



El Dorado County General Plan 2016-2020 Five Year Review



Planning and Building Department
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1.0 Executive Summary

The El Dorado County General Plan (General Plan) provides for long range direction and policy for a wide variety of land uses within unincorporated El Dorado County (County). It provides for growth in an environmentally balanced manner and maintains the rural character and quality of the living environment. The General Plan also provides adequate infrastructure while conserving agricultural lands, forest and woodlands, and other natural resources. General Plan Policy 2.9.1.2 requires monitoring of the General Plan two years following adoption of the General Plan, and every five years thereafter. General Plan Policy 2.9.1.2 is not required by the State of California, unlike the State required General Plan Annual Progress Reports that must be submitted on an annual basis to the California Department of Housing and Community Development as well as the Governor's Office of Planning and Research. If the results of this monitoring process indicate that the distribution of growth, as anticipated by the General Plan, varies significantly from the major assumptions of the General Plan, the County is required to make appropriate adjustments to the General Plan's development potential by General Plan amendment.

Based on the results of monitoring data collected for the 2016-2020 review period, this report concludes that the County's observed growth from 2016-2020 remained consistent with the major assumptions of the Plan, and the location and distribution of observed growth (County) remained within the thresholds established by the Plan. Therefore, the basic General Plan assumptions, strategies, concepts, and objectives are still valid, and have not changed so drastically to require a comprehensive update to the General Plan.

The following report establishes the legal framework and background for the General Plan and updates the findings for each assumption. It summarizes the major planning activities and policy changes for the period of 2016 to 2020, assesses the trends in land use and development in the unincorporated County, and proposes an anticipated General Plan implementation program for the next five-year period of 2021-2025.

In the past ten years, the County experienced slower population growth compared to the preceding ten years. In the next fifteen to twenty years, the County is likely to continue experiencing slower growth due to the latest state and regional growth trends. In terms of growth distribution within the West Slope, the County remained consistent with the General Plan goal of focusing most of the County's growth to areas within the County's Community Regions (El Dorado Hills, Cameron Park, Shingle Springs, Diamond Springs/El Dorado, Placerville). During 2000-2020, 69% of new housing units were constructed in the Community Regions and 31% of new housing units were constructed in the rest of the County. During this review period, observed growth was even more focused in the Community Regions consistent with the 2014 Board of Supervisors' direction to focus 75% or more of the County's growth to the Community Regions and 25% or less of the County's growth to the rest of the County aligned with the Board of Supervisors mandate to have 75% or more growth in the Community Regions and 25% or less growth in the rest of the County (excluding Tahoe). Additionally, approximately 94% of the nonresidential (commercial) growth was in the Community Regions and the remaining 6% of commercial growth was distributed throughout the rest of the County. Also, 79% of new single-family and multi-family units were in the Community Regions and 21% of new units were in the rest of the County. Based

on the 2004 General Plan development forecasts, the County continues to have sufficient available residential and job capacity both within the Community Regions and the rest of the County. Recurring challenges include ensuring sufficient affordable housing for County residents and a healthy jobs-housing ratio.

1.1 Staff Recommendations

Although all supporting data indicates there continues to be adequate land supply for future residential and non-residential development, staff recommends that the next five-year review (2021-2025) include a land use capacity analysis to gauge remaining capacity more accurately for nonresidential and residential development that incorporates land use, zoning, and other constraints. This land use capacity analysis is being conducted through the County Department of Transportation's (DOT) Major 5-Year Transportation Impact Fee (TIF) program update, anticipated in 2024. Also, staff recommends that the County continue to monitor its progress towards meeting its share of affordable housing and increase efforts to facilitate affordable housing in the County, given that many low-income residents cannot afford to rent or own in different areas of the County.

The 2004 General Plan states that it has a 20-year planning horizon (2025). In the General Plan, it is mentioned that the "actual number of years to reach a particular population projection is not critical to the validity of this Plan" as long as other factors (e.g., assumptions of the General Plan) remain valid. In fact, the specified population projection (200,000) does not appear that it will be met by 2030, and the other assumptions continue to be met. However, given the length of time that has passed since the establishment of the County General Plan, the County may consider an updated General Plan in the future.

Further, observed growth during this review period, in both the Community Regions and the rest of the County, occurred as planned for in the General Plan (as summarized in the above Executive Summary). Based on the observed amount and distribution of residential and non-residential growth, there remains sufficient additional capacity in each of the Community Regions to accommodate additional residential and non-residential growth with no changes to Community Region boundaries. Therefore, staff recommends that no changes be made to Community Region boundaries as specified in General Plan Policy 2.9.1.4.

2.0 Framework and Background of the General Plan

2.1 Legal Framework

General Plan requirements are set forth in California Government Code Section 65300 et seq., which states that local jurisdictions must "adopt a comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency's judgment bears relation to its planning." The General Plan provides the blueprint for development throughout the County and is the vehicle through which competing interests are balanced. The County's General Plan addresses all aspects of development, including but not limited to housing, traffic, open space, economic development, agriculture and timber, safety, land use, and public facilities.

A general plan forecasts into the future and attempts to make land use, economic, social, and environmental choices based on assumptions and analyses of existing conditions. General Plans, often referred to as the “constitution” for future development, are intended to embody the community’s long-term goals and vision regarding land use. The General Plan must be in conformance and compatible with regional plans and other federal and state laws.

On July 19, 2004, the County Board of Supervisors (Board) adopted the 2004 El Dorado County General Plan (see https://www.edcgov.us/Government/planning/pages/adopted_general_plan.aspx). However, the actual effective date of the Plan was September 1, 2005, after the Writ of Mandate in the case of *El Dorado County Taxpayers for Quality Growth, et.al. v. El Dorado County Board of Supervisors* was discharged. On August 31, 2005, the Superior Court of California, Sacramento County ruled that the County had satisfied every term of the Writ.

2.2 Background

The General Plan provides for the following: long-range direction and policy for land use; growth in an environmentally balanced manner and maintains the rural character and quality of the living environment; and adequate infrastructure while conserving agricultural lands, forest and woodlands, and other natural resources.

The General Plan acknowledges that the County will continue to grow but strives to retain the qualities of its natural resource base, both consumptive and environmental, to maintain its customs and culture and assure its long-term economic stability. The General Plan also acknowledges the ecological and historic values of these lands, while preserving and conserving the lands for future economic benefits. The rural character of the County is its most important asset. Careful planning and management can maintain this character, while accommodating reasonable growth and achieving economic stability.

2.2.1 Statement of Vision

The framework of the General Plan is built upon a statement of vision for future growth in the County, along with plan assumptions and strategies. Plan assumptions provide a basis for the physical planning policies of the General Plan. Plan strategies provide for methods for achieving the visions and goals and to carry forward the Plan’s principal purposes.

The development of these visions and strategies serves to provide for the underlying approach of the General Plan. This approach is the identification of distinct planning concept areas where growth will be directed to provide for a more manageable land use pattern. The concepts of the Plan also recognize that differing levels of service will occur within community and rural areas.

The 2004 General Plan contains nine Elements: 1) Land Use; 2) Transportation and Circulation; 3) Housing; 4) Public Services and Utilities; 5) Public Health, Safety, and Noise; 6) Conservation and Open Space; 7) Agriculture and Forestry; 8) Parks and Recreation; and 9) Economic Development. Through the appropriate application of the planning concepts, the

General Plan identifies overarching objectives and specific implementation measures in each Element, which implement the policies.

Implementation of the General Plan must be applied comprehensively. No single component can stand alone in the review and evaluation of a development project. It is the task of the policymakers, consistent with state law, to weigh project benefits and consequences against the General Plan as a whole. Project merits should ultimately be determined by its consistency with goals, objectives, and policies of all the elements and the land use map. Development standards set forth in the Zoning Ordinance and other County policies must be consistent with the standards in this Plan. The Plan standards represent a careful balancing of competing economic, social, and environmental interests.

2.2.2. Plan Assumptions

The 2004 General Plan identifies seven assumptions developed in consideration of the physical, economic, and political conditions of the past, present, and future. These assumptions are applicable to the monitoring and review of the General Plan and are as follows:

1. **Population Projections** – The projected growth for the County, as determined by the State Department of Finance, can be accommodated over the planning horizon for the General Plan.
2. **Auburn Dam** – The Plan does not address the authorization for construction of the Auburn Dam. Auburn Dam is included as a Plan assumption because, if it were to be authorized for construction, it would affect some of the Plan policies.
3. **Jurisdiction of Other Agencies** – Other agencies will continue to exercise significant policy control over lands within the County.
4. **Agriculture and Timber** – These industries will remain economically viable during the planning horizon of the Plan.
5. **Water Supply** – An adequate supply of water will be available to serve the County’s current population. Additional water supplies will be developed to support projected growth. Lack of water availability may change the period over which this Plan remains valid. The designation of the American or Cosumnes Rivers as “Wild and Scenic” or the designation of their drainage basins as “National Recreation Areas” would be incompatible with the County’s water storage objectives.
6. **Housing** – Policies in this Plan and implementing directives will strive to minimize impacts on the County’s affordable housing goals and objectives. The housing needs for all economic segments for the unincorporated portions of the County may be achieved if the Housing Element is implemented.

7. **Traffic Levels of Service** – The Plan has been designed to match increases in roadway sizes (capacity) to those (capacity improvements) necessary to meet the Level of Service (LOS) and concurrency policies included in the Transportation and Circulation Element.

Each of the Plan assumptions and findings are discussed later in this report. The 2004 General Plan statement of vision, plan assumptions, strategies, concepts, and overall objectives are described in detail in the Introduction chapter of the Plan, which is available on this website:
https://www.edcgov.us/Government/Planning/pages/Adopted_General_Plan.aspx.

Background information concerning the planning issues addressed in the Plan is contained in the Environmental Impact Report (EIR), which was certified by the Board of Supervisors in connection with adopting the Plan. The Final EIR is available on this website:
[https://www.edcgov.us/Government/planning/pages/final_environmental_impact_report_\(eir\).aspx](https://www.edcgov.us/Government/planning/pages/final_environmental_impact_report_(eir).aspx)

2.2.3 General Plan Objectives

The 2004 General Plan identifies the following 12 objectives:

1. To develop a strong, diversified, and sustainable local economy;
2. To foster a rural quality of life;
3. To sustain a quality environment;
4. To accommodate the County's fair share of regional growth projections and affordable housing while encouraging those activities that comprise the basis for the County's customs, culture, and economic stability;
5. To oversupply residential and non-residential land use designations in order to provide market and landowner flexibility to more feasibly accommodate the market;
6. To concentrate and direct urban growth where infrastructure is present and/or can be more feasibly provided;
7. To recognize that funding limitations for infrastructure and services will result in lower levels of service while the County improves employment and housing opportunities;
8. To conserve, protect, and manage the County's abundant natural resources for economic benefits now and for the future;
9. To encourage infill development that more efficiently utilizes existing infrastructure and minimizes land use conflicts while avoiding the premature development of non-contiguous lands where direct and life cycle costs are greater;
10. To accomplish the retention of permanent open space/natural areas on a project-by-project bases through clustering;
11. To minimize down planning and/or down zoning where feasible; and
12. To improve the jobs-to-housing ratio by giving preference to the development of high technology and value added employment centers and regional retail and tourism uses.

2.3 General Plan Monitoring and Review

California Government Code Section 65103(a) requires local governments to periodically review and revise their General Plans as often as they deem necessary. California Government Code also requires the County to provide annual reporting of the status and progress of General Plan implementation (Section 65400(a)(2)) as well as its progress toward meeting its share of regional housing needs (Section 65584).

General Plan Policy 2.9.1.2 requires monitoring of the General Plan two years following adoption of the General Plan, and every five years thereafter. If the results of this monitoring process indicate that the distribution of growth varies significantly from the major assumptions of the Plan, the County is required to make appropriate adjustments to the Plan's development potential by General Plan amendment. Five-year adjustments in the development potential may include either additions to, or subtractions from, the land supply and may result in policy changes. Additionally, the boundaries of Community Regions and Rural Centers may be changed and/or expanded every five years, as specified in Policy 2.9.1.4, and through the General Plan review process, as specified in Policy 2.9.1.2, or as the Board deems necessary.

2.3.1 Prior 2011-2015 General Plan Five-Year Review

Consistent with General Plan Policy 2.9.1.2 and applicable provisions of California Government Code, Long Range Planning staff presented the 2011-2015 General Plan Five-Year Review to the Board of Supervisors (Board) in 2016. To provide a more comprehensive analysis, staff presented this five-year implementation review to the Board in two parts. On May 17, staff presented the preliminary land inventory and monitoring data for the categories of population, housing, and job growth (Legistar File No. 16-0477), as required in General Plan Objective 2.9.1 (General Plan Monitoring and Review), and as an initial step in the 2011-2015 General Plan Five-Year Review. Following presentation of the initial Five-Year review data, staff presented the complete report to the Board on October 25 (Legistar File No. 16-0477) to include the complete data, analysis and findings as required by General Plan policy and California Government Code.

2.3.2 2016-2020 Five-Year Review Findings:

The 2016-2020 General Plan Five Year Review report found that the 2004 General Plan assumptions remained valid for the review period and, in general, the report found that County development during the review period was consistent with the type, density and locations planned for in the 2004 General Plan. The report's data concluded that population growth has declined and would continue to do so in the next 15 years, which would yield lower population numbers than originally forecasted in the initial 2004 General Plan forecast. Though aligned with the Board of Supervisors' 2014 mandate to concentrate growth in the Community Regions (75% growth in Community Regions / 25% in Rural Areas), the jobs and housing estimates trended lower than originally forecasted. In comparing the number of new jobs to housing units during 2000 to 2020, the report found that the jobs to housing ratio is 0.80:1. In another words, for every four new jobs created in the County, there are roughly five new housing units in the County. According to the County's Housing Element and the State of California General Plan Guidelines prepared by

the Governor’s Office of Planning and Research, a “balanced” jobs-to-housing ratio is 1.5:1 to minimize employment-related commuting.

3.0 General Plan Assumptions and Findings

The 2004 General Plan includes seven assumptions developed in consideration of the physical, economic, and political conditions of the past, present, and future (General Plan Introduction, pages 4-5). These assumptions provide a basis for the General Plan’s planning policies.

3.1 Assumption 1: Population Projections

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.

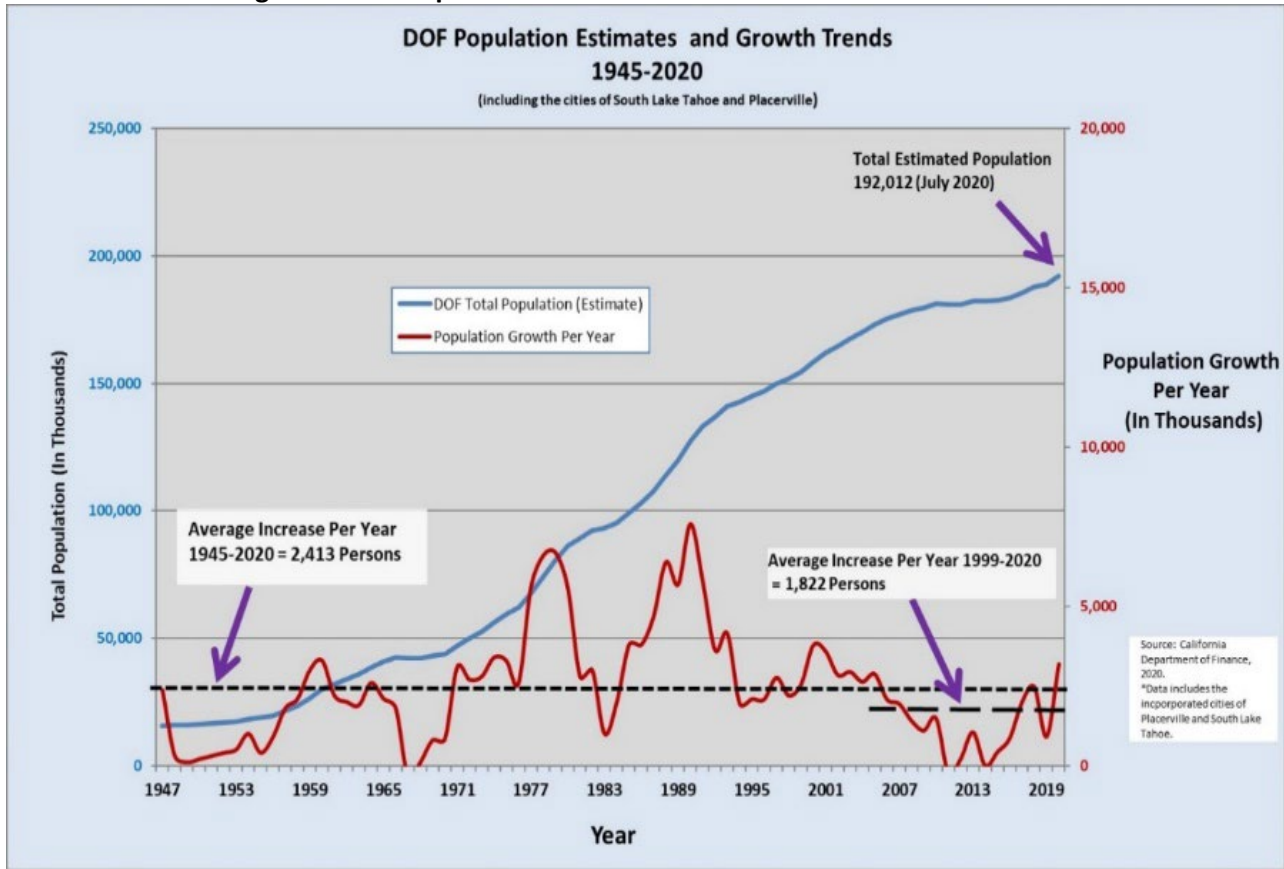
The General Plan assumes and accommodates for a total population of 200,000 in the unincorporated area of the County ([El Dorado County Land Use Forecasts for Draft General Plan](#)). Population growth monitoring data collected since completion of the last General Plan Five-Year Review in 2015 is discussed below.

The California Department of Finance (DOF) estimated County's population in 2020 to be just under 159,000 (in the unincorporated areas). Therefore, by General Plan Policy, the County could accommodate an increase of approximately 41,000 people before the population threshold is reached. The average annual increase during the period from 2000-2010 was 2,619 persons or approximately 2.1 percent. However, for the period from 2010-2020, the average annual increase declined sharply to 1,008 persons, or approximately 0.7 percent. The DOF estimates collected for the years 2010-2020 indicate this recent slower average growth rate will likely continue for the foreseeable future, as shown in Figure 1 below.

Findings:

Policies 2.9.1.1 and 2.9.1.2 require the County to monitor population growth on an annual basis and review results of this monitoring every five years to determine if observed growth varied significantly from the major Assumptions of the Plan. The assumption that the projected growth of the County can be accommodated over the 20-year planning time horizon remains valid for the 2016-2020 General Plan monitoring period. Figure 1 shows that the total estimated population of the County, which includes the incorporated cities of South Lake Tahoe and Placerville, as well as unincorporated areas in Tahoe, will be approximately 192,000 in 2020. The unincorporated West Slope is not likely to reach 200,000 by 2025.

Figure 1. DOF Population Estimates and Growth Trends 1945 – 2020



3.2 Assumption 2: Auburn Dam

Authorization for construction of the Auburn Dam is currently not addressed in the General Plan; however, if authorization for the construction is approved, the Plan must be updated within a reasonable time to accommodate this significant change.

Findings:

Since adoption of the 2004 General Plan, Congress de-authorized construction of the Auburn Dam. As Congress effectively eliminated plans for the construction of the Auburn Dam, the assumption of no construction of an Auburn Dam remains valid for the 2016-2020 General Plan monitoring period. Although recent droughts during this five-year review period have affected California’s long-term water supply plans, there was no interest in either the state legislature or U.S. Congress to authorize construction of any new California dams or reservoirs during the review period. Therefore, construction of the Auburn Dam remains highly unlikely.

3.3 Assumption 3: Jurisdiction of Other Government Agencies

Other agencies will continue to exercise significant policy control over lands within El Dorado County.

Findings:

Other government agencies, primarily state and federal agencies, exercise policy control over land use and infrastructure planning throughout the County. Additional state and federal legislation has been enacted since the conclusion of the last five-year review in 2015.

3.4 Assumption 4: Agriculture and Timber

The agriculture and timber industries will remain economically viable during the 20-year planning time horizon of the Plan. The viability of these industries is critical to the maintenance of the County’s customs, culture, and economic stability.

Findings:

Agricultural Industry: A wide variety of agricultural products, including livestock, continue to be grown or raised in the County. During 2016-2020, production of some crops/products experienced declines (e.g., Christmas trees), while production of other crops/products remained steady or experienced modest increases (e.g., grapes and cattle), as shown in Table 1. The agricultural industry demonstrated continued economic viability during this review period.

Table 1. Agricultural (Crop and Livestock) Acreages by Crop Report Year

	1960	1970	1980	1990	2000	2016	2017	2018	2019	2020
Bearing Acres	4385	3246	2959	2772	2954	3694	3698	4031	3976	3964
Apples	343	509	546	745	838	852	852	852	835	835
Grapes		10	178	715	1565	2337	2341	2674	2636	2624
Pears	3670	2287	1682	738	451	105	105	105	105	105
Other*	372	440	553	574	100	400	400	400	400	400
Non-bearing	843	351	245	192	400	184	242	204	322	317
Miscellaneous**			31	105	47					
Irrigated Pasture	2500	5240	4500	3000	1100	1581	1581	1581	1581	1581
Hay	4000	5500	2000	400	350	225	225	225	225	225
Total per EDC Crop Report	11728	14337	9735	6469	4851	5684	5746	6041	6104	6087
Christmas Trees (each)		33748	50950	72925	91000	37254	38079	35987	34645	24260
Cattle & Calves (No. of Head)	10500	11400	11288	5922	4300	5879	5946	6300	5986	5745

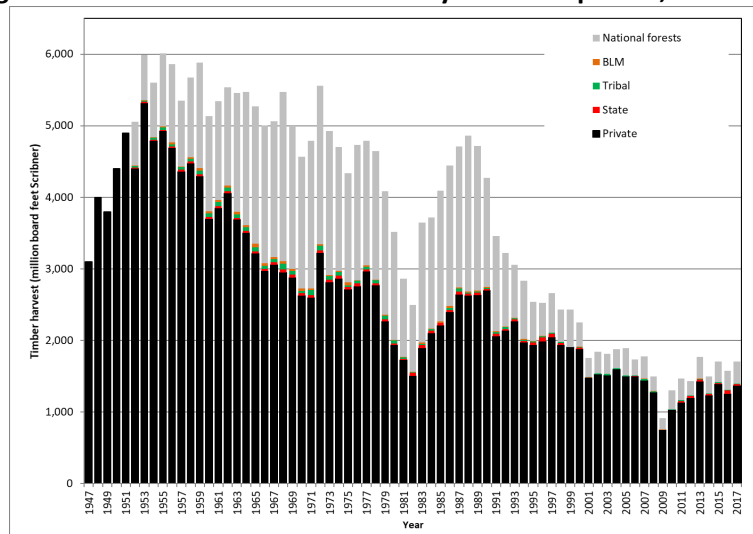
*cherries, peaches, plums, olives, and walnuts
 **berries, nectarines, citrus, chestnuts, avocados, pumpkins, persimmons, tomatoes, truck gardens, etc.

Source: El Dorado County Agriculture Department Annual Crop Reports
https://www.edcgov.us/Government/ag/Pages/annual_crop_report.aspx

Timber Industry: The local timber industry economic viability remained generally steady, experiencing a peak in profits in 2018 (\$18,235,255) during this review period (2016-2020) after experiencing significant declines prior to and during the previous review period (2011-2015). Local industry declines resulted from the 2009 closure of the local Sierra Pacific Industries lumber mill in Camino as well as statewide declines in housing, reduced timber harvests on national forest lands, the effects of long-term droughts, and additional state regulatory burdens on the California timber industry in general. California’s timber harvest was 1,425 million board feet (calculated throughout in this report using the Scribner method) in 2012, representing an 18 percent decline

since 2006 [USDA, *California's Forest Products Industry and Timber Harvest*, 2012]. California's timber harvest from 1952-2016 illustrates the declining trend in timber harvest (see Figure 2). Wildfires have also had a devastating impact on the County's timber. In September 2014, the King Fire that started in Pollock Pines destroyed over 97,000 acres including homes, structures, commercial timber plantations, and National Forest land. Since 2014, restoration and replanting efforts have been underway. However, it will be many years before timber harvesting can be renewed from previously burned areas. Caldor Fire, which started in August 2021 and occurred south of the community of Grizzly Flats, affected approximately 221,835 acres. A review of the timber industry post-Caldor Fire will be provided in the next review period (2021-2025).

Figure 2. California's Timber Harvest by Ownership Class, 1952-2017



Source: USDA *California's Forest Products Industry and Timber Harvest*, 2017

Adding to the timber industry challenges were drought conditions and bark beetle infestations, which caused pervasive tree mortality across the Central and Southern Sierra Nevada Mountains. State and federal officials estimated that over 66 million trees have died since 2010, and this number continues to rise daily. The County has also been affected by this epidemic, with thousands of dead and dying trees threatening public safety and infrastructure. On March 28, 2016, the Board proclaimed a Local State of Emergency due to pervasive tree mortality (see attached Tree Mortality Maps, Exhibit A). The Board later approved the County's Tree Mortality Hazard Tree Removal Plan on May 17, 2016 (Legistar File No. 16-0509).

While the timber industry experienced several periods of economic declines over the past 50 years, the timber industry remained relatively stable in the County during this review period. Furthermore, the local timber industry even experienced a modest increase in timber harvesting between 2012 and 2016 as harvesting increased from 50.1 million board feet in 2012 to 71.1 million board feet in 2016 [USDA, *California's Forest Products Industry and Timber Harvest*, 2016]. Based on the recent stabilization of timber markets, the timber industry remained economically viable during this review period. Based on recent upward trends, the County's timber industry may continue to be viable for the 20-year planning time horizon of the General Plan. Therefore, staff does not believe Board action for this assumption is required.

3.5 Assumption 5: Water Supply

An adequate supply of water will be available to serve the County's current population; additional water supplies will be developed to support projected growth; lack of water availability may change the period of time over which this Plan remains valid; and the designation of the American or Cosumnes Rivers as "Wild and Scenic" or their drainage basins as "National Recreation Areas" would be incompatible with the County's water storage objectives.

Background:

General Plan Objective 5.1.2 states: "...it shall be the policy of the County to cooperate with responsible service and utility purveyors in ensuring the adequate provision of service. Absent evidence beyond a reasonable doubt, the County will rely on the information received from such purveyors and shall not substitute its judgment for that of the responsible purveyors on questions of capacity or levels of service."

Consistent with General Plan Objective 5.1.2 requirements, based on available water purveyor reports of existing and future water supplies, findings are discussed below.

Findings:

Required water supply sub-findings A-D are discussed below with staff's conclusion(s) presented at the end of this section.

Sub-Finding A: An adequate supply of water will be available to serve the County's current population.

The El Dorado Irrigation District (EID), the Georgetown Divide Public Utility District (GDPUD), the South Tahoe Public Utility District (STPUD), and the Grizzly Flats Community Services District (GFCSD) are the primary water purveyors in the County. Comprehensive planning efforts by these water purveyors, including drought contingency planning, as documented by each purveyor, ensure that adequate water supplies will continue to remain available for existing customers.

EID, GDPUD, STPUD, and GFCSD all have indicated that there is an adequate water supply to serve the County's current population within the 2016-2020 review period. According to EID's 2020 Urban Water Management Plan, EID has significant water assets to meet its short-term and long-term needs. In GDPUD's 2020 Urban Water Management Plan indicates that its surface water source, which is the Stumpy Meadows Reservoir (GDPUD's primary supply of water), is excellent and does not affect the supply reliability within the planning period. STUPUD's 2020 Urban Water Management Plan states that it has adequate supplies to meet demands during normal, single-dry, and multiple-dry years throughout the planning period.

Important Note: The GFCSD serves approximately 600 residential water customers in the small, south county community of Grizzly Flats. Although not part of the 2016-2020 review period, the GFCSD water storage and distribution infrastructure was affected by the 2021 Caldor Fire. However, at the time of this report, the GFCSD has implemented a two-year plan to fully restore

water storage capacity and damaged infrastructure. Therefore, the Caldor Fire is not anticipated to affect the GFCSD long-term water supply outlook.

Sub-Finding B: Additional water supplies will be developed to support the projected growth.

The four public water purveyors: EID, GDPUD, STPUD, and GFCSD are developing required infrastructure, acquiring additional water rights, and securing funding for expanded water storage and delivery options through the year 2030 and beyond. The goal of these efforts is to ensure water supplies will be available to support projected growth in each of the water districts. For the 2016-2020 review period, each water purveyor has determined there will be sufficient additional water supplies to support projected growth within their districts. Relevant reports (as reference above under Sub-Funding B) and studies are available on the water purveyor’s websites: EID – eid.org/, GDPUD – gd-pud.org/, GFCSD – grizzlyflatscsd.com/, and STPUD – stpud.us/.

Sub-Finding C: Lack of water availability may change the period of time over which this Plan remains valid.

The best available science indicates that hydrological conditions may change over time. The three primary water purveyors (EID, GDPUD, and STPUD) have appropriate comprehensive contingency plans and anticipate adequate water supply will continue to remain available for the County’s current and projected population through the current General Plan planning horizon. Water supplies are deemed adequate for this review period. The next Five-Year Review (2021-2025) will provide a discussion of water availability within the GFCSD service area given the impacts of the Caldor Fire. Water availability has not changed during this review period and, therefore, this Plan sub-finding remains valid.

Sub-Finding D: Designation of the American or Cosumnes Rivers as “Wild and Scenic” or their drainage basins as “National Recreation Areas” would be incompatible with the County’s water storage objectives.

As of 2020, no federal or state agency had plans to designate either the American or Cosumnes Rivers or their respective drainage basins as “Wild and Scenic” nor “National Recreational Areas.” Therefore, with no anticipated designation of either of these rivers, including their respective drainage basins, within unincorporated portions of the County, there remains no conflict with the County’s water storage objectives and this sub-finding remains valid.

3.6 Assumption 6: Housing

Policies in this Plan and implementing directives will acknowledge and attempt to minimize their cost impact on the County’s affordable housing goals and objectives. The housing needs for all economic segments for the unincorporated portions of the County may be achieved if the Housing Element is implemented.

Finding:

The General Plan Housing Element sets forth the County’s strategy for enhancing and preserving the housing stock to expand housing opportunities for various economic segments. Along with the Land Use Element, the Housing Element provides policy guidance for decision-making related to housing.

California Government Code Section 65583 requires the County prepare and adopt an update to the Housing Element of the General Plan that includes a review of the County’s ability to accommodate its fair share of the region’s housing need. On October 29, 2013, the Board of Supervisors adopted the 2013-2021 Housing Element Update, which was certified by the California Department of Housing and Community Development (HCD) on November 13, 2013. The Board adopted the 2021-2029 Housing Element Update, along with changes required by HCD, on March 22, 2022. HCD certified the 2021-2029 Housing Element Update on May 10, 2022. More details regarding the 2021-2029 Housing Element Update will be provided in the next Five-Year Review.

State law requires the County ensure that its Housing Element include sufficient land with appropriate zoning to accommodate its fair share of the region’s future housing needs for all income groups through the planning period. (Government Code Sections 65863 and 65584) The Legislature has declared that availability of low-income housing is an area of “statewide concern.” Section 65580 states, “[t]he availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every Californian, including farmworkers, is a priority of the highest order.” Unlike other mandatory general plan elements, the Housing Element is required to be reviewed “as frequently as appropriate to evaluate...the appropriateness of the housing goals, objectives and policies in contributing to the attainment of the state housing goal.” (Section 65588) The Housing Element is also subject to detailed statutory requirements and a mandatory review by a state agency. (Sections 65580-65589.8)

3.6.1 Regional Housing Needs Allocation (RHNA)

State law requires each California jurisdiction to ensure that sufficient land with appropriate zoning is available to accommodate its fair share of the region’s future housing needs for all income groups. The Sacramento Area Council of Governments (SACOG) is the agency tasked with identifying housing needs for each jurisdiction within the six-county SACOG region, consistent with state-approved regional forecast totals. On September 20, 2012, the SACOG Board unanimously approved the 2013-21 Regional Housing Needs Allocation (RHNA), a state requirement to determine the number of housing units, cities and counties must plan for in their Housing Element Update. Through this process, SACOG determined that the new housing needed for El Dorado County’s unincorporated West Slope area is 3,948 additional housing units for the 2013-2021 planning period.

On November 21, 2019, the SACOG Board unanimously approved the 2021-2029 RHNA. SACOG determined that the new housing needed for the unincorporated West Slope area of the County would be 4,994 additional housing units for the 2021-2029 planning period (see Table 2).

Table 2. Regional Housing Growth Needs 2021-2029
Unincorporated El Dorado County West Slope

Very Low	Low	Moderate	Above Moderate	Total
1,350	813	840	1,991	4,994
27%	16%	17%	40%	100%

Source: SACOG, 11/21/19

3.6.2 Affordable Housing Inventory

Table 3 illustrates the affordable housing inventory in the unincorporated area of the County between 2000 and 2020. Deed restricted units are those units under any form of agreement or statutory requirement to limit occupancy to income-eligible individuals or households. Accessory dwelling units are recognized by the state as housing for lower income households. The County also provides for a temporary hardship mobile home or RV permit for property owners to provide affordable housing that allows for in-home care of family members, use by caregiver to assist elderly or handicapped homeowner, or to prevent the dislocation of a family member. Lost inventory represents affordable units that were approved but were never built due to economic or other barriers, demolished, or became market-rate units.

Table 3. Affordable Housing Inventory (Built 2000-2020)

*Deed Restricted:	956
Accessory Dwelling Units:	700
Hardship	<u>666</u>
Total:	2,322
Lost Inventory:	(-149)

Source: El Dorado County Planning and Building, 2020

*Deed Restricted units included ADUs and hardship units in 2016 & 2017.

3.6.3 Housing Affordability by Income Level

HUD and HCD publish annual income limits used to determine housing affordability for the five different income groups (extremely low, very low, low, moderate, and above moderate). Table 4 shows the 2020 county income limits (i.e., the maximum incomes for each income category as determined by HCD). These limits are revised annually by HCD, consistent with state and federal law.

Table 4. 2020 Income Limits for El Dorado County¹

Number of Persons in Household	Maximum Income in Dollars (\$)				Median Income in Dollars ²
	Extremely Low	Very Low	Low	Moderate	
1	18,150	30,250	48,350	72,500	60,400
2	20,750	34,550	55,250	82,850	69,050
3	23,350	38,850	62,150	93,200	77,650
4	26,200	43,150	69,050	103,550	86,300
5	30,680	46,650	74,600	111,850	93,200
6	35,160	50,100	80,100	120,100	100,100
7	39,640	53,550	85,650	128,400	107,000
8	44,120	57,000	91,150	136,700	113,900

Source: HCD 2020 *Income Limits*.

Notes:

¹ Based on a Median Family Income for a four-person family of \$86,300. Above-moderate income category not included as there is no upper limit for that category.

² The median income of the household, based on number of persons in that household.

According to federal standards, an affordable housing cost is 30 percent of gross household income spent on housing. Table 5 lists 2020 affordable rental and home sale prices for the County within HCD-established income categories based on a four-person household. Based on these income groups, an extremely low-income households could afford monthly rents of \$655 or a home price up to approximately \$163,536. A very low-income household with an annual income of \$43,150 could afford a monthly rent of \$1,079 or a purchase price of approximately \$269,335. A low-income four-person household with an annual income of \$69,050 could afford a monthly rent of \$1,726, or a purchase price of \$430,998 and a moderate-income household with an annual income of \$86,300 could afford a monthly rent of \$2,158 or a home purchase price of \$538,670. When comparing these affordable housing costs and rental rates to what is available in the County (see Tables 6 and 7), there are very limited housing options for extremely low-income households and rental options for very low-income households are in short supply. There are, however, more rental and purchase options for both moderate and above moderate-income households.

Table 5. Income Level and Housing Affordability

	Income Level (Based on a 4-Person Household)			
	Extremely Low	Very Low	Low	Moderate
Annual Income	\$26,200	\$43,150	\$69,050	\$86,300
Monthly Income	\$2,183	\$3,596	\$5,754	\$7,192
Maximum Monthly Gross Rent ¹	\$655	\$1,079	\$1,726	\$2,158
Maximum Purchase Price ²	\$163,536	\$269,335	\$430,998	\$538,670

Source: HCD 2020 *State Income Limits* – El Dorado County

Notes:

1. Affordable cost 30 percent of gross household income spent on housing.
2. Affordable housing sales price is based on conventional 30-year loan at 3% interest and a 5% down payment.

Rental Prices

Table 6 shows the results of a survey of apartment rental prices in the unincorporated area of the County in June 2020. At the time of the survey, listings in the unincorporated county were limited. Overall, the median rent was \$1,875 in July 2020, which was slightly lower than median rents in the Sacramento—Roseville—Arden Arcade Metropolitan Statistical Area, which was \$1,975.

Table 6. Rental Rates in Unincorporated El Dorado County – 2020

Community	Median Rental Price
Studio	\$900
1-Bedroom	\$950
2-Bedroom	\$1875
3-Bedroom	\$2400
4-Bedroom	\$3200

Source: Zillow available listings in June 2020

Housing Sales Costs

According to Zillow, the median sales price for homes in the County in April 2020 was \$454,800. Additionally, Table 7 provides the median sales prices for communities in the County in July 2020.

Table 7. Median Sales Prices in El Dorado County – 2020

Community	Median Sales Price
Tahoma	\$671,376
South Lake Tahoe	\$454,574
El Dorado	\$382,700
Cool	\$354,900
Pollock Pines	\$324,257
Cameron Park	\$469,912
El Dorado Hills	\$671,563

Source: Zillow, July 2020

3.6.4 Housing Affordability by Wages

Table 8 illustrates a wage gap present for each area listed. This information is based on the average home price and median household income for each community. Low-income households typically need to rely on high-density or multi-family housing because it is less expensive. In many cases, low-income households need subsidized housing due to the gap between what they can afford and the cost of market-rate housing.

Table 8. Housing Affordability by Wages – 2020

Area*	Avg. Home Sale Price October 2020	Min. Hourly Wage for Median Home Affordability	Median Hourly Wage **	Affordability Wage Gap (in Hourly Wages)
Countywide	\$537,687	\$77.55	\$50.67	(\$26.88)
El Dorado Hills	\$736,804	\$106.27	\$71.69	(\$34.58)
Cameron Park	\$528,114	\$76.17	\$45.71	(\$30.46)
Diamond Springs	\$379,830	\$54.78	\$40.79	(\$14.00)
Georgetown Divide	\$389,631	\$56.20	\$36.87	(\$19.32)
Pollock Pines/Sly Park	\$362,737	\$52.32	\$30.61	(\$21.70)

*Zillow Home Value Index

**2016-2020 ACS 5-Year Estimates - Median Family Income

Note: CDP boundaries are not an exact match with Zillow home listing data boundaries

3.7 Assumption 7: Traffic Levels of Service (LOS)

In determining what levels of growth-related traffic are acceptable, the Plan balances a number of competing considerations. If the County sized its roadways solely to guarantee the smooth flow of traffic during limited peak periods in which commuter trips push traffic to maximum levels, one result would be the need to modify many rural two-lane roads by adding new lanes, thereby reducing the rural character of the affected adjacent lands. Such modifications would also entail enormous expense, while generating benefits only realized during limited periods. In addition, County revenue financing mechanisms, such as user fees in the form of gasoline tax or a road benefit assessment, are limited. In light of these considerations, the Plan has been designed to match any increases in the size of roadways to those necessary to meet the LOS and concurrency policies included in the Transportation and Circulation Element (General Plan Introduction, page 5). The passage of SB 743 (Steinberg, 2013) changed the way traffic impacts are analyzed in CEQA documents. Instead of an analysis based on motor vehicle delay as described by roadway LOS, traffic impacts are required to be analyzed based on Vehicle Miles Traveled (VMT).

The purpose was to shift focus away from vehicle delay, measured by LOS, which has resulted in mitigation requirements to increase intersection and road capacity. Instead, SB 743 seeks to focus attention on greenhouse gas emissions resulting from trip length, facilitation of transit use, and promotion of a mix of land uses that will reduce automobile demand.

Finding:

Although LOS is no longer the metric analyzed in CEQA documents to determine significant environmental impacts, the County’s General Plan still requires that County roads meet the LOS thresholds described in General Plan Policy TC-Xd by implementing the Capital Improvement Program (CIP) and Traffic Impact Fee (TIF) Program, formerly the TIM Fee Program. These programs are updated annually with major updates every five years.

4.0 Summary of Major Planning Activities by Project for the Five-Year Period 2016 – 2020

4.1 General Plan Biological Resources Policy Update

The General Plan Biological Resources Policy Update Project (Project) consisted of comprehensive amendments to the General Plan’s biological resources policies, objectives, and implementation measures found in the Land Use Element and Conservation and Open Space Element.

On October 24, 2017, the Board approved the Project and took the following actions:

1. Certified the Final Environmental Impact Report (EIR) for the Project;
2. Adopted a General Plan Amendment for a comprehensive update of the biological resources policies, objectives, and implementation measures found in the General Plan’s Land Use Element and Conservation and Open Space Element;
3. Adopted an Oak Resources Management Plan (ORMP) that replaced the previous 2008 Oak Woodland Management Plan;
4. Adopted an In-Lieu Mitigation Fee to mitigate impacts to oak woodlands and individual oak trees; and
5. Adopted an Oak Resources Conservation Ordinance to implement the ORMP.

The General Plan Amendment, the Oak Resources Conservation Ordinance (Title 130.39 of the County Ordinance Code), and the Oak Resources In-Lieu Mitigation Fee took effect on December 23, 2017. Additional information can be found here:

<https://www.edcgov.us/Government/longrangeplanning/environmental/Pages/biopolicyupdate.aspx>.

4.2 Meyers Area Plan

The Meyers Area Plan (MAP) replaced the Meyers Community Plan (MCP), which was adopted in 1993. The MCP served as the comprehensive land use and zoning plan for the community of Meyers, consistent with the Lake Tahoe Regional Plan and the County’s General Plan. The MCP established goals and objectives, special policies, programs and strategies for funding and implementation for projects in Meyers. The approved MAP built upon the MCP and maintained many of the same vision, policies, and priorities.

On March 20, 2018, the Board adopted the MAP, which was consistent with the Lake Tahoe Regional Plan and the County’s General Plan. As part of the MAP’s adoption, the Board adopted Resolution 036-2018, which amended the General Plan Land Use Element to incorporate the name change of the MAP, rescinded the MCP, and certified the joint CEQA/Tahoe Regional Planning Agency (TRPA) environmental document. The Board also adopted Ordinance 5082, which amended the County Zoning Ordinance and Zoning Map (Title 130) to incorporate land use changes included in the MAP (Legistar File No. 18-0376).

4.3 State Bill 743 Vehicle Miles Traveled (VMT) CEQA Implementation

SB 743 changed how transportation impacts are measured under CEQA, from using vehicle LOS to using VMT. This change is intended to capture the impacts of driving on the environment compared to the impact on drivers. LOS or other delay metrics may still be used to evaluate the impact of projects on drivers as part of the County's land use entitlement reviews and impact fee programs. However, LOS is no longer the metric for evaluating transportation impacts under CEQA. As part of SB 734, Public Resources Code section 21099(b)(2) now provides that "[LOS] or similar measures of vehicular capacity or traffic congestion shall not be considered a significant impact on the environment" for purposes of CEQA. To implement SB 743, lead agencies are required to determine appropriate VMT methodologies, thresholds, and feasible mitigation measures.

The El Dorado County Transportation Commission (EDCTC) secured funding to assist the member agencies with implementation of SB 743. EDCTC hired a consultant to prepare the County and City SB 743 Implementation Plan. The purpose of this project was to help EDCTC partner agencies understand the specific questions that need to be addressed when making these determinations and to provide research, analysis, and other evidence to support their final SB 743 implementation decisions. EDCTC's consultant worked with County and the City transportation staff and traffic engineers to review existing General Plan policies, travel demand model metrics, and other technical elements.

On October 6, 2020, the Board adopted Resolution 141-2020 adopting the County VMT Thresholds of Significance for Purposes of Analyzing Transportation Impacts under the CEQA.

At the time of this Report, the Board adopted Resolution 088-2021 to adopt the County VMT Threshold of Significance for Evaluation of Transportation Project Impacts under the CEQA (July 20, 2021, Legistar File No. 21-0707, Item 13). The Board also adopted Resolution 165-2021, adopting the TRPA's Project Impact Assessment Guidelines as County VMT Threshold of Significance and for Evaluation of Project Impacts in the Tahoe Basin under CEQA for projects in the unincorporated areas of the Tahoe Basin (December 7, 2021, Legistar File No. 21-1736, Item 49).

The adoption of the West Slope Countywide Thresholds of Significance and the TRPA's Project Impact Assessment Guidelines and Thresholds of Significance supports the VMT reduction goals of SB 743 by promoting development in designated areas with facilities and services and, therefore, result in shortened trip lengths, lower VMT, and reduced GHG emissions. The adoption of the thresholds is consistent with the County's General Plan goals and policies that are supportive of reducing VMT.

4.5 Storm Water Management Program

The County Storm Water Management Program (Program) implements best management practices to protect the Waters of the State in the County from pollutant discharges. The Program is divided into two geographic areas: the Lake Tahoe Basin and West Slope. The Lake Tahoe Basin

Program focuses on implementing the requirements outlined in the State Phase I National Pollutant Discharge Elimination System (NPDES) Permit. This Permit requires the County to implement its Stormwater Management Plan, including the six minimum control measures while reducing fine sediment particle discharges to Lake Tahoe within the framework of the Lake Tahoe Total Maximum Daily Load (TMDL). The West Slope Program focuses on implementing the requirements outlined in the State Phase II Small Municipal Separate Storm Sewer System (MS4) NPDES Permit. This Permit requires the County to address high priority water quality issues identified in the urbanized areas of the County's West Slope to enhance surface water quality.

In the Lake Tahoe Basin, the County accomplished the following:

1. Implemented the Lake Clarity Crediting Program to comply with the TMDL requirements outlined in the NPDES Permit,
2. Conducted annual water quality monitoring,
3. Constructed large scale water quality and erosion control projects,
4. Collaborated with other agencies to reduce pollutant loading to Lake Tahoe,
5. Trained staff and conducted interdepartmental coordination,
6. Refined and further developed the County's infrastructure asset management system, and
7. Submitted 2020 NPDES annual report.

On the West Slope, the County completed the following:

1. Submitted Annual Reports,
2. Implemented its Storm Water Management Plan,
3. Coordinated with internal-departmental staff to implement various program elements outlined in the NPDES Permit,
4. Conducted staff and customer trainings,
5. Inspected and provided technical assistance to active construction sites, and
6. Collected storm water outfall information.

4.6 Commercial Cannabis Amendments

Commercial cannabis amendments were proposed to Title 130, the County's Zoning Ordinance, to implement the voter-enacted Measures N, P, Q, R, and S, which authorized the permitting and regulation of commercial cannabis activities in the County. The amendments included provisions for commercial cannabis nurseries, processors, testing laboratories, and manufacturers in limited zones and subject to specific regulations. The amendments combined the ballot measures for medicinal and adult recreational use cannabis and codified the ordinances in a new cannabis chapter of Title 130 to implement the ballot measures. Additional amendments addressed changes in state regulations that were enacted after voters passed the ballot measures, changes to the authorized zones for particular commercial cannabis uses, updates to the matrix of allowed uses in Title 130, and other minor amendments.

On September 10, 2019, the Board approved the Project and took the following actions:

1. Found that the adoption of the proposed amendments (Measures N, P, Q, R, and S) and the corresponding updates to the matrix of allowed uses to the Title 130 Zoning Ordinance were not subject to the CEQA pursuant to Business and Professions Code section 26055(h);
2. Approved comprehensive amendments and ordinances related to medicinal and recreational cannabis cultivation, retail sale, commercial distribution, use, permitting and enforcement; and
3. Repealed specific sections of Title 130 that pertained to commercial cannabis activities, cultivation, retail sale, and commercial distribution.

The commercial cannabis use chapter (Title 130.41 of the County Ordinance Code) took effect on September 10, 2019. The County is currently amending the commercial cannabis use chapter of this Ordinance. Additional information is on the Cannabis Information webpage:

<https://www.edcgov.us/Government/planning/Cannabis/Pages/Cannabis-Information-Home-Page.aspx>.

4.7 Community Planning

The General Plan Statement of Vision and Plan Strategies supports community identity and encourages new development to reflect the character and scale of the community in which it occurs. The General Plan also includes goals, objectives, and policies that enhance the character of existing rural and urban communities [Goal 2.4] and directs the County to develop community design guidelines in concert with members of each community [Policy 2.4.1.2].

Community planning discussions have been ongoing since before the 2004 General Plan. In 2009, based on strong citizen interest, the County's Community and Economic Development Advisory Committee (CEDAC) recommended the Board adopt a framework for community-based planning. In 2012, the County hired AIM Consulting to assist staff and CEDAC to develop this framework.

In November 2014, the Board endorsed the County's new Community Planning Guide, developed as part of this process. In April 2016, the Board held a special workshop to discuss community planning efforts and options to consider. In December 2017, the Board directed staff to create custom design guidelines/standards and prototypes for communities identified in General Plan Policy 2.1.1.1 (Cameron Park, Diamond Springs/El Dorado, El Dorado Hills, and Shingle Springs), with Shingle Springs as the lead prototype. In April 2019, County staff hired a design consultant to begin working on a new commercial/multifamily design standards project. Work on this effort is ongoing as of the date of this Report.

4.8 Zoning Ordinance Major Amendments

On September 1, 2020, the Board adopted Ordinance 5127 consisting of the following major amendments to Title 130, County's Zoning Code Ordinance.

The major zoning amendments include the following:

1. Expanded the allowable uses within the commercial and/or industrial zones to include: distillery, professional and medical office, full service winery facility, vehicle sales and

rentals, self-storage (mini storage), drive-through facilities, and mobile services consistent with the intent of each respective zone (Article 2, Table 130.22.020 - Allowed Uses and Permit Requirements for the Commercial Zones, and Table 130.23.020 - Industrial/R&D Zones Use Matrix);

2. Expanded the allowable uses within the agricultural zones to include: ranch marketing uses for agricultural grazing lands and full service winery facilities consistent with the intent of each respective zone (Article 4, Table 130.40.260.3 - Ranch Marketing Uses for Agricultural Grazing Lands and Table 130.40.400.1 - Wineries Allowed Use Matrix);
3. New or expanded uses by Conditional Use Permit, including drive-through facilities with updated development standards (Article 4, Section 130.40.140 – Drive-Through Facilities) and full-service wineries outside of General Plan Agricultural Districts (Article 4, Table 130.40.400.1 – Wineries Allowed Uses Matrix);
4. Made modifications to planning permit processing, including:
 - a. all planning applications shall be subject to public noticing requirements and procedures based on level of review by the Director, Zoning Administrator, Planning Commission, and/or Board as outlined in Article 5, Chapter 130.50 (Application Filing and Processing),
 - b. public notice requirements for Administrative and Discretionary projects are displayed in table format, newly added requirements for physical sign posting, and a new public outreach plan requirement for certain discretionary projects are indicated within Chapter 150.51 (General Application Procedures), and
 - c. Temporary Use Permit applications have an added requirement for repeated uses at the same site as outlined in Chapter 130.52 (Permit Requirements, Procedures, Decisions, and Appeals);
5. Made minor text corrections and modifications for consistency with state law; and
6. Made modifications to eleven (11) definitions in the Glossary.

During the same public hearing, on September 1, 2020, Ordinance 5128 consisted of public noticing requirement amendments to Title 120, County’s Subdivisions Code. The amendments to Title 120 were required to avoid inconsistencies between the two County Ordinances of Title 130, Zoning Code, and Title 120, Subdivisions Code.

The Project required environmental analysis in accordance with CEQA. An Addendum to the Targeted General Plan Amendment—Zoning Ordinance Update (TGPA/ZOU) Environmental Impact Report was prepared for this project.

5.0 2016 – 2020 Five-Year Review

5.1 Trends in Land Use and Development

5.1.1 Population

Figure 3 presents historical and projected population estimates for the unincorporated West Slope of the County during 2000-2040. There are some slight differences, as SACOG projections and the data for the County historical trend refer to the unincorporated West Slope. The DOF estimate excludes the incorporated cities but includes the unincorporated Tahoe Basin, because there is no

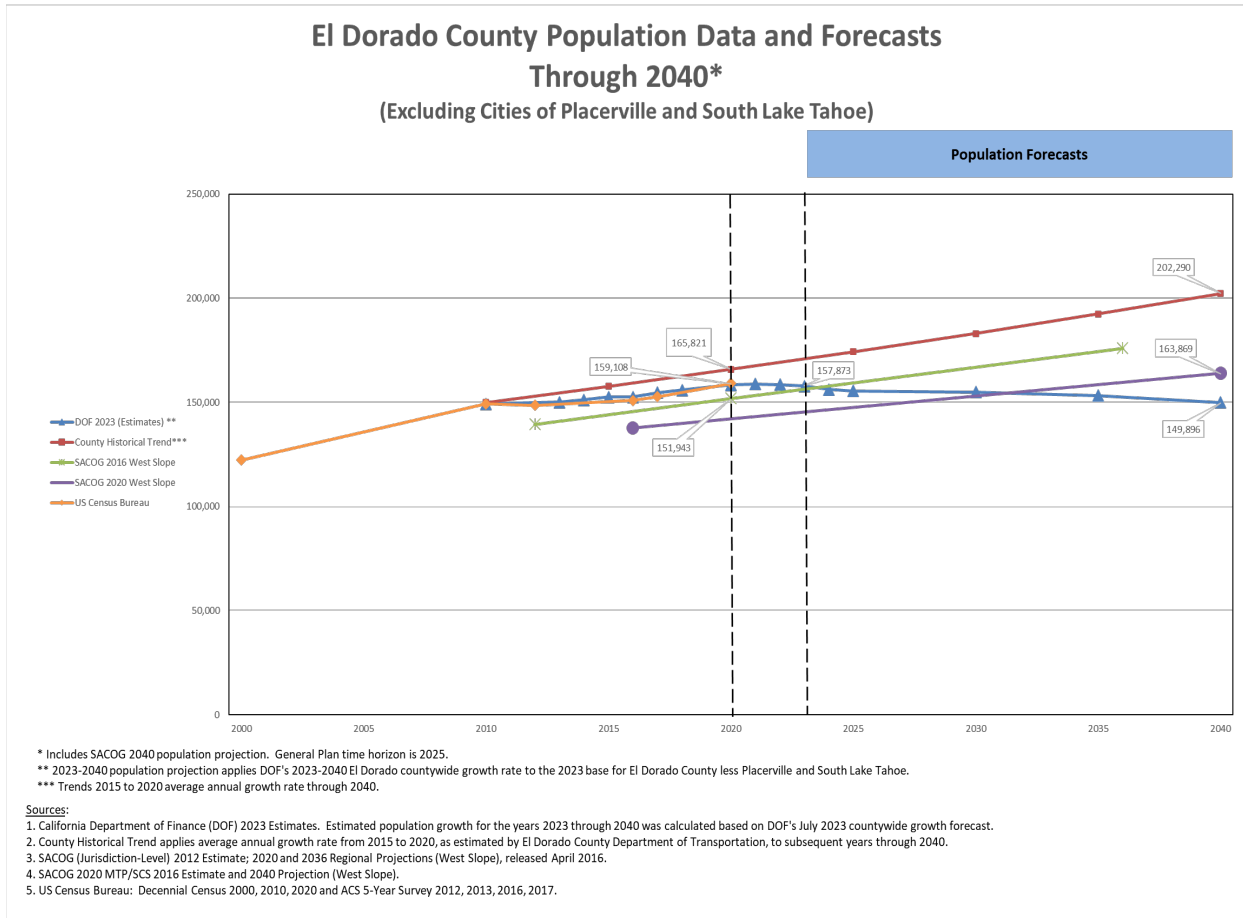
simple way to identify and subtract other unincorporated Tahoe Basin population from the historical or updated data. While General Plan policy specifies the use of data from DOF for projection purposes, in keeping with past practices, it is useful to consider growth projections from other sources, including those prepared by SACOG in 2016 and 2020 for its regional planning efforts as well as looking at the County's actual historical growth trend.

The DOF projection is the most recently prepared population forecast for the County. The DOF projection reflects recently available data from the 2020 Census as well as DOF's current understanding of statewide and regional economic and demographic trends, which suggests a long-term departure from the County's historical pattern of growth. As reflected in Figure 3, DOF's latest (July 2023) population projection series forecasts that the County's total population (including the Cities of Placerville and South Lake Tahoe and the rest of the Tahoe Basin) will decline by about five percent in 2023-2040. This is part of a larger decline in statewide population that DOF is projecting during 2023-2060. Based on DOF's countywide forecast, the blue trend line with the triangular markers in Figure 3 projects the County population, without cities of Placerville and South Lake Tahoe, by applying DOF's forecasted countywide growth trend for 2023-2040 to the 2023 countywide base population minus cities Placerville and South Lake Tahoe. If this trend materializes, the population will decline from 157,873 in 2023 to 149,896 by 2040.

The DOF and SACOG projections may not fully account for specific factors affecting growth trends in the County, such as local policies towards growth, available land supply, desirability of a particular area, and presence or lack of other constraints to growth, because the data is prepared at a statewide and regional level. Projections based on regional and statewide forecasting methodologies are not determinative of actual local growth, but rather provide valuable perspective on the potential for growth in the local area. The red line with square markers shows the County's population growth rate as estimated by County DOT staff during 2010-2020 and utilizes the growth rate during 2015-2020 to project growth from 2020 forward. If the 2015-2020 growth rate is sustained through 2040, the population would grow to 202,290 by 2040.

Based on the various data sources, it is likely that the long-term population trend will fall somewhere between the high and low forecast points for 2040 shown in Figure 3. Forecasters for SACOG and DOF are becoming increasingly confident that state and regional growth rates are declining from historical patterns and that some areas may even experience net population loss over the next several decades. While recent trends in the County suggest the potential for continuing steady growth, the regional and statewide growth outlooks suggest that it is less likely that the 2015-2020 growth rate would continue at the same rate through 2040. While the County may not experience a population decline, as suggested by the most recent DOF forecast, the currently available information suggests that the County should at least anticipate a flattening of the growth rate during 2023-2040, leading to population growth that is less than the 202,290 suggested by the red trend line.

Figure 3. El Dorado County Population Data and Forecasts through 2040*



5.1.2 Housing – Residential Development

The 2004 General Plan accommodates approximately 32,500 new? dwelling units. 17,900 new units were built between 2000 and 2020. Therefore, 14,600 units remain to be built. On April 8, 2014, the Board approved a growth forecast that distributes 75 percent in Community Regions and 25 percent in the Rural Area (see Table 99). (See April 8, 2014 Board Agenda, Item No. 12, Legistar File No. 14-0245.)

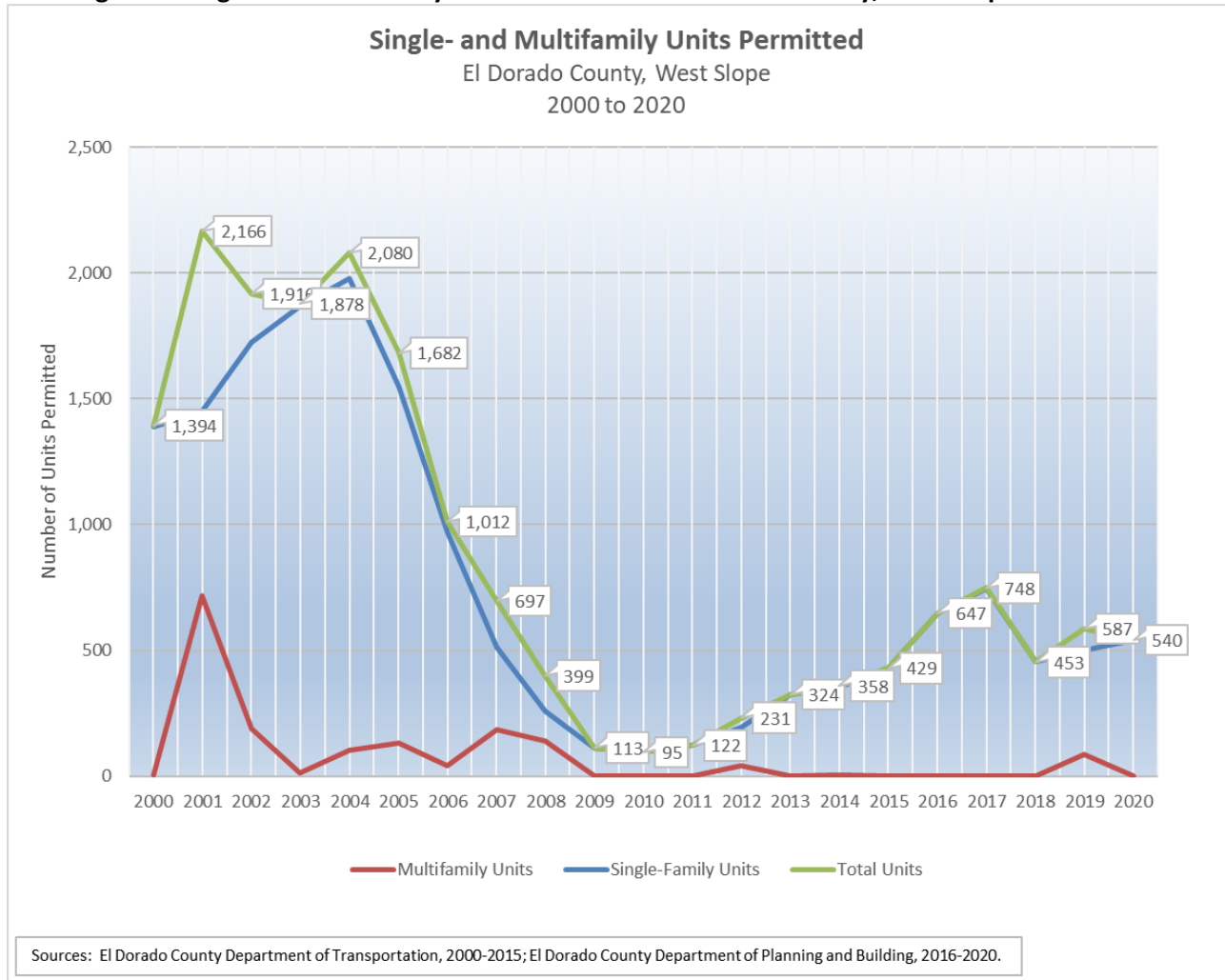
Table 9. General Plan Housing Supply/Demand

	No. of Dwelling Units*
2004 General Plan accommodates:	32,500
Units Built between 2000-2020:	<u>17,900</u>
Remaining Unbuilt (Demand):	14,600
Community Region Share (75% of Remaining)	10,950
Rural Area Share (25% of Remaining)	3,650
<i>*All numbers are rounded</i>	

Sources: El Dorado County Development Services (2023)

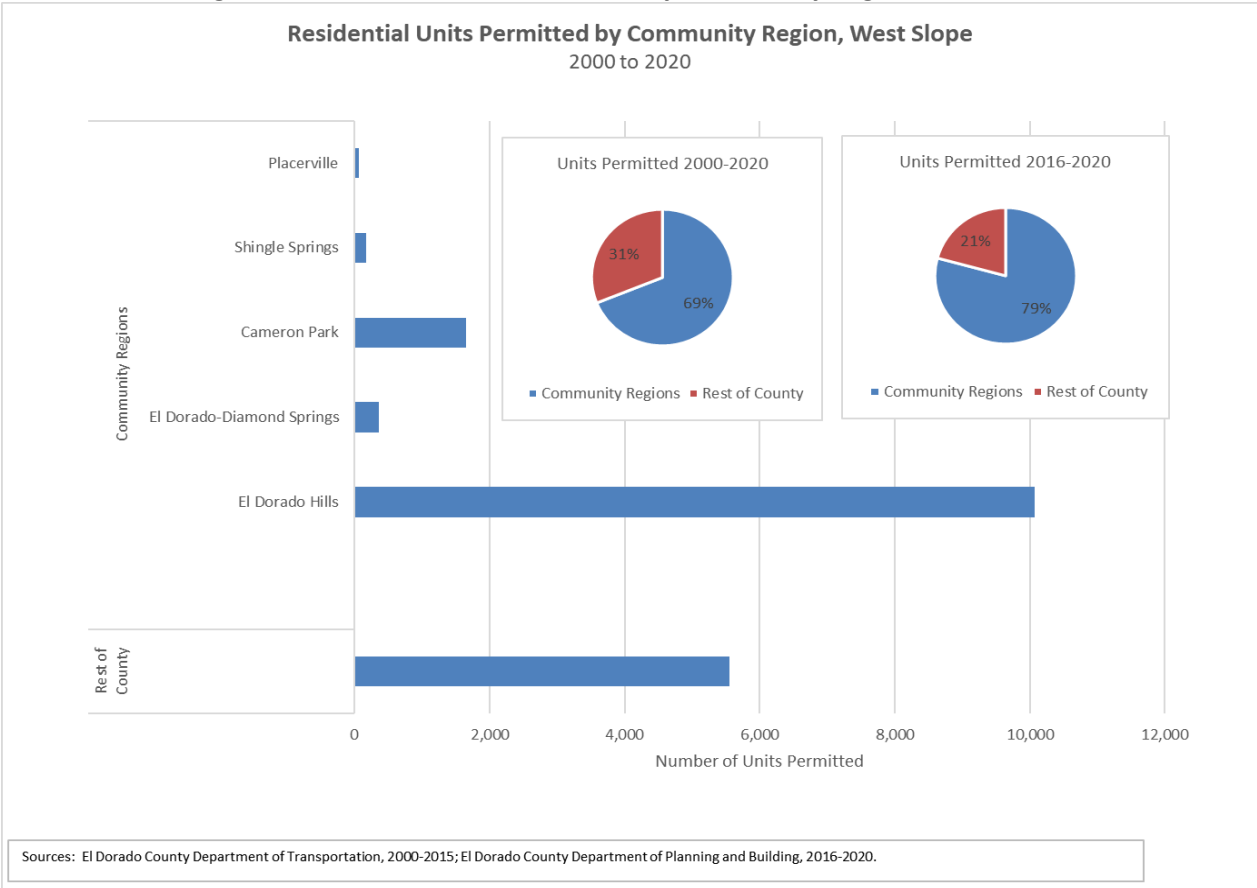
From 2000-2020, an average of 851 residential permits have been issued each year (see Figure 44).

Figure 4. Single- and Multifamily Units Permitted in El Dorado County, West Slope 2000-2020*



The housing permit data (see Figure 5) indicate that between 2000-2020, approximately 69 percent of the permitted housing units for the West Slope was in Community Regions and 31 percent was in the rest of the unincorporated West Slope. While the share of housing units in the Community Regions during 2000-2020 period fell short of the 75 percent target established by the Board, more recent permit activity during 2016-2020 indicates that the pattern has shifted to within this parameter, with 79 percent of the permitted units located in Community Regions and 21 percent located in the rest of the unincorporated West Slope.

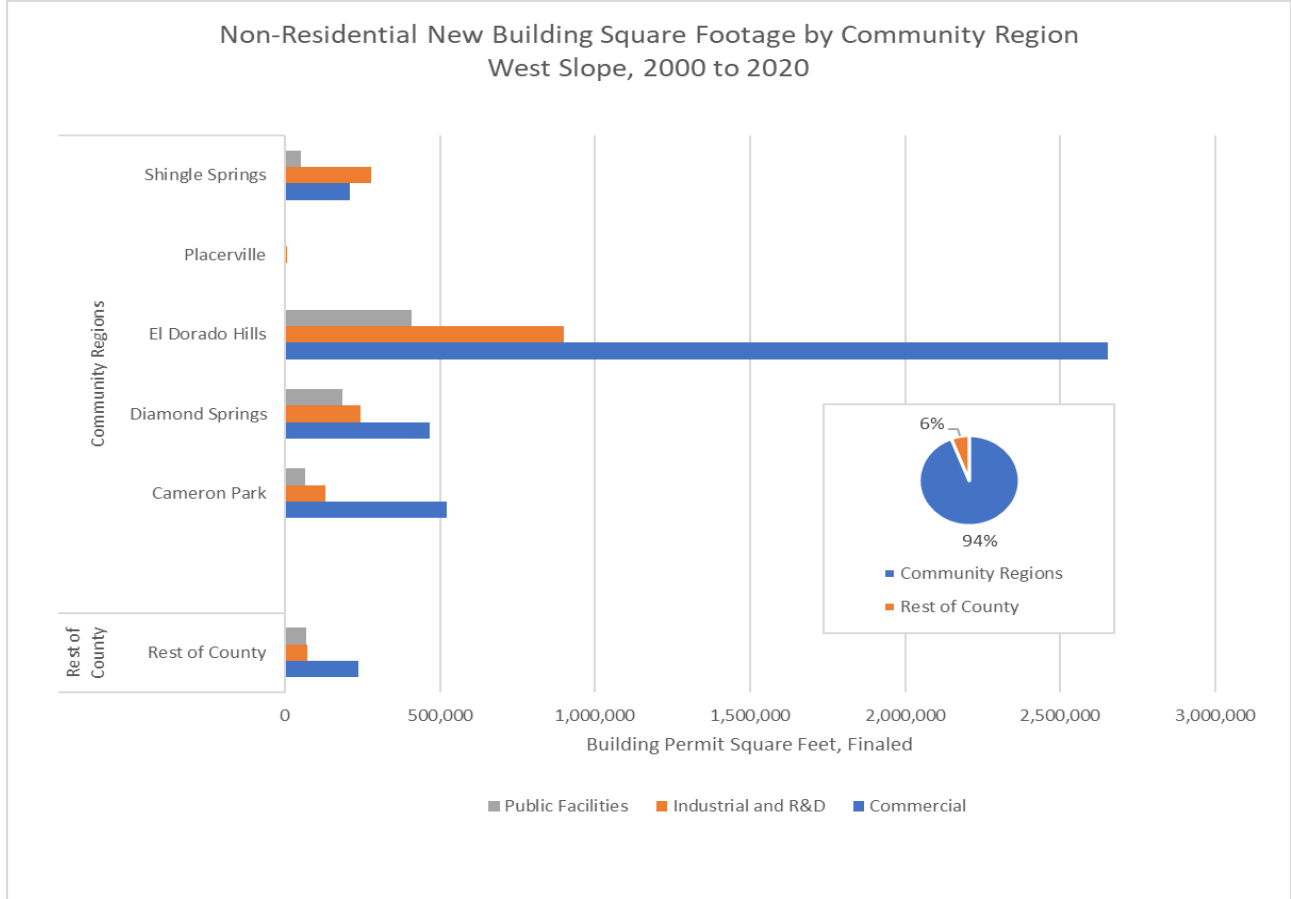
Figure 5. Residential Units Permitted by Community Region 2000 – 2020



5.1.3 Jobs – Non-Residential Development and Employment

The 2004 General Plan plans for 42,202 jobs. Non-residential square footage built between 2000-2020 was 6,500,600, which is equivalent to about 14,400 new jobs per square footage built (see Figure 6 and Table 9). The General Plan can accommodate approximately 27,802 remaining jobs (see Figure 6). In 2020, the County (excluding the Tahoe Basin) had about 5,578 home occupation jobs with 2,623 in Community Regions and 2,955 in the Rural Area (see Figure 6).

Figure 6. Non-Residential New Building Square Footage by Community Region, West Slope 2000-2020*



* The Camino/Pollock Pines Community Region was converted to a Rural Center at the end of 2015 as part of the TGPA-ZOU Project. Future data for Camino/Pollock Pines are included with the Rural Area.

** Including building permits for public facilities

*** Square Footage/job equivalents are based on the 2002 Land Use Forecasts for the Draft 2004 General Plan prepared by EPS Consulting. Due to limited data for the 2000-2010 review period, research and development square footage calculations were included with new industrial permits.

Non-residential permit activity for 2000-2020 totaled approximately 6.5 million square feet of building space. Of this, almost two-thirds of the new square feet (63%) was Commercial space, while a quarter of the space was Industrial. Public facilities accounted for the remaining 12 percent of the non-residential total. Most of the non-residential development activity (94 percent) was permitted within Community Regions and only 6 percent was in the county’s Rural Areas. El Dorado Hills was the most dominant location for non-residential development, totaling almost 4 million square feet of total non-residential development for the period, or about 61 percent of the total West Slope non-residential development. In addition, within the each of the three non-residential sub-categories — Commercial, Industrial and R&D, and Public Facilities — El Dorado Hills also tallied the largest amount of development of any sub-area. All other sub-areas accounted for less than one-million square feet of total non-residential space. Diamond Springs consisted of about 894,000 square feet and Cameron Park had about 717,000 square feet.

Table 10. New Non-Residential Square Footage (2000-2020)

	Square Footage	Job Equivalents*
Type		
Commercial	4,090,500	10,200
Industrial and R&D	1,628,200	2,700
Public Facilities	781,900	1,500
Total	6,500,600	14,400
Distribution		
Community Regions	6,121,877	13,600
Rural Area	378,682	800
<i>Note: All numbers are rounded.</i>		

**400 square feet per employee for Commercial; 600 square feet per employee for Industrial and R&D; 500 square feet per employee for Public Facilities*

Sources: El Dorado County Planning and Building, 2023

As shown in Figure 7 below, the estimated number of new jobs between 2000 and 2020 based on the quantity of new non-residential building square footage and the assumed employment density factors (14,400 jobs) is different from the number of new jobs based on the estimates from the Employment Development Department (EDD). Though both are employment indicators, these figures are not directly comparable due to several factors, such as the fact that EDD’s estimates exclude some workers such as people who are self-employed and independent contractors. Additionally, the EDD numbers factor in changes in the entire countywide employment base; not just the West Slope. Finally, the EDD numbers reflect the net change in employment countywide, regardless of when buildings people work in were constructed whereas the County’s estimate of jobs per square feet of new non-residential buildings only estimates the number of people employed in new buildings but does not, for example, factor in changes in occupancy and employment in buildings built before 2000.

Figure 7. General Plan Employment Growth



5.2 General Plan Implementation Measures Completed through 2020

Overall, the County has made significant progress toward implementation of the 2004 General Plan. By the end of calendar year 2020, out of 229 total implementation measures, 188 measures (82 percent) have been implemented, 36 (16 percent) are in progress, and 5 measures (2 percent) remain to be initiated and implemented. Additional information on General Plan implementation can be found in the [2021 General Plan Annual Progress Report](#).

5.3 General Plan Mitigation Monitoring Program Status

State law requires cities and counties to implement a Mitigation Monitoring Program, or MMP, as part of the General Plan implementation process. The MMP is a valuable tool to regularly review and assess the progress of specific mitigation measures incorporated into the General Plan to reduce environmental damage (Public Resources Code Sections 21081.6 and 21081.6(b); Government Code Section 65400; and CEQA Guidelines Sections 15091.d, 15097, and 15097(b)). The General Plan also requires regular reviews of these same mitigation measures (General Plan Policy 2.9.1.5). The General Plan is deemed “self-mitigating” because all mitigation measures are incorporated into the Implementation Plan. The status of many implementation measures directly affects the completion of the MMP.

Out of approximately 54 mitigation measures identified in the 2004 General Plan EIR, forty-two (42) mitigation measures have been completed, eleven (11) mitigation measures are in the progress of being addressed, and one (1) mitigation measure remains to be addressed (Impact No. 5.1-2). The remaining impact is associated with General Plan Implementation Measure LU-H (preservation of community separation).

5.4 Policy Amendments Completed 2016 - 2020

During 2016-2020, the Board adopted the following resolutions amending the General Plan:

5.4.1 Resolutions No. 127-2017, 128-2017, 129-2017, 130-2017 adopted October 24, 2017

Resolution 127-2017 certified the Final Environmental Impact Report for the General Plan Biological Resources Policy Update, Oak Resources Management Plan, and Oak Resources Conservation Ordinance, which included the Environmental Findings of Fact, a Statement of Overriding Considerations, and the Mitigation Monitoring and Reporting Program (MMRP). Resolution 128-2017 adopted amendments to the Biological Resources Policies, Objectives, and Implementation Measures in the El Dorado County General Plan. Resolution 129-2017 adopted the Oak Resources Management Plan. Resolution 130-2017 established an In-Lieu Fee to mitigate impacts to Oak Woodland Areas and Individual Oak Trees.

5.4.2 Resolution No. 189-2016, 190-2016, 191-2016 adopted December 6, 2016

Resolution 189-2016 certified the Environmental Impact Report for the proposed Western Slope Roadway Capital Improvement Program (CIP) and Traffic Impact Mitigation (TIM) Fee Program for the County, which included the Environmental Findings of Fact, a Statement of Overriding Considerations, and the MMRP. Resolution 190-2016 amended the General Plan Transportation and Circulation Element to remain consistent with the Major CIP and TIM Fee Program Update. Resolution 191-2016 approved the updated Traffic Impact Mitigation Fee Nexus Study.

5.4.3 Resolution No. 159-2017 adopted October 24, 2017

On June 7, 2016, the voters of the County approved an initiative, Measure E, “Initiative to Reinstate Measure Y’s Original Intent – No More Paper Roads”, which became effective on July 29, 2016. This initiative required amending General Plan Transportation and Circulation Element TC-X Policies regarding traffic mitigation by new development.

On July 29, 2016, Alliance for Responsible Planning initiated an action in the County Superior Court challenging the constitutionality and validity of Measure E. (Alliance for Responsible Planning v. El Dorado County Board of Supervisors, et al., PC-20160346.)

On September 1, 2017, the County Superior Court entered its judgment ordering a Peremptory Writ of Mandate ruling that certain aspects of Measure E were unconstitutional, violated state law, and were inconsistent with the County’s General Plan.

On October 24, 2017 the Board adopted Resolution 159-2017, which approved the Court ordered actions to “strike the text of the Measure E amendments to Policies TC-Xa3, TC-Xa4, TC-Xa6, and TC-Xf from the El Dorado County General Plan”, and “restore those policies to the language in effect immediately prior to the July 29, 2016 effective date of Measure E.” Resolution 159-2017 also added specified Measure E “Implementation Statements.” (Refer to the County’s online Agenda Calendar, Agenda Date: 10/24/2017, Legistar File No. 17-1114, Item 32.)

5.4.4 Resolution No. 201-2018 adopted September 25, 2018

On September 25, 2018, the County added a new Transportation and Circulation Element Policy Tc-Xc, to replace Policy TC-Xa(3), which was slated to expire on December 31, 2018. The new policy TC-Xc continues the requirement that developer-paid traffic impact fees combined with other available funds shall fully offset and mitigate all direct and cumulative traffic impacts from new development and does not provide a sunset date.

5.4.5 Resolution No. 036-2018 adopted March 20, 2018

Resolution 036-2018 rescinded the MCP and adopted the MAP and adopted the MAP MMP. It also amended the General Plan by referencing the newly approved plan (MAP) instead of the MCP, consistent with TRPA naming conventions.

5.4.6 Resolution No. 124-2019, 125-2019, 126-2019 adopted August 6, 2019

Resolution 124-2019 amended the Public Health, Safety and Noise Element regarding wildland urban interface communities and the Airport Influence Area. Resolution 125-2019 removed Policy TC-Xa3 from the Transportation and Circulation Element because of the adoption of Resolution 201-2018. Resolution 126-2019 amended policies and Table 2-4 within the General Plan Land Use Element and amended the General Plan Land Use Designations for three parcels.

6.0 2021-2025 General Plan Implementation Work Program

The following list includes work that address or amend the General Plan’s goals, objectives, policies, and implementation measures.

6.1 Community Planning

6.1.1 West Slope Community Design Standards

General Plan Goal 2.4 (Existing Community Identity) encourages community-based planning to maintain and enhance the character of the County's existing rural and urban communities.

General Plan Policy 2.4.1.2 helps fulfill this goal: “The County shall develop community design guidelines in concert with members of each community which will detail specific qualities and features unique to the community as Planning staff and funds are available.” Each plan shall contain design guidelines to be used in project site review of all discretionary project permits.

Such plans may be developed for Rural Centers to the extent possible. In 2018, the Board directed staff to begin a project to create community design standards for new commercial and multi-family residential development in each of the County’s four Community Regions (Shingle Springs, Cameron Park, Diamond Springs/El Dorado, and El Dorado Hills) as directed by the General Plan.

In 2022, this project was extensively expanded to comply with new state housing law (e.g., AB 2011 and SB 6) and further direction by the Board. The revised project contains the following five components:

1. Interim objective West Slope design standards applying to all multifamily and mixed-use development in Community Regions and Rural Centers;
2. Objective commercial, mixed-use and multifamily Design Standards for the County's Community Regions (Shingle Springs, Diamond Springs/El Dorado, Cameron Park and El Dorado Hills);
3. Objective commercial, mixed-use, and multifamily design standards for the County's Rural Centers as identified in General Plan Policy 2.1.2.1 (excluding Georgetown);
4. Create objective commercial, multifamily, and mixed-use development design standards for a new Georgetown Historic District; and
5. Mixed-Use Design Standards: Convert the adopted 2015 Mixed Use Guidelines into objective development standards, applicable wherever mixed-use development is allowed.

Additional details can be found here:

<https://www.edcgov.us/Government/longrangeplanning/CommunityPlanning/Pages/Commercial-and-Multi-Family-Design-Standards.aspx>.

6.1.2 Tahoe El Dorado Area Plan

General Plan Goal 2.10 and General Plan Implementation Measure LU-O direct the County "to coordinate the County's land use planning efforts in the Tahoe Basin with those of the TRPA." Staff continue to work with TRPA to coordinate land use planning. Along with other local jurisdictions, the County assisted TRPA in applying for and receiving a California Department of Housing and Community Development REAP 2.0 Higher Impact Transformative grant. This grant will be used to deliver transformative housing changes in the Tahoe Basin by executing the following tasks.

1. Complete an equity and climate assessment that will examine the impact of existing policies on affordability, access to opportunity, and impacts related to climate change such as greenhouse gas emissions and the region's ability to respond to climate-related events;
2. Develop a community engagement plan to establish long-term, two-way engagement between communities and agencies, with a particular focus on disadvantaged and historically underserved communities;
3. Update TRPA's regional growth management and development rights systems through amendments to TRPA's Code of Ordinances and other policies, if approved; and
4. Complete a streamlined environmental review process for transit-oriented, multi-family developments that meet water quality and other environmental goals and incorporate updates to the Regional Plan.

The County is considering a new Tahoe Basin jurisdiction-wide Area Plan, referred to as the Tahoe El Dorado Area Plan (TED), which was contemplated in the General Plan. Anticipated changes to TRPA Code of Ordinances with respect to height, density, coverage, and development rights will be considered for implementation in the TED. The TED will include an update to the MAP as well as incorporating other communities in the Tahoe portion of the unincorporated area of the

County. Completing the TED will also ensure consistency between the County’s Zoning Ordinance and TRPA’s Plan Area Statements.

6.3 General Plan Safety Element Update

California Government Code Section 65302 requires that the General Plan Public Health, Safety and Noise Element (Safety Element) be updated, if necessary, upon each revision of the Housing Element or Local Hazard Mitigation Plan, but not less than once every 8 years. The County updated its Housing Element in 2022, which triggered the need to update the Safety Element. The Safety Element Update will bring it into compliance with State law.

The County has made significant progress in advancing this effort. Staff has completed a final draft of the Climate Vulnerability Assessment, which is a required document that identifies the risks that climate change poses to the County and the geographic areas at risk from climate change impacts. Staff is currently revising the Public Draft Safety Element Update based on feedback from the Board, Planning Commission, stakeholders, and the public. More information is available here: <https://www.edcgov.us/Government/longrangeplanning/Pages/General-Plan-Safety-Element-Update.aspx>.

6.4 Permit Ready ADU Plans

The goal of the ADU Program is to encourage and accommodate housing needs through the construction of ADUs by offering property owners permit-ready ADU building plans as stated in Policy HO-1.24 of the Housing Element. The permit ready ADU plan set is free to the public and comply with all applicable laws and standards. It will support a streamlined permit process, ideally saving on preconstruction fees and costs. It is the County’s intent that the plans will be applicable to and may be used by most of the unincorporated communities of the County. The user of the plans must still obtain a site plan and may need to modify the plans depending on the site and design conditions that might be encountered. Staff completed this project in Winter 2023 and will be providing the plans on the County’s website.

6.5 General Plan 2021-2029 Housing Element Update

Please see the update above on the County’s General Plan 2021-2029 Housing Element Update under Section 3.6, Assumption 6: Housing of this Report. More information can be found here: <https://www.edcgov.us/Government/longrangeplanning/LandUse/Pages/General-Plan-Housing-Element---2021.aspx>.

6.6 Affordable Housing Initiatives

6.6.1 Affordable Housing Ordinance

On December 12, 2016, the Board directed staff to analyze several options to address affordable housing production including development of an Affordable Housing Ordinance to provide a regulatory framework for new residential development to include housing opportunities for low, very low, and extremely low-income households pursuant to Housing Element Measure HO-37. Staff recently applied for grant funding through the REAP program and received notice of project

concurrence and approval for \$90,000 to complete this task. An extension request to SACOG is being processed to extend the use of the grant funds to May 2024.

6.6.2 Tahoe Commodities Incentives for Affordable/Workforce Housing Projects

The County is planning to develop and provide a mechanism by which the County could provide its banked commodities (development rights and coverage as regulated by TRPA) to incentivize future affordable and/or workforce housing projects in the Tahoe Basin.

6.6.3 Infill Incentive Ordinance

General Plan Implementation Measure HO-2013-14 requires that the County “adopt an infill incentive ordinance to assist developers in addressing barriers to infill development.” This effort will include promoting residential infill development in existing communities, providing for a variety of housing types and providing criteria for identifying and incentivizing infill sites. The Planned Development Combining Zone District may also be amended in a manner that provides incentives for the development of a variety of housing types. The Affordable Housing Task Force is likely taking the lead on this effort.

6.7 Pine Hill Preserve and Ecological Preserve Fee Update

The western portion of the County contains eight species of rare native plants that grow in gabbro soils. The General Plan Conservation and Open Space Element includes policies to protect these state and federally recognized plants (Policies 7.4.1.1 through 7.4.1.4).

Through a Cooperative Management Agreement, the County collaborates with nine (9) other local, state, and federal agencies and organizations to manage the Pine Hill Preserve, which comprises almost 5,000 acres of non-contiguous lands that contain gabbro or serpentine soils. The County contributes to the management of the Pine Hill Preserve by contributing funds towards the Bureau of Land Management’s Pine Hill Preserve Manager position and towards management activities within the Pine Hill Preserve.

During the 2021-2025 five-year period, the County commits to the following:

1. Secure County-owned lands (Scariot DeWolf, Carriage Hills, Detmold) that contain gabbro soils habitat with boulders, gates, and signage;
2. Renew and amend El Dorado County’s Cooperative Management Agreement with Bureau of Land Management;
3. Complete Ecological Preserve Fee Update and EIR process, which includes finalizing the fee nexus study and implementation guidelines;
4. Collaborate with internal and external stakeholders to create draft management plan for County-owned lands; and
5. Attend Cooperative Management Agreement stakeholder meetings.

6.8 Capital Improvement Program (CIP) and Traffic Impact Fee (TIF) Program Updates

General Plan Implementation Measure TC-A requires an annual update of the CIP with a priority list of road and highway improvements based on a 10-year horizon. Measure TC-A also requires a

major CIP update every five years, in coordination with the five-year major review of the General Plan, for roadway improvements programmed within the next 20 years. The annual and major CIP updates ensure the program continues to meet the requirements of General Plan policies TC-Xb(a), TC-1k, TC-1m, and TC-1n.

General Plan Implementation Measure TC-B requires the TIF Program to be updated annually for changes in project costs, and to be updated every five years with revised growth forecasts, a revised improvement project analysis and list, and revised construction cost estimates to ensure the programs continue to meet the requirements of General Plan policies TC-Xa, TC-Xb, and TC-Xg.

The Major 5-Year CIP and TIF Program updates are anticipated to be completed by December 2024. The updated fees are effective 60 days upon adoption of the major TIF Program update. Growth forecasts are an essential element of the development of a CIP and TIF Program. Forecasting growth is an iterative and ongoing process; forecasts are reviewed and adjusted annually as part of the annual CIP and TIF Program updates, and every five years as part of the major CIP and TIF Program updates. Routinely verifying and updating growth forecasts allows the County to account for new information and adjust its assumptions accordingly.

6.9 Design Improvements Standards Manual / Land Development Manual

The County has begun the process of developing a new and/or updated Design and Improvement Standards Manual (DISM)/Land Development Manual (LDM), or successor document that will set out development standards to augment those already in the Zoning and Subdivision Ordinances. The DISM/LDM will provide design standards and information regarding the development of land in the County addressing lot design, fire protection, water, sewage disposal, mapping requirements, roads, and other design criteria. A request for proposals for a consultant to assist with the DISM/LDM update was prepared in 2023, and work with the selected consultant is anticipated to begin in late 2023 or 2024. Completing updates to the DISM/LDM will address Implementation Measures TC-C and TC-U within the General Plan Circulation Element.

6.10 Evaluating Suitability of Land for Forest Production Uses and Grazing Use

In 2024, the Agriculture Department plans to start the development of a procedure and a review process to update *The Procedure for Evaluating the Suitability of Land for Agriculture Use* regarding forest production uses. This will address General Plan Implementation Measure AF-C, which involves developing and implementing a procedure for evaluating the suitability of land for forest production uses, developing a process to review and update *The Procedure for Evaluating the Suitability of Land for Agriculture Use*, and implementing recommendations based on the guidelines of each procedure.

The Agricultural Department is also considering approaches to preserving grazing land, a type of land that is often converted to development on the Western Slope. The Agricultural Department

will work with the Agricultural Commission to discuss and evaluate approaches to best preserve grazing land.

6.11 Scenic Corridor Ordinance

General Plan Policy 2.6.1.1 requires that a “Scenic Corridor Ordinance shall be prepared and adopted for the purpose of establishing standards for the protection of identified scenic local roads and State highways.” On August 16, 2016, the Board directed staff to establish a Scenic Corridor Ordinance and develop implementation standards and guidelines for the protection of identified scenic roads and state highways (Legistar File No. 16-0760, Item 27). The Board also provided preferred criteria for Designated Scenic Corridors. A Resolution of Intent (ROI) to conduct this effort was approved by the Board in Fall 2023.

6.12 Cultural Resources Ordinance and Cultural Resources Guidelines Update

General Plan Policy 7.5.1.1 requires the County to establish a Cultural Resources Ordinance to “provide a broad regulatory framework for the mitigation of impacts on cultural resources by discretionary projects.” On August 16, 2016, the Board directed staff to prepare a Cultural Resources Ordinance, update the 1999 Cultural Resources Guidelines, and explore options that may include amendments to General Plan Policy 7.5.1.5, which calls for the formation of a Cultural Resources Preservation Commission (disbanded by the Board in 2003). On November 10, 2016, staff presented the Planning Commission with the same presentation given to the Board. This project has been deferred until the Board approves funding for a consultant and staff resources.