consistency of four additional projects to be included in the Annual CIP:
    a. Missouri Flat Road Phase 1 - Class I Trail Connection
    b. El Dorado Hills Boulevard/Saratoga Way Turn Lanes
    c. Georgetown Airport Pavement Maintenance Management Plan
    d. Placerville Airport Pavement Maintenance Management Plan
3. Approve the Finding of Consistency of removing one project from the Annual CIP and include the scope to another CIP project:
    a. Pleasant Valley Road - Restripe (2 to 4 lanes) from SR 49 to Toyan Drive

BACKGROUND

Staff has previously provided the Planning Commission with a comprehensive background on the CIP and Traffic Impact Fee (TIF), formerly the Traffic Impact Mitigation or TIM, Programs (Legistar Item No. 16-0927). In summary, a CIP is a planning document that identifies capital improvement projects (e.g., roads, bridges, etc.) a local government or public agency intends to build over a certain time horizon (usually between 5 and 20 years). CIPs typically provide key information for each project, including a general scope, schedule (includes planning, design, and construction), and cost and revenue sources. The County's CIP provides a means for the Board to define capital improvement project and funding priorities over a 20-Year horizon. 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.

A TIF is a fee levied by a local government or public agency to ensure that new development projects pay for all or a portion of the costs of providing public infrastructure or services to the new development. Since 1984, the County has adopted and updated various TIM Fee programs to ensure that new development on the western slope pays the costs of constructing and improving county and state roads necessary to serve new development. The TIF, formerly the TIM Fee, is paid at the time of issuance of a building permit (e.g., for single family home or non-residential buildings) or when appropriate if no building permit is being issued. TIF's are calculated pursuant to Government Code 66000 et. seq. and the County's General Plan policy. Generally, fees are based on the type of land use, quantity, location, impact on roads, and level of service (LOS).

TIF funded projects are 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.

The proposed CIP includes TIF funded projects for the western slope of the County, west of Echo Summit. Other (non-TIF 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 TIF funding. Non-TIF funded CIP projects include bike/pedestrian facilities, bridge replacement projects, and projects that address a safety concern or existing deficiency.

The CIP also includes a list of unfunded CIP projects (Attachment B) which was compiled using various sources, including:

- Projects in the current CIP or TIF programs that are not proposed for funding under the updated TIF 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.

The General Plan requires the CIP and TIF Program to be updated at least every five years to revise the 20-Year growth forecast and comprehensively re-evaluate the programs. This is often referred to as the "Major Update." As part of the major update effort, on November 19, 2019, the Board directed staff to use a 20-Year housing and employment growth forecast, which assumes a 0.70% annual growth rate for residential growth and 0.67% annual growth rate for non-residential growth for the next twenty year period. 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 General Plan's goals and policies. Using these growth rates and growth location distributions, the County's Travel Demand Model (TDM) was used to determine what roadway projects would be required to accommodate the projected growth through 2040 while maintaining the roadway capacity in accordance with General Plan LOS thresholds (General Plan Policy TC-Xd). The TDM was also used to determine when these projects would need to be built. A Major Update to the CIP and TIF Program was adopted on December 8, 2020 (Legistar No. 20-1585).

2022 ANNUAL CIP

The 2022 Annual CIP was developed consistent with the General Plan policies. The process involved developing a 20-year growth forecast, using the TDM to determine the infrastructure needed to maintain acceptable LOS, and determining the funding sources available for those improvements. Finally, the construction schedule for each project was determined by the technical analysis and Board direction. The Project Change Table (Attachment C) includes new projects added to the CIP, as well as projects with cost changes of over 10% of total project cost or $250,000, whichever is greater, since the 2021 CIP was adopted on June 8, 2021. On March 8, 2022, the Board authorized additions and changes to the CIP (Legistar Item No. 22-0284) for 2022. The changes and projects added since March 8, 2022, will be brought to the Board with the 2022 CIP book adoption in June.

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

General Plan Policy	Policy Description	Consistency Determination
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 2021 CIP adopted in June 2021.
TC-Xi (Transportation and Circulation Element)	The planning for the widening of U.S. Highway 50, consistent with the policies of this General Plan, shall be a priority of the County. The County shall coordinate with other affected agencies, such as the City of Folsom, the County of Sacramento, and Sacramento Area Council of Governments (SACOG).	Consistent. County coordinates with the City of Folsom, Caltrans, SACOG and the El Dorado County Transportation Commission (EDCTC) to ensure consistency of U.S. Highway 50 projects within the CIP with the MTP/SCS and the RTP.
TC-1a (Transportation and Circulation Element)	The County shall plan and construct County-maintained roads as set forth in Table TC-1.	Consistent. The County plans and constructs improvements to the countywide road and highway system to ensure the safe, orderly, and efficient movement of people and goods consistent with the road standards identified in Table TC-1 of the Transportation and Circulation Element.

TC-1b (Transportation and Circulation Element)	In order to provide safe, efficient roads, all roads should incorporate the cross sectional road features set forth in Table TC-1.	Consistent. The County incorporates the cross sectional road features identified in Table TC-1 in the CIP projects.
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-TIF CIP projects which include some of the operational improvements. Road funds are used to supplement and or match other funds including federal grants.
TC-1n (Transportation and Circulation Element)	Requires the use of discretionary road funds for maintenance and operation of existing County maintained roadways, safety improvements, and CIP projects to expand capacity.	Consistent. Road funds are used for non-TIF CIP projects which include some of the operational improvements.
TC-4b (Transportation and Circulation Element)	The County shall construct and maintain bikeways in a manner that minimizes conflicts between bicyclists and motorists.	Consistent. The County constructs and maintains bikeways, within the road right-of-way, to minimize conflicts between bicyclists and motorists consistent with the Caltrans standards.
TC-4c (Transportation and Circulation Element)	The County shall give priority to bikeways that will serve population centers, destinations of greatest demand, and to bikeways that close gaps in the existing bikeway system.	Consistent. The County working in conjunction with the EDCTC on funding, constructs bikeways to serve population centers and close gaps in the existing bikeway system.

HO-1.26 (2013 Housing Element)	County to ensure that appropriate roadway infrastructure is provided to affordable housing projects.	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 2040) which are incorporated into the CIP.
5.1.1.1 (Public Services and Utilities Element)	County to coordinate CIP with other agencies' long-range facilities plans affecting the County road system.	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.

5.1.3.1 (Public Services and Utilities Element)	Growth and development shall be primarily directed to Community Regions and Rural Centers.	Consistent. On November 19, 2019, the Board directed staff to use a 20-Year housing and employment growth forecast, which assumes a 0.70% annual growth rate for residential growth and 0.67% annual growth rate for non-residential growth, with the goal of 75% of growth to occur within the Community Regions and 25% to occur in the Rural Regions. On March 17, 2020, the Board approved the El Dorado County Housing and Employment Projections (2018-2040). 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.
5.1.3.1 (Public Services and Utilities Element)	The CIP shall emphasize capacity in providing infrastructure in Community Regions and Rural Centers.	Consistent. On April 8, 2014, the Board directed staff to assume 75% of growth to occur within the Community Regions and 25% to occur in the Rural Regions. On November 19, 2019, the Board directed staff to use a 20-Year housing and employment forecast, which assumes a 0.70% annual growth rate for residential growth and 0.67% annual growth rate for non-residential growth. On March 17, 2020, the Board approved the El Dorado County Housing and Employment Projections (2018-2040). 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 2040.
Implementation Measure TC-A (Transportation and Circulation Element)	Prepare and adopt a priority list of road and highway improvements for the Capital Improvement Program (CIP).	Consistent. The Department of Transportation prepares the priority list of road and highway improvements for annual adoption by the Board.

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.