



INITIAL FOLLOW-UP ON MEASURE Y COMMITTEE'S PRESENTATION

EL DORADO COUNTY COMMUNITY DEVELOPMENT AGENCY
LONG RANGE PLANNING DIVISION

September 30, 2013

Legistar #13-1219

1998



Measure Y Committee
Presentation August 26,
2013 (Slide 2)

Measure Y Voter Enacted Policies

1. Prohibit approving single-family home subdivisions of 5+ homes if the cumulative traffic will result in, or worsen, LOS F (gridlock) traffic levels on major roads, intersections, interchanges or highways
2. Require new development to fully fund road improvements that keep traffic levels below LOS F
 - *If traffic cannot be mitigated, then new housing projects cannot be approved*



2008 MEASURE Y

GENERAL PLAN POLICY TC-Xa

GOAL TC-X: To coordinate planning and implementation of roadway improvements with new development to maintain adequate levels of service on County roads.

Policy TC-Xa The following policies shall remain in effect until December 31, 2018:

1. Traffic from single-family residential subdivision development projects of five or more parcels of land shall not result in, or worsen, Level of Service F (gridlock, stop-and-go) traffic congestion during weekday, peak-hour periods on any highway, road, interchange or intersection in the unincorporated areas of the county.
2. The County shall not add any additional segments of U.S. Highway 50, or any other roads, to the County's list of roads that are allowed to operate at Level of Service F without first getting the voters' approval or by a 4/5ths vote of the Board of Supervisors.
3. Developer-paid traffic impact fees combined with any other available funds shall fully pay for building all necessary road capacity improvements to fully offset and mitigate all direct and cumulative traffic impacts from new development upon any highways, arterial roads and their intersections during weekday, peak-hour periods in unincorporated areas of the county.

- *The 2004 General Plan added supplemental policies to implement Measure Y: Policy TC-Xa: TC-Xb, TC-Xd, TC-Xe, TC-Xf, TC-Xg, TC-Xh, and TC-Xi*



MEASURE Y COMMITTEE 8/26/13 PRESENTATION ASSUMPTIONS

1. U.S. Highway 50 (US 50) is at Level of Service (LOS) F; no plans by Caltrans, SACOG, or Folsom to widen US 50.
2. The Board cannot approve more large housing subdivisions if US 50 is at LOS F.
3. Growth projection is not required.
4. LUPPU plans to build 20,000 more homes without mitigating traffic as required by Measure Y.
5. Reduction of Traffic Impact Mitigation Fees by 50% to 80%, with exception of Zone 8.



MEASURE Y COMMITTEE ASSUMPTION #1

Measure Y Committee
Presentation August 26, 2013
(Slide 4)

Highway 50 Status

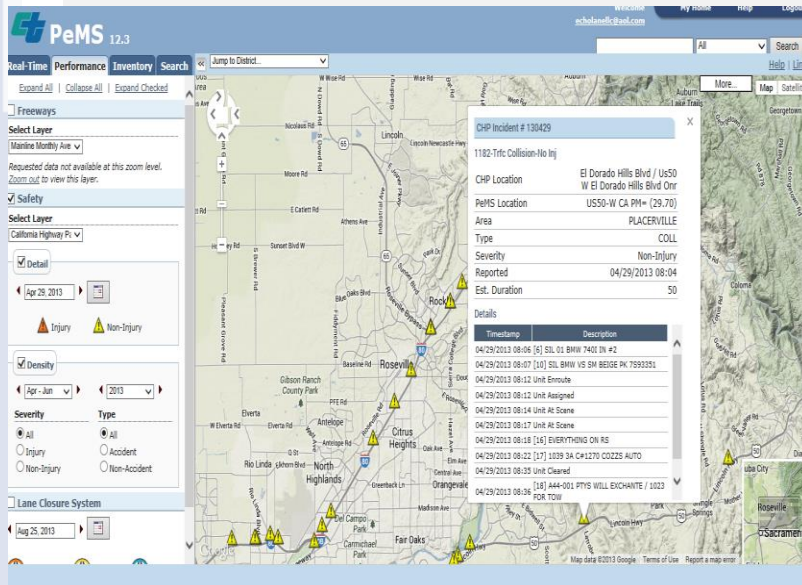
- Highway 50 is currently at LOS F From El Dorado Hills Blvd to EDC line*
- Highway 50 from Cameron Park Drive to EDH Blvd is at 92% capacity*
- There are **no** plans by CalTrans, SACOG, or Folsom to widen Highway 50 beyond the current six lanes in the next 20 years



* 2012 & 2013 CalTrans Data from US 50 Performance Report / PeMS

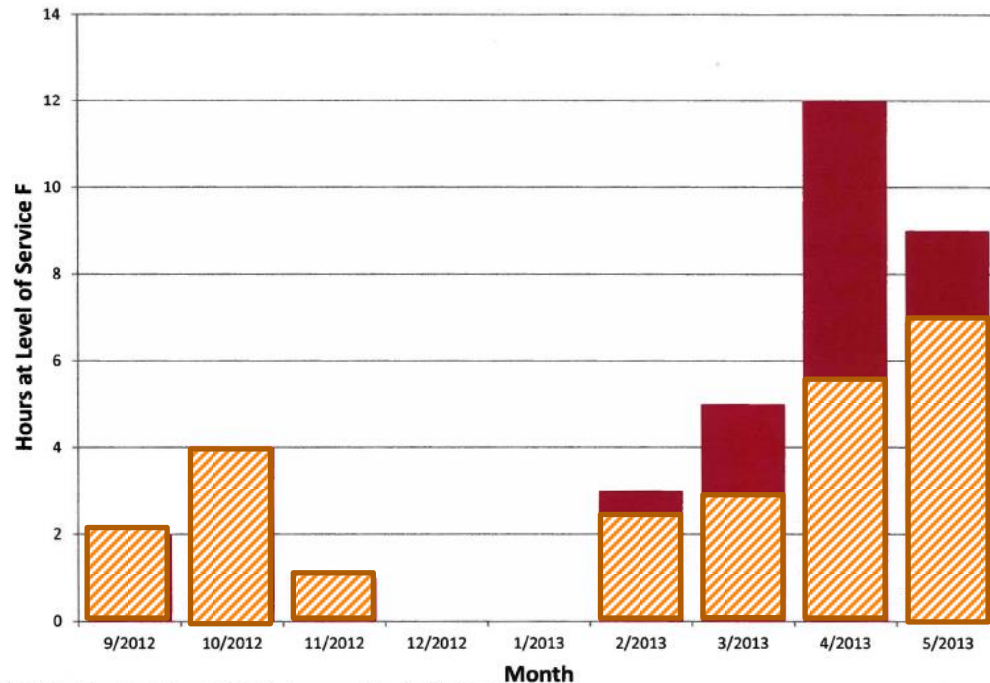


LOS F RELATIONSHIP TO INCIDENTS



Measure Y Committee
 Presentation August 26, 2013
 (Slide 6)

**Highway 50 Hours at LOS F*
 El Dorado County Line to Latrobe Road**



*2013 CalTrans Data from PeMS Performance Monitoring System

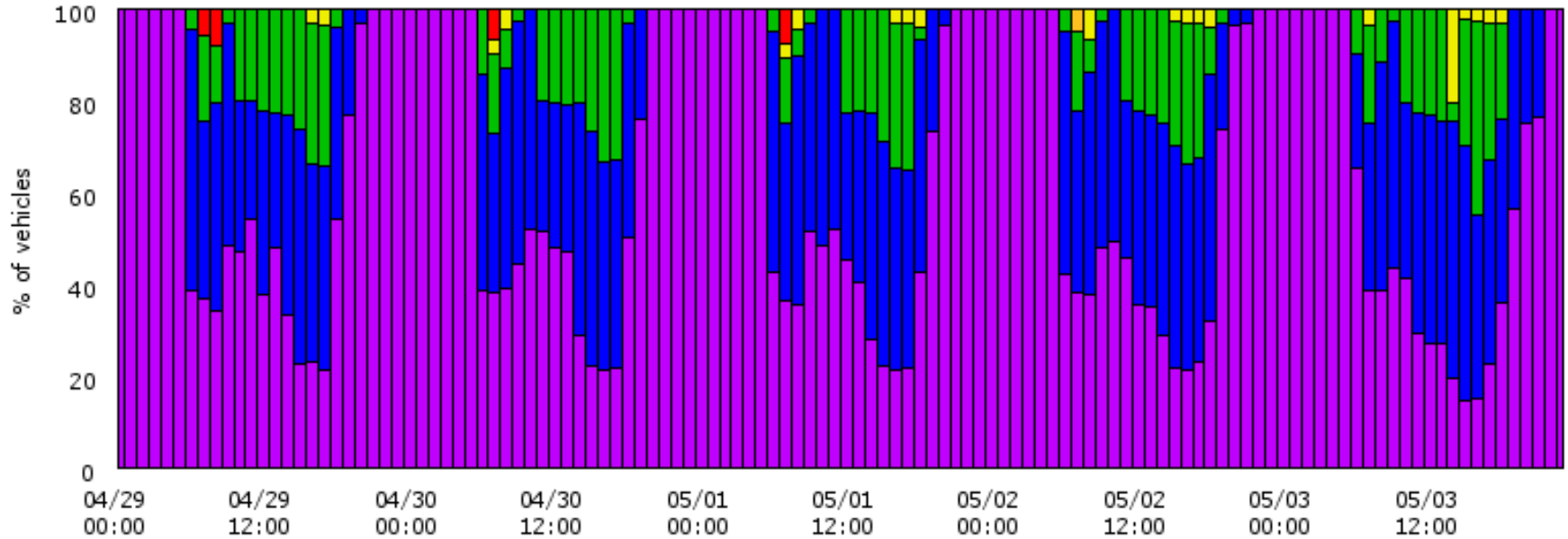
***Reminder:**

1. LOS calculated during (M-Fri) peak hours.
2. Based on PeMS data, an analysis of 4 months of data tells us that many of the temporary LOS F (congestion) was due to incidents (e.g. accidents, animals, construction, etc.)



PeMS LOS DATA OUTPUT

Level of Service (Mainline)
 113,760 Lane Points (79% Observed)
 El Dorado County
 Mon 04/29/2013 00:00:00 to Fri 05/03/2013 23:59:59 (Days=Mo,Tu,We,Th,Fr)



F E D C B A



EVEN AN LOS A ROAD CAN EXPERIENCE TEMPORARY LOS F CONDITIONS









LOS CALCULATION ON US 50

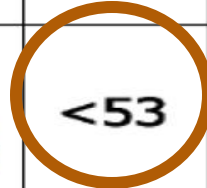
- **County** – Policy TC-Xd requires use of Highway Capacity Manual (HCM). Caltrans data also used to supplement.
- **Caltrans** – HCM and supplements with PeMs Data.
 - *PeMs – Current Operational Activities
 - *HCM – used for operational LOS definitions, but also used for future conditions (planning level analysis)



LEVELS OF SERVICE

for Freeways

Level of Service	Flow Conditions	Operating Speed (mph)	Technical Descriptions
A		70	Highest quality of service. Traffic flows freely with little or no restrictions on speed or maneuverability. No delays
B		70	Traffic is stable and flows freely. The ability to maneuver in traffic is only slightly restricted. No delays
C		67	Few restrictions on speed. Freedom to maneuver is restricted. Drivers must be more careful making lane changes. Minimal delays
D		62	Speeds decline slightly and density increases. Freedom to maneuver is noticeably limited. Minimal delays
E		53	Vehicles are closely spaced, with little room to maneuver. Driver comfort is poor. Significant delays
F		<53	Very congested traffic with traffic jams, especially in areas where vehicles have to merge. Considerable delays



LOS US 50 IMPROVEMENTS

- Currently LOS F at the El Dorado Hills west bound on ramp in a.m. peak period for less than 1 hour.
- Ramp Metering is planned be operational within 6-12 weeks.
- Per Caltrans Traffic Operations staff, metering will eliminate LOS F condition.



LOS US 50 IMPROVEMENTS

- EDC: Several identified 2013 CIP Projects
 - *The Major 5-Year CIP as required by TC-Xb is in process to update required improvements.
- Caltrans: US 50 Corridor System Management Plan (May 2009), currently in process of being updated (estimated release date December 2013)



FOLSOM MITIGATIONS FOR US 50



Folsom Specific Plan Area EIR includes the following Hwy 50 mitigations:

- New interchanges, auxiliary lanes
- Use of rail and transit
- Funding for future improvements (50 Corridor Mobility Partnership, Southeast Connector JPA, etc.)



MEASURE Y COMMITTEE ASSUMPTION #2

The Board cannot approve more large housing subdivisions. *“If traffic cannot be mitigated, then new housing projects cannot be approved.”*



Measure Y/GP Language

Enacted By Voters in 1998 & 2008

Policy TC-Xa: *“Traffic from single-family residential subdivision development projects of five or more parcels of land shall not result in, or worsen, Level of Service F (gridlock, stop-and-go) traffic congestion during weekday, peak-hour periods on any **highway**, road, interchange or intersection in the unincorporated areas of the county.”*

*Measure Y Committee
Presentation August 26,
2013 (Slide 21)*

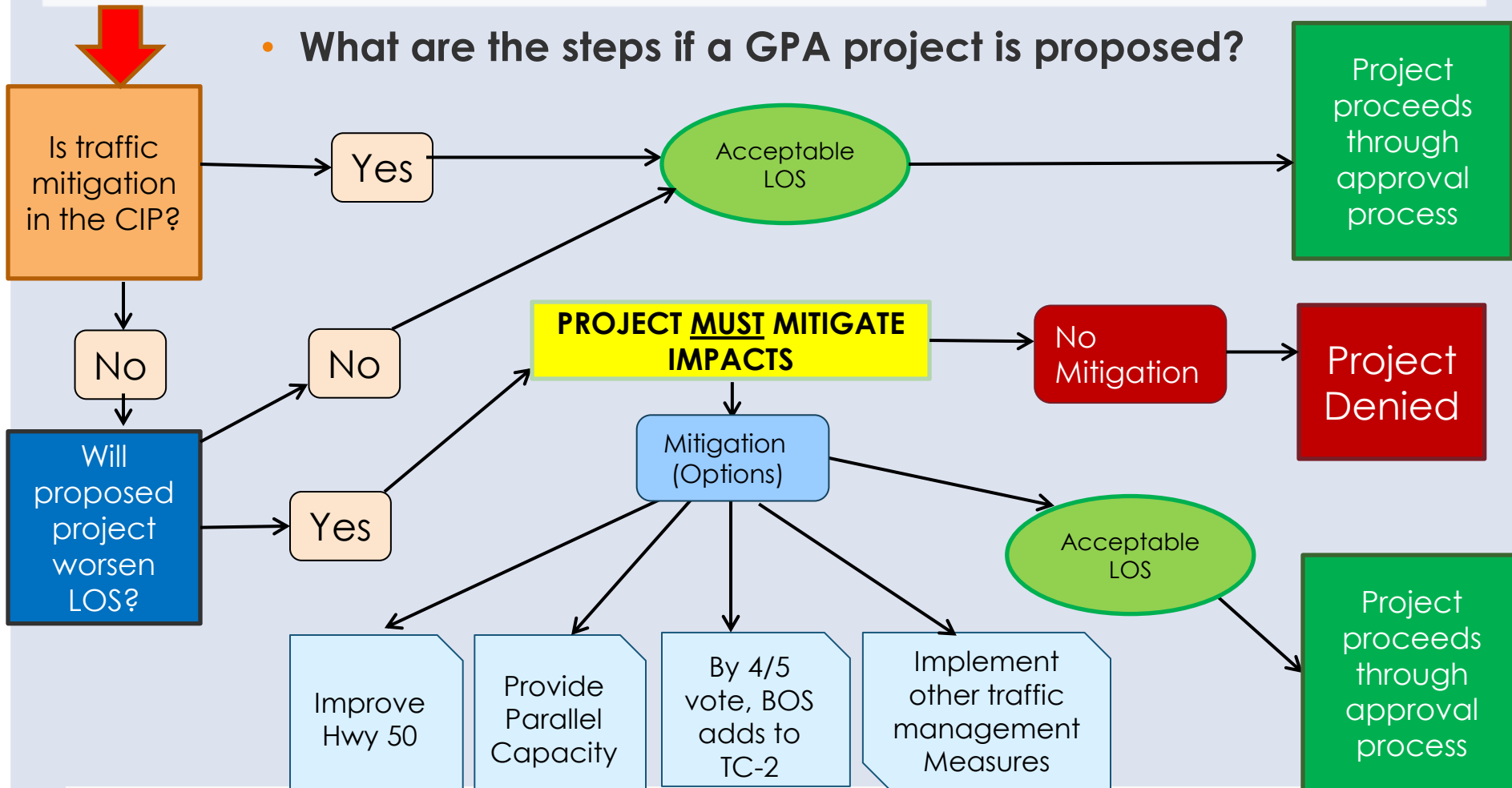
Measure Y prohibits approving single family subdivisions that create or worsen LOS F (Gridlock traffic)

TC-Xa states: “Developer-paid traffic impact fees combined with any other available funds shall fully pay for building all necessary road capacity improvements to fully offset and mitigate all direct and cumulative traffic impacts from new development upon any highways, arterial roads and their intersections during weekday, peak-hour periods in unincorporated areas of the county.”



WORST CASE SCENARIO: US 50 IS AT LOS F

- What are the steps if a GPA project is proposed?



LOS ASSUMING US 50 IS AT F

- Per Policy TC-Xd: LOS E in Community Regions & LOS D in Rural Regions must be maintained
- CIP and TIM Fee roads include projects to implement TC-Xd
- What happens with proposed projects: SHALL mitigate to not create or worsen LOS F (Policy TC-Xa)

***Measure Y (TC-X Policies) do not prohibit approval of proposed projects. It requires proposed projects to fully mitigate.**



HOW IS MEASURE Y BEING ADDRESSED?

- General Plan Policies
- Programmed CIP projects
- Planning for Parallel Capacity facilities



MEASURE Y COMMITTEE ASSUMPTION #3: GROWTH PROJECTION NOT REQUIRED

Growth projection is not required.

- Existing parcels + Entitlements + Regional Housing Needs Allocation (RHNA) as the total projected growth



LAND DEVELOPMENT PROJECTIONS

- Required by State Law & Housing Element Law
- Required by General Plan
- Based on “best information available”; forecasting will never be “perfect”.
 - This is the purpose behind reviewing annually and updating every 5 years
- Projecting for “reasonably foreseeable” development potential vs. maximum development potential helps avoid overstating impacts.
- Ability to depict geographically where development would most likely take place.
- Targeting County Capital Improvement projects to achieve County goals (e.g. job creation, sales tax capture, housing needs, protection of Ag and natural resources).



GENERAL PLAN POLICY TC-Xb (A MEASURE Y POLICY)

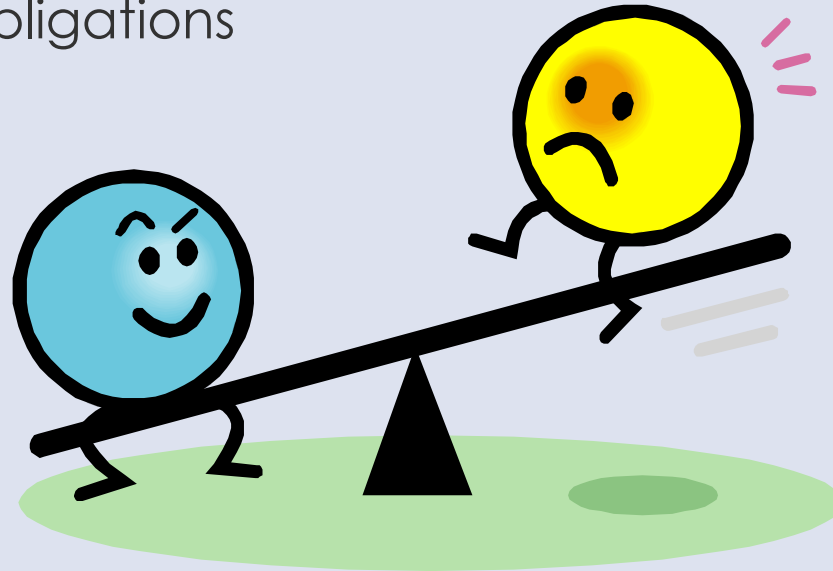
To ensure that potential development in the County does not exceed available roadway capacity, the County shall:

- A. Every year prepare an annual Capital Improvement Program (CIP) specifying expenditures for roadway improvements within the next 10 years. At least every five years prepare a CIP specifying expenditures for roadway improvements within the next 20 years. Each plan shall contain identification of funding sources sufficient to develop the improvements identified;
- B. At least every five years, prepare a Traffic Impact Mitigation (TIM) Fee Program specifying roadway improvements to be completed within the next 20 years to ensure compliance with all applicable level of service and other standards in this plan; and
- C. Annually monitor traffic volumes on the county's major roadway system depicted in the Circulation Diagram.



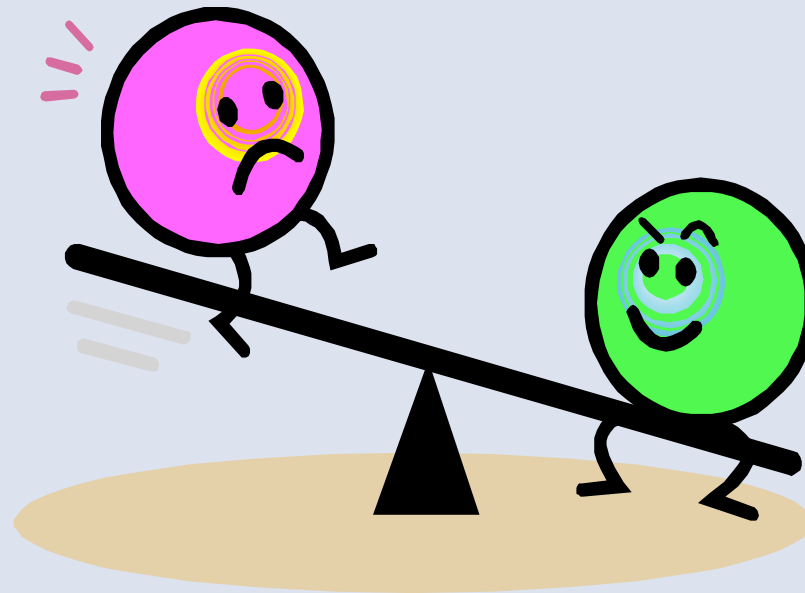
PROJECTING TOO HIGH:

- Too many CIP projects identified
- Lack of revenue to complete programmed projects
- Adding new CIP projects may result in inability to repay current obligations



PROJECTING TOO LOW:

- Too few project identified
- May be unprepared to deliver needed projects on time
- Artificially leaves more capacity on roadways, resulting in future project mitigation that may be inadequate



GROWTH BY LUPPU: MEASURE Y COMMITTEE ASSUMPTION #4

LUPPU plans to build 20,000 more homes without mitigating traffic as required by Measure Y.



MEASURE Y COMMITTEE ASSUMPTION #3

- Why are we here: To challenge the LUPPU plan to build 20,000 more homes in the county without being able to mitigate traffic—as required by Measure Y

Measure Y Committee Presentation August 26, 2013 (Slide 2 Bullet 2)

- ✓ LUPPU Does Not include the addition of new homes.
- ✓ LUPPU Does Not Include General Plan Land Use changes.
- ✓ LUPPU Does Not Include the Major Residential Development Projects at the densities proposed by the Landowner/Developers.
- ✓ LUPPU Does Not include the comprehensive update to the CIP requiring a revised 20-year forecast per General Plan Policy TC-Xb.
- ✓ LUPPU Does include an analysis of Achievable Development to evaluate existing realistic capacity; stress test General Plan viability.
 - ✓ Measure Y, as with other General Plan policies (water, slopes, wetlands, etc.) , is a self executing restriction on Achievable Development.



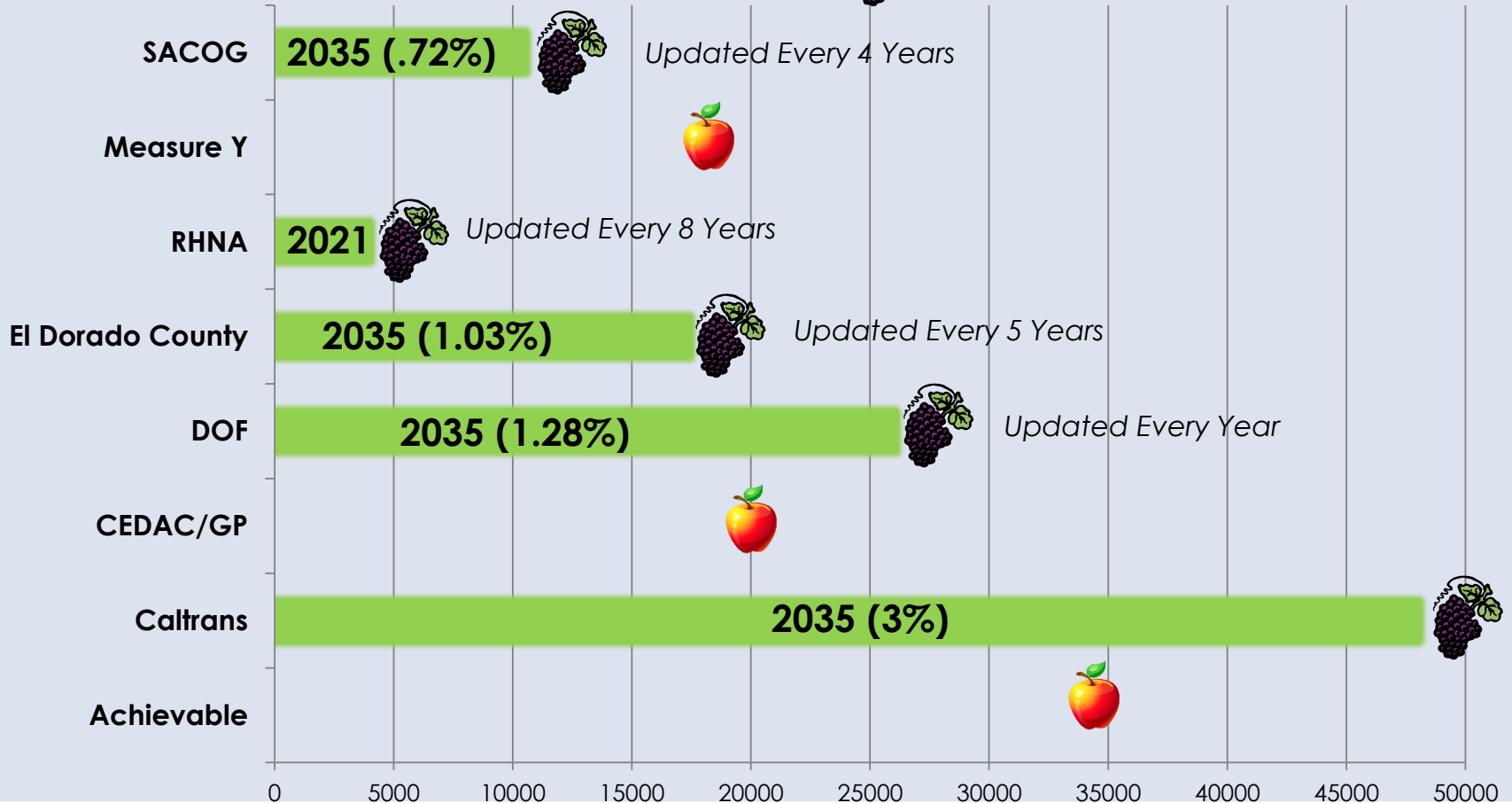
WHAT ARE THE NUMBERS HOUSING



Apple = Supply



Grapes = Demand



GENERAL PLAN ASSUMPTION #1

(PAGE 4 OF GENERAL PLAN)

1. Population Projections (32,491 Dwelling Units and 42,202 Jobs)

The projected growth for the County, as determined by the State Department of Finance, can be accommodated over the 20-year planning time horizon. However, **the actual number of years to reach a particular population projection is not critical to the validity of this Plan.**

Many other factors, such as water availability, creation of local jobs, economic conditions, etc., will determine the period of time over which this Plan remains valid.

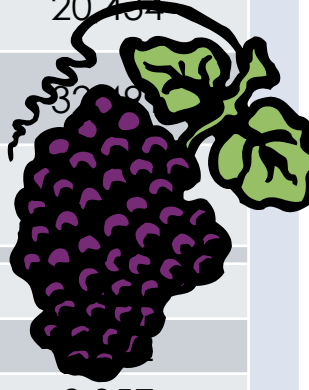
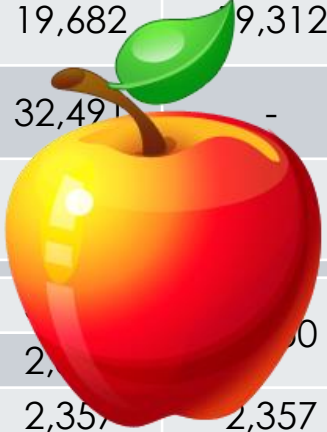


BOTTOM LINE ... IT IS APPLES VS. GRAPES

1.03% and 75/25
Distribution

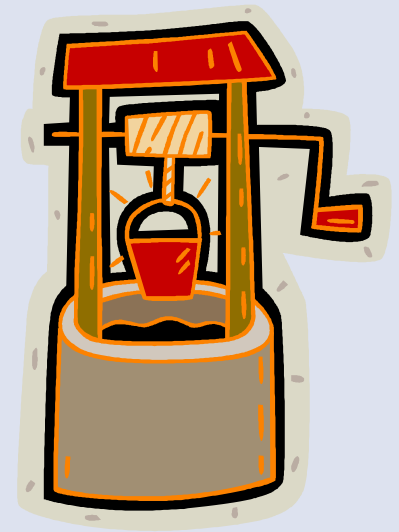


Residential	Capacity Analysis		Projection for 2035
	SUPPLY		DEMAND
	CEDAC	Measure Y Committee	Staff
Maximum Achievable Capacity of the General Plan (2010 Base Year)	-	-	35,748
Maximum Achievable Capacity Community Regions only (No C/PP)	19,682	9,312	20,134
The Number of Units Accommodated by the 2004 General Plan	32,491	-	32,491
Remaining Units that can be accommodated by the 2004 General Plan			
Vacant Single Family Residential Lots			
Entitlements (Residential lots)	2,357	1,500	2,357
Mandated Affordable Units (RHNA - Moderate and below)	2,357	2,357	2,357
Potential Second Units within 2035 Forecast	300	522	522
Residential Component of Mixed Use	1,500	-	257
Subtotal: Community Regions with Sewer	15,000	11,129	11,709
Remaining Forecast for Community Regions with S/W	-	-	1,348
Forecast Rural Area outside of Community Regions (w C/PP)	5,000	7,473	4,352
Total	20,000	18,602	17,409



WHERE DID THE NUMBERS COME FROM?

- **CEDAC Presentation Numbers**
 - Raw Assessor/GIS Data, Census, Professional Volunteer Engineer Map analysis, Staff Information
- **Measure Y Presentation Numbers**
 - CEDAC Presentation Numbers, Raw Assessor/GIS Data, Staff Information, Census
- **Staff Presentation Numbers**
 - Raw Assessor/GIS Data revised to address existing conditions, 2004 General Plan Land Use Forecast, Department of Finance, Census, SACOG



ACHIEVABLE DEVELOPMENT: HOW IT BEGAN

January 10, 2011 EDAC BOS Presentation



11-0019 A.4 of 57

- Request from former Supervisor Sweeney:
 - Put together a team of local engineers
 - Evaluate realistic development potential in the County.
- Partial data presented by EDAC on January 10, 2011.



ACHIEVABLE DEVELOPMENT

Achievable Development is a capacity testing tool.

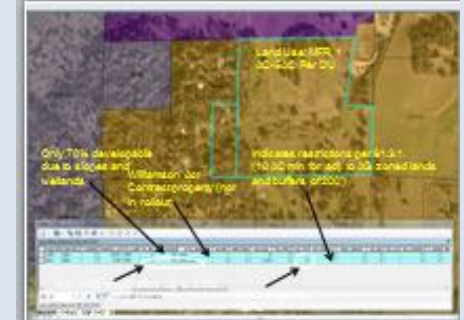
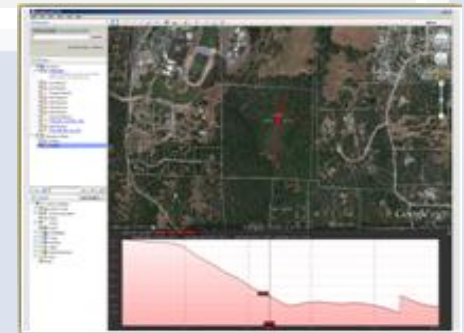
Achievable Development is an **estimate of the reasonably expected intensity** of development.

It is a test! Determine if land use can accommodate remaining capacity of the General Plan; support a 20-year forecast; **evaluate if 75/25 allocation to Community Regions v. Rural areas goal can be achieved.**

It ensures General Plan Objective #5 is still viable:

“To oversupply residential and non-residential land use designations in order to provide market and landowner flexibility to more feasibly accommodate the market”

It does not vest development rights beyond 1 house and 1 Granny flat per parcel.



Proposed New Developments (2013)

		Existing/ Entitled		Ach. Dev 2004 GP	Ach. Dev LUPPU	Proposed DU's less existing/ entitled
Marble Valley	Cameron Park	398	3236	398	398	2,838
San Stino	Shingle Springs	4	1041	129	129	1,037
Central EDH	El Dorado Hills	0	1028	0	0	1,028
Lime Rock	Cameron Park	2	800	56	56	798
Dixon Ranch	El Dorado Hills	3	605	56	56	602
Stonehenge	Diamond/El Dorado	12	361	943	943	349
Valley View	El Dorado Hills	204	204	204	204	0
Wilson Estates	El Dorado Hills	6	49	73	73	43
Total		629	7324	1,859	1,859	6,695

All Subject to
Measure Y

~~LUPPU/2004 GP~~ ^{Accommodates} ~~Proposed~~ New Homes

Measure Y Committee
Presentation August 26,
2013 (Slide 10)

(Not yet approved)

Potential
% New
Housing
Increase

	LUPPU/ GP "Achievable " Units ¹		Currently Approved Lots	=	LUPPU/ 2004 GP Units	
El Dorado Hills	7,872	-	7,290	=	582	53%
Cameron Park	4462	-	341	=	4121	59%
Shingle Springs	2,018	-	116	=	1902	124%
Diamond Springs / El Dorado	4,960	-	652	=	4308	101%
Total					10,916	

Approvals
Subject to
Measure Y

¹ CEDAC/LUPPU 2013: Potential units from sub-dividing "Currently Approved Lots"

Summary Housing Status

Demand = 20 year forecast: 17,409 @ 1.03% per year

15,832

Supply

10,916

Supply

7,324

Potential New
Supply

homes approved (could be built now)

more homes proposed in the LUPPU
2004 General Plan

more homes are being proposed by
developers

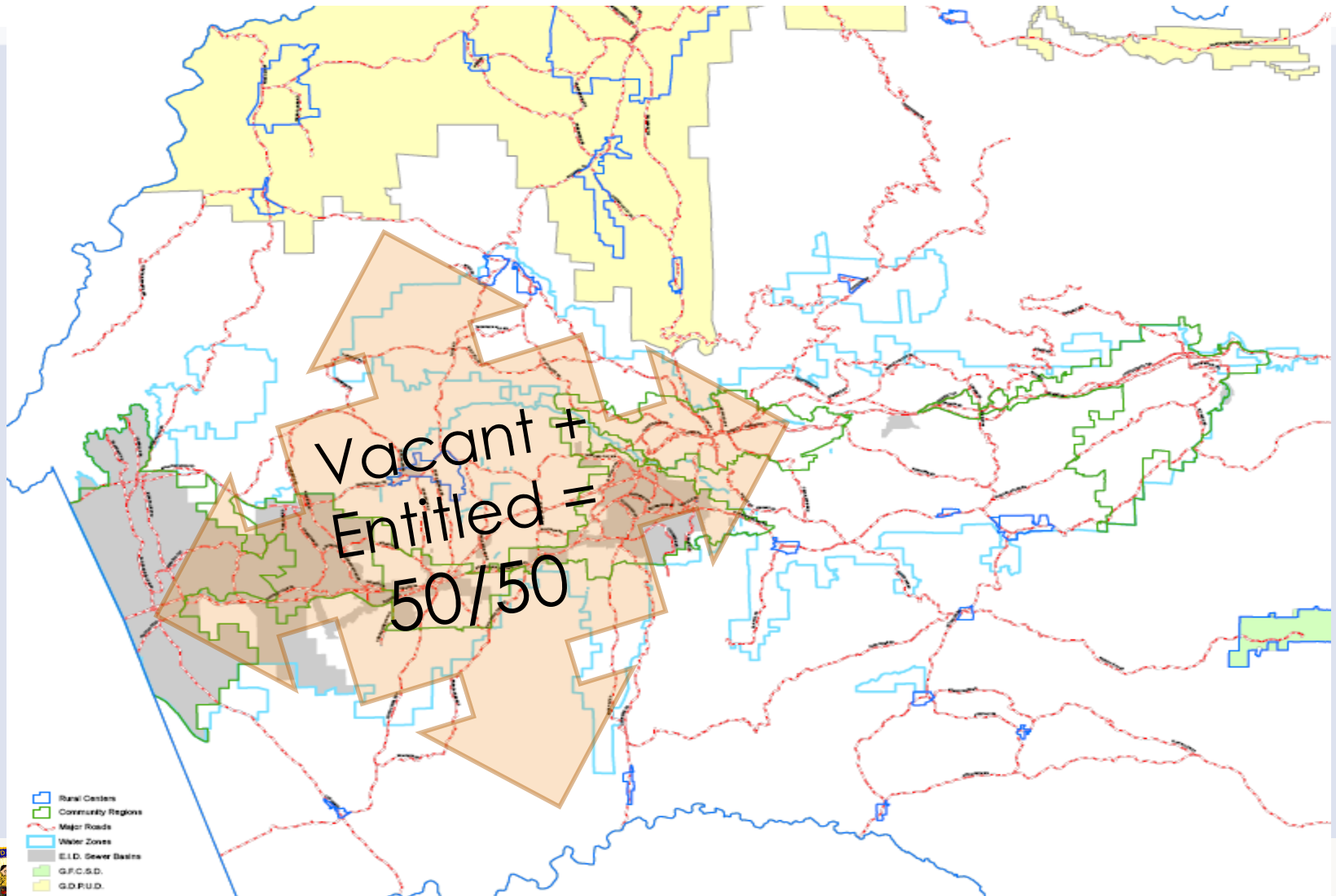
= 34,072

more homes

See Previous
Slides ↓

Highway 50 is at LOS F and can't be mitigated –
We can't approve more housing subdivisions

DEVELOPMENT FORECAST DISTRIBUTION



MEASURE Y COMMITTEE ASSUMPTION #5: MAJOR REDUCTION IN TIM FEES:

May be able to reduce Traffic Mitigation Fees by 50% to 80%, with exception of Zone 8



TIM FEE UPDATE

Staff will return in October to determine a projection to begin:

- Major 5-Year TIM Fee Update (Policy TC-Xb)
- Major 5-Year CIP Update (Policy TC-Xb)
- Other projects, including MC&FP* Phase II

*MC&FP -Missouri Flat Area Master Circulation & Funding Plan



POTENTIAL STRATEGIES FOR ADJUSTING TIM FEES:



- Removing Projects
 - Interchange
 - Intersection/Safety line item
 - Bridge line item
 - Other
- Reviewing what costs are included
- Revising road standards
- Altering LOS and Concurrency Policies
 - TC-Xa, TC-Xb, TC-Xd, TC-Xe, TC-Xf
- Additional Strategies detailed in Staff Memo (Attachment A)



**TIM fees are influenced
in varying degrees by:**

**Econ.
Devel**

**Rare
Plants**

Utilities

**Federal
Laws &
Agencies**

**Land Use
Entitlements**

**Special
Interests**

**Political
Pressure**

**State
Laws &
Agencies**

TIM

**Travel
Demand
Model**

**Regs,
Guidelines**

**Grants
& Reimb.
Agmts**

**Oak
Woodlands**

**Improv.
Stds.**

Litigation

**General
Plan
Policies**



NEXT STEPS

Staff will:

- Return in October with land development projection scenarios and TDM results for each, and request direction from Board regarding which scenario to use for Major 5-Year CIP and TIM Fee Update;
- Start Major 5-year CIP Update;
- Start Major 5-Year TIM Fee Update;
- Hire consultant to prepare TIM Fee Program Update;
- Start the Missouri Flat Area MC&FP II
- Continue to update design standards.

