



**COMMUNITY DEVELOPMENT AGENCY
LONG RANGE PLANNING DIVISION**

2850 Fairlane Court, Placerville, CA 95667

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

June 14, 2016

TO: Board of Supervisors

FROM: Claudia Wade, Senior Civil Engineer

Subject: Major Capital Improvement Program Update – Proposed 2016 CIP Book

PURPOSE AND SUMMARY

The County is updating its Capital Improvement Program (CIP) and Traffic Impact Mitigation (TIM) Fee Program as required by the General Plan and state law. The purpose of today's workshop is to provide the Board information and seek direction on the proposed 2016 CIP Book, provide tentative approval of updated TIM Fee Nexus Study and authorize the inclusion of two new ordinances (TIM Fee Ordinance and the Frontage Improvements Ordinance) to the County Code.

Staff is recommending that the Board:

1. Proposed 2016 CIP Book: Provide tentative approval of the 2016 CIP as presented in Attachments 17B-17L.

2. TIM Fee Program: Provide tentative approval of the updated draft TIM Fee Nexus Study as presented in Attachment 17M.

3. Amendment to County of El Dorado's Ordinance Code: Conceptually review and provide authorization, as required by Board Policy A-3, for the preparation of amendments to the appropriate County of El Dorado's Ordinance Code Chapters, to include the Frontage Improvements Ordinance (Attachment 13D) and the TIM Fee Ordinance (Attachment 13G).

BACKGROUND

A CIP is a planning document that identifies capital improvement projects (e.g. roads and bridges) a local government or public agency intends to build over a certain time horizon (usually between 5-20 years). CIPs typically provide key information for each project, including delivery schedule, cost and revenue sources. The County's CIP provides a means for the Board to determine 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.

The General Plan requires the CIP and TIM Fee Program to be updated 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.

On September 30, 2014, the Board approved and authorized the Chair to sign Agreement for Services No. 214-S1511 with Kittelson and Associates, Inc. to begin the Major Update as required by General Plan Policy TC-Xb and Implementation Measure TC-A.

On February 23, 2016, the Board approved apportioning 45% of forecasted future grant funding toward non-TIM Fee CIP projects.

On April 19, 2016, the Board tentatively approved the following:

- Traffic Impact Mitigation Fee project list to be included in the CIP (Attachment 16B)
- TIM Fee Program Nexus Report (Attachment 16C)
- CIP project list (non-TIM Fee funded, Attachment 16D)
- Unfunded CIP Project list (Attachment 16E)

DISCUSSION

1. Proposed 2016 CIP Book

Staff is recommending that the Board tentatively approve components of the 2016 CIP Book as follows:

- 1) Provide tentative approval of the Current Year, 5-Year, 10-Year, and 20-Year work plan for the West Slope Road/Bridge CIP as presented in Attachment 17B
- 2) Provide tentative approval for the Unfunded CIP list as presented in Attachment 17C
- 3) Provide tentative approval of the 5-Year Tahoe EIP as presented in Attachment 17D
- 4) Provide tentative approval of the 10-Year ACIP as presented in Attachment 17E
- 5) Provide tentative approval of the 5-Year TFIP as presented in Attachment 17F
- 6) Provide tentative approval of the 5-Year CORP as presented in Attachment 17G
- 7) Provide tentative approval of the remainder of the Proposed 2016 CIP Book as presented in Attachments 17H-17L

The proposed 2016 CIP Book includes the following five programs which compose the proposed 2016 CIP book:

- West Slope Road/Bridge CIP
- Tahoe EIP
- ACIP
- TFIP
- CORP

These programs are separated into the following sections:

West Slope Road and Bridge Program

- Current Year work plan
- 5-Year CIP
- 10-Year CIP; and
- 20-Year CIP

ACIP

- Current Year work plan
- 5-Year CIP
- 10-Year CIP

Tahoe EIP and CORP

- Current Year work plan; and
- 5-Year EIP/CIP

Projects that span several years may be listed in more than one funding segment of the CIP, depending on when funds are spent. For example, a project may be included in the 5-Year CIP for planning and the 10-Year CIP for construction. Projects are included in a funding segment if any funds are estimated to be spent during any of the segment's fiscal years.

The following discussion describes each program proposed for inclusion in the 2016 CIP Book.

West Slope Road/Bridge CIP:

Project construction schedules are included in the updated project lists. Construction for each CIP project is scheduled in the Current Year, 5-Year CIP, the 10-Year CIP or the 20-Year CIP. The placement of the TIM Fee funded CIP projects in each time frame was determined by the need for the project to implement the General Plan and ensure the appropriate level of service (LOS) on the County road network meets the requirements of General Plan Policy TC-Xd. The remainder of the CIP projects are prioritized based on a number of factors (in no particular order), such as:

- Operational deficiencies
- Available funding
- Economic development
- Site limitations
- Capacity
- Development projects' conditions of approval
- Regulatory requirements
- General Plan policies (e.g., TC-Xa)

As directed by the Board in December 2015, the top two non-TIM Fee projects were added to the draft CIP project list: #71319 - US 50/Camino Area Local Road Improvements – EDC Share and #GP137 - White Rock Road Widening (2 to 4 lanes) – Manchester Drive to Sacramento County line.

On June 7, 2016, an Interim 2016 CIP Book was approved by the Board. The purpose of the Interim CIP is to provide a work plan and approved budget for the Transportation Division from the beginning of fiscal year 2016/17 through the adoption of the Major Five-Year update to the CIP and TIM Fee program. The Proposed 2016 CIP Book will supersede the 2016 Interim CIP Book.

All changes from the TIM Fee funded CIP projects based on the analysis completed for the major update are included in the proposed 2016 CIP book. This includes the removal, addition, and revised scope of work of CIP projects. The proposed 2016 CIP book also includes revisions captured for the non-TIM Fee funded CIP projects between the Interim 2016 CIP book and the final 2016 CIP book. Attachment 17N contains all revisions from the 2016 Interim CIP Book, including project cost, schedule, scope of work, new projects and deletions proposed as part of the 2016 CIP book adoption. Attachment 17O lists projects completed CIP projects from 2001 through 2016.

In addition to the funded CIP projects (using TIM Fees, state/federal grants and other local funding), an “Unfunded” list (Attachment 17C) will be included as an appendix to the CIP book per the direction of the Board on February 23, 2016. The “Unfunded” list was compiled using various sources, including:

- Projects in the current CIP or TIM Fee programs that are no longer eligible for TIM Fee funding under the updated TIM Fee program.
- Projects suggested by the public through the El Dorado County Western Slope Update project website (www.edcwesternslopeupdate.com).
- 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*.

For further clarification, the “Unfunded” list includes projects that were suggested by the public. These suggested projects may be partially included in the proposed CIP or TIM Fee projects.

Options:

- 1) *Tentatively approve the proposed West Slope Road/Bridge CIP Projects and Schedule as presented in Attachment 17B and the Unfunded CIP Project list as presented in Attachment 17C.*
- 2) *Give staff direction on changes to projects included in the CIP and project schedules in Attachment 17B.*
- 3) *Give staff direction on changes to projects in the Unfunded CIP Project list in Attachment 17C.*

Staff Recommendation: *Option 1: Tentatively approve the proposed West Slope Road/Bridge CIP Projects and Schedule as presented in Attachment 17B and the Unfunded Project list in Attachment 17C.*

Tahoe EIP:

In 2015, Transportation’s Tahoe Engineering Group (TEG) completed the following projects, as summarized in Attachment 17O:

- Tahoe Hills Erosion Control Project
- Montgomery Estates Area 3 Erosion Control Project
- Lake Tahoe Blvd Erosion Control/ Stream Environment Zone (SEZ) Project
- Sawmill 2B Bike Path and Erosion Control Project

The TEG is solely grant funded, and is primarily responsible for constructing erosion control projects. However, more bike trail projects are appearing in the Tahoe EIP, as tourism and summertime outdoor recreation become more important in the Lake Tahoe Basin. The TEG’s proposed Five-Year EIP includes construction of one to two projects per season. Projects in the Tahoe EIP are included in Attachment 17D. Staff proposes to construct the following projects this summer:

- CSA 5 Erosion Control Project
- Meyers Stream Environment Zone/Erosion Control Project

Options:

- 1) *Tentatively approve the proposed Tahoe EIP Projects and Schedule as presented in Attachment 17D.*
- 2) *Give staff direction on changes to projects included in the CIP and project schedules.*

Staff Recommendation: *Option 1: Tentatively approve the proposed Tahoe EIP Projects and Schedule as presented in Attachment 17D.*

ACIP:

The CDA is responsible for operating the Placerville and Georgetown Airports, which includes developing and implementing the ACIP for both airports. Projects in the 2016 ACIP are included in Attachment 17E. The Federal Aviation Administration (FAA) reviews, authorizes and funds the ACIPs. Thus, the ACIPs are developed in partnership with the FAA. The FAA funds 90% of most ACIP project costs. A 5-Year ACIP for Georgetown and Placerville Airports was recently completed in cooperation with the FAA, entitling the CDA to pursue FAA grants for projects occurring during 2016-2021. The State has provided matching funds for Airport projects in past years. However, State matching funds have not been programmed in the 2016 ACIP, as these funds have become unreliable. State funding will continue to be pursued.

Placerville Airport projects included in the 2016 CIP book (Attachment 17E):

- Airport Layout Plan Update and Obstruction Survey – Placerville (CIP #93132)
- Crack Seal and Remark Runway 5-23, Taxiways, Aprons and Taxilanes – 2015 (CIP #93129)
- Crack Seal and Remark Runway 5-23, Taxiways, Aprons and T-Hangar Taxilanes – 2019 (CIP #93133)
- Taxiway Edge Lights (CIP #93130)
- Update Pavement Maintenance/Management Program (CIP #93131)

Georgetown Airport projects included in the 2016 CIP book (Attachment 17E):

- Airport Layout Plan 2021 Update – Georgetown (CIP #93523)
- Construction of AWOS (CIP #93520)
- Crack Seal and Remark Runway, Taxiways, Aprons and T-Hangar Taxilanes (CIP #93535)
- Crack Seal, Joint Seal & Mark Runway, Taxiways, Aprons & T-Hangar Taxilanes; Change Runway End ID (CIP #93527)
- Obstruction Survey (CIP #93503)
- Update Airport Layout Plan with Program Narrative Report (CIP #93528)
- Update Pavement Maintenance/Management Program (CIP #93534)

The CDA is currently working with its airport consultant on an update to the Airport Layout Plan with Program Narrative Report for the Georgetown Airport. The 5-Year ACIP for the Placerville Airport includes a proposed project for an update to the Airport Layout Plan, similar to the update to the Airport Layout Plan with Program Narrative Report project for the Georgetown Airport that we are currently working on with our airport consultant. If staff is successful in obtaining an FAA grant for a proposed project to update the Airport Layout Plan for the Placerville Airport, that update is currently anticipated to start in FY 2016/2017. Each Updated Airport Layout Plan will include updated plans to provide appropriate criteria and guidelines for future airport projects and will generate an updated project list.

Options:

- 1) *Tentatively approve the proposed 10-Year ACIP Projects and Schedule as presented in Attachment 17E.*
- 2) *Give staff direction on changes to projects included in the 10-Year ACIP and project schedules.*

Staff Recommendation: *Option 1: Tentatively approve the proposed 10-Year ACIP Projects and Schedule as presented in Attachment 17E.*

TFIP:

The TFIP section (Attachment 17F) of the 2016 CIP Book includes one Facilities project – the Headington Wash Rack Facility Project (CIP #81134), formerly named Headington Wash Rack and Sewer Connection Project. The project is designed to meet requirements of the State Water Resource Control Board and Regional Water Quality Control Board, and includes the installation of an automated water treatment reclamation/recycling wash rack system at the Headington Corporation Yard.

The improvements include construction of a covered vehicle wash building, electrical power supply, automated treatment recycle system (with treatment equipment and holding tanks), rainwater storage tanks, plumbing of water systems, and disconnecting from the existing sewer line. The purpose of this project is to replace and improve the existing uncovered wash rack for County fleet vehicles, thereby eliminating runoff and sewer discharges, decreasing use of domestic water for equipment maintenance and greatly improving water quality and environmental impacts.

Construction was postponed from FY 2015/16 to FY 2016/17, due to delays in waiting for grant outcomes and coordinating the project requirements with other agencies. Significant operational cost savings could be realized at the facility due to the elimination of sewer discharges (and corresponding sewer fees), and use of automated wash features (less labor and wash time).

Options:

- 1) *Tentatively approve the proposed 5-Year TFIP Project and Schedule as presented in Attachment 17F.*
- 2) *Give staff direction on changes to projects included in the 5-Year TFIP and project schedules.*

Staff Recommendation: *Option 1: Tentatively approve the proposed 5-Year TFIP Project and Schedule as presented in Attachment 17F.*

CORP:

CORP projects are roadway rehabilitation projects which require an improvement to the roadway structural integrity. Transportation's strategy has been to fund CORP projects primarily with external funding. Projects on the Infrastructure Investment Options list (Attachment 17P) could be constructed if the Board wishes to approve additional General Fund revenue, continue allocating some Tribe revenue, or redirect revenue currently recommended for West Slope Road/Bridge Projects. CORP accomplishments for the years 2001-2016 are included in Attachment 17O.

As part of the \$1,250,000 Local Funds-Tribe annual funding designated in FY 2015/16, Transportation will overlay Pleasant Valley Road between Lake Oaks Drive and Solstice Circle and Missouri Flat Road from State Route 49 to 700 feet north of State Route 49 during the 2016 construction season. The Patterson Drive and Missouri Flat Road Overlay project is scheduled to be completed in FY 2016/17. See Attachment 17G for the CORP section of the proposed draft 2016 CIP Book.

Options:

- 1) *Tentatively approve the proposed CORP Projects and Schedule as presented in Attachment 17G.*
- 2) *Give staff direction on changes to projects included in the CORP and project schedules.*

Staff Recommendation: *Option 1: Tentatively approve the proposed CORP Projects and Schedule as presented in Attachment 17G.*

Additional Components of Proposed 2016 CIP Book

Staff is also requesting tentative Board approval of the additional components of the 2016 CIP Book (Attachments 17H-17L). The additional components consist of:

- Cover and Table of Contents
- Executive Summary
- Indexes
- Cash Proformas

- Acronyms and Definitions

Upon tentative approval of all components of the 2016 CIP Book (Attachments 17B-17L), staff will work to create the final product for Board approval in August/September.

Options:

- 1) Tentatively approve the remaining components of the draft 2016 CIP Book as presented in Attachments 17H-17L.
- 2) Give staff direction on changes remaining components of the draft 2016 CIP Book.

Staff Recommendation: Option 1: Tentatively approve the remaining components of the draft 2016 CIP Book as presented in Attachments 17H-17L.

2. TIM Fee Program

West Valley View

At the last Board hearing held on June 14, 2016, a representative from West Valley View, LLC (WVV) voiced their concerns regarding the updated TIM Fee Program's potential impact to reimbursement timing for Silva Valley Interchange.

The current TIM Fee program allocates the cost for all Highway 50 projects in Zone 1-7 as follows: 50% to the Zone 1-7 Local TIM Fee Fund and 50% to the Highway 50 TIM Fee Fund. The current TIM Fee program allocates the cost of Highway 50 projects in Zone 8 (El Dorado Hills Boulevard Interchange and the Silva Valley Interchange) 100% to the Zone 8 Local TIM Fee Fund.

The draft updated TIM Fee program allocates the cost for all Highway 50 projects costs to the Highway 50 TIM Fee Fund. This change shifts some cost from local funds to the Highway 50 Fund (although there is no net change to the total fee amount due). This proposed change had an unforeseen potential consequence: it could lengthen the repayment timeline to WVV since it lowers the local fee, thereby reducing the "value" of the 30% of the Zone 8 Local TIM Fee set aside to reimburse WVV for the Silva Valley Interchange.

The Board directed staff to address this issue. Staff believes that reallocating the cost for the two interchanges in Zone 8 back to the local Zone 8 TIM Fee fund is the most prudent approach, as it is consistent with the current TIM Fee program. There is no net fee increase or decrease associated with this change; it simply redistributes the cost between the local and Highway 50 funds. This change will keep WVV on the same projected reimbursement timeframe as would be the case under the current TIM Fee program.

On May 11, 2016, staff met with WVV representatives to discuss this revision and the results. Staff provided WVV with projected reimbursement timeframes under both the current and updated TIM Fee programs. During this meeting, WVV representatives also discussed their desire to amend their Reimbursement Agreement to change the frequency of the County's payments to them from a yearly basis to a quarterly basis, allow their funds to accrue interest,

and allow use of TIM Fee credits they currently hold on other projects in Zone 8 beyond Blackstone.

Other Draft Nexus Study Changes

Upon further review of the draft Nexus Study, a few line items were updated. The following revisions were made:

- Cost estimate increase for Bucks Bar Bridge (\$7,892,000 to \$8,542,357) on Table 7
- Cost estimate decrease for Green Valley Rd Bridge at Mound Springs Creek (\$4,548,000 to \$4,067,770) on Table 7
- Cost estimate decrease for Green Valley Rd Bridge at Indian Creek (\$4,522,000 to \$4,015,769) on Table 7
- Net Cost decrease for Green Valley Rd (R-2). The change included revising the TIM Fee funded portion from County line to Sophia Parkway on Table 10
- Clarification on Total Cost and programmed funding for Country Club Dr. (R-10) on Table 10
- Fund balance revision for Pleasant Valley Rd (SR49)/Patterson Dr. Intersection Signalization, from (\$20,000) to (\$70,000), on Table 14
- Fund balance revision for Pleasant Valley Rd at Oak Hill Rd Intersection Improvements, from (\$81,000) to (\$159,098), on Table 14

The revised draft TIM Fee Nexus Study can be found in Attachment 17M, which includes the changes above and reallocating the cost for the two interchanges in Zone 8 back to the local Zone 8 TIM Fee fund.

Options:

- 1) *Tentatively approve the draft TIM Fee Nexus Study as presented in Attachment 17M.*
- 2) *Give staff direction on changes to the draft TIM Fee Nexus Study.*

Staff Recommendation: *Option 1: Tentatively approve the draft TIM Fee Nexus Study as presented in Attachment 17M.*

3. Amendment to County of El Dorado's Ordinance Code

As part of the Major CIP and TIM Fee Update, as discussed at the December 2015 Board hearing, two new Ordinances are required, a Frontage Improvements Ordinance and a TIM Fee Program Ordinance. Draft versions of these two ordinances were attached to the December 2015 Board item as Attachments 13D and 13G.

On February 23, 2016 the Board approved removing right-of-way, sidewalk, and curb and gutter costs from projects where development could build and pay for the improvements. Attachment 13C provides a detailed list of the cost savings to the TIM Fee program and the specific roadway projects. As a result of the removal of the right-of-way, sidewalk, curb and gutter, from specific projects within the TIM Fee program, an ordinance is necessary in order to enforce the requirement of development to construct its frontage improvements and dedicate right-of-way. I

In order to proceed with the development of the Frontage Improvements Ordinance, as required by Board Policy A-3, the Board must provide authorization for the preparation of amendments to the appropriate County of El Dorado Ordinance Code Chapter(s) and include the Frontage Improvements Ordinance. Attachment 13D includes the initial draft of the Frontage Improvement Ordinances in December 2015. The draft Frontage Improvement Ordinance is currently being modified and will be presented in August 2016 to the Board.

Additionally, staff is also proposing a TIM Fee Ordinance. Currently El Dorado County adopts the TIM Fee Program via Resolution. It is standard practice for other jurisdictions, including Placer County, to adopt a TIM Fee program which establishes the basic structure with an Ordinance. Staff proposes the Board adopt the TIM Fee Program via Ordinance, and adopt the fee schedule via Resolution. The Resolution would be easier to amend on a yearly basis for rate adjustments.

In order to proceed with the development of the TIM Fee Ordinance, as required by Board Policy A-3, the Board must provide authorization for the preparation of amendments to the appropriate County of El Dorado Ordinance Code Chapter(s) and include the TIM Fee Ordinance. Attachment 13G includes the initial draft of the TIM Fee Ordinance, previously presented in December 2015. The draft TIM Fee Ordinance is currently being modified and will be presented in August 2016 to the Board.

Options:

- 1) *Provide staff authorization, as required by Board Policy A-3, to amend the appropriate County of El Dorado County Ordinance Code(s) and add the Frontage Improvements Ordinance and the TIM Fee Program Ordinance and conceptually review the Ordinances (Attachments 13D and 13G).*
- 2) *Provide staff direction to not create a Frontage Improvements Ordinance and/or a TIM Fee .*

Staff Recommendation: *Option 1: Provide staff authorization, as required by Board Policy A-3, to amend the appropriate County of El Dorado County Ordinance Code(s) and add the Frontage Improvements Ordinance and the TIM Fee Program Ordinance and conceptually review the Ordinances (Attachments 13D and 13G).*

RECOMMENDATION

Staff is recommending that the Board:

Proposed 2016 CIP Book

- 1) Provide tentative approval of the 2016 CIP as presented in Attachments 17B-17L.

TIM Fee Program

- 2) Provide tentative approval of the updated draft TIM Fee Nexus Study as presented in Attachment 17M.

Amendment to County of El Dorado's Ordinance Code

- 3) Conceptually review and provide authorization, as required by Board Policy A-3, for the preparation of amendments to the appropriate County of El Dorado Ordinance Code Chapters and include the Frontage Improvements Ordinance (Attachment 13D) and the TIM Fee Ordinance (Attachment 13G).

Next Steps

- Staff released the Notice of Availability (NOA) for the Programmatic Environmental Impact Report (EIR) for public review on May 19, 2016. Close of Public Comments of Draft EIR will be on July 5, 2016 at 5:00 p.m.
- In July, staff will present the CIP/TIM Fee Program to the Planning Commission. Staff will request that the Planning Commission: 1) Make a finding of consistency for the CIP with the General Plan, 2) Make a recommendation to the Board for approval of the proposed General Plan Amendment to the Transportation and Circulation Element, 3) Make a recommendation for approval of the Programmatic EIR, and 4) Receive and file the TIM Fee Resolution and Ordinance and Frontage Improvements Ordinance.
- In August/September, staff will return to the Board for: 1) Final adoption of the TIM Fee Program roadway list, 2) Final adoption of the TIM Fee Program Nexus Study, 3) Adoption of the 2016 CIP Book, 4) Final adoption of the TIM Fee Program, 5) Adoption of and first reading of the TIM Fee Ordinance, 6) Adoption of and first reading of the Frontage Improvements Ordinance, 7) Adoption of the TIM Fee Resolution, 8) Certification of the EIR, and 9) Adoption of the General Plan Amendment for the Transportation and Circulation Element. Staff will also provide a draft TIM Fee Program Administration Manual.
- In September/October, staff will return to the Board for the second reading of the TIM Fee Ordinance and the Frontage Improvements Ordinance. TIM Fees will go into effect 60 days from the second reading of the TIM Fee Ordinance.
- In October/November, staff will return to the Board to approve the TIM Fee Program Administration Manual.

Contact

Claudia Wade, Sr. Civil Engineer
Community Development Agency, Long Range Planning Division