

EL DORADO COUNTY TGPA/ZOU FINAL PROGRAM EIR

SCH #2012052074

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Acronyms and Abbreviations

$\mu\text{g}/\text{m}^3$	micrograms per cubic meter
TCR/CSMP	Transportation Concept Report and Corridor System Management Plan, United States Route 50
A	Agricultural
-A	Agricultural District
AADT	Annual Average Daily Trip
AASHTO	American Association of State Highway and Transportation Officials
AB	Assembly Bill
AB 1807	Tanner Air Toxics Act
AB 32	Assembly Bill 32, the California Global Warming Solutions Act of 2006
ADT	average daily trips
AE	Exclusive Agricultural
AF	acre-feet
AFY	acre-feet per year
AG	Agricultural Grazing
AIA	airport influence areas
AL	Agricultural Land
ALUCP	Airport Land Use Compatibility Plan
AP	Agricultural Preserve
AQMD	Air Quality Management District
ARB	Air Resources Board
Assembly Bill 1807	Toxic Air Contaminant Identification and Control Act
Assembly Bill 2588	Air Toxics Hot Spots Information and Assessment Act of 1987
BAU	business-as-usual
BCC	birds of conservation concern
BGEPA	Bald and Golden Eagle Protection Act
BLM	Bureau of Land Management
BMPs	best management practices
BTU	British thermal units
C	Commercial
$\text{C}_2\text{H}_3\text{Cl}$	chloride
CAA	Clean Air Act
CAAA	Clean Air Act amendments
CAAQS	California Ambient Air Quality Standards
CAFE	Corporate Average Fuel Economy
CALGreen	California Green Building Standards Code

Caltrans	California Department of Transportation
CC	Commercial Community
CCAA	California Clean Air Act
CCAs	Community Choice Aggregations
CCR	California Code of Regulations
CDFW	California Department of Fish and Wildlife
CEC	California Energy Commission
CED	Center for Economic Development
CEDAC	Community and Economic Development Advisory Committee
CEQA	California Environmental Quality Act
CFO	Cottage Food Operations
CG	Commercial General
CH4	methane
CHSC	California Health and Safety Code
CIP	Capital Improvement Program
CL	Commercial Limited
CLG	Certified Local Government
CM	Commercial Mainstreet
CNDDDB	California Natural Diversity Database
CNEL	community noise equivalent level
CNPPA	California Native Plant Protection Act of 1977
CO	carbon monoxide
CO2	carbon dioxide
CO ₂ e	carbon dioxide equivalent
Construction General Permit	General NPDES Permit for Storm Water Discharges Associated with Construction and Land Disturbance Activities
County	El Dorado County
CPO	Commercial Professional Office
CPUC	California Public Utilities Commission
CR	Commercial Regional
CREED	Citizens for Responsible Equitable Environmental Development
CRHR	California Register of Historic Resources
CRU	Create a Rural Commercial
CSMP	corridor system management plan
CTC	California Transportation Commission
CUP	conditional use permit
CUWCC	California Urban Water Conservation Council
CVRWQCB	Central Valley Regional Water Quality Control Board
CWA	Clean Water Act
dB	decibel
dBA	A-Weighted Decibel
dbh	diameter at breast height

-DC	Design Review - Community
DEIR	Draft Environmental Impact Report
-DH	Design Historic
DISM	Design Improvements Standards Manual
DOC	California Department of Conservation
DOF	California Department of Finance
DPM	diesel particulate matter
du/ac	dwelling units per acre
DWR	Department of Water Resources
Eagle Guidance	Eagle Conservation Plan Guidance
EDAC	Economic Development Advisory Committee
EDCAQMD	El Dorado County Air Quality Management District
EDCTA	El Dorado County Transit Authority
EDCTC	El Dorado County Transportation Commission
EDCTDM	El Dorado County Travel Demand Model
EDCWA	El Dorado County Water Agency
EDWPA	El Dorado Water and Power Authority
EID	El Dorado Irrigation District
EIR	Environmental Impact Report
EO	Executive Order
-EP	Ecological Preserve
EP Act	Energy Policy Act of 2005
EPA	Environmental Protection Agency
ESA	Endangered Species Act
ESPs	energy service providers
FAQ	Frequently Asked Questions
FAR	floor area ratio
Farmland	Prime Farmland, Unique Farmland, or Farmland of Statewide Importance
FED	Functional Equivalent Document
FEIR	Final Environmental Impact Report
FERC	Federal Energy Regulatory Commission
FHWA	Federal Highway Administration
FMMP	Farmland Mapping and Monitoring Program
forest resource	FR
FR	Federal Register
FY	fiscal year
g/m ³	micrograms per cubic meter
GDPUD	Georgetown Divide Public Utilities District
GFCSD	Grizzley Flats Community Services District
GHG	greenhouse gas
GWP	global warming potential

GWR	Gross Weight Rating
H ₂ S	hydrogen sulfide
HABS	Historic American Building Survey
HAPs	Hazardous Air Pollutants
HCD	Housing and Community Development
HCM	Highway Capacity Manual
HCS	Highway Capacity Software
HDCDs	Historic Design Control Districts
HDR	High Density Residential
HFCs	hydrofluorocarbons
HH	Households
HOV	High Occupancy Vehicle
HRA	Health Risk Assessment
Hz	Hertz
I	Industrial
I-	Interstate
-IBC	Important Biological Corridor
ICM	Integrated Corridor Management
IL	Industrial, Low
INRMP	Integrated Natural Resources Management Plan
IOUs	investor-owned utilities
IPCC	Intergovernmental Panel on Climate Change
IRWM	Integrated Regional Water Management
ITE	Institute of Transportation Engineers
ITS	Intelligent Transportation Systems
IWRMP	integrated water resources master plan
LA	Limited Agricultural
LAFCO	Local Agency Formation Commission
LDM	Land Development Manual
L _{dn}	day-night sound level
LDR	Low-Density Residential
L _{eq}	equivalent sound level
LID	Low Impact Development
L _{max}	Maximum Sound Level
L _{min}	Minimum Sound Level
L _{min} and L _{max}	minimum and maximum sound levels
LOS	Level of Service
LSAA	Lake and Streambed Alteration Agreement
LTAB	Lake Tahoe Air Basin
L _{xx}	percentile-exceeded sound levels
map	land use diagram
MBTA	Migratory Bird Treaty Act

MCAB	Mountain Counties Air Basin
MDR	Medium Density Residential
MFR	Multifamily Residential
mg/m ³	milligrams per cubic meter
MGD	million gallons per day
MLDs	most likely descendants
MOU	Memorandum of Understanding
MP	Mobile Home Park
-MP	Mobile/Manufactured Home Parks
MPO	Metropolitan Planning Organization
MTIP	Metropolitan Transportation Improvement Program
MTP/SCS	Metropolitan Transportation Plan/Sustainable Communities Strategy
MUP	minor use permit
MWELo	Model Water Efficient Landscape Ordinance
NAAQS	National Ambient Air Quality Standards
NAHC's	Native American Heritage Commission's
NAT	no action taken
NCCP	natural community conservation plan
NEPA	National Environmental Policy Act
NHPA	National Historic Preservation Act
NHTSA	National Highway Traffic Safety Administration
NMFS	National Marine Fisheries Service
NO ₂	Nitrogen dioxide
NOA	Notice of Availability
NOP	Notice of Preparation
NO _x	oxides of nitrogen
NPDES	National Pollutant Discharge Elimination System
NR	Natural Resource
NRHP	National Register of Historic Places
O ₃	ozone
ODS	ozone-depleting substances
One-Family Residential	R-1
OS	Open Space
OS zone	zoned for open space
OWTS	Onsite Water Treatment Systems
PA	Planned Agricultural
PAC	Planning Advisory Committee
PAWTAC	Plant and Wildlife Technical Advisory Committee
Pb	lead
PD	Planned Development
Peak Velocity or PPV	Peak Particle Velocity

PeMS	Performance Measurement System
PF	Public Facilities
PFCs	perfluorocarbons
PG&E	Pacific Gas & Electric
-PL	Platted Lands
planned agricultural	PA
PM10	PM 10 microns in diameter or less
PM2.5	PM 2.5 microns in diameter or less
Porter-Cologne Act	Porter-Cologne Water Quality Control Act
ppb	parts per billion
pphm	parts per hundred million
ppm	parts per million
ppt	parts per trillion
R&D	Research and Development
RA	Residential Agricultural
RD	Research and Development
Regional Water Boards	Regional Water Quality Control Boards
Reporting Rule	Greenhouse Gas Reporting Rule
RFH	Recreational Facilities, High-intensity
RFL	recreation facility-low
RHNA	Regional Housing Needs Allocation
RHNP	Regional Housing Needs Plan
RL	Rural Lands
RM-PD	Multifamily Residential-Planned Development
ROG	reactive organic compounds
ROI	Resolution of Intent
ROW	Right of Way
RPDEIR	Recirculated Partial DEIR
RPF	Registered Professional Forester
RPS	Renewables Portfolio Standard
RR	Rural Residential
RTP	regional transportation plan
RUCS	Rural-Urban Connections Strategy
RWQCB	Central Valley Regional Water Quality Control Board
SA-10	Select Agricultural
SACMET	SACOGs Sacramento Regional Travel Demand Model
SACOG	Sacramento Area Council of Governments
SACSIM	Sacramento Activity-Based Travel Simulation. Model
SB	Senate Bill
-SC	Scenic Corridor
SCS	sustainable communities strategy
SELs	single event levels

SEZ	Stream Environment Zones
SF ₆	sulfur hexafluoride
SHS	State Highway System
SIP	state implementation plan
SO ₂	sulfur dioxide
SO ₄	sulfates
South Tahoe PUD	South Tahoe Public Utility District
SPTC	Sacramento-Placerville Transportation Corridor
SPTC-JPA	Sacramento-Placerville Transportation Corridor Joint Powers Authority
SR	State Route
SSC	species of special concern
SWPPP	stormwater pollution prevention plan
SWRCB	State Water Resources Control Board
TAC	toxic air contaminant
Tahoe City PUD	Tahoe City Public Utility District
TAZ	traffic analysis zone
TCMs	traffic control measures
TCRs	transportation concept reports
TDM	Travel Demand Model
TDR	Transfer of Development Rights
TGPA	targeted General Plan Amendments
TGPA/ZOU	Targeted General Plan Amendment/Zoning Ordinance Update
TIM	traffic impact mitigation
timber production	TPZ
TPZ	Timber Production Zone
TR	Tourist Recreation
TUP	temporary use permit
U.S.	United States
U.S. DOE	US Department of Energy
USACE	U.S. Army Corps of Engineers
USBR	United States Bureau of Reclamation
USC	United States Code
USFWS	U.S. Fish and Wildlife Service
UWMP	urban water master plan
V/C	Volume-to-Capacity
VHT	Vehicle Hours Traveled
VMT	vehicle miles traveled
VOC	volatile organic compounds
vph	vehicles per hour
VPSI	Vanpool Service, Inc.
VT	Vehicle Trips,

WDRs	waste discharge requirements
Williamson Act	California Land Conservation Act of 1965
WSA	water supply assessment
WTPs	water treatment plants
WWFMP	wastewater facilities master plan
WWTPs	wastewater treatment plants
ZOU	Zoning Ordinance update

ES.1 Project Overview and Brief Description

El Dorado County (County) is proposing targeted amendments to the El Dorado General Plan (TGPA), a comprehensive update to the Zoning Ordinance (ZOU), and design standards and guidelines, including those for mixed-use development. The TGPA and the ZOU considered together (TGPA/ZOU) constitute the proposed project (Project) being analyzed in this Final Environmental Impact Report (FEIR) pursuant to the California Environmental Quality Act (CEQA). The preliminary drafts of the TGPA and comprehensive ZOU were discussed in detail by the County Board of Supervisors in 2012 and were circulated for public review and comment. Comments received during the review process were taken into consideration in the proposed TGPA and ZOU.

The Project does not include any site-specific development proposals, although it does include rezoning of individual parcels for purposes of conforming zoning to the existing General Plan designations of those parcels where there is currently an inconsistency. Rather, this is a policy-based project limited to amendments to General Plan policies, a comprehensive revision of the Zoning Ordinance, and adoption of standards for mixed-use development and development design. Consequently, the Project would not have any direct impacts on the environment. This FEIR examines the Project's indirect impacts: reasonably foreseeable outcomes of future development that would rely upon the amended General Plan policies, updated Zoning Ordinance, and development standards.

The following is a brief description of the Project. More detailed information is available in Chapter 2, *Project Description*. Figure 2-1 shows the regional location of the Project.

ES.1.1 TGPA

The TGPA consists of a limited set of amendments to the County's adopted General Plan.

- **Map corrections.** The TGPA includes a limited number of corrections to Land Use Map errors on individual parcels (approximately one tenth of one percent of the existing parcels) discovered subsequent to the adoption of the General Plan in 2004.
- **Camino/Pollock Pines Community Region.** The existing Community Region is proposed to be split into three Rural Centers to better reflect the character of the communities of Camino, Cedar Grove, and Pollock Pines. Together, the Rural Centers would encompass the same area as the Community Region. No changes are being proposed to land use designations on individual parcels.
- **Agricultural District Boundaries.** The Agricultural District overlay applies in combination with another land use designation to identify rural areas that are important to the county's agricultural economy. The total current acreage of the Agricultural Districts is 49,141. The TGPA would add 17,241 acres to the Districts and remove 137 acres that have been determined unsuitable for agricultural use. Including a parcel in or excluding a parcel from the Agricultural District overlay does not change the underlying General Plan land use designation.

The proposed General Plan policy amendments are listed below.

Policy 2.1.1.3: Commercial/Mixed-Use (in Community Regions). This policy would increase the maximum density for the residential portion of mixed-use projects in Community Regions from 16 dwelling units per acre to 20 dwelling units per acre to be consistent with 2009 amendments to State planning law (Government Code Section 65583.2(c)(B)(3)). The maximum residential density of 20 dwelling units per acre may only be achieved where adequate infrastructure (i.e., water, sewer and roadway) are available or can be provided concurrent with development.

Policy 2.1.2.5: Commercial/Mixed-Use (in Rural Centers). This policy would increase the maximum density for the residential portion of mixed-use projects in Rural Centers from 4 dwelling units per acre to 10 dwelling units per acre.

Policy 2.2.1.2 and Table 2-1: Commercial and Industrial. The General Plan states that commercial designations are “considered appropriate only within Community Regions and Rural Centers.” Industrial designations are allowed in Community Regions and Rural Centers, but in Rural Regions only when “constrained to uses which support on-site agriculture, timber resource production, mineral extraction, or other resource utilization.”

The TGPA proposes to change current policy restrictions that prohibit commercial and industrial land use designations in the Rural Regions.

Policy 2.2.1.2: Commercial/Residential Mixed-Use. The following sentence would be deleted: “The residential component of the project shall only be implemented following or concurrent with the commercial component.” This would allow residential use to precede commercial development in mixed-use projects.

Policy 2.2.1.2: Industrial. The requirement that industrial lands be restricted to areas within, or in close proximity to, Community Regions and Rural Centers would be deleted. The requirement that industrial lands in Rural Regions have more limited industrial uses—for support of agriculture and natural resource uses—would be deleted.

Policy 2.2.1.2: Multi-family Residential (MFR). The minimum allowable density for the MFR designation in the current General Plan is 5 dwelling units per acre, with a maximum density of up to 24 dwelling units. The Project would increase the designation’s minimum density to eight units per acre with an optional review but retain the current maximum density of 24 units per acre¹. The Project would amend the MFR designation to encourage a full range of housing types including small lot, single-family detached design without a requirement for a planned development. The Project would specify that mixed-use development within Community Regions and Rural Centers that combine commercial and residential uses shall be permitted under the MFR designation.

Policy 2.2.1.2: High Density Residential. The requirement for a planned development application on projects of three or more dwelling units per acre to allow for additional moderate income housing options would be deleted.

Policies 2.2.3.1 and 2.2.3.2: Open Space. Amend the 30% open space requirement for Planned Development in Community Regions and Rural Centers to allow less than 30% of “improved open space” on site.

¹ The prior proposal to increase the MFR density to 30 units per acre described in the NOP for the DEIR was based on the belief that this was necessary in order for the housing element to accommodate the county’s fair share of the regional housing need. After adoption of the Housing Element in late October 2013 and concurrence by the California Department of Housing and Community Development later that year, it is clear that the density is not needed in order to meet state law. Therefore, that part of the project is no longer being pursued.

Table 2-4: General Plan Land Use Designation and Zoning District Consistency Matrix: This table would be amended as necessary to reflect Zoning Ordinance Update revisions.

Policy 2.2.4.1: Density Bonus. The density bonus criteria would be amended for clarity and consistency with General Plan policies 2.2.3.1 and 2.2.3.2, which establish additional criteria required to qualify for a residential density bonus.

Policy 2.2.5.4: Planned Development. This policy, requiring a Planned Development application on projects requesting the creation of 50 parcels or more to allow for additional moderate-income housing, would be deleted.

Policy 2.2.5.8: Neighborhood Service Zoning District. The policy creating the Neighborhood Services Zoning District and allowing for neighborhood service uses to be met in related commercial and residential zones would be deleted.

Policy 2.2.5.10: Agricultural Support Services. The policy that requires a special use permit for agriculture support services would be amended; standards and permit requirements for such uses would be incorporated into the Zoning Ordinance.

Policy 2.4.1.3: Design Historic (-DH) combining zone district for Clarksburg. The policy would be amended to recognize the historical town sites of El Dorado and Diamond Springs.

Policy 2.5.2.1: Mixed-use development would be allowed in neighborhood commercial centers. Currently, this policy allows residential use on the second story, but does not mention mixed-use by name.

Policies 2.9.1.2, 2.9.1.3, and 2.9.1.4: Five-year Amendment Intervals. Criteria for establishing Community Region and Rural Center boundaries would be amended by deleting the restriction that boundaries can be amended every 5 years; this revision would allow revisions to the boundaries to be initiated by Board of Supervisors whenever necessary.

New Policy 2.4.1.5. This policy would set criteria for and identify infill sites and opportunity areas and provide, through an implementation measure, incentives for development of these vacant/underutilized areas. Implementation may support the use of mixed-use and “form-based” codes. These policy changes would not include amending the land use designations or increasing the densities currently provided for in the General Plan.

Policies TC-1a, TC-1b, and Table TC-1: County Roadway Standards. These policies and table in the Transportation and Circulation Element would be revised to allow for narrower streets and roadways and to support the development of housing affordable to all income levels and to further support the objectives found in policies TC-1p, TC-1r, TC-1t, TC-1u, TC-1w, TC-4f, TC-4i, HO-1.3, HO-1.5, HO-1.8, HO-1.18, HO-5.1, and HO-5.2. This will involve adding an exception to Table TC-1 to allow deviations from the standards when needed to accommodate “complete streets” pursuant to state law or for mixed-use developments.

Policies TC-1m, TC-1n(B), TC-1w: Road Improvements. These policies would be amended to make minor modifications to clarify language: TC-1m—delete “of effort”; TC-1n(B)—replace “accidents” with “crashes” to be consistent with transportation industry standard language; and TC-1w—delete “maximum.”

Table TC-2, Policy TC-Xb, and Policy TC-Xd: Level of Service Standards. This revision entails moving Table TC-2 to another document; if it is moved, all references to TC-2, including the references in TC-Xb and TC-Xd, would be amended.

Policy TC-Xb (C): Roadway Capacity. This would be a minor amendment to refer to “Figure TC-1” when referencing the circulation diagram.

Policy TC-Xg: Right of Way Dedications. This amendment would clarify the requirement that development may be required to dedicate right-of-way, fund design and construction, and or fund all improvements necessary to mitigate the effects of traffic from the Project.

Policy TC-Xi: Planning for U.S. Highway 50 Widening. This policy would be amended to allow for coordination of regional projects to be delivered on a schedule agreed to by related regional agencies, thereby excluding regional projects from the scheduling requirements of the policies of the General Plan.

Policies TC-4a, TC-4d, and TC-4f: Bicycle Routes. Language in these policies would be amended to ensure consistency with subsequently adopted documents and plans.

Policies TC 4i, TC-5a, TC-5b, and TC-5c: Paths and Sidewalks. These policies would be amended to provide more flexibility as to when sidewalks are required. Requirements and enforcement would be included in subsequently adopted design standards and guidelines.

Policy TC-1y: Employment Cap. The El Dorado Hills Business Park employment cap limits would be analyzed and either amended or deleted.

Policies TC-Xd, TC-Xe and TC-Xf: Level of Service Standards. These policies would be amended to clarify the definition of “worsen”; to clarify what is required if a project “worsens” traffic; to identify the methodology for traffic studies (e.g., analysis period, analysis scenarios, methods); and to identify the timing of improvements.

New Goal and associated policies. A goal and policies would be added to provide for CEQA streamlining opportunities for qualified projects that are consistent with the Metropolitan Transportation Plan.

New Policy. A new policy would be added to support the development of new or substantially improved roadways to accommodate all users, including bicyclists, pedestrians, transit riders, children, older people, and disabled people, as well as motorists, to comply with the requirements of Assembly Bill 1358, the Complete Streets Act of 2008 (Chapter 657, Statutes of 2008 – Government Code Section 65302(b)(2)). An implementation measure would be added to update the applicable manuals and standard plans to incorporate elements in support of all users.

Objectives 5.1.1, 5.1.2, and Table 5-1: Planned Adequate Infrastructure. The Public Services and Utilities policies and table would be amended as needed to clarify that the Board has final authority when determining minimum level of service requirements consistent with General Plan objectives, standards, and related policies.

Policy 5.2.1.3: Amend this policy to make optional the connection of medium-density residential, high-density residential, multi-family residential, commercial, industrial and research and development projects to public water systems when located within Community Regions and to either a public water system or to an approved private water systems in Rural Centers.

Policy 5.3.1.1: Amend this policy to make optional the connection of high-density and multi-family residential, commercial, and industrial projects to public wastewater collection facilities. It is currently optional in Rural Centers and areas designated as Platted Lands and that is not proposed for change. The policy that long term development of public sewer service shall be encouraged in Pollock Pines would also be unchanged.

Policy 6.5.1.11: Noise Standards. Tables 6-3 through 6-5 establish noise standards. This amendment would exempt construction activities occurring from 7 a.m. to 7 p.m. during the week or from 8 a.m. to 5 p.m. on weekends and holidays from those standards. In addition, the amendment would fully exempt public projects to alleviate traffic congestion and safety hazards from those noise standards. No changes to the tables are proposed.

Objective 6.7.1: Air Quality. This objective would be amended to clarify the county's commitment to enforce air quality standards.

Policy 7.1.2.1: Restriction on Developing Slopes of 30%. The policy that prohibits development on slopes of 30% or steeper would be amended to correspond with policy 2.3.2.1 discouraging development on 30% slopes or steeper and to set standards in the Zoning Ordinance and Grading Ordinance.

Policies 7.2.1.2 and 7.1.2.3: Mineral Resources. These policies would be amended to clarify which mineral resource zones are required to be mapped.

Objective 7.6.1.3(B): Specific references to Agricultural (A), Exclusive Agricultural (AE), Agricultural Preserve (AP), Residential-Agricultural (RA), and Select Agricultural (SA-10) zone districts would be deleted to conform to the new agricultural zones proposed in the ZOU.

Policy 8.1.3.2: Buffer for Incompatible Uses. This policy would be amended to provide a limited agricultural buffer for lands within a Community Region by adding language from Policy 8.4.1.2.

Policy 8.2.4.2: Special Use Permit. This policy would be amended to eliminate the requirement for a special use permit for all visitor serving uses, and instead would establish standards, permitted uses, and requirements for permits, in the various zone districts in the Zoning Ordinance.

Policy 8.1.1.6: Williamson Act Parcels. The policy requiring parcels encumbered by a Williamson Act contract to be zoned Exclusive Agriculture (AE), pursuant to the California Land Conservation Act, would be deleted. The ZOU establishes new agricultural zones that can accommodate lands encumbered by Williamson Act contracts.

Policy 8.2.4.4: This policy provides that ranch marketing, winery, and visitor-serving uses (agricultural promotional uses) are permitted on agricultural parcels, subject to a compatibility review to ensure that the establishment of the use is secondary and subordinate to the agricultural use and will have no significant adverse effect on agricultural production on surrounding properties. The proposal considers amending the policy to allow for ranch marketing activities on grazing lands.

Policy 10.2.1.5: This policy requires preparation of a public facilities and services financing plan for specific plans and large residential, commercial, and industrial development projects. The proposal would amend this policy to state that such plans *may* be required.

ES.1.2 Zoning Ordinance Update

- **County-Initiated Zone Changes.** State Planning and Zoning Law requires the County's Zoning Ordinance to be consistent with the General Plan. The ZOU proposes limited zone changes on individual parcels to reflect the General Plan designations for those sites. Where more than one zone classification would be consistent with the General Plan, the most restrictive zone would be applied. These zone changes would apply to an extensive number of parcels across the western portion of the county.

- The zoning map would be amended to include a historical overlay zone district to the historical townsites of El Dorado and Diamond Springs, consistent with adopted General Plan and Zoning Ordinance policies.
- Zones were added and deleted as needed to ensure that the Zoning Ordinance is consistent with applicable state and federal laws, as well as the General Plan policies. The following new zones were added: Rural Lands (RL), Forest Resources (FR), Agricultural Grazing (AG), Limited Agriculture (LA), Commercial Regional (CR), Commercial Community (CC), Commercial Limited (CL), Commercial Main Street (CM), Industrial Light (IL), Industrial Heavy (IH), Recreation Facility—Low (RFL), and Recreation Facility—High (RFH). The following zones were deleted: Unclassified (U), Agriculture (A), Residential-Agricultural (RA), Exclusive Agriculture (AE), Select Agricultural (SA), Agricultural Preserve (AP), General Commercial (CG), Planned Commercial (CP), Limited Multi-family (R2), Tourist Residential (RT), and Residential Agricultural (RA). Combining zone districts (e.g., Historical, Community Design) would be created to identify land that needs additional protection of resources or protection of public health and safety, and a review process would be established to more effectively implement General Plan policies and related ordinances.
- Establish new commercial zones reflecting a range of development intensities that specify the types, designs, and locations of commercial uses consistent with the General Plan. Proposed zones are: Commercial Regional (CR), Commercial General (CG), Commercial Community (CC), Commercial Professional Office (CPO), Commercial Limited (CL), and Commercial Mainstreet (CM). Also create a Rural Commercial (CRU) zone that would be permitted within the Rural Region of the General Plan.
- Reorganize the Zoning Ordinance for ease of use. The existing Zoning Ordinance includes extensive lists of land uses that are allowed by right or by special use permit for each zoning classification. The ZOU makes extensive use of tables to identify the types of development that are allowed by right, and those allowed upon approval of a conditional use permit (CUP), development plan permit, administrative permit, temporary use permit, and minor use permit. Development standards (i.e., parking and allowable noise levels) are similarly presented in tabular form for ease of reference.
- Expand allowed uses in the agricultural and rural lands zones to provide opportunities for agricultural support, recreation, and rural commercial activities, including ranch marketing on agricultural grazing land. Ranch marketing would be allowed by right or upon approval of a CUP, administrative permit, temporary use permit, and minor use permit, depending on the particular use.
- Increase allowed uses in the rural regions to provide additional agricultural support, recreation, home occupation, and other rural residential, tourist serving, and commercial uses.
- Provide a range of intensities for home occupations, based on size and zoning of parcels, and establish standards for the use of accessory structures, ingress and egress of customers, and number of employees. This includes provisions for “cottage food operations” (small, home-based producers of food items for commercial sale) as now allowed under state law.
- Establish a procedure to request reasonable accommodation for persons with disabilities seeking equal access to housing under the Federal Fair Housing Amendments Act of 1988 and the California Fair Employment and Housing Act in the application of zoning laws and other land

use regulations, policies, and procedures when consistent with the General Plan and Zoning Ordinance.

- Modify zoning for Williamson Act contracted and rolled out land to reflect the General Plan land use designation. “Rolled out” means land on with the Williamson Act contract has been non-renewed and will expire at the end of its term.
- Create standards (master plans) for proposed mixed-use and traditional neighborhood design development on commercial and multi-family zoned parcels to provide a streamlined approval process.
- Create standards for single-family detached development proposed in multi-family zones.
- Create a standard to allow a limited percentage of commercial use in proposed mixed-use development in multi-family zones.
- Provide multiple industrial zones with varying intensities to specify the type, design, and location of industrial uses.
- Provide alternative options for open space requirements that are part of a planned development to provide more flexibility and incentives for infill development and use that focus on recreation in Community Regions and Rural Centers.
- Amend the zoning map to include a historical overlay zone district to the historical townsites of El Dorado and Diamond Springs, consistent with adopted General Plan and Zoning Ordinance policies.
- Establish standards, including setbacks from lakes, rivers, and streams to avoid and minimize impacts on wetlands and sensitive riparian habitats.
- Establish standards for hillside development, including limitations on the development of slopes that are 30% (i.e., 30 feet of rise for every 100 feet of horizontal distance) or greater. These include the method for calculating average slope.
- Provide opportunities for recreational uses on Timber Production Zone land that is compatible with timber management and harvesting.

ES.1.3 Community Design Standards

The County is 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. While the DISM/LDM, or successor document, is still under development, the County is adopting specific standards on the following subjects: 1) landscaping and irrigation, 2) mobile home parks, 3) outdoor lighting, 4) parking and loading, and 5) research and development. These standards would be adopted by resolution at the same time as adoption of the new Zoning Ordinance. A full copy of the proposed community design standards is available on the County’s website: <http://www.edcgov.us/Government/LongRangePlanning/LandUse/TGPA-ZOU_Main.aspx> (in the Community Design Standards tab), and at the County offices.

ES.2 Project Objectives

The County's purpose in proposing the TGPA and the ZOU is to provide a framework for future development in the county that takes into account population growth, economic factors, demographics, and community needs and wants. The specific objectives of each component of this Project are listed below.

ES.2.1 TGPA Objectives

- Encourage and support the development of housing affordable to the moderate income earner.
- Promote and support the creation of jobs.
- Increase capture of sales tax revenues.
- Promote and protect agriculture in the county.
- Revise existing General Plan policies and land use designations to provide clarity while keeping land use map changes to a minimum.

ES.2.2 ZOU Objectives

- Update the zoning map to conform to the General Plan land use designations.
- Eliminate conflicting provisions in the existing ordinance.
- Add provisions to facilitate General Plan Implementation Measures.
- Reorganize the ordinance for ease of use.
- Update the text of the ordinance to bring it into conformance with the General Plan and to incorporate modern implementation tools.
- Create new zones to reflect current zoning needs.
- Delete obsolete zones.
- Create overlay zones to more effectively implement General Plan policies.
- Expand allowed uses in the agricultural and rural land zones to provide opportunities for agricultural support, recreation, and rural commerce.
- Provide a range of intensities for home occupations, based on size and zoning of parcels, addressing the issues of accessory structures, customers, and employees.
- Modify zoning for Williamson Act contracted and rolled out land to reflect the underlying General Plan land use designations. "Rolled out" means land on with the Williamson Act contract has been non-renewed and will expire at the end of its term.
- Provide a range of commercial zones that specify the type, design, and location of commercial uses, consistent with the General Plan.

ES.3 Project Impacts and Mitigation Measures

This FEIR examines the potential impacts of the Project, discloses the significance levels of those impacts, and identifies mitigation measures that would reduce or avoid the significant impacts. Unlike a development project, this Project consists of County-initiated amendments to its General Plan policies and Zoning Ordinance. With certain exceptions, these changes are not site-specific; consequently, the analysis of the changes is general. The baseline, or starting point, for this environmental analysis is existing conditions in the county.

The Project involves targeted amendments to the General Plan, not a wholesale revision or update of the General Plan. Accordingly, the amended General Plan would not substantially increase the residential development potential that presently exists under the General Plan. Similarly, the policy amendments would not substantially change how future development under the General Plan would proceed. The analysis discloses the impacts of implementation of the General Plan as proposed to be amended. Where appropriate, the EIR also identifies how the proposed changes to the General Plan would affect the impact of the General Plan.

Although this is a comprehensive update of the current Zoning Ordinance, the ZOU carries over many of that ordinance's provisions. The analysis of the ZOU focuses on changes to the regulations and to the types of uses allowed under the current Zoning Ordinance and how implementation of those changes could affect the existing environment.

The rezonings reflect the General Plan designations for those sites and do not subdivide any existing parcels or otherwise increase density beyond that allowed under the General Plan. No site-specific development projects are proposed in conjunction with the rezonings, so the rezonings are examined at a program level. Because the rezonings would make the Zoning Ordinance compatible with the General Plan, the level of development allowable under the General Plan is the analog upon which the impact analysis is based. The analysis provides a worst case scenario of impacts. Due to practical constraints on development (e.g. lot size limits for lands not served by public water, regulations for on-site wastewater disposal), the actual level of overall development will probably be less than that allowed under the General Plan.

ES.3.1 Summary of Project Impacts

Table ES-1 summarizes the impacts associated with the Project, the significance of those impacts, mitigation measures identified to reduce or avoid significant impacts, and the level of significance after mitigation. CEQA is primarily concerned with significant impacts. Where the project's impacts would be less than significant or the project would have no impact, no mitigation is necessary and none is identified.

Table ES-1. Impacts and Mitigation

Impact	Level of Significance ^a	Mitigation Measures ^b	Level of Significance After Mitigation ^a
3.1 Aesthetics			
AES-1: Result in a substantial adverse effect on a scenic vista	S	AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers AG-1b: Amend the ZOU to limit Public Utility Service Facilities to minor facilities in the PA, AG, and RL zones AG-4: Amend proposed Table 17.21.020 to restrict incompatible uses from being located in the TPZ zone BIO-1a: Limit the relaxation of hillside development standards	SU
AES-2: Substantially damage scenic resources, including but not limited to trees, rock outcroppings, and historic buildings along a scenic highway	S	AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers	SU
AES-3: Substantially degrade the existing visual character or quality of the site and its surroundings	S	BIO-1a: Limit the relaxation of hillside development standards	SU
AES-4: Create a new source of substantial light or glare that would adversely affect daytime or nighttime views in the area	S	AES-4: Revise proposed Zoning Ordinance Chapter 17.34 and Section 17.40.170	SU
3.2 Agricultural and Forestry Resources			
AG-1: Convert Important Farmland, Grazing Land, land currently in agricultural production, or cause land use conflict that results in cancellation of a Williamson Act contract	S	AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers AG-1b: Amend the ZOU to limit Public Utility Service Facilities to minor facilities in the PA, AG, and RL zones	SU
AG-2: Remove substantial areas of agricultural land from production by ranch marketing, winery, and visitor-serving activities	S	AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers	LTS
AG-3: Provide an inconsistent level of protection for agricultural operations based on location in identified agricultural areas	LTS		LTS

Impact	Level of Significance ^a	Mitigation Measures ^b	Level of Significance After Mitigation ^a
AG-4: Convert timberland, including lands currently in timber production and lands zoned for timber production, to non-forestry uses	S	AG-4: Amend proposed Table 17.21.020 to restrict incompatible uses from being located in the TPZ zone	LTS
3.3 Air Quality and Greenhouse Gases			
AQ-1: Generate construction-related emissions in excess of EDCAQMD thresholds	S	AQ-1: Implement measures to reduce construction-related exhaust emissions	SU
AQ-2: Generate on-road mobile source criteria pollutant emissions in excess of EDCAQMD thresholds	S	None	SU
AQ-3: Temporarily generate naturally occurring asbestos during grading and construction activities	LTS		LTS
AQ-4: Expose sensitive receptors to substantial concentrations of carbon monoxide	LTS		LTS
AQ-5: Expose sensitive receptors to substantial pollutant concentrations	S	None	SU
AQ-6: Expose sensitive receptors to substantial odors	S	None	SU
AQ-7: Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment	LTS		LTS
3.4 Biological Resources			
BIO-1: Result in the loss and fragmentation of wildlife habitat	S	BIO-1a: Limit the relaxation of hillside development standards BIO-1b: Limit the approval of Private Recreation Areas BIO-1c: Limit music festivals and concerts AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers	SU
BIO-2: Have a substantial adverse effect on special-status species	S	BIO-1a: Limit the relaxation of hillside development standards BIO-1b: Limit the approval of Private Recreation Areas BIO-1c: Limit music festivals and concerts BIO-2: Return event site to pre-event condition AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers	SU

Impact	Level of Significance ^a	Mitigation Measures ^b	Level of Significance After Mitigation ^a
BIO-3: Have a substantial adverse effect on wildlife movement	S	BIO-1c: Limit music festivals and concerts BIO-2: Return event site to pre-event condition	SU
BIO-4: Result in the removal, degradation, and fragmentation of sensitive habitats	S	BIO-1a: Limit the relaxation of hillside development standards BIO-1b: Limit the approval of Private Recreation Areas BIO-1c: Limit music festivals and concerts BIO-2: Return event site to pre-event condition	SU
3.5 Cultural Resources			
CUL-1: Cause a substantial adverse change in the significance of a historical resource as defined in Section 15064.5	S	None	SU
CUL-2: Cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5	S	None	SU
CUL-3: Disturb any human remains, including those interred outside of formal cemeteries	LTS		LTS
3.6 Land Use and Planning			
LU-1: Physically divide an established community	NI		NI
LU-2: Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to, a general plan, specific plan, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect	LTS		LTS
LU-3: Conflict with any applicable habitat conservation plan or natural community conservation plan	NI		NI

Impact	Level of Significance ^a	Mitigation Measures ^b	Level of Significance After Mitigation ^a
LU-4: Substantially alter or degrade the existing land use character of the County	S	AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers AG-1b: Amend the ZOU to limit Public Utility Service Facilities to minor facilities in the PA, AG, and RL zones AG-4: Amend proposed Table 17.21.020 to restrict incompatible uses from being located in the TPZ zone BIO-1a: Limit the relaxation of hillside development standards LU-4a: Revise Policy 2.1.2.5, Commercial/Mixed-Use (in Rural Centers) LU-4b: Require proposed ranch marketing uses to be reviewed for compatibility with adjoining agricultural uses	SU
LU-5: Create substantial incompatibilities between land uses.	S	AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers AG-1b: Amend the ZOU to limit Public Utility Service Facilities to minor facilities in the PA, AG, and RL zones AG-4: Amend proposed Table 17.21.020 to restrict incompatible uses from being located in the TPZ zone LU-4b: Require proposed Ranch Marketing uses to be reviewed for compatibility with adjoining agricultural uses LU-5: Revise the Home Occupancy provisions to restrict the use of hazardous materials	SU
3.7 Noise			
NOI-1: Exposure of noise-sensitive land uses to short-term (construction) noise	S	None	SU
NOI-2: Exposure to ground transportation noise sources as a result of the TGPA	S	None	SU
NOI-3: Exposure to ground transportation noise sources as a result of the ZOU	S	None	SU
NOI-4: Exposure of noise-sensitive land uses to fixed or non-transportation noise sources	S	None	SU
NOI-5: Exposure to aircraft noise	S	None	SU

Impact	Level of Significance ^a	Mitigation Measures ^b	Level of Significance After Mitigation ^a
3.8 Population and Housing			
PH-1: Induce substantial population growth in an area, either directly (e.g., by proposing new homes and businesses) or indirectly (e.g., through extension of roads or other infrastructure)	S		SU
PH-2: Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere	NI		NI
PH-3: Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere	NI		NI
3.9 Transportation and Traffic			
TRA-1: Conflict with an applicable congestion management program, including, but not limited to, level-of-service standards and travel demand measures or other standards established by the county congestion management agency for designated roads or highways ²	S	TRA-1: Extend timeframe of General Plan Transportation and Circulation Element Policy TC-Xa TRA-2: Reduce the Proposed Number of Employees Allowed by Right at Home Occupations	SU
TRA-2: Conflict with an applicable plan, ordinance, or policy establishing measures of effectiveness for the performance of the circulation system, taking into account all modes of transportation, including mass transit and non-motorized travel and relevant components of the circulation system, including, but not limited to, intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit	LTS		LTS
TRA-3: Result in a change in air traffic patterns, including either an increase in traffic levels or a change in location, that results in substantial safety risks	NI		NI
TRA-4: Substantially increase hazards because of a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)	NI		NI

² Note: El Dorado County does not have a congestion management program. However, the General Plan establishes LOS standards that identify acceptable levels of congestion. General Plan policies, beginning with TC-Xa, establish a comprehensive program to avoid exceeding LOS standards on key roads. The objective of minimizing congestion is the basis for the County's TIM fee and CIP programs. This impact has been examined in that context.

Impact	Level of Significance ^a	Mitigation Measures ^b	Level of Significance After Mitigation ^a
TRA-5: Result in inadequate emergency access	NI		NI
TRA-6: Conflict with adopted policies, plans, or programs regarding public transit, bicycle or pedestrian facilities, or otherwise decrease the performance or safety of such facilities	LTS		LTS
3.10 Water Supply			
WS-1: Create a need for new or expanded entitlements or resources for sufficient water supply	S	None	SU
WS-2: Substantially deplete groundwater supplies or interfere substantially with groundwater recharge, resulting in a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level that would not support existing land uses or planned uses for which permits have been granted)	S	None	SU
3.11 Energy Resources			
Impact NRG-1: Result in the wasteful, inefficient, and unnecessary consumption of energy.	LTS	None	LTS
3.12 Community Design Standards			
AES-1: Result in a substantial adverse effect on a scenic vista	S	None	SU
AES-2: Substantially damage scenic resources, including but not limited to trees, rock outcroppings, and historic buildings along a scenic highway	S	None	SU
AES-3: Substantially degrade the existing visual character or quality of the site and its surroundings	S	None	SU
AES-4: Create a new source of substantial light or glare that would adversely affect daytime or nighttime views in the area	S	None	SU
Impact WS-1: Create a need for new or expanded entitlements or resources for sufficient water supply	S	None	SU
5.1 Cumulative Impacts^c			
Aesthetics	S	None	SU
Agricultural and Forestry Resources	S	None	SU
Air Quality and Greenhouse Gases	S	None	SU
Biological Resources	S	None	SU

Impact	Level of Significance ^a	Mitigation Measures ^b	Level of Significance After Mitigation ^a
Cultural Resources	S	None	SU
Energy	LTS	None	LTS
Land Use and Planning	S	None	SU
Noise	S	None	SU
Population and Housing	S	None	SU
Transportation and Traffic	S	None	SU
Water Supply	S	None	SU

^a S = significant; SU = significant and unavoidable; LTS = less than significant; NI = no impact

^b The full texts of the mitigation measures are found in the respective impact sections in Chapters 3 and 4.

^c Mitigation measures identified for impacts of the project would reduce the project's contribution to cumulative impacts, but not to a less than considerable level.

ES.3.2 Significant and Unavoidable Impacts

Future build-out of the General Plan within the 2035 planning horizon would result in a number of significant and unavoidable impacts. These impacts are largely the same as those identified in the 2004 General Plan EIR, although in some instances, as discussed in the impact sections of Chapter 3, *Impact Analysis*, the TGPA would worsen the impacts. The primary impact mechanism is the ZOU. The ZOU would implement the General Plan and create the potential to introduce new land uses that may have significant effects on the existing environment.

Aesthetics

AES-1: Result in a substantial adverse effect on a scenic vista

AES-2: Substantially damage scenic resources, including but not limited to trees, rock outcroppings, and historic buildings along a scenic highway

AES-3: Substantially degrade the existing visual character or quality of the site and its surroundings

AES-4: Create a new source of substantial light or glare that would adversely affect daytime or nighttime views in the area

Agricultural and Forestry Resources

AG-1: Convert Important Farmland, Grazing Land, land currently in agricultural production, or cause land use conflict that results in cancellation of a Williamson Act contract

Air Quality and Greenhouse Gases

AQ-1: Generate construction-related emissions in excess of El Dorado County Air Pollution Control District (EDCAPCD) thresholds

AQ-2: Generate on-road mobile source criteria pollutant emissions in excess of El Dorado County Air Quality Management District (EDCAQMD) thresholds

AQ-5: Expose sensitive receptors to substantial pollutant concentrations

AQ-6: Expose sensitive receptors to substantial odors

Biological Resources

BIO-1: Result in the loss and fragmentation of wildlife habitat

BIO-2: Have a substantial adverse effect on special-status species

BIO-3: Have a substantial adverse effect on wildlife movement

BIO-4: Result in the removal, degradation, and fragmentation of sensitive habitats

Cultural Resources

CUL-1: Cause a substantial adverse change in the significance of a historical resource as defined in Section 15064.5

CUL-2: Cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5

Land Use and Planning

LU-4: Substantially alter or degrade the existing land use character of the County

LU-5: Create substantial incompatibilities between land uses.

Noise

NOI-1: Exposure of noise-sensitive land uses to short-term (construction) noise

NOI-2: Exposure to ground transportation noise sources as a result of the TGPA

NOI-3: Exposure to ground transportation noise sources as a result of the ZOU

NOI-4: Exposure of noise-sensitive land uses to fixed or non-transportation noise sources

NOI-5: Exposure to aircraft noise

Population and Housing

PH-1: Induce substantial population growth in an area, either directly (e.g. by proposing new homes and businesses) or indirectly (e.g., through extension of roads or other infrastructure)

Transportation and Traffic

TRA-1: Conflict with an applicable congestion management program, including, but not limited to, level-of-service standards and travel demand measures or other standards established by the county congestion management agency for designated roads or highways

Water Supply

WS-1: Create a need for new or expanded entitlements or resources for sufficient water supply

WS-2: Substantially deplete groundwater supplies or interfere substantially with groundwater recharge, resulting in a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level that would not support existing land uses or planned uses for which permits have been granted)

Cumulative Impacts

There would be significant and unavoidable cumulative impacts associated with the Project related to Aesthetics, Agricultural and Forestry Resources, Air Quality and Greenhouse Gases, Cultural Resources, Biological Resources, Land Use and Planning, Noise, Population and Housing, Transportation and Traffic, and Water Supply.

ES.4 Project Alternatives

CEQA requires an EIR to consider a range of reasonable alternatives to the project that meet most or all of its objectives and that would reduce one or more of its impacts. The FEIR examined the alternatives shown in Table ES-2. The alternatives and their impacts are described in detail in Chapter 4, *Alternatives*.

Table ES-2. Project Alternatives

Alternative	Impact and Significance ^a												
	Aesthetics	Agricultural and Forestry Resources	Air Quality and Greenhouse Gases	Biological Resources	Cultural Resources	Energy	Water Supply, Including Groundwater	Land Use and Planning	Noise	Population and Housing	Transportation and Traffic	Water Supply	Cumulative
No-Project	SU	SU	SU	SU	LTS	LTS	SU	SU	SU	—	SU	SU	SU
Transit Connection	SU	LTS	SU	SU	SU	LTS	SU	SU	SU	LTS	SU	SU	SU
Selective Approval of TGPA/ZOU Components	SU	SU	SU	SU	LTS	LTS	SU	SU	SU	SU	SU	SU	SU

^a SU = significant and unavoidable; LTS = less than significant; — = not applicable

ES.5 Areas of Controversy/Issues to be Resolved

CEQA requires that an EIR identify “[a]reas of controversy known to the Lead Agency, including issues raised by agencies and the public” (CEQA Guidelines Section 15123). Several areas of controversy and issues to be resolved related to the project have been identified; these are discussed below.

The potential to increase traffic levels on county roads and U.S. Highway 50, with particular concern over the continued application of “Measure Y” and the associated County traffic mitigation programs.

There has been significant public discussion about current and projected future level of service (LOS) on U.S. Highway 50.

El Dorado County’s updated Travel Demand Model (TDM) was used to model six roadway network scenarios for the TGPA/ZOU project. This analysis indicates that U.S. Highway 50 would not reach LOS F in 2035 under any of the six roadway network scenarios analyzed. The results of the new TDM runs are reflected in Table 3.9-13 of this FEIR.

In the 2035 horizon year, assuming all California Department of Transportation (Caltrans) planned and programmed improvements are installed, the *2014 Transportation Concept Report and Corridor System Management Plan, United States Route 50* (2014 TCR/CSMP) forecasts that the LOS on U.S. Highway 50 from the Sacramento County line to El Dorado Hills Boulevard, El Dorado Hills Boulevard to Bass Lake Road, and Bass Lake Road to Cameron Park Drive segments would be F, F, and D, respectively. The 2014 TCR/CSMP’s long-range, ultimate concept is LOS E for all three of these segments.

Caltrans used the Sacramento Area Council of Government’s (SACOG’s) Sacramento Activity-Based Travel Simulation (SACSIM) model and other data inputs to determine transportation system performance for the 2014 TCR/CSMP. In a letter to the County dated September 25, 2013, Caltrans staff stated that the portion of the U.S. Highway 50 segment from the Sacramento County line to the El Dorado Hills Boulevard interchange currently operates at LOS F during the peak hour. Caltrans Operations staff has also stated that once the ramp metering for the westbound El Dorado Hills Boulevard on-ramp is operational, LOS on this segment may temporarily improve.

That the TDM run and 2014 TCR/CSMP reached different conclusions may be attributed to a number of factors. First, Caltrans used SACOG’s SACSIM model and other data inputs for the CSMP, while El Dorado County used its updated TDM to model scenarios for the TGPA/ZOU project. SACOG’s Sacramento Regional Travel Demand Model (SACMET) and SACSIM land use and roadway network assumptions are somewhat general, while the County’s TDM is specifically tailored to El Dorado County. The El Dorado County TDM consists of 625 Traffic Analysis Zones (TAZs - 497 in El Dorado County and 128 in Sacramento and Placer Counties). This superior zonal resolution (four times more than the 126 TAZ’s in the SACMET/SACSIM) enables a much more detailed analysis of county roadways. In addition, future land uses in the TDM more accurately reflect the County’s adopted General Plan land use categories as well as overall land use growth control totals. This is not the case for the SACMET/SACSIM models developed and maintained by SACOG. For example, SACMET’s land use identifies the El Dorado Hills Business Park as “retail,” whereas EDC’s TDM more accurately depicts its uses as “industrial” and “office.” SACMET also shows golf courses, churches,

and storage facilities in EDC as retail. Because retail uses result in higher trip generation rates than industrial, office, golf course, and church uses, these discrepancies could lead to differences in roadway impacts if not corrected.

The TDM more accurately depicts land uses than SACOG's regional land use dataset because of the availability of detailed use information that is documented and maintained by the County in its own parcel dataset. An extensive review process involving checks with aerial imagery was performed where land uses in the SACOG dataset did not match the use information in the County parcel data set. Given its more regional multi-county modeling domain, SACOG applied generalized land use categories for specialized uses (i.e., golf courses, churches and storage facilities) that are difficult to identify and confirm at a regional scale that involves millions of parcels across a six-county area.

Second, Caltrans and El Dorado County collect and use traffic counts differently to model future transportation system performance. Caltrans conducts freeway counts throughout the year, with some locations counted continuously. Locations that are not counted continuously are sampled every 3 years at different times during the count year. Final volumes are adjusted by compensating for seasonal influence, weekly variation, and other variables. Caltrans' reported counts are Annual Average Daily Traffic, which, by definition, counts for a year divided by 365 days. El Dorado County collects traffic counts annually for more than 70 roads within the county. Count information is available in three formats: Hourly Traffic Count Reports, Annual Traffic Count Summary, and Five Year Traffic Count Summary (<http://edcapps.edcgov.us/dot/trafficcounts.asp>). Annual Daily Traffic Counts are calculated by taking the average of a 1- to 5-day, non-holiday weekday count, as required by the County's General Plan.

Third, Caltrans is planning for the future of the State Highway system while El Dorado County is tasked with the planning, improvement, and maintenance of the local roadway network. It should be noted that Caltrans identifies LOS E as the concept LOS for the U.S. Highway 50 segment from the Sacramento County line to the El Dorado Hills Boulevard/Latrobe Road interchange; however, Caltrans projects LOS F on the segment in the future without identifying improvements to meet its concept LOS E, while El Dorado County is tasked with maintaining LOS E on U.S. Highway 50 as required by the General Plan.

Caltrans and El Dorado County also differ in determining the amount and distribution of future development. Caltrans determines the annual growth from all applicable travel demand models in the analysis area as well as from linear regression analysis of historical traffic volumes, and then applies the traffic growth to the baseline conditions to determine the 20-year volumes. El Dorado County determines an appropriate 20-year residential growth forecast by considering the amount and distribution of growth that has historically occurred within the county, future demand and market trends, General Plan policies regarding how and where to accommodate future growth, location and availability of developable parcels, as well as other factors. The County's TDM is used to model future transportation system performance based on forecasted residential, commercial, and employment growth and planned roadway improvements identified in the County's 20-year Capital Improvement Program which are consistent with General Plan policies, inclusive of Policy TC-Xa (Measure Y).

The Project would not make any changes to Measure Y. El Dorado County continues to update and maintain the Traffic Impact Mitigation fee and capital improvement programs that are integral to implementation of Measure Y. The provisions of Measure Y were adopted by initiative in 2008 and are slated to expire December 31, 2018 by the terms of the initiative. Mitigation Measure TRA-1

would extend the term of the initiative indefinitely after that date unless subsequently amended by vote of the El Dorado County electorate.

The availability of adequate surface water and groundwater supplies to serve future development, particularly in the western county. This concern is heightened by the current drought.

The discussion in Section 3.10, *Water Supply*, presents information on the public water supply in average and dry years, and the drought plans of the public water districts in the western slope of the county. It also analyzes the impact of the Project on groundwater supplies. In the long term, the county does not have sufficient surface water supplies to meet projected demand. Within the fractured rock geology of western El Dorado County where public water is not available, groundwater supply is unreliable. As a result, development outside of the areas served by the water districts would adversely affect short- and long-term groundwater supplies.

Loss of the county's rural character as a result of higher-density residential development in Community Regions and Rural Centers, and more intensive uses in rural areas.

Approval of the TGPA would allow increased residential density in areas designated for mixed-use in comparison to the existing General Plan. In addition, proposed changes in slope restrictions under the TGPA and ZOU would enable certain development to occur on slopes that cannot be used under the existing General Plan and Zoning Ordinance provisions. The ZOU would allow a variety of agricultural marketing and other nonagricultural uses in rural areas upon approval of conditional use permits. It would also expand the range of uses allowed by right as home occupations. All of these proposed changes have the potential to alter the county's rural character where such development would take place.

Consideration of General Plan amendments for development projects that would result in large new developments if approved is a controversial issue that has been associated with the Project. Specifically, the Central El Dorado Hills, Dixon Ranch, Lime Rock Valley, San Stino, and Village of Marble Valley proposed development projects are controversial proposals. However, these are privately initiated proposals, not parts of nor dependent upon the TGPA and ZOU, and will be evaluated in separate EIRs as required by law. The Board of Supervisors will review these development proposals independently from the TGPA/ZOU. In keeping with CEQA practice to include proposed projects as part of the cumulative impact analysis, they are considered in Chapter 5, *Other CEQA Requirements*.

1.1 The Final Environmental Impact Report

This is the Final Environmental Impact Report (FEIR) that has been prepared for the proposed Targeted General Plan Amendment and Zoning Ordinance Update, considered together (TGPA/ZOU) and constitutes the proposed project (Project). As explained below, the FEIR has been prepared in accordance with the California Environmental Quality Act to disclose to decision-makers and the public the adverse physical changes to the environment that would occur if the Project is approved. The FEIR incorporates the Draft EIR, the Recirculated Partial Draft EIR, and responds to all of the comments received on both of those documents.

1.2 The California Environmental Quality Act

The California Environmental Quality Act (CEQA) (California Public Resources Code Section 21000 et seq.) requires public agencies to consider the potential adverse environmental impacts of projects under their consideration. Public agencies must consider both direct impacts and reasonably foreseeable indirect impacts. No discretionary project that may have a significant adverse impact on the environment can be approved without the preparation of an environmental impact report (EIR). The County's proposed targeted General Plan amendment (TGPA), Zoning Ordinance update (ZOU) and the development of design standards and guidelines for mixed-use development (Project) is a discretionary project subject to CEQA.

According to Section 15002 of the State CEQA Guidelines, below are the basic purposes of CEQA.

- Inform government decision makers and the public about the potential significant environmental effects of proposed activities.
- Identify ways that environmental damage can be avoided or significantly reduced.
- Prevent significant, avoidable damage to the environment by requiring changes in projects through the use of alternatives or mitigation measures when the governing agency finds the changes to be feasible.
- Disclose to the public the reasons why a governmental agency approved the project in the manner the agency chose if significant environmental effects are involved.

The process of preparing an EIR involves the following steps.

- Issuing a notice of preparation (NOP) soliciting the comments of public agencies and interested organizations and individuals regarding the scope and content of the EIR. El Dorado County (County) issued an NOP and Initial Study for the project in the summer of 2012. In consideration of the public comments received during the NOP review period and associated scoping meetings, the County refined the project and released a second NOP in the fall of 2012. A copy of the NOP and Initial Study is in Appendix A. The comments received from agencies and the public in response to the NOP are included in Appendix B.

- Conducting a scoping meeting. A series of scoping meetings were held in several El Dorado County communities during the summer of 2012 to offer additional opportunities for input prior to preparation of the Draft EIR (DEIR). In addition, the County Board of Supervisors held a week of public meetings to solicit public input on the NOP and the Project.
- Preparing a DEIR and releasing it for public review and comment. The DEIR for the Project was available for a review period of 120 days from March 21, 2014 through July 23, 2014 for public agencies and interested organizations and individuals to review. Copies of the DEIR were available at the Long Range Planning Division offices, County libraries, and in electronic format on the County's website.
- As a result of the comments received, the County prepared and released for review and comment a Recirculated Partial DEIR (RPDEIR) for the 45-day period from January 29, 2015 through March 16, 2015. The RPDEIR included additional analyses of groundwater supplies, energy use, and revisions to the community design manual. Copies of the RPDEIR were available at the Long Range Planning Division offices, County libraries, and in electronic format on the County's website.
- The Final EIR (FEIR). The TGPA/ZOU FEIR incorporates revisions to the DEIR and RPDEIR made in response to the comments received during the reviews of both the DEIR and RPDEIR, written responses to comments, and copies of the comments themselves. The County Board of Supervisors will certify the adequacy of and consider the Final EIR prior to taking action on the TGPA/ZOU.
- Adopting findings and a statement of overriding considerations. The County Board of Supervisors will adopt a set of findings that describe how each significant impact identified in the FEIR will be addressed (i.e., whether the impact would be mitigated, would be mitigated by another agency, or would be significant and unavoidable). If the County chooses not to approve any of the alternatives analyzed in the EIR, then the findings will also explain why those alternatives are infeasible. Because the Project is expected to result in significant and unavoidable impacts, in accordance with Section 15093(b) of the State CEQA Guidelines, the County will also adopt a statement of overriding considerations that explains the specific benefits of adopting the TGPA and ZOU.

CEQA establishes a process for analyzing a project's potential impacts. The FEIR is not a permit and CEQA does not mandate that a proposed project be approved or denied. CEQA's essential purposes are to ensure that public agencies make a good faith effort at disclosing the potential impacts of projects to decision-makers, the public, and other agencies, and implement actions that will reduce or avoid potential significant impacts (i.e., mitigation), when feasible. A project may be approved despite having significant and unavoidable impacts.

The County Board of Supervisors will use the FEIR to inform themselves of the Project's impacts before taking action. They will also consider other information and testimony that will arise during deliberations on the Project before making their decision.

1.2.1 Purpose of this Document

This FEIR (State Clearinghouse No. 2012052074) has been prepared according to CEQA and the State CEQA Guidelines (California Code of Regulations, Title 14, Chapter 3) to evaluate and disclose the potential environmental impacts associated with implementation of the TGPA/ZOU. This Project would implement targeted amendments to the County's General Plan and a new Zoning Ordinance

making the County's zoning regulations consistent with the General Plan (see Chapter 2, *Project Description*). The County may adopt all or portions of the Project after certifying the FEIR.

The Project would apply to those areas under the jurisdiction of the County—that is, county lands that are outside of the cities of Placerville and South Lake Tahoe and that are not under the jurisdiction of federal or state agencies or tribal lands. Because the Project would have indirect impacts on surrounding areas, the FEIR's analysis reaches beyond the unincorporated areas of the County.

1.2.2 General Plan and Zoning

California Planning Law requires each county and city to 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” (Government Code Section 65300). Under the law, a general plan must address the essential issues of land use, traffic circulation, housing, resource conservation, open space, noise, and safety. Because it is to “consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals,” the general plan establishes the framework for the county's future development pattern (Government Code Section 65302). The general plan's land use map illustrates the adopted development pattern. When applied to individual properties throughout the county, in some cases the general plan reflects current land use, and in others it describes the prospective use of the land.

As a policy document, the General Plan sets out El Dorado County's course, much like a constitution or charter. The General Plan's objectives and policies are implemented through specific plans, zoning, and other ordinances. Specific plans, zoning, and subdivision actions must be consistent with the policies of the General Plan. *Consistency* is defined by the State General Plan Guidelines as, “An action, program or project is consistent with the general plan if, considering all its aspects, it will further the objectives and of the general plan and will not obstruct their attainment.”

The County Zoning Ordinance regulates land uses. In contrast to the General Plan, which represents long-term policies, the Zoning Ordinance's regulations establish the specific standards under which current development may proceed. The zoning map assigns a specific zoning classification to each property in the county (except those located within the cities of Placerville and South Lake Tahoe, or on state, federal, or tribal land). Zoning classifications, such as R-1 (One-Family Residential) and CPO (Commercial Professional Office), establish the range of allowable uses for a specific property. Each zone includes development standards such as maximum building height, parking requirements, and building setbacks from roads and property lines. The Zoning Ordinance also contains general development standards and methods that allow some flexibility in applying its requirements, such as conditional use permits and variances.

For a more detailed discussion of planning and zoning written for the general public, please refer to the *California Planning Guide: An Introduction to Planning in California*, published by the Governor's Office of Planning and Research (2005). This document is available online at:

[http://opr.ca.gov/docs/California Planning Guide 2005.pdf](http://opr.ca.gov/docs/California_Planning_Guide_2005.pdf).

1.2.3 Level of Detail in this Document

This EIR analyzes proposed changes to policies and regulations, not a site-specific development project. Where appropriate, specific sections of the EIR previously certified with the adoption of the General Plan in 2004 are incorporated by reference; however, this EIR is not tiered from the 2004 EIR. Rather, this document is a new, stand-alone EIR. This EIR examines the TGPA/ZOU project in light of the reasonably foreseeable changes from existing conditions that would result from project implementation.

CEQA applies to many types of projects, large and small. In most cases, CEQA is triggered by site-specific development projects such as subdivisions or use permits. However, it also applies to broad projects such as amending the County General Plan and adopting an updated Zoning Ordinance. The level of detail in an EIR for a broad project is not as fine-grained as in a project-specific EIR.

The CEQA Guidelines state that “[t]he degree of specificity in an EIR will correspond to the degree of specificity involved in the underlying activity which is described in the EIR” (CEQA Guidelines Section 15146). Adoption of amendments to a general plan or zoning ordinance does not, in itself, result in direct impacts on the environment. The EIR for the Project addresses the secondary effects that can be expected to follow from the amendments. However, it is not as detailed as an EIR on a construction project would be. For example, the traffic analysis in Section 3.9, *Transportation and Traffic*, determines on a gross level whether development pursuant to the policies of the TGPA and ZOU would result in traffic congestion and where that congestion would occur. The analysis cannot, however, determine the specific street improvements that individual future development projects might need in order to avoid their site-specific impacts on the traffic system.

Also, the County is neither proposing the adoption of a new General Plan nor, other than the minor exceptions noted, proposing any changes in the General Plan land use diagram. As a result, the impacts of the Project often would be similar to those that would occur if the Project were not approved (that is, if the General Plan were not amended). The analyses in this EIR identify those key components of the project that are expected to result in impacts and differentiate those impacts from the impacts inherent in development pursuant to the General Plan.

The proposed TGPA and ZOU are described in general terms in this EIR. The full texts of the TGPA and ZOU are available at the County Community Development Agency Planning Services Public Counter at 2850 Fairlane Court in Placerville and on the County’s website:
http://www.edcgov.us/Government/LongRangePlanning/LandUse/TGPA-ZOU_Main.aspx.

1.2.4 Document Format

The format of this EIR is outlined below to assist the reader’s review of the document.

- **Executive Summary.** This summarizes the contents and findings contained in this FEIR. It also contains a brief description of the Project, identifies areas of controversy, describes public review procedures, and contains a summary table listing all project impacts, mitigation measures that have been recommended to reduce any significant impacts, and the level of significance of each impact following mitigation. The Executive Summary also includes a tabular comparison of the alternatives. Because portions of the DEIR were recirculated and the FEIR includes revisions to both the DEIR and the Recirculated Partial DEIR, this Executive Summary has been rewritten to reflect the FEIR.

- **Chapter 1** is this introduction to the FEIR. The discussion reflects the CEQA process through completion of the FEIR. It is also new to the FEIR.
- **Chapter 2** contains the project description. It summarizes the proposed TGPA and ZOU. Full copies of the TGPA and the ZOU are available for public review at the County Community Development Agency, Planning Services Public Counter at 2850 Fairlane Court in Placerville and at all El Dorado County Public Libraries.

Complete versions of the TGPA and ZOU are also available on the County's website at:

http://www.edcgov.us/Government/LongRangePlanning/LandUse/TGPA-ZOU_Main.aspx.

- **Chapter 3** consists of sections containing the environmental analysis for each environmental topic (e.g., aesthetics, air quality, noise). Those sections included in the Recirculated Partial DEIR replace the corresponding DEIR sections. Sections not included in the Recirculated Partial DEIR are carried over from the DEIR. Each section is organized according to the following framework.
 - Existing Conditions
 - Regulatory Setting
 - Environmental Setting
 - Environmental Impacts
 - Impact Mechanisms
 - Methods of Analysis
 - Thresholds of Significance
 - Impacts and Mitigation Measures
- **Chapter 4** contains discussion of the project alternatives. As allowed by CEQA, most of the impacts of these alternatives are evaluated at a more general level than the analyses contained in Chapter 3. Section 4.5, *Range of Alternatives for Analysis*, was part of the Recirculated Partial DEIR and replaces the corresponding DEIR section.
- **Chapter 5** contains discussions of additional topics required by CEQA, including growth-inducing impacts, cumulative impacts, unavoidable impacts, and significant irreversible environmental changes. Chapter 5 was included in the RPDEIR and replaces the corresponding DEIR chapter.
- **Chapter 6** lists the organizations and persons consulted in preparation of the FEIR and the FEIR preparers.
- **Chapter 7** contains a reference list of sources cited in this FEIR. This includes references from the DEIR and the RPDEIR, and additional references cited in the responses to comments or EIR text revisions.
- **Chapter 8** contains master responses to the comments received on the DEIR and RPDEIR.
- **Chapter 9** contains the comments received on the DEIR and RPDEIR and the county's responses. Supporting materials submitted with the comments can be reviewed at the County Community Development Agency, Planning Services Public Counter at 2850 Fairlane Court, Placerville. They can also be viewed online at the County's TGPA/ZOU website:
http://www.edcgov.us/Government/LongRangePlanning/LandUse/TGPA-ZOU_Main.aspx.

- **Appendices A through E** contain the (A), NOP and Initial Study, (B) comments on the NOP, (C) Mixed-use Guidelines, (D) traffic study methodology, and (E) strikeout/underline text of the substantive changes made to the DEIR and RPDEIR. Appendix D has been revised to reflect the traffic methodology used in the RPDEIR. The text changes shown in Appendix E do not include minor editorial changes made to the DEIR and RPDEIR such as corrections of spelling and grammar, and typographical errors.

1.3 Intended Use of this Document

This EIR examines the potential impacts of the project (the proposed TGPA and ZOU), as well as the proposed new design guidelines. The FEIR will be considered by the County Board of Supervisors prior to taking final action on the project.

1.4 Final Environmental Impact Report

Lead agencies often prepare what is essentially a two-part FEIR where the first part consists of a document labelled as the FEIR that contains the comments received on the DEIR, the responses to those comments, and any errata or revisions to be made to the DEIR, and the second part consists of the DEIR. Taken together, these two documents comprise the FEIR.

The TGPA/ZOU EIR does not take this approach. The FEIR consists of the revised DEIR and RPDEIR chapters, with additional chapters containing the comments on the DEIR and RPDEIR and the response to comments. The FEIR reflects revisions made in response to comments on the DEIR and RPDEIR, as well as those corrections to the text made for purposes of clarity. The FEIR is a single document and its contents supersede those of the DEIR and RPDEIR on which it is based.

The advantage to this approach is that there is no need to cross-reference between the Final and Draft EIRs. All of the changes made to the DEIR and RPDEIR are directly integrated into the single FEIR.

2.1 Project Overview

The project consists of targeted amendments to the El Dorado County General Plan (TGPA), a comprehensive zoning ordinance update (ZOU), and design standards and guidelines, including those for mixed-use development. The TGPA and the ZOU considered together (TGPA/ZOU) constitute the proposed project (Project) being analyzed in this Final Environmental Impact Report (FEIR) pursuant to the California Environmental Quality Act (CEQA). El Dorado County is illustrated in Figure 2-1. The project applies to those areas that are under County jurisdiction (Figure 2-2).

The County General Plan was adopted in 2004. Following completion of the first 5-year review of that plan, the Economic Development Advisory Committee (EDAC), Regulatory Reform Subcommittee, and County staff, after an extensive public outreach and participation process, developed a set of targeted amendments (the TGPA) to the policies adopted in the 2004 plan and implementation actions for the General Plan policies. The primary implementing actions for the General Plan are the ZOU and the development of design standards and guidelines for mixed-use development. As part of this Project, the County will also consider amending the Camino/Pollock Pines Community Region Boundary (Figure 2-3) and Agricultural District Boundaries (Figure 2-4) in the General Plan.

The Project does not involve the adoption of a new County General Plan. Except for the targeted amendments described in this chapter, the current General Plan would remain unchanged. A comprehensive update to the Zoning Ordinance is proposed as a part of the Project, but many of the same uses are retained. Major new uses being proposed in the ZOU are examined at a general level in the pertinent impact analyses. All changes proposed in the ZOU are consistent with the existing General Plan land use designations and existing policies or with the proposed amended policies and minor land use diagram (map) corrections.

2.2 Project Location

El Dorado County encompasses 1,805 square miles in east-central California. The county's westernmost portion contains part of Folsom Lake and the county's eastern boundary is the California-Nevada state line. The county is topographically divided into two zones. The northeast corner of the county is in the Lake Tahoe Basin, while the remainder of the county is in the area referred to regionally as the *West Slope*—the area west of Echo Summit (Figure 2-1). Eldorado and Tahoe National Forests comprise a major portion of the eastern portion of the county.

This Project is limited to the unincorporated portions of the county. The areas within the county boundaries that are not under County jurisdiction and therefore not subject to regulation by the County through the General Plan and Zoning Ordinance include federal lands such as National Forest lands (Eldorado National Forest, Tahoe National Forest, Lake Tahoe Basin Management Unit), Bureau of Land Management lands, Bureau of Reclamation lands (Folsom Lake); state lands at the Marshall Gold Discovery State Historic Park and state parks along the Lake Tahoe shore; tribal lands

such as the Shingle Springs Rancheria; and land within the incorporated cities of Placerville and South Lake Tahoe (Figure 2-2).

Nearly half the land area of the county falls under the jurisdiction of such entities (El Dorado County 2003). The population of the unincorporated area of the county was estimated to be 149,167 in 2011 (U.S. Census Bureau 2012). The County seat is in the incorporated city of Placerville, 45 miles northeast of Sacramento. The city of Placerville's population was estimated by the U.S. Census to be 10,383 in 2011. The city of South Lake Tahoe, with a 2011 population estimate of 21,388, is the largest city in the county.

The Project would take effect county-wide in those areas that are under County jurisdiction (Figure 2-2), including communities such as El Dorado Hills, Cameron Park, Shingle Springs, El Dorado, Diamond Springs, greater Placerville, Camino, Pollock Pines, and north and south county rural communities. A number of the unincorporated communities within the county are covered by the adopted specific plans and area plan listed below, in addition to the County General Plan. None of these plans are proposed for amendment as part of the Project.

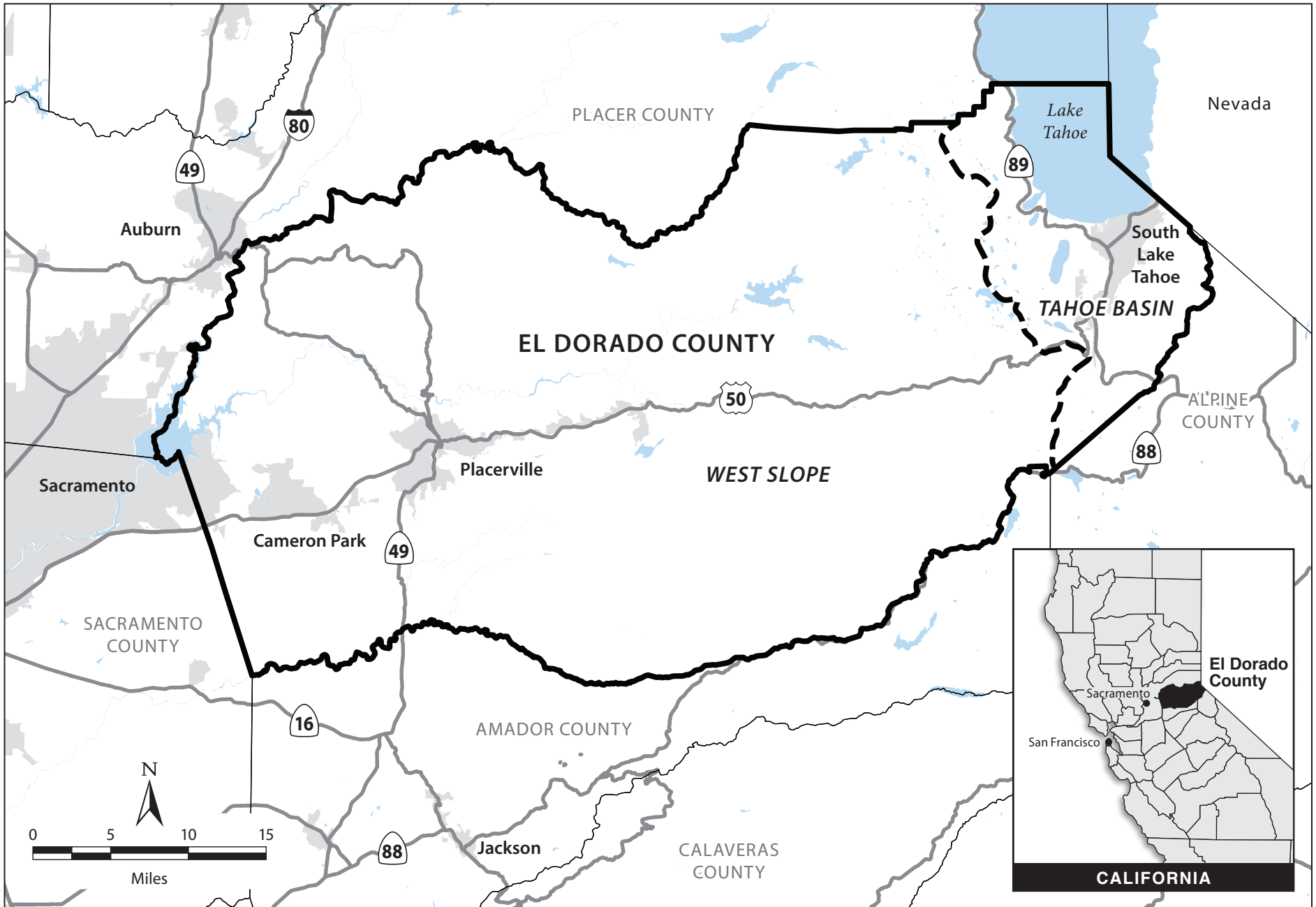
- Meyers Area Plan
- Carson Creek Specific Plan
- Promontory Specific Plan
- Valley View Specific Plan
- El Dorado Hills Specific Plan
- Bass Lake Hills Specific Plan
- North West El Dorado Hills Specific Plan

2.3 Project Objectives

The County's purpose in proposing the TGPA and the ZOU is to update the General Plan and Zoning Ordinance to better provide a framework for future development in the County that takes into account population growth, economic factors, demographics, and community needs and wants. The key objectives for the Project are listed in Sections 2.3.1 and 2.3.2.

2.3.1 TGPA Objectives

- Encourage and support the development of housing affordable to the moderate income earner.
- Promote and support the creation of jobs.
- Increase capture of sales tax revenues.
- Promote and protect agriculture in the county.
- Revise existing General Plan policies and land use designations to provide clarity while keeping land use map changes to a minimum.



Graphics ... 0010312 (6-17-15)



Figure 2-1
Regional Location

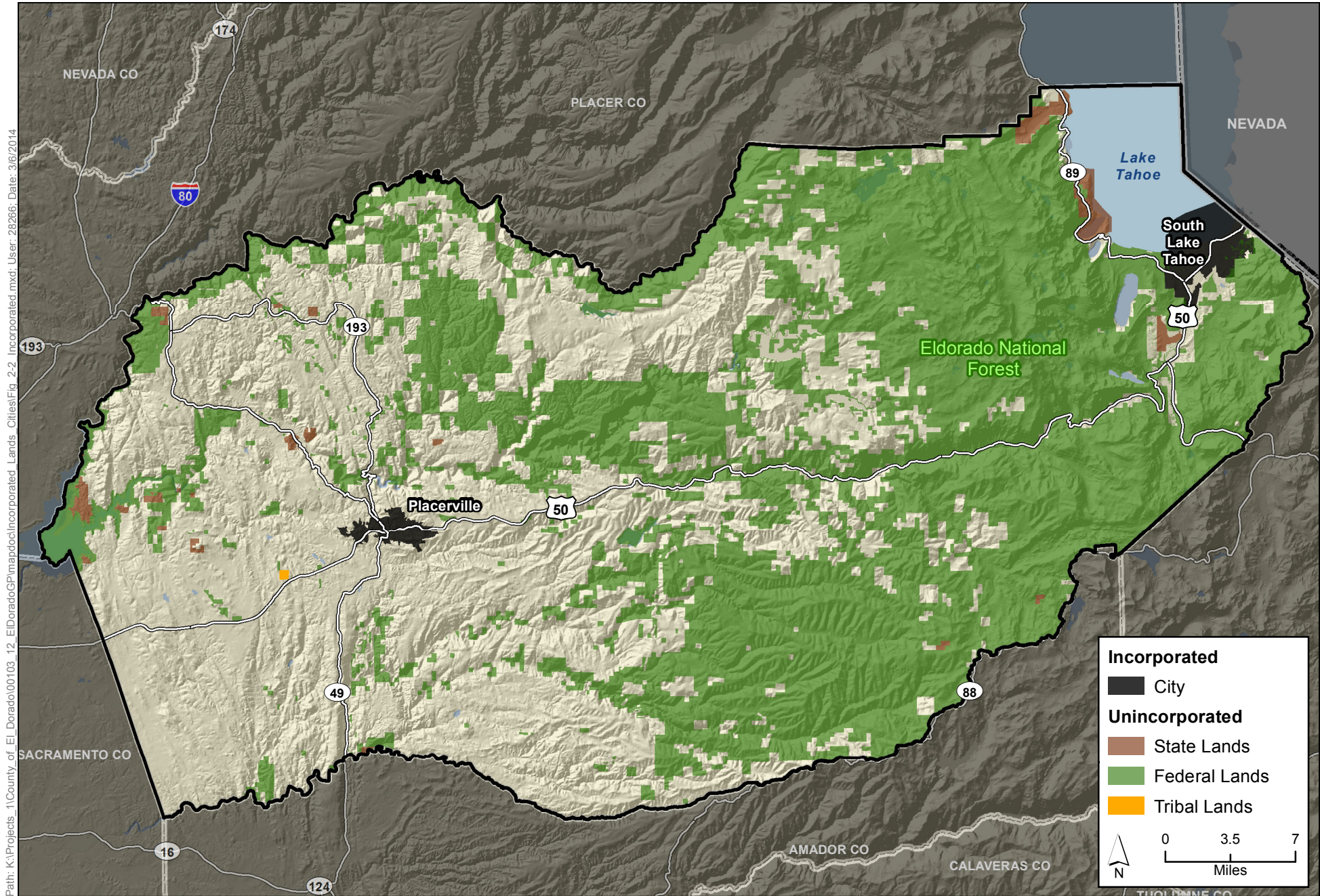
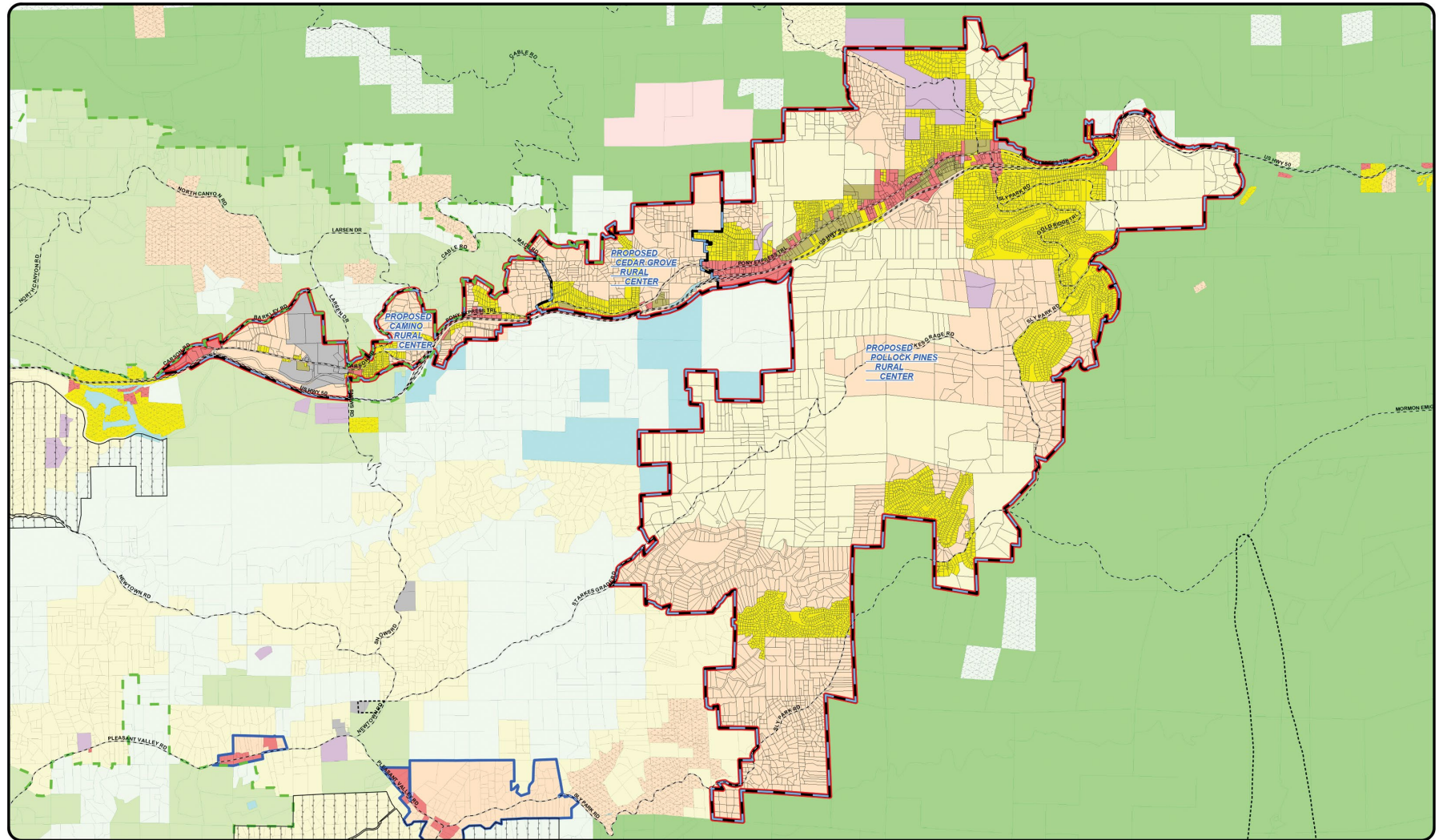


Figure 2-2
El Dorado County
Incorporated Cities and Unincorporated Lands



- LEGEND:**
- Agricultural Lands 1 DU/20 ac.
 - Commercial
 - High Density Residential 1 - 5 DU/ac.
 - Industrial
 - Low Density Residential 1 DU/5 ac.
 - Medium Density Residential 1 DU/ac.
 - Multi Family Residential 5 - 24 DU/ac.
 - Natural Resources At or below 3,000' elevation - 1 DU/40 ac. Above 3,000' elevation - 1 DU/160 ac.
 - Open Space
 - Public Facilities
 - Rural Residential 1 DU/10 - 160 ac.
 - Tourist Recreational
 - Important Biological Corridor Overlay
 - Agricultural District Overlay
 - Pledged Lands Overlay
 - Mineral Resources Overlay
 - Community Region Boundary
 - Existing Rural Center Boundary
 - Proposed Rural Center Boundary

PROPOSED MODIFICATION TO CAMINO / POLLOCK PINES COMMUNITY REGION

Source: El Dorado County Planning Services 2012.

NOTES:

Land use data is developed and maintained by the El Dorado County Planning Department - GIS Division. This map was created as part of the general plan update process.

Parcel lines and road data are provided for informational purposes only. This data is developed and maintained by the El Dorado County Surveyors' Office - GIS Division. This document was compiled from various sources, public and private; the accuracy of which may not have been verified by the County of El Dorado. The County does not warrant, expressly or impliedly, the accuracy or validity of the parcel lines and road data contained in this document. Users of this information are their own risk, and are encouraged to verify any information contained or depicted in this document.

For precise airport safety zone boundary locations, see large scale map maintained by the Planning Department.

For more precise information regarding the Texas Hill Reservoir Title Line boundary, contact the El Dorado Mapping Office.

Parcel base courtesy: GIS/2009

Map Created By:

El Dorado County Surveyors' Office
GIS Division
365 Fair Ln.
Placerville, CA 95667
(925) 621-4511
<http://www.eldorado.ca.gov/surveyor/>

Map displayed in State Plane Coordinate System
(NAD 1983 California Zone 2, feet)

Graphics ... 00103.12 (11-7-12)



**Figure 2-3
Camino/Pollock Pines Community Region**

Graphics ... 00103:12 (11-5-12)

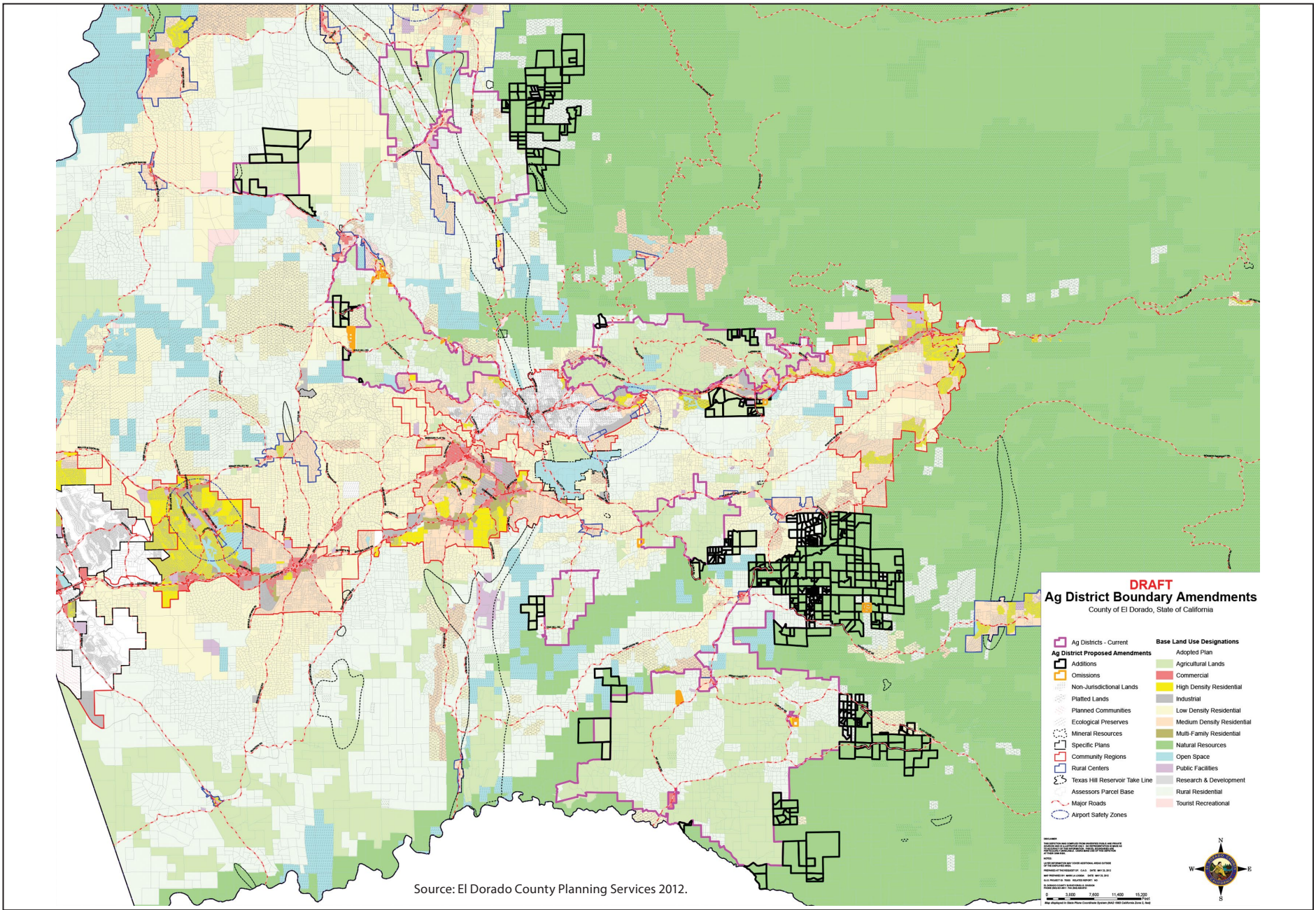


Figure 2-4
Agricultural District Boundaries

2.3.2 Zoning Ordinance Update Objectives

- Update the zoning map to conform to the General Plan land use designations.
- Eliminate conflicting provisions within the existing ordinance.
- Add provisions to facilitate General Plan Implementation Measures.
- Reorganize the ordinance for ease of use.
- Update the text of the ordinance to bring it into conformance with the General Plan and to incorporate modern implementation tools.
- Create new zones to reflect current zoning needs.
- Delete obsolete zones.
- Create overlay zones to more effectively implement General Plan policies.
- Expand allowed uses in the agricultural and rural land zones (including forest resource and TPZ) to provide opportunities for agricultural support, recreation, and rural commerce.
- Provide a range of intensities for home occupations, based on size and zoning of parcels, addressing the issues of accessory structures, customers, and employees.
- Modify zoning for Williamson Act contracted and rolled out land to reflect the underlying General Plan land use designations. “Rolled out” means land on with the Williamson Act contract has been non-renewed and will expire at the end of its term.
- Provide a range of commercial zones that specify the type, design, and location of commercial uses, consistent with the General Plan.

2.4 Description of the Project

The County is proposing targeted amendments to certain General Plan policies and land use designations and a comprehensive update to the Zoning Ordinance. The preliminary draft TGPA and draft comprehensive ZOU were circulated for public review and comment. Comments received during the review process were taken into consideration in preparing the TGPA and ZOU.

The proposed General Plan amendments and changes to the Zoning Ordinance are summarized below. The full texts of the proposed TGPA and ZOU, with the changes from the existing General Plan marked, are available for review at the County Community Development Agency, Planning Services Public Counter at 2850 Fairlane Court in Placerville and at all of the El Dorado County Public Libraries. Electronic copies are also available on the County website at http://www.edcgov.us/Government/LongRangePlanning/LandUse/TGPA-ZOU_Main.aspx. The *El Dorado County Mixed-use Design Guidelines* are found in Appendix C of this FEIR.

2.4.1 Targeted General Plan Amendments

Amendments are proposed for the General Plan elements listed below.

- Land Use
- Transportation and Circulation

- Public Services and Utilities
- Public Health
- Safety and Noise
- Conservation and Open Space
- Agriculture and Forestry

No changes are proposed to the Housing Element, which was adopted October 29, 2013. Some of the changes to the Land Use Element are prompted by changes to the State Planning and Zoning Law that now requires general plans to provide high-density residential designations to accommodate the potential for lower income housing (Chapter 664, Statutes of 2008. Effective January 1, 2009).

The majority of the Project's proposed General Plan amendments consist of policy changes within the existing General Plan designations (i.e., they are changes to the General Plan text). The Project also includes a limited number of proposed changes to the land use map and General Plan Land Use Designations. These map changes are proposed in order to correct mapping errors in the adopted General Plan land use map, many of which were identified during the Zoning Map update process and affect approximately 0.10% of existing parcels within the county.

While the TGPA includes a number of specific amendments to General Plan policies, most of the current General Plan's policies would remain unchanged. Maps and a list showing the proposed changes are available at <http://www.edcgov.us/landuseupdate/>.

Land Use Map Changes

The General Plan designates planned land uses in the county, such as Commercial, Industrial, Residential (with densities ranging from Multi-Family to Rural Residential), Agricultural, Natural Resources, and Open Space on the land use map. The TGPA does not change the General Plan land use designations for individual properties, except where necessary to correct a small number of land use map errors (approximately one tenth of one percent of the existing parcels) discovered subsequent to the adoption of the General Plan in 2004. These corrections are identified on the Draft General Plan Amendment map (Figures 2-5a-5l).

The proposed land use map changes are described below and are shown in Figures 2-3, 2-4, and 2-5a-2-5l.

1. **Camino/Pollock Pines Community Region.** The General Plan identifies a number of existing communities as "Community Regions" in order to "provide opportunities that allow for continued population growth and economic expansion while preserving the character and extent of existing rural centers and urban communities, emphasizing both the natural setting and built design elements which contribute to the quality of life and economic health of the County." These communities are "those areas which are appropriate for the highest intensity of self-sustaining compact urban-type development or suburban type development within the County" (General Plan Objective 2.1.1 and Policy 2.1.1.2).

The General Plan also identifies "Rural Centers" within the County "as centers within the Rural Regions which provide a focus of activity and provide goods and services to the surrounding areas." As explained in the General Plan, "Rural Center boundaries establish areas of higher intensity development throughout the rural areas of the County based on the availability of

NOTES:
 Amendments are intended only to reflect minor map errors when property lines did not match land use designations, where existing land uses were not reflected accurately, and where minor GIS data requirements have been identified.
 This map was prepared in the map series is a combination of Area Plan, zoning maps and the 2012 General Plan.
 This document was compiled from many sources, public and private. The accuracy of information is not warranted by the County of El Dorado. The County does not warrant, represent or guarantee the accuracy or validity of information contained in this document. Users therefore use the information at their own risk, and are encouraged to verify any information contained or derived in this document.
 Land use data is developed and maintained by the El Dorado County Department Services Department, Planning Division. This map was a modified version of the parcel-based information.
 Parcel lines and land data developed and maintained by the El Dorado County Surveyor's Office - GIS Division.
 The report and/or maps are shown for informational purposes only. For general information only. The report and/or maps are not intended to be used for any other purpose.
 The County of El Dorado is a public agency and is not liable for any damages, including consequential, special or punitive damages, arising from the use of the information contained in this document.
 Approved by the Board of Supervisors on 11/15/12. Approved by the Board of Supervisors on 11/15/12.
 Prepared by: El Dorado County Planning Services, March 2012.

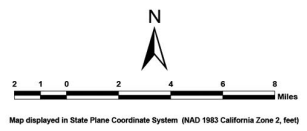


Source: El Dorado County Planning Services 2012.

Draft General Plan Amendments

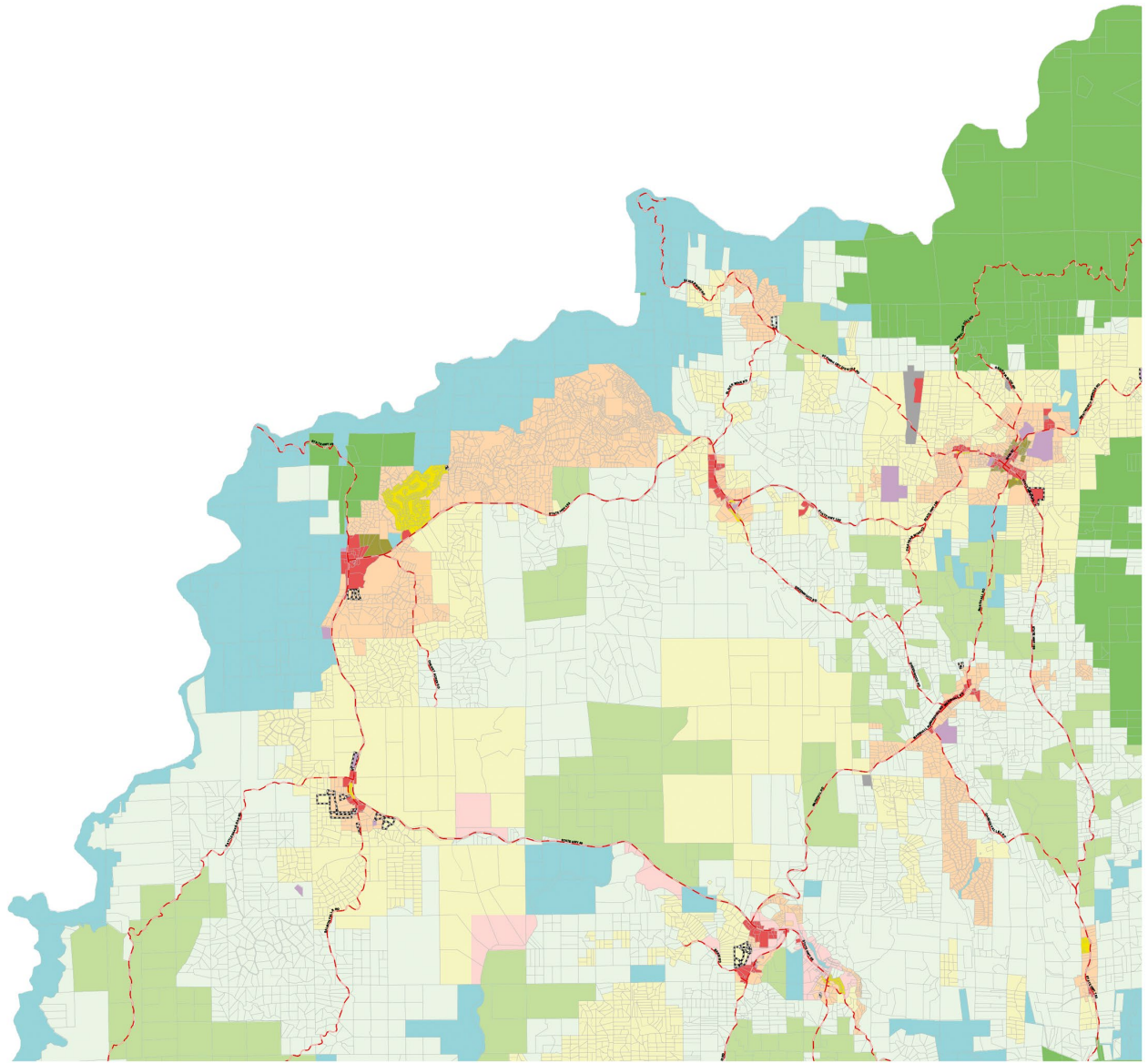
Legend			
Adapted Plan	Low Density Residential	Public Facilities	Parcel Base
Agriculture Lands	Medium Density Residential	Research & Development	Major Roads
Commercial	Multi-Family Residential	Recreation	
High Density Residential	Medium Density Residential	Special Development	
Industrial	Open Space	Unincorporated	
		Development Potential	

Map Created by: Anne Rupp, GIS Analyst II
 Approved by: El Dorado County
 Date: 04/27/2012
 For: El Dorado County Planning Department
 2012 Future Land Use
 Planning, CA 95761
 (916) 731-1555



**Figure 2-5a
 Land Use Map Changes**





NOTES:

Amendments are intended to reflect minor map errors when preparing final draft maps that are approved, where existing land uses were not reflected accurately, and where minor GSA data mapping errors have been identified.

The zoning represented in this map series is a compilation of Area Plan Zoning Maps and the 1982 Zoning Map.

This document was compiled from many sources: public and private; the accuracy of which was not verified by the County of El Dorado. The County does not warrant, expressly or impliedly, the accuracy or validity of information contained in this document. Users therefore use this information at their own risk, and are encouraged to verify any information contained or depicted in this document.

Land use data is developed and maintained by the El Dorado County Development Services Department, Planning Division. This map series is a modified version of the parcel data submitted to the County.

Parcel data and land data developed and maintained by the El Dorado County Surveyor's Office - GIS Division.

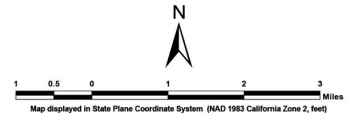
The report solely conveys information for informational purposes only. For precise detail, users should consult the original data source. No legal advice can be provided by the Planning Division. Exclusion of liability in a building case will have been determined that the lot should be used for Agricultural purposes or for other purposes based on the same mapping as shown on the Williamson Act Contract.

Approval of mapping data by El Dorado County is not a warranty or endorsement.

Parcel Data Map Current: March 2012 GIS ID: 11004_1

Draft General Plan Amendments

Adopted Plan	Low Density Residential	Public Facilities	Parcel Base
Agricultural Lands	Medium Density Residential	Research & Development	Major Roads
Commercial	Multi-Family Residential	Rural Residential	
High Density Residential	Natural Resources	Tourist/Recreational	
Industrial	Open Space	Amendment Parcel	



Map Created By: Frank Brink, GIS Analyst II
 Planning Division, El Dorado County
 Date: April 23, 2012
 For: El Dorado County Planning Department
 2000 Parkway East
 Placerville, CA 95667
 (925) 271-5000

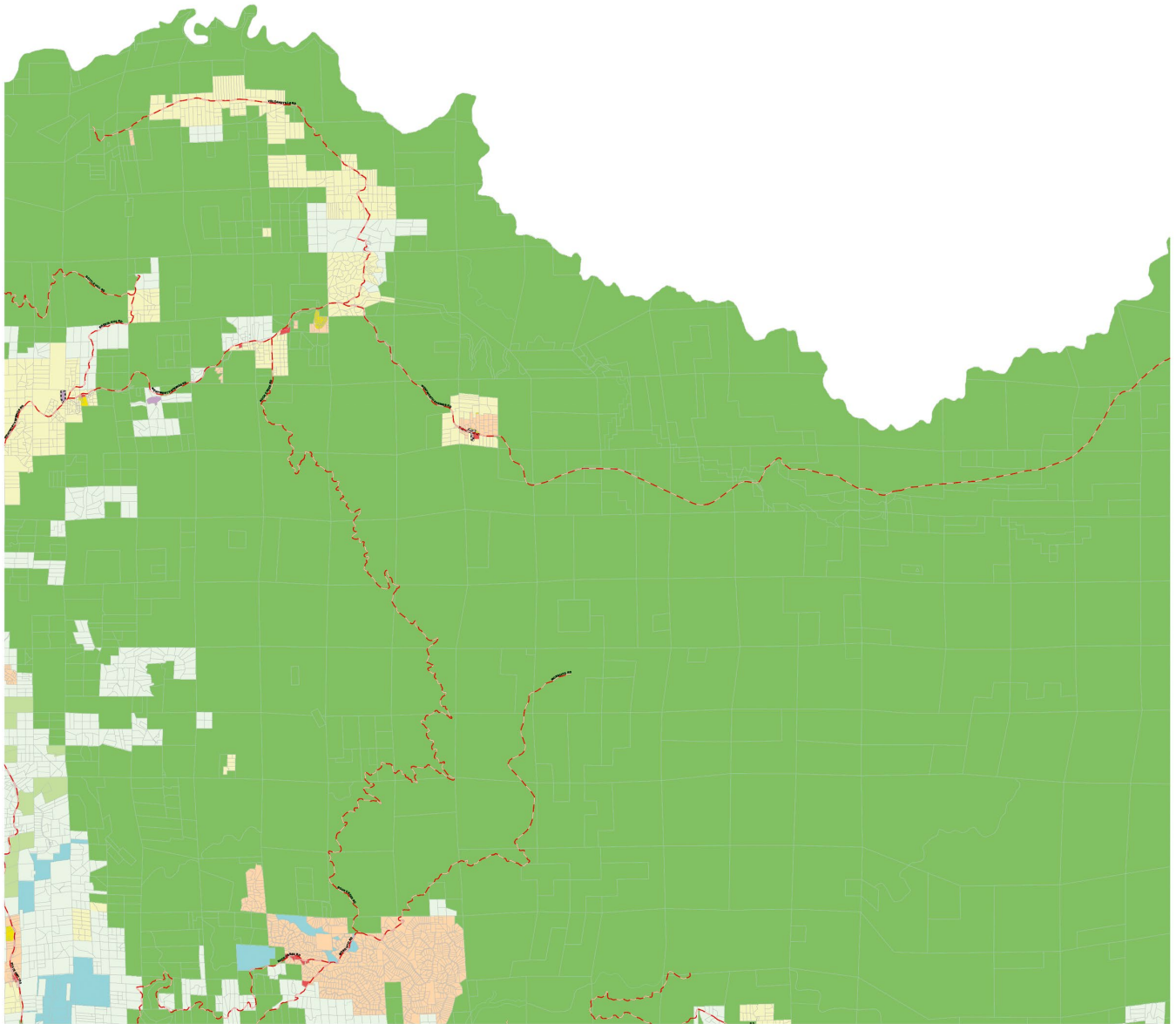


Graphics: ... 00103.12 (11-5-12)

Source: El Dorado County Planning Services 2012.



**Figure 2-5b
 Land Use Map Changes
 Sheet 1**



NOTES:

Amendments are intended only to reflect those map areas where property lines did not match best use designations, where existing land uses were not reflected accurately, and where minor GIS data mapping errors have been identified.

The zoning represented in this map series is a compilation of Active Plan Zoning Maps and the 1995 Zoning Map.

This document was compiled from many sources – public and private – the accuracy of which was not verified by the County GIS Division. The County does not warrant, expressly or impliedly, the accuracy or validity of information contained in this document. Check boundaries and the placement of your name, and are encouraged to verify any information contained or depicted in this document.

Land use data is developed and maintained by the El Dorado County Development Services Department, Planning Division. This map uses a modified version of the parcel base released to GIS.

Parcel base and road data developed and maintained by the El Dorado County Surveyor's Office - GIS Division.

The report only serves as a reference for informational purposes only. For further detail, please contact the Planning Division.

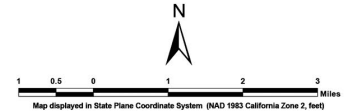
El Dorado County is a leading green world. It has been determined that the best way to ensure a sustainable future is to protect our natural resources and the open spaces in which we live.

Approved (S) Holdings zone in Tahoe State on Block list not already used.

Parcel Base Map Current: March 2012 GIS ID: 10006_7

Draft General Plan Amendments

- | | | | |
|--------------------------|----------------------------|------------------------|-------------|
| Adopted Plan | Low Density Residential | Public Facilities | Parcel Base |
| Agricultural Lands | Medium Density Residential | Research & Development | Major Roads |
| Commercial | Multi-Family Residential | Rural Residential | |
| High Density Residential | Natural Resources | Tourist Recreational | |
| Industrial | Open Space | Amendment Parcel | |

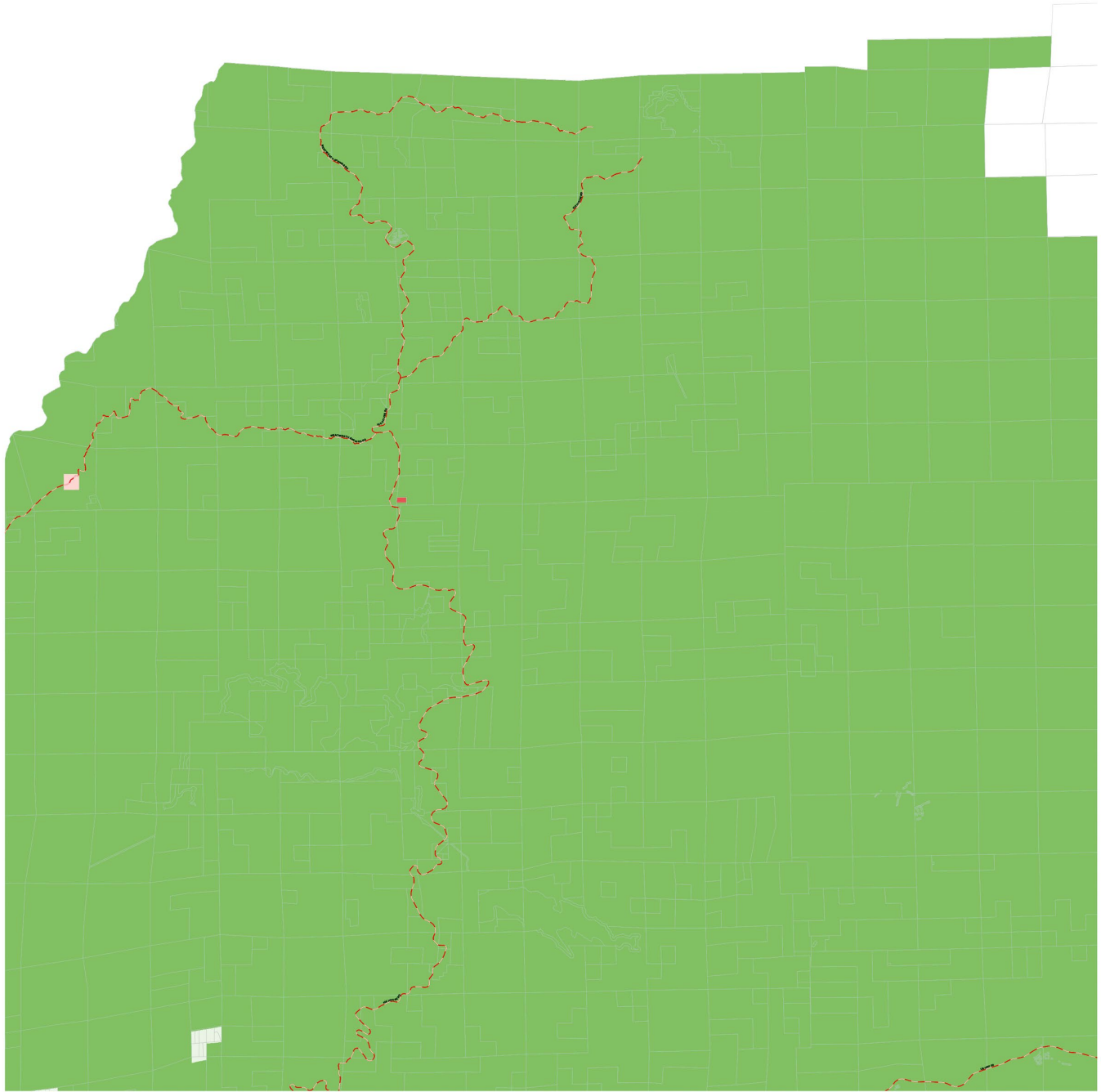


Source: El Dorado County Planning Services 2012.

**Figure 2-5c
Land Use Map Changes
Sheet 2**



Graphics: ... 00103.12 (11-5-12)



NOTES:

Amendments are intended only to reflect minor map errors where property lines did not match land use designations, where existing land uses were not reflected accurately, and where newer GIS data mappings have been identified.

The zoning represented in this map series is a compilation of Area Thin Zoning Maps and the 1995 Zoning Map.

This document was compiled from many sources - public and private - the accuracy of which was not verified by El Dorado County. The County does not warrant, guarantee or identify the accuracy or validity of information contained in this document. Users familiar with the information in their own files, and who recognized the errors, are encouraged to notify any information contained or depicted in this document.

Land use data developed and maintained by the El Dorado County Development Services Department - Planning Division. This map series is a compiled version of the parcel base information contained in this document.

Parcel base and road data developed and maintained by the El Dorado County Surveyor's Office - GIS Division.

The report and maps are shown for informational purposes only. For further project safety zone boundary location, see large scale map maintained by the Planning Division.

Customized map created by El Dorado County. This map series is a compiled version of the parcel base information contained in this document.

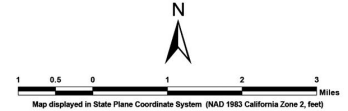
Amendment (X) holding zones in Table Based on those lists not already listed.

Map currency: March 2012

065-01700A-3

Draft General Plan Amendments

Adopted Plan	Low Density Residential	Public Facilities	Parcel Base
Agricultural Lands	Medium Density Residential	Research & Development	Major Roads
Commercial	Multi-Family Residential	Rural Residential	
High Density Residential	Natural Resources	Tourist Recreational	
Industrial	Open Space	Amendment Parcel	

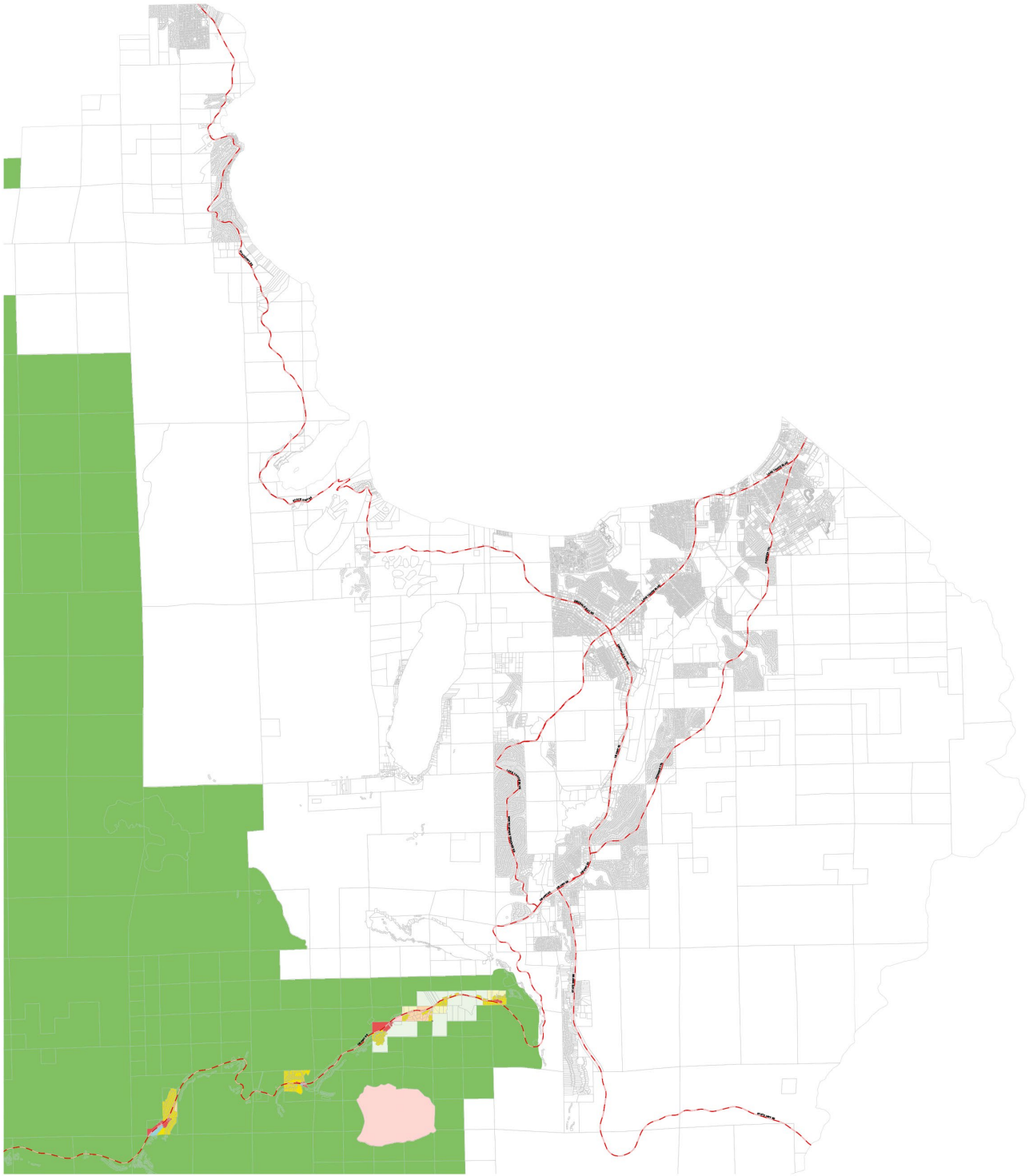


Source: El Dorado County Planning Services 2012.

**Figure 2-5d
 Land Use Map Changes
 Sheet 3**



Graphics: ... 00103.12 (11-5-12)



NOTES

Amendments are intended only to reflect those map areas where property lines did not match best use designations, where existing land uses were not reflected accurately, and where minor GIS data mapping errors have been identified.

The zoning represented in this map series is a compilation of Area Plan Zoning Maps and the 2005 Zoning Map.

This document was compiled from many sources - public and private. The accuracy of which was not verified by the County GIS Division. The County does not warrant, implicitly or explicitly, the accuracy or validity of the information contained in this document. Users should consult the appropriate local, state, and federal agencies for more information contained or referred to in this document.

Land use data is developed and maintained by the El Dorado County Development Services Department, Planning Division. This map series is a compiled version of the parcel base information in GIS.

Parcel base and road data developed and maintained by the El Dorado County Surveyor's Office - GIS Division.

The general map series are shown for informational purposes only. For precise project safety zone boundary locations, see large scale maps maintained by the Planning Division.

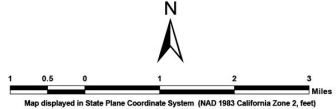
Each time a modification is a liability one, and it has been determined that the list should be used as a guide only. The Planning Division is not responsible for the accuracy of the information in this document.

Amendments (A) holding zones in Table State on Board line not already listed.

Parcel Base Map County: March 2012 GIS © 2008, 4

Draft General Plan Amendments

- Legend**
- Agricultural Lands
 - Commercial
 - High Density Residential
 - Industrial
 - Low Density Residential
 - Medium Density Residential
 - Multi-Family Residential
 - Natural Resources
 - Open Space
 - Public Facilities
 - Research & Development
 - Rural Residential
 - Tourist Recreational
 - Amendment Parcel
 - Parcel Base
 - Major Roads



Map Created By: Frank Budge, GIS Analyst II
 Computer Office, El Dorado County
 Date: Sept 27, 2012
 For: El Dorado County Planning Department
 2012 Land Use Map Series
 Parcel Base Map County
 (08/27/12 9:58:51)

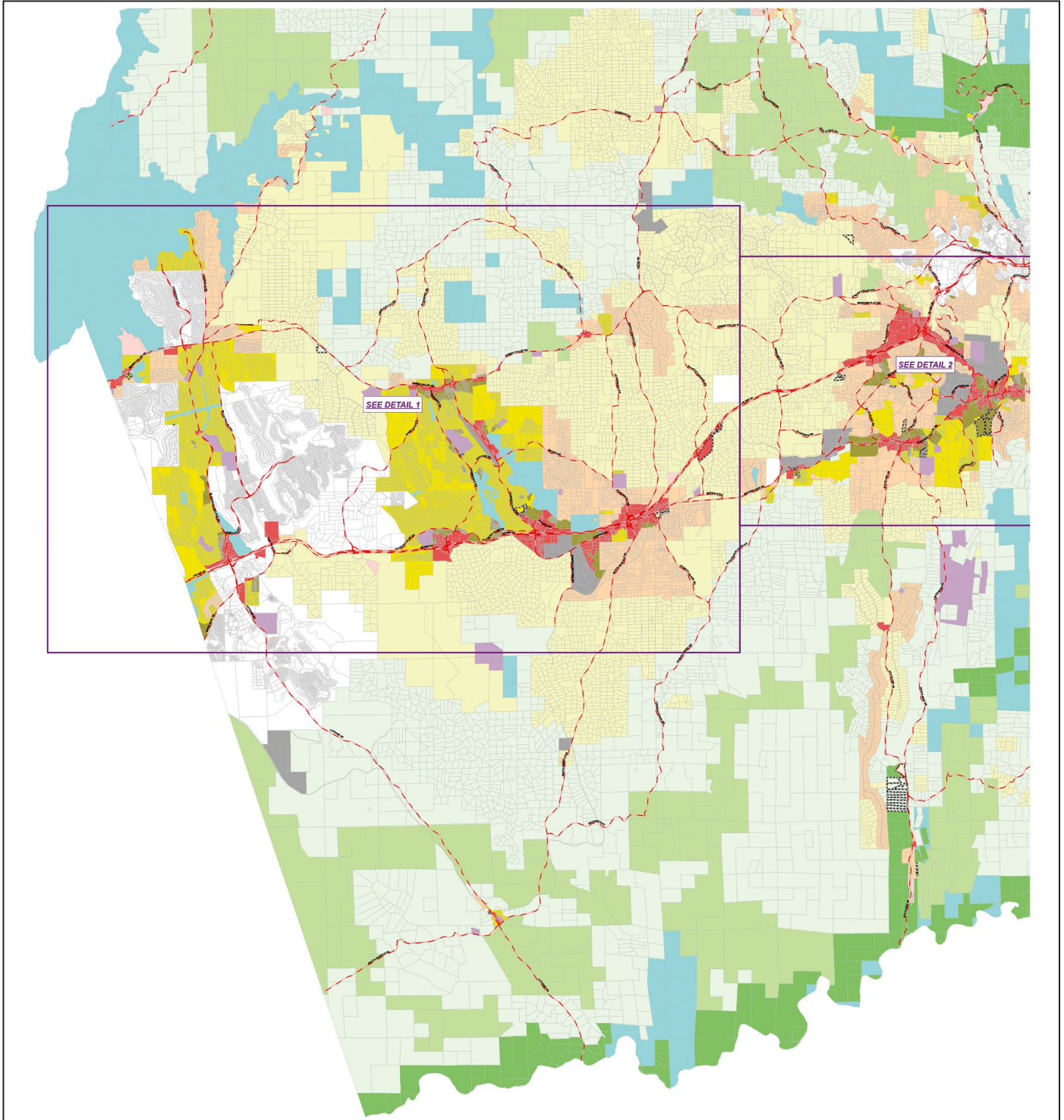
1	2	3	4
5	6	7	8

Source: El Dorado County Planning Services 2012.

Graphics: ... 00103.12 (11-5-12)



**Figure 2-5e
 Land Use Map Changes
 Sheet 4**



NOTES:

Amendments are intended only to reflect zoning map areas where property lines did not match land use designations, where existing zoning was not reflected accurately, and where new GIS data mapping errors have been identified.

The zoning represented on this map is a compilation of data from the County Zoning Map and the 1982 Zoning Map.

The boundary lines represent the zoning map, utility and other lines. The extent of which was not verified by the County of El Dorado. The County does not warrant, expressly or implicitly, the accuracy or validity of information contained in this document. Users should use the information at their own risk, and are encouraged to verify any information contained or displayed in this document.

Land use data is developed and maintained by the El Dorado County Development Services Department, Planning Division. The map area is a partial section of the parcel base identified below.

Parcel base and land data developed and maintained by the El Dorado County Geographer's Office, GIS Division.

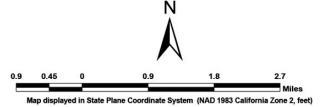
The project study areas are shown for informational purposes only. For purposes of public safety, some boundary lines, and other data may be contained in the Planning Division's Customer Application or Planning Application based on the data existing on the date the Planning Application was submitted.

Approval of this document is subject to the terms and conditions of the contract with the Planning Division.

Partial Base Map Copyright: March 2012 GIS ID: 10304_3

Draft General Plan Amendments

- | | | | |
|--------------------------|----------------------------|------------------------|-------------|
| Agricultural Lands | Low Density Residential | Public Facilities | Parcel Base |
| Commercial | Medium Density Residential | Research & Development | Major Roads |
| High Density Residential | Multi-Family Residential | Rural Residential | |
| Industrial | Natural Resources | Tourist Recreational | |
| | Open Space | Amendment Parcel | |



Map Created By: Frank Smith, GIS Analyst
 Planner's Office, El Dorado County
 Date: Sept 27, 2012
 For: El Dorado County Planning Department
 2000 Parkway Blvd
 Placerville, CA 95667
 (925) 871-1000

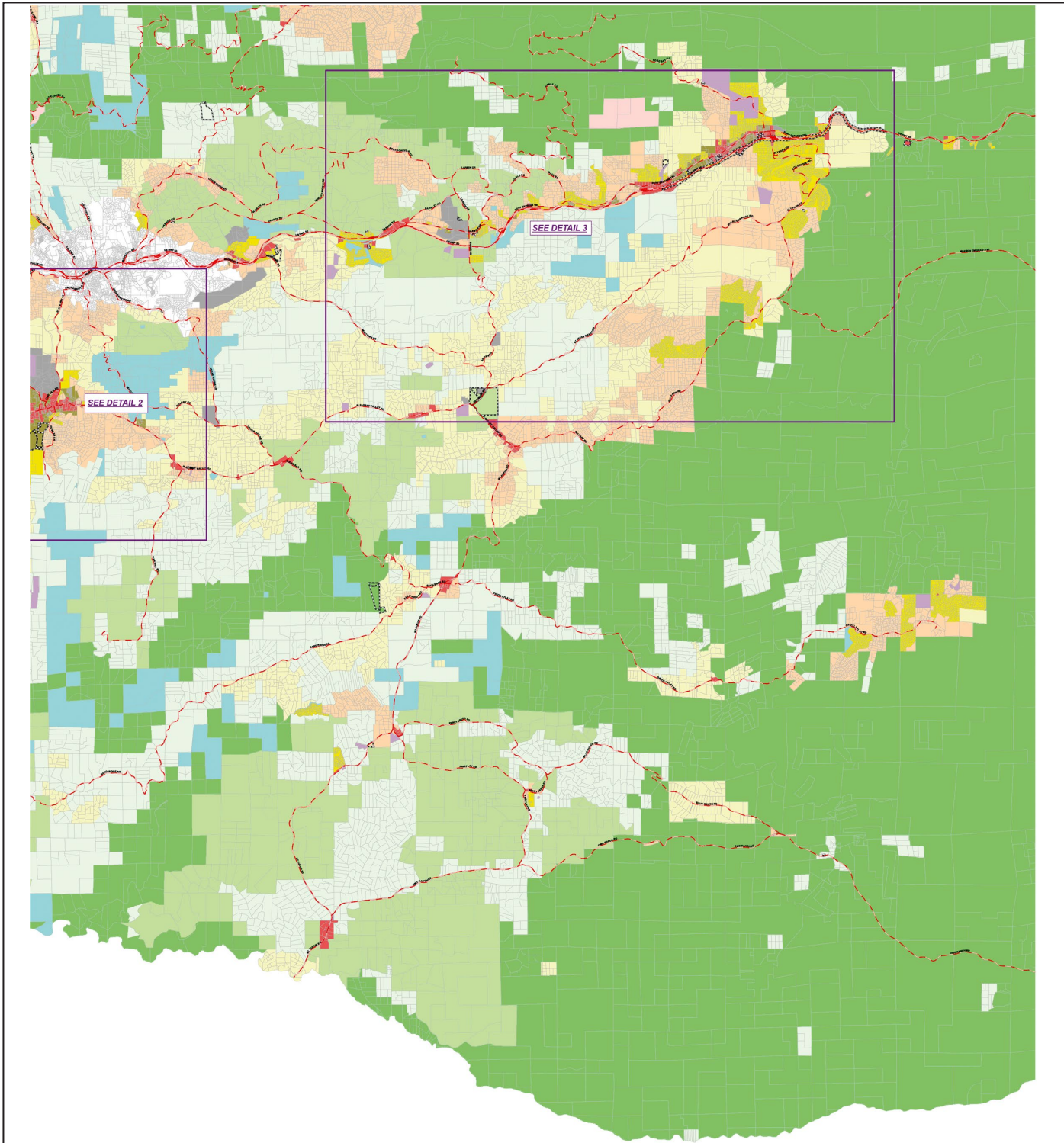


Source: El Dorado County Planning Services 2012.

Graphics: ... 00103.12 (11-5-12)



**Figure 2-5f
 Land Use Map Changes
 Sheet 5**



NOTES

Amendments are intended only to reflect minor map areas where property lines did not match land use designations. Where existing land uses were not indicated accurately, and where minor GIS data mapping errors have been identified.

The map presented in this map series is a compilation of the 2012 General Plan and the 2012 Zoning Map.

The boundaries are intended to represent general public purposes. The accuracy of which has not been verified by the County of El Dorado. The County does not warrant, explicitly or implicitly, the accuracy or validity of information contained in this document. Users should verify the information at their own risk, and are encouraged to verify any information contained or displayed in this document.

Land use data is developed and maintained by the El Dorado County Development Services Department, Planning Division. This map series is a partial revision of the information related to below.

Unimproved and undeveloped lands developed and maintained by the El Dorado County Surveyor's Office, GIS Division.

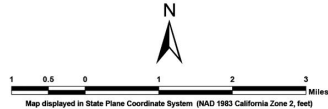
The report tables are shown for informational purposes only. For precise court utility area boundary locations, visit large scale maps maintained by the Planning Division. Future Agricultural or Multi-Family uses will have been determined that the lot should be used Agricultural Zoning or General Residential based on the area zoning on the site with the Williamson Act Contract.

Application of existing zoning to future parcels on this map is not intended.

Parcel Base Map Courtesy: March 2012 GIS 05 10004_0

Draft General Plan Amendments

- | | | | | |
|---------------|--------------------------|----------------------------|------------------------|-------------|
| Legend | Adopted Plan | Low Density Residential | Public Facilities | Parcel Base |
| | Agricultural Lands | Medium Density Residential | Research & Development | Major Roads |
| | Commercial | Multi-Family Residential | Rural Residential | |
| | High Density Residential | Natural Resources | Tourist Recreational | |
| | Industrial | Open Space | Amendment Parcel | |

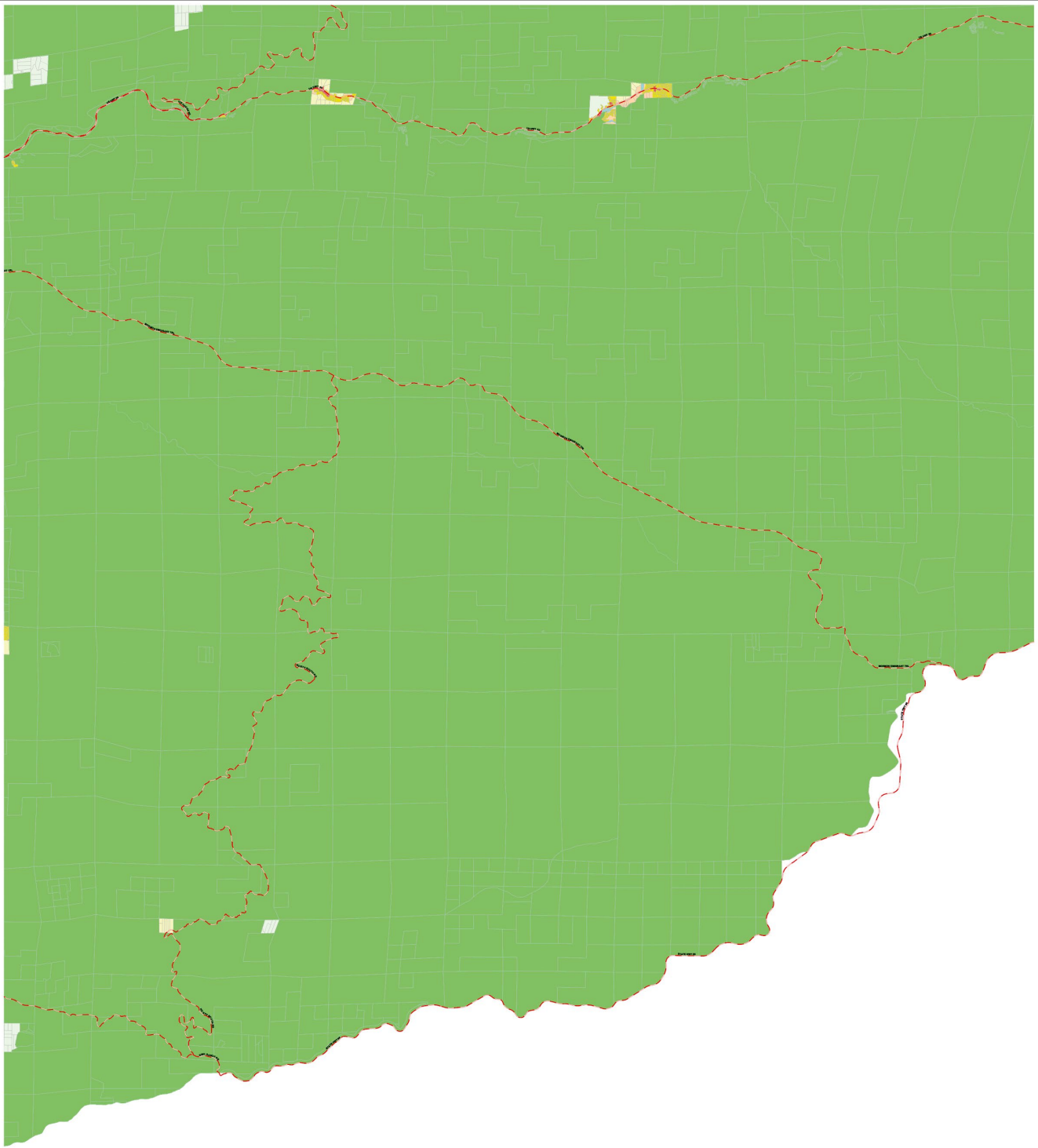


Source: El Dorado County Planning Services 2012.

Graphics: 00103.12 (11-5-12)



**Figure 2-5g
Land Use Map Changes
Sheet 6**



NOTES:

Amendments are intended only to reflect those map areas where property lines did not match local and state boundaries, where existing land uses were not reflected accurately, and where errors (GIS data mapping errors) have been identified.

The map(s) represented in this map series is a compilation of data from the County Maps and the 1982 Zoning Map.

The map(s) does not include those areas where public and private interests, in the context of which was not verified by the County of El Dorado. The County does not warrant, explicitly or implicitly, the accuracy or validity of information contained in this document. Users should use the information at their own risk, and are encouraged to verify any information contained or described in this document.

Land use data is developed and maintained by the El Dorado County Development Services Department, Planning Division. This map series is a modified version of the parcel data contained in the GIS Database.

Parcel data and land use data developed and maintained by the El Dorado County Surveyor's Office (SD) Division.

The map(s) does not include information and/or data. The primary purpose of this map series is to provide information and/or data. The primary purpose of this map series is to provide information and/or data.

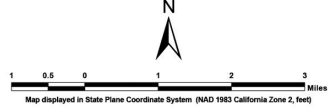
El Dorado County is a holiday zone and it has been determined that the lot should be used as Agricultural Zoning or General Agriculture based on the same zoning as the other lots in the immediate vicinity.

Amendment (2) holding zones in Tahoe State or Areas that are already zoned.

Parcel Bound Map Current: March 2012 GIS 41 10044_1

Draft General Plan Amendments

Legend		Parcel Base
■ Agricultural Lands	■ Low Density Residential	□ Parcel Base
■ Commercial	■ Medium Density Residential	— Major Roads
■ High Density Residential	■ Multi-Family Residential	■ Public Facilities
■ Industrial	■ Natural Resources	■ Research & Development
	■ Open Space	■ Rural Residential
		■ Tourist Recreational
		□ Amendment Parcel



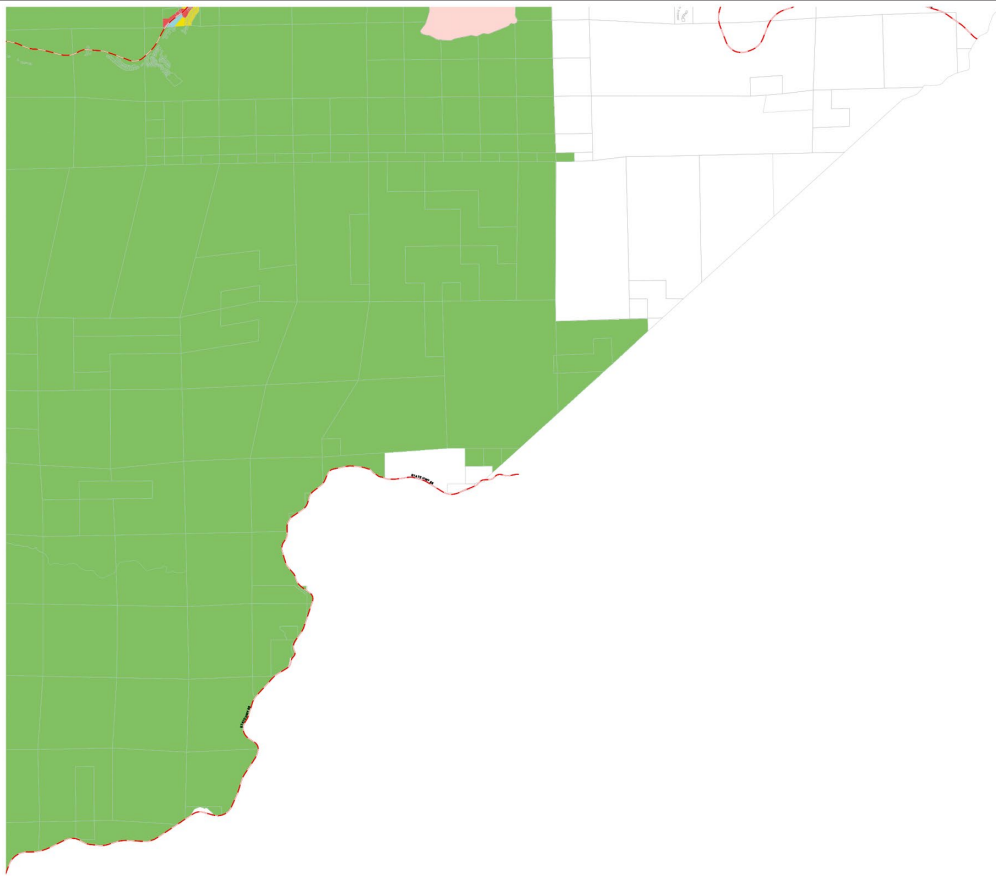
Map Created By: Frank Brady, GIS Analyst II
 Supervisor's Office - El Dorado County
 Date: April 27, 2012
 File: El Dorado County Planning Department
 2012 Map Series
 Planning, GIS Section
 (916) 621-5555

Source: El Dorado County Planning Services 2012.

Graphics: 00103.12 (11-5-12)



**Figure 2-5h
Land Use Map Changes
Sheet 7**



NOTES:

Amendments are intended only to reflect minor map errors where property lines did not match land use designations, where existing land use designations were not shown, or where there are CDMS data requiring minor map amendments.

The zoning represented in this map series is a compilation of Area Plan, Zoning Maps and the 1992 Zoning Map.

The designations compiled from maps, surveys, public records, and other sources of which we are not advised by the County of El Dorado. The County does not warrant, represent or liability for the accuracy of the information contained in this document. Users should verify the information contained in this document.

Land use data is developed and maintained by the El Dorado County Development Services Department, Planning Division. This map series is a modified version of the parcel base adopted in 2010.

Designated and road data developed and maintained by the El Dorado County Surveyor's Office - GIS Division.

The parcel base data series are shown for informational purposes only. For precise parcel boundary locations, see large scale map maintained by the Planning Division.

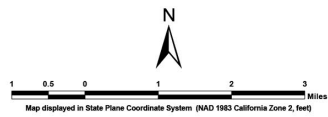
Customer Approval of a holding zone will have been determined that the lot should be zoned Agricultural District 10 General Agriculture based on the uses existing on the site under the Planning Division.

Approval of holding zones in Tahoe Basin or other lots not already zoned.

Parcel Base Map Copyright: March 2012 000-01-10004_8

Draft General Plan Amendments

Legend		Public Facilities	Parcel Base
Agricultural Lands	Low Density Residential	Public Facilities	Parcel Base
Commercial	Medium Density Residential	Research & Development	Major Roads
High Density Residential	Multi-Family Residential	Rural Residential	
Industrial	Natural Resources	Tourist/Recreational	
	Open Space	Amendment Parcel	



Source: El Dorado County Planning Services 2012.

Graphics: 00103.12 (11-5-12)



Figure 2-5i
Land Use Map Changes
Sheet 8

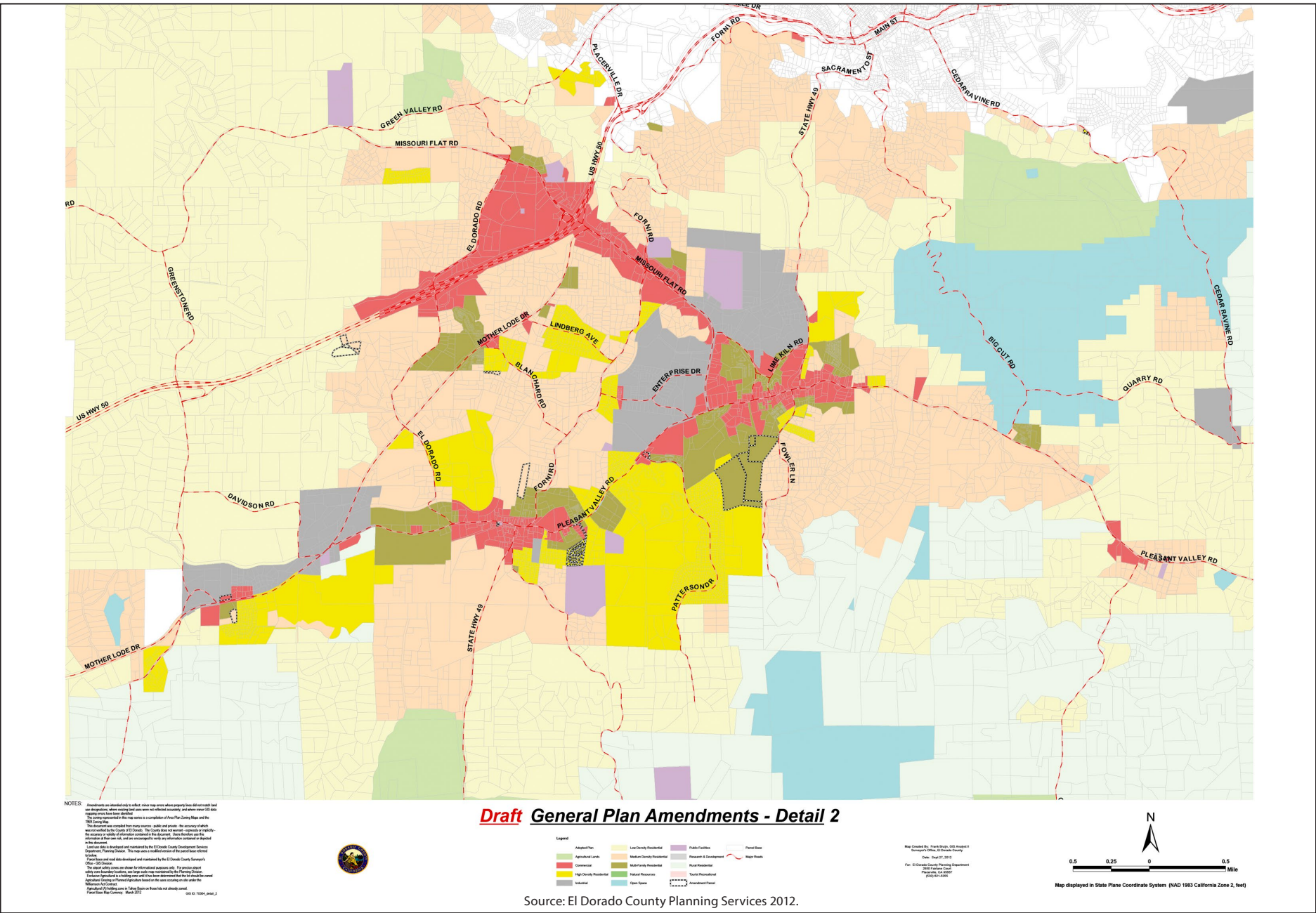


Figure 2-5k
Land Use Map Changes
Detail 2

infrastructure, public services, existing uses, parcelization, impact on natural resources, etc.” (General Plan Objective 2.1.2 and Policy 2.1.2.2).

The TGPA proposes to divide the existing Camino/Pollock Pines Community Region to create three Rural Centers centered on Camino, Cedar Grove, and Pollock Pines (see Figure 2-3). This would allow each of the communities to develop in a manner that reflects its separate and distinct character. The proposed Rural Center designations would not extend beyond the existing boundary of the Community Region. In addition, the Project would not include changes to the current land use designations for the properties within the existing boundary or proposed Rural Centers.

2. **Agricultural District Boundaries.** The General Plan Agricultural and Forestry Element’s Implementation Measure AF-J requires the County to inventory the agricultural lands in active production and/or lands determined by the Agricultural Commission to be suitable for agricultural production. Once the inventory is complete, the County is to perform a suitability review consistent with Agricultural and Forestry Element Policies 8.1.1.1, 8.1.1.2, 8.1.1.3, and 8.1.1.4 and amend the Agricultural District boundaries as appropriate (General Plan Policy 8.1.1.7).

Policy 8.1.1.1 describes the purpose and designation of Agricultural Districts.

“Agricultural Districts’ shall be created and maintained for the purposes of conserving, protecting, and encouraging the agricultural use of important agricultural lands and associated activities throughout the County; maintaining viable agricultural-based communities; and encouraging the expansion of agricultural activities and production. These districts shall be delineated on the General Plan land use map as an overlay land use designation.”

Policy 8.1.1.2 describes the criteria for including land within the Agricultural District boundary.

- “A. Lands currently under Williamson Act contract (i.e., ‘agricultural preserves’);
- “B. Soils identified as El Dorado County ‘choice’ agricultural soil, which consist of Federally designated prime, State designated unique or important, or County designated locally important soils;
- “C. Lands under cultivation for commercial crop production;
- “D. Lands that possess topographical and other features that make them suitable for agricultural production;
- “E. Low development densities; and
- “F. A determination by the Board of Supervisors that the affected lands should be preserved for agricultural production rather than other uses.”

The Agricultural District overlay applies in combination with another land use designation to identify rural areas that are important to the county’s agricultural economy. This includes lands designated in the General Plan as Agricultural Lands (AL), Natural Resources (NR), and Rural Residential (RR), for example. Including a parcel in or excluding a parcel from the Agricultural District overlay does not change the underlying General Plan land use designation. The Project does not include any changes to the current land use designations.

The TGPA proposes to expand the Agricultural District Boundaries for Garden Valley-Georgetown, Coloma, Camino-Fruitridge, Gold Hill, Oak Hill, Pleasant Valley, and Fair Play-Somerset to implement General Plan Implementation Measure AF-J. In addition, a number of

parcels now within Agricultural Districts will be removed from those districts, based on the Policy 8.1.1.2 criteria (see Figure 2-4).

The total current acreage of the Agricultural Districts is 49,141. The total acreage proposed to be added with the Project is 17,241, and 137 acres are proposed to be removed. The County Agricultural Commission has identified the parcels to be added and the parcels to be removed through a public process that included notifying the affected landowners and offering them the opportunity to contest the Commission's preliminary determination. All contested parcels were addressed during the May 2010 Agricultural Commission meeting. Table 2-1 summarizes the proposed changes to the Agricultural Districts.

3. **Land Use Map Corrections.** State planning and zoning law requires the County's Zoning Ordinance, including the zoning map, to be consistent with the General Plan land use map (Government Code Section 65860). In the process of bringing the zoning map into conformance with the General Plan, errors in the General Plan land use map were discovered. The Project would include both changes to the zoning map through the ZOU and limited land use map clean-up through the TGPA (Figures 2-5a-5l).

Table 2-1. El Dorado County Agricultural District Changes

Ag District	Parcels Identified for Addition				Parcels Identified for Removal			
	# of Proposed Additions	Acres	# of Contested Parcels ^a	Acres	# of Proposed Removals	Acres	# of Contested Parcels ^a	Acres
Camino-Fruitridge	25	990	4	294	0	0	0	0
Gold Hill	7	316	0	0	24	92	3	16
Oak Hill	6	299	0	0	0	0	0	0
Pleasant Valley	27	650	0	0	1	20	0	0
Coloma	8	1,163	0	0	0	0	0	0
Garden Valley - Georgetown East	65	3,291	0	0	0	0	0	0
Fair Play- Somerset (1st Half)	82	4,628	0	0	71	25	0	0
Fair Play- Somerset (2nd Half)	259	5,904	4	148	0	0	0	0
Total	479	17,241	8	442	96	137	3	16

Source: El Dorado County Department of Agriculture and Weights and Measures 2010.

^a A contested parcel is one for which the landowner contested the Planning Commission's preliminary determination to add or remove the parcel from Agricultural Districts.

General Plan Policy Amendments

The proposed General Plan policy amendments are listed below.

Policy 2.1.1.3: Commercial/Mixed-Use (in Community Regions). This policy would increase the maximum density for the residential portion of mixed-use projects in Community Regions from 16 dwelling units per acre to 20 dwelling units per acre to be consistent with 2009 amendments to State planning law (Government Code Section 65583.2(c)(B)(3)). The maximum residential

density of 20 dwelling units per acre may only be achieved where adequate infrastructure, such as water, sewer and roadway) are available or can be provided concurrent with development.

Policy 2.1.2.5: Commercial/Mixed-Use (in Rural Centers). This policy would increase the maximum density for the residential portion of mixed-use projects in Rural Centers from 4 dwelling units per acre to 10 dwelling units per acre.

Policy 2.2.1.2 and Table 2-1: Commercial and Industrial. The General Plan states that commercial designations are “considered appropriate only within Community Regions and Rural Centers.” Industrial designations are allowed in Community Regions and Rural Centers, but in Rural Regions only when “constrained to uses which support on-site agriculture, timber resource production, mineral extraction, or other resource utilization.”

The TGPA proposes to change current policy restrictions that prohibit commercial and industrial land use designations in the Rural Regions.

Policy 2.2.1.2: Commercial/Residential Mixed-Use. The following sentence would be deleted: “The residential component of the project shall only be implemented following or concurrent with the commercial component.” This would allow residential use to precede commercial development in mixed-use projects.

Policy 2.2.1.2: Industrial. The requirement that industrial lands be restricted to areas within, or in close proximity to, Community Regions and Rural Centers would be deleted. The requirement that industrial lands in Rural Regions have more limited industrial uses—for support of agriculture and natural resource uses—would be deleted.

Policy 2.2.1.2: Multi-family Residential (MFR). The minimum allowable density for the MFR designation in the current General Plan is 5 dwelling units per acre, with a maximum density of up to 24 dwelling units. The Project would increase the designation’s minimum density to eight units per acre with an optional review but retain the current maximum density of 24 units per acre¹. The Project would amend the MFR designation to encourage a full range of housing types including small lot, single-family detached design without a requirement for a planned development. The Project would specify that mixed-use development within Community Regions and Rural Centers that combine commercial and residential uses shall be permitted under the MFR designation.

Policy 2.2.1.2: High Density Residential. The requirement for a planned development application on projects of three or more dwelling units per acre to allow for additional moderate income housing options would be deleted.

Policies 2.2.3.1, 2.2.3.2, and 2.2.5.4: Open Space. Amend the 30% open space requirement for Planned Development in Community Regions and Rural Centers to allow less than 30% of “improved open space” on site.

Table 2-4: General Plan Land Use Designation and Zoning District Consistency Matrix: This table would be amended as necessary to reflect Zoning Ordinance Update revisions.

¹ The prior proposal to increase the MFR density to 30 units per acre described in the NOP for the DEIR was based on the belief that this was necessary in order for the housing element to accommodate the county’s fair share of the regional housing need. After adoption of the Housing Element in late October 2013 and concurrence by the California Department of Housing and Community Development later that year, it is clear that the density is not needed in order to meet state law. Therefore, that part of the Project is no longer being pursued.

Policy 2.2.4.1: Density Bonus. The density bonus criteria would be amended for clarity and consistency with General Plan policies 2.2.3.1 and 2.2.3.2, which establish additional criteria required to qualify for a residential density bonus.

Policy 2.2.5.4: Planned Development. This policy, requiring a Planned Development application on projects requesting the creation of 50 parcels or more to allow for additional moderate-income housing, would be deleted.

Policy 2.2.5.8: Neighborhood Services Zone District. The policy creating the Neighborhood Services Zoning District and allowing for neighborhood service uses to be met in related commercial and residential zones would be deleted.

Policy 2.2.5.10: Agricultural Support Services. The policy that requires a special use permit for agriculture support services would be amended; standards and permit requirements for such uses would be incorporated into the Zoning Ordinance.

Policy 2.4.1.3: Design Historic (-DH) combining zone district for Clarksburg. The policy would be amended to recognize the historical town sites of El Dorado and Diamond Springs.

Policy 2.5.2.1: Mixed-use development would be allowed in neighborhood commercial centers. Currently, this policy allows residential use on the second story, but does not mention mixed-use by name.

Policies 2.9.1.2, 2.9.1.3, and 2.9.1.4: Five-year Amendment Intervals. Criteria for establishing Community Region and Rural Center boundaries would be amended by deleting the restriction that boundaries can be amended every 5 years; this revision would allow revisions to the boundaries to be initiated by Board of Supervisors whenever necessary.

New Policy 2.4.1.5. This policy would set criteria for and identify infill sites and opportunity areas and provide, through an implementation measure, incentives for development of these vacant/underutilized areas. Implementation may support the use of mixed-use and “form-based” codes. These policy changes would not include amending the land use designations or increasing the densities currently provided for in the General Plan.

Policies TC-1a, TC-1b, and Table TC-1: County Roadway Standards. These policies and table in the Transportation and Circulation Element would be revised to allow for narrower streets and roadways and to support the development of housing affordable to all income levels and to further support the objectives found in policies TC-1p, TC-1r, TC-1t, TC-1u, TC-1w, TC-4f, TC-4i, HO-1.3, HO-1.5, HO-1.8, HO-1.18, HO-5.1, and HO-5.2. This will involve adding an exception to Table TC-1 to allow deviations from the standards when needed to accommodate “complete streets” pursuant to state law or for mixed-use developments.

Policies TC-1m, TC-1n(B), TC-1w: Road Improvements. These policies would be amended to make minor modifications to clarify language: TC-1m—delete “of effort”; TC-1n(B)—replace “accidents” with “crashes” to be consistent with transportation industry standard language; and TC-1w—delete “maximum.”

Table TC-2, Policy TC-Xb, and Policy TC-Xd: Level of Service Standards. This revision entails moving Table TC-2 to another document; if it is moved, all references to TC-2, including the references in TC-Xb and TC -Xd, would be amended.

Policy TC-Xb (C): Roadway Capacity. This would be a minor amendment to refer to “Figure TC-1” when referencing the circulation diagram.

Policy TC-Xg: Right of Way Dedications. This amendment would clarify the requirement that development may be required to dedicate right-of-way, fund design and construction, and or fund all improvements necessary to mitigate the effects of traffic from the Project.

Policy TC-Xi: Planning for U.S. Highway 50 Widening. This policy would be amended to allow for coordination of regional projects to be delivered on a schedule agreed to by related regional agencies, thereby excluding regional projects from the scheduling requirements of the policies of the General Plan.

Policies TC-4a, TC-4d, and TC-4f: Bicycle Routes. Language in these policies would be amended to ensure consistency with subsequently adopted documents and plans.

Policies TC 4i, TC-5a, TC-5b, and TC-5c: Paths and Sidewalks. These policies would be amended to provide more flexibility as to when sidewalks are required. Requirements and enforcement would be included in subsequently adopted design standards and guidelines.

Policy TC-1y: Employment Cap. The El Dorado Hills Business Park employment cap limits would be analyzed and either amended or deleted.

Policies TC-Xd, TC-Xe and TC-Xf: Level of Service Standards. These policies would be amended to clarify the definition of “worsen”; to clarify what is required if a project “worsens” traffic; to identify the methodology for traffic studies (e.g., analysis period, analysis scenarios, methods); and to identify the timing of improvements.

New Goal and associated policies. A goal and policies would be added to provide for CEQA streamlining opportunities for qualified projects that are consistent with the Metropolitan Transportation Plan.

New Policy. A new policy would be added to support the development of new or substantially improved roadways to accommodate all users, including bicyclists, pedestrians, transit riders, children, older people, and disabled people, as well as motorists, to comply with the requirements of Assembly Bill 1358, the Complete Streets Act of 2008 (Chapter 657, Statutes of 2008 – Government Code Section 65302(b)(2)). An implementation measure would be added to update the applicable manuals and standard plans to incorporate elements in support of all users.

Objectives 5.1.1, 5.1.2, and Table 5-1: Planned Adequate Infrastructure. The Public Services and Utilities policies and table would be amended as needed to clarify that the Board has final authority when determining minimum level of service requirements consistent with General Plan objectives, standards, and related policies.

Policy 5.2.1.3: Amend this policy to make optional the connection of medium-density residential, high-density residential, multi-family residential, commercial, industrial and research and development projects to public water systems when located within Community Regions and to either a public water system or to an approved private water systems in Rural Centers.

Policy 5.3.1.1: Amend this policy to make optional the connection of high-density and multi-family residential, commercial, and industrial projects to public wastewater collection facilities. It is currently optional in Rural Centers and areas designated as Platted Lands and that is not proposed for change. The policy that long term development of public sewer service shall be encouraged in Pollock Pines would also be unchanged.

Policy 6.5.1.11: Noise Standards. Tables 6-3 through 6-5 establish noise standards. This amendment would exempt construction activities occurring from 7 a.m. to 7 p.m. during the

week or from 8 a.m. to 5 p.m. on weekends and holidays from those standards. In addition, the amendment would fully exempt public projects to alleviate traffic congestion and safety hazards from those noise standards. No changes to the tables are proposed.

Objective 6.7.1: Air Quality. This objective would be amended to clarify the county's commitment to enforce air quality standards.

Policy 7.1.2.1: Restriction on Developing Slopes of 30%. The policy that prohibits development on slopes of 30% or steeper would be amended to correspond with policy 2.3.2.1 discouraging development on 30% slopes or steeper and to set standards in the Zoning Ordinance and Grading Ordinance.

Policies 7.2.1.2 and 7.1.2.3: Mineral Resources. These policies would be amended to clarify which mineral resource zones are required to be mapped.

Objective 7.6.1.3(B): Specific references to Agricultural (A), Exclusive Agricultural (AE), Agricultural Preserve (AP), Residential-Agricultural (RA), and Select Agricultural (SA-10) zone districts would be deleted to conform to the new agricultural zones proposed in the ZOU.

Policy 8.1.3.2: Buffer for Incompatible Uses. This policy would be amended to provide a limited agricultural buffer for lands within a Community Region by adding language from Policy 8.4.1.2.

Policy 8.2.4.2: Special Use Permit. This policy would be amended to eliminate the requirement for a special use permit for all visitor serving uses, and instead would establish standards, permitted uses, and requirements for permits, in the various zone districts in the Zoning Ordinance.

Policy 8.1.1.6: Williamson Act Parcels. The policy requiring parcels encumbered by a Williamson Act Contract to be zoned Exclusive Agriculture (AE), pursuant to the California Land Conservation Act, would be deleted. The ZOU establishes new agricultural zones that can accommodate lands encumbered by Williamson Act contracts.

Policy 8.2.4.4: This policy provides that ranch marketing, winery, and visitor-serving uses (agricultural promotional uses) are permitted on agricultural parcels, subject to a compatibility review to ensure that the establishment of the use is secondary and subordinate to the agricultural use and will have no significant adverse effect on agricultural production on surrounding properties. The proposal considers amending the policy to allow for ranch marketing activities on grazing lands.

Policy 10.2.1.5: This policy requires preparation of a public facilities and services financing plan for specific plans and large residential, commercial, and industrial development projects. The proposal would amend this policy to state that such plans *may* be required.

2.4.2 Zoning Ordinance Update

The ZOU is a comprehensive update of the County's Zoning Ordinance. The update is needed so that the Zoning Ordinance will be consistent with the provisions of the General Plan's goals, objectives, policies, and Implementation Measures. Consistency between the general plan and zoning is mandated by state law (Government Code 65860). The current Zoning Ordinance is not consistent with the General Plan.

The proposed comprehensive ZOU has two major components:

1. Revising the zoning maps to bring existing zoning designations into conformance with the General Plan, as required by state law.
2. Comprehensively updating the text of the Zoning Ordinance to bring it into conformance with the General Plan to eliminate inconsistencies and to incorporate modern implementation tools.

Table 2-2 illustrates the consistency between the General Plan’s land use designations and the proposed zoning classifications.

Note that the Board of Supervisors has recodified the County Ordinance Code such that the Zoning Ordinance, which was previously Title 17 of the Code, is now Title 130. For simplicity’s sake, since all discussions to this point have described the Zoning Ordinance and the ZOU as being part of Title 17 (and the online copy of the ZOU is numbered accordingly) the EIR will continue to refer to the Zoning Ordinance as being Title 17. However, in keeping with the recodification, when adopted, the ZOU will be incorporated into the Code as Title 130, not Title 17.

Table 2-2. General Plan Land Use Designation and Zone Consistency Matrix

Zones	Land Use Designations											
	MFR	HDR	MDR	LDR	RR	AL	NR	C	R&D	I	OS	TR
RM	•							• ¹				
R1		•	Δ									
R20K		•										
R1A		•	•									
R2A			•									
R3A			•									
RE (5-10)			•	•	• ²							
CPO								•				
CL								•				
CM								•				
CC								•				
CR								•				
CG								•				
I										•		
R&D									•			
LA (10-160)				• ⁴	•	•	•				• ³	
PA (10-160)				• ⁴ ★	•	•	•				• ³	
RL (10-160)				• ⁴	•	•	•				• ³	
AG (40-160)				★	•	•	•				• ³	★
FR					•	•	•					
TPZ				•	•	•	•					
RFL	•	•	•	•	•		•				•	•
RFH	•	•						•			• ⁵	•
TC	•	•	•	•	•	•	•	•	•	•	•	•
OS	•	•	•	•	•	•	•				•	•

NOTES:

Land Use Designations

C	=	Commercial
R&D	=	Research & Development
HDR	=	High-Density Residential
I	=	Industrial
LDR	=	Low-Density Residential
MDR	=	Medium-Density Residential
MFR	=	Multi-family Residential
NR	=	Natural Resource
OS	=	Open Space
RR	=	Rural Residential
AL	=	Agricultural Lands
TR	=	Tourist Recreational

Zones

AG (40-160)	=	Agricultural Grazing
CC	=	Commercial, Community
CG	=	Commercial, General
CL	=	Commercial, Limited
CM	=	Commercial, Main Street
CPO	=	Commercial Professional Office
CR	=	Commercial, Regional
FR	=	Forest Resource
I	=	Industrial
LA (10-160)	=	Limited Agricultural
OS	=	Open Space
PA (10-160)	=	Planned Agricultural
R&D	=	Research & Development
R1	=	Single-unit Residential
R1A	=	One-acre Residential
R20K	=	Single-Unit Residential
R2A	=	Two-acre Residential
R3A	=	Three-acre Residential
RE (5-10)	=	Residential Estate
RFH	=	Recreation Facility-High
RFL	=	Recreation Facility-Low
RL (10-160)	=	Rural Lands
RM	=	Multi-Unit Residential
TC	=	Transportation Corridor
TPZ	=	Timber Production Zone
●	=	Consistent with General Plan Policy.
Δ	=	Consistent when combined with the Platted Lands (-PL) Overlay Only.
★	=	Consistent when in a Williamson Act Contract.

¹ As part of a mixed-use project.

² RE-10, only.

³ With a conservation easement.

⁴ LA-10, PA-10 and RL-10 only.

⁵ When inside a Community Region.

The main changes to the Zoning Ordinance being proposed are summarized below. The full text of the ZOU is available at the locations described in Section 2.4 above.

- Change zone designations as necessary so the zoning map for all parcels in the county conforms to the General Plan land use designations for those parcels. This consists of re-zoning individual parcels that currently have zoning inconsistent with the General Plan to make them consistent with the General Plan. As shown in Table 2-2, a given General Plan land use designation may have more than one consistent zoning classification. The changes generally adopt the least intensive consistent zone.
- Eliminate inconsistent provisions in the Zoning Ordinance.
- Add provisions to carry out the General Plan Implementation Measures.
- Zones were added and deleted as needed to ensure that the Zoning Ordinance is consistent with applicable state and federal laws, as well as the General Plan policies. The following new zones were added: Rural Lands (RL), Forest Resources (FR), Agricultural Grazing (AG), Limited Agriculture (LA), Commercial Regional (CR), Commercial Community (CC), Commercial Limited (CL), Commercial Main Street (CM), Industrial Light (IL), Industrial Heavy (IH), Recreation Facility—Low (RFL), and Recreation Facility—High (RFH). The following zones were deleted: Unclassified (U), Agriculture (A), Residential-Agricultural (RA), Exclusive Agriculture (AE), Select Agricultural (SA), Agricultural Preserve (AP), General Commercial (CG), Planned Commercial (CP), Limited Multi-family (R2), Tourist Residential (RT), and Residential Agricultural (RA). Combining zone districts (e.g., Historical, Community Design) would be created to identify land that needs additional protection of resources or protection of public health and safety, and a review process would be established to more effectively implement General Plan policies and related ordinances.
- Create combining zone districts (e.g., Historical, Community Design, etc.) to identify land that needs additional protection of resources or protection of public health and safety, and establish a review process to more effectively implement General Plan policies and related ordinances.
- Establish new commercial zones reflecting a range of development intensities that specify the types, designs, and locations of commercial uses consistent with the General Plan. Proposed zones are: Commercial Regional (CR), Commercial General (CG), Commercial Community (CC), Commercial Professional Office (CPO), Commercial Limited (CL), and Commercial Mainstreet (CM). Also create a Rural Commercial (CRU) zone that would be permitted within the Rural Region of the General Plan.
- Reorganize the Zoning Ordinance for ease of use. The existing Zoning Ordinance includes extensive lists of land uses that are allowed by right or by special use permit for each zoning classification. The ZOU makes extensive use of tables to identify the types of development that are allowed by right, and those allowed upon approval of a conditional use permit (CUP), development plan permit, administrative permit, temporary use permit, and minor use permit. Development standards, such as parking and allowable noise levels, are similarly presented in tabular form for ease of reference.
- Expand allowed uses in the agricultural and rural lands zones to provide opportunities for agricultural support, recreation, and rural commercial activities, including ranch marketing on agricultural grazing land. Ranch marketing would be allowed by right or upon approval of a CUP, administrative permit, temporary use permit, and minor use permit, depending on the particular use.

- Increase allowed uses in the rural regions to provide additional agricultural support, recreation, home occupation, and other rural residential, tourist serving, and commercial uses.
- Provide a range of intensities for home occupations, based on size and zoning of parcels, and establish standards for the use of accessory structures, ingress and egress of customers, and number of employees. This includes provisions for “cottage food operations” (small, home-based producers of food items for commercial sale) as now allowed under state law.
- Establish a procedure to request reasonable accommodation for persons with disabilities seeking equal access to housing under the Federal Fair Housing Amendments Act of 1988 and the California Fair Employment and Housing Act in the application of zoning laws and other land use regulations, policies, and procedures when consistent with the General Plan and Zoning Ordinance.
- Modify zoning for Williamson Act contracted and rolled out land to reflect the General Plan land use designation. “Rolled out” means land on with the Williamson Act contract has been non-renewed and will expire at the end of its term
- Create standards (master plans) for proposed mixed-use and traditional neighborhood design development on commercial and multi-family zoned parcels to provide a streamlined approval process.
- Create standards for single family detached development proposed in multi-family zones.
- Create a standard to allow a limited percentage of commercial use in proposed mixed-use development in multi-family zones.
- Provide multiple industrial zones with varying intensities to specify the type, design, and location of industrial uses.
- Provide alternative options for open space requirements that are part of a planned development to provide more flexibility and incentives for infill development and use that focus on recreation in Community Regions and Rural Centers.
- Amend the zoning map to include a historical overlay zone district to the historical townsites of El Dorado and Diamond Springs, consistent with adopted General Plan and Zoning Ordinance policies.
- Establish standards, including setbacks from lakes, rivers, and streams to avoid and minimize impacts on wetlands and sensitive riparian habitats.
- Establish standards for hillside development, including limitations on the development of slopes that are 30% (i.e., 30 feet of rise for every 100 feet of horizontal distance) or greater. These include the method for calculating average slope.
- Provide opportunities for recreational uses on Timber Production Zone land that is compatible with timber management and harvesting.

2.4.3 Community Design Standards

The County is 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. While the DISM/LDM, or successor document, is still under development, the County is adopting specific

standards on the following subjects: 1) landscaping and irrigation, 2) mobile home parks, 3) outdoor lighting, 4) parking and loading, and 5) research and development. These standards would be adopted by resolution at the same time as adoption of the new Zoning Ordinance. A full copy of the proposed community design standards is available on the County's website <http://www.edcgov.us/Government/LongRangePlanning/LandUse/TGPA-ZOU_Main.aspx> (in the Community Design Standards tab), and at the County offices.

Landscaping and Irrigation Standards

The County currently does not have comprehensive requirements for landscaping. The proposed standards are intended to comply with Government Code Section 65591, et seq., which requires the County to adopt water efficient landscaping standards.

The Landscaping and Irrigation Standards would apply to all ministerial and discretionary development for multi-unit residential, industrial, research and development, commercial, civic, and utility uses, with the following exception. Commercial uses on agricultural or resource zoned land would only be required to install landscaping as a buffer for a permanent parking lot adjoining a public road and as shade within a permanent paved parking lot. A landscape plan would be required to be submitted prior to issuance of any building permit. The landscaping would be required to be installed prior to issuance of a certificate of occupancy.

The Landscaping and Irrigation Standards include:

- Specific requirements for landscape buffers along road frontages and property lines, including where industrial, research and development, commercial, civic, and utility uses adjoin residentially zoned lots.
- General landscaping standards such as minimum tree and shrub density, a requirement that 50 percent of the plants used must be drought-tolerant species, a limit on lawn of 10 percent of the landscaped area, minimum size of plant materials used in a new landscape, and mulching standards.
- Landscaping in paved parking lots with five spaces or more to ensure that mature trees will provide at least 50 percent shade coverage.
- Irrigation standards, landscape maintenance and protection requirements, and requirements for upgrading non-conforming landscaping when there is a change in use or whenever additional parking is required due to an intensification of use or expansion of a structure.

A key element of the Landscaping and Irrigation Standards is water efficient landscaping. The Standards describe the minimum contents of a water efficient landscape plan. This would include project information; the landscape design specifying plant selection, grouping, and detailed irrigation plans; documentation of the water efficiency of the landscape design; and establishment of a water budget and maximum applied water allowance for the site. Specific standards would be established for the irrigation plan and its design.

A water efficient landscape plan would be required for the following uses:

- New construction and rehabilitated landscapes requiring a permit with a landscape area equal to or greater than 2,500 square feet for industrial, research and development, commercial, civic, or utility uses, and developer-installed landscaping in single- and multi-unit residential development.

- New construction landscapes that are homeowner-provided and/or homeowner-hired in single- and multi-unit residential projects, with a total landscape area equal to or greater than 5,000 square feet and only when a building or grading permit is required for said landscaping installation.
- New and rehabilitated cemeteries - limited to a Water Efficient Landscape Worksheet, landscape and irrigation maintenance schedule, irrigation audits or surveys, and irrigation water use analysis by the local water district.
- Existing cemeteries and landscapes limited to irrigation audits or surveys and irrigation water use analysis by the local water district addressing water waste prevention.

The following would be exempt from the requirement for a water efficient landscape plan:

- Registered local, state, or federal historical sites.
- Ecological restoration projects where the site is intentionally altered to establish a defined, indigenous, historic ecosystem and that do not require a permanent irrigation system.
- Mining reclamation projects that do not require a permanent irrigation system.
- Plant collections, as part of public arboretums and botanical gardens.
- Commercial agricultural operations.

The Landscaping and Irrigation Standards also contain provisions for the auditing of water use for existing landscapes. An audit would be required at least every five years for existing landscaped areas, one acre or more in size, to which a local water district provides water, including golf courses, green belts, common areas, multi-unit residential development, schools, businesses, parks, cemeteries, and publicly owned landscapes. An audit would not be required when the local water district determines, based on an irrigation water use analysis of meter readings and billing data, that the existing landscape area does not exceed the maximum applied water allowance for the project site.

Mobile Home Park Design Standards

The existing Zoning Ordinance establishes the Mobile Home Park (MP) zone district, including design standards for mobile home parks. The standards include setback, lot area, yard area, building and mobile home height limits, internal street, boat and trailer storage, landscaping, fence, utilities, and parking requirements.

The ZOU includes a Mobile/Manufactured Home Parks (-MP) overlay district. As proposed, the -MP district does not contain design standards and stated that such standards would be found in the DISM/LDM, or successor document. Mobile Home Park Design Standards are now proposed to be adopted at this time.

The proposed Mobile Home Park Design Standards are identical to the provisions of the existing Zoning Ordinance.

Outdoor Lighting Standards

The existing Zoning Ordinance does not have comprehensive standards for outdoor lighting. These standards fill that need by establishing limits on the intensity of outside lighting and standards for outdoor lights at businesses, residences and outdoor sports and performance facilities.

Any applicant of a commercial, industrial, multi-unit residential, civic, or utility project that proposes to install outdoor lighting shall submit plans for such lighting, to be reviewed and approved by the Planning Director as a part of an Administrative Permit. If the project requires a Design Review, Conditional/Minor Use Permit, or Development Plan Permit, the lighting plan would be included as a part of that application, and subject to approval by the review authority. The lighting plan would be required to include, at a minimum, lighting specifications, a site plan, photometric plan, and a “lighting inventory” (a list of the exterior lamps to be used on site, their intensities, and calculated lumens of illumination per acre). The lighting inventory would be required to be completed and certified by the design professional prior to the issuance of a building permit issuance and by the licensed contractor prior to final occupancy.

The Outdoor Lighting Standards would establish outdoor lighting limits based on zoning designations and their locations within designated Community Regions, Rural Centers, or Rural Region. In mixed-use projects, the limits would be based on the sum of each percentage of the site dedicated for commercial and residential uses.

The proposed outdoor lighting limits are illustrated in the following table.

Table 2-3. Outdoor Lighting Limits

Zones	Lumens per Acre		
	Community Regions	Rural Centers	Rural Region
C, CPO, CG, I, R&D, RFH	100,000	50,000	25,000
RM, NS, RFL, OS, TC	50,000	25,000	

The Outdoor Lighting Standards for all development in commercial, industrial, research and development, and multi-unit residential zones, as well as civic and utility lighting in any zone, include the following:

- Pole mounted fixtures would be limited to a maximum height of 20 feet above grade.
- Top-mounted luminaires to illuminate parapet signs would be limited to a maximum height of 25 feet, as measured at the highest point of the fixture to the finished grade.
- Roof-mounted luminaires would be prohibited.
- Security lighting would be required to be activated by motion sensors and remain in the “on” mode for a maximum of 10 minutes.
- Light fixtures mounted under gas station or convenience store pump area canopies would be required to be shielded from illuminating the sky.
- Lots within the Historic District (-DH) Combining Zone may be allowed some leeway from shielding requirements in order to maintain a certain visual character in keeping with the historic period.

- Search lights, laser source, or similar high intensity lighting shall not be permitted except in emergencies by police, fire, or other emergency personnel.
- Mercury vapor lamps would be prohibited.
- Outdoor display lighting, such as vehicle sales and rental lots, and building material sales display areas would be required to be turned down to 25 percent or less of the existing illumination level or switched to security lighting within 30 minutes of closing or in Community Regions by 11:00 pm, in Rural Centers by 10:00 pm, and in the Rural Region by 9:00 pm.

Residential lighting, including single- and multi-family development, would be required to meet the following additional standards:

- Lighting installation would be limited to those areas adjacent to buildings, walkways, driveways, or activity areas (swimming pools, spas, outdoor dining areas, barns, and other similar uses) in close proximity to the residence or activity area.
- An outdoor luminaire would be required to be fully shielded if rated greater than 1,000 initial lumens (equivalent to one 60 watt incandescent lamp).

The Outdoor Lighting Standards include the following provisions for outdoor sports and performance facilities:

- A lighting plan, prepared by a design professional, would be submitted with the proposed lighting installation. The lighting plan would be required to be based on a dual system separating the performance area, such as the playing field, track, stage, or arena from the remainder area of the site. Floodlights in the performance area would be limited to aiming no higher than 62 degrees below the vertical plane, and should include internal louvers and external shields to focus light on the performance area in order to eliminate light trespass.
- The main lighting of the performance area would be required to be turned off no later than 30 minutes after the end of the event.
- The remainder of the site would be subject to the lighting curfews listed above.

Parking and Loading Standards

The existing Zoning Ordinance contains extensive parking and loading area requirements in Chapter 17.18. These include parking lot design standards, off-street parking requirements, provisions for modifying parking requirements, specific off-street parking space requirements by type of land use, loading area standards, parking space size requirements, and parking lot landscaping.

The ZOU includes standards for off-street parking spaces in proposed Chapter 17.35, but does not include many of the features of the existing Ordinance in favor of including them in the future DISM/LDM, or successor document. The County is now proposing to divide the Parking and Loading Standards in the existing Zoning Ordinance between the ZOU and the DISM/LDM, or successor document. The General Parking and Loading Standards now in Chapter 17.35 of the Zoning Ordinance, including Content [Section 17.35.010], Definitions [17.35.020] and Off-Street Parking and Loading Requirements [17.35.030], would remain in that section in the ZOU, while the detailed standards and construction and maintenance requirements would be moved into the DISM/LDM, or successor document. This would make the ZOU's parking requirements similar to the existing Zoning Ordinance. The main differences are described below.

The Parking and Loading Standards would require submittal of a parking plan showing all off-street parking spaces, aisles, and access points along with a building permit application for construction of any building or structure that requires parking, for an expansion of an existing use, when a more intensive land use is being established, and at the time of submittal of any discretionary application. The parking improvements would be required to be built prior to occupancy. However, the Standards does not specify the minimum size for standard and compact auto parking spaces and defers to the Building Code for the number and size of required handicap spaces. The Standards would reduce the number of compact car spaces in lots where 10 or more spaces are provided from not more than 35% of the total spaces to not more than 10%. Similarly, the Standards would reduce the compact spaces at multi-unit residential developments of 10 or more units from not more than 50% of the total spaces to not more than 20%.

The Standards would add new specifications for motorcycle and bicycle parking, drive-through facilities, and voluntary carpool/vanpool parking. It would provide additional specific requirements for shared parking facilities. It would expand the criteria for consideration of an increase or decrease in the number of parking spaces to include payment of in-lieu fees to support mass transit facilities and implementation of a transportation demand management plan. A new provision would allow the required off-street parking to be reduced on a one-to-one basis where on-street parking is available. Off-street parking for commercial and civic uses in a Community Region or Rural Center could be reduced by 10% when the parking area is located behind the structure so it is not visible to the passing public and there is a transit stop (i.e., bus stop) within 300 feet of the site.

The Standards would revise the requirements for loading bays and for passenger loading/unloading areas, but not substantially from the existing Zoning Ordinance. The Standards would also revise the existing requirements for parking lot design. The primary changes are the elimination of: specified parking space sizes; standards for angle and parallel parking; access driveway location and width; and detailed specifications for parking lot construction (e.g., pavement thickness, type of pavement).

Research and Development Design Standards

The existing Zoning Ordinance establishes the Research and Development (R&D) zone district, including design standards for landscaped buffers, parking lot landscaping, architectural design, and trash collection and storage areas.

The ZOU carries over the R&D zone to provide areas for the location of high technology, non-polluting manufacturing plants, research and development facilities, corporate and industrial offices, and support service facilities in a rural or campus-like setting, such as a business park environment. However, the R&D district proposed in the ZOU does not contain design standards and states that such standards will be found in the DISM/LDM, or successor document. The County now proposes to adopt Research and Development Design Standards at the same time as the ZOU.

Overall, the proposed design standards are similar to those found in the R&D zone that is currently in effect. However, the proposed standards do not include the existing requirement that parking and loading spaces must be located an average of thirty feet and not less than twenty feet from the street right-of-way, and if visible from the street shall be screened from view by landscaped berms a minimum of three to five feet in height. There is no equivalent requirement in the proposed Research and Development Design Standards, Parking and Loading Standards or Landscaping and Irrigation Standards.

The proposed Landscaping and Irrigation Standards, as they apply to the proposed R&D district, include provisions for landscaped buffers along road frontages and adjoining residential properties that are similar to those now found in the existing R&D zone. The key changes from existing standards are that the proposed Landscaping and Irrigation Standards are more detailed regarding planting requirements, do not allow the use of a landscaped chainlink fence as a buffer, and require a higher density of plantings than does the existing R&D zone.

2.5 Public Involvement

2.5.1 Community Outreach

The first phase of public outreach for the Project consisted of a series of community meetings in March 2012. Evening meetings were held in the communities of El Dorado Hills, South Lake Tahoe, Somerset, Cameron Park, Cool, and El Dorado. The meetings provided an opportunity for residents to learn about the various project components, the decision-making process, and opportunities for further involvement. These meetings were advertised through the County's dedicated project website, the County homepage, through press releases distributed to local media, and through direct email by staff to key individuals and organizations. Attendance ranged from a single person at the Tahoe meeting to more than 60 people at the El Dorado Hills meeting. A concluding press release was provided to local media.

The second phase of public outreach for the Project centered on the initial scoping meetings held in May and June of 2012. In addition to the daytime County Planning Commission meeting and evening County Agricultural Commission meetings in Placerville, evening scoping meetings were held in the following seven communities: El Dorado, El Dorado Hills, Greenwood, Somerset, Camino, South Lake Tahoe, and Cameron Park. The scoping meetings were advertised through a press release distributed to local media, posted on the project and County websites, distributed through direct email by staff, and through the posting of approximately 50 flyers in key community gathering places throughout the county. Many local organizations, such as chambers of commerce, also helped spread news and information about project-related meetings and information. All project-related information was posted to the dedicated project website, including press releases, meeting schedules, County Board of Supervisors items, and key documents. By the time of the scoping meetings, there were over 1,400 email subscriptions to the project or associated websites. All subscribers were notified of any updates to the project website.

2.5.2 Notice of Preparation

CEQA requires that prior to preparing an EIR the lead agency must provide public notice of its intention to do so and solicit views on environmental issues for a period of at least 30 days. This is called the Notice of Preparation.

The first Notice of Preparation (NOP) was released on May 25, 2012 for a 45-day public comment period. The NOP and related documents were posted on the County's dedicated project website, and all subscribers to the website were notified. The County Board of Supervisors then held a week-long workshop to review the ZOU, take public comments, and provide County staff with direction on how to revise the draft ordinance. Staff revised the draft and returned to the Board during three additional agenda items to review revisions and authorization to finalize the draft ZOU.

A second NOP reflecting the revised ZOU was released on October 1, 2012 for a 30-day public comment period. As before, project-related information was posted on the dedicated project website, and all subscribers to the website were notified.

The Community and Economic Development Advisory Committee also directly notified hundreds of individuals and organizations about project-related notifications, meetings, and documents through its Constant Contact email announcements.

Numerous articles have appeared in local media publications as a result of the outreach and meeting opportunities provided during the project process.

2.5.3 Draft EIR Reviews

The DEIR was released for public review and comment for an extensive period of 120 days from March 21, 2014 through July 23, 2014. Notice was provided from the County's notification list. As a result of the comments received, the County prepared and released for review and comment a Recirculated Partial DEIR (RPDEIR) for the 45-day period from January 29, 2015 through March 16, 2015. The RPDEIR included additional analyses of groundwater supplies, energy use, and revisions to the community design manual. This FEIR responds to the comments received on both the DEIR and the RPDEIR.

2.6 Project Alternatives

This FEIR examines a number of feasible alternatives to the Project that meet most of the objectives listed above while reducing one or more of the Project's significant environmental impacts. The alternatives are described and analyzed in Chapter 4, *Alternatives*.

2.7 Required Approvals

The Project requires the following approvals in order to be implemented:

- Adoption of the TGPA by resolution of the County Board of Supervisors.
- Adoption of the ZOU by the County Board of Supervisors.
- Adoption of proposed new design guidelines for mixed-use and multi-family development by the County Board of Supervisors.

2.8 Related Projects

The County is initiating a number of other projects related to implementing its General Plan. Although related to the General Plan, these County projects are being undertaken separately from the TGPA, ZOU, and design guidelines being considered here. The 2013 Housing Element Update was adopted October 29, 2013. The other projects will also be considered for approval separately.

- General Plan Biological Resources Policies Amendments and EIR. The County is reinitiating the process of considering changes to the biological resources policies. At such time as draft policies

are developed, an EIR will be prepared to analyze their potential impacts before the County takes action to approve, modify, or reject the proposed changes.

- Updated Sign Ordinance.
- Privately initiated General Plan amendment applications that propose to change land use designations are not included in or facilitated by the Project. Unlike the TGPA and ZOU, such private projects are not proposed by the County Board of Supervisors. As do all counties in California, El Dorado County allows land owners to request changes to the adopted General Plan and Zoning Ordinance. Separate CEQA analyses are underway for private General Plan amendment proposals unrelated to the Project, but the County is not obligated to approve any of those proposals. However, the County must include major proposed projects in its discussion of future contributors to significant cumulative impacts according to CEQA Guidelines Section 15130 and related case law, (*Gray v. County of Madera* (2008) 167 Cal.App.4th 1099; *Communities for a Better Environment v. California Resources Agency* (2002) 103 Cal.App.4th 98). Relevant private projects are considered in the cumulative impact analyses of this EIR.
- Design and Improvement Standards Manual (DISM)/Land Development Manual (LDM), or successor document. The County is updating this document that will consolidate the basic standards for land development in a single document. This work effort is on-going and has no specific date of completion. The Community Design Standards described above are the only portions of the DISM/LDM or successor document to be considered at this time.

Overview

The primary purpose of this FEIR is to analyze the potential significant impacts of the Project. The State CEQA Guidelines define a significant environmental impact as “a substantial, or potentially substantial, adverse change in any of the physical conditions within the area affected by the project” (Guidelines Section 15382). The State CEQA Guidelines encourage EIRs to “focus on the significant effects on the environment” (Guidelines Section 15143). Impacts that have been considered and dismissed in an Initial Study as clearly less than significant and unlikely to occur do not need to be included in the EIR “unless the Lead Agency subsequently receives information inconsistent with the finding in the Initial Study” (Guidelines Section 15143).

The analyses in this FEIR address the Project’s short- and long-term adverse impacts on the physical (natural and built) environment, under the assumption the Project will be built out. *Existing conditions* are the baseline against which the significance of the Project’s potential impacts is evaluated. Therefore, the reasonably foreseeable impacts of the TGPA and ZOU are compared to the existing environment and not to the provisions of the existing General Plan and Zoning Ordinance.

The County adopted the General Plan in 2004 and certified an EIR for the General Plan at that time. Although this FEIR does not tier upon the 2004 General Plan EIR, the impact analyses in this document references the 2004 General Plan EIR’s findings where pertinent.

Environmental Issues Addressed in this FEIR

The environmental issues that are analyzed in this FEIR are listed below. Each section of Chapter 3 describes the environmental setting for the subject resource, describes the methods used for the analysis, identifies the significance thresholds or criteria used to determine whether the Project would have a significant effect, describes the significant environmental impacts of the Project, and identifies mitigation measures for each significant effect, when feasible mitigation exists. Impacts are numbered consecutively for each resource area, and mitigation measure numbering corresponds to impact numbering.

- Section 3.1, *Aesthetics*
- Section 3.2, *Agricultural and Forestry Resources*
- Section 3.3, *Air Quality and Greenhouse Gases*
- Section 3.4, *Biological Resources*
- Section 3.5, *Cultural Resources*
- Section 3.6, *Land Use and Planning*
- Section 3.7, *Noise*
- Section 3.8, *Population and Housing*

- Section 3.9, *Transportation and Traffic*
- Section 3.10, *Water Supply, including groundwater supply*
- Section 3.11, *Energy*
- Section 3.12, *Community Design Standards*

Environmental Issues Not Discussed Further in this FEIR

CEQA Guidelines Section 15143 states that, “[e]ffects dismissed in an Initial Study as clearly insignificant and unlikely to occur need not be discussed further in the EIR unless the Lead Agency subsequently receives information inconsistent with the finding in the Initial Study.” The Initial Study for the TGPA and ZOU was circulated to agencies and the public for review and comment as an attachment to the NOP in May 2012. The County Board of Supervisors subsequently made some clarifying revisions to the draft TGPA and ZOU in response to community input and released a second NOP in October 2012. None of these revisions were substantial enough to change the determinations of the Initial Study, which found that a number of the impacts listed in Appendix G (Environmental Checklist Form) of the CEQA Guidelines would not be significant. Those impact topics found to be insignificant are not discussed further in this FEIR and are listed below. (See Appendix A of this FEIR for a copy of the Initial Study.)

Geology and Soils

None of the proposed changes in General Plan policy or Zoning Ordinance regulations would result in an increased risk from geologic hazards because no reduction in safeguards are proposed.

Hazards and Hazardous Materials

None of the proposed changes in General Plan policy or zoning regulations would result in the exposure of residents to hazards or hazardous materials. For example, no changes are proposed to regulations related to naturally occurring asbestos.

Mineral Resources

None of the proposed changes in General Plan policy or Zoning Ordinance regulations would substantively change mineral resource designations or the regulation of mineral resource recovery.

Public Services, Utilities, and Service Systems

Because none of the proposed changes in General Plan policy or Zoning Ordinance regulations would substantively change projected population, change the amount of housing designated in the General Plan, or expand areas to be developed, the changes are not expected to substantially affect demand for public services or utilities. However, the FEIR examines the availability of water to meet future demand in Section 3.10, *Water Supply*.

Recreation

None of the proposed changes in General Plan policy or Zoning Ordinance regulations would reduce standards for recreational lands or substantially reduce recreational opportunities. Therefore, future need for local and regional recreational facilities will be met during the future process of considering individual development projects. The locations of such facilities are not known and cannot be known at this time. Therefore, a discussion of the potential impacts, if any, associated with constructing and operating those facilities would be speculative.

3.1 Aesthetics

Much of the evaluation of aesthetics impacts within the 2004 General Plan EIR is still pertinent to the analysis of potential impacts resulting from the project. This is because, with the exceptions noted in Chapter 2, *Project Description*, of this this FEIR, the project does not propose to change the overall pattern of future development set out in the existing General Plan. Therefore, the discussion in this section describes the 2004 General Plan EIR's evaluation and significance conclusions. This section relies on the county's existing visual character (not that in 2004) as the baseline for its analysis of the project.

3.1.1 Existing Conditions

Regulatory Setting

The regulatory setting focuses on the regulations that apply to those portions of the county that are subject to the jurisdiction of El Dorado County. While large portions of the county are under the jurisdiction of other agencies (e.g., U.S. Forest Service, Bureau of Reclamation, State of California, City of Placerville, etc.), those agencies' regulations typically do not apply to development and land uses that are under the County's jurisdiction. Accordingly, with the two exceptions noted below, federal and state regulations are not pertinent to a discussion of existing regulatory conditions that relate to the proposed project and its visual impacts.

Federal

As part of the Eldorado and Tahoe National Forests and the Lake Tahoe Basin Management Unit, a large portion of El Dorado County is under the jurisdiction of the U.S. Forest Service. The U.S. Forest Service is responsible for regulating activities within the National Forests, and assesses the visual quality of proposed activities in accordance with the National Environmental Policy Act (NEPA) and the U.S. Forest Services' regulations. It has no regulatory powers over lands under the County's jurisdiction.

The U.S. Congress has jurisdiction, under the federal Wild and Scenic Rivers Act, to designate rivers or river sections to "be preserved in free-flowing condition and ... protected for the benefit and enjoyment of present and future generations." To date, no river sections in El Dorado County have been nominated for or granted Wild and Scenic River status. Accordingly, this designation is not discussed further.

State of California

The State Scenic Highway Program (Streets and Highways Code Sections 260–263) was established in 1963 for the purpose of protecting and enhancing the natural scenic beauty of selected California highways and adjacent corridors through special conservation treatment. Caltrans may officially designate a highway segment as a Scenic Highway when the local governing body applies to Caltrans for scenic highway approval and adopts a Corridor Protection Program. A Scenic Highway designation does not preclude or otherwise directly regulate development along the highway. However, the local Corridor Protection Program is expected to ensure that activities within the

scenic corridor are compatible with scenic resource protection and consistent with community values.

Caltrans's Frequently Asked Questions about the Scenic Highway Program explains how a Corridor Protection Program works.

Scenic corridors consist of land that is visible from the highway right of way, and is comprised primarily of scenic and natural features. Topography, vegetation, viewing distance, and/or jurisdictional lines determine the corridor boundaries. The city or county must also adopt ordinances, zoning and/or planning policies to preserve the scenic quality of the corridor or document such regulations that already exist in various portions of local codes. They should be written in sufficient detail to avoid broad discretionary interpretation and demonstrate a concise strategy to effectively maintain the scenic character of the corridor. These ordinances and/or policies make up the Corridor Protection Program (California Department of Transportation 2014).

The following state highway segments within El Dorado County are officially designated Scenic Highways.

- U.S. Highway 50 from the County Government Center interchange near Placerville to South Lake Tahoe City limit.
- State Route 89 (SR 89): from the Alpine County line to the Placer County line.

Appendix G of the State CEQA Guidelines suggests that substantial damage to scenic resources along a designated Scenic Highway may result in a significant environmental impact.

Local

The 2004 General Plan Land Use Element establishes several goals for the protection of visual resources, with corresponding objectives and policies, under the topic of "Visual Resources and Community Design." These include the following.

Goal 2.3: Natural Landscape Features. Maintain the characteristic natural landscape features unique to each area of the County.

Objective 2.3.1: Topography and Native Vegetation. Provide for the retention of distinct topographical features and conservation of the native vegetation of the County.

Policy 2.3.1.1: The County shall continue to enforce the tree protection provisions in the Grading Erosion and Sediment Control Ordinance and utilize the hillside road standards.

Policy 2.3.1.2: The Zoning Ordinance shall include consideration of a standard for parking lot shading and provision of street trees in all new development projects.

Objective 2.3.2: Hillsides and Ridge Lines. *Maintain the visual integrity of hillsides and ridge lines.*

Policy 2.3.2.1: Disturbance of slopes thirty (30) percent or greater shall be discouraged to minimize the visual impacts of grading and vegetation removal.

Goal 2.4: Existing Community Identity. Maintain and enhance the character of existing rural and urban communities, emphasizing both the natural setting and built design elements which contribute to the quality of life, economic health, and community pride of County residents.

Objective 2.4.1: Community Identity. Identification, maintenance, and enhancement of the unique identity of each existing community.

Policy 2.4.1.1: Design control combining zone districts shall be expanded for commercial and multiple family zoning districts to include identified Communities, Rural Centers, historic districts, and scenic corridors.

Policy 2.4.1.2: 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. The guidelines shall include, but not be limited to, the following criteria:

- a. Historic preservation
- b. Streetscape elements and improvements
- c. Signage
- d. Maintenance of existing scenic road and riparian corridors
- e. Compatible architectural design
- f. Designs for landmark land uses
- g. Outdoor art

Policy 2.4.1.3: All properties located within the historic townsite known as Clarksville shall be designated on the zoning maps as Design Historic (-DH) combining zone district.

Policy 2.4.1.4: Strip commercial development shall be precluded in favor of clustered contiguous facilities. Existing strip commercial areas shall be developed with common and continuous landscaping along the street frontage, shall utilize common driveways, and accommodate parcel-to-parcel internal automobile and non-automobile circulation where possible.

Goal 2.5: Community Identity. Carefully planned communities incorporating visual elements which enhance and maintain the rural character and promote a sense of community.

Objective 2.5.1: Physical and Visual Separation. Provision for the visual and physical separation of communities from new development.

Policy 2.5.1.1: Low intensity land uses shall be incorporated into new development projects to provide for the physical and visual separation of communities. Low intensity land uses may include any one or a combination of the following: parks and natural open space areas, special setbacks, parkways, landscaped roadway buffers, natural landscape features, and transitional development densities.

Policy 2.5.1.2: Greenbelts or other means of community separation shall be included within a specific plan and may include any of the following: preserved open space, parks, agricultural districts, wildlife habitat, rare plant preserves, riparian corridors, and designated Natural Resource areas.

Policy 2.5.1.3: The County shall develop a program that allows the maintenance of distinct separators between developed areas (Community Regions and Rural Centers). This program shall include the following elements:

- **Parcel Analysis:** Areas between developed areas (Community Regions and Rural Centers) shall be analyzed to determine if they create inefficiencies for ongoing rural land uses. For instance, parcels that may be too small to support long-term agricultural production shall be identified for potential consolidation. Areas within Community Regions and Rural Centers shall also be analyzed to identify opportunity sites where clustering of development may be appropriate, including increases in the allowable floor-to-area building ratio (FAR) in Community Regions.

- **Parcel Consolidation/Transfer of Development Rights (TDR):** A program to allow consolidation of parcels where appropriate shall be established. This shall include a TDR program that encourages transfer of development rights from the parcels to be consolidated to opportunity sites in Community Regions and Rural Centers. The TDR program shall also allow for consideration of increasing the FARs at specific sites in Community Regions, as deemed appropriate.

Objective 2.5.2: Commercial Facilities. Designate lands to provide greater opportunities for El Dorado County residents to shop within the County.

Policy 2.5.2.1: Neighborhood commercial centers shall be oriented to serve the needs of the surrounding area, grouped as a clustered, contiguous center where possible, and should incorporate but not be limited to the following design concepts as further defined in the Zoning Ordinance:

- Maximum first floor building size should be sized to be suitable for the site;
- Residential use on second story;
- No outdoor sales or automotive repair facilities;
- Reduced setback with landscaping and walkways;
- Interior parking, or the use of parking structure;
- Bicycle access with safe and convenient bicycle storage area;
- On-street parking to reduce the amount of on-site parking;
- Community bulletin boards/computer kiosks;
- Outdoor artwork, statues, etc., in prominent places; and
- Pedestrian circulation to adjacent commercial centers.

Policy 2.5.2.2: New commercial development should be located near by existing commercial facilities to strengthen existing shopping locations and avoid strip commercial.

Policy 2.5.2.3: New community shopping centers should also contain the applicable design features of Policy 2.5.2.1.

Goal 2.6: Corridor Viewsheds. Protection and improvement of scenic values along designated scenic road corridors.

Objective 2.6.1: Scenic Corridor Identification. Identification of scenic and historical roads and corridors.

Policy 2.6.1.1: 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. The ordinance shall incorporate standards that address at a minimum the following:

- Mapped inventory of sensitive views and viewsheds within the entire County;
- Criteria for designation of scenic corridors;
- State Scenic Highway criteria;
- Limitations on incompatible land uses;
- Design guidelines for project site review, with the exception of single family residential and agricultural uses;
- Identification of foreground and background;
- Long distance viewsheds within the built environment;

- h. Placement of public utility distribution and transmission facilities and wireless communication structures;
- i. A program for visual resource management for various landscape types, including guidelines for and restrictions on ridgeline development;
- j. Residential setbacks established at the 60 CNEL) noise contour line along State highways, the local County scenic roads, and along the roads within the Gold Rush Parkway and Action Program;
- k. Restrict sound walls within the foreground area of a scenic corridor; and
- l. Grading and earthmoving standards for the foreground area.

Policy 2.6.1.2: Until such time as the Scenic Corridor Ordinance is adopted, the County shall review all projects within designated State Scenic Highway corridors for compliance with State criteria.

Policy 2.6.1.3: Discretionary projects reviewed prior to the adoption of the Scenic Corridor Ordinance, that would be visible from any of the important public scenic viewpoints identified in Table 5.3-1 and Exhibit 5.3-1 of the El Dorado County General Plan Draft Environmental Impact Report, shall be subject to design review, and Policies 2.6.1.4, 2.6.1.5, and 2.6.1.6 shall be applicable to such projects until scenic corridors have been established.

Policy 2.6.1.4: Commercial designations on U.S. Highway 50 interchanges will be considered for commercial development as part of the General Plan review pursuant to Policy 2.9.1.2.

Policy 2.6.1.5: All development on ridgelines shall be reviewed by the County for potential impacts on visual resources. Visual impacts will be assessed and may require methods such as setbacks, screening, low-glare or directed lighting, automatic light shutoffs, and external color schemes that blend with the surroundings in order to avoid visual breaks to the skyline.

Policy 2.6.1.6: A Scenic Corridor (-SC) Combining Zone District shall be applied to all lands within an identified scenic corridor. Community participation shall be encouraged in identifying those corridors and developing the regulations.

Policy 2.6.1.7: (this section is intentionally blank)

Policy 2.6.1.8: In addition to the items referenced in Policy 2.6.1.1, the Scenic Corridor Ordinance shall consider those portions of Highway 49 through El Dorado County that are appropriate for scenic highway designation and pursue nomination for designation as such by Caltrans.

Goal 2.7: Signs. Regulation of the size, quantity, and location of signs to maintain and enhance the visual appearance of the County.

Objective 2.7.1: Signs Regulation. Regulation of the location, number and size of highway signs and elimination of billboards along identified scenic and historic routes.

Policy 2.7.1.1: The Sign Ordinance shall include design review for signs within the foreground and background of the designated scenic corridors commensurate with the goal of scenic corridor viewshed protection.

Policy 2.7.1.2: Existing billboards within scenic corridors shall be removed or relocated out of the corridor allowing an adequate time period for billboard owners to amortize the value of their signs pursuant to an amortization schedule to be included in the Sign Ordinance.

Goal 2.8: Lighting. Elimination of high intensity lighting and glare consistent with prudent safety practices.

Objective 2.8.1: Lighting Standards. Provide standards, consistent with prudent safety practices, for the elimination of high intensity lighting and glare.

Policy 2.8.1.1: Development shall limit excess nighttime light and glare from parking area lighting, signage, and buildings. Consideration will be given to design features, namely directional shielding for street lighting, parking lot lighting, sport field lighting, and other significant light sources, that could reduce effects from nighttime lighting. In addition, consideration will be given to the use of automatic shutoffs or motion sensors for lighting features in rural areas to further reduce excess nighttime light.

Goal TC-1: To plan for and provide a unified, coordinated, and cost-efficient countywide road and highway system that ensures the safe, orderly, and efficient movement of people and goods.

Policy TC-1w: New streets and improvements to existing rural roads necessitated by new development shall be designed to minimize visual impacts, preserve rural character, and ensure neighborhood quality to the maximum extent possible consistent with the needs of emergency access, on street parking, and vehicular and pedestrian safety.

Environmental Setting

El Dorado County contains suburban, rural, agricultural, and forest landscapes. The communities of El Dorado Hills and Cameron Park are suburban in character; areas of the western county away from the U.S. Highway 50 corridor have a rural feel with scattered residences on large lots and small community centers; vineyards, orchards, and pasture lands represent the county's agricultural side; much of the central to eastern county, particularly in the National Forest, is heavily forested.

El Dorado County has a complex topography made of rolling hills and steep valleys. From west to east across the county, the elevation steadily rises and the natural landscape transitions from oak woodlands to coniferous forest. Elevations range from 200 feet in the western rolling foothills, adjacent to Sacramento County, to more than 10,000 feet along the Sierra Nevada crest on the edge of the Lake Tahoe Basin.

The suburban communities of El Dorado Hills and Cameron Park include extensive retail, office, and residential development. They do not have the rural appearance found in much of the rest of the county. Large lot residential development near Placerville and in Diamond Springs, Pollock Pines, and a number of other unincorporated communities scattered around the west side of the county generally possesses a rural residential character represented by more undeveloped open space between homes and businesses, agricultural activities (e.g., wineries, orchards) in close proximity, and substantial natural vegetation. Residents and visitors appreciate this rural residential character as having high scenic value.

U.S. Highway 50 extends across the county along an east-west axis from the Sacramento County line through the Sierra Nevada to the state of Nevada at Lake Tahoe. SR 89 is a north-south road passing through El Dorado County from Alpine County at Luther Pass to El Dorado just north of Meeks Bay on the west side of Lake Tahoe. SR 49 runs along a north-south axis from the Placer County line south of Auburn to the Amador County line, passing through the city of Placerville. Travelers on all of these roads pass through areas that have scenic qualities.

Visual resources can be classified in two categories: scenic views and scenic resources. Scenic resources are specific features of a viewing area (or *viewshed*) such as trees, rock outcroppings, and historical buildings and are also referred to as scenic vistas. They are specific features that act as the focal point of a viewshed and are usually foreground elements. Scenic views are elements of the broader viewshed such as mountain ranges, valleys, and ridgelines. They are usually middle ground or background elements of a viewshed that can be seen from a number of viewpoints, often along a roadway or other travel corridor.

A list of the county's key scenic views and resources is presented in Table 3.1-1. This list is similar to that used in the visual impact analysis prepared for the EIR for the 2004 General Plan. The viewpoints are general locations where the public can access scenic views and resources. Many of the viewpoints are areas along highways where viewers can see large water bodies (e.g., Lake Tahoe and Folsom Reservoir), river canyons, rolling hills, or forests. Other viewpoints are the locations of historical structures or districts that are reminiscent of El Dorado County's heritage. Table 3.1-1 indicates where the scenic viewpoints are located and the scenic views and resources that can be seen from those viewpoints.

Rivers are important visual resources that draw tourists to the area for recreational opportunities. The American, Cosumnes, Rubicon, and Upper Truckee Rivers run through El Dorado County. Where the public has access to the rivers for recreational use (e.g., whitewater rafting), portions of the rivers that are not accessible by or visible from roads can be scenic corridors. The Middle Fork of the American River is a popular rafting and kayaking venue. The South Fork of the American River is used by whitewater boaters from as far east as Strawberry, depending on flow conditions. For example, the lower portion of the South Fork American River offers a popular 21-mile stretch of whitewater rapids, which serves as a recreational boating resource, from Chili Bar to Folsom Reservoir. The Middle Fork Cosumnes River, from SR 49 to SR 16, is also a popular section for whitewater enthusiasts (American Whitewater 2014).

This is not an exhaustive list of scenic views and resources. However, it identifies representative scenic views and resources within the county, including areas that are within the El Dorado National Forest with views that would not be affected by development under the project.

Table 3.1-1. Key Public Scenic Viewpoints in El Dorado County

Viewpoint	Location	Predominant Direction of View	Scenic View (V) or Resource (R)
Highways			
U.S. Highway 50 westbound	East of Bass Lake Road	South	Marble Valley (V)
	Between South Shingle Road/Ponderosa Road interchange and Greenstone Road	East	Crystal Range (V)
	East of Placerville, various locations	East, north, and south	Sierra Nevada peaks (V), American River canyon (V, R), lower Sierra Nevada ridgelines (V)
	Echo Summit	East	Lake Tahoe (V), Christmas Valley (V, R)
U.S. Highway 50 eastbound	Between Echo Summit and Placerville	West, north, and south	Horsetail Falls and Lovers Leap (R), lower Sierra Nevada ridgelines (V), American River canyon (V, R), Sacramento Valley (V)
	Camino Heights	West	Sacramento Valley (V)
	Bass Lake Grade	West	Sacramento Valley (V)
SR 49 northbound	Coloma	All	Historic townsite of Coloma (R)
	Marshall Grade Road to Cool	East and West	Coloma Valley (V), American River (V, R), ridgelines (V), rolling hills (V)

Viewpoint	Location	Predominant Direction of View	Scenic View (V) or Resource (R)
	North of Cool quarry	North	Middle Fork American River canyon (V, R)
SR 49 southbound	Pedro Hill Road to Coloma	East and west	Coloma Valley (V), American River (V, R), Mount Murphy (V, R), rolling hills (V)
	Coloma	All	Historic townsite of Coloma (R)
	South of Crystal Boulevard	East and south	Cosumnes River canyon (V), ridgelines (V)
SR 89 northbound	Emerald Bay to Sugar Pine Point	East	Lake Tahoe (R)
SR 89 southbound	Sugar Pine Point to Emerald Bay	East	Lake Tahoe (R)
SR 193 northbound (from Placerville to Georgetown)	Intersection with SR 49 to Kelsey	North, east, and west	American River canyon (V, R), ridgelines (V)
SR 193 southbound (from Placerville to Georgetown)	Kelsey to intersection with SR 49	South, east, and west	American River canyon (V, R) ridgelines (V)
SR 88 westbound	Kirkwood to Omo Ranch Road	North, west, and south	Lower Sierra Nevada ridgelines (V)
SR 88 eastbound	Omo Ranch Road to Kirkwood	North, west, and south	Sierra Nevada peaks (V), lower Sierra Nevada ridgelines (V)
Other Major Roadways			
Mormon Immigrant Trail	Intersection with SR 88 to approximately 10 miles west	North	Sierra Nevada peaks (V), south fork of the American River canyon (V, R), lower Sierra Nevada ridgelines (V)
Mount Aukum Road	Crossing of the north and middle forks of the Cosumnes River, road section north of the south fork of the Cosumnes River	All	Cosumnes River canyons (V, R)
Omo Ranch Road	Between Omo Ranch and SR 88	Various	Ridgelines (V), canyons (V, R)
Icehouse Road	Peavine Road to U.S. Highway 50	South	American River canyon (V, R)
Salmon Falls Road, southbound	South of SR 49 to Folsom Reservoir	South and west	American River canyon (V, R), Folsom Reservoir (V, R)
Latrobe Road	From White Rock Road to County line	All	Rolling hills (V), vistas of Sacramento Valley (V)
Wentworth Springs Road	East of Georgetown	All	Intermittent forest and ridge views (V), views of water bodies (Rubicon River, Stumpy Meadows Reservoir) (V)
Cold Springs Road	Gold Hill area	All	Rolling hills (V), ridgelines (V)

Source: El Dorado County 2003.

3.1.2 Environmental Impacts

Impact Mechanisms

The TGPA proposes several amendments to the 2004 General Plan policies related to visual resources and community design. This section uses the impacts identified in the EIR for the 2004 General Plan and analysis of the proposed changes to identify aesthetic impacts that occur with implementation of the TGPA and ZOU. The proposed changes are shown with underlining in Table 3.1-2, and new impacts that will occur in addition to impacts of continued implementation of the 2004 General Plan are identified.

Table 3.1-2. Proposed Amendments to General Plan Visual Resource and Community Design Policies

New or Amended General Plan Policy	Amendment’s Effect on Visual Resources
<p><i>Policy 2.4.1.3</i> All properties located within the historic townsite known as <u>Clarksville, El Dorado and Diamond Springs</u> shall be designated on the zoning maps as Design Historic (-DH) combining zone district. <u>Other historical townsites may apply for a historical overlay per guidelines established in the Zoning Ordinance.</u></p>	<p>This proposed policy would expand historic district protections to a greater number of historic townsites than does the current General Plan. This will encourage the retention of historic structures and visually compatible development of new structures within El Dorado, Diamond Springs, and other townsites. To the extent that this will reduce the potential for visually incompatible structures to be built there, this will reduce the potential for visual impact on existing scenic views and resources resulting from implementation of the General Plan.</p>
<p><i>(New) Policy 2.4.1.5</i> The County shall implement a <u>program to promote infill development in existing communities.</u></p> <ul style="list-style-type: none"> a) <u>projects site must be consistent with the applicable general plan designation and all applicable general plan policies as well as with applicable zoning designation and regulations.</u> b) <u>project sites may not be more than five acres in size and must demonstrate development has occurred on 2 or more sides of the site.</u> c) <u>project site has no value as habitat for endangered, rare or threatened species.</u> d) <u>Approval of a project would not result in any significant effects relating to traffic, noise, air quality, or water quality.</u> e) <u>The site can be adequately served by all required utilities and public services.</u> 	<p>This proposed policy would promote infill that is consistent with the applicable general plan designation within existing communities. Because it would not result in an increase in allowable development intensity, this amendment would not substantially change impacts on existing scenic views of implementation of the General Plan.</p>
<p><i>(New) Implementation Measure</i> <u>Promote Infill Development: The program shall be linked to land-use, housing, air quality, transportation and circulation strategies that support development within existing communities, reduce vehicle miles traveled, increase energy efficiency, and encourage the development of affordable housing. The program shall</u></p>	<p>See above.</p>

New or Amended General Plan Policy	Amendment's Effect on Visual Resources
<p><u>include, but not be limited to:</u></p> <ul style="list-style-type: none"> <u>a. Adopt criteria to be used within existing communities with developed areas currently capable of being served by public water and public or private sewer;</u> <u>b. Provide incentives for residential and commercial infill development including financial incentives for pedestrian-oriented and transit-friendly design features;</u> <u>c. Amend the zoning code to include a new Traditional Neighborhood Design zone within Commercial and Multi-Family Land Uses;</u> <u>d. Support medium and high density residential or mixed use development along commercial and transportation corridors;</u> <u>e. Develop and utilize approved standard plan types (i.e., zero-lot line, duplex with carriage house unit over garage, z-lot, bungalow, etc.) to streamline the approval process for infill projects. Standard plans shall include various housing and commercial types and styles. Standard plan(s) approved as part of a project shall be compatible with neighboring residential or commercial district patterns for which the development is located; and</u> <u>f. Develop or update, as considered necessary, applicable community plans, specific plans and design guidelines to incorporate pedestrian-oriented, transit-friendly, and or energy efficient configurations design as primary goals.</u> 	
<p><u>(New) Policy 2.5.2.1 Neighborhood commercial centers shall be oriented to serve the needs of the surrounding area, grouped as a clustered, contiguous center where possible, and should incorporate but not be limited to the following design concepts as further defined in the Zoning Ordinance:</u></p> <ul style="list-style-type: none"> <u>a. Maximum first floor building size should be sized to be suitable for the site;</u> <u>b. Residential use on second story Allow for Mixed Use Development;</u> <u>c. No outdoor sales or automotive repair facilities;</u> <u>d. Reduced setback with landscaping and walkways;</u> <u>e. Interior parking, or the use of parking structure;</u> <u>f. Bicycle access with safe and convenient bicycle storage area;</u> <u>g. On-street parking to reduce the amount of on-site parking;</u> <u>h. Community bulletin boards/computer kiosks;</u> <u>i. Outdoor artwork, statues, etc., in prominent places; and</u> <u>j. Pedestrian circulation to adjacent commercial centers.</u> 	<p>The proposed amendment would result in the clustering of commercial uses in new neighborhood commercial centers. With the exception of mixed use development, this is not substantially different than current General Plan provisions allowing neighborhood commercial centers. Mixed use development would allow residential and commercial uses to coexist within the same building or development. This may result in an intensification of residential development within these areas if site characteristics (i.e., size, availability of public water and sewer service) are suitable for high density residential development.</p> <p>Because it would result in an increase in allowable development intensity, this amendment would increase the potential for visual impact on existing scenic views and resources.</p>

The TGPA proposes to divide the existing Camino/Pollock Pines Community Region to create three Rural Centers centered on Camino, Cedar Grove, and Pollock Pines. This would allow each community to develop in a manner that reflects its separate and distinct character. It would not change the permitted land uses within the area under the current General Plan. The maximum density for mixed use development proposed under the TGPA would be 20 dwellings per acre in Community Regions and 10 dwellings per acre in Rural Centers. Therefore, creating the Rural Centers would slightly reduce the potential residential density. The practical effect of the Camino/Pollock Pines proposal would be to reduce the development potential within these areas (even in comparison to the potential under the current General Plan).

The TGPA also proposes to increase the maximum allowable densities within mixed use development projects. However, as discussed in Section 3.6, *Land Use and Planning*, these changes are not expected to result in a substantial increase in the number of residences allowed under the General Plan. Because this does not change the height restrictions or other design limits, this is not expected to contribute to impacts on visual resources to any greater extent than currently allowable development. In other words, new residential and commercial developments may affect visual resources, but not more so because they may include mixed uses.

The TGPA and ZOU propose to allow residential development on slopes of 30% or more, subject to regulations requiring engineering, grading, and other concerns to be addressed (current General Plan policy prohibits or discourages development on slopes of 30% or more, depending on circumstances, with specific exceptions). This has the potential to increase visual impacts of implementation of the General Plan) by allowing development on slopes that would be unavailable for development under the current General Plan.

The ZOU includes new provisions that can allow Ranch Marketing, Agricultural and Timber Resource Lodging, Health Resort and Retreat Centers, Ski Area, Industrial, General, and Public Utility Service Facilities, Intensive in agricultural and forestry zones, generally upon approval of a discretionary permit. As discussed in Section 3.6, *Land Use and Planning*, these types of development located on rural agricultural and forestry lands of the county can change the character of the surrounding area. This may result in an adverse effect on the vividness, intactness, and unity of existing scenic views and resources. The same is true of the proposed provisions for Public Utility Service Facility, Intensive uses in residential zones, and for Ski Area, Off-Highway Vehicle Recreation Area, and outdoor entertainment in the Recreational Facilities Low-Intensity (RFL) zone (Chapter 17.25) upon approval of a CUP. The potential RFL zone conflict would arise where it is applied to land designated for open space or natural resource under the General Plan.

In addition, the expanded provisions for Home Occupations would allow certain business uses in residential zones either by right, by administrative permit (where student instruction or horse riding lessons and horse training exceed specified limits), or where more intensive, by discretionary permit on parcels exceeding one acre in area. A home occupation is defined as a business operated out of a residential dwelling or accessory structure or outdoors on the residential parcel, by a resident of the premises, and that is compatible with surrounding residential and agricultural uses. Home occupations may include, but are not limited to, work performed by telephone, mail, or by internet, or appointment; home offices; Cottage Food Operations (CFO), small scale production and repair, handicrafts, parts assembly; or work or craft that is the activity of creative artists, music teachers, academic tutors, trainers, or similar instructors. More intensive uses that may be allowed by conditional use permit include businesses such as motor vehicle repair, motor vehicle storage,

cabinet making, veterinary services, commercial kennels, medical/dental offices and clinics, medical laboratories, welding and machining, large-scale upholstery, and food preparation and sales.

Methods of Analysis

The general land use pattern allowed by the adopted General Plan, as proposed to be revised by the proposed TGPA and ZOU, is evaluated in the following discussions for its potential to adversely affect existing scenic resources. An adverse effect would be assumed to occur if development under the General Plan will result in a substantial change to existing scenic views or resources. The level of development is assumed to be the “achievable level of development” identified by the County.

As discussed in the 2004 General Plan EIR, the U.S. Forest Service and the Federal Highway Administration have well-established methods for evaluating visual resources and project-related effects on those resources. Visual impact assessment under these methods involves consideration of several elements, including the visual resources of the region and the immediate area, important viewing locations (e.g., roads) and the general visibility of potentially distracting elements, and viewer groups and their sensitivities. The visual character and quality of the region and a particular area are assessed based on three criteria.

- Vividness—the visual power or memorability of landscape components as they combine in striking or distinctive visual patterns.
- Intactness—the visual integrity of the natural and human-built landscape and its freedom from encroaching elements; this factor can be present in well-kept urban and rural landscapes as well as natural settings.
- Unity—the visual coherence and compositional harmony of the landscape considered as a whole; it frequently attests to the careful design of individual components in the artificial landscape.

Under the federal methods, the appearance of the landscape is assessed using these criteria and descriptions of the dominance of elements of form, line, color, and texture. Another important element of visual impact assessment is viewer sensitivity or concern. Viewer sensitivity is gauged based on the visibility of resources in the landscape, the proximity of viewers to the visual resource, the position of viewers relative to the visual resource, the frequency and duration of views, the number of viewers, and the type and expectations of individuals and viewer groups.

The criteria for identifying the importance of views are related in part to the position of the viewer relative to the resource. An area of the landscape that is visible from a particular location (e.g., an overlook) or series of points (e.g., a road or trail) is defined as a viewshed. To identify the importance of views, a viewshed may be divided into distance zones (i.e., foreground, middleground, and background). Generally, the closer a resource is to the viewer, the more dominant it is and the greater its importance to the viewer. Although distance zones in viewsheds may vary between different geographic regions or types of terrain, the U.S. Forest Service criteria identifies the foreground distance zone as extending 0.25–0.5 mile from the viewer, the middleground zone as extending from the foreground zone to 3–5 miles from the viewer, and the background zone as extending outward beyond the middleground zone.

Visual sensitivity also depends on the number and type of viewers and the frequency and duration of views. Generally, visual sensitivity increases with an increase in total number of viewers, the frequency of viewing (e.g., daily or seasonally), and the duration of views (i.e., how long a scene is

viewed). Also, visual sensitivity is higher for views seen by people who are driving for pleasure; people engaged in recreational activities such as hiking, biking, or camping; and residents. Sensitivity tends to be lower for views that people see routinely while driving to and from work or as part of their work. Views from recreational trails and areas, scenic highways, and scenic overlooks are generally assessed as having high visual sensitivity.

However, these analytical methods are not suited to examining the potential impacts of the project (i.e., amending the General Plan and updating the Zoning Ordinance). The project does not describe or propose any site-specific projects that can be examined in detail for their effect on specific scenic views and resources. Therefore, a project-specific analytical approach is not suitable.

Instead, the following analysis relies upon a general examination of how the pattern of land uses set out in the General Plan—particularly residential, commercial, and urban land uses—would broadly change the county’s scenic views and resources. For the purposes of this broad analysis, existing rural views are considered to be scenic. This is consistent with the General Plan’s first statement of vision: “Maintain and protect the County’s natural beauty and environmental quality, vegetation, air and water quality, natural landscape features, cultural resource values, and maintain the rural character and lifestyle while ensuring the economic viability critical to promoting and sustaining community identity.”

Current conditions represent vividness, intactness, and unity of existing scenic resources and views. The analysis considers the extent to which future development of the General Plan’s land use designations, in light of the proposed TGPA and ZOU, has the potential to substantially change existing scenic views and resources. It takes into account General Plan policies that are intended to reduce the visual impacts of new development.

Note that El Dorado County is preparing a new sign ordinance separately from this project. Because that ordinance is not a part of this project and will be subject to its own CEQA analysis, it is not being considered here or otherwise included in this analysis.

Thresholds of Significance

In accordance with Appendix G of the State CEQA Guidelines, the proposed project would be considered to have a significant effect if it would result in any of the conditions listed below.

- Result in a substantial adverse effect on a scenic vista.
- Substantially damage scenic resources, including but not limited to trees, rock outcroppings, and historic buildings along a scenic highway.
- Substantially degrade the existing visual character or quality of the site and its surroundings.
- Create a new source of substantial light or glare that would adversely affect daytime or nighttime views in the area.

The 2004 General Plan EIR used these thresholds, as does project analysis in this FEIR.

Impacts and Mitigation Measures

Impact AES-1: Result in a substantial adverse effect on a scenic vista (significant and unavoidable)

2004 General Plan EIR Conclusions

The 2004 General Plan EIR characterized this impact as the “Degradation of the Quality of Scenic Vistas and Scenic Resources.” It found that the adopted General Plan had the potential to degrade the quality of scenic vistas and resources in the county by accommodating additional residential and nonresidential development. Scenic vistas are referred to in the 2004 General Plan EIR as scenic views, and the 2004 General Plan EIR noted that the land use map for the adopted General Plan would nonetheless

...provide greatly enhanced protection for visual resources. The reduced boundaries and increased land use densities of the Community Regions and Rural Centers would reduce the incentive for residential development to be dispersed through the Rural Regions as ministerial development. Along with the General Plan policies, this development pattern would protect scenic views, resources, and viewsheds from encroachment by higher intensity development in the lower intensity rural areas.

With Mitigation Measures 5.3-1(a) through 5.3-1(c), the 2004 General Plan EIR found that the adopted General Plan would have a less than significant impact on scenic views or scenic vistas. Mitigation Measure 5.3-1(a) required the establishment of a conformity review process for permits. It was incorporated into the General Plan as Policy 2.2.5.2 and Policy 2.2.5.20. Mitigation Measure 5.3-1(b) called for nominating SR 49 for Scenic Highway designation and is reflected in General Plan Policy 2.6.1.8 and Policy 2.6.1.3. Measure 5.3-1(c) called for adopting a policy to protect views from scenic corridors from degradation and is incorporated into the General Plan as Policy 2.6.1.5. All of these policies would remain in place and are not proposed for deletion or change by the project.

The 2004 General Plan EIR’s analysis of the General Plan, under Impact 5.3.1 is hereby incorporated by reference.

Project Analysis

There are no specific projects being proposed by the project. However, as described above, there are two proposed changes that could result in development that would have adverse effects on scenic vistas. Although no specific development projects are proposed, it is reasonably foreseeable that the types of projects that could be allowed under the following proposals could have a significant effect.

Allowing development on slopes of 30% or greater would allow new development to be built higher on slopes. Despite the proposed Zoning Ordinance provisions requiring special consideration of grading, geotechnical engineering, landscaping, and other concerns, there is no practical means of avoiding the introduction of new structures into natural environments when development would occur in rural areas. Implementation of Mitigation Measure BIO-1a: Limit the relaxation of hillside development standards, which would limit development on slopes containing special status species habitat, would reduce this impact. However, because this type of development would adversely affect the vividness and intactness of scenic views, this impact would be significant and unavoidable.

The proposed ZOU provisions described above (e.g., Ranch Marketing, Agricultural and Timber Resource Lodging, Ski Area, Industrial General) could similarly result in new development that adversely affects the vividness, intactness, and unity (if these activities are approved on neighboring

properties) of rural views. A discussion of the key types of development is in Section 3.6, *Land Use and Planning*. The same effects that would potentially conflict with other land uses are important to the impact on scenic views. Despite provisions for compatibility and design review, these activities could be substantially different from the existing activities in the area, could be located within a scenic viewshed, and could adversely affect the vividness, intactness, and unity of the view from other properties and from adjoining roads. This impact would be significant and unavoidable.

The aesthetics impact of future home occupations, absent information about the type of use, existing visual setting and its intensity, and the extent to which the use may degrade the setting, cannot be known at the site level. However, because these uses may be applied for in rural areas that are of high visual quality, that there may be instances where a home occupation that would be allowed by right under Section 17.40.160 could adversely affect the aesthetics of its surroundings. The same would be true for more intensive home occupations requiring a discretionary permit. Although more intensive uses would require a conditional use permit and would be subject to CEQA analysis, that does not assure that the use would not result in a significant impact.

Conclusions

Mitigation Measure BIO-1a would reduce impacts related to allowing development on slopes of 30% or greater, but not to a less-than-significant level.

Mitigation Measures AG-1a, AG-1b, and AG-4 would reduce impacts related to ZOU provisions for Ranch Marketing, Agricultural and Timber Resource Lodging, Ski Area, and industrial uses, but not to a less-than-significant level.

The overall impact related to scenic vistas is significant and unavoidable.

Mitigation Measure AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers

Mitigation Measure AG-1b: Amend the ZOU to limit Public Utility Service Facilities to minor facilities in the PA, AG, and RL zones

Mitigation Measure AG-4: Amend proposed Table 17.21.020 to restrict incompatible uses from being located in the TPZ zone

Mitigation Measure BIO-1a: Limit the relaxation of hillside development standards

Impact AES-2: Substantially damage scenic resources, including but not limited to trees, rock outcroppings, and historic buildings along a scenic highway (significant and unavoidable)

2004 General Plan EIR Conclusions

The 2004 General Plan EIR did not specifically consider this as a separate issue, but included it in its analysis of the prior impact (i.e., Degradation of the Quality of Scenic Vistas and Scenic Resources). Mitigation Measure 5.3-1(b) was included to reduce that impact to a less-than-significant level. As described above, the current General Plan contains numerous policies under Goal 2.6 that are intended to minimize the effects of future development on scenic highway segments. Mitigation Measure 5.3-1(b) is embodied in Policy 2.6.1.3. Based on this comprehensive set of policies, development under the current General Plan would have a less than significant effect. That EIR's

analyses of Alternative 3, the Environmentally Constrained Alternative, and Alternative 4, the 1996 General Plan, under Impact 5.3.1 are hereby incorporated by reference.

Project Analysis

As discussed under Impact AES-1, it is reasonably foreseeable that the proposed ZOU provisions described above could result in new development that adversely affects existing scenic resources. This part of the project has the greatest potential to affect scenic resources, although future development consistent with the General Plan will also play a major role.

A segment of U.S. Highway 50 and all of SR 89 in El Dorado County are designated Scenic Highways. U.S. Highway 50 passes through agriculturally-designated lands east of Placerville. SR 89 is within the eastern portion of the county and does not adjoin any land designated for agriculture or forestry and under the County's jurisdiction.

The views from U.S. Highway 50 toward agriculturally designated lands east of Placerville are limited primarily to those lands adjoining the highway. Views along this designated scenic segment of U.S. Highway 50 include rural and forest landscapes, as well as developed lands between eastern Placerville and Camino. The agriculturally designated lands are generally devoted to agriculture or open space at the current time and support stretches of vivid and intact rural and forest views. Development of one or more Ranch Marketing, Agricultural and Timber Resource Lodging, or Health Resort and Retreat Center uses along the agriculturally designated land east of Placerville could damage scenic resources along this section of U.S. Highway 50, depending on the specific design and location of the use.

Mitigation Measure AG-1a would reduce impacts for scenic highways related to ZOU provisions for Health Resort and Retreat Center uses, but not to a less-than-significant level. This impact would be significant and unavoidable.

Mitigation Measure AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers

Impact AES-3: Substantially degrade the existing visual character or quality of the site and its surroundings (significant and unavoidable)

2004 General Plan EIR Conclusions

The 2004 General Plan EIR analyzed this impact under Impact 5.3-2, Degradation of Existing Visual Character or Quality of the Area or Region. It noted that the proposed development pattern

...would result in more clustered, as opposed to dispersed, development patterns. Based on the anticipated absolute level of residential development (32,290 new dwelling units), the overall visual character is not expected to change substantially because the availability of clustered development in and near Community Regions and Rural Centers would provide a disincentive for large amounts of dispersed residential development in Rural Regions. The visual character of some specific areas of the county can be expected to change, however. This alternative [meaning the adopted General Plan] includes relatively high-density land use designations in the Community Regions and Rural Centers. New subdivisions in areas that are currently relatively undeveloped can be expected to change the rural character to one that is more suburban in nature.

It concluded that

...[w]hile design policies would largely address this issue, areas of the county will undergo substantial alterations in visual character from rural to a more suburban appearance. Roadway design modification would address a component of this impact but there is no mitigation to fully reduce it. Therefore, this impact would be significant and unavoidable.

The 2004 General Plan EIR included Mitigation Measure 5.3-2 (Design New Streets and Improvements to Minimize Effects on Rural Character to the Extent Possible), which was incorporated into the adopted General Plan as Policy TC-1w.

The 2004 General Plan EIR's analyses of Alternative 3, the Environmentally Constrained Alternative, and Alternative 4, the 1996 General Plan, under Impact 5.3.2, are hereby incorporated by reference.

Project Analysis

As discussed under Impact AES-1, it is reasonably foreseeable that several classes of uses that may be allowed under the proposed ZOU have the potential to adversely affect existing views. This is also true for the existing visual character of the sites on which those uses could be approved. This impact is somewhat reduced by Mitigation Measure BIO-1a, but not below the level of significance. This impact would be significant and unavoidable.

Mitigation Measure BIO-1a: Limit the relaxation of hillside development standards

Impact AES-4: Create a new source of substantial light or glare that would adversely affect daytime or nighttime views in the area (significant and unavoidable)

2004 General Plan EIR Conclusions

The 2004 General Plan EIR analyzed this impact under Impact 5.3.3, Creation of New Sources of Substantial Light or Glare that Would Adversely Affect Daytime or Nighttime Views. It found that General Plan policies provided for restrictions on high-intensity lighting and glare, but would not apply to ministerial residential projects that are not subject to the discretionary review process. As a result, new sources of light and glare could be introduced without measures to minimize associated nuisance effects. Because the General Plan policies would focus most new development in Community Regions and Rural Centers, the primary impacts would be in the rural areas of the county. It concluded that with implementation of Mitigation Measures 5.3-3(a), Implement Mitigation Measure 5.1-3(a), and 5.3-3(b), Consider Lighting Design Features to Reduce Effects of Nighttime Lighting, this impact would be less than significant. Mitigation Measure 5.3-3(a) was incorporated into the General Plan as Policies 2.2.5.2 and 2.2.5.20. Mitigation Measure 5.3-3(b) was incorporated as Policy 2.8.1.1.

The 2004 General Plan EIR's analyses of Alternative 3, the Environmentally Constrained Alternative, and Alternative 4, the 1996 General Plan, under Impact 5.3.3 are hereby incorporated by reference.

Project Analysis

As discussed under Impact AES-1, it is reasonably foreseeable that several classes of uses that may be allowed under the proposed ZOU have the potential to be sources of light and glare. For example, Health Resort and Retreat Centers, Ski Areas, Industrial, General uses, or Public Utility Service Facilities, Intensive would be only allowed upon approval of a CUP and therefore could be subjected to conditions of approval minimizing their production of light and glare. However, Ranch Marketing

and Agricultural and Timber Resource Lodging would be allowed by right in some zones and approved ministerially. These uses would be located in the agricultural and forestry zones, which are located primarily in rural areas that tend to be dark at night. These land uses would be subject to the outdoor lighting regulations under Chapter 17.34 of the ZOU. However, Agricultural and Timber Resource Lodging would be exempt from those regulations, and the proposed regulations appear to be less stringent than those currently in effect under Zoning Ordinance Section 17.14.170. These two types of uses would have a reasonably foreseeable potential to result in sufficient light to adversely affect nighttime views, and other uses in rural areas would have the potential to result in indirect lighting that would affect nighttime views. Implementation of Mitigation Measure AES-4 would reduce this impact to a less-than-significant level.

Chapter 17.25 (Recreational Facilities) would expand the types of uses currently allowed in the recreational facilities zone. If these intensive uses were to be approved in areas designated on the General Plan for residential or open space uses, it is reasonably foreseeable that they would substantially alter the existing visual character of the surrounding area. The intensity (e.g., height, lighting, signage), typical components (e.g., parking lots, signs, permanent structures), and typical operational impacts (e.g., traffic, noise, lighting) of these types of uses would not be amenable to sufficient moderation to avoid this substantial alteration because they would be so different than their surroundings. This impact is significant and unavoidable.

Implementation of Mitigation Measure AES-4 would reduce impacts related to light and glare impacts for all zones except the Recreational Facilities zone to a less-than-significant level. Impacts related to light and glare in the Recreational Facilities zone would be significant and unavoidable.

Mitigation Measure AES-4: Revise proposed Zoning Ordinance Chapter 17.34 and Section 17.40.170

Revise Chapter 17.34, Section 17.34.020 as follows.

17.34.020 Outdoor Lighting Standards

- A. All outdoor lighting shall be located, adequately shielded, and directed such that no direct light falls outside the property line, or into the public right-of-way as illustrated in Figure 17.34.020.1 (Light Source Not Directly Visible Outside Property Perimeter). Parking lot and other security lighting shall be top and side shielded to prevent the light pattern from shining onto adjacent property or roadways, excluding lights used for illumination of public roads. External lights used to illuminate a sign or the side of a building or wall shall be shielded to prevent the light from shining off of the surface intended to be illuminated. Outdoor floodlights shall not project above 20 degrees below the horizontal plane.
- B. Any commercial, industrial, multi-family, civic, or utility project that proposes to install outdoor lighting shall submit plans for such lighting, to be reviewed by the Planning Director as a part of a site plan review.
 1. If the project requires an administrative permit, conditional or minor use permit, design review permit, or development plan permit, said lighting plan shall be included as a part of that application, and shall be subject to approval by the approving authority.

2. Lighting plans shall contain, at a minimum, the location and height of all light fixtures, the manufacturer's name and style of light fixture, and specifications for each type of fixture.

Revise Section 17.40.170.B.5 as follows.

5. Lodging facilities shall have direct access to a maintained road in conformance with Department of Transportation standards. The entrance, parking area, and walkways shall be kept free of obstructions or hazards of any type. With the exception of Agricultural Homestays, Guest Ranches, and Agricultural and Timber Resource Lodging, the entrance, parking and walkways shall be illuminated in compliance with Chapter 17.34 (Outdoor Lighting). If outdoor lighting is proposed for an Agricultural Homestay, Guest Ranch, and Agricultural and Timber Resource Lodging, the lighting shall conform to Chapter 17.34.

3.2 Agricultural and Forestry Resources

3.2.1 Existing Conditions

Regulatory Setting

State

Farmland Mapping and Monitoring Program

The Farmland Mapping and Monitoring Program (FMMP) is a non-regulatory program of the California Department of Conservation that inventories the state's important farmlands and tracks the conversion of farmland to other land uses. The FMMP publishes reports of mapped farmland and conversions every 2 years. The FMMP categorizes farmland on the basis of its soil quality, the availability of irrigation water, current use, and slope, among other criteria. The categories of farmland identified in the FMMP are listed below. The FMMP considers all of these categories, except Grazing Land, to be Important Farmland.

- Prime Farmland. Farmland with the best combination of physical and chemical features able to sustain long-term agricultural production. This land has the soil quality, growing season, and moisture supply needed to produce sustained high yields. Land must have been used for irrigated agricultural production at some time during the 4 years prior to the mapping date.
- Farmland of Statewide Importance. Farmland similar to Prime Farmland but with minor shortcomings, such as greater slopes or less ability to store soil moisture. Land must have been used for irrigated agricultural production at some time during the 4 years prior to the mapping date.
- Unique Farmland. Farmland of lesser quality soils used for the production of the state's leading agricultural crops. This land is usually irrigated, but may include nonirrigated orchards or vineyards as found in some climatic zones in California. Land must have been cropped at some time during the 4 years prior to the mapping date.
- Farmland of Local Importance. Land of importance to the local agricultural economy as determined by each county's board of supervisors and a local advisory committee.
- Grazing Land. Land on which the existing vegetation is suited to the grazing of livestock. This category was developed in cooperation with the California Cattlemen's Association, University of California Cooperative Extension, and other groups interested in the extent of grazing activities.

The FMMP also identifies nonagricultural lands.

- Urban and Built-Up Land. Land occupied by structures with a building density of at least 1 unit to 1.5 acres, or approximately 6 structures to a 10-acre parcel. Common examples include residential, industrial, commercial, institutional facilities, cemeteries, airports, golf courses, sanitary landfills, sewage treatment, and water control structures.
- Other Land. Land not included in any other mapping category. Common examples include low density rural developments, brush, timber, wetland, and riparian areas not suitable for livestock

grazing, confined livestock, poultry, or aquaculture facilities, strip mines, borrow pits, and water bodies smaller than 40 acres. Vacant and nonagricultural land surrounded on all sides by urban development and greater than 40 acres is mapped as Other Land.

FMMP data is helpful in analyzing whether agricultural conversion is occurring within the county, and at what rate.

California Land Conservation Act of 1965 (Williamson Act) and Farmland Security Zone Act

The California Land Conservation Act of 1965 (Government Code Section 51200, et seq.), also known as the Williamson Act, protects farmland from conversion to other uses by offering owners of agricultural land a property tax incentive to maintain their land in agricultural use. Under the Williamson Act, the landowner contracts with the county (or city) in which their property is located, promising to maintain the land in agriculture or a compatible use for a minimum period of 10 years. In return, the property tax on the land is based on its productive value rather than its assessed value. A Williamson Act contract automatically self-renews each year so that it is always 10 years in duration. Enrollment in a Williamson Act contract is completely voluntary. Williamson Act participation can help to insulate agricultural land from increases in property taxes linked to improvements.

The Farmland Security Zone Act (Government Code Section 51296, et seq.) works similarly. However, it applies to contracted land for a term of no less than 20 years.

The Williamson Act and Farmland Security Zone Act programs are administered locally. The County is a party to and enforces the contracts on lands within its unincorporated area. The California Department of Conservation has a limited oversight role.

In 2011, the County reported that it held 34,315 acres of land under Williamson Act and Farmland Security Zone Act contracts, as illustrated in Table 3.2-1. Little change has been seen in the amount of land under Williamson Act contract during the period since adoption of the General Plan in 2004 and the latest report in 2011. Over that period, the amount of Prime Farmland under contract increased by 203 acres, the amount of contracted non-prime farmland decreased by 41 acres, and the acreage under Farmland Security Zone contract remained the same (California Department of Conservation 2006, 2013).

Table 3.2-1. El Dorado County Williamson Act and Farmland Security Zone Act Acreage, 2011

Williamson Act		Farmland Security Zone Act		Total
Prime	Nonprime	Prime	Nonprime	
2,334	31,686	5	180	34,206

Source: California Department of Conservation 2013.

California Forest Taxation Reform Act of 1976

This state law protects timberland from conversion to other uses by offering land owners a property tax incentive to maintain their land for timber production. This preferential taxation arrangement operates similarly to the Williamson Act, with 10-year rolling contracts. Contracted lands must be zoned by the county for timber production in order to be eligible. This program is limited to tree

species that are suitable for commercial timber harvesting, primarily softwoods, and does not apply to oak woodlands.

California Timberland Productivity Act of 1982

The California Timberland Productivity Act (Government Code Section 51100 et seq.) establishes the statewide basis for timberland production zoning. A county may zone lands for timberland production (Timberland Preserve Zone, or TPZ) and thereby qualify them for the preferential taxation provided for under the Forest Taxation Reform Act. Land within a TPZ is restricted to growing and harvesting timber and other compatible uses approved by the county. The use of this land must be “enforceably restricted” to growing and harvesting timber in order to qualify for preferential taxation.

Under the act, “compatible use” is defined as follows.

...any use which does not significantly detract from the use of the property for, or inhibit, growing and harvesting timber, and shall include, but not be limited to, any of the following, unless in a specific instance such a use would be contrary to the preceding definition of compatible use.

- (1) Management for watershed.
- (2) Management for fish and wildlife habitat or hunting and fishing.
- (3) A use integrally related to the growing, harvesting and processing of forest products, including but not limited to roads, log landings, and log storage areas.
- (4) The erection, construction, alteration, or maintenance of gas, electric, water, or communication transmission facilities.
- (5) Grazing.
- (6) A residence or other structure necessary for the management of land zoned as timberland production.

Z’berg-Nejedly Forest Practice Act of 1973

Commercial harvesting of timber on lands under the County’s jurisdiction, whether or not the property is under timberland contract, is regulated under the state’s Z’berg-Nejedly Forest Practice Act (Public Resources Code Section 4511, et seq.) and the related Forest Practice Rules (Title 14, California Code of Regulations Chapters 4, 4.5 and 10). Through this legislation, the state has established a comprehensive and specialized program for reviewing and regulating the harvesting of timber. Harvest is strictly regulated through the review and approval of plans (e.g., Timber Harvest Plan, Timberland Conversion, etc.) by the state Department of Forestry and Fire Protection. The requirements are strict and attempt to balance the objectives of commercial forest management and timber harvesting with environmental protection.

Local

El Dorado County 2004 General Plan

The County General Plan and Zoning Ordinance regulate land uses in the unincorporated areas of the county. The importance of agriculture and forestry to the County is reflected in the General Plan’s Agriculture and Forestry Element. Through this element, the County has adopted extensive policies relating to the conservation, management, and utilization of the county’s agricultural and forest lands “as fundamental components of the County’s rural character and way of life.” In addition

to extensive policies supportive of agriculture (including timber), the element makes the following broad policy statement.

In recent years, large influxes of new residents have resulted in increased development and thus a changed landscape. While this growth has benefited the County in many ways, the low-density residential growth has threatened important agricultural and forest lands. Prudent management of the County's agriculture and forestry resources is needed to provide future generations with opportunities to experience both the economic benefits and rural lifestyle residents now enjoy. This prudent management strategy involves maintenance of large parcel sizes and the minimization of incompatible land use encroachment into these resource rich lands.

The following selected objectives and policies and implementation measure are pertinent to the project, but are only a sampling of the extensive policy guidance set out in the General Plan.

Objective 8.1.1: Identification of Agricultural Lands. Identification of agricultural lands within the County that are important to the local agricultural economy including important crop lands and grazing lands.

Policy 8.1.1.1: "Agricultural Districts" shall be created and maintained for the purposes of conserving, protecting, and encouraging the agricultural use of important agricultural lands and associated activities throughout the County; maintaining viable agricultural-based communities; and encouraging the expansion of agricultural activities and production. These districts shall be delineated on the General Plan land use map as an overlay land use designation.

Policy 8.1.1.2: Agricultural Districts shall be based on the following criteria:

- A. Lands currently under Williamson Act contract (i.e., "agricultural preserves");
- B. Soils identified as El Dorado County "choice" agricultural soil, which consist of Federally designated prime, State designated unique or important, or County designated locally important soils;
- C. Lands under cultivation for commercial crop production;
- D. Lands that possess topographical and other features that make them suitable for agricultural production;
- E. Low development densities; and
- F. A determination by the Board of Supervisors that the affected lands should be preserved for agricultural production rather than other uses.

Policy 8.1.1.3: The boundaries of Agricultural District overlays shall be based on existing land features including but not limited to soil types, rivers, ridgelines, and other visibly evident features or, otherwise, shall follow legal property boundaries.

Policy 8.1.1.4: The procedures set forth in *The Procedure for Evaluating the Suitability of Land for Agriculture* shall be used for evaluating the suitability of agricultural lands in Agricultural Districts and Williamson Act Contract lands (agricultural preserves). The procedures shall be developed, reviewed, and revised, as appropriate, by the Agricultural Commission, and approved by the Board of Supervisors. Revisions to the procedure shall not constitute a General Plan amendment.

Policy 8.1.1.5: Except for parcels assigned urban or other nonagricultural uses by the Land Use Map for the 1996 General Plan, parcels 20 acres or larger containing "choice" agricultural soils (see Policy 8.1.1.2(b)) shall be zoned for agricultural use except where the Board of Supervisors determines that economic, social, or other reasons justify allowing nonagricultural development or uses to occur on the affected properties. Where such parcels are zoned for agricultural use, they shall be protected from incompatible land uses by the Right to Farm Ordinance and agricultural buffering. Before rezoning parcels that are 20 acres or larger and contain choice agricultural soils to a zoning category that will permit nonagricultural uses, the Board of

Supervisors and/or Planning Commission shall solicit and consider input from the Agricultural Commission.

Policy 8.1.1.6: Parcels encumbered by a Williamson Act contract, pursuant to the California Land Conservation Act, shall be zoned Exclusive Agriculture (AE).

Policy 8.2.4.4: Ranch marketing, winery, and visitor-serving uses (agricultural promotional uses) are permitted on agricultural parcels, subject to a compatibility review to ensure that the establishment of the use is secondary and subordinate to the agricultural use and will have no significant adverse effect on agricultural production on surrounding properties. Such ranch marketing uses must be on parcels of 10 acres or more; the parcel must have a minimum of 5 acres of permanent agricultural crop in production or 10 acres of annual crop in production that are properly maintained. These uses cannot occupy more than 5 acres or 50 percent of the parcel, whichever is less.

Objective 8.1.4: Development Entitlements. Consideration of the agricultural use of land prior to approvals for any development entitlements.

Policy 8.1.4.1: The County Agricultural Commission shall review all discretionary development applications and the location of proposed public facilities involving land zoned for or designated agriculture, or lands adjacent to such lands, and shall make recommendations to the reviewing authority. Before granting approval, a determination shall be made by the approving authority that the proposed use:

- A. Will not intensify existing conflicts or add new conflicts between adjacent residential areas and agricultural activities; and
- B. Will not create an island effect wherein agricultural lands located between the project site and other non-agricultural lands will be negatively affected; and
- C. Will not significantly reduce or destroy the buffering effect of existing large parcel sizes adjacent to agricultural lands.

Objective 8.2.1: Agricultural Water. Provide for an adequate, long-term supply of water to support sustainable agricultural uses within the County.

Policy 8.2.1.1: The County shall support the development of water supplies and the use of reclaimed and untreated water for the irrigation of agricultural lands.

Policy 8.2.1.2: Current agricultural water, excluding well water, shall be protected from allocation to residential uses and discretionary projects establishing new residential uses. Water from increased irrigation efficiencies shall be allocated to expanding agricultural or employment based uses.

Policy 8.2.1.3: The County shall actively pursue the acquisition of long-term agricultural water supplies.

Policy 8.2.1.4: When reviewing projects, the County shall consider a project's impacts on availability of water for existing agricultural uses.

Policy 8.2.1.5: The County will work with water purveyors and the Agricultural Commission to establish plans to ensure the provision of adequate water supplies to existing and future agricultural uses.

Objective 8.2.2: Agricultural Operations. Protection of the rights of agricultural operators to continue agricultural practices on all lands designated for agricultural land use and expand the agricultural-related uses allowed on such lands.

Policy 8.2.2.1: Agricultural operations allowed by right on agricultural lands shall include, but not be limited to:

- A. Cultivation and tillage of the soil, grazing, dairying, irrigation, frost protection, cultivation, growing, harvesting, sound devices, use of approved fertilizers, pesticides, and crop protection;
- B. Processing of any agricultural commodity, including timber, Christmas trees, shrubs, flowers, herbs, and other plants;
- C. Raising of livestock, fur-bearing animals, and all animal husbandry;
- D. Culture or breeding of poultry and aquatic species;
- E. Commercial practices (ranch marketing) performed incidental to or in conjunction with such agricultural operations including the packaging, processing, and on-site sale of agricultural products produced in the County; and
- F. Agricultural resource management including wildlife management, recreation, tours, riding and hiking access, fishing, and picnicking.

Policy 8.2.4.2: A special use permit shall be required for visitor serving uses and facilities providing they are compatible with agricultural production of the land, are supportive to the agricultural industry, and are in full compliance with the provisions of the El Dorado County Code and compatibility requirements for contracted lands under the Williamson Act.

Policy 8.2.4.3: Visitor serving uses may include but are not limited to: recreational fishing, camping, stables, lodging facilities, and campgrounds.

Policy 8.2.4.4: Ranch marketing, winery, and visitor-serving uses (agricultural promotional uses) are permitted on agricultural parcels, subject to a compatibility review to ensure that the establishment of the use is secondary and subordinate to the agricultural use and will have no significant adverse effect on agricultural production on surrounding properties. Such ranch marketing uses must be on parcels of 10 acres or more; the parcel must have a minimum of 5 acres of permanent agricultural crop in production or 10 acres of annual crop in production that are properly maintained. These uses cannot occupy more than 5 acres or 50 percent of the parcel, whichever is less.

Policy 8.2.4.5: The County shall support visitor-serving ranch marketing activities on agricultural land, provided such uses do not detract from or diminish the agricultural use of said land.

Objective 8.3.1: Identification of Timber Production Lands. Identification of existing and potential timber production lands for commercial timber production.

Policy 8.3.1.1: Lands suitable for timber production which are designated Natural Resource (NR) on the General Plan land use map and zoned TPZ or Forest Resource (FR) are to be maintained for the purposes of protecting and encouraging the production of timber and associated activities.

Policy 8.4.2.1: The County Agricultural Commission shall evaluate all discretionary development applications involving identified timber production lands which are designated Natural Resource or lands zoned TPZ or lands adjacent to the same and shall make recommendations to the approving authority. Prior to granting an approval, the approving authority shall make the following findings:

- A. The proposed use will not be detrimental to that parcel or to adjacent parcels for long-term forest resource production value or conflict with forest resource production in that general area;
- B. The proposed use will not intensify existing conflicts or add new conflicts between adjacent proposed uses and timber production and harvesting activities;
- C. The proposed use will not create an island effect wherein timber production lands located between the project site and other non-timber production lands are negatively affected;

- D. The proposed use will not hinder timber production and harvesting access to water and public roads or otherwise conflict with the continuation or development of timber production harvesting; and
- E. The proposed use will not significantly reduce or destroy the buffering effect of existing large parcel sizes adjacent to timber production lands.

Implementation Measure AF-J: Complete an inventory of agricultural lands in active production and/or lands determined by the Agricultural Commission to be suitable for agricultural production. Once the inventory is complete, perform a suitability review (consistent with Policies 8.1.1.1, 8.1.1.2, 8.1.1.3, and 8.1.1.4) and amend the Agricultural District boundaries as appropriate.

El Dorado County Zoning Ordinance

While the General Plan establishes policies to guide the County's land use decision making, the Zoning Ordinance consists of enforceable regulations on the use of county land. The unincorporated area is broken into various residential, commercial, industrial, agricultural, and other "zones," with the standards and regulations applicable to each particular type of zone described in the Zoning Ordinance. Zoning maps illustrate how the zoning districts are distributed throughout the county.

The current Zoning Ordinance provides for agricultural use in its Agricultural (A), Exclusive Agricultural (AE), Planned Agricultural (PA), Select Agricultural (SA-10), Residential Agricultural (RA), Agricultural Preserve (AP), and Residential-Agricultural (RA) zoning districts. The AE and AP zoning districts are currently used for lands under Williamson Act contract. Ranch Marketing, including packing, processing, and sale of agricultural products and edible byproducts produced on the premises, and related ranch-style lodging are allowed in the SA-10, PA, and AE zoning districts, and in the AP zoning districts by Special Use Permit.

The Zoning Ordinance includes provisions, such as Ranch Marketing, the Winery Ordinance and "right to farm" provisions which are intended to encourage the continuance of agriculture as a major industry in the county. Ranch Marketing provides farmers and ranchers another means to market their products and to add value to their operations. The Winery Ordinance establishes the allowable and conditional uses associated with wineries and standards for development and operations. The ZOU makes minor non-substantive revisions to the existing Winery Ordinance. Right to farm provisions limit the ability of neighbors to formally protest standard agricultural practices and puts neighbors on notice that standard practices are allowed. The County's Williamson Act program is another example of this commitment to agriculture.

Timberland that is subject to the Forest Taxation Reform Act of 1976 is zoned TPZ. Land uses are generally restricted to resource uses, and a residence is allowed only upon approval of a special use permit. Timber harvesting is not restricted to TPZ parcels. For example, timber harvesting and production is also allowed within many zoning districts including, but not limited to TPZ, Transportation Corridor (TC), FR, RL, PA, AG, and RR. Timber harvesting is regulated by the state, as described above.

California Land Conservation Act of 1965 (Williamson Act)

Although the state Department of Conservation coordinates and monitors implementation of the Williamson Act, the County establishes the criteria for participation and administers the program. Subdivision of land under Williamson Act contract is limited by the state and the County, and the Zoning Ordinance requires adjacent lands to incorporate a 200-foot setback to prevent encroachment of incompatible adjacent uses.

The minimum size for contracted land is 20 acres, although existing parcels of 10 to 20 acres may be considered if they meet additional criteria. All properties must be reviewed by the County Agricultural Commission in accordance with the Procedure for Evaluating the Suitability of Land for Agricultural Use and achieve a score of 80 or higher according to the procedure's rating system.

Owners who want to enter into a Williamson Act or Farmland Security contract must rezone their land to AE or AP. Residential development in these zoning districts, with the exception of agricultural labor housing or temporary housing for family members involved in the agricultural operation, is limited to one dwelling per contract, regardless of the number of parcels.

Environmental Setting

El Dorado County contains substantial agricultural resources, supporting a wide range of crops ranging from wine grapes and orchard crops to timber and grazing. Agricultural resources are found throughout the western county, with the greatest concentrations of agricultural land in the southern county and in a broad north-south band crossing the western side of the county up to around 4,000 feet in elevation. As discussed below, El Dorado County does not have extensive areas of Prime agricultural land, but it does have productive soils that are suited to the types of crops being grown. Figure 3.2-1 illustrates the distribution of agricultural lands within the western portion of the county, as characterized by the FMMP farmland map.

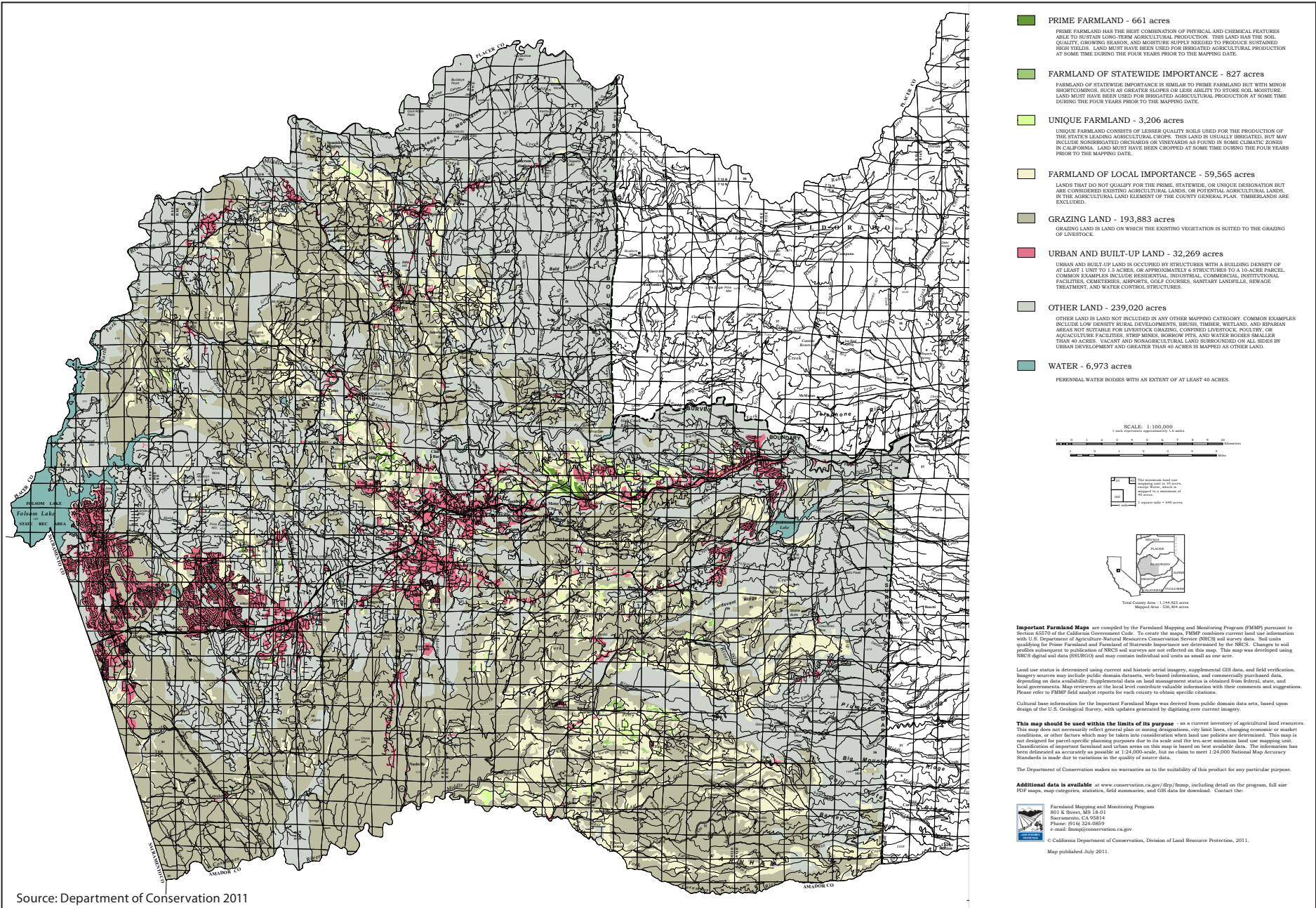
The county's commercial timberland is found in the coniferous forests that inhabit the higher elevations from the central portion of the county eastward. Commercial timber harvesting takes place on private lands within the unincorporated areas and in the national forests farther to the east.

The County Agricultural Commissioner estimated that agriculture and related activities contributed approximately \$366 million to the county economy in 2012. Of this amount, the Agricultural Commissioner estimates that Ranch Marketing and value-added products contributed about \$159 million and the wine industry \$169 million.

In 2012, the gross value of county agricultural commodities, including timber, was \$47,186,662 (El Dorado County Department of Agriculture Weights and Measures 2013). According to the *El Dorado County 2012 Agricultural Crop and Livestock Report*, the county's five leading crops by dollar value in 2012 were as follows.

- Apples (\$13.2 million)
- Livestock (\$7.89 million)
- Wine Grapes (\$7.82 million)
- Timber (\$7.13 million)
- Hay and Pasture (\$3.68 million)

The agricultural sector utilizes large portions of land in the county. The *El Dorado County 2012 Agricultural Crop and Livestock Report* states that there were approximately 850 acres of apple orchard, over 233,000 acres of range land supporting approximately 5,732 head of cattle and calves, 2,403 acres of wine grapes, and 1,150 acres of hay and pasture. The Sacramento Area Council of Governments' (SACOG's) *Forest Management: Current Conditions in the Forested Lands of the SACOG Region* report estimates that there is approximately 633,000 acres of coniferous forest in the county, of which approximately 222,000 acres is privately owned. Not all of the latter is being managed for commercial timber production.



Important Farmland Maps are compiled by the Farmland Mapping and Monitoring Program (FMMP) pursuant to Section 65074 of the California Government Code. To create the maps, FMMP combines current land use information with U.S. Department of Agriculture-Natural Resources Conservation Service (NRCS) soil survey data. Soil units qualifying for Prime Farmland and Farmland of Statewide Importance are determined by the NRCS. Changes to soil profiles subsequent to publication of NRCS soil surveys are not reflected on this map. This map was developed using NRCS digital soil data (SSURGO) and may contain individual soil units as small as one acre.

Land use status is determined using current and historic aerial imagery, supplemental GIS data, and field verification. Imagery sources may include public domain datasets, web-based information, and commercially purchased data, depending on data availability. Supplemental data on land management status is obtained from federal, state, and local governments. Map reviewers at the local level contribute valuable information with their comments and suggestions. Please refer to FMMP field analyst reports for each county to obtain specific citations.

Cultural base information for the Important Farmland Maps was derived from public domain data sets, based upon designs of the U.S. Geological Survey, with updates generated by digitizing over current imagery.

This map should be used within the limits of its purpose - as a current inventory of agricultural land resources. This map does not necessarily reflect general plan or zoning designations, city limit lines, changing economic or market conditions, or other factors which may be taken into consideration when land use policies are determined. This map is not designed for parcel-specific planning purposes due to its scale and the two-acre minimum land use mapping unit. Classification of important farmland and urban areas on this map is based on best available data. The information has been delineated as accurately as possible at 1:24,000 scale, but no claims to meet 1:24,000 National Map Accuracy Standards is made due to variations in the quality of source data.

The Department of Conservation makes no warranties as to the suitability of this product for any particular purpose.

Additional data is available at www.conservation.ca.gov/dfp/fmmp, including detail on the program, full size PDF maps, map categories, statistics, field summaries, and GIS data for download. Contact the

Farmland Mapping and Monitoring Program
801 S. Street, MS 13-01
Sacramento, CA 95814
Phone: (916) 224-0809
E-mail: fmmp@conservation.ca.gov

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Map published July 2011.

Graphics ... 00103.12 (02-10-12) 55

Source: Department of Conservation 2011



Figure 3.2-1
El Dorado County Important Farmland 2010

The FMMP's 2010 Important Farmland map for El Dorado County (the most recent available) illustrates the importance of farming in the county, as well as the limited amount of farmland that would be considered Prime. The relatively small amount of prime farmland reflects the county's hilly terrain and the upland soils, not any shortcoming in the value of the land for agricultural use. Vineyards are typically high-value farmland but can be located on soils that are not Prime and on rolling terrain. The FMMP and 2012 Agricultural Crop and Livestock Report do not use the same criteria for classifying grazing or range land, so they have different numbers for that agricultural use. Table 3.2-2 provides the acreages of Important Farmland by FMMP Land Use Category.

Table 3.2-2. Important Farmland in El Dorado County, 2010

FMMP Land Use Category	Acreage
Prime Farmland	661
Farmland of Statewide Importance	827
Unique Farmland	3,206
Farmland of Local Importance	59,565
Grazing Land	193,883
Urban and Built Up Land	32,269
Other Land	239,020

Source: California Department of Conservation 2011a.

The county, like many areas of California, has experienced a steady loss of agricultural land through conversion to nonagricultural uses. Table 3.2-3 illustrates the trend in farmland loss within El Dorado County from 1984 to 2010 and from 2004 to 2010, as compiled by the FMMP. Farmland has been converted not only to urban use, but also to Other Land, which typically represents low-density rural residential development.

Table 3.2-3. Land Use Changes in El Dorado County, 1984–2010 and 2004–2010

FMMP Land Use Category	1984–2010 Acreage Change (Average Annual Change)	2004–2010 Acreage Change (Average Annual Change)
Important Farmland (Prime, Statewide Importance, Unique, and Local Importance)	-13,690 (-527 acres per year)	-2,422 (-484 acres per year)
Grazing Land	-6,781 (-261 acres per year)	-3,017 (-603 acres per year)
Agricultural Land Subtotal	-20,471 (-787 acres per year)	-5,439 (-1,088 acres per year)
Urban and Built-Up Land	12,466 (479 acres per year)	1,599 (320 acres per year)
Other Land	7,969 (307 acres per year)	3,688 (738 acres per year)

Note: The average numbers are rounded to the nearest whole number.

Source: California Department of Conservation 2011b.

There can be a number of reasons for converting farmland to nonagricultural use. Conversion of agricultural land can indirectly lead to additional conversions on nearby agricultural lands as land values increase, making conversion more economically attractive. As a result, conflicts between residential and agricultural activities arise. Despite the right to farm ordinance, conflict with nearby residents can also encourage farmers to leave the business. Agricultural operations, particularly

small-scale ones, often operate on small margins, and their economic viability hinges on minor market variations. Unforeseen changes in the market or reductions in crop yield can quickly make small-scale operations economically non-viable. The County has intentionally worked to help agricultural landowners/operators weather development pressures through the General Plan policies, Williamson Act program, and Zoning Ordinance provisions described above under *Regulatory Setting*.

3.2.2 Environmental Impacts

Impact Mechanisms

The TGPA is proposing a limited number of amendments to the 2004 General Plan; the ZOU is an update of the County's existing Zoning Ordinance. This FEIR analyzes whether these proposed changes, including the change in agricultural district boundaries, would result in impacts on existing agricultural and forestry resources. The key changes to the current General Plan and Zoning Ordinance—which include changes to policies pertinent to agricultural and forest lands and zoning for agricultural and silvacultural uses—are listed below.

Targeted General Plan Amendments

- The project proposes to divide the existing Camino/Pollock Pines Community Region to create three Rural Centers: Camino, Cedar Grove, and Pollock Pines. No changes would be made to the current General Plan designations for parcels within the Community Region. However, the General Plan's non-transportation noise standard applicable within Rural Centers is more stringent (i.e., does not permit as much noise) than within Community Regions. As a result, new development within the 170 acres of industrial land within the Camino/Pollock Pines Community Region would be subject to the more stringent noise controls applicable to Rural Centers. Future industrial development would therefore be required to comply with the more stringent regulations. The more stringent noise controls may also apply to any future re-opening of the Sierra Pacific Industries lumber mill in Camino, which would serve timber harvesting operations.
- The project includes expanding the boundaries of the Garden Valley-Georgetown, Coloma, Camino-Fruitridge, Gold Hill, Oak Hill, Pleasant Valley, and Fair Play-Somerset Agricultural Districts to implement General Plan Implementation Measure AF-J. In addition, several parcels that are now within Agricultural Districts, but which do not actually meet the criteria for inclusion, are proposed to be removed from those Districts, based on the Policy 8.1.1.2 criteria. Approximately 479 parcels, totaling 17,241 acres, are proposed to be added to these Agricultural Districts, and 96 parcels, totaling 137 acres, are proposed to be removed.
- Policy 8.1.1.6 would be deleted. This deletion would allow parcels encumbered by a Williamson Act contract to be zoned other than AE. The proposed ZOU rescinds the AE zone and establishes new agricultural zones that can accommodate lands encumbered by Williamson Act contracts. This amendment recognizes the greater flexibility provided under the proposed zoning ordinance.
- *Policy 8.2.4.4*: The proposal considers amending the policy to allow for Ranch Marketing activities on grazing lands.

Zoning Ordinance Updates

- The project would modify zoning for Williamson Act contracted and rolled out land (land on which a Williamson Act non-renewal has been filed) to reflect the underlying General Plan land use designation.
- The project includes Zoning Ordinance provisions for Agricultural Homestays (Section 17.040.170), Health Resort and Retreat Centers (Section 17.040.170), Agricultural and Timber Resource Lodging (Section 17.040.170) and Ranch Marketing (Section 17.040.260). These uses would be limited to lands where the primary use is agricultural (including forestry). Some uses would be allowable by right; others would require approval of an administrative permit or CUP; others would not be allowed, depending on the use and the zoning district. The project would also provide for farm and food supply stores (Section 17.040.070) and Public Utility Service, Intensive uses (Section 17.21.020) to be located in selected agricultural zoning districts upon approval of a CUP.

The project would provide opportunities for expanded uses on TPZ-zoned land (e.g., Hunting And Fishing Club, Picnic Area, Hiking Trail Allowed By Right; Campground, Ski Area, Health Resort and Retreat Center allowable by CUP). The project would also allow limited residential uses under a CUP if it can be demonstrated that such uses will be compatible with the growing and harvesting of timber (Section 17.40.350). The project would also provide for Industrial, General and Public Utility Service Facilities, Intensive in the FR and TPZ zones (Section 17.21.020) upon approval of a CUP.

Methods of Analysis

This analysis addresses the project's short- and long-term adverse impacts on the physical (natural and built) environment, under the assumption the project will be built out. *Existing conditions* are the baseline against which the significance of the project's potential impacts is evaluated. Therefore, the reasonably foreseeable impacts of the TGPA and ZOU are compared to the existing environment and not to the provisions of the existing General Plan and Zoning Ordinance.

Because the project does not propose any site-specific development activities, this analysis focuses on the potential indirect impacts of future development that could occur as a result of the project.

Thresholds of Significance

In accordance with Appendix G of the State CEQA Guidelines, the project would be considered to have a significant effect if it would result in any of the conditions listed below.

- Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance (Farmland), as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to nonagricultural use.
- Conflict with existing zoning for agricultural use or conflict with a Williamson Act contract.
- Conflict with existing zoning for, or cause rezoning of forest land (as defined in Public Resources Code Section 12220[g]), timberland (as defined by Public Resources Code Section 4526), or timberland zoned Timberland Production (as defined by Government Code Section 51104[g]).
- Result in the loss of forest land or conversion of forest land to non-forest use.

- Involve other changes in the existing environment that, due to their location or nature, could result in conversion of Farmland to nonagricultural use or conversion of forest land to non-forest use.

The 2004 General Plan EIR modified these considerations to reflect the character of El Dorado County. The present FEIR will use the following considerations taken from the 2004 General Plan EIR to evaluate impacts rather than the standard Appendix G thresholds of significance.

- Convert Important Farmland, Grazing Land, land currently in agricultural production, or cause land use conflict that results in cancellation of a Williamson Act contract.
- Remove substantial areas of agricultural land from production by Ranch Marketing, Winery, and visitor-serving activities.
- Provide an inconsistent level of protection for agricultural operations based on location in identified agricultural areas.
- Convert timberland, including lands currently in timber production and lands zoned for timber production to non-forestry uses.

Impacts and Mitigation Measures

Impact AG-1: Convert Important Farmland, Grazing Land, land currently in agricultural production, or cause land use conflict that results in cancellation of a Williamson Act contract (significant and unavoidable)

2004 General Plan EIR Conclusions

The 2004 General Plan EIR found that implementation of the General Plan would result in conversion of Important Farmland, land currently in agricultural production, Grazing Land, or land under Williamson Act contract to nonagricultural uses both directly and indirectly. Direct conversion would occur by designating farmlands for nonagricultural (e.g., residential or commercial) uses. Indirect conversion can occur by allowing incompatible uses, either near or directly on land designated for agricultural uses, without adequate safeguards in place to protect the farmlands from conversion.

The 2004 General Plan EIR examined the extent to which lands classified as Important Farmland, Grazing Land, choice soils, or under Williamson Act contract at that time were to be designated for nonagricultural uses by the General Plan. As illustrated in Table 3.2-4, this amounts to a substantial amount of agricultural land that is subject to conversion to residential, commercial, tourist recreational, research and development, and public facility uses pursuant to the General Plan. The 2004 General Plan EIR noted that most of this acreage is Farmland of Local Importance, large areas of which are concentrated near Garden Valley–Georgetown, Gold Hill, Camino, Fair Play–Somerset, Pleasant Valley, and the areas surrounding Grizzly Flat and Omo Ranch. The high-quality farmland that is near areas of medium or high conversion potential is primarily located in Gold Hill, Pollock Pines, Pleasant Valley, and Georgetown–Garden Valley.

Table 3.2-4. Agricultural Land with Medium or High Conversion Potential in 2004¹

Agricultural Land Category	Acres of Potential Conversion
Important Farmland	21,954
Grazing Land	40,783
Choice Soils	36,658 ^a
Agricultural District/Ag Land	0
Williamson Act Contracted Land	4,582 ^b
Total	81,076

^a "Choice soils" includes lands also identified as Important Farmland. To avoid double-counting, 50% of the choice soils acreage is not included in the total.

^b All Williamson Act lands are accounted for in the Important Farmland and Grazing Land acreages. To avoid double-counting, these lands are not included in the total.

Source: El Dorado County 2004.

Table 3.2-4 has been modified since circulation of the DEIR to clarify the amount of agricultural land that had medium and high conversion potential in 2004. Table 3.2-4, Agricultural Land with Medium or High Conversion Potential, is based on 2004 General Plan EIR Table 5.2-5. Table 5.2-5 inadvertently overstated this impact by double-counting some of the agricultural acreages. The category of "choice soils" included lands also identified in the categories constituting Important Farmland. Land under Williamson Act contracts, by definition, included lands also identified in the categories of Important Farmland and Grazing Land. The actual area of potential impact resulting from implementation of the 2004 General Plan is not precisely known, because the amount of overlap between choice soils and Important Farmland is not precisely known, although the amount of overlap is probably extensive.

For the purpose of providing general information, the total acreage in Table 3.2-4 no longer includes the land identified as being under Williamson Act, and the amount of land identified as choice soils in the total acreage has been reduced by 50 percent. In addition, because the adopted 2004 General Plan is primarily reflective of 2004 Alternative 4 (1996 General Plan Alternative), combined with some features of Alternative 3 (Environmentally Constrained Alternative), the farmland numbers for 2004 Alternative 4 have been substituted for the Alternative 3 numbers reflected in Table 3.2-4 in the DEIR.

The 2004 General Plan EIR concluded that this impact would be significant and unavoidable although the findings made in conjunction with adoption of the General Plan in 2004 identified several mitigation measures (Mitigation Measures 5.2-1(a) through 5.2-1(f)) for this impact. All of these mitigation measures were integrated into the General Plan as shown in Table 3.2-5.

¹ This table summarizes the impact of the 2004 General Plan at the time of its adoption. It does not represent the actual level of conversion to date. Table 3.2-3 illustrates the recent trends in agricultural conversion.

Table 3.2-5. 2004 General Plan EIR Agricultural Mitigation Measures and Related Policies

Mitigation Measure	General Plan Policy
5.2-1(a) - Establish a General Plan Conformity Review Process for All Development Projects	2.2.5.20
5.2-1(b) - Require Development Projects to Be Located and Designed in a Manner That Avoids Adjacent Incompatible Land Uses	2.2.5.21
5.2-1(c) - Identify Acceptable Mitigation for Loss of Agricultural Land	8.1.3.4 and Implementation Measure AF-F
5.2-1(d) - Provide Additional Protection of Agricultural Use	8.1.3.2
5.2-1(e) - Provide Adequate Agricultural Setbacks	8.1.3.2
5.2-1(f) - Require Agricultural Fencing on Adjacent Residential Property	8.2.2.6 and Implementation Measure AF-A
Source: El Dorado County 2004.	

Project Impacts

A small amount of agricultural land is converted in the county each year as a result of suburbanization or land being removed from production. However, as General Plan implementation occurs, the project does not propose General Plan amendments that would result in additional conversions of agricultural lands. The changes to the existing Agricultural Districts' boundaries would ensure that agricultural properties that qualify for inclusion within Agricultural Districts are encompassed by the District boundaries and that any parcels that do not qualify to be within the District boundaries are removed. The impact would be the same as that identified in 2004 when the General Plan was adopted: significant and unavoidable. No additional mitigation measures are available beyond those incorporated into the General Plan with its adoption in 2004 that would mitigate this overall impact. Mitigation Measures AG-1a and AG-1b below avoid further adding to this impact.

The project's proposed elimination of the Camino-Pollock Pines Community Region in favor of three Rural Centers encompassing the same area would have no impact on existing agricultural lands and would not increase the potential for future agricultural conversions because it does not propose any changes to existing land use designations. Establishing the Rural Centers may somewhat reduce the potential intensity of residential and commercial development that exists under the current Community Region development standards. This would in turn reduce potential development pressure on surrounding lands. However, given that the Camino/Pollock Pines Community Region currently lacks the necessary infrastructure and services to reach its potential development intensity, any actual reduction in development potential would likely be small (see Section 3.10, *Water Supply*). The impact would be less than significant.

The project includes minor revisions to policies of the General Plan's Agriculture and Forestry Element that would make the following changes.

- Clarify setback requirements for agriculturally incompatible uses adjacent to agriculturally zoned land.
- Provide consistency with the ZOU provisions allowing Williamson Act parcels to be zoned Agricultural Grazing (AG), Planned Agriculture (PA), or Limited Agricultural (LA), rather than

only Exclusive Agricultural (AE) or Agricultural Preserve (AP) as under the existing Zoning Ordinance.

- Clarify that visitor serving uses will be allowed in agricultural areas pursuant to the Zoning Ordinance.

These revisions clarify existing requirements and create consistency between the General Plan and the Zoning Ordinance. The changes are not substantive. The impact would be less than significant.

The provisions of the ZOU related to farm businesses are intended to provide an economic incentive to farmers to retain their land in agriculture by providing alternative sources of income. Lands within the proposed LA, PA, and AG zones can be subject to Williamson Act contracts. With some exceptions, most of the land uses allowed in agricultural zones by the proposed ZOU are similar to or subject to more restrictive standards than the land use provisions of the existing Zoning Ordinance. The requirements for discretionary review and consistency determinations are likewise similar or subject to more restrictive standards than those in the Zoning Ordinance. In any case, land uses on contracted lands are limited to those that are compatible with the Williamson Act. Examples of new uses that would be allowed under the project are listed below.

- Food and farm supply stores, allowed upon approval of a CUP in the proposed LA, PA, AG, Rural Lands (RL), and Forest Resource (FR) zones pursuant to Table 17.21.020 of the ZOU. The ZOU's glossary provides a detailed definition of this type of use and describes it as a form of "agricultural support service." Section 17.40.070 establishes the review and findings requirements necessary to support approval of a CUP for this use. The CUP review will ensure that these land uses are not incompatible with supporting agriculture in the area.
- Agricultural and Timber Resource Lodging, of indeterminate size, allowed by right in the proposed AG zone, upon approval of an administrative permit in the PA and FR zones, and with a minor use permit or CUP in the LA, RL, and TPZ zones. The applicant must demonstrate to the County Department of Agricultural and Weights and Measures that the site still meets the minimum qualifications for agricultural or grazing use under the Williamson Act, whether the site is under contract or not. This limitation should effectively limit the size and character of the lodging to compatible uses. The impact would be less than significant.
- Ranch Marketing provisions allowing special marketing events for up to 250 attendees by right in the proposed PA zone (on parcels of 10 acres or larger) and AG zone (on parcels greater than 40 acres) up to 24 times per year. The existing Zoning Ordinance allows special events for up to 125 persons as part of Ranch Marketing in the AE, SA-10, and PA zones by right, limited to no more than 6 events per year on parcels under 20 acres and 12 events per year on parcels 20 acres or more. Both the ZOU and existing zoning provisions require that these events occur in conjunction with and are complimentary to ongoing agricultural operations. The ZOU would allow larger events and of much greater frequency than the existing zoning provisions. However, this would not result in the conversion of agricultural land and therefore would have a less than significant impact on agriculture.
- Health Resort and Retreat Center use in the PA, AG, RL, FR, and TPZ zones upon approval of a CUP. Lots adjacent to or within Agricultural zones must be reviewed by the County Agricultural Commission for compatibility with surrounding agricultural uses prior to consideration of the CUP. Nonetheless, the lack of a size limitation in the proposed ZOU raises the possibility of conflicts arising with agricultural operations over traffic and activity levels from this land use or conversion of a substantial amount of farmland to a nonagricultural use. Implementation of

Mitigation Measure AG-1a would reduce this impact to a less-than-significant level. The measure would place reasonable size limits on centers consistent with the size requirements for Bed And Breakfast Inns.

- Public Utility Service Facilities, Intensive allowed in the PA, AG, RL, FR, and TPZ zones upon approval of a CUP. The proposed ZOU glossary describes these as: “[f]acilities necessary to provide the community with power, water, sewage disposal, telecommunications, and similar services.” The glossary states that Intensive Service Facilities: “may have the potential to cause impacts from noise, lights, odors, or the use of hazardous materials, such as electrical receiving facilities or substations, sewage treatment facilities, and power generating facilities.” Because these facilities are expected to be sized to support community development, they would be incompatible with the purpose of the PA, AG, and RL zones, which is to provide for agriculture and agriculturally related activities in a rural/agricultural setting. Implementation of Mitigation Measure AG-1b would reduce this impact to a less-than-significant level. The measure would require that the ZOU be amended to specify that Public Utility Service Facilities, Intensive are not allowable in the PA, AG, and RL zones.

Conclusions

Impacts related to direct conversion of farmland would be reduced by Mitigation Measures AG-1a and AG-1b, but not to a less-significant level. The impact would be significant and unavoidable.

Impacts related to the proposed elimination of the Camino–Pollock Pines Community Region in favor of three Rural Centers encompassing the same area would have no impact on agricultural lands. Impacts of establishing the Rural Centers would be less than significant.

Impacts related to revisions to policies of the General Plan’s Agriculture and Forestry Element would be less than significant.

The provisions of the ZOU related to farm businesses would result in less than significant impacts for all uses except Health Resort and Retreat Center uses. For Health Resort and Retreat Center uses, Mitigation Measure AG-1a would reduce impacts to a less-significant level.

Impacts related to Public Utility Service Facilities, Intensive allowed in the PA, AG, RL, FR, and TPZ zones upon approval of a CUP would be reduced to a less-significant level by Mitigation Measure AG-1b.

Overall, the project’s impact related to agricultural conversion and the cancellation of Williamson Act contracts would be significant and unavoidable because of the unavoidable direct conversion associated with suburbanization or land being removed from production as a result of implementation of the General Plan.

Mitigation Measure AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers [As amended by the Board of Supervisors November 13, 2015]

Amend the provisions for Health Resort and Retreat Center in proposed Section 17.40.170.E.2 to read as follows.

E. Health Resort and Retreat Center.

1. Health Resorts and Retreat Centers shall be considered an expanded home occupation in those zones allowing residential uses and may be a compatible use in Agricultural, Rural Lands, Resource, Commercial and Special Purpose zones.
2. Prior to action by the review authority, lots ~~Lots~~ adjacent to or within Agricultural zoning must be reviewed by the Ag Commission for compatibility with surrounding agricultural uses prior to action by the review authority.
3. Meals may be served to registered day use or overnight guests, only. There are no limitations on the number of meals or the times at which they are served.
4. Health Resorts and Retreat Centers may provide up to a maximum 20 guestrooms within one or more structures, in compliance with the development standards of the applicable residential or agricultural zones.

Mitigation Measure AG-1b: Amend the ZOU to limit Public Utility Service Facilities to minor facilities in the PA, AG, and RL zones

Amend Table 17.21.020 to replace the use type “Public Utility Service Facilities: Intensive,” with use type “Public Utility Service Facilities: Minor.”

Impact AG-2: Remove substantial areas of agricultural land from production by Ranch Marketing, Winery, and visitor-serving activities (less than significant with mitigation)

2004 General Plan EIR Conclusions

The 2004 General Plan EIR found that “[a]lthough these activities are considered compatible with agricultural activities and are permitted to take place in conjunction with related agricultural operations, they may create conflicts with adjacent or nearby agriculture uses, ranging from nuisance, littering, and trespass to traffic congestion.” The 2004 General Plan EIR found that with the adoption of Mitigation Measure 5.2.2, Limit Extent of Ranch Marketing Activities, Wineries, and Other Agricultural Promotional Uses Within Agricultural Designations, this impact would be less than significant. General Plan Policy 8.2.4.3 limits visitor serving uses to recreational fishing, camping, stables, lodging facilities, and campgrounds, and Policy 8.2.4.4 requires a compatibility review of these uses. These policies reflect the content of this mitigation measure.

Project Impacts

The 2004 General Plan and existing Zoning Ordinance provide for Ranch Marketing, Winery, and visitor serving activities. The TGPA does not propose any substantive changes to the General Plan relative to these activities.

The proposed ZOU, however, does include a number of changes to existing Zoning Ordinance provisions. The key provisions that have the potential to remove agricultural land from production are the change to Ranch Marketing and the introduction of Health Resort and Retreat Center as a potential use. Because no specific development proposals are being made at this time, only a general analysis of the potential impact is possible. However, it is reasonably foreseeable that some of the uses allowed under Ranch Marketing or in the operation of a Health Resort and Retreat Center could result in the conversion of productive agricultural land.

The ZOU provides that Ranch Marketing would be allowed only in conjunction with and complementary to ongoing agricultural operations, subject to limitations on the amount of area that

may be devoted to Ranch Marketing activities. Proposed Section 17.040.260.D provides that the total ranch marketing area cannot occupy more than five acres or 50 percent of the lot, whichever is less. The total amount of building space devoted to Ranch Marketing activities would be limited to 10,000 square feet on parcels from 10-20 acres in area, 40,000 square feet on parcels from 20-40 acres in area, and 60,000 square feet on parcels in excess of 40 acres in area. This would ensure that while a portion of an agricultural operation is used for Ranch Marketing, “substantial areas” of agricultural land would not be removed from production. The impact would be less than significant.

The ZOU does not provide a size limit on the Health Resort and Retreat Center use. As a result, while such a use may be compatible with surrounding agricultural uses, it could nonetheless convert productive agricultural land on its site. Implementation of Mitigation Measure AG-1a will reduce the impact to a less-than-significant level.

Mitigation Measure AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers

Impact AG-3: Provide an inconsistent level of protection for agricultural operations based on location in identified agricultural areas (less than significant)

2004 General Plan EIR Conclusions

The 2004 General Plan eliminated the Agricultural District overlay designation that had been a part of the prior General Plan and adopted the Agricultural Land (A) designation in its place. The 2004 General Plan EIR found that this change provided a greater level of protection for agricultural lands in the county because the designation protects and preserves high-quality agricultural lands in or suitable for agricultural operations without the need to coordinate with an underlying land use designation that allows conflicting land uses within the same area. The 2004 General Plan EIR found that the General Plan’s impact on the level of protection for agricultural operations was less than significant.

Project Impacts

The TGPA is not proposing any amendments that would result in inconsistent levels of protection for agricultural operations. The project would expand the boundaries of the Garden Valley-Georgetown, Coloma, Camino-Fruitridge, Gold Hill, Oak Hill, Pleasant Valley, and Fair Play-Somerset Agricultural Districts and remove a number of parcels now within Agricultural Districts, but which do not actually meet the criteria for inclusion. These changes will ensure that qualified agricultural operations will be consistently protected. The impact would be less than significant.

The proposed ZOU does not include provisions that would result in an inconsistent level of protection of agricultural operations in identified agricultural areas. The County right-to-farm ordinance, for example, provides county-wide protections for on-going agricultural operations. The impact would be less than significant.

Impact AG-4: Convert timberland, including lands currently in timber production and lands zoned for timber production, to non-forestry uses (less than significant with mitigation)

2004 General Plan EIR Conclusions

The 2004 General Plan EIR characterized this issue as follows:

The recent population growth in northern California and the resulting need for additional housing have created a higher demand for forest products and increased pressure on timberlands to continue or expand timber production. At the same time, the government and residents of El Dorado County have identified a desire to protect forested areas that provide environmental benefits and contribute to the county's rural lifestyle. Timber production practices can generate land use conflicts, be incompatible with adjacent residential development, and affect air and water quality and wildlife habitat. Conversely, urbanization and development that take place adjacent to timberland can result in a variety of conflicts, including increasing costs of operation because of complaints from adjacent landowners. The subdivision or development of individual parcels within large areas of contiguous timberland can cause fragmentation of land in timber resource production, in some cases reducing property size or increasing conflicts to the point that the production activity is no longer economically viable. Over time, this process of fragmentation and encroachment can affect the efficiency of timber resource management.

The 2004 General Plan EIR noted that "[e]ncroachment of more intensive of more intensive land uses in timber management areas can result in conflicts with appropriately designated forestry uses and could encourage conversion of lands to nonforestry uses." However, it concluded that the protections afforded by the County Agricultural Commission's suitability review would ensure that non-forestry activities in TPZ areas would not encroach on the ability of property owners to continue conducting timber harvesting activities. Further, the 2004 General Plan's provisions for land use buffering help prevent conflicts or conversion pressures for lands in timber production. The 2004 General Plan EIR found that the adopted General Plan's impact would be less than significant.

Project Impacts

The proposed TGPA does not include any amendments to current General Plan policies relating to timberland. This portion of the project would have no impact on the conversion of timberland.

The proposed ZOU has several provisions that could result in the conversion of timberland to non-forestry uses. The key provisions are discussed below.

- Health Resort and Retreat Center uses could be approved within FR and TPZ zones upon approval of a CUP. Because this type of use depends upon a quiet atmosphere, it is unlikely to be compatible with the commercial harvesting of timber which could potentially create land use conflicts that could restrict timber harvest activities. However, the County's Right to Farm Ordinance as proposed to be amended by the ZOU (Section 17.40.290) would ensure that such land use conflicts would not restrict timber harvest activities by limiting the circumstances under which agricultural operations (including those in FR and TPZ zones) may be considered a nuisance. This impact would be less than significant.
- Industrial, General use would be allowed in FR and TPZ with a CUP. The ZOU glossary characterizes Industrial, General uses as "[m]anufacturing, processing, assembling, or fabricating from raw materials to include any use involving an incinerator, blast furnace, or similar industrial process and any industrial process conducted wholly or partially indoors." Examples cited in the proposed ZOU include lumber mills, batch plants, truss manufacturing, co-generation plants, food, and byproducts processing plants, and fabric mills.

This type of use does not explicitly fall within the list of "compatible uses" that may be allowed in a TPZ zone. The uses that could potentially be allowed would by their very nature result in the conversion of timberland, including lands currently in timber production and lands zoned for timber production, to non-forestry uses. The impact would be significant. Implementation of

Mitigation Measure AG-4, which would revise the ZOU to not allow industrial uses in the TPZ zone, would reduce this impact to a less-than-significant level.

- Campground use would be allowed in the TPZ zone upon approval of a CUP; picnic area and “hunting/fishing club or farm” are uses that would be allowed by right. These provisions implement the existing General Plan Policies 8.2.4.2 and 8.2.4.3. The impact would be less than significant.
- Ski Area use would be allowed in a FR or TPZ zone upon approval of a CUP. Typical Ski Area base facilities include a day lodge, one or more restaurants, maintenance facilities, a retail shop, and an extensive parking lot. None of those are “compatible uses” under the TPZ requirements and would necessitate a substantial portion of the ski area site to be removed from the TPZ zone. It is conceivable that ski runs could be managed for sustainable timber harvest, whereby runs are cut, allowed to regrow, and other runs cut as the regrowth becomes too tall to cover with snow; however, that is not probable. Allowing ski areas in a TPZ zone would have a significant impact. A ski area would not necessarily conflict with FR zoning, in that timber harvesting and skiing activities take place at different times of the year. Timber harvest is typically prohibited until the snow has melted (thereby reducing erosion risk and allowing cleaner access by machinery and trucks). The County’s Right to Farm Ordinance (Section 17.40.290) as proposed to be amended by the ZOU, would ensure that such land use conflicts would not restrict timber harvest activities by limiting the circumstances under which agricultural operations (including those in the FR and TPZ zones) may be considered a nuisance. Implementation of Mitigation Measure AG-4, which would revise the ZOU to not allow Ski Areas in the TPZ zone, would reduce this impact to a less-than-significant level.
- Intensive Public Utility Service Facilities would be allowable in the FR and TPZ zones upon approval of a CUP. The proposed ZOU glossary describes these facilities as: “[f]acilities necessary to provide the community with power, water, sewage disposal, telecommunications, and similar services.” The glossary states that Intensive Service Facilities: “may have the potential to cause impacts from noise, lights, odors, or the use of hazardous materials, such as electrical receiving facilities or substations, sewage treatment facilities, and power generating facilities.” Although transmission facilities are a compatible use in the TPZ zone per state law, the list of potential uses under the Public Utility Service Facilities definition is much more expansive than a transmission line. Uses such as electrical substations, sewage treatment facilities, and power generating facilities could be inconsistent with the allowable uses within the TPZ zone and would require the contract to be cancelled, and this would be a significant conversion of timberland. This potential impact would be less than significant through implementation of contract provisions. In addition, because these facilities are expected to be sized to support community development, they could be incompatible with the purpose of the TPZ zone. The County’s Right to Farm Ordinance (Section 17.40.290) as proposed to be amended by the ZOU, would ensure that any such land use conflicts would not restrict timber harvest activities by limiting circumstances under which agricultural operations (including those within FR and TPZ zones) may be considered a nuisance. The impact would be less than significant.

Conclusions

With the exception of impacts related to allowing Industrial, General uses and Ski Areas in FR and TPZ with a CUP, impacts would be less than significant. For allowing Industrial, General uses and Ski Areas in FR and TPZ with a CUP, impacts would be reduced to a less-than-significant level by implementation of Mitigation Measure AG-4.

Mitigation Measure AG-4: Amend proposed Table 17.21.020 to restrict incompatible uses from being located in the TPZ zone

Amend Table 17.21.020 to remove the CUP allowance from the matrix cells relating to the FR and TPZ zones as follows.

Use Type	FR	TPZ
Health Resort and Retreat Center	CUP	CUP
Industrial, General	CUP	--
Off-highway or off-road vehicle recreation area	CUP	--
Ski Area	CUP	--
Public Utility Service Facilities: Intensive Minor	CUP	CUP

3.3 Air Quality and Greenhouse Gases

3.3.1 Existing Conditions

Regulatory Setting

This section summarizes federal, state, and local regulations that apply to air quality and GHGs. The agencies of direct importance in the County are the U.S. Environmental Protection Agency (EPA), the California Air Resources Board (ARB), and the El Dorado County Air Quality Management District (EDCAQMD). EPA has established federal air quality standards for which ARB and EDCAQMD have primary implementation responsibility. ARB and EDCAQMD are also responsible for ensuring that state air quality standards are met.

Federal

Air Quality

Clean Air Act and National Ambient Air Quality Standards

The federal Clean Air Act (CAA), promulgated in 1963 and amended several times thereafter, including the 1990 Clean Air Act amendments (CAAA), establishes the framework for modern air pollution control. The act directs EPA to establish National Ambient Air Quality Standards (NAAQS) for the six criteria pollutants (discussed under the *Environmental Setting* section). The NAAQS are divided into primary and secondary standards; the former are set to protect human health within an adequate margin of safety, and the latter to protect environmental values, such as plant and animal life. Table 3.3-1 summarizes the NAAQS.

The CAA requires states to submit a state implementation plan (SIP) for areas in nonattainment for federal standards. The SIP, which is reviewed and approved by EPA, must demonstrate how the federal standards would be achieved. Failing to submit a plan or secure approval can lead to denial of federal funding and permits. In cases where the SIP is submitted by the state but fails to demonstrate achievement of the standards, EPA is directed to prepare a federal implementation plan.

Greenhouse Gases

Mandatory Greenhouse Gas Reporting Rule (2009)

On September 22, 2009, EPA released its final Greenhouse Gas Reporting Rule (Reporting Rule). The Reporting Rule is a response to the fiscal year (FY) 2008 Consolidated Appropriations Act (H.R. 2764; Public Law 110-161), which required EPA to develop “mandatory reporting of greenhouse gases above appropriate thresholds in all sectors of the economy...” The Reporting Rule would apply to most entities that emit 25,000 metric tons of carbon dioxide equivalent (CO₂e) or more per year. Starting in 2010, facility owners are required to submit an annual GHG emissions report with detailed calculations of facility GHG emissions. The Reporting Rule also would mandate recordkeeping and administrative requirements in order for EPA to verify annual GHG emissions reports.

Update to Corporate Average Fuel Economy Standards (2009)

The new Corporate Average Fuel Economy (CAFE) standards incorporate stricter fuel economy standards promulgated by the State of California into one uniform standard. Additionally, automakers are required to cut GHG emissions in new vehicles by roughly 25% by 2016. EPA, the National Highway Traffic Safety Administration (NHTSA), and ARB are currently working together on a joint rulemaking to establish GHG emissions standards for 2017 to 2025 model year passenger vehicles, which require an industry-wide average of 54.5 miles per gallon in 2025 (U.S. Environmental Protection Agency et al. 2011). The official proposal was released by both EPA and NHTSA on December 1, 2011. On August 28, 2012, EPA and NHTSA issued a joint Final Rulemaking to extend the National Program of harmonized greenhouse gas and fuel economy standards to model year 2017 through 2025 passenger vehicles.

Environmental Protection Agency Endangerment and Cause and Contribute Findings (2009)

On December 7, 2009, EPA signed the Endangerment and Cause or Contribute Findings for Greenhouse Gases under Section 202(a) of the CAA. Under the Endangerment Finding, EPA finds that the current and projected concentrations of the six key well-mixed GHGs—carbon dioxide (CO₂), methane (CH₄), nitrogen dioxide (N₂O), perfluorocarbons (PFCs), sulfur hexafluoride (SF₆), and hydrofluorocarbons (HFCs)—in the atmosphere threaten the public health and welfare of current and future generations. Under the Cause or Contribute Finding, EPA finds that the combined emissions of these well-mixed GHGs from new motor vehicles and new motor vehicle engines contribute to the GHG pollution that threatens public health and welfare.

These findings do not themselves impose any requirements on industry or other entities. However, this action is a prerequisite to finalizing EPA's proposed new CAFE standards for light-duty vehicles, which EPA proposed in a joint proposal including the Department of Transportation's proposed corporate average fuel-economy standards.

State

Air Quality

California Clean Air Act and California Ambient Air Quality Standards

In 1988, the state legislature adopted the California Clean Air Act (CCAA), which established a statewide air pollution control program. CCAA requires all air districts in the state to endeavor to meet the California Ambient Air Quality Standards (CAAQS) by the earliest practical date. Unlike the federal CAA, the CCAA does not set precise attainment deadlines. Instead, the CCAA establishes increasingly stringent requirements for areas that will require more time to achieve the standards. CAAQS are generally more stringent than the NAAQS and incorporate additional standards for sulfates (SO₄), hydrogen sulfide (H₂S), vinyl chloride (C₂H₃Cl), and visibility-reducing particles. The CAAQS and NAAQS are listed together in Table 3.3-1.

ARB and local air districts bear responsibility for achieving California's air quality standards, which are to be achieved through district-level air quality management plans that would be incorporated into the SIP. In California, EPA has delegated authority to prepare SIPs to ARB, which, in turn, has delegated that authority to individual air districts. ARB traditionally has established state air quality standards, maintaining oversight authority in air quality planning, developing programs for

reducing emissions from motor vehicles, developing air emission inventories, collecting air quality and meteorological data, and approving SIPs.

The CCAA substantially adds to the authority and responsibilities of air districts. The CCAA designates air districts as lead air quality planning agencies, requires air districts to prepare air quality plans, and grants air districts authority to implement transportation control measures. The CCAA also emphasizes the control of “indirect and area-wide sources” of air pollutant emissions. The CCAA gives local air pollution control districts explicit authority to regulate indirect sources of air pollution and to establish traffic control measures (TCMs).

Table 3.3-1. National and State Ambient Air Quality Standards

Criteria Pollutant	Average Time	California Standards	National Standards ^a	
			Primary	Secondary
Ozone	1-hour	0.09 ppm	None	None
	8-hour	0.070 ppm	0.075 ppm	0.075 ppm
Particulate Matter (PM10)	24-hour	50 µg/m ³	150 µg/m ³	150 µg/m ³
	Annual mean	20 µg/m ³	None	None
Fine Particulate Matter (PM2.5) ^b	24-hour	None	35 µg/m ³	35 µg/m ³
	Annual mean	12 µg/m ³	12.0 µg/m ³	15.0 µg/m ³
Carbon Monoxide	8-hour	9.0 ppm	9 ppm	None
	1-hour	20 ppm	35 ppm	None
	8-hour (Lake Tahoe)	6 ppm	None	None
Nitrogen Dioxide	Annual mean	0.030 ppm	0.053 ppm	0.053 ppm
	1-hour	0.18 ppm	0.100 ppm	None
Sulfur Dioxide ^c	Annual mean	None	0.030 ppm	None
	24-hour	0.04 ppm	0.14 ppm	None
	3-hour	None	None	0.5 ppm
	1-hour	0.25 ppm	0.075 ppm	None
Lead	30-day Average	1.5 µg/m ³	None	None
	Calendar quarter	None	1.5 µg/m ³	1.5 µg/m ³
	3-month average	None	0.15 µg/m ³	0.15 µg/m ³
Sulfates	24-hour	25 µg/m ³	None	None
Hydrogen Sulfide	1-hour	0.03 ppm	None	None
Vinyl Chloride	24-hour	0.01 ppm	None	None

Sources: California Air Resources Board 2013a.

Notes:

µg/m³ = micrograms per cubic meter

ppm = parts per million

^a. National standards are divided into primary and secondary standards. Primary standards are intended to protect public health, whereas secondary standards are intended to protect public welfare and the environment.

- b. The federal 1-hour standard of 12 parts per hundred million was in effect from 1979 through June 15, 2005. The revoked standard is referenced because it was employed for such a long period and is a benchmark for State Implementation Plans.
- c. The annual and 24-hour NAAQS for SO₂ only apply for one year after designation of the new 1-hour standard to those areas that were previously nonattainment for 24-hour and annual NAAQS.

The standard for visibility-reducing particles is not shown on this table. The CAAQS for visibility-reducing particles is defined by an extinction coefficient of 0.23 per kilometer – visibility of 10 miles or more due to particles when relative humidity is less than 70%.

Toxic Air Contaminant Regulation

California regulates toxic air contaminants (TACs) primarily through the Tanner Air Toxics Act (AB 1807) and the Air Toxics Hot Spots Information and Assessment Act of 1987 (AB 2588). In the early 1980s, ARB established a statewide comprehensive air toxics program to reduce exposure to air toxics. The Toxic Air Contaminant Identification and Control Act (AB 1807) created California's program to reduce exposure to air toxics. AB 2588 supplements the AB 1807 program by requiring a statewide air toxics inventory, notification of people exposed to a significant health risk, and facility plans to reduce these risks.

In August 1998, ARB identified particulate emissions from diesel-fueled engines as TACs. In September 2000, ARB approved a comprehensive diesel risk reduction plan to reduce emissions from both new and existing diesel-fueled engines and vehicles (California Air Resources Board 2000). The goal of the plan is to reduce diesel PM₁₀ (respirable particulate matter) emissions and the associated health risk by 75% in 2010 and by 85% by 2020. The plan identifies 14 measures that target new and existing on-road vehicles (e.g., heavy-duty trucks and buses), off-road equipment (e.g., graders, tractors, forklifts, sweepers, and boats), portable equipment (e.g., pumps), and stationary engines (e.g., stand-by power generators). ARB will implement the plan over the next several years. The Tanner Act sets forth a formal procedure for ARB to designate substances as TACs. This includes research, public participation, and scientific peer review before ARB designates a substance as a TAC. To date, ARB has identified 21 TACs, and has also adopted EPA's list of Hazardous Air Pollutants (HAPs) as TACs. In August 1998, diesel particulate matter (DPM) was added to the ARB list of TACs (California Air Resources Board 1998).

AB 2588 requires that existing facilities that emit toxic substances above specified levels take the following actions.

- Prepare a toxic emission inventory.
- Prepare a risk assessment if emissions are significant (i.e., 10 tons per year or on District's Health Risk Assessment [HRA] list).
- Notify the public of significant risk levels.
- Prepare and implement risk reduction measures.

ARB has adopted several regulations that will reduce diesel emissions from in-use vehicles and engines throughout California. For example, ARB adopted an idling regulation for on-road diesel-fueled commercial vehicles in July 2004 and updated in October 2005. The regulation applies to public and privately owned trucks with a Gross Weight Rating (GWR) greater than 10,000 pounds. Vehicles subject to the regulation are prohibited from idling for more than 5 minutes in any one location. ARB also adopted a regulation for diesel-powered construction and mining vehicles operating. Fleet owners are subject to retrofit or accelerated replacement/repower requirements

for which ARB must obtain authorization from EPA prior to enforcement. The regulation also imposes a 5-minute idling limitation on owners, operators, and renters or lessees of off-road diesel vehicles. In some cases, the particulate matter reduction strategies also reduce smog-forming emissions such as NO_x. As an ongoing process, ARB reviews air contaminants and identifies those that are classified as TACs. ARB also continues to establish new programs and regulations for the control of TACs, including DPMs, as appropriate.

Greenhouse Gases

Executive Order S-3-05 (2005)

Signed by Governor Arnold Schwarzenegger on June 1, 2005, Executive Order (EO) S-3-05 asserts that California is vulnerable to the effects of climate change. To combat this concern, EO S-3-05 established the following GHG emissions reduction targets for state agencies.

- By 2010, reduce GHG emissions to 2000 levels.
- By 2020, reduce GHG emissions to 1990 levels.
- By 2050, reduce GHG emissions to 80% below 1990 levels.

Executive orders are binding only on state agencies. Accordingly, EO S-03-05 will guide state agencies' efforts to control and regulate GHG emissions but will have no direct binding effect on local government or private actions. The Secretary of the California Environmental Protection Agency is required to report to the Governor and state legislature biannually on the impacts of global warming on California, mitigation and adaptation plans, and progress made toward reducing GHG emissions to meet the targets established in this executive order.

Assembly Bill 32, California Global Warming Solutions Act (2006)

In September 2006, the California State Legislature adopted Assembly Bill 32, the California Global Warming Solutions Act of 2006 (AB 32). AB 32 establishes a cap on statewide GHG emissions and sets forth the regulatory framework to achieve the corresponding reduction in statewide emission levels. Under AB 32, ARB is required to take the following actions.

- Adopt early action measures to reduce GHGs.
- Establish a statewide GHG emissions cap for 2020 based on 1990 emissions.
- Adopt mandatory reporting rules for significant GHG sources.
- Adopt a scoping plan indicating how emission reductions would be achieved through regulations, market mechanisms, and other actions.
- Adopt regulations needed to achieve the maximum technologically feasible and cost-effective reductions in GHGs.

Climate Change Scoping Plan (2008)

On December 11, 2008, pursuant to AB 32, ARB adopted the Climate Change Scoping Plan. This plan outlines how emissions reductions from significant sources of GHGs will be achieved via regulations, market mechanisms, and other actions. Six key elements are identified to achieve emissions reduction targets.

- Expanding and strengthening existing energy efficiency programs as well as building and appliance standards.
- Achieving a statewide renewable energy mix of 33%.
- Developing a California cap-and-trade program that links with other Western Climate Initiative partner programs to create a regional market system.
- Establishing targets for transportation-related GHG emissions for regions throughout California, and pursuing policies and incentives to achieve those targets.
- Adopting and implementing measures pursuant to existing state laws and policies, including California's clean car standards, goods movement measures, and the Low Carbon Fuel Standard.
- Creating targeted fees, including a public goods charge on water use, fees on high global warming potential gases, and a fee to fund the administrative costs of the state's long-term commitment to AB 32 implementation.

The Climate Change Scoping Plan also describes recommended measures that were developed to reduce GHG emissions from key sources and activities while improving public health, promoting a cleaner environment, preserving our natural resources, and ensuring that the impacts of the reductions are equitable and do not disproportionately affect low-income and minority communities. These measures put the state on a path to meet the long-term 2050 goal of reducing California's GHG emissions to 80% below 1990 levels.

In March 2011, a San Francisco Superior Court enjoined the implementation of ARB's Scoping Plan, finding the alternatives analysis and public review process violated both CEQA and ARB's certified regulatory program (*Association of Irrigated Residents, et al. v. California Air Resources Board*). In response to this litigation, ARB adopted a *Final Supplement to the AB 32 Scoping Plan Functional Equivalent Document* on August 24, 2011. ARB staff re-evaluated the statewide GHG baseline in light of the economic downturn and updated the projected 2020 emissions to 507 million metric tons CO₂e. Two reduction measures (Pavley I and the Renewable Portfolio Standard), not previously included in the 2008 Scoping Plan baseline, were incorporated into the updated baseline. According to the *Final Supplement*, the majority of additional measures in the Climate Change Scoping Plan have been adopted (as of 2012), and such measures are currently in place (California Air Resources Board 2011).

Senate Bill 375—Sustainable Communities Strategy (2008)

SB 375 provides for a new planning process that coordinates land use planning, regional transportation plans, and funding priorities in order to help California meet the GHG reduction goals established in AB 32. SB 375 requires regional transportation plans, developed by metropolitan planning organizations (MPOs) to incorporate a "sustainable communities strategy" (SCS) in their Regional Transportation Plans (RTPs). The goal of the SCS is to reduce regional vehicle miles traveled (VMT) through land use planning and consequent transportation patterns. ARB released the regional targets in September 2010.

The Sacramento Area Council of Governments (SACOG) is the MPO for the Sacramento region, including the western slope of El Dorado County. SACOG adopted its SB 375-compliant *Metropolitan Transportation Plan/Sustainable Communities Strategy 2035* in April 2012. SB 375 also includes provisions for streamlined CEQA review for some infill projects such as transit-oriented

development. However, there are no areas within El Dorado County with sufficient transit service to qualify for transit-oriented development streamlining.

State CEQA Guidelines

The State CEQA Guidelines require lead agencies to describe, calculate, or estimate the amount of GHG emissions that would result from a project. Moreover, the State CEQA Guidelines emphasize the necessity to determine potential climate change effects of the project and propose mitigation as necessary. The State CEQA Guidelines confirm the discretion of lead agencies to determine appropriate significance thresholds, but require the preparation of an EIR if “there is substantial evidence that the possible effects of a particular project are still cumulatively considerable notwithstanding compliance with adopted regulations or requirements” (Section 15064.4).

State CEQA Guidelines Section 15126.4 includes considerations for lead agencies related to feasible mitigation measures to reduce GHG emissions, which may include, among others, measures in an existing plan or mitigation program for the reduction of emissions that are required as part of the lead agency’s decision; implementation of project features, project design, or other measures which are incorporated into the project to substantially reduce energy consumption or GHG emissions; off-site measures, including offsets that are not otherwise required, to mitigate a project’s emissions; and measures that sequester carbon or carbon-equivalent emissions.

Local

El Dorado County Air Quality Management District

As discussed above, under the CCAA, the EDCAQMD is required to develop an air quality plan for nonattainment criteria pollutants within the air district. Counties within the Sacramento area (Sacramento, Yolo, and portions of Placer, El Dorado, Solano, and Sutter Counties) have adopted the 2009 Sacramento Metropolitan Area 8-Hour Ozone Attainment and Reasonable Further Progress Plan, which was last updated in 2013. This plan outlines how the region continues to meet federal progress requirements and demonstrates that the Sacramento Region will meet the 1997 ozone NAAQS by 2018.

The EDCAQMD enacted its Rule 223-1 to limit fugitive dust emissions from construction and construction-related activities. This rule applies to any construction or construction-related activities, including land clearing, grubbing, scraping, travel on site, and travel on access roads. This rule also applies to all sites that are subject to this rule where carryout or trackout has occurred or may occur on paved public roads or the paved shoulders of a paved public road. This rule also applies to the construction of new landfill disposal sites or modification to existing landfill disposal sites prior to commencement of landfilling activities. One requirement of Rule 223-1 is the submittal of a detailed Fugitive Dust Control Plan to the EDCAQMD prior to the start of any construction activity for which a grading permit was issued by El Dorado County.

EDCAQMD has established regulations to limit exposure to Naturally Occurring Asbestos. Its Rule 223-2, Fugitive Dust – Asbestos Hazard Mitigation, requires activities to reduce asbestos dust created from earth moving activities. An Asbestos Dust mitigation plan must be prepared, submitted, approved and implemented when more than 20 cubic yards of earth will be moved at all sites identified as being in an Asbestos Review Area as shown on the *El Dorado County Naturally Occurring Asbestos Review Map* maintained by the EDCAQMD.

El Dorado County General Plan

The General Plan's Public Health, Safety, and Noise Element contains a number of policies directed at maintaining air quality, including policies on naturally occurring asbestos (NOA). Here are the most pertinent to the project.

Policy 6.3.1.1: The County shall require that all discretionary projects and all projects requiring a grading permit, or a building permit that would result in earth disturbance, that are located in areas likely to contain naturally occurring asbestos (based on mapping developed by the California Department of Conservation [DOC]) have a California-registered geologist knowledgeable about asbestos-containing formations inspect the project area for the presence of asbestos using appropriate test methods. The County shall amend the Erosion and Sediment Control Ordinance to include a section that addresses the reduction of thresholds to an appropriate level for grading permits in areas likely to contain naturally occurring asbestos (based on mapping developed by the DOC). The Department of Transportation and the County Air Quality Management District shall consider the requirement of posting a warning sign at the work site in areas likely to contain naturally occurring asbestos based on the mapping developed by the DOC.

Policy 6.3.1.2: The County shall establish a mandatory disclosure program, where potential buyers and sellers of real property in all areas likely to contain naturally occurring asbestos (based on mapping developed by the DOC) are provided information regarding the potential presence of asbestos subject to sale. Information shall include potential for exposure from access roads and from disturbance activities (e.g., landscaping).

Policy 6.3.1.3: The County Environmental Management Department shall report annually to the Board of Supervisors regarding new information on asbestos and design an information outreach program.

Objective 6.7.1: El Dorado County Clean Air Plan. Adopt and enforce the El Dorado County Clean Air Act Plan in conjunction with the County Air Quality Management District.

Objective 6.7.2: Vehicular Emissions. Reduce motor vehicle air pollution by developing programs aimed at minimizing congestion and reducing the number of vehicle trips made in the County and encouraging the use of clean fuels.

Policy 6.7.2.1: Develop and implement a public awareness campaign to educate community leaders and the public about the causes and effects of El Dorado County air pollution and about ways to reduce air pollution.

Policy 6.7.2.2: Encourage, both through County policy and discretionary project review, the use of staggered work schedules, flexible work hours, compressed work weeks, teleconferencing, telecommuting, and car pool/van pool matching as ways to reduce peak-hour vehicle trips.

Policy 6.7.2.3: To improve traffic flow, synchronization of signalized intersections shall be encouraged as a means to reduce congestion, conserve energy, and improve air quality.

Policy 6.7.2.4: Encourage a local and inter-State rail system.

Policy 6.7.2.5: Upon reviewing projects, the County shall support and encourage the use of, and facilities for, alternative-fuel vehicles to the extent feasible. The County shall develop language to be included in County contract procedures to give preference to contractors that utilize low-emission heavy-duty vehicles.

Policy 6.7.2.6: The County shall investigate the replacement of its fleet vehicles with more fuel-efficient alternative fuel vehicles (e.g., liquid natural gas, fuel cell vehicles).

Objective 6.7.3: Transit Service. Expand the use of transit service within the County.

Policy 6.7.3.1: Legally permissible trip reduction programs and the development of transit and ridesharing facilities shall be given priority over highway capacity expansion when such programs and facilities will help to achieve and maintain mobility and air quality.

Objective 6.7.4: Project Design and Mixed Uses. Encourage project design that protects air quality and minimizes direct and indirect emissions of air contaminants.

Policy 6.7.4.1: Reduce automobile dependency by permitting mixed land use patterns which locate services such as banks, child care facilities, schools, shopping centers, and restaurants in close proximity to employment centers and residential neighborhoods.

Policy 6.7.4.2: Promote the development of new residential uses within walking or bicycling distance to the County's larger employment centers.

Policy 6.7.4.3: New development on large tracts of undeveloped land near the rail corridor shall, to the extent practical, be transit supportive with high density or intensity of use.

Policy 6.7.4.4: All discretionary development applications shall be reviewed to determine the need for pedestrian/bike paths connecting to adjacent development and to common service facilities (e.g., clustered mail boxes, bus stops, etc.).

Policy 6.7.4.5: Specific plans submitted to the County shall provide for the implementation of all policies contained under Objective 6.7.4 herein.

Policy 6.7.4.6: The County shall regulate wood-burning fireplaces and stoves in all new development. Environmental Protection Agency (EPA)-approved stoves and fireplaces burning natural gas or propane are allowed. The County shall discourage the use of non-certified wood heaters and fireplaces during periods of unhealthy air quality.

Policy 6.7.4.7: The County shall inform the public regarding the air quality effects associated with the use of wood for home heating. The program should address proper operation and maintenance of wood heaters, proper wood selection and use, the health effects of wood smoke, weatherization methods for homes, and determining the proper size of heaters needed before purchase and professional installation. The County shall develop an incentive program to encourage homeowners to replace high-pollution emitting non-EPA-certified wood stoves that were installed before the effective date of the applicable EPA regulation with newer cleaner-burning EPA-certified wood stoves.

Objective 6.7.5: Agricultural and Fuel Reduction Burning. Adopt and maintain air quality regulations which will continue to permit agricultural and fuel reduction burning while minimizing their adverse effects.

Objective 6.7.6: Air Pollution-Sensitive Land Uses. Separate air pollution sensitive land uses from significant sources of air pollution.

Policy 6.7.6.1: Ensure that new facilities in which sensitive receptors are located (e.g., schools, child care centers, playgrounds, retirement homes, and hospitals) are sited away from significant sources of air pollution.

Policy 6.7.6.2: New facilities in which sensitive receptors are located (e.g., residential subdivisions, schools, childcare centers, playgrounds, retirement homes, and hospitals) shall be sited away from significant sources of air pollution.

Objective 6.7.7: Construction Related, Short-Term Emissions. Reduce construction related, short-term emissions by adopting regulations which minimize their adverse effects.

Policy 6.7.7.1. The County shall consider air quality when planning the land uses and transportation systems to accommodate expected growth, and shall use the recommendations in the most recent version of the El Dorado County Air Quality Management (AQMD) *Guide to Air Quality Assessment: Determining Significance of Air Quality Impacts Under the California Environmental Quality Act*, to analyze potential air quality impacts (e.g., short-term construction, long-term operations, toxic and odor-related emissions) and to require feasible mitigation

requirements for such impacts. The County shall also consider any new information or technology that becomes available prior to periodic updates of the Guide. The County shall encourage actions (e.g., use of light-colored roofs and retention of trees) to help mitigate heat island effects on air quality.

Objective 6.7.8: The Effects of Air Pollution on Vegetation. Monitor ongoing scientific research regarding the adverse effects, if any, of air pollution on vegetation.

Policy 6.7.8.1: The County shall monitor ongoing scientific research regarding the adverse effects, if any, of air pollution on vegetation, including commercially valuable timber, threatened or endangered plant species, and other plant species. If and when such research conclusively determines, or if and when the weight of scientific opinion concludes, that air pollution is causing significant harm to vegetation within El Dorado County or similarly situated areas, the County, through its periodic review of the General Plan pursuant to Policy 2.9.1.2, shall consider whether to add policies to the General Plan to try to mitigate such harm.

Implementation Measure HS-E: The County shall adopt a Naturally Occurring Asbestos Disclosure Ordinance that includes the provisions in the policy described in Policy 6.3.1.2.

Implementation Measure HS-F: Develop a program to track asbestos-related information as it pertains to El Dorado County. [Policy 6.3.1.3]

Policy TC-3d: Signalized intersections shall be synchronized where possible as a means to reduce congestion, conserve energy, and improve air quality.

Policy TC-4i: Within Community Regions and rural Centers, all development shall include pedestrian/bike paths connecting to adjacent development and to schools, parks, commercial areas and other facilities where feasible. In Rural Regions, pedestrian/bike paths shall be considered as appropriate.

Environmental Setting

Climate and Atmospheric Conditions

El Dorado County is divided into two separate air basins, the Mountain Counties Air Basin (MCAB) and the Lake Tahoe Air Basin (LTAB), each of which has different qualities that contribute to the environmental setting for the project.

Mountain Counties Air Basin

The MCAB is comprised of Plumas, Sierra, Nevada, Placer, El Dorado, Amador, Calaveras, Tuolumne, and Mariposa Counties.

The basin lies along the northern Sierra Nevada, close to or contiguous with the Nevada border, and covers an area of roughly 11,000 square miles. The western slope of El Dorado County, from Lake Tahoe on the east to the Sacramento County boundary on the west, lies within the MCAB. Elevations range from over 10,000 feet at the Sierra Nevada crest down to several hundred feet above sea level at the Sacramento County boundary. Throughout the county, the topography is highly variable. It includes rugged mountain peaks and valleys with extreme slopes and altitude differences in the Sierra Nevada, as well as rolling foothills to the west.

The general climate of the MCAB varies considerably with elevation and proximity to the Sierra Nevada ridge. The terrain features of the basin make it possible for various climates to exist in relatively close proximity. The pattern of mountains and hills causes a wide variation in rainfall, temperature, and localized winds throughout the basin. Temperature variations have an important

influence on basin wind flow, dispersion along mountain ridges, vertical mixing, and photochemistry.

The Sierra Nevada receives large amounts of precipitation from storms moving in from the Pacific in the winter, with lighter amounts from intermittent “Monsoonal” moisture flows from the south and cumulus buildup in the summer. Precipitation levels are high in the highest mountain elevations but decline rapidly toward the western portion of the basin. Winter temperatures in the mountains can be below freezing for weeks at a time, and substantial depths of snow can accumulate. In the western foothills, however, winter temperatures usually dip below freezing only at night, and precipitation is mixed as rain or light snow. In the summer, temperatures in the mountains are mild, with daytime peaks in the 70s to low 80s F, but the western end of the county can routinely exceed 100 F°.

The topography and meteorology of the MCAB combine such that local conditions predominate in determining the effect of emissions in the basin. Regional airflows are affected by the mountains and hills, which direct surface air flows, cause shallow vertical mixing, and create areas of high pollutant concentrations by hindering dispersion. Inversion layers (where warm air overlays cooler air) frequently form and trap pollutants close to the ground. In the winter, these conditions can lead to elevated carbon monoxide (CO) concentrations, known as “hot-spots” along heavily traveled roads and at busy intersections.

During summer’s longer daylight hours, stagnant air, high temperatures, and plentiful sunshine provide the conditions and energy for the photochemical reaction between reactive organic compounds (ROG) and oxides of nitrogen (NO_x) (ozone precursors) that results in the formation of ozone (O₃). In the summer, the strong upwind valley air flowing into the basin from the Central Valley located to the west is an effective transport medium for ozone precursors and ozone generated in the Bay Area and the Sacramento and San Joaquin Valleys to flow into the MCAB. These transported pollutants predominate as the cause of ozone in the MCAB and are largely responsible for the exceedances of the ozone NAAQS and CAAQS in the MCAB. ARB has officially designated the MCAB as “ozone impacted” by transport from those areas (13 CCR sec. 70500).

Lake Tahoe Air Basin

The LTAB is comprised of the surface of Lake Tahoe (roughly 20 miles long by 10 miles wide) and land up to the surrounding rim of mountain ridges. The southern portion of the air basin is in El Dorado County and the northern portion is in Placer County. The lake is at 6,200 feet in elevation, and the ridges climb to over 10,000 feet. The mountain slopes surrounding the lake are quite precipitous and are broken by deep valleys carved by streams that drain into the lake.

In winter, the LTAB typically receives large amounts of precipitation from Pacific storms, which falls mainly as snow, with temperatures below freezing accompanied by winds, cloudiness, and lake and valley fog. Winter days can also bring cool, brilliantly clear days between storms. In the summer, the LTAB experiences sunny, mild days, with daytime peaks in the upper 70s and low 80s F and occasional thunderstorm from southern flows of moisture. The principal impact of these conditions on air quality is excess wintertime concentrations of CO in the more populated areas of the basin, primarily at South Lake Tahoe, from vehicles and residential wood stoves and fireplaces. Some summer transport of ozone from the west is also known to occur, but has not yet been officially recognized as a “transport route” for pollutant transport from one region to another by ARB.

Criteria Pollutants

The federal and state governments have established NAAQS and CAAQS, respectively, for six criteria pollutants: ozone, CO, lead (Pb), nitrogen dioxide (NO₂), sulfur dioxide (SO₂), and particulate matter, which consists of PM₁₀ microns in diameter or less (PM₁₀) and PM 2.5 microns in diameter or less (PM_{2.5}). The following section discusses the criteria pollutants, as well as additional air pollutants of concern, toxic air contaminants, and asbestos.

Ozone and NO₂ are considered regional pollutants because they (or their precursors) affect air quality on a regional scale; NO₂ reacts photochemically with reactive organic gases (ROGs) to form ozone, and this reaction occurs at some distance downwind of the source of pollutants. Pollutants such as CO, SO₂, and Pb are considered to be local pollutants that tend to accumulate in the air locally. Particulate matter is considered to be a local as well as a regional pollutant.

The primary pollutants of concern in the study area are ozone (including nitrogen oxides), CO, and particulate matter. Principal characteristics surrounding these pollutants are discussed below. Toxic air contaminants (TACs) are also discussed, although no air quality standards exist for these pollutants.

Ozone

Ozone is a respiratory irritant that can cause severe ear, nose, and throat irritation and increases susceptibility to respiratory infections. It is also an oxidant that causes extensive damage to plants through leaf discoloration and cell damage. It can cause substantial damage to other materials as well, such as synthetic rubber and textiles.

Ozone is not emitted directly into the air but is formed by a photochemical reaction in the atmosphere. Ozone precursors—ROG and NO_x—react in the atmosphere in the presence of sunlight to form ozone. Because photochemical reaction rates depend on the intensity of ultraviolet light and air temperature, ozone is primarily a summer air pollution problem. The ozone precursors, ROG and NO_x, are mainly emitted by mobile sources and by stationary combustion equipment.

Hydrocarbons are organic gases that are made up of hydrogen and carbon atoms. There are several subsets of hydrocarbons, including ROGs and volatile organic compounds (VOCs). ROGs are defined by state rules and regulations; VOCs are defined by federal rules and regulations. For the purposes of this assessment, hydrocarbons are classified and referred to as ROGs. Both ROGs and VOCs are emitted from the incomplete combustion of hydrocarbons or other carbon-based fuels, or as a product of chemical processes. The major sources of hydrocarbons are combustion engine exhaust, oil refineries, and oil-fueled power plants; other common sources are petroleum fuels, solvents, dry-cleaning solutions, and paint (through evaporation).

The health effects of hydrocarbons result from the formation of ozone. High levels of hydrocarbons in the atmosphere can interfere with oxygen intake by reducing the amount of available oxygen through displacement. Carcinogenic forms of hydrocarbons are considered TACs. There are no separate health standards for ROGs, although some are also toxic; an example is benzene, which is both a ROG and a carcinogen.

Nitrogen Oxides

Nitrogen oxides are a family of highly reactive gases that are a primary precursor to the formation of ground-level ozone and react in the atmosphere to form acid rain. Nitrogen dioxide (NO₂) is a

brownish, highly reactive gas that is present in all urban environments. The major human sources of NO₂ are combustion devices, such as boilers, gas turbines, and mobile and stationary reciprocating internal combustion engines. Combustion devices emit primarily NO, which reacts through oxidation in the atmosphere to form NO₂ (U.S. Environmental Protection Agency 2013a). The combined emissions of NO and NO₂ are referred to as NO_x and reported as equivalent NO₂. Because NO₂ is formed and depleted by reactions associated with ozone, the NO₂ concentration in a particular geographical area may not be representative of local NO_x emission sources.

Inhalation is the most common route of exposure to NO₂. Because NO₂ has relatively low solubility in water, the principal site of toxicity is in the lower respiratory tract. The severity of the adverse health effects primarily depends on the concentration inhaled rather than the duration of exposure. An individual may experience a variety of acute symptoms, such as coughing, difficulty breathing, vomiting, headache, and eye irritation during or shortly after exposure. After a period of approximately 4–12 hours, an exposed individual may experience chemical pneumonitis or pulmonary edema with breathing abnormalities, cough, cyanosis, chest pain, and rapid heartbeat. Severe symptomatic NO₂ intoxication after acute exposure has been linked to prolonged respiratory impairment, with such symptoms as chronic bronchitis and decreased lung function (U.S. Environmental Protection Agency 2012a).

Carbon Monoxide

CO has little effect on plants and materials, but it can have significant effects on human health. CO is a public health concern because it combines readily with hemoglobin and thus reduces the amount of oxygen transported in the bloodstream. Effects range from slight headaches to nausea to death.

Motor vehicles are the primary source of CO emissions in most areas. In El Dorado County, high CO levels are of greatest concern during the winter, when periods of light winds combine with the formation of ground-level temperature inversions from evening through early morning. These conditions trap pollutants near the ground, reducing the dispersion of vehicle emissions. Moreover, motor vehicles exhibit increased CO emission rates at low air temperatures. Dramatic reductions in CO levels across California have been witnessed during the past several decades, including a 50% decrease in statewide peak CO levels between 1980 and 2004. These reductions are primarily a result of ARB requirements for cleaner vehicles, equipment, and fuels (California Air Resources Board 2004:1).

Particulate Matter

Particulate matter pollution consists of very small liquid and solid particles floating in the air, which can include smoke, soot, dust, salts, acids, and metals. Particulate matter also forms when gases emitted from industries and motor vehicles undergo chemical reactions in the atmosphere. Particulate matter less than 10 microns in diameter, about 1/7th the thickness of a human hair, is referred to as PM₁₀. Particulate matter that is 2.5 microns or less in diameter, roughly 1/28th the diameter of a human hair, is referred to as PM_{2.5}. Major sources of PM₁₀ include motor vehicles; wood burning stoves and fireplaces; dust from construction, landfills, and agriculture; wildfires and brush/waste burning; industrial sources; windblown dust from open lands; and atmospheric chemical and photochemical reactions. PM_{2.5} results from fuel combustion (from motor vehicles, power generation, and industrial facilities), residential fireplaces, and wood stoves. In addition, PM₁₀ and PM_{2.5} can be formed in the atmosphere from gases such as SO₂, NO_x, and VOCs.

PM10 and PM2.5 pose a greater health risk than larger-size particles. When inhaled, these tiny particles can penetrate the human respiratory system's natural defenses and damage the respiratory tract. PM10 and PM2.5 can increase the number and severity of asthma attacks, cause or aggravate bronchitis and other lung diseases, and reduce the body's ability to fight infections. Very small particles of substances, such as lead, sulfates, and nitrates, can cause lung damage directly. These substances can be absorbed into the blood stream and cause damage elsewhere in the body; they can also transport absorbed gases such as chlorides or ammonium into the lungs and cause injury. Whereas particles 2.5 to 10 microns in diameter tend to collect in the upper portion of the respiratory system, particles 2.5 microns or less are so tiny that they can penetrate deeper into the lungs and damage lung tissues. Suspended particulates also damage and discolor surfaces on which they settle and contribute to haze and reduce regional visibility.

Toxic Air Contaminants

TACs are pollutants that may result in an increase in mortality or serious illness or that may pose a present or potential hazard to human health. Health effects of TACs include cancer, birth defects, neurological damage, damage to the body's natural defense system, and diseases that lead to death. In 1998, following a 10-year scientific assessment process, ARB identified particulate matter from diesel-fueled engines (DPM) as a TAC. Compared to other air toxics ARB has identified, DPM emissions are estimated to be responsible for about 70% of the total ambient air toxics risk (California Air Resources Board 2000:1).

Naturally Occurring Asbestos

Asbestos is the name given to a number of naturally occurring fibrous silicate minerals. It has been mined for applications requiring thermal insulation, chemical and thermal stability, and high tensile strength. In addition to finding asbestos in older buildings, it is also found in its natural state (NOA).

Exposing or disturbing rock and soil that contains NOA can result in the release of fibers to the air and, consequently, public exposure. Asbestos most commonly occurs in ultramafic rock that has undergone partial or complete alteration to serpentine rock (or serpentinite) and often contains chrysotile asbestos. In addition, another form of asbestos, tremolite, can be found associated with ultramafic rock, particularly near geologic faults. Bands of NOA, trending in a north-south direction, are found in western El Dorado County in the general vicinities of Georgetown and El Dorado Hills (California Department of Conservation 2000). Sources of asbestos emissions include unpaved roads or driveways surfaced with ultramafic rock, construction activities in ultramafic rock deposits, or rock quarrying facilities where ultramafic rock is present.

Exposure and disturbance of rock and soil that contain asbestos can result in the release of fibers to the air and consequent exposure to the public. Asbestos can result in a human health hazard when airborne. The inhalation of asbestos fibers into the lungs can result in a variety of adverse health effects, including inflammation of the lungs, respiratory ailments (e.g., asbestosis, which is scarring of lung tissue that results in constricted breathing), and cancer (e.g., lung cancer and mesothelioma, which is cancer of the linings of the lungs and abdomen).

Greenhouse Gases

The primary GHGs of concern are CO₂, CH₄, N₂O, HFCs, and SF₆. Each of these gases is discussed in detail below.

To simplify reporting and analysis, methods have been set forth to describe emissions of GHGs in terms of a single gas. The most commonly accepted method to compare GHG emissions is the global warming potential (GWP) methodology defined in the Intergovernmental Panel on Climate Change (IPCC) reference documents (Intergovernmental Panel on Climate Change 1996, 2001:241–280). The IPCC defines the GWP of various GHG emissions on a normalized scale that recasts all GHG emissions in terms of CO₂e, which compares the gas in question to that of the same mass of CO₂ (CO₂ has a GWP of 1 by definition).

Table 3.3-2 lists the GWP of CO₂, CH₄, N₂O, HCFs, and SF₆; their lifetimes; and abundances in the atmosphere.

Table 3.3-2. Abundance, Lifetime, and Global Warming Potential of Primary Greenhouse Gases

Greenhouse Gases	Current Atmospheric Abundance	Lifetime (years)	Global Warming Potential (100 years)
CO ₂ (ppm)	397	50–200	1
CH ₄ (ppb)	1,874	12	25
N ₂ O (ppb)	324	114	298
HFC-23 (ppt)	18	270	14,800
HFC-134a (ppt)	68	14	1,430
HFC-152a (ppt)	3.9	1.4	124
SF ₆ (ppt) ^a	7.5	3,200	22,800

Sources: Intergovernmental Panel on Climate Change 2007b; Carbon Dioxide Information Analysis Center 2014; National Oceanic and Atmospheric Administration 2013.

Notes:

ppm = parts per million.

ppb = parts per billion.

ppt = parts per trillion.

Carbon Dioxide

CO₂ is the most important anthropogenic GHG, accounting for more than 75% of all GHG emissions caused by humans. Its atmospheric lifetime of 50–200 years ensures that atmospheric concentrations of CO₂ will remain elevated for decades even after mitigation efforts to reduce GHG concentrations are promulgated (Intergovernmental Panel on Climate Change 2007a). The primary sources of anthropogenic CO₂ in the atmosphere include the burning of fossil fuels (including motor vehicles), gas flaring, cement production, and land use changes (e.g., deforestation, oxidation of elemental carbon). CO₂ can also be removed from the atmosphere by photosynthetic organisms.

Atmospheric CO₂ has increased from a pre-industrial concentration in the atmosphere of 280 parts per billion (ppb) to 397 parts per million (ppm) as of December 2013 (Intergovernmental Panel on Climate Change 2007b; Carbon Dioxide Information Analysis Center 2012).

Methane

CH₄, the main component of natural gas, is the second most abundant GHG (Intergovernmental Panel on Climate Change 1996). Sources of anthropogenic emissions of CH₄ include growing rice, raising cattle, using natural gas, landfill outgassing, and mining coal (National Oceanic and

Atmospheric Administration 2011). Certain land uses also function as a both a source of CH₄ and sink (i.e., they remove CH₄ from the atmosphere). For example, the primary terrestrial source of CH₄ is wetlands; however, when undisturbed, aerobic soil acts as a CH₄ sink.

Atmospheric CH₄ has increased from a pre-industrial concentration of 715 ppb to 1,774 ppb in 2005 (Intergovernmental Panel on Climate Change 2007b) and is at 1,874 ppb as of December 2013 (National Oceanic and Atmospheric Administration 2013).

Nitrous Oxide

N₂O is a powerful GHG, with a GWP of 310 (Intergovernmental Panel on Climate Change 1996). Anthropogenic sources of N₂O include agricultural processes (e.g., fertilizer application), nylon production, fuel-fired power plants, nitric acid production, and vehicle emissions. N₂O also is used in rocket engines, racecars, and as an aerosol spray propellant. Natural processes, such as nitrification and denitrification, can also produce N₂O, which can be released to the atmosphere by diffusion. In the United States (U.S.) more than 70% of N₂O emissions are related to agricultural soil management practices, particularly fertilizer application.

N₂O concentrations in the atmosphere have increased 18% from pre-industrial levels of 270 ppb to 323 ppb (Intergovernmental Panel on Climate Change 2007b; Carbon Dioxide Information Analysis Center 2012).

Hydrofluorocarbons

HFCs are anthropogenic chemicals used in commercial, industrial, and consumer products and have high GWPs (U.S. Environmental Protection Agency 2013b). HFCs are generally used as substitutes for ozone-depleting substances (ODS) in automobile air conditioners and refrigerants. As seen in Table 3.3-2, the most abundant HFCs, in descending order, are HFC-134a, HFC-23, and HFC-152a.

As of December 2013, HCF concentrations in the atmosphere have risen from 0 to over 64 (HFC-134a) since pre-industrial times (Intergovernmental Panel on Climate Change 2007b; Carbon Dioxide Information Analysis Center 2012).

Sulfur Hexafluoride

SF₆, a human-made chemical, is used as an electrical insulating fluid for power distribution equipment, in the magnesium industry, in semiconductor manufacturing, and also as a tracer chemical for the study of oceanic and atmospheric processes (U.S. Environmental Protection Agency 2013b). Atmospheric concentrations of SF₆ are currently 7.4 ppt and steadily increasing in the atmosphere. SF₆ is the most powerful of all GHGs listed in IPCC studies, with a GWP of 23,900 (Intergovernmental Panel on Climate Change 1996).

As of December 2013, SF₆ concentrations in the atmosphere have risen from 0 to over 7.5 ppt since pre-industrial times.

Existing Air Quality Conditions

The existing air quality conditions in El Dorado County can be characterized by monitoring data collected in the region. Three stations monitor ozone and one station monitors PM₁₀. There are no monitoring stations in the county that collect data on CO, PM_{2.5} or NO₂. Table 3.3-3 summarizes ozone and PM₁₀ levels from monitoring stations in the county for the last 3 years for which

complete data are available (2010–2012). Air quality concentrations are expressed in terms of ppm or micrograms per cubic meter ($\mu\text{g}/\text{m}^3$). As shown in Table 3.3-3, the monitoring stations have experienced frequent violations of the ozone NAAQS and CAAQS.

Table 3.3-3. Recent Criteria Air Pollutant Levels for El Dorado County

Pollutant Standards	2010	2011	2012
<i>Ozone (O₃)</i>			
Maximum 1-hour concentration (ppm)			
Cool-Highway 193	0.110	0.108	0.117
Echo Summit	0.083	0.108	0.084
Placerville-Gold Nugget Way	0.112	0.103	0.108
Maximum 8-hour concentration (ppm)			
Cool-Highway 193	0.093	0.094	0.095
Echo Summit	0.070	0.071	0.076
Placerville-Gold Nugget Way	0.102	0.086	0.096
Number of days standard exceeded ^b			
CAAQS 1-hour (>0.09 ppm)			
Cool-Highway 193	5	12	5
Echo Summit	0	1	0
Placerville-Gold Nugget Way	3	2	6
CAAQS 8-hour (>0.070 ppm)			
Cool-Highway 193	18	41	16
Echo Summit	3	1	11
Placerville-Gold Nugget Way	19	16	50
NAAQS 8-hour (>0.075 ppm)			
Cool-Highway 193	6	24	8
Echo Summit	0	0	1
Placerville-Gold Nugget Way	8	5	20
<i>Particulate Matter (PM₁₀)^c</i>			
National ^d maximum 24-hour concentration ($\mu\text{g}/\text{m}^3$)			
South Lake Tahoe-Sandy Way	*	*	*
National ^d second-highest 24-hour concentration ($\mu\text{g}/\text{m}^3$)			
South Lake Tahoe-Sandy Way	*	*	*
State ^e maximum 24-hour concentration ($\mu\text{g}/\text{m}^3$)			
South Lake Tahoe-Sandy Way	71.4	55.8	84.1
State ^e second-highest 24-hour concentration ($\mu\text{g}/\text{m}^3$)			
South Lake Tahoe-Sandy Way	54.2	53.7	70.1
National annual average concentration ($\mu\text{g}/\text{m}^3$)			
South Lake Tahoe-Sandy Way	*	*	*
State annual average concentration ($\mu\text{g}/\text{m}^3$) ^f			
South Lake Tahoe-Sandy Way	*	*	*

Pollutant Standards	2010	2011	2012
Number of days standard exceeded ^b			
NAAQS 24-hour (>150 µg/m ³) ^f			
South Lake Tahoe-Sandy Way	*	*	*
CAAQS 24-hour (>50 µg/m ³) ^f			
South Lake Tahoe-Sandy Way	2	3	4

Source: California Air Resources Board 2013b

Notes:

ppm = parts per million

NAAQS = National Ambient Air Quality Standards

CAAQS = California Ambient Air Quality Standards

µg/m³ = micrograms per cubic meter

mg/m³ = milligrams per cubic meter

- = data not available

^a An exceedance of a standard is not necessarily a violation, as each pollutant has specific criteria on which a violation of the state and federal standards would occur.

^b National statistics are based on standard conditions data. In addition, national statistics are based on samplers using federal reference or equivalent methods.

^c State statistics are based on local conditions data, except in the South Coast Air Basin, for which statistics are based on standard conditions data. In addition, state statistics are based on California approved samplers.

^d Measurements usually are collected every 6 days.

^e State criteria for ensuring that data are sufficiently complete for calculating valid annual averages are more stringent than the national criteria.

^f Mathematical estimate of how many days concentrations would have been measured as higher than the level of the standard had each day been monitored. Values have been rounded.

* Insufficient data.

Attainment Status and Air Quality Planning

If monitored pollutant concentrations meet state or federal standards over a designated period of time, the area is classified as being in attainment for that pollutant. If monitored pollutant concentrations violate the standards, the area is considered a nonattainment area for that pollutant. If an area was previously designated as nonattainment, but was re-designated as attainment, the area is designated as a maintenance area but must submit a maintenance plan to EPA to ensure the attainment of the NAAQS for any pollutant is maintained. The plan must demonstrate continued attainment of the applicable NAAQS for at least 10 years after the approval of a re-designation to attainment. If data are insufficient to determine whether a pollutant is violating the standard, the area is designated attainment/unclassified.

Environmental Protection Agency Status

EPA has classified the non-Lake Tahoe portion of El Dorado County (the MCAB) as a severe nonattainment area for the 8-hour ozone standard, and the Lake Tahoe region as an attainment area for the 8-hour ozone standard. For the CO 1-hour and 8-hour standards, EPA has classified El Dorado County as a partial attainment area and a partial maintenance area. The Lake Tahoe region and a small portion of the western end of the county near El Dorado Hills are classified as maintenance areas, while the rest of the county is classified as an attainment area for the CO

standard. For the PM10 24-hour standard, EPA has classified the entire county as an attainment area. For PM2.5, EPA has classified the western region of the county near the greater Sacramento region as a nonattainment area, and the rest of the county as an attainment area.

California Air Resources Board Status

For the 1-hour ozone standard, ARB has classified the central portion of the county as a nonattainment area, the western portion of the county near the greater Sacramento region as a serious nonattainment area, and the Lake Tahoe region as an attainment area. For the 8-hour ozone standard, ARB has classified the non-Lake Tahoe region as a nonattainment area and the Lake Tahoe region as a nonattainment-transitional area. For the CO 1-hour and 8-hour standards, ARB has classified the non-Lake Tahoe region as an unclassified/attainment area and the Lake Tahoe region as an attainment area. For the PM10 standard, ARB has classified the entire county as a nonattainment area. For the PM2.5 standard, ARB has classified the non-Lake Tahoe region as an unclassified/attainment area and the Lake Tahoe region as an attainment area. El Dorado County's attainment status for each of these pollutants relative to the NAAQS and CAAQS is summarized in Table 3.3-4.

Table 3.3-4. Federal and State Criteria Pollutant Attainment Status for El Dorado County

Criteria Pollutant	Non-Lake Tahoe Region		Lake Tahoe Region	
	Federal Designation	State Designation	Federal Designation	State Designation
O ₃ (1-hour)	-- ^a	Partial Nonattainment Partial Serious Nonattainment ^b	-- ^a	Attainment
O ₃ (8-hour)	Severe-15 Nonattainment	Nonattainment	Attainment	Nonattainment-Transitional
CO	Partial Maintenance ^c	Unclassified/Attainment	Maintenance	Attainment
PM10	Attainment	Nonattainment	Attainment	Nonattainment
PM2.5	Partial Nonattainment ^d	Unclassified/Attainment	Attainment	Attainment
NO ₂	Attainment	Attainment	Attainment	Attainment
SO ₂	Attainment	Attainment	Attainment	Attainment
Lead	Attainment	Attainment	Attainment	Attainment
Sulfates	(No Federal Standard)	Attainment	(No Federal Standard)	Attainment
Hydrogen Sulfide	(No Federal Standard)	Unclassified/Attainment	(No Federal Standard)	Unclassified/Attainment
Visibility	(No Federal Standard)	Unclassified/Attainment	(No Federal Standard)	Unclassified/Attainment

Notes for Table 3.3-4.

Source: California Air Resources Board 2014.

Notes:

CO = carbon monoxide

PM10 = particulate matter less than or equal to 10 microns

PM2.5 = particulate matter less than or equal to 2.5 microns

NO₂ = nitrogen dioxide

SO₂ = sulfur dioxide

^a The federal 1-hour standard of 12 parts per hundred million (pphm) was in effect from 1979 through June 15, 2005. The revoked standard is referenced here because it was employed for such a long period and because this benchmark is addressed in the state implementation plans.

^b The county's state 1-hour ozone attainment is divided into three regions. The western portion of the county that is located in the greater Sacramento region is a serious nonattainment area, the central portion of the county is a nonattainment area, and the South Shore Lake Tahoe area is an attainment area.

^c The area around El Dorado Hills is a maintenance area for the CO designation. The rest of the county is an attainment area.

^d The Western portion of the county that is located in the greater Sacramento region is a nonattainment area for the federal PM2.5 designation. This includes the cities of Placerville, El Dorado Hills, and Cameron Park. The rest of the county is an attainment area.

Existing Air Quality Inventory

The county is home to many industries, processes, and actions that generate emissions of criteria pollutants. ARB compiles an emissions inventory for all sources of emissions within El Dorado County. This inventory is used by the EDCAQMD and ARB for regional air quality planning purposes and is the basis for the region's air quality plans, and includes such sources as stationary sources (e.g., landfills, food processing, mineral processes); area-wide sources (e.g., farming operations, construction/demolition activities, residential fuel combustion); and mobile sources (e.g., automobiles, aircraft, off-road equipment). Current emissions of criteria pollutants for 2008 are summarized in Table 3.3-5.

Table 3.3-5. El Dorado County Existing Emissions Inventory

Source Type	Subcategory	Annual Emissions (tons per day)						
		TOG	ROG	CO	NO _x	SO _x	PM10	PM2.5
Stationary Sources								
Fuel Combustion								
Stationary	Manufacturing and Industrial	0.04	0.02	0.28	0.12	0.02	0.15	0.15
Stationary	Food and Agricultural Processing	0.00	0.00	0.01	0.02	0.00	0.00	0.00
Stationary	Service and Commercial	0.01	0.00	0.02	0.08	0.00	0.01	0.01
Stationary	Other (Fuel Combustion)	0.01	0.01	0.02	0.07	0.00	0.00	0.00
<i>Total fuel combustion</i>		0.06	0.03	0.33	0.29	0.02	0.16	0.16
Waste Disposal								
Stationary	Landfills	2.80	0.02	0.00	0.01	0.00	0.00	0.00
Stationary	Other (Waste Disposal)	0.20	0.02	0.00	0.00	0.00	0.00	0.00
<i>Total waste disposal</i>		3.00	0.04	0.00	0.01	0.00	0.00	0.00

Source Type	Subcategory	Annual Emissions (tons per day)						
		TOG	ROG	CO	NO _x	SO _x	PM10	PM2.5
Cleaning and Surface Coatings								
Stationary	Laundering	0.01	0.01	0.00	0.00	0.00	0.00	0.00
Stationary	Degreasing	0.13	0.11	0.00	0.00	0.00	0.00	0.00
Stationary	Coatings and Related Process Solvents	0.29	0.28	0.00	0.00	0.00	0.00	0.00
Stationary	Printing	0.04	0.04	0.00	0.00	0.00	0.00	0.00
Stationary	Adhesives and Sealants	0.07	0.06	0.00	0.00	0.00	0.00	0.00
<i>Total cleaning and surface coatings</i>		0.54	0.50	0.00	0.00	0.00	0.00	0.00
Petroleum Production and Marketing								
Stationary	Petroleum Marketing	6.15	0.32	0.00	0.00	0.00	0.00	0.00
<i>Total petroleum production and marketing</i>		6.15	0.32	0.00	0.00	0.00	0.00	0.00
Industrial Processes								
Stationary	Chemical	0.01	0.01	0.00	0.00	0.00	0.06	0.04
Stationary	Food and Agriculture	0.02	0.02	0.00	0.00	0.00	0.00	0.00
Stationary	Mineral Processes	0.00	0.00	0.05	0.01	0.00	0.29	0.16
Stationary	Wood and Paper	0.00	0.00	0.00	0.00	0.00	0.16	0.11
<i>Total industrial processes</i>		0.03	0.03	0.05	0.01	0.00	0.51	0.31
<i>Total stationary sources</i>		9.78	0.92	0.38	0.31	0.02	0.67	0.47
Areawide Sources								
Solvent Evaporation								
Areawide	Consumer Products	1.38	1.18	0.00	0.00	0.00	0.00	0.00
Areawide	Architectural Coatings and Related Process Solvents	0.66	0.64	0.00	0.00	0.00	0.00	0.00
Areawide	Pesticides/Fertilizers	0.02	0.02	0.00	0.00	0.00	0.00	0.00
Areawide	Asphalt Paving/Roofing	0.50	0.50	0.00	0.00	0.00	0.00	0.00
<i>Total solvent evaporation</i>		2.56	2.34	0.00	0.00	0.00	0.00	0.00
Miscellaneous Processes								
Areawide	Residential Fuel Combustion	5.92	2.60	36.39	0.74	0.17	5.98	5.60
Areawide	Farming Operations	2.22	0.18	0.00	0.00	0.00	0.05	0.02
Areawide	Construction and Demolition	0.00	0.00	0.00	0.00	0.00	2.31	1.13
Areawide	Paved Road Dust	0.00	0.00	0.00	0.00	0.00	10.38	4.75
Areawide	Unpaved Road Dust	0.00	0.00	0.00	0.00	0.00	14.87	8.84
Areawide	Fugitive Windblown Dust	0.00	0.00	0.00	0.00	0.00	0.21	0.12
Areawide	Fires	0.00	0.00	0.03	0.00	0.00	0.00	0.00
Areawide	Managed Burning and Disposal	0.23	0.13	4.20	0.00	0.00	0.26	0.25
Areawide	Cooking	0.02	0.02	0.00	0.00	0.00	0.12	0.08
<i>Total miscellaneous processes</i>		8.39	2.93	40.62	0.74	0.17	34.18	20.79
Total areawide sources		10.95	5.27	40.62	0.74	0.17	34.18	20.79
Mobile Sources								
On-Road Motor Vehicles								
Mobile	Light Duty Passenger	1.15	1.08	8.54	0.70	0.01	0.06	0.06

Source Type	Subcategory	Annual Emissions (tons per day)						
		TOG	ROG	CO	NO _x	SO _x	PM10	PM2.5
Mobile	Light Duty Trucks - 1	1.07	1.00	8.92	0.77	0.00	0.04	0.04
Mobile	Light Duty Trucks - 2	0.77	0.71	6.73	0.81	0.01	0.05	0.05
Mobile	Medium Duty Trucks	0.39	0.36	3.81	0.47	0.00	0.02	0.02
Mobile	Light Heavy Duty Gas Trucks-1	0.18	0.17	1.22	0.19	0.00	0.00	0.00
Mobile	Light Heavy Duty Gas Trucks-2	0.09	0.08	0.58	0.06	0.00	0.00	0.00
Mobile	Medium Heavy Duty Gas Trucks	0.12	0.11	0.82	0.06	0.00	0.00	0.00
Mobile	Heavy Heavy Duty Gas Trucks	0.05	0.04	0.60	0.06	0.00	0.00	0.00
Mobile	Light Heavy Duty Diesel Trucks-1	0.01	0.01	0.06	0.29	0.00	0.00	0.00
Mobile	Light Heavy Duty Diesel Trucks-2	0.01	0.01	0.04	0.20	0.00	0.00	0.00
Mobile	Medium Heavy Duty Diesel Trucks	0.01	0.01	0.07	0.40	0.00	0.01	0.01
Mobile	Heavy Heavy Duty Diesel Trucks	0.04	0.03	0.13	0.46	0.00	0.02	0.02
Mobile	Motorcycles	0.42	0.40	2.99	0.10	0.00	0.00	0.00
Mobile	Heavy Duty Diesel Urban Buses	0.00	0.00	0.01	0.04	0.00	0.00	0.00
Mobile	Heavy Duty Gas Urban Buses	0.01	0.01	0.04	0.00	0.00	0.00	0.00
Mobile	School Buses	0.01	0.01	0.09	0.08	0.00	0.00	0.00
Mobile	Other Buses	0.01	0.01	0.13	0.04	0.00	0.00	0.00
Mobile	Motor Homes	0.02	0.02	0.62	0.09	0.00	0.00	0.00
<i>Total on-road motor vehicles</i>		4.36	4.06	35.40	4.82	0.02	0.20	0.20
Other Mobile Sources								
Mobile	Aircraft	0.31	0.28	3.12	0.20	0.03	0.09	0.09
Mobile	Commercial Harbor Craft	0.02	0.02	0.08	0.27	0.00	0.01	0.01
Mobile	Recreational Boats	2.18	2.06	16.24	0.81	0.00	0.12	0.11
Mobile	Off-Road Recreational Vehicles	2.89	2.70	6.27	0.06	0.03	0.04	0.03
Mobile	Off-Road Equipment	1.00	0.90	6.82	1.99	0.00	0.14	0.13
Mobile	Farm Equipment	0.11	0.09	0.53	0.47	0.00	0.03	0.03
Mobile	Fuel Storage and Handling	0.12	0.12	0.00	0.00	0.00	0.00	0.00
<i>Total other mobile sources</i>		6.63	6.17	33.06	3.80	0.06	0.43	0.40
Total mobile sources		10.99	10.23	68.46	8.62	0.08	0.63	0.60
Total All Sources		31.72	16.42	109.46	9.67	0.27	35.48	21.86

Notes:

- TOG = Total organic gases
 ROG = Reactive organic gases
 CO = Carbon monoxide
 NO_x = Oxides of Nitrogen
 SO_x = Oxides of Sulfur
 PM = Total particulate matter
 PM10 = Particulate matter 2.5 microns or less in diameter
 PM2.5 = Particulate matter 2.5 microns or less in diameter

Source: California Air Resources Board 2009

Sensitive Receptors

The EDCAQMD generally defines a sensitive receptor as people, or facilities that generally house people (schools, hospitals, clinics, elderly housing, residences, etc.), that may experience adverse effects from unhealthful concentrations of air pollutants. Sensitive receptors that could be affected by air pollutant emissions are located throughout the county and are concentrated in urbanized and populated areas.

3.3.2 Environmental Impacts

Impact Mechanisms

The impact mechanisms for air quality and GHGs are generally the same as for agricultural and forestry resources, biological resources, and land use and planning. These include the TGPA policies related to increased density in mixed use developments, and specific uses that may be authorized under the ZOU by discretionary permit.

The Camino/Pollock Pines Community Region boundary split does not change any land uses, other than to reduce overall development potential by effectively lowering the maximum residential density for mixed use development, so it will not have any impact on air quality or GHG emissions. Similarly, the TGPA changes to the Agricultural District boundaries will not result in land use changes that would have the potential to affect air quality or GHG emissions.

The project includes rezoning of individual parcels throughout the county as needed to make the zoning classifications on each property consistent with the property's General Plan designation. Where there is more than one zone classification that would be consistent with the General Plan, these changes generally adopt the least intensive of those zones. The development potential of the parcels is currently determined by the densities and intensities established in the General Plan. The rezonings would not change the development potential associated with implementation of the General Plan and Zoning Ordinance.

Methods of Analysis

The project would not fundamentally change the projected level of development expected to occur under the current General Plan. Also, the project does not propose adding substantially more residences beyond the approximately 20,000 theoretically allowed under the current General Plan. The primary effects of the project would be on regional traffic and trip distribution. Consequently, this impact analysis focuses on the effects of the project on mobile source emissions. Because there are no development projects proposed as part of the project, the impacts on air quality and GHG emissions are examined at a general level in this FEIR.

Long-term air quality impacts from motor vehicles operating within the project area were evaluated using traffic data provided by the project traffic engineers, Kimley-Horn and Associates, and ARB's CT-EMFAC emissions model (version 5.0).

CO concentrations within the project area were evaluated following the Caltrans CO protocol (Garza et al. 1997) to evaluate whether the project would cause or contribute to localized violations of the state or federal ambient standards in the project vicinity. CO concentrations at potential sensitive receptors near congested roadways were estimated using CALINE4 dispersion modeling.

Thresholds of Significance

In accordance with Appendix G of the State CEQA Guidelines, the project would be considered to have a significant effect if it would result in any of the conditions listed below.

- Conflict with or obstruct implementation of the applicable air quality plan.
- Violate any air quality standard or contribute substantially to an existing or projected air quality violation.
- Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is a nonattainment area for an applicable federal or state ambient air quality standard (including releasing emissions that exceed quantitative thresholds for ozone precursors).
- Expose sensitive receptors to substantial pollutant concentrations.
- Create objectionable odors affecting a substantial number of people.
- Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment.
- Conflict with an applicable plan, policy, or regulation adopted for the purpose of reducing the emissions of greenhouse gases.

The 2004 General Plan EIR applied essentially the same set of impact criteria in its analysis and considered the following five impacts.

- Construction emissions of ROG, NO_x, and PM10.
- Long-term operational (regional) emissions of ROG, NO_x, and PM10.
- Toxic air emissions.
- Local mobile-source emissions of CO.
- Odorous emissions.

The FEIR applies a combination of these impact criteria to the project. The project is limited in its scope because it is amending targeted General Plan policies and revising the zoning ordinance. It is not, for the most part, changing the pattern of land use established under the General Plan. This warrants a slightly different approach from that taken in the 2004 General Plan EIR. The FEIR considers the following impacts.

- Generate construction-related emissions in excess of EDCAQMD thresholds.
- Generate on-road mobile source criteria pollutant emissions in excess of EDCAQMD thresholds.
- Temporarily generate naturally occurring asbestos during grading and construction activities.
- Expose sensitive receptors to substantial concentrations of carbon monoxide.
- Expose sensitive receptors to substantial pollutant concentrations.
- Expose sensitive receptors to substantial odors.
- Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment.

EDCAQMD Construction Thresholds of Significance

According to the State CEQA Guidelines, the significance criteria established by the applicable air quality management or air pollution control district may be relied on to make significance determinations for potential impacts on environmental resources. As discussed above, the EDCAQMD is responsible for ensuring that state and federal ambient air quality standards are not violated within the MCAB or the LTAB. The EDCAQMD has developed its own thresholds, which can be grouped into two categories: construction or operational (El Dorado County Air Quality Management District 2002).

For construction, the EDCAQMD has established the following thresholds.

- Construction dust.
- Criteria pollutant emissions (ROG, NO_x, CO, and PM₁₀).
- Diesel exhaust TAC emissions.

Note that the project does not propose any site-specific development and, therefore, does not directly involve any construction or operations. The characteristics of the construction and operations of future development pursuant to the project cannot be known at this time and would be purely speculative.

Construction Dust Threshold

Construction-related emissions are generally short term in duration but may still cause adverse air quality impacts. PM₁₀ is the pollutant of greatest concern with respect to construction activities. PM₁₀ emissions can result from a variety of construction activities, including excavation and grading, vehicle travel on paved and unpaved surfaces, and vehicle equipment and exhaust.

Because PM_{2.5} air quality standards are relatively recent, the EDCAQMD's *Guide to Air Quality Assessment, Determining Significance of Air Quality Impacts Under the California Environmental Quality Act* (El Dorado County Air Quality Management District 2002) focuses on PM₁₀ rather than PM_{2.5}. However, the use of the PM₁₀ standard as a surrogate for the assessment of PM_{2.5} impacts is considered appropriate as PM_{2.5} is a substituent of PM₁₀. According to the EDCAQMD's Guide, mass emissions of fugitive dust PM₁₀ need not be quantified and may be assumed to be not significant if the project includes mitigation measures that will prevent visible dust beyond the property lines. This is because mitigation measures that control fugitive dust emissions can reduce fugitive dust emissions by approximately 50–75%. However, without mitigation, uncontrolled construction dust would be considered a significant impact.

Construction-Related Criteria Pollutant Emissions Thresholds

The EDCAQMD's threshold for construction-related emissions of ROG and NO_x is 82 pounds per day. However, this is a combined threshold, where the total ozone threshold is 164 pounds per day. With the combined threshold, emissions of one pollutant may be in excess of 82 pounds per day; however, as long as the combined total is below 164 lbs. per day, the impact is considered less than significant. For example, a project with NO_x emissions of 100 pounds per day and ROG emissions of 20 pounds per day would be considered less than significant because the combined total would be 120 pounds per day, which is below the combined threshold of 164 pounds per day.

The EDCAQMD has established screening criteria based on average daily fuel use per quarter of construction activity to help determine if construction related emissions would remain below the EDCAQMD’s combined construction threshold of 164 pounds per day. According to the EDCAQMD, construction-related emissions of ROG and NO_x are considered less than significant for projects in which the average daily fuel use is kept below the levels indicated in Table 3.3-6.

Table 3.3-6. EDCAQMD Construction Equipment Fuel Use Screening Levels

Equipment Age Distribution	Average Daily Fuel Use (Gallons diesel fuel per day)
All equipment 1995 model year or earlier	337
All equipment 1996 model year or later	402

Assumption: 12.5 g/hp-hr ROG+ NO_x for 1995 and earlier equipment (from EPA Nonroad Model); 10.5 g/hp-hr ROG+NO_x for 1996 and later equipment (Based on EPA and CARB Tier 1 standards).
 Notes: Determination of fuel use should be documented bases on the equipment manufacturer’s data. Use linear interpolation between 337 and 402 gal. Per day in proportion to distribution of equipment into the two age categories; e.g., 50/50 age distribution yields allowable fuel use of (337+((402-337)/2) or 370 gal. per day.
 Source: El Dorado County Air Quality Management District 2002.

The fuel use values indicated in Table 3.3-6 may be increased based on reasonably documented reduction in ROG or NO_x emissions attributed to mitigation measures such as the use of emulsified fuel, alternative fuels, etc. For example, if an emulsified fuel has been certified by ARB (or other testing acceptable to the EDCAQMD) to reduce NO_x by 15%, then the values in Table 3.3-6 would be raised to 396 gallons per day (337/(1-0.15)) for 1995 and earlier equipment and 472 gallons per day (402/(1-0.15)) for 1996 and later equipment. Further, the EDCAQMD has established that exhaust emissions of CO and PM10 are considered less than significant if diesel fuel use is kept below the levels indicated in Table 3.3-6 (El Dorado County Air Quality Management District 2002).

Construction-Related Diesel Exhaust Toxic Air Contaminant Emissions

The EDCAQMD has determined that health risks associated with exposure to construction-related diesel particulate matter are considered less than significant if diesel fuel consumption for the duration of construction activities is kept below the levels indicated in Table 3.3-7.

Table 3.3-7. EDCAQMD Fuel Use Screening Criteria for Acceptable Diesel Particulate Matter Health Risk

PM Control Technology	Maximum Gallons of Diesel Fuel Consumption During Construction Phase
T-BACT applied	37,000
T-BACT not applied	3,700

Notes: For the purpose of this screening test, T-BACT is defined as the use of 1996 and later model year engines in all Diesel construction equipment, OR the use of low sulfur Diesel fuel with less than 15 ppm sulfur by weight in all Diesel engines. Determination of fuel use should be documented bases on the equipment manufacturer’s data. Maximum gallons of fuel may be interpolated between 37,000 and 3,700 gallons based on the fraction of T-BACT and non T-BACT engines
 Source: El Dorado County Air Quality Management District 2002

EDCAQMD Specific Operational Thresholds of Significance

The EDCAQMD has established the following operational significance thresholds.

- Ozone precursor thresholds (ROG and NO_x).
- Other criteria pollutant thresholds (CO and PM₁₀).
- Operational toxic air contaminant (TAC) thresholds.

Operational Ozone Precursor Thresholds (ROG and NO_x)

The EDCAQMD has established operational significance thresholds of 82 pounds per day for ROG and NO_x. Emissions below these levels are considered less than significant. In addition, the EDCAQMD has established screening criteria for the assessment of development projects (Table 3.3-8). Screening based on project size or activity may be used to determine whether the project would exceed the threshold of significance for total emissions from project operation. Table 3.3-8 provides project size or activity cut-points for various types of land uses that the EDCAQMD has determined, based on conservative assumptions, would result in emissions above the EDCAQMD's 82 pounds per day threshold for ROG and NO_x.

Table 3.3-8. EDCAQMD Screening Criteria Projects with Potentially Significant ROG and NO_x Operation Emissions

Development Type	Project Size Likely to Generate 82 lbs/day or more of ROG or NO _x ¹
Single Family Housing (with fireplaces/wood stoves)	230 Dwelling Units (48 Dwelling Units)
Apartments, low-rise (with fireplaces/wood stoves)	350 Dwelling Units (47 Dwelling Units)
General Office	260,000 Square Feet
Medical Office Building	110,000 Square Feet
Warehousing	825,000 Square Feet
Manufacturing ²	620,000 Square Feet
Industrial Park ²	350,000 Square Feet
Hospital	125,000 Square Feet
Bank/Financial Institution (with drive-thru)	30,000 Square Feet
Quality Restaurant	55,000 Square Feet
Fast Food Restaurant (with drive-thru)	8,000 Square Feet
Office Park	210,000 Square Feet
Convenience Market (24 Hr.)	8,500 Square Feet
Convenience Market (24 Hr.) w/ gasoline pumps	7,600 Square Feet
Supermarket	45,000 Square Feet
Shopping Center	62,000 Square Feet
Motel	480 Rooms

Development Type	Project Size Likely to Generate 82 lbs/day or more of ROG or NO _x ¹
Hotel	490 Rooms
Elementary School	2,100 Students
High School	2,300 Students

¹ Based on URBEMIS7G for Windows, Version 5.1.0; Mountain Counties Air Basin; rural location; Target year 2002; maximum daily emissions for winter conditions (40°F average temperature) or summer conditions (85°F average temperature), whichever is greater

² Based on emissions from indirect sources (motor vehicles) only. Emissions associated with manufacturing or industrial processes, if any, must also be accounted for.

Source: El Dorado County Air Quality Management District 2002

Operational Criteria Pollutant Thresholds (CO and PM10)

For the other criteria pollutants of importance, CO and PM10, significance is based on whether a project would cause or contribute to violations of the California or federal ambient air quality standards. However, if a project meets the screening criteria indicated in Table 3.3-8, then the project's emissions of CO and PM10 are considered to be less than significant. Projects that generate trips of heavy-duty diesel trucks in excess of the proportion generally found to occur on public roadways could potentially generate significant levels of PM10 emissions (El Dorado County Air Quality Management District 2002).

EDCAQMD Greenhouse Gas Thresholds

EDCAQMD's *Guide to Air Quality Assessment* does not currently contain any guidance for the analysis of climate change impacts (El Dorado County Air Quality Management District 2002). However, EDCAQMD is part of an effort to develop regional GHG thresholds with members of Sacramento Metropolitan AQMD, Placer County Air Pollution Control District, Yolo-Solano AQMD, and Feather River AQMD utilizing guidance from California Air Pollution Control Officers Association (CAPCOA, 2008) to develop draft threshold concepts for evaluating project-level GHG emissions (Huss pers. comm.). The goal was to capture at least 90% of GHG emissions from new stationary source and land development projects. The proposed draft regional GHG thresholds include the following project categories and emission levels.

- **Stationary source projects:** 10,000 direct metric tons of CO_{2e} per year.
- **Operation of a land development project:** 1,100 metric tons CO_{2e} per year.
- **Construction of a project:** 1,100 metric tons CO_{2e} per year.

Land development projects with emissions exceeding the operational threshold must mitigate emissions down to the 1,100 metric tons CO_{2e} mass emissions threshold or demonstrate a 21.7% reduction from a projected no action taken (NAT) scenario¹ to show consistency with AB 32 reduction goals. The 21.7% reduction was derived by the air district threshold working group from ARB's recalculated 2020 business-as-usual (BAU) GHG forecast of 545 million metric tons CO_{2e}² and

¹ The NAT scenario does not include any State regulations designed to reduce GHG emissions, including improvements to the Title 24 standards, RPS, LCFS, or Pavley Rules. LRVSP policies that would reduce project-level GHG emissions (e.g., renewable energy development) are likewise excluded.

² Forecast does not include emissions benefits (i.e., reductions) from Pavley or the RPS.

the statewide GHG reduction target of 427 million metric tons CO₂e.³ Projects that reduce GHG emissions below 1,100 metric tons or by 21.7%, relative to the NAT scenario, would result in a less-than-significant impact on global climate change.

Since there are no specific new land uses or stationary sources proposed as part of the project, the 10,000 metric ton CO₂e threshold does not apply to the proposed project. However, as changes in on-road motor vehicle activity would result from the project, the regional draft land development threshold (which accounts for motor vehicle trips) of 1,100 metric tons CO₂e was used to evaluate operational source emissions. Emissions in excess of this threshold are considered significant and would be required to be mitigated below 1,100 metric tons or reduced by 21.7%, relative to the NAT scenario, to result in a less-than-significant impact related to climate change.

The draft regional thresholds currently propose evaluating construction and operational emissions separately such that annual construction emissions are compared with the draft 1,100 metric ton CO₂e emissions threshold, and operational emissions are evaluated for reductions achieved relative to the NAT if they are in excess of the draft 1,100 metric ton CO₂e emissions threshold. However, consultation with EDCAQMD staff indicates that if construction emissions exceed the regional draft annual threshold of 1,100 metric tons CO₂e, the impact determination may consider an evaluation of combined construction and operational emissions in which construction emissions are amortized over the anticipated project lifetime (Baughman pers. comm.). This approach provides a method to assess whether the annual operational emissions savings that are achieved through project-level design and/or mitigation features are sufficient to reduce annual operational and amortized construction emissions by 21.7%, relative to the NAT. Projects that achieve annual reductions of 21.7%, relative to the NAT scenario, would result in a less-than-significant impact on global climate change.

The regional GHG thresholds are draft thresholds and have not been formally adopted by the EDCAQMD Board⁴. However, the thresholds are consistent with AB 32 and thus can be used as a benchmark to evaluate the significance of project-level GHG emissions (see *Citizens for Responsible Equitable Environmental Development (CREED) v. City of Chula Vista* [July 2011, 197 Cal.App.4th 327]). It is also important to note that the mitigation target is based on the state's 2020 reduction goal,⁵ whereas buildout of the proposed project would not occur until approximately 2035. It is reasonably foreseeable that as California approaches the AB 32 milestone for 2020, future targets will be developed. However, no formal policy beyond 2020 has been adopted that is applicable to the proposed project.

³ AB 32 required ARB to adopt a Scoping Plan to describe the approach California will take to reduce greenhouse gases to achieve the goal of reducing emissions to 1990 levels by 2020. The Final Supplement to the AB 32 Scoping Plan Functional Equivalent Document (FED) was prepared on August 19, 2011, and included a revision to the 2020 BAU forecast to adjust in part to account for the challenging economic conditions in California. Note that in February 2014, ARB released another update to the 2020 BAU forecast and revised the 1990 inventory. The update addressed changes in GWPs and did not affect underlying analysis assumptions; the revised forecast differs by less than 5%, relative to the FED. The regional draft GHG thresholds may be revised to reflect ARB's February 2014 analysis, but nothing formal has been released by the air district.

⁴ The Sacramento Metropolitan AQMD adopted the regional GHG thresholds for application within Sacramento County on October 23, 2014.

⁵ The statewide 2020 GHG reduction target of achieving 1990 emissions levels by 2020 is outlined in AB 32.

Impacts and Mitigation Measures

Impact AQ-1: Generate construction-related emissions in excess of EDCAQMD thresholds (significant and unavoidable)

It is currently unknown what level of construction activities would occur with implementation of the project. Consequently, emissions from construction activities associated with buildout of the project cannot be quantified and are evaluated qualitatively for purposes of this analysis.

2004 General Plan EIR Conclusions

The 2004 General Plan EIR states that development under the General Plan would result in significant and unavoidable construction-related emissions. Construction associated with the General Plan would result in the temporary generation of ozone precursor (ROG, NO_x), CO, and particulate matter exhaust emissions that would result in short-term impacts on ambient air quality in the county. Emissions would originate from mobile and stationary construction equipment exhaust, employee vehicle exhaust, dust from clearing the land, exposed soil eroded by wind, and ROG from architectural coatings and asphalt paving. Construction-related emissions would vary substantially depending on the level of activity, length of the construction period, specific construction operations, types of equipment, number of personnel, wind and precipitation conditions, and soil moisture content.

The 2004 General Plan EIR included the mitigation measures identified below in Table 3.3-9, which are implemented by the General Plan Revised policies listed in the table. The text of the General Plan policy is found in the regulatory setting discussion under Section 3.3.1, *Existing Conditions*, above.

Table 3.3-9. 2004 General Plan EIR Mitigation Measures and General Plan Policies

2004 General Plan EIR Mitigation Measure	Related Adopted General Plan Policy
5.11-1: Use Updated Recommendations to Analyze and Mitigate Potential Air Quality Impacts	6.7.7.1

Project Impacts

As previously indicated, it is currently unknown what level of construction activities would occur with implementation of the project, and quantification of emissions from construction activities is not possible at this time. However, should construction activities exceed the EDCAQMD's thresholds for ROG and NO_x of 82 pounds per day or should fuel use exceed those values found in Table 3.3-6, a significant construction-related impact would occur.

When a County grading permit is required, a fugitive dust plan must be prepared and submitted to the EDCAQMD prior to the commencement of grading activities, pursuant to the EDCAQMD's Rule 223-1. This would help reduce construction-related fugitive dust emissions from future development activity.

Implementation of Mitigation Measure AQ-1 would help to reduce construction-related exhaust emissions and further reduce construction impacts. However, construction emissions could remain in excess of EDCAQMD thresholds if the project undertaken under the ZOU is large (e.g., Ski Area; Industrial, General). Although large projects are generally made subject to a CUP in the ZOU, and CEQA review would be required, that process does not guarantee that a large project would not

result in significant and unavoidable impacts. Taking a conservative view, this impact is considered significant and unavoidable.

Mitigation Measure AQ-1: Implement measures to reduce construction-related exhaust emissions

The following additional zoning code change shall be included in the ZOU as Section 17.30.090.

17.30.090. Construction Related Exhaust

For development requiring a discretionary permit, the following measures shall be implemented to reduce construction-related exhaust emissions. The project shall implement one or more of the following measures:

- A. Require the prime contractor to provide an approved plan demonstrating that heavy-duty (i.e., greater than 50 horsepower) off-road vehicles to be used in the construction project, and operated by either the prime contractor or any subcontractor, will achieve, at a minimum, a fleet-averaged 20% NO_x reduction compared to the most recent CARB fleet average. Successful implementation of this measure requires the prime contractor to submit a comprehensive inventory of all off-road construction equipment, equal to or greater than 50 horsepower, that will be used an aggregate of 40 or more hours during the construction project. Usually the inventory includes the horsepower rating, engine production year and hours of use or fuel throughput for each piece of equipment. In addition, the inventory list is updated and submitted monthly throughout the duration of when the construction activity occurs.
- B. Stipulate that the prime contractor ensure emissions from all off-road diesel powered equipment used on the project site do not exceed the requirements of EDCAQMD Rule 202. As an enforcement component of the measure, the prime contractor is required to agree to a visual survey of all in-operation equipment conducted on a periodic basis. In addition, a summary of the visual results is submitted throughout the duration of the construction activity. Usually, the summary includes the quantity and type of vehicles surveyed as well as the dates of each survey. The Air District and other qualified officials may conduct periodic site inspections to determine compliance. In the case where any equipment found to exceed the opacity requirement would require immediate repaired, and notification of non-complaint equipment to EDCAQMD.
- C. Idling times will be minimized by shutting off equipment when it is not in use or by reducing the maximum idling time to 5 minutes (as required by the California airborne toxics control measure Title 13, Section 2485 of California Code of Regulations [CCR]). Clear signage will be provided for construction workers at all access points.
- D. All construction equipment will be maintained and properly tuned in accordance with manufacturer's specifications. All equipment will be checked by a certified mechanic and determined to be running in proper condition prior to operation.

Impact AQ-2: Generate on-road mobile source criteria pollutant emissions in excess of EDCAQMD thresholds (significant and unavoidable)

2004 General Plan EIR Conclusions

The 2004 General Plan EIR did not specifically address this impact. However, Impact 5.11-2 of the 2004 General Plan EIR states that development under the General Plan would result in significant operation-related emissions as a result of an increase in vehicle trips, use of natural gas, burning, and use of maintenance equipment and consumer products. The 2004 General Plan EIR also suggests that growth would lead to an increase in VMT and mobile source emissions, potentially conflicting with the air quality attainment plan. El Dorado County's adopted 2004 General Plan is not reflected in the currently approved ozone state implementation plan (SIP) (1994 1-hour ozone SIP). While the 2004 General Plan is reflected in the 8-hour ozone SIP, that SIP has not been approved by EPA.

The 2004 General Plan EIR included the mitigation measures identified below in Table 3.3-10, which are implemented by the General Plan Revised policies listed in the table. The text of the General Plan policy is found in the regulatory setting discussion under Section 3.3.1, *Existing Conditions*.

Table 3.3-10. 2004 General Plan EIR Mitigation Measures and General Plan Policies

2004 General Plan EIR Mitigation Measure	Related Adopted General Plan Policy
5.11-1: Use Updated Recommendations to Analyze and Mitigate Potential Air Quality Impacts	6.7.7.1
5.11-2(b): Encourage Use of Alternative-Fuel Vehicles	6.7.2.5
5.11-2(c): Investigate Replacement of Fleet Vehicles with More Fuel-Efficient or Alternative-Fuel Vehicles	6.7.2.6
5.11-2(d): Regulate Wood-Burning Fireplaces and Stoves in New Development	6.7.4.6
5.11-2(e): Develop Incentive Program to Encourage Use of Newer Cleaner-Burning EPA-Certified Wood Stoves	6.7.4.7
5.11-2(f): Synchronize Signalized Intersections	TC-3d
5.11-2(g): Include Pedestrian/Bike Paths Connecting to Adjacent Development	TC-4i

Project Impacts

As indicated in Chapter 2, *Project Description*, the project would not fundamentally change the projected level of development expected to occur under the current General Plan. Also, the project does not propose adding substantially more residences beyond the approximately 20,000 theoretically allowed under the current General Plan. Impacts would be similar to those of the 2004 General Plan.

For this EIR, long-term air quality impacts from motor vehicles operating within the project area were evaluated using traffic data provided by the project traffic engineers, Kimley-Horn and Associates, and ARB's CT-EMFAC emissions model (version 5.0). Table 3.3-11 summarizes the results of the on-road mobile source emissions modeling and presents emissions estimates for each of the traffic study scenarios. Table 3.3-11 also compares the emissions associated with the different study scenarios to no build alternatives for 2010, existing, 2025 interim, and 2035 buildout

conditions. The results in Table 3.3-11 indicate that implementation of all study scenarios would result in either decreases in all pollutants or minor increases below applicable EDCAQMD threshold levels. However, the potential conflict with the attainment plan remains. Therefore, this impact is significant and unavoidable.

Table 3.3-11. Comparison of Emissions between Study Scenarios

Study Scenario	Pounds per Day				Metric Tons	
	ROG	NO _x	CO	PM10	PM2.5	CO ₂
1. 2010 Baseline Conditions	1,156	6,455	27,489	68	62	572,712
2. Project 2035 Impact	393	1,758	9,246	36	33	541,675
3. 2025 Baseline Conditions	427	2,471	10,298	34	32	514,518
4. Project 2025 Impact	428	2,472	10,306	34	32	514,900
5. 2035 Baseline Conditions	1,215	6,767	28,864	71	65	601,383
6. Cumulative Conditions in 2035	399	1,791	9,357	36	33	547,342
Comparison of project scenarios with no project (project – no project)						
Existing (2010)	-764	-4,697	-18,243	-32	-29	-31,037
Interim (2025)	0	1	8	0	0	382
Buildout (2035)	-816	-4,976	-19,507	-36	-32	-54,042
EDCAQMD Threshold	82	82	--	--	--	1,100
Exceed Threshold?	No	No	--	--	--	No

Impact AQ-3: Temporarily generate naturally occurring asbestos during grading and construction activities (less than significant)**2004 General Plan EIR Conclusions**

The 2004 General Plan EIR did not examine this impact.

Project Impacts

NOA is known to be present in El Dorado County, especially the western portion of the county. Grading and ground-disturbing activities in areas with a moderate likelihood of containing NOA, such as western El Dorado County, may disturb asbestiform-containing soils and generate asbestos dust. Future development projects under the General Plan will likely take place on NOA-laced soils. EDCAQMD's Rule 223-2 and General Plan Policies Policy 6.3.1.1 through 6.3.1.3 (testing and avoidance, disclosure, and reporting requirements for NOA soils) would minimize exposure to NOA, reducing this impact to a less-than-significant level.

Impact AQ-4: Expose sensitive receptors to substantial concentrations of carbon monoxide (less than significant)**2004 General Plan EIR Conclusions**

The 2004 General Plan EIR states that development under the General Plan would result in significant CO concentrations at congested roadways and intersections from motor vehicle activity.

The relevant [General Plan] policies would partially mitigate the local mobile-source emissions by reducing traffic to the extent shown herein; however, even though the policies strive for acceptable LOS and would ultimately result in a reduction in traffic congestion, roadway intersections would still inevitably operate at an unacceptable LOS. Thus, local mobile-source CO emissions resulting from implementation of the [General Plan] under 2025 conditions would help to cause CO concentrations that exceed the state 1-hour or 8-hour CO ambient air quality standards of 20 ppm or 9 ppm, respectively. This impact is considered significant.

Project Impacts

CO concentrations within the project area were evaluated following the Caltrans CO protocol (Garza et al. 1997) to evaluate whether the project would cause or contribute to localized violations of the state or federal ambient standards in the project vicinity. CO concentrations at potential sensitive receptors near congested roadways were estimated using CALINE4 dispersion modeling. Table 3.3-11 summarizes CO modeling results for existing-year (2010), interim (2025), and cumulative-year (2035) with-project and without-project conditions. As indicated in Table 3.3-12, no violations of the state or federal 1- or 8-hour CO standards are anticipated in the project area under cumulative-year conditions. Due to continuing improvements in engine technology as a result of relatively stricter emission control standards and the retirement of older, higher-emitting vehicles, vehicle emissions in future years will be lower than current years. As a result, although roadway volumes increase in future years, roadway congestion and volumes are not sufficient to result in elevated CO levels. Consequently, Table 3.3-12 indicates that future year CO concentrations will be lower than existing concentrations. Therefore, the impact of project traffic conditions on ambient CO levels in the project area would be less than significant.

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Table 3.3-12. Carbon Monoxide Concentrations at Greatest Affected Roadway Segments

Segment	Study Scenario 1 ¹		Study Scenario 2 ¹		Study Scenario 3 ¹		Study Scenario 4 ¹		Study Scenario 5 ¹		Study Scenario 6 ¹	
	1-hr CO ²	8-hr CO ³	1-hr CO ²	8-hr CO ³	1-hr CO ²	8-hr CO ³	1-hr CO ²	8-hr CO ³	1-hr CO ²	8-hr CO ³	1-hr CO ²	8-hr CO ³
US50 - EB GP:W. of Zinfandel Drive	8.8	6.0	9.5	6.5	4.0	2.6	4.0	2.6	3.6	2.4	3.7	2.4
US50 - EB GP:E. of Zinfandel Drive	8.8	6.0	9.8	6.7	3.9	2.6	3.9	2.6	3.6	2.4	3.7	2.4
US50 - WB GP:W. of Zinfandel Drive	8.2	5.6	8.7	5.9	3.8	2.5	3.8	2.5	3.5	2.3	3.6	2.4
US50 - EB GP:W. of Hazel Avenue	8.4	5.7	9.5	6.5	3.7	2.4	3.7	2.4	3.5	2.3	3.5	2.3
US50 - EB GP:Prairie City	6.9	4.7	7.8	5.3	3.3	2.1	3.3	2.1	3.3	2.1	3.1	2.0
Missouri Flat Road:400 yds N of Forni Road	5.3	3.5	5.3	3.5	3.1	2.0	3.1	2.0	2.9	1.9	2.9	1.9
Missouri Flat Road:100 ft S of China Garden Road	4.6	3.1	4.6	3.1	2.8	1.8	2.8	1.8	2.7	1.7	2.7	1.7
Cameron Park Drive:200 ft N of Oxford Road	4.3	2.8	4.4	2.9	2.8	1.8	2.8	1.8	2.7	1.7	2.7	1.7
Sly Park Road:100 ft S of Pony Express Tr	3.4	2.2	4.7	3.1	2.5	1.6	2.5	1.6	2.8	1.8	2.5	1.6

Notes:

Background concentrations of 2.27 ppm and 1.44 ppm were added to the modeling 1-hour and 8-hour results, respectively.

¹ The federal and state 1-hour standards are 35 and 20 ppm, respectively.

² The federal and state 8-hour standards are 9 and 9.0 ppm, respectively.

³ The federal and state 8-hour standards are 9 and 9.0 ppm, respectively.

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Impact AQ-5: Expose sensitive receptors to substantial pollutant concentrations (significant and unavoidable)

2004 General Plan EIR Conclusions

The 2004 General Plan EIR indicates that development under the General Plan would result significant exposure of sensitive receptors to toxic air emissions and identified Mitigation Measures 5.11-3(a) through 5.11-3(d) to help reduce the severity of this impact (Table 3.3-13). Even with implementation of these mitigation measures, the 2004 General Plan EIR indicated this impact would be significant and unavoidable.

Table 3.3-13. 2004 General Plan EIR Mitigation Measures and General Plan Policies

2004 General Plan EIR Mitigation Measure	Related Adopted General Plan Policy
5.11-3 (a): Implement Mitigation Measure 5.1-3(a)	2.2.5.20
5.11-3(b): Implement Mitigation Measure 5.1-3(b)	2.2.5.21
5.11-3(c): Implement Mitigation Measure 5.11-1	6.7.7.1
5.11-3(d): Adopt New Policy for Facilities Housing Sensitive Receptors	6.7.6.2

Project Impacts

The adopted General Plan policies identified in Table 3.3-14, including Policies 2.2.5.20 and 2.2.5.21 that limit the approval of incompatible uses in proximity to one another, are anticipated to help minimize exposure of sensitive receptors to substantial pollutant concentrations, but not to less-than-significant levels. Although the project would only minimally increase the number of future residents that may be exposed to substantial pollution concentrations, it would increase the number. Consequently, this impact is considered significant and unavoidable.

Impact AQ-6: Expose sensitive receptors to substantial odors (significant and unavoidable)

2004 General Plan EIR Conclusions

The 2004 General Plan EIR indicated that development under the General Plan would result significant exposure of sensitive receptors to odors and identified Mitigation Measure 5.1-3(b) to help reduce the severity of this impact. This measure corresponds to General Plan Policy 2.2.5.21, which provides, in part: "Development projects shall be located and designed in a manner that avoids incompatibility with adjoining land uses that are permitted by the policies in effect at the time the development project is proposed." With implementation of this policy, the 2004 General Plan EIR indicated this impact would be significant and unavoidable.

Project Impacts

The EDCAQMD has identified common types of facilities that are associated with odors. These include the following types of land uses.

- Wastewater Treatment Plant
- Sanitary Landfill

- Transfer Station
- Composting Facility
- Petroleum Refinery
- Asphalt Batch Plant
- Chemical Manufacturing
- Fiberglass Manufacturing
- Painting/Coating Operations (e.g., auto body shop)
- Food Processing Plant
- Rendering Plant
- Coffee Roaster

Development projects that locate sensitive receptors near an existing source of odors or projects that locate potential odor sources near existing sensitive receptors should evaluate the distance and frequency at which odor complaints from the public have occurred in the vicinity of a similar facility. Under the project, the ZOU proposes to allow Industrial, General, and large public facilities upon approval of a CUP in areas that may contain sensitive receptors.

To help minimize potential odors, the EDCAQMD recommends operational changes, add-on controls or process changes such as carbon absorption, relocation of stack/vents to reduce odors, or using a sufficient set-back distance between odor sources and receptors, with the latter being the most effective strategy. These methods would be implemented as mitigation measures as part of the CEQA process that would be required prior to approval of any CUP. Nonetheless, conditions remain similar to those at the time of the 2004 General Plan EIR, and the impact is significant and unavoidable.

Impact AQ-7: Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment (less than significant)

2004 General Plan EIR Conclusions

This impact was not analyzed in the 2004 General Plan EIR.

Project Impacts

Similar to the operational criteria pollutant analysis presented in Impact AQ-2, operational GHG emissions were confined to mobile sources, as it is anticipated the project would have minimal impacts on area source emissions associated with the additional 257 dwelling units over the next 20 years. Operational mobile source emissions were evaluated using traffic data provided by the project traffic engineers, Kimley-Horn and Associates, and ARB's CT-EMFAC emissions model (version 5.0). Table 3.3-12 summarizes the results of the on-road mobile source emissions modeling for each of the traffic study scenarios and compares the emissions associated with the different project scenarios to no project scenarios for 2010, 2025, and 2035 conditions. As indicated in Table 3.3-12 when compared to the no project condition, GHG emissions would decrease under TGPA and TGPA cumulative buildout conditions, while interim (2025) TGPA conditions would result in an increase in 382 metric tons of CO₂. However, this impact is below the threshold of 1,100 MT CO₂e used by EDCAQMD. Consequently, this impact would be less than significant.

3.4 Biological Resources

3.4.1 Existing Conditions

Regulatory Setting

The following describes the federal, state, and local regulations that protect biological resources in El Dorado County. This project does not propose any physical development, so it is not subject to permitting under the following regulations. However, future development projects occurring as a result of and consistent with the policies, regulations, and guidelines established by the TGPA and ZOU (including the mixed use development guidelines) would be subject to pertinent federal, state, and local regulations.

Federal

Endangered Species Act

Pursuant to the federal Endangered Species Act (ESA), the U.S. Fish and Wildlife Service (USFWS) and the National Marine Fisheries Service (NMFS) have authority over projects that may result in the “take” of an individual of a species that is listed as threatened or endangered under the act. *Take* is defined under ESA, in part, as killing, harming, or harassing of a species. Under federal regulations, take is further defined to include habitat modification or degradation that results, or is reasonably expected to result, in death or injury to wildlife by significantly impairing essential behavioral patterns, including breeding, feeding, or sheltering. If there is a likelihood that a non-federal project would result in take of a federally listed species, the project must first obtain an incidental take permit under Section 10(a) of ESA. The detailed and extensive process of obtaining an incidental take permit is described in federal regulations. It involves consultation with USFWS or NMFS, depending upon the species, and preparation of a habitat conservation plan that describes the program by which the project will avoid take of the affected species. The federal agency will issue the incidental take permit upon its approval of the habitat conservation plan.

Migratory Bird Treaty Act

The Migratory Bird Treaty Act (MBTA) domestically implements a series of international treaties that provide for migratory bird protection. The MBTA authorizes the Secretary of the Interior to regulate the taking of migratory birds. The act further provides that it is unlawful, except as permitted by regulations, “to pursue, take, or kill any migratory bird, or any part, nest or egg of any such bird” (16 USC 703). This prohibition includes both direct and indirect acts, although harassment and habitat modification are not included unless they result in direct loss of birds, nests, or eggs. The current list of species protected by the MBTA can be found in the March 1, 2010 Federal Register (75 FR 9281). This list includes several hundred bird species, of which most are native. Permits for take of nongame migratory birds can be issued only for specific activities, such as scientific collecting, rehabilitation, propagation, education, taxidermy, and protection of human health and safety and of personal property. USFWS publishes a list of birds of conservation concern (BCC) to identify migratory nongame birds that are likely to become candidates for listing under ESA

without additional conservation actions. The BCC list is intended to stimulate coordinated and collaborative conservation efforts among federal, state, tribal, local, and private parties.

The Bald and Golden Eagle Protection Act

The Bald and Golden Eagle Protection Act (BGEPA) (16 USC 668) prohibits take and disturbance of individuals and nests. Take permits for birds or body parts are limited to religious, scientific, or falconry pursuits. The BGEPA was amended in 1978 to allow mining developers to apply for USFWS permits to remove inactive golden eagle (*Aquila chrysaetos*) nests in the course of “resource development or recovery” operations. With the 2007 removal of bald eagle (*Haliaeetus leucocephalus*) from the ESA list of threatened and endangered species, USFWS issued new regulations to authorize the limited take of bald eagles and golden eagles under the BGEPA such that the take must be associated with otherwise lawful activities. A final Eagle Permit Rule was published on September 11, 2009 (74 FR 46836–46879; 50 CFR 22.26).

A permit authorizes limited, non-purposeful take of bald eagles and golden eagles and can be applied for by individuals, companies, government agencies (including tribal governments), and other organizations to allow disturbance or otherwise take eagles in the course of conducting lawful activities, such as operating utilities and airports. Under the BGEPA, *take* is defined as “pursue, shoot, shoot at, poison, wound, kill, capture, trap, collect, destroy, molest or disturb.” *Disturb* is defined in the regulations as

to agitate or bother a bald or golden eagle to a degree that causes, or is likely to cause, based on the best scientific information available: (1) injury to an eagle; (2) a decrease in its productivity, by substantially interfering with normal breeding, feeding, or sheltering behavior; or (3) nest abandonment, by substantially interfering with normal breeding, feeding, or sheltering behavior.

Most permits issued under the new regulations authorize disturbance. In limited cases, a permit may authorize the physical take of eagles, but only if every precaution is first taken to avoid physical take.

USFWS issued the Eagle Conservation Plan Guidance (Eagle Guidance) intended to assist parties to avoid, minimize, and mitigate adverse effects on bald and golden eagles (U.S. Fish and Wildlife Service 2013). The Eagle Guidance calls for scientifically rigorous surveys, monitoring, assessment, and research designs proportionate to the risk to eagles. The Eagle Guidance describes a process by which wind energy developers can collect and analyze information that could lead to a programmatic permit to authorize unintentional take of eagles at wind energy facilities. USFWS recommends that eagle conservation plans be developed in five stages. Each stage builds on the prior stage, such that together the process is a progressive, increasingly intensive look at likely effects on eagles of the development and operation of a particular site and configuration. Additional refinements to the Eagle Guidance are expected at some point in the future, at the discretion of USFWS.

Clean Water Act

Wetlands and other waters of the United States are protected under Section 404 of the Clean Water Act (CWA). Any activity that involves any discharge of dredged or fill material into waters of the United States, including wetlands, is subject to regulation by the U.S. Army Corps of Engineers (USACE). *Waters of the United States* is defined to encompass navigable waters of the United States; interstate waters; all other waters where their use, degradation, or destruction could affect interstate or foreign commerce; tributaries of any of these waters; and wetlands that meet any of

these criteria or are adjacent to any of these waters or their tributaries. Where questions arise over whether a feature is a water of the United States, USACE will determine whether the wetland or other waters on the project site are subject to federal jurisdiction under the CWA (U.S. Army Corps of Engineers 2014). Activities that would disturb jurisdictional waters would be subject to obtaining a permit under Section 404 and complying with the requirements of that permit.

CWA Section 402 regulates construction-related stormwater discharges to surface waters through the National Pollutant Discharge Elimination System (NPDES) program, administered by EPA. In California, the State Water Resources Control Board (State Water Board) is authorized by EPA to oversee the NPDES program through the Regional Water Quality Control Boards (Regional Water Boards).

State

California Endangered Species Act

The California Endangered Species Act, or CESA (California Fish and Game Code Sections 2050–2116), states that all native species of fishes, amphibians, reptiles, birds, mammals, invertebrates, and plants and their habitats that are threatened with extinction and those experiencing a significant decline that, if not halted, would lead to a threatened or endangered designation, will be protected or preserved.

Under Section 2081 of the California Fish and Game Code, a permit from the California Department of Fish and Wildlife (CDFW) is required for projects that could result in the take of a species that is state-listed as threatened or endangered (or for which the listing process is underway). Under CESA, *take* is defined as an activity that would directly or indirectly kill an individual of a species. The definition does not include harm or harass as does the definition of take under ESA. Consequently, the threshold for take under CESA is higher than that under ESA. For example, habitat modification is not necessarily considered take under CESA. Incidental take may be authorized upon obtaining a Section 2081 incidental take permit from CDFW and following its restrictive requirements.

Fully Protected Species

California Fish and Game Code Sections 3511, 3513, 4700, and 5050 pertain to fully protected wildlife species (birds in Sections 3511 and 3513, mammals in Section 4700, and reptiles and amphibians in Section 5050) and strictly prohibit the take of these species. CDFW cannot issue a take permit for fully protected species, except under narrow conditions for scientific research, the protection of livestock, or if a natural community conservation plan (NCCP) has been adopted.

California Native Plant Protection Act

The California Native Plant Protection Act of 1977 (CNPPA) gives the California Fish and Game Commission the authority to list plant species as rare or endangered. The CNPPA also authorizes the Commission to adopt regulations prohibiting importation of rare and endangered plants into California, take of rare and endangered plants, and sale of rare and endangered plants. The CNPPA prohibits take, possession, transportation, exportation, importation, or sale of rare and threatened plants, except as a result of agricultural practices, fire control measures, timber operations, mining, or actions of public agencies or private utilities. Private landowners are also exempt from the prohibition against removing rare and endangered plants, although they must provide 10-day notice to CDFW before removing the plants. The CNPPA has mostly been superseded by CESA.

Protection of Birds and Raptors

Section 3503 of the California Fish and Game Code prohibits the killing of birds and/or the destruction of bird nests. Section 3503.5 prohibits the killing of raptor species and/or the destruction of raptor nests. Typical violations include destruction of active bird and raptor nests as a result of tree removal, and failure of nesting attempts (loss of eggs and/or young) as a result of disturbance of nesting pairs caused by nearby human activity. Section 3513 prohibits any take or possession of birds designated by the MBTA as migratory nongame birds except as allowed by federal rules and regulations pursuant to the MBTA.

Lake or Streambed Alteration Program

Sections 1600–1603 of the California Fish and Game Code state that it is unlawful for any person or agency to substantially divert or obstruct the natural flow or substantially change the bed, channel, or bank of any river, stream, or lake in California that supports wildlife resources, or to use any material from the streambeds, without first notifying CDFW. A Lake and Streambed Alteration Agreement (LSAA) must be obtained from CDFW prior to the activity if effects are expected to occur. The regulatory definition of a *stream* is a body of water that flows at least periodically or intermittently through a bed or channel having banks and that supports wildlife, fish, or other aquatic life. This definition includes watercourses having a surface or subsurface flow that supports or has supported riparian vegetation. CDFW's jurisdiction within altered or artificial waterways is based on the value of those waterways to fish and wildlife.

Porter-Cologne Water Quality Control Act

Under the Porter-Cologne Water Quality Control Act (Porter-Cologne Act), waters of the state fall under jurisdiction of the nine Regional Water Quality Control Boards (Regional Water Boards). Projects on El Dorado County's western slope fall under the jurisdiction of the Central Valley Regional Water Board; the Lahontan Regional Water Board has jurisdiction within the Tahoe Basin. Under this act, each Regional Water Board must prepare and periodically update water quality control plans (i.e., basin plans). Each basin plan sets forth water quality standards for surface water and groundwater, as well as actions to control nonpoint and point sources of pollution. Projects that affect wetlands or other waters of the state must file a report of waste discharge with the Regional Water Board, which then issues waste discharge requirements (WDRs). The Regional Water Board may not issue waste discharge requirements until the CEQA document has been finalized.

Pursuant to CWA Section 401, an applicant for a federal Section 404 permit to conduct any activity that may result in discharge into navigable waters must obtain a certification from the applicable RWQCB that such discharge will comply with state water quality standards.

California Wetlands Conservation Policy

The goals of the California Wetlands Conservation Policy, adopted in 1993 (Executive Order W-59-93 [August 23, 1993]), are "to ensure no overall net loss, and achieve a long-term net gain in the quantity, quality, and permanence of wetlands acreage and values in California, in a manner that fosters creativity, stewardship, and respect for private property;" to reduce procedural complexity in the administration of state and federal wetlands conservation programs; and to make restoration, landowner incentive programs, and cooperative planning efforts the primary focus of wetlands conservation.

California Environmental Quality Act

CEQA is not a regulatory statute and does not have any permitting function. It exists for the purpose of disclosing the potential impacts of a proposed project and identifying feasible mitigation measures to avoid, reduce, rectify, or otherwise lessen those impacts. In order to perform its disclosure function, CEQA takes a broader view of special-status species than either ESA or CESA. For the purposes of CEQA, the following categories are considered special-status species:

- Species listed or proposed for listing as threatened or endangered under ESA (50 CFR 17.12 [listed plants], 50 CFR 17.11 [listed animals], and various notices in the *Federal Register* [proposed species]).
- Species that are candidates for possible future listing as threatened or endangered under ESA (75 FR 69222, November 10, 2010).
- Species listed or proposed for listing by the State of California as threatened or endangered under CESA (14 CCR 670.5).
- Species that meet the definitions of rare or endangered under the State CEQA Guidelines Section 15380.
- Animals fully protected in California (California Fish and Game Code Section 3511 [birds], 4700 [mammals], and 5050 [amphibians and reptiles]).
- Animal species of special concern (SSC) to CDFW.
- Plants listed as rare under the CNPPA (California Fish and Game Code Section 1900 et seq.).
- Plants with a California Rare Plant Rank of 1A, 1B, 2A, 2B, 3, and 4 (California Department of Fish and Wildlife 2014).

El Dorado County 2004 General Plan

The County 2004 General Plan contains numerous goals and policies intended to conserve biological resources. A selection of pertinent policies is listed below.

Land Use Element

Policy 2.2.2.4: The purpose of the Ecological Preserve (-EP) overlay designation is to identify those properties in public or private ownership which have potential to be established or have been established as habitat preserve areas for rare or endangered plant and animal species and/or critical wildlife habitat and/or natural communities of high quality or of Statewide importance and/or Stream Environment Zones (SEZ) as established in the Tahoe Basin. Ecological preserves may be established by private contract and/or memoranda of understanding affecting interested public agencies.

- A. The Ecological Preserve overlay designation shall be combined with a basic land use designation that is appropriate for the area. The overlay will enable the land use densities or building intensities for a discretionary project to be transferred to other lands, clustered, or otherwise mitigated to maintain the Preserve.
- B. The implementation strategies for the designated Ecological Preserve overlay lands shall be developed and approved by the Board of Supervisors prior to the designation taking effect. Implementation strategies shall not change the base land use designation.
- C. Within the Tahoe Basin, the Ecological Preserve overlay shall apply to SEZ as established by Section 37.3 of the Tahoe Regional Planning Agency Code of Ordinances.

Policy 2.2.2.8: The Important Biological Corridor (-IBC) overlay shall be as set forth in Policy 7.4.2.9. Where the -IBC Overlay is applied to lands that are also subject to the Agricultural District (-A) overlay or that are within the Agricultural Lands (AL) designation, the land use restrictions associated with the -IBC policies will not apply to the extent that the agricultural practices do not interfere with the purposes of the -IBC overlay.

Conservation Element

Policy 7.3.3.1: For projects that would result in the discharge of material to or that may affect the function and value of river, stream, lake, pond, or wetland features, the application shall include a delineation of all such features. For wetlands, the delineation shall be conducted using the U.S. Army Corps of Engineers (USACE) Wetland Delineation Manual.

Policy 7.3.3.3: The County shall develop a database of important surface water features, including lake, river, stream, pond, and wetland resources.

Policy 7.3.3.4: The Zoning Ordinance shall be amended to provide buffers and special setbacks for the protection of riparian areas and wetlands. The County shall encourage the incorporation of protected areas into conservation easements or natural resource protection areas.

Exceptions to riparian and wetland buffer and setback requirements shall be provided to permit necessary road and bridge repair and construction, trail construction, and other recreational access structures such as docks and piers, or where such buffers deny reasonable use of the property, but only when appropriate mitigation measures and Best Management Practices are incorporated into the project. Exceptions shall also be provided for horticultural and grazing activities on agriculturally zoned lands that utilize “best management practices (BMPs)” as recommended by the County Agricultural Commission and adopted by the Board of Supervisors.

Until standards for buffers and special setbacks are established in the Zoning Ordinance, the County shall apply a minimum setback of 100 feet from all perennial streams, rivers, lakes, and 50 feet from intermittent streams and wetlands. These interim standards may be modified in a particular instance if more detailed information relating to slope, soil stability, vegetation, habitat, or other site- or project-specific conditions supplied as part of the review for a specific project demonstrates that a different setback is necessary or would be sufficient to protect the particular riparian area at issue.

For projects where the County allows an exception to wetland and riparian buffers, development in or immediately adjacent to such features shall be planned so that impacts on the resources are minimized. If avoidance and minimization are not feasible, the County shall make findings, based on documentation provided by the project proponent, that avoidance and minimization are infeasible.

Policy 7.3.3.5: Rivers, streams, lakes and ponds, and wetlands shall be integrated into new development in such a way that they enhance the aesthetic and natural character of the site while disturbance to the resource is avoided or minimized and fragmentation is limited.

Policy 7.4.1.1: The County shall continue to provide for the permanent protection of the eight sensitive plant species known as the Pine Hill endemics and their habitat through the establishment and management of ecological preserves consistent with County Code Chapter 17.71 and the USFWS’s *Gabbro Soil Plants for the Central Sierra Nevada Foothills Recovery Plan* (USFWS 2002).

Policy 7.4.1.2: Private land for preserve sites will be purchased only from willing sellers.

Policy 7.4.1.3: Limit land uses within established preserve areas to activities deemed compatible. Such uses may include passive recreation, research and scientific study, and education. In conjunction with use as passive recreational areas, develop a rare plant educational and interpretive program.

Policy 7.4.1.4: Proposed rare, threatened, or endangered species preserves, as approved by the County Board of Supervisors, shall be designated Ecological Preserve (-EP) overlay on the General Plan land use map.

Policy 7.4.1.5: Species, habitat, and natural community preservation/conservation strategies shall be prepared to protect special-status plant and animal species and natural communities and habitats when discretionary development is proposed on lands with such resources unless it is determined that those resources exist, and either are or can be protected, on public lands or private Natural Resource lands.

Policy 7.4.1.6: All development projects involving discretionary review shall be designed to avoid disturbance or fragmentation of important habitats to the extent reasonably feasible. Where avoidance is not possible, the development shall be required to fully mitigate the effects of important habitat loss and fragmentation. Mitigation shall be defined in the Integrated Natural Resources Management Plan (INRMP) (see Policy 7.4.2.8 and Implementation Measure CO-M).

The County Agricultural Commission, Plant, and Wildlife Technical Advisory Committee, representatives of the agricultural community, academia, and other stakeholders shall be involved and consulted in defining the important habitats of the County and in the creation and implementation of the INRMP.

Policy 7.4.1.7: The County shall continue to support the Noxious Weed Management Group in its efforts to reduce and eliminate noxious weed infestations to protect native habitats and to reduce fire hazards.

Policy 7.4.2.1: To the extent feasible in light of other General Plan policies and to the extent permitted by State law, the County of El Dorado will protect identified critical fish and wildlife habitat, as identified on the Important Biological Resources Map maintained at the Planning Department, through any of the following techniques: utilization of open space, Natural Resource land use designation, clustering, large lot design, setbacks, etc.

Policy 7.4.2.2: Where critical wildlife areas and migration corridors are identified during review of projects, the County shall protect the resources from degradation by requiring all portions of the project site that contain or influence said areas to be retained as non-disturbed natural areas through mandatory clustered development on suitable portions of the project site or other means such as density transfers if clustering cannot be achieved. The setback distance for designated or protected migration corridors shall be determined as part of the project's environmental analysis. The intent and emphasis of the Open Space land use designation and of the non-disturbance policy is to ensure continued viability of contiguous or interdependent habitat areas and the preservation of all movement corridors between related habitats. The intent of mandatory clustering is to provide a mechanism for natural resource protection while allowing appropriate development of private property. Horticultural and grazing projects on agriculturally designated lands are exempt from the restrictions placed on disturbance of natural areas when utilizing "BMPs" recommended by the County Agricultural Commission and adopted by the Board of Supervisors when not subject to Policy 7.1.2.7.

Policy 7.4.2.3: Consistent with Policy 9.1.3.1 of the Parks and Recreation Element, low impact uses such as trails and linear parks may be provided within river and stream buffers if all applicable mitigation measures are incorporated into the design.

Policy 7.4.2.4: Establish and manage wildlife habitat corridors within public parks and natural resource protection areas to allow for wildlife use. Recreational uses within these areas shall be limited to those activities that do not require grading or vegetation removal.

Policy 7.4.2.5: Setbacks from all rivers, streams, and lakes shall be included in the Zoning Ordinance for all ministerial and discretionary development projects.

Policy 7.4.2.6: El Dorado County Biological Community Conservation Plans shall be required to protect, to the extent feasible, rare, threatened, and endangered plant species only when existing Federal or State plans for non-jurisdictional areas do not provide adequate protection.

Policy 7.4.2.7: The County shall form a Plant and Wildlife Technical Advisory Committee to advise the Planning Commission and Board of Supervisors on plant and wildlife issues, and the committee should be formed of local experts, including agricultural, fire protection, and forestry

representatives, who will consult with other experts with special expertise on various plant and wildlife issues, including representatives of regulatory agencies. The Committee shall formulate objectives which will be reviewed by the Planning Commission and Board of Supervisors.

Policy 7.4.2.8:¹ Develop within five years and implement an Integrated Natural Resources Management Plan (INRMP) that identifies important habitat in the County and establishes a program for effective habitat preservation and management. The INRMP shall include the following components:

A. Habitat Inventory. This part of the INRMP shall inventory and map the following important habitats in El Dorado County:

1. Habitats that support special-status species;
2. Aquatic environments including streams, rivers, and lakes;
3. Wetland and riparian habitat;
4. Important habitat for migratory deer herds; and
5. Large expanses of native vegetation.

The County should update the inventory every three years to identify the amount of important habitat protected, by habitat type, through County programs and the amount of important habitat removed because of new development during that period. The inventory and mapping effort shall be developed with the assistance of the Plant and Wildlife Technical Advisory Committee, CDFG, and USFWS. The inventory shall be maintained and updated by the County Planning Department and shall be publicly accessible.

B. Habitat Protection Strategy. This component shall describe a strategy for protecting important habitats based on coordinated land acquisitions (see item D below) and management of acquired land. The goal of the strategy shall be to conserve and restore contiguous blocks of important habitat to offset the effects of increased habitat loss and fragmentation elsewhere in the county. The Habitat Protection Strategy should be updated at least once every five years based on the results of the habitat monitoring program (item F below). Consideration of wildlife movement will be given by the County on all future 4- and 6-lane roadway construction projects. When feasible, natural undercrossings along proposed roadway alignments that could be utilized by terrestrial wildlife for movement will be preserved and enhanced.

C. Mitigation Assistance. This part of the INRMP shall establish a program to facilitate mitigation of impacts to biological resources resulting from projects approved by the County that are unable to avoid impacts on important habitats. The program may include development of mitigation banks, maintenance of lists of potential mitigation options, and incentives for developers and landowner participation in the habitat acquisition and management components of the INRMP.

D. Habitat Acquisition. Based on the Habitat Protection Strategy and in coordination with the Mitigation Assistance program, the INRMP shall include a program for identifying habitat acquisition opportunities involving willing sellers. Acquisition may be by state or federal land management agencies, private land trusts or mitigation banks, the County, or other public or private organizations. Lands may be acquired in fee or protected through acquisition of a conservation easement designed to protect the core habitat values of the land while allowing other uses by the fee owner. The program should identify opportunities for partnerships between the County and other organizations for habitat acquisition and management. In evaluating proposed acquisitions, consideration will be given to site specific features (e.g., condition and threats to habitat, presence of special-status species), transaction related features

¹ This plan is still under development. The Board of Supervisors adopted an initial inventory and mapping of resources on April 1, 2008. A consultant has been selected and work is expected to begin again on the INRMP in the spring of 2014.

- (e.g., level of protection gained, time frame for purchase completion, relative costs), and regional considerations (e.g., connectivity with adjacent protected lands and important habitat, achieves multiple agency and community benefits). Parcels that include important habitat and are located generally to the west of the Eldorado National Forest should be given priority for acquisition. Priority will also be given to parcels that would preserve natural wildlife movement corridors such as crossing under major roadways (e.g., U.S. Highway 50 and across canyons). All land acquired shall be added to the Ecological Preserve overlay area.
- E. **Habitat Management.** Each property or easement acquired through the INRMP should be evaluated to determine whether the biological resources would benefit from restoration or management actions.
- Examples of the many types of restoration or management actions that could be undertaken to improve current habitat conditions include: removal of nonnative plant species, planting native species, repair and rehabilitation of severely grazed riparian and upland habitats, removal of culverts and other structures that impede movement by native fishes, construction of roadway under and overcrossing that would facilitate movement by terrestrial wildlife, and installation of erosion control measures on land adjacent to sensitive wetland and riparian habitat.
- F. **Monitoring.** The INRMP shall include a habitat monitoring program that covers all areas under the Ecological Preserve overlay together with all lands acquired as part of the INRMP. Monitoring results shall be incorporated into future County planning efforts so as to more effectively conserve and restore important habitats. The results of all special-status species monitoring shall be reported to the CNDDDB. Monitoring results shall be compiled into an annual report to be presented to the Board of Supervisors.
- G. **Public Participation.** The INRMP shall be developed with and include provisions for public participation and informal consultation with local, state, and federal agencies having jurisdiction over natural resources within the county.
- H. **Funding.** The County shall develop a conservation fund to ensure adequate funding of the INRMP, including habitat maintenance and restoration. Funding may be provided from grants, mitigation fees, and the County general fund. The INRMP annual report described under item F above shall include information on current funding levels and shall project anticipated funding needs and anticipated and potential funding sources for the following five years.

Policy 7.4.2.9: The Important Biological Corridor (-IBC) overlay shall apply to lands identified as having high wildlife habitat values because of extent, habitat function, connectivity, and other factors. Lands located within the overlay district shall be subject to the following provisions except that where the overlay is applied to lands that are also subject to the Agricultural District (-A) overlay or that are within the Agricultural Lands (AL) designation, the land use restrictions associated with the -IBC policies will not apply to the extent that the agricultural practices do not interfere with the purposes of the -IBC overlay.

- Increased minimum parcel size;
- Higher canopy-retention standards and/or different mitigation standards/thresholds for oak woodlands;
- Lower thresholds for grading permits;
- Higher wetlands/riparian retention standards and/or more stringent mitigation requirements for wetland/riparian habitat loss;
- Increased riparian corridor and wetland setbacks;
- Greater protection for rare plants (e.g., no disturbance at all or disturbance only as recommended by U.S. Fish and Wildlife Service/California Department of Fish and Game);
- Standards for retention of contiguous areas/large expanses of other (non-oak or non-sensitive) plant communities;

- Building permits discretionary or some other type of “site review” to ensure that canopy is retained;
- More stringent standards for lot coverage, floor area ratio (FAR), and building height; and
- No hindrances to wildlife movement (e.g., no fences that would restrict wildlife movement).

The standards listed above shall be included in the Zoning Ordinance. Wildland Fire Safe measures are exempt from this policy, except that Fire Safe measures will be designed insofar as possible to be consistent with the objectives of the Important Biological Corridor.

Policy 7.4.4.1: The Natural Resource land use designation shall be used to protect important forest resources from uses incompatible with timber harvesting.

Policy 7.4.4.2: Through the review of discretionary projects, the County, consistent with any limitations imposed by State law, shall encourage the protection, planting, restoration, and regeneration of native trees in new developments and within existing communities.

Policy 7.4.4.3: Utilize the clustering of development to retain the largest contiguous areas possible in wildland (undeveloped) status.

Policy 7.4.4.4: For all new development projects (not including agricultural cultivation and actions pursuant to an approved Fire Safe Plan necessary to protect existing structures, both of which are exempt from this policy) that would result in soil disturbance on parcels that (1) are over an acre and have at least 1 percent total canopy cover or (2) are less than an acre and have at least 10 percent total canopy cover by woodlands habitats as defined in this General Plan and determined from base line aerial photography or by site survey performed by a qualified biologist or licensed arborist, the County shall require one of two mitigation options: (1) the project applicant shall adhere to the tree canopy retention and replacement standards described below; or (2) the project applicant shall contribute to the County’s Integrated Natural Resources Management Plan (INRMP) conservation fund described in Policy 7.4.2.8.

Conservation Element Option A²

The County shall apply the following tree canopy retention standards:

Percent Existing Canopy Cover	Canopy Cover to be Retained
80–100	60% of existing canopy
60–79	70% of existing canopy
40–59	80% of existing canopy
20–39	85% of existing canopy
10–19	90% of existing canopy
1–9 for parcels > 1 acre	90% of existing canopy

Under Option A, the project applicant shall also replace woodland habitat removed at 1:1 ratio. Impacts on woodland habitat and mitigation requirements shall be addressed in a Biological Resources Study and Important Habitat Mitigation Plan as described in Policy 7.4.2.8. Woodland replacement shall be based on a formula, developed by the County, that accounts for the number of trees and acreage affected.

² This is currently the only option available. The rules for compliance with this option are expressed in the *Interim Interpretive Guidelines for El Dorado County General Plan Policy 7.4.4.4 (Option A)*, as amended October 12, 2007.

Conservation Element Option B³

The project applicant shall provide sufficient funding to the County's INRMP conservation fund, described in Policy 7.4.2.8, to fully compensate for the impact to oak woodland habitat. To compensate for fragmentation as well as habitat loss, the preservation mitigation ratio shall be 2:1 and based on the total woodland acreage onsite directly impacted by habitat loss and indirectly impacted by habitat fragmentation. The costs associated with acquisition, restoration, and management of the habitat protected shall be included in the mitigation fee. Impacts on woodland habitat and mitigation requirements shall be addressed in a Biological Resources Study and Important Habitat Mitigation Plan as described in Policy 7.4.2.8.

Policy 7.4.4.5: Where existing individual or a group of oak trees are lost within a stand, a corridor of oak trees shall be retained that maintains continuity between all portions of the stand. The retained corridor shall have a tree density that is equal to the density of the stand.

Policy 7.4.5.1: A tree survey, preservation, and replacement plan shall be required to be filed with the County prior to issuance of a grading permit for discretionary permits on all high-density residential, multifamily residential, commercial, and industrial projects. To ensure that proposed replacement trees survive, a mitigation monitoring plan should be incorporated into discretionary projects when applicable and shall include provisions for necessary replacement of trees.

Policy 7.4.5.2: It shall be the policy of the County to preserve native oaks wherever feasible, through the review of all proposed development activities where such trees are present on either public or private property, while at the same time recognizing individual rights to develop private property in a reasonable manner. To ensure that oak tree loss is reduced to reasonable acceptable levels, the County shall develop and implement an Oak Tree Preservation Ordinance that includes the following components:

- A. **Oak Tree Removal Permit Process.** Except under special exemptions, a tree removal permit shall be required by the County for removal of any native oak tree with a single main trunk of at least 6 inches diameter at breast height (dbh), or a multiple trunk with an aggregate of at least 10 inches dbh. Special exemptions when a tree removal permit is not needed shall include removal of trees less than 36 inches dbh on 1) lands in Williamson Act Contracts, Farmland Security Zone Programs, Timber Production Zones, Agricultural Districts, designated Agricultural Land (AL), and actions pursuant to a Fire Safe plan; 2) all single family residential lots of one acre or less that cannot be further subdivided; 3) when a native oak tree is cut down on the owner's property for the owner's personal use; and 4) when written approval has been received from the County Planning Department. In passing judgment upon tree removal permit applications, the County may impose such reasonable conditions of approval as are necessary to protect the health of existing oak trees, the public and the surrounding property, or sensitive habitats. The County Planning Department may condition any removal of native oaks upon the replacement of trees in kind. The replacement requirement shall be calculated based upon an inch for inch replacement of removed oaks. The total of replacement trees shall have a combined diameter of the tree(s) removed. Replacement trees may be planted onsite or in other areas to the satisfaction of the County Planning Department. The County may also condition any tree removal permit that would affect sensitive habitat (e.g., valley oak woodland), on preparation of a Biological Resources Study and an Important Habitat Mitigation Program as described in Policy 7.4.1.6. If an application is denied, the County shall provide written notification, including the reasons for denial, to the applicant.
- B. **Tree Removal Associated with Discretionary Project.** Any person desiring to remove a native oak shall provide the County with the following as part of the project application:

³ Note: The County has not adopted an Integrated Natural Resources Management Plan, so Option B is not operative.

- A written statement by the applicant or an arborist stating the justification for the development activity, identifying how trees in the vicinity of the project or construction site will be protected and stating that all construction activity will follow approved preservation methods;
 - A site map plan that identifies all native oaks on the project site; and
 - A report by a certified arborist that provides specific information for all native oak trees on the project site.
- C. Commercial Firewood Cutting. Fuel wood production is considered commercial when a party cuts firewood for sale or profit. An oak tree removal permit shall be required for commercial firewood cutting of any native oak tree. In reviewing a permit application, the Planning Department shall consider the following:
- Whether the trees to be removed would have a significant negative environmental impact;
 - Whether the proposed removal would not result in clear-cutting, but will result in thinning or stand improvement;
 - Whether replanting would be necessary to ensure adequate regeneration;
 - Whether the removal would create the potential for soil erosion;
 - Whether any other limitations or conditions should be imposed in accordance with sound tree management practices; and
 - What the extent of the resulting canopy cover would be.
- D. Penalties. Fines will be issued to any person, firm, or corporation not exempt from the ordinance and damages or destroys an oak tree without first obtaining an oak tree removal permit. Fines may be as high as three times the current market value of replacement trees as well as the cost of replacement, and/or replacement of up to three times the number of trees required by the ordinance. If oak trees are removed without a tree removal permit, the County Planning Department may choose to deny or defer approval of any application for development of that property for a period of up to 5 years. All monies received for replacement of illegally removed or damaged trees shall be deposited in the County's Integrated Natural Resources Management Plan (INRMP) conservation fund.

Policy 7.6.1.1: The General Plan land use map shall include an Open Space land use designation. The purpose of this designation is to implement the goals and objectives of the Land Use and the Conservation and Open Space Elements by serving one or more of the purposes stated below. In addition, the designations on the land use map for Rural Residential and Natural Resource areas are also intended to implement said goals and objectives. Primary purposes of open space include:

- A. Conserving natural resource areas required for the conservation of plant and animal life including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, banks of rivers and streams and watershed lands;
- B. Conserving natural resource lands for the managed production of resources including forest products, rangeland, agricultural lands important to the production of food and fiber; and areas containing important mineral deposits;
- C. Maintaining areas of importance for outdoor recreation including areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes including those providing access to lake shores, beaches and rivers and streams; and areas which serve as links between major recreation and open space reservations including utility easements, banks of rivers and streams, trails and scenic highway corridors;
- D. Delineating open space for public health and safety including, but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, flood plains, watersheds, areas presenting high fire

risks, areas required for the protection of water quality and water reservoirs, and areas required for the protection and enhancement of air quality; and

- E. Providing for open spaces to create buffers which may be landscaped to minimize the adverse impact of one land use on another.

Policy 7.6.1.2: The County will provide for Open Space lands through:

- A. The designation of land as Open Space;
- B. The designation of land for low-intensity land uses as provided in the Rural Residential and Natural Resource land use designations;
- C. Local implementation of the Federal Emergency Management Agency's National Flood Insurance Program;
- D. Local implementation of the State Land Conservation Act Program; and
- E. Open space land set aside through Planned Developments (PDs).

Policy 7.6.1.3: The County shall implement Policy 7.6.1.1 through zoning regulations and the administration thereof. It is intended that certain districts and certain requirements in zoning regulations carry out the purposes set forth in Policy 7.6.1.1 as follows:

- A. The Open Space (OS) Zoning District is consistent with and shall implement the Open Space designation of the General Plan land use map and all other land use designations.
- B. The Agricultural (A), Exclusive Agricultural (AE), Planned Agricultural (PA), Select Agricultural (SA-10), and Timberland Production Zone (TPZ) zoning districts are consistent with Policy 7.6.1.1 and serve one or more of the purposes set forth therein.
- C. Zoning regulations shall provide for setbacks from all flood plains, streams, lakes, rivers and canals to maintain Purposes A, B, C, and D set forth in Policy 7.6.1.1.
- D. Zoning regulations shall provide for maintenance of permanent open space in residential, commercial, industrial, agricultural, and residential Agricultural zone districts based on standards established in those provisions of the County Code. The regulations shall minimize impacts on wetlands, flood plains, streams, lakes, rivers, canals, and slopes in excess of 30 percent and shall maintain Purposes A, B, C, and D in Policy 7.6.1.1.
- E. Landscaping requirements in zoning regulations shall provide for vegetative buffers between incompatible land uses in order to maintain Purpose E in Policy 7.6.1.1.
- F. Zoning regulations shall provide for Mineral Resource Combining Zone Districts and/or other appropriate mineral zoning categories which shall be applied to lands found to contain important mineral deposits if development of the resource can occur in compliance with all other policies of the General Plan. Those regulations shall maintain Purposes A, B, C, D, and E of Policy 7.6.1.1.

Policy 7.6.1.4: The creation of new open space areas, including Ecological Preserves, common areas of new subdivisions, and recreational areas, shall include wildfire safety planning.

Implementation Measure CO-M: Develop and implement an Integrated Natural Resources Management Plan consistent with Policy 7.4.2.8.⁴

Implementation Measure CO-N: Review and update Important Biological Corridor (-IBC) Overlay land use designation consistent with Policy 7.4.2.9

Implementation Measure CO-U: Mitigation under Policy 7.4.1.6 shall include providing sufficient funding to the County's conservation fund to acquire and protect important habitat at a minimum 2:1

⁴ The Board of Supervisors adopted an initial inventory and mapping of resources on April 1, 2008.

ratio. The cost associated with acquisition, restoration, and management of the habitat protected shall be included in the mitigation fee. For larger development projects (i.e., those that exceed a total of 10 acres), in addition to contributing to the conservation fund at a minimum 2:1 ratio, onsite preservation and/or restoration of important habitat shall be required at a 1:1 ratio. Impacts on important habitat and mitigation requirements shall be addressed in a Biological Resources Study and an Important Habitat Mitigation Program (described below).

- A. **Biological Resources Study.** The County shall adopt biological resource assessment standards that apply to all discretionary projects that would result in disturbance of soil and native vegetation in areas that include important habitat as defined in the INRMP. The assessment of the project site must be in the form of an independent Biological Resources Study, and must be completed by a qualified biologist. The evaluation shall quantify the amount of important habitat, by habitat type, as defined in the General Plan and delineated on maps included in the INRMP. The Biological Resources Study shall also address the potential for the project to adversely affect important habitat through conversion or fragmentation. This requirement shall not apply to projects that are on lands that either (1) have already been the subject of a study and for which all mitigation requirements are being implemented or (2) have been evaluated by the County and found to not possess any important habitat resources.
- B. **Important Habitat Mitigation Program.** The Biological Resource Study shall include an Important Habitat Mitigation Program that identifies options that would avoid, minimize, or compensate for impacts on important habitats in compliance with the standards of the INRMP and the General Plan. All mitigation programs shall include a monitoring and reporting component requiring reports to the County not less than once each year for a period of not less than 10 years. The report will include a description of the lands included in the mitigation program (including location and size), a summary of the evaluation criteria established at the time the mitigation program was approved, an evaluation of the mitigation program based on those criteria, and recommendations for action during the following year. The County shall adopt standards for evaluating mitigation programs proposed as part of the Biological Resources Study described above. The standards shall ensure that the mitigation reduces direct and cumulative impacts of proposed development on important habitats to less-than-significant levels in accordance with CEQA thresholds.

El Dorado County Zoning Ordinance

Chapter 17.71 of the Zoning Ordinance establishes the County's ecological preserve fee program. The program implements General Plan Policy 7.4.1.1, which requires the permanent protection of the eight sensitive plant species known as the Pine Hill endemics and their gabbro soil-based habitat through the establishment and management of ecological preserves. The protected plants are as follows (see Table 3.4-1 for their sensitivity levels).

- El Dorado bedstraw (*Galium californicum* ssp. *Sierrae*)
- Laynes butterweed (*Senecio layneae*)
- Pine Hill ceanothus (*Ceanothus roderickii*)
- Pine Hill flannel bush (*Fremontodendron californicum* ssp. *Decumbens*)
- Stebbins' morning glory (*Calystegia stebbinsii*)
- Bisbee Peak rush rose (*Helianthemum suffrutescens*)
- El Dorado mule ears (*Wyethia reticulata*)
- Red Hills soaproot (*Chlorogalum grandiflorum*)

Acquisition and restoration of rare plant habitat must be equal to 1.5 times the number of acres developed. Off-site mitigation must be conducted according to guidelines established by the County and is subject to review by representatives of USFWS and CDFW. More commonly, development relies on the Zoning Ordinance's in-lieu fee option. That option collects a per-unit fee from new development that is used to fund the local cost of the Rare Plant Mitigation Program. The related Pine Hill Preserve is discussed under *Environmental Setting*.

Environmental Setting

General Habitats

The varied terrain and elevation of El Dorado County contain a number of habitats that support the county's flora and fauna. There are eight coniferous forest habitats that dominate the landscape above 2,500 feet in elevation: Douglas fir, Jeffrey pine, lodgepole pine, ponderosa pine, red fir, Sierran mixed conifer (a mix of Douglas fir, ponderosa pine, sugar pine, incense cedar, white fir, and black oak as the dominant tree species), subalpine conifer (supporting lodgepole pine, mountain hemlock and/or red fir as the dominant tree species), and white fir. Woodland habitats are located at middle and lower elevations and include montane hardwood-conifer (mixing black oak, Douglas fir, ponderosa pine, white fir, and incense cedar as the dominant tree species), montane hardwood (with canyon live oak, foothill pine, madrone, and California bay dominant at lower elevations, and black oak and Douglas-fir occurring at higher elevations), blue oak-foothill pine (a mix of interior live oak, blue oak, canyon live oak, foothill pine, and California buckeye as common trees), and blue oak woodland (including also canyon live oaks and interior live oaks). Shrub dominated habitats include alpine dwarf-shrub (found only at elevations above 8,500 feet), chemise chaparral (containing chemise, toyon, sugar sumac, poison oak, and California buckthorn at elevations up to 4,000 feet), mixed chaparral, montane chaparral (at higher elevations than chemise chaparral up to 9,000 feet), and sagebrush. Annual grassland covers large portions of the county, generally below 2,500 feet.

Gabbro Soils and the Pine Hill Preserve

El Dorado County has a unique plant habitat in the gabbro soils found on its western slope. These volcanic-based soils support a number of rare plants species, including Pine Hill ceanothus, El Dorado mule ears, El Dorado bedstraw, and Pine Hill flannelbush, all of which are found only in El Dorado County. Other rare plants reliant on this soil type that can also be found outside of El Dorado County include the Bisbee Peak rush-rose (not federally or state listed), the Red Hills soaproot, Stebbins morning glory, and Layne's butterweed. The 4,746-acre Pine Hill Preserve system has been established in order to provide some measure of protection for these species. The system of publicly-owned lands spans five separate units east of Folsom Lake generally centered on Green Valley Road between U.S. Highway 50 and the American River, with about 3,276 acres designated for species recovery. In 2002, the USFWS released the final *Recovery Plan for Gabbro Soil Plants of the Central Sierra Nevada Foothills*. The Preserve's management plan is guided by the Recovery Plan.

The Pine Hill Preserve is administered by the Bureau of Land Management (BLM), under a cooperative management agreement between BLM, USFWS, Bureau of Reclamation, CDFW, CalFire, El Dorado County, El Dorado Irrigation District, and the American River Conservancy. The preserve manager is funded by BLM and El Dorado County.

Wildlife and Fish

Section 5.12, Biological Resources, of the 2004 General Plan EIR contains a succinct discussion of the wildlife and fisheries in the county. The description is still accurate and relevant to the project and is reproduced below, minus reference citations.

Wildlife

The complex array of habitats in El Dorado County supports abundant and diverse fauna because large tracts of land are covered by habitats known to have outstanding value for wildlife, such as mixed coniferous and hardwood forests. Sierran mixed conifer habitat alone, the most common habitat in the county, supports 355 species of animals (reference). Oak woodlands provide habitat for more than 100 species of birds, 60 species of mammals, 80 species of amphibians and reptiles, and 5,000 species of insects (reference). Blue oak-foothill pine, another major habitat type in El Dorado County, provides suitable breeding habitat for 29 species of amphibians and reptiles, 79 species of birds, and 22 species of mammals.

Important wildlife habitat is found throughout the county. Large contiguous blocks containing multiple habitat types have the potential to support the highest wildlife diversity and abundance. Special-status wildlife occurs in both large and small blocks of habitat, while some large mammals and other species that have large home ranges are generally found only on large undisturbed parcels. Generally, the lowest diversity of native wildlife species can be expected in densely urbanized areas.

Coniferous forest and other high-elevation habitats provide important habitat for many wildlife species, both resident and migratory. Common resident birds found at higher elevations in the county include Clark's nutcracker, mountain chickadee, red-breasted nuthatch, brown creeper, and Williamson's sapsucker. Common migratory birds found in coniferous forest habitats at high elevations include white-crowned sparrow, Hammond's flycatcher, and Lincoln's sparrow. Mammals in the upper montane and subalpine regions include golden-mantled ground squirrel, Belding's ground squirrel, alpine chipmunk, and yellow-bellied marmot.

Wildlife diversity is generally high in the lower montane coniferous forest types. Amphibians and reptiles found in lower montane forest and woodlands include Pacific treefrog and rubber boa. Common resident birds in these forests include Stellar's jay and hairy woodpecker. Migratory species that use these forests for breeding during summer months include western tanager, Nashville warbler, and black-headed grosbeak. Common mammals in lower montane coniferous forests include mule deer and Douglas' squirrel.

Oak and other hardwood habitats at mid-elevations are important for a large percentage of the wildlife species found in El Dorado County. Reptiles and amphibians found in oak woodlands include California slender salamander, western fence lizard, and California kingsnake. Common birds in oak woodland include acorn woodpecker, western scrub-jay, and oak titmouse. Mammals that characterize oak woodland habitat include mule deer, western gray squirrel, gray fox, and bobcat.

Chaparral generally has lower wildlife diversity than most forest and woodland habitats. However, chaparral does provide habitat for many wildlife species, including some that are considered rare elsewhere. Reptiles found in chaparral include western rattlesnake, western fence lizard, and western whiptail. Common birds in chaparral at low elevations include wrentit, Bewick's wren, California towhee, and California quail. At higher elevations chaparral can provide habitat for

mountain quail, fox sparrow, and green-tailed towhee. Mammals commonly associated with chaparral include and gray fox and mule deer.

Annual grasslands generally support lower wildlife diversity than woodland and shrub-dominated habitats but are invaluable to the grassland-dependent species found in El Dorado County. A great diversity and abundance of insects rely on grasslands. Reptiles found in annual grasslands include western fence lizard and gopher snake. Birds that are common in this habitat include western meadowlark, Say's phoebe, and savanna sparrow. Mammals known to use this habitat include California ground squirrel, black-tailed jackrabbit, pocket gopher, and coyote.

Agricultural land and lands dominated by urban development support many wildlife species, most of which are highly adapted to these disturbed environments. Agricultural land is not generally considered important wildlife habitat but is used by many species, particularly as foraging habitat. Wildlife found in agricultural areas varies by crop type and time of year. Common wildlife expected in most agricultural regions of El Dorado County include Brewers blackbird, American crow, red-tailed hawk, house finch, raccoon, striped skunk, and opossum. Wildlife found in urban areas is often dependent upon surrounding land uses and the presence or absence of nearby natural vegetation. In densely urbanized areas, a large percentage of the wildlife can be made up of exotic species such as rock dove, European starling, house sparrow, house mouse, and brown rat. Urban areas provide habitat for species also found in agricultural areas, such as mourning dove, American robin, and western gray squirrel.

Fisheries

Water bodies within and bordering El Dorado County support numerous species of native and introduced game and nongame fish. Within the Eldorado National Forest, there are an estimated 611 miles of streams within four major drainage systems (Middle and South Fork American River, the Cosumnes River, and the North Fork Mokelumne River). There are also 297 public and private lakes and reservoirs totaling 11,994 surface acres, with 11 large reservoirs accounting for a majority of the total surface area. The remaining area is associated mostly with small, high mountain lakes. Outside the forest boundary, there are also a substantial number of streams and lakes.

Introduced fishes are most prevalent in reservoirs or lakes where stocking occurs for sportfishing. In El Dorado County, the California Department of Fish and Wildlife (CDFW) has an active trout stocking program in hydroelectric and water supply reservoirs and publicly accessible reaches of the South and Silver Forks of the American River. Non-native gamefish in El Dorado County include brook trout, brown trout, kokanee salmon, and lake trout. Lahontan cutthroat trout, a native species, is also stocked by CDFW to sustain its population. Rainbow trout populations in El Dorado County are derived from mixed hatchery and native origin.

Native fishes found in El Dorado County streams include hardhead, Sacramento pikeminnow, Sacramento sucker, California roach, speckled dace, and sculpin. Rainbow trout populations in El Dorado County are a hybrid of native and stocked populations.

Currently, waterway obstructions limit movement by resident fishes within El Dorado County but are not impediments to fish migration. Historically, both chinook salmon and steelhead trout occurred in El Dorado County. Historical accounts describe salmon and steelhead being caught as far upstream as the current Slab Creek Reservoir, and possibly as far upstream as Eagle Rock (approximately 12 miles downstream of Strawberry). Spring-run chinook migrated up the Middle Fork American River to the confluence of the Rubicon River. Steelhead have been documented

between 4 and 5 miles upstream of the mouth of the Rubicon River. Future restoration efforts may target reestablishment of one or more of these runs (reference). Important habitat for anadromous fishes on the Cosumnes River is located downstream of the section of the river that flows through El Dorado County. Dams are the most serious obstacle to movement by resident and anadromous fishes and are found on all major rivers draining from the Sierra Nevada except the Cosumnes River. In some cases, dams create beneficial reservoirs for fishing and fisheries while in other cases they may degrade water quality and streamflows, thereby affecting fisheries downstream. Dams can also limit the distribution of native fish by restricting access to native spawning areas. Introduced game species further limit populations of native species through consumption of fry or competition for limited resources.

Special-Status Species

There are numerous animal and plant species within the county that are given special status under state and federal law because they are rare, threatened, endangered, or otherwise identified as needing protection in order to ensure their survival. CDFW maintains the California Natural Diversity Database (CNDDDB), a statewide inventory of reported occurrences of special-status plant and animal species. This includes federal and state listed species, as well as plants that are considered threatened (“Rare Plant Rank” on Table 3.4-1). Because the project is neither site-specific nor proposing an actual development project, the following information from the CNDDDB is for the entire county. Some of these species are found outside of the western slope, which is where the project primarily applies.

Table 3.4-1 lists the special-status plant species that have been found to occur in El Dorado County. This includes the plants of the Pine Hill Preserve, with the exception of the Bisbee Peak rush-rose, which is found in numerous locales and for which insufficient information is available to determine whether it should be listed. These represent the species reported by the CNDDDB in January 2014.

Table 3.4-2 lists the special-status animal species found in El Dorado County. These represent the species reported by the CNDDDB in January 2014.

Table 3.4-1. Special-Status Plants Occurring in El Dorado County

Species	Rare Plant Rank	Federal Status	California Status
Jepson’s onion <i>Allium jepsonii</i>	1B		
Nissenan manzanita <i>Arctostaphylos nissenana</i>	1B	--	--
Austin’s astragalus <i>Astragalus austini</i>	1B		
Big-scale balsamroot <i>Balsamorhiza macrolepis</i> var. <i>macrolepis</i>	1B	--	--
Tulare rockcress <i>Boechea tularensis</i>	1B		
Upswept moonwort <i>Botrychium ascendens</i>	2B	--	--
Scalloped moonwort <i>Botrychium crenulatum</i>	2B	--	--
Western goblin <i>Botrychium montanum</i>	2B	--	--

Species	Rare Plant Rank	Federal Status	California Status
Watershield <i>Brasenia schreberi</i>	2B	--	--
Bolander's bruchia <i>Bruchia bolanderi</i>	2B	--	--
Pleasant Valley Mariposa lily <i>Calochortus clavatus</i> var. <i>avius</i>	1B	--	--
Stebbins' morning-glory <i>Calystegia stebbinsii</i>	1B	E	E
Davy's sedge <i>Carex davyi</i>	1B	--	--
Woolly-fruited sedge <i>Carex lasiocarpa</i>	2B		
Mud sedge <i>Carex limosa</i>	2B	--	--
Pine Hill ceanothus <i>Ceanothus roderickii</i>	1B	E	R
Alpine dusty maidens <i>Chaenactis douglasii</i> var. <i>alpina</i>	2B	--	--
Red Hills soaproot <i>Chlorogalum grandiflorum</i>	1B	--	--
Brandegee's clarkia <i>Clarkia biloba brandegeae</i>	4	--	--
Tahoe draba <i>Draba asterophora</i> var. <i>Asterophora</i>	1B	--	--
Cup Lake draba <i>Draba asterophora</i> var. <i>macrocarpa</i>	1B	--	--
Subalpine fireweed <i>Epilobium howelli</i>	4	--	--
Marsh willowherb <i>Epilobium palustre</i>	2B	--	--
Pine Hill flannelbush <i>Fremontodendron decumbens</i>	1B	E	R
El Dorado bedstraw <i>Galium californicum</i> spp. <i>sierrae</i>	1B	E	R
American manna grass <i>Glyceria grandis</i>	2B	--	--
Parry's horkelia <i>Horkelia parryi</i>	1B	--	--
Long-petaled lewisia <i>Lewisia longipetala</i>	1B	--	--
Saw-toothed lewisia <i>Lewisia serrata</i>	1B	--	--
Three-ranked hump-moss <i>Meesia triquetra</i>	4	--	--
Northern adders-tongue <i>Ophioglossum pusillum</i>	2B	--	--
Layne's ragwort <i>Packera laynaeae</i>	1B	T	R
Stebbins' phacelia <i>Phacelia stebbinsii</i>	1B	--	--
Sierra blue grass <i>Poa sierrae</i>	1B		

Species	Rare Plant Rank	Federal Status	California Status
Nuttall's pondweed <i>Potamogeton epihydrus</i>	2B	--	--
Robbin's pondweed <i>Potamogeton robbinsii</i>	2B		
Brownish beaked-rush <i>Rhynchospora capitellata</i>	2B	--	--
Tahoe yellow cress <i>Rorippa subumbellata</i>	1B	C	E
Sanford's arrowhead <i>Sagittaria sanfordii</i>	1B	--	--
Water bulrush <i>Schoenoplectus subterminalis</i>	2B	--	--
Marsh skullcap <i>Scutellaria galericulata</i>	2B	--	--
Slender-leaved pondweed <i>Stuckenia filiformis</i> ssp. <i>alpina</i>	2B	--	--
Cream-flowered bladderwort <i>Utricularia ochroleuca</i>	2B		
Oval-leaved viburnum <i>Viburnum ellipticum</i>	2B	--	--
Felt-leaved violet <i>Violeta tormentosa</i>	4		
El Dorado mule-ears <i>Wyethia reticulata</i>	1B	--	--
Rare Plant Rank	Federal Status		
1B = Plants Rare, Threatened, or Endangered in California and elsewhere	T = threatened E = endangered		
2B = Plants Rare, Threatened, or Endangered in California, but more common elsewhere	C = candidate		
4 = Plant of limited distribution	California Status		
	E = endangered		
	R = rare		
Source: California Department of Fish and Wildlife 2014.			

Table 3.4-2. Special-Status Wildlife Occurring in El Dorado County

Species	Federal Status	California Status
Invertebrates		
Vernal pool fairy shrimp <i>Branchinecta lynchi</i>	T	--
Valley elderberry longhorn beetle <i>Desmocerus californicus dimorphus</i>	T	--
Fish		
Lahontan cutthroat trout <i>Oncorhynchus clarkii henshawi</i>	T	--
Amphibians and Reptiles		
Western pond turtle <i>Emys marmorata</i>	--	SSC
Mount Lyell salamander <i>Hydromantes platycephalus</i>	--	SSC
Northern leopard frog <i>Lithobates pipiens</i>	--	SSC

Species	Federal Status	California Status
Coast horned lizard <i>Phrynosoma blainvillii</i>	--	SSC
Foothill yellow-legged frog <i>Rana boylei</i>	--	SSC
California red-legged frog <i>Rana draytonii</i>	T	SSC
Sierra Nevada yellow-legged frog <i>Rana sierrae</i>	Proposed E	T/SSC
Birds		
Northern goshawk <i>Accipiter gentilis</i>	--	SSC
Sharp-shinned hawk <i>Accipiter striatus</i>	--	WL
Tri-colored blackbird <i>Agelaius tricolor</i>	--	SSC
Golden eagle <i>Aquila chrysaetos</i>	--	FP/WL
White-tailed kite <i>Elanus leucurus</i>	--	FP
Willow flycatcher <i>Empidonax trailii</i>	--	E
Bald eagle <i>Haliaeetus leucocephalus</i>	Delisted	E/FP
Osprey <i>Pandion haliaetus</i>	--	WL
Bank swallow <i>Riparia riparia</i>	--	T
Great gray owl <i>Strix nebulosa</i>	--	E
Yellow-headed blackbird <i>Xanthocephalus xanthocephalus</i>	--	SSC
Mammals		
Pallid bat <i>Antrozous pallidus</i>	--	SSC
Sierra mountain beaver <i>Aplodontia rufa californica</i>	--	SSC
Ring-tailed cat <i>Bassariscus astutus</i>	--	FP
California wolverine <i>Gulo gulo</i>	Proposed T	T/FP
Sierra Nevada snowshoe hare <i>Lepus americanus tahoensis</i>	--	SSC
Fisher <i>Martes pennanti</i>	C	C/SSC
Gray-headed pika <i>Ochotona princeps schisticeps</i>	--	C (T)
American badger <i>Taxidea taxus</i>	--	SSC
Sierra Nevada red fox <i>Vulpes vulpes necator</i>	--	T

Species	Federal Status	California Status
Federal Status	California Status	
-- = no listing	-- = no listing	
C = candidate	C = candidate	
E = endangered	E = endangered	
T = threatened	FP = fully protected	
	SSC = species of special concern	
	T = threatened	
	WL = watch list (no formal status)	

Source: California Department of Fish and Wildlife 2014.

3.4.2 Environmental Impacts

Impact Mechanisms

The TGPA is proposing a number of amendments to the 2004 General Plan; the ZOU is an update of the County’s existing Zoning Ordinance. This FEIR analyzes whether these proposed changes would result in impacts on biological resources that would not be reasonably foreseeable under the existing General Plan and Zoning Ordinance. The key changes pertinent to biological resources are listed below. When proposed amendments would clearly have no impact, that is noted in the discussion. Those particular amendments will not be discussed in the analyses that follow under *Impacts and Mitigation Measures*.

Targeted General Plan Amendments

- The Camino/Pollock Pines Community Region is proposed to be split into three Rural Centers. All properties within the existing Community Region boundaries would be included in one of the Rural Centers. No additional territory is proposed to be added. No General Plan land use designations would be changed. Because there would be no changes with the potential to adversely affect biological resources, the proposed split would have no impact.
- Agricultural District Boundaries. The Agricultural District overlay applies in combination with another land use designation to identify rural areas that are important to the county’s agricultural economy. The total current acreage of the Agricultural Districts is 49,141. The project would add 17,241 acres to the Districts and remove 137 acres of land that have been determined unsuitable for agricultural use. Including a parcel in or excluding a parcel from the Agricultural District overlay does not change the underlying General Plan land use designation.
- *Policy 2.1.1.3* is proposed to be amended such that the maximum residential density allowed for mixed use development in a Community Region would increase from 16 dwellings per acre to 20 dwellings per acre. This would result in a small increase in the potential intensity of residential development in Community Regions. However, this does not substantially change the potential location of future development or the effect on biological resources. Future residential development under the General Plan would impact biological resources where it disrupts or destroys habitat and interferes with the life patterns of wildlife and plants. However, the proposed amendment to Policy 2.1.1.3 would not expand the area subject to this impact and, therefore, would not increase the potential for residential development to have this effect. The impact would be significant and unavoidable, the same as concluded in the 2004 General Plan EIR.

- *Policy 2.1.2.5* is proposed to be amended such that the maximum residential density allowed for mixed use development in a Rural Center would increase from 4 dwellings per acre to 10 dwellings per acre. This would result in a small increase in the potential intensity of residential development in Rural Centers. However, this does not substantially change the potential location of future development or the effect on biological resources. Future residential development would impact biological resources where it disrupts or destroys habitat and interferes with the life patterns of wildlife and plants. However, the proposed amendment to Policy 2.1.2.5 does not increase the potential for residential development to have this effect or expand the area subject to this impact. The impact would be significant and unavoidable, the same as concluded in the 2004 General Plan EIR.
- *Policy 2.2.3.1* amends the open space requirements in Planned Development (-PD) combining zones. It would newly exempt the following types of development from the current requirement that 30% of a site be retained in open space for recreation, buffer, or habitat uses.
 - Condominium conversions.
 - Residential Planned Developments consisting of five or fewer lots or dwelling units.
 - Infill projects within Community Regions and Rural Centers on existing sites 3 acres or less.
 - Multi-Family Residential developments.
 - Commercial/Mixed Use Developments.

The amendment would revise the 30% open space requirement in High Density Residential (HDR) -PDs to a discretionary 15 and 15 set aside: 15% to be provided in a recreational or landscaped buffer/greenbelt and 15% to be provided in private yards. It would eliminate the provision that open space may be kept as wildlife habitat, instead providing that that it may be retained in a natural condition.

- *Policy 2.4.1.5* is a proposed new policy encouraging infill development on sites of up to 5 acres in size in existing communities where, among other limitations, the site does not have habitat value for endangered, rare, or threatened species. Infill would be required to be consistent with the General Plan and zoning provisions applicable to the given site.
- *Policy 7.1.2.1* amends the current *prohibition* of development (except where the prohibition would deny reasonable use of the property) on slopes over 30% to a *restriction* on development of slopes over 30%. The standards under which slopes could be developed are set out in proposed Section 17.30.060 (Hillside Development Standards) of the ZOU (described below).

Zoning Ordinance Updates

- The project includes rezoning of individual parcels throughout the county as needed to make the zoning classifications on each property consistent with the property's General Plan designation. Where there is more than one zone classification that would be consistent with the General Plan, these changes generally adopt the least intensive of those zones. The development potential of the parcels is currently determined by the densities and intensities established in the General Plan. The rezonings would not change the development potential. As a result, the rezonings would not change the expected environmental impacts that will occur as a result of implementation of the General Plan.

- *Section 17.21.020* proposes land uses in the Agricultural, Rural Lands, Forest Resource, and TPZ zones (as shown in Table 17.21.020 of the ZOU) including uses that could result in adverse effects on biological resources.
 - Industrial, General by conditional use permit (CUP) in FR and TPZ zones.
 - Off-Highway Vehicle Recreation Area by CUP in FR and TPZ zones.
 - Ski Area⁵ by CUP in RL, FR, and TPZ zones.
 - Agricultural and Timber Resource Lodging in LA and RL zones by MUP, PA and FR zones by AP, TPZ zone by CUP, and AG zone by right.
 - Health Resort and Resort Center by CUP in PA, AG, RL, FR, and TPZ zones.
 - Golf Course by CUP in RL zone.
 - Public Utility Service Facilities, Intensive in PA, AG, RL, FR, and TPZ with CUP.
- *Section 17.24.020* proposes, among other things, land uses in R1A, R2A, R3A, and RE zones (which are rural in character). These residential zones (as shown in Table 17.24.020 of the ZOU) include land uses that could result in adverse effects on biological resources.
 - Golf Course by CUP in R1A, R2A, R3A, and RE zones. (A golf course is allowed by CUP in residential zones under the current Zoning Ordinance. Although a golf course may have a significant effect on biological resources, that is a potential effect of the current Zoning Ordinance and not a result of adoption and implementation of the ZOU. Therefore, this use will not be examined further.)
 - Private Recreation Area in R2A, R3A, and RE by CUP.
 - Public Utility Service Facilities, Intensive, in all residential zones by CUP.
- *Section 17.25.010 and 17.25.020* (Recreational Facilities, Low-intensity [RFL] and Recreational Facilities, High-intensity [RFH]) RFL zoning would be allowable in Rural Regions and Rural Centers; RFH zoning would be “primarily located in Community Regions and Rural Centers.”
 - Campground by CUP in both zones (RFL and RFH). (Campgrounds are allowed by CUP in the current zoning ordinance’s Recreational Facilities zone. Although a campground may have a significant effect on biological resources, that is a potential effect of the current Zoning Ordinance and not a result of adoption and implementation of the ZOU. Therefore, this use will not be examined further.)
 - Golf Course by CUP in both zones (RFL and RFH). (Golf courses are allowed by CUP in the current zoning ordinance’s Recreational Facilities zone. Although a golf course may have a significant effect on biological resources, which is a potential effect of the current Zoning Ordinance and not a result of adoption and implementation of the ZOU. Therefore, this use will not be examined further.)
 - Off-Highway Vehicle Recreation Area by CUP in both zones (RFL and RFH). (An Off-Road Vehicle Recreation Area is allowed by CUP in the current zoning ordinance’s Recreational Facilities zone (Section 17.48.060.D—“Recreational uses designed for motorized vehicles”). Although this use may have a significant effect on biological resources, that is a potential

⁵ There is no provision in the current Zoning Ordinance to allow Ski Area land uses by CUP or otherwise.

- effect of the current Zoning Ordinance and not a result of adoption and implementation of the ZOU. Therefore, it will not be examined further.)
- Ski Area by CUP in both zones (RFL and RFH).
 - Health and Resort Center by AP in both zones (RFL and RFH).
 - Large Amusement Complex by CUP in RFH zone.
 - Outdoor Entertainment by CUP in RFL and administrative permit in RFH zone.
 - Hotel/Motel by CUP in RFH zone.
 - *Section 17.30.060* (Hillside Development Standards) establishes standards regulating development on portions of existing lots where the natural gradient (i.e., slope) exceeds 30%. Development could proceed with an erosion and sediment control plan in place. Development would be prohibited on sites where the slope has a vertical height of 50 feet or more and exceeds 30% in slope, except “where reasonable use of an existing lot or parcel would otherwise be denied.” In those cases, stricter development standards would apply.
 - *Section 17.40.260* (Ranch Marketing) proposes the following uses.
 - Special events on 10-acre or larger parcel in LA zone with AP or MUP; in PA zone with use permit or by right⁶, and in the AG zone with a temporary use permit or CUP.
 - Music festivals and concerts on 10-acre or larger parcel with temporary or CUP.⁷

Methods of Analysis

This FEIR analyzes whether the project (i.e., the TGPA and the ZOU) would have the potential to adversely affect existing biological resources. Because the project does not propose any site-specific development activities, this analysis focuses on the potential indirect and reasonably foreseeable impacts of future development that could occur as a result of the project.

When it was reasonable to assume that a type of use could result in significant and unavoidable impacts (e.g., uses that may be allowed as a result of the ZOU and authorized under a CUP), the analysis in this FEIR has concluded that the project’s effect would similarly be significant and unavoidable.

No specific level of future development was forecast during this analysis because there is no reasonable way to know how many of the uses allowable under the project may be approved in the future, and the locations of such uses cannot be known at this time.

The current General Plan is expected to result in impacts on biological resources. Each of the impact discussions under *Impacts and Mitigation Measures* first discloses the extent to which the current General Plan, through its policies and pattern of land use distribution has or is expected to have an impact on biological resources. The potential effects of the project on existing biological resources are then analyzed.

⁶ The current Zoning Ordinance provides for this use upon approval of a CUP in the AP and AE zones.

⁷ The current Zoning Ordinance provides for this use upon approval of a CUP in the AP and AE zones.

Thresholds of Significance

In accordance with Appendix G of the State CEQA Guidelines, the project would be considered to have a significant effect if it would result in any of the conditions listed below.

- Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special-status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Game or U.S. Fish and Wildlife Service.
- Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, or regulations, or by the California Department of Fish and Game or U.S. Fish and Wildlife Service.
- Have a substantial adverse effect on federally protected wetlands as defined by Section 404 of the Clean Water Act (including, but not limited to, marshes, vernal pools, coastal wetlands, etc.) through direct removal, filling, hydrological interruption, or other means.
- Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites.
- Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance.
- Conflict with the provisions of an adopted habitat conservation plan, natural community conservation plan, or other approved local, regional, or state habitat conservation plan.

The 2004 Final EIR for the General Plan modified these considerations to reflect the character of El Dorado County. This FEIR uses the following considerations taken from the 2004 General Plan EIR to evaluate impacts rather than the standard Appendix G thresholds of significance.

- Result in the loss and fragmentation of wildlife habitat.
- Have a substantial adverse effect on special-status species.
- Have a substantial adverse effect on wildlife movement.
- Result in the removal, degradation, and fragmentation of sensitive habitats.

Impacts and Mitigation Measures

Impact BIO-1: Result in the loss and fragmentation of wildlife habitat (significant and unavoidable)

2004 General Plan EIR Conclusions

The 2004 General Plan EIR examined the General Plan's potential to impact habitats within the county and determined the effects would be substantial.

Development under the General Plan would result in a substantial increase in urban development and population in the western foothill region of the county. This region supports a number of native habitats that are important to wildlife. Much of the native habitat that exists would be substantially reduced by impacts associated with adoption of the General Plan.

The 2004 General Plan EIR's determination of the extent of impacts on habitats was based on the estimated land use intensity (high, medium, or low) of the General Plan's components. It described the approach and results as follows:

Impacts are expected to be highest in areas designated as high-intensity land uses, because buildout of land under these designations would likely result in [habitat] fragmentation and loss of the majority of the existing habitat. Medium-intensity land uses would also result in removal and fragmentation of existing habitat, but to a lesser extent than high-intensity land uses. As a result, some habitats would be expected to continue to be viable, but the quality would be diminished compared with keeping the habitat in an undisturbed condition. Low-intensity land uses would have little or no effect on existing biological resources because, in most areas, the habitats would not be substantially altered.

Biological diversity is reduced when natural habitats are converted for urban, suburban and agricultural uses. This reduction is compounded by the fragmentation of contiguous natural areas into an increasing number of smaller fragments, each of which may be too small to support viable populations of all the original inhabitants. Habitat removal and fragmentation can result from parceling of the landscape into smaller lots through subdivision and subsequent grading (particularly mass grading) and development of building pads, landscaping, roads, and infrastructure.

Considering the intensity of development that would be allowable under the General Plan and the reduction in impacts that would result from implementation of its policies, the 2004 General Plan EIR concluded that the General Plan would have a significant impact.

The policies and implementation measures included in the Open Space and Conservation Element for the [General Plan] would provide greater protection for wildlife habitat than would the measures the other three equal-weight alternatives [to the General Plan]. In addition, the land use plan and policies for this alternative would be more effective than those for the other alternatives at limiting urban sprawl, which would result in less wildlife habitat being adversely affected. Assuming that the County successfully develops and enforces the measures in the implementation program related to habitat protection, impacts could be reduced further through mitigation. However, the degree to which the implementation measures and policies would offset impacts on wildlife habitat is difficult to predict. In general, the policies serve more to guide the County in minimizing impacts when feasible methods exist than to ensure protection. Mitigation to ensure no net loss of important habitat would be developed, but there are no current assurances that implementation of such mitigation would be required by the County. As under the other equal-weight alternatives, a substantial amount of compensatory mitigation (e.g., habitat purchased by the County to be preserved in perpetuity) would be needed in addition to avoidance and minimization measures to reduce this impact below the significance threshold. This impact is considered significant.

The 2004 General Plan EIR identified five mitigation measures and concluded that impacts would be reduced, but not to a less-than-significant level "because the extent of the habitat fragmentation and habitat loss would be so severe that the proposed avoidance and compensatory mitigation could not fully mitigate the impact." The impact was therefore found to be significant and unavoidable.

The 2004 General Plan EIR included Mitigation Measure 5.9-4(b), which established the policy prohibiting development on slopes over 30%, with specific exceptions, embodied in current General Plan Policy 7.2.1.1.

The mitigation measures identified in the 2004 General Plan EIR were integrated into the policies of the adopted General Plan, as shown in Table 3.4-3.

Table 3.4-3. 2004 General Plan EIR Mitigation Measures and Adopted General Plan Policies

2004 General Plan EIR Mitigation Measures	Adopted General Plan Policies
5.12-1(i)—Replace Implementation Programs CO-E, CO-F, and CO-I with Mitigation Measure 5.12-1(d) [Develop and Implement an Integrated Natural Resources Management Plan] of the No Project Alternative	7.4.2.8 Implementation Measure CO-M
5.12-1(j)—Replace Policy CO-6b with Mitigation Measure 5.12-1(e) [Adopt a No-Net-Loss Policy and Mitigation Program for Important Habitat] of the No Project Alternative	7.4.1.6 Implementation Measure CO-U8
5.12-1(k)—Replace Policy CO-6c with Mitigation Measure 5.12-1(f) [Require Mitigation for Loss of Woodland Habitat] of the No Project Alternative	7.4.4.4 and 7.4.2.8
5.12-1(l)—Replace Policy CO-7a with Mitigation Measure 5.12-1(g) [Develop and Implement an Oak Tree Preservation Ordinance] of the No Project Alternative	7.4.5.2 “Interim Interpretive Guidelines For El Dorado County General Plan Policy 7.4.4.4 (Option A),” as amended October 12, 2007
5.12-1(m)—Remove Open Space from Mineral Resource Overlay and Prohibit Surface Mining on Land Designated as Open Space	None. The findings of fact for the EIR adopted with approval of the General Plan found Mitigation Measure 5.12-1(c) [which was identical to Measure 5.12-1(m)] to be infeasible. The findings noted that “Measure A” (a measure approved by the voters in 1984 that prohibits new mining activities within 10,000 feet of any residential, hospital, school or church use), in conjunction with the policies under Goal 7.2 (conservation of the county’s significant mineral deposits), effectively precludes surface mining in open space areas. The provisions of Measure A are currently codified in County Zoning Ordinance Section 17.14.095 and are proposed to be re-codified in Section 17.29.080 of the ZOU.

Project Impacts

The proposed ZOU includes Zoning Ordinance Section 17.30.030.G (protection of wetlands and sensitive riparian habitat)⁹ that would establish standards requiring the avoidance and minimization of impacts on wetlands and sensitive riparian habitat. These standards would apply to all ministerial and discretionary permits proposed adjacent to perennial streams, rivers, or lakes, any intermittent streams and wetlands shown on the latest U.S. Geological Survey Quad maps, and any sensitive riparian habitat within the county. Ministerial development would be required to be set back 25 feet from any intermittent stream, wetland or sensitive riparian habitat, or a distance of 50 feet from any perennial lake, river, or stream. All discretionary development with the potential to

⁸ Measure 5.12-1(e) was revised in the EIR findings for the General Plan, but the provisions in the Final EIR were retained in the combination of Policy 7.4.1.6 and Implementation Measure CO-U.

⁹ This implements General Plan Policy 7.4.2.5.

impact wetlands or sensitive riparian habitat would require a biological resource evaluation to establish the area of avoidance and any buffers or setbacks required to reduce the impacts to a less-than-significant level (this would be in addition to any required CEQA analysis). Where all impacts are not reasonably avoided, the biological resource evaluation would be required to identify mitigation measures that may be employed to reduce the significant effects. The proposed code would also establish greater setbacks from specified major lakes, rivers, and creeks within the county.

This component of the ZOU would reduce the project's potential to convert and fragment certain wildlife habitat. By establishing minimum setbacks from waterways, bands of riparian habitat would be kept protected from development. Although this code would reduce the project's potential impact (and would implement a General Plan policy that would reduce impacts of development under the General Plan as a whole), it would not ensure that sufficient habitat is maintained to avoid fragmentation.

Proposed Expansion of the Agricultural Districts

The 2004 General Plan EIR raised the concern that “[a]gricultural expansion has the potential for far greater impacts on the extent and connectivity of habitat than residential development, as a greater area of land in larger contiguous patches is generally more greatly disturbed.” However, land conversion data from the FMMP does not support this concern. The conversion data for the three most recent reporting periods indicate that the amount of Other land converted to Agricultural was far outweighed by the amount of Agricultural land that converted to Other lands. The Other land category is not limited to wild land habitats as it also includes rural residential uses. Agricultural land that has been converted to Other land most probably became rural residential or other non-wild land land-use type. A certain amount of wild land habitat is being converted to agricultural use, but the amount is small, as shown in Table 3.4-4.

Table 3.4-4. Conversion of Other Land to Agriculture in El Dorado County, 2004–2010

Reporting Period	Land Converted from Other Land to Agricultural Land (in acres)	Land Converted from Agricultural Land to Other Land (in acres)
2008–2010	104	1,808
2006–2008	94	1,522
2004–2006	96	1,590

Sources: Department of Conservation 2007, 2009, 2011.

The TGPA's revisions to the Agricultural Districts expand the amount of land identified as being key to the county's agricultural economy. This does not otherwise change the existing land use designations and would not lead to fragmentation of habitat. The process of identifying the land that was added to the Agricultural Districts focused on land with agricultural value, not wild land habitats. And, inclusion in the Agricultural District boundaries does not require or impel a land owner to begin new agricultural activities on their land.

Proposed Amendment to Policy 2.2.3.1 (open space in –PD zones).

This would change the way in which future development with a –PD combining zone interacts with biological resources. Current policy applies to –PD projects of five or fewer units, multi-family, and mixed use projects. As a result, the proposal would marginally reduce the open space available next

to such projects. Where the projects are on the fringe of the developed area, wildlife habitat can be adversely affected. Similarly, the switch to a 15 and 15 set aside option for HDR-PDs would increase the area that would be removed from wildlife habitat by allowing up to 15% of the development to be in private yards rather than actual open space that could be available to wildlife. This amendment would reduce the open space area available for wildlife habitat in -PD zones and thereby increase the potential to convert or fragment existing habitat. General Plan Policy 7.4.1.6 requires discretionary projects to avoid fragmenting habitat when feasible or to mitigate for the loss if avoidance is not feasible. Discretionary projects would also be subject to CEQA review that would specify the necessary mitigation in order to comply with this policy. This would be sufficient to protect habitat from fragmentation. The impact would be less than significant.

Proposed Amendment to Policy 2.4.1.5 (infill development)

This amendment would encourage infill development on sites of up to 5 acres in size in existing communities where, among other limitations, the site does not have habitat value for endangered, rare, or threatened species. Although limited to existing communities, the maximum site area eligible for infill is large enough to support habitat for special-status species. Because of the rural nature of the county, infill development of this size may have the potential to adversely affect biological resources when the project site either adjoins existing development or the site itself supports biological resources. Restricting this policy to sites without habitat for endangered, rare, or threatened species does not protect other special-status species. This impact would be significant and unavoidable.

Proposed Amendment to Policy 7.1.2.1 and Zoning Ordinance Section 17.30.060 (hillside development)

These amendments would authorize development on slopes exceeding 30% under specified circumstances. There is no specific development project being proposed at this time, and the number, size, and habitat value of sites to which the proposed amendments might be applied cannot be known because this will depend upon the future proposals of individual land owners. However, this amendment would expand the area of the county that is suitable for development onto land that has previously been undeveloped. This would have the potential to adversely affect biological resources by authorizing development on steep slopes. It is reasonably foreseeable that this would include habitat for special-status species. General Plan Policy 7.4.2.2, which requires identification and avoidance of critical wildlife areas and mitigation corridors, would limit this impact. Implementation of Mitigation Measure BIO-1a would reduce this impact to a less-than-significant level. The measure would restrict development where special-status species habitat exists.

Proposed Zoning Ordinance Section 17.21.020 (land uses in Planned Agricultural, Rural Lands, Forest Resource, and TPZ zones)

Agricultural, Rural Lands, Forest Resource, and TPZ land uses are potentially intensive and can be reasonably foreseen to result in the conversion or fragmentation of habitat lands, with the two exceptions of Agriculture and Timber Lodging and Health Resort and Retreat Center uses. In most cases, these uses would be dependent upon approval of a discretionary CUP, minor use permit (MUP), or administrative permit (AP) that would subject the development project to CEQA analysis and mitigation. Nonetheless, some of these uses could result in reasonably foreseeable significant and unavoidable impacts on biological resources.

Agricultural and Timber Resource Lodging would be required to demonstrate to the El Dorado County Department of Agriculture and Weights and Measures that the site still meets the minimum

qualifications for agricultural or grazing use under the Williamson Act, whether the site is under contract or not. This limitation should effectively limit the size and character of the lodging to uses that are compatible with agriculture and minimize the change in land use. General Plan Policy 7.4.2.2, which requires identification and avoidance of critical wildlife areas and mitigation corridors, would also limit this impact. Therefore, this impact would be less than significant.

Health Resort and Retreat Center is a proposed new use permissible in the PA, AG, RL, FR, and TPZ zones upon approval of a CUP. Unless limited in size, it could result in the conversion or fragmentation of important habitat. However, implementation of Mitigation Measure AG-1a would reduce the impact to a less-than-significant level. The measure would limit the size of Health Resort and Retreat Centers, consistent with the requirements for Bed and Breakfast Inns. With this size limitation, the potential for adverse impact on important habitat is greatly reduced. In addition, General Plan Policy 7.4.2.2, which would require identification and avoidance of critical wildlife areas and mitigation corridors, would also limit this impact.

The other land uses in Planned Agricultural, Rural Lands, FR, and TPZ zones include some uses (e.g., Feed and Farm Supply Store; Industrial, General; Off-Road Vehicle Recreation Area) that are typically intensive and could require the conversion of a substantial area whereby most or all natural habitat must be removed in order to operate as designed. This is because these uses typically include parking lots, storage areas (covered or open air), large buildings or work areas, and require extensive grading (unless the site is already level). The impacts of an off-road vehicle recreation area result from the creation of a network of bare trails across the landscape. Even development of a Ski Area, which typically retains some tree cover, would require a large dedicated base and parking area, would remove a substantial number of trees to create ski runs, and would introduce substantial new human activity to the area. Such uses would only be allowed upon prior approval of a CUP or other use permit, and such processes would be subject to CEQA and related mitigation measures. However, given that the uses in Agricultural, Rural Lands, FR, and TPZ zones would typically be located in rural areas where important habitat is most likely to exist and that the uses would require the removal of habitat from most or all of the sites to some extent, it is reasonably foreseeable that in some cases the EIR prepared for such uses could conclude that there would be one or more significant and unavoidable impacts, including the conversion or fragmentation of habitat. This impact would be significant and unavoidable.

Proposed Zoning Ordinance Section 17.24.020 (residential R1A, R2A, R3A, and RE zones only)

A Private Recreation Area is defined under the proposed ZOU as follows:

Recreational facilities owned and operated by a homeowners' association or similar entity for the benefit of property owners within a subdivision or multi-unit residential complex. It may include, but is not limited to, swimming pools, indoor or outdoor sport courts, meeting rooms, clubhouse, and any facilities required to maintain said recreation areas.

Typically, this is an intensive land use that would be at an existing, developed site and would be allowed only upon approval of a CUP, subject to CEQA analysis and mitigation. This type of use is not necessarily so intensive that it would result in a conversion or fragmentation of habitat. However, there are reasonably foreseeable situations in which such a facility could be proposed on land adjoining an existing development that provides habitat. General Plan Policy 7.4.2.2, which requires identification and avoidance of critical wildlife areas and mitigation corridors, would limit this impact. Implementation of Mitigation Measure BIO-1b, by specifically limiting those situations in

which a CUP may be granted, would ensure that conversion or fragmentation of important habitat would not occur. This measure would reduce the impact to a less-than-significant level.

Public Utility Services Facilities, Intensive (e.g., electrical receiving facilities or substations, sewage treatment facilities, and power generating facilities) authorized in residential zones upon approval of a CUP would expand the list of uses potentially allowed in the current Zoning Ordinance. Public Utility Service Facilities, Intensive (i.e., facilities necessary to provide the community with power, water, sewage disposal, telecommunications, and similar services) is defined under the proposed ZOU as follows:

Service Facilities that may have the potential to cause impacts from noise, lights, odors, or the use of hazardous materials, such as electrical receiving facilities or substations, sewage treatment facilities, and power generating facilities.

This is an intensive land use that typically requires the conversion of a substantial area and the removal of most or all natural habitat in order to operate as designed. Public Utility Service Facilities would only be allowed upon prior approval of a CUP, and such processes would be subject to CEQA analysis and mitigation. However, given that the uses would typically require the removal of important habitat if such habitat is located on the proposed site of the facilities, it is reasonably foreseeable that the EIR prepared for such use would conclude that it would have one or more significant and unavoidable impacts, including the conversion or fragmentation of habitat. This impact would be significant and unavoidable.

Proposed Zoning Ordinance Section 17.25.010 and 17.25.020 (recreational facilities in RFL and RFH zones)

Three of the recreational facility land uses in the RFL and RFH zones (i.e., Campground, Golf Course, and Off-Highway Vehicle Recreation Area) are already allowable under the existing Zoning Ordinance; any environmental impacts related to these three uses would not be the result of adopting the ZOU. However, the following additional land uses would be newly allowed in these zones as a result of the ZOU: Health and Resort Center, Ski Area, Large Amusement Complex, and Hotel or Motel. In most cases, these uses would be dependent upon approval of a CUP, MUP, or AP that would subject the development project to CEQA analysis and mitigation. However, some of these uses could result in reasonably foreseeable significant and unavoidable impacts on biological resources.

Implementation of Mitigation Measure AG-1a would reduce the potential adverse effect of a Health and Resort Center on habitat to a less-than-significant level.

A Ski Area land use is likely to result in adverse effects on habitat despite being subject to CEQA analysis and mitigation. Although General Plan Policy 7.4.2.2 requires identification and avoidance of critical wildlife areas and mitigation corridors, the size and intensity of a typical ski area would reduce the effectiveness of this policy by removing other habitat in order to avoid those areas. The impact would be significant and unavoidable.

A Large Amusement Complex is defined in the ZOU as follows:

Theme park or similar complex which exceeds two acres in size and which includes outdoor amusement attractions such as mechanized or carnival rides or water slides.” Outdoor entertainment is defined as: “Predominantly spectator uses conducted outside of or partially within a building, typical uses include amphitheaters, sports arenas, race tracks, and zoos.

A Large Amusement Complex is an intensive land use that typically requires buildings and parking that necessitate the removal of most or all natural habitat in order for the facility to operate as designed. Therefore, it is reasonably foreseeable that these types of developments would, despite being subject to CEQA analysis and mitigation, have a significant and unavoidable impact on habitat.

Similarly, construction of a Hotel or Motel in the RFH zone, even though subject to a discretionary CUP and related CEQA analysis and mitigation, requires facilities and parking that necessitate the removal of or fragmentation of habitat if the site is in a natural state. Therefore, it is reasonably foreseeable that Hotel or Motel development would have a significant and unavoidable impact on habitat.

Proposed Zoning Ordinance Section 17.40.260 (Ranch Marketing)

Special events for purposes of Ranch Marketing are defined in the ZOU as “events such as charitable events, promotional events, and facility rental events, where more than 50 persons are in attendance... [f]acility rental events involve the property, or portions thereof, being rented or donated for weddings, parties, company picnics, and similar social gatherings.” Music festivals and concerts are not defined. These activities may be carried out without resulting in the conversion or fragmentation of important habitat when habitat avoidance and limitation on activities that would adversely affect habitat are prioritized in the design and presentation of the event. Implementation of Mitigation Measure BIO-1c would restrict certain Ranch Marketing events to areas without special-status species habitat. Implementation of this measure would reduce the impact to a less-than-significant level.

Conclusions

Impacts related to infill uses would be significant and unavoidable.

Impacts related to allowing development on 30% hillsides would be reduced to a less-than-significant level by Mitigation Measure BIO-1a.

Impacts related to Agricultural and Timber Resource Lodging uses would be less than significant.

Implementation of Mitigation Measure BIO-1b would reduce impacts associated with Private Recreation Areas to a less-than-significant level.

Impacts related to Public Utility Services Facilities authorized in residential zones upon approval of a CUP would be significant and unavoidable.

Impacts related to allowing Health and Resort Center, Ski Area, Large Amusement Complex, and Hotel or Motel in the RFL and RFH zones could result in reasonably foreseeable significant impacts on biological resources. Implementation of Mitigation Measure AG-1a would reduce the potential adverse effect of a Health and Resort Center on habitat to a less-than-significant level, but the impacts of Ski Area, Large Amusement Complex, and Hotel or Motel uses would be significant and unavoidable.

Implementation of Mitigation Measure BIO-1c would restrict certain Ranch Marketing events to areas without special-status species habitat. Implementation of this measure would reduce impacts related to Ranch Marketing uses to a less-than-significant level.

Allowing intensive land uses in Planned Agricultural, Rural Lands, and Resources zones (e.g., Feed and Farm Supply Store; Industrial, General; Off-Road Vehicle Recreation Area or Ski Area) could

require the conversion of a substantial area whereby most or all natural habitat must be removed in order to operate as designed. This impact would be significant and unavoidable.

Overall, impacts related to loss and fragmentation of wildlife habitat would be significant and unavoidable.

Mitigation Measure AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers

Mitigation Measure BIO-1a: Limit the relaxation of hillside development standards

Revise proposed Policy 7.1.2.1, existing Policy 7.4.1.6, and proposed Section 17.30.060, subsections C and D, as follows.

Policy 7.1.2.1 Development or disturbance of slopes over 30% shall be restricted. Standards for implementation of this policy, including but not limited to a prohibition on development or disturbance where special-status species habitat is present and exceptions for access, reasonable use of the parcel, and agricultural uses shall be incorporated into the Zoning Ordinance.

Policy 7.4.1.6 All development projects involving discretionary review shall be designed to avoid disturbance or fragmentation of important habitats to the extent reasonably feasible. Development projects on slopes over 30% is prohibited where special-status species habitat is present. On slopes less than 30% where ~~Where~~ avoidance is not possible, the development shall be required to fully mitigate the effects of important habitat loss and fragmentation. Mitigation shall be defined in the Integrated Natural Resources Management Plan (INRMP) (see Policy 7.4.2.8 and Implementation Measure CO-M).

The County Agricultural Commission, Plant and Wildlife Technical Advisory Committee, representatives of the agricultural community, academia, and other stakeholders shall be involved and consulted in defining the important habitats of the County and in the creation and implementation of the INRMP.

Section 17.30.060, subsection C. Development Standards applicable to slopes 30 percent or greater.

Development that will result in ground disturbance on slopes 30 percent or greater with a vertical height of 50 feet or more shall be prohibited, except where reasonable use of the property would be denied, as provided in subsection E, or the activity is exempt under subsection D, below.

Any development allowed on slopes 30 percent or greater with a vertical height of less than 50 feet shall require a grading or building permit and shall include an erosion and sediment control plan in compliance with the County Grading Design Manual. Development shall be prohibited where ground disturbance would adversely affect important habitat through conversion or fragmentation. In order to demonstrate that adverse effects on important habitat will be avoided, the development proponent shall submit an independent Biological Resources Study, to be prepared by a qualified biologist, which examines the site for important habitat consistent with General Plan Implementation Measure CO-U.

Where required by the Grading Design Manual, technical studies from qualified professionals, such as soils or geotechnical reports to assess the erosion potential or slope

stability may be required. Recommendations for erosion control or slope stabilization measures contained in the technical reports shall be implemented as a requirement of the grading or building permit. A surety bond, cash deposit or other security acceptable to the county may be required to ensure that long term erosion control measures, such as slope landscaping, are permanently established.

Section 17.30.060, subsection D. Exemptions.

The following types of development are exempt from the provisions of this Section:

1. Development that will avoid disturbance of slopes 30 percent or greater;
- ~~2. Development on slopes 30 percent or greater which are less than 50 feet in vertical height;~~
- ~~3~~2. Construction of public or private streets and roads, emergency vehicle access or driveways;
- ~~4~~3. Development approved prior to the adoption of this ordinance which has identified the extent of allowable development. These include approved variances, tentative and final subdivision and parcel maps, planned developments or other actions;
- ~~5~~4. Disturbance of existing artificial slopes created under a permit issued by the county or for which a permit was not required at the time the slopes were created;
- ~~6~~5. Repair of existing infrastructure, or replacement or repair of existing structures in substantially the same footprint;
- ~~7~~6. Disturbance on slopes necessary for public safety, such as ~~removal of poisonous or noxious plants~~, controlled removal or thinning of vegetation as part of a fire protection program when not adversely affecting habitat, or other public safety purpose;
- ~~8~~7. Development of a public trail comprising a component of the county’s regional parks and trails master plans;
- ~~9~~8. Projects located in the Tahoe Basin. Such projects are subject to the policies and regulations of the Tahoe Regional Planning Agency Code of Ordinances;
- ~~10~~9. Underground utilities with accessory above ground components, utility poles and guy wires, and other similar features;
- ~~11~~10. Agricultural activities that utilize BMPs, as recommended by the County Agricultural Commission and adopted by the Board.

Mitigation Measure BIO-1b: Limit the approval of Private Recreation Areas

Add a footnote to Table 17.24.020 at the matrix entries for Private Recreation Area under the R1A, R2A, R3A, and RE zones to read as illustrated below.

Use Type	R1A	R2A	R3A	RE
Private Recreation Area	PD/CUP ³	PD/CUP ³	PD/CUP ³	PD/CUP ³

³ Allowed only where the project site has no value as habitat for special-status animal and plant species identified on the most recent California Natural Diversity Database list for El Dorado County, and is consistent with General Plan Policy 7.4.1.6 regarding avoidance of important habitats.

Mitigation Measure BIO-1c: Limit music festivals and concerts

Add a footnote to Table 17.40.260.2 at the matrix entries for the LA and PA zones, as follows:

Use Type	LA	PA
Music festivals & concerts	T/CUP ¹	T/CUP ¹

¹ Allowed only where the project site has no value as habitat for special-status animal and plant species identified on the most recent California Natural Diversity Database list for El Dorado County, and is consistent with General Plan Policy 7.4.1.6 regarding avoidance of important habitats.

Add a footnote to Table 17.40.260.2 at the matrix entries for the AG zones, as follows.

Use Type	AG (160+acres)	AG (40 160 acres)	AG (less than 40 acres)
Music festivals & concerts	T/CUP ¹	T/CUP ¹	T/CUP ¹

¹ Allowed only where the project site has no value as habitat for special-status animal and plant species identified on the most recent California Natural Diversity Database list for El Dorado County, and is consistent with General Plan Policy 7.4.1.6 regarding avoidance of important habitats.

Impact BIO-2: Have a substantial adverse effect on special-status species (significant and unavoidable)

2004 General Plan EIR Conclusions

The 2004 General Plan EIR found that “[d]evelopment of and increases in urban, agricultural, and mined areas under the General Plan would lead to loss of habitat and loss of individuals of both special-status plants and animals.” The 2004 General Plan EIR noted that the General Plan “would significantly affect special-status plants and special-status animals. Significant impacts would be attributed mostly to losses of habitat for special-status species that result from existing and projected land uses and population.” The 2004 General Plan EIR discussed the fact that various special-status species, including plants reliant upon gabbro soils, are known to inhabit areas designated in the General Plan for high- and medium-intensity land uses. Although General Plan designations for Open Space (OS) and the Ecological Preserve and –IBC overlays would offer some protection for these species, the designations do not cover all of the existing habitat and “the policies and implementation measures for [the General Plan] do not provide assurance that this impact would be reduced to less-than-significant.” The 2004 General Plan EIR made the following conclusion.

With implementation of [Mitigation Measures 5.12-1(d) and (e) of the No Project Alternative], impacts would be reduced, but not to a less-than-significant level because the amount and location of proposed development is such that impacts on special-status species could not be avoided and the amount of habitat to support remaining populations would not be sufficient to ensure that local extirpation would not occur.

The 2004 General Plan EIR identified two mitigation measures for this impact. The measures and the corresponding General Plan policies are illustrated in Table 3.4-5.

Table 3.4-5. 2004 General Plan EIR Mitigation Measures and Adopted General Plan Policies

2004 General Plan Mitigation Measures	Adopted General Plan Policies
5.12-1(d)—Develop and Implement an Integrated Natural Resources Management Plan	7.4.2.8 and Implementation Measure CO-M
5.12-1(e)—Adopt a No-Net-Loss Policy and Mitigation Program for Important Habitat	7.4.1.6 Implementation Measure CO-U ¹⁰

Project Impacts

The components of the project identified under *Impact Mechanisms* relate to this impact (i.e., Impact BIO-2). The discussion under Impact BIO-1 also applies to this impact.

Proposed amendment to Policy 2.2.3.1 (open space in –PD zones)

This amendment would reduce the open space area available for wildlife habitat in –PD zones and thereby increase the potential to adversely affect special-status species. General Plan Policy 7.4.1.6 requires discretionary projects to avoid fragmenting habitat when feasible or to mitigate for the loss if avoidance is not feasible. Discretionary projects would also be subject to CEQA review that would specify the necessary mitigation in order to comply with this policy. This would be sufficient to protect habitat from fragmentation. This impact would be less than significant.

Proposed amendment to Policy 2.4.1.5 (infill development)

This proposed amendment would encourage infill development on sites of up to 5 acres in size in existing communities where, among other limitations, the site does not have habitat value for endangered, rare, or threatened species. Although limited to existing communities, the maximum site area eligible for infill is large enough to support habitat for special-status species. Restricting this policy to sites without habitat for endangered, rare, or threatened species does not protect other special-status species. This impact would be significant and unavoidable.

Proposed amendment to Policy 7.1.2.1 and Zoning Ordinance Section 17.30.060 (hillside development)

The amendments would authorize development on slopes exceeding 30% under specified circumstances. There is no specific development project being proposed at this time, and the number, size, and habitat value of sites to which the proposed amendments might be applied cannot be known because this will depend upon the future proposals of individual land owners. However, this amendment would expand the area of the county that is suitable for development onto land that has previously been undeveloped. It is reasonably foreseeable that this will include areas supporting special-status species. Implementation of Mitigation Measure BIO-1a would reduce this impact to a less-than-significant level.

¹⁰ Measure 5.12-1(e) was revised in the findings for the 2004 General Plan EIR, but the provisions in the Final EIR were retained in the combination of Policy 7.4.1.6 and Implementation Measure CO-U.

Proposed Zoning Ordinance Section 17.21.020 (land uses in Agricultural, Rural Lands, and Resources zones)

Agricultural, Rural Lands, and Resources land uses are potentially intensive and can be reasonably foreseen to affect special-status species, with the exception of Agricultural and Timber Resource Lodging and Health Resort and Retreat Center uses.

Agricultural and Timber Resource Lodging would be required to demonstrate to the El Dorado County Department of Agriculture and Weights and Measures that the site still meets the minimum qualifications for agricultural or grazing use under the Williamson Act, whether the site is under contract or not. This limitation should effectively limit the size and character of the lodging to uses that are compatible with agriculture and minimize the change in land use. This impact would be less than significant.

Health Resort and Retreat Center is a proposed new use permissible in the PA, AG, RL, FR, and TPZ zones upon approval of a CUP. Unless limited in size, it could result in conflicts with special-status species. However, implementation of Mitigation Measure AG-1a would reduce the impact to a less-than-significant level. The measure would place reasonable size restrictions on centers consistent with the requirements for Bed and Breakfast Inns. With this size limitation, the potential for adverse impact on special-status species is greatly reduced.

The other land uses in Planned Agricultural, Rural Lands, RL, FR, and TPZ zones include some uses (e.g., Feed and Farm Supply Store; Industrial, General; Off-Road Vehicle Recreation Area) that are typically intensive and could require the conversion of a substantial area whereby most or all natural habitat must be removed in order to operate as designed. This is because these uses typically include parking lots, storage areas (covered or open air), large buildings or work areas, and require extensive grading (unless the site is already level). The impacts of an off-road vehicle recreation area result from the creation of a network of bare trails across the landscape. Even development of a ski area, which typically retains some tree cover, requires a large dedicated base and parking area, would remove a substantial number of trees to create ski runs, and would introduce substantial new human activity to the area. Such uses would only be allowed upon prior approval of a CUP or other use permit, and such processes would be subject to CEQA and related mitigation measures. However, given that the uses in Agricultural, Rural Lands, FR, and TPZ zones would typically be located in rural areas where special-status species are most likely to exist and that the uses would require the removal of habitat from most or all of the sites to some extent, it is reasonably foreseeable that in some cases the EIR prepared for such uses would conclude that there would be one or more significant and unavoidable impacts, including adverse impacts on special-status species. This impact would be significant and unavoidable.

Proposed Zoning Ordinance Section 17.24.020 (residential R1A, R2A, R3A, and RE zones only)

A Private Recreation Area is defined under the proposed ZOU as follows.

Recreational facilities owned and operated by a homeowners' association or similar entity for the benefit of property owners within a subdivision or multi-unit residential complex. It may include, but is not limited to, swimming pools, indoor or outdoor sport courts, meeting rooms, clubhouse, and any facilities required to maintain said recreation areas.

Typically, this is an intensive land use that would be at an existing, developed site and would be allowed only upon approval of a CUP, subject to CEQA analysis and mitigation. This type of use is not necessarily so intensive that adverse effects on special-status species could not be avoided through facility design. However, there are reasonably foreseeable situations in which such a facility could be

proposed on land adjoining an existing development that supports special-status species. Implementation of Mitigation Measure BIO-1b, by specifically limiting those situations in which a CUP may be granted, would ensure that in those situations adverse impacts on special-status species would be avoided. This measure would reduce the impact to a less-than-significant level.

Public Utility Service Facilities, Intensive (i.e., facilities necessary to provide the community with power, water, sewage disposal, telecommunications, and similar services) is defined under the proposed ZOU as follows.

Service Facilities that may have the potential to cause impacts from noise, lights, odors, or the use of hazardous materials, such as electrical receiving facilities or substations, sewage treatment facilities, and power generating facilities.

This is an intensive land use that typically requires the conversion of a substantial area and the removal of most or all natural habitat in order to operate as designed. Public Utility Service Facilities would only be allowed upon prior approval of a CUP, and such processes would be subject to CEQA analysis and mitigation. However, given that the uses would typically require the removal of important habitat if such is located on the proposed site of the facilities, it is reasonably foreseeable that the EIR prepared for such use would conclude that it would have significant and unavoidable impacts on special-status species supported by that habitat. This impact would be significant and unavoidable.

Proposed Zoning Ordinance Section 17.25.010 and 17.25.020 (recreational facilities in RFL and RFH zones)

Three of the recreational facility land uses in the RFL and RFH zones (i.e., Campground, Golf Course, and Off-Highway Vehicle Recreation Area) are already allowable under the existing Zoning Ordinance; any environmental impacts related to these three uses would not be the result of adopting the ZOU. However, the following additional land uses would be newly allowed in these zones as a result of the ZOU: Health and Resort Center, Ski Area, Large Amusement Complex, and Hotel or Motel.

Implementation of Mitigation Measure AG-1a would reduce the potential adverse effect of a Health and Resort Center on special-status species to a less-than-significant level.

A Ski Area land use is likely to result in adverse effects on special-status species despite being subject to CEQA analysis. This would have a significant and unavoidable effect.

A Large Amusement Complex is defined in the ZOU as follows.

Theme park or similar complex which exceeds two acres in size and which includes outdoor amusement attractions such as mechanized or carnival rides or water slides." Outdoor entertainment is defined as: "Predominantly spectator uses conducted outside of or partially within a building, typical uses include amphitheatres, sports arenas, race tracks, and zoos.

A Large Amusement Complex is an intensive land use that typically requires buildings and parking that necessitate the removal of most or all natural habitat in order for the facility to operate as designed. Therefore, it is reasonably foreseeable that these types of developments would, despite being subject to CEQA analysis and mitigation, have a significant and unavoidable impact on special-status species reliant upon that habitat.

Similarly, construction of a hotel or motel in the RFH zone, even though subject to a discretionary CUP and related CEQA analysis and mitigation, requires facilities and parking that necessitate the

removal of or fragmentation of habitat if the site is in a natural state. Therefore, it is reasonably foreseeable that Hotel or Motel development would have a significant and unavoidable impact on special-status species reliant upon that habitat.

Proposed Zoning Ordinance Section 17.40.260 (Ranch Marketing)

Special events for purposes of Ranch Marketing are defined in the ZOU as “events such as charitable events, promotional events, and facility rental events, where more than 50 persons are in attendance... [f]acility rental events involve the property, or portions thereof, being rented or donated for weddings, parties, company picnics, and similar social gatherings.” Music festivals and concerts are not defined. These activities may be carried out without resulting in the conversion or fragmentation of important habitat when habitat avoidance and limitation on activities that would adversely affect habitat are prioritized in the design and presentation of the event. Implementation of General Plan Policy 7.4.2.2 would protect critical wildlife areas, and implementation of Mitigation Measures BIO-1c and BIO-2 would strengthen protection of special-status species by further restricting Ranch Marketing events. Implementation of these measures would reduce the impact to a less-than-significant level.

Conclusions

Impacts related to infill uses would be significant and unavoidable.

Impacts related to allowing development on 30% hillsides would be reduced to a less-than-significant level by Mitigation Measure BIO-1a.

Impacts related to Agricultural and Timber Resource Lodging uses would be less than significant.

Impacts related to Health Resort and Retreat Centers would be reduced to a less-than-significant level by implementation of Mitigation Measure AG-1a.

Implementation of Mitigation Measure BIO-1b would reduce impacts associated with Private Recreation Areas to a less-than-significant level.

Impacts related to Public Utility Services Facilities authorized in residential zones upon approval of a CUP would be significant and unavoidable.

Impacts related to allowing Health and Resort Center, Ski Area, Large Amusement Complex, and Hotel or Motel in the RFL and RFH zones could result in reasonably foreseeable significant impacts on biological resources. Implementation of Mitigation Measure AG-1a would reduce the potential adverse effect of a Health and Resort Center on habitat and special status species reliant on that habitat to a less-than-significant level, but the impacts of Ski Area, Large Amusement Complex, and Hotel or Motel uses would be significant and unavoidable.

Implementation of Mitigation Measure BIO-1c would restrict certain Ranch Marketing events to areas without special-status species habitat and implementation of Mitigation Measure BIO-2 would strengthen protection of special-status species by further restricting Ranch Marketing events. Implementation of these measure would reduce impacts related to Ranch Marketing uses to a less-than-significant level.

Allowing intensive land uses in Planned Agricultural, Rural Lands, and Resources zones (e.g., Feed and Farm Supply Store; Industrial, General; Off-Road Vehicle Recreation Area or Ski Area) could require the conversion of a substantial area. Therefore, it is reasonably foreseeable that these types

of developments would, despite being subject to CEQA analysis and mitigation, have a significant and unavoidable impact on special-status species reliant upon that habitat. This impact would be significant and unavoidable.

Overall, effects on special-status species would be significant and unavoidable.

Mitigation Measure AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers

Mitigation Measure BIO-1a: Limit the relaxation of hillside development standards

Mitigation Measure BIO-1b: Limit the approval of Private Recreation Areas

Mitigation Measure BIO-1c: Limit music festivals and concerts

Mitigation Measure BIO-2: Return event site to pre-event condition

Amend Section 17.040.260.F.1.e as follows.

e. Special Events. Special events, subject to the following limitations:

- (1) Total of 24 events per calendar year.
- (2) Maximum capacity of 250 persons at one time.
- (3) Special events shall be limited in time duration to 48 hours, and the event site shall be returned to its pre-event condition after each use.
- (4) The total number of special events shall be limited to the number provided in this paragraph and shall not be cumulative if a lot also qualifies for events under Paragraph I.4 or Section 17.40.400 (Wineries).
- (5) Special events may be held throughout the year and are not limited to the harvest season.

Impact BIO-3: Have a substantial adverse effect on wildlife movement (significant and unavoidable)

2004 General Plan EIR Conclusions

The 2004 General Plan EIR found that the General Plan would have a significant and unavoidable impact on wildlife movement. It summarized the concerns and the General Plan's impact mechanisms as follows.

Urban development in western El Dorado County under the General Plan would substantially reduce the ability of terrestrial wildlife to move unimpeded through this region. The increased population would result in additional barriers to wildlife such as fencing, roadways, and more vehicular traffic. Development under the General Plan could also result in impacts on aquatic habitat, such as diversion of streamflows, that could impede movement by native fishes.

Many wildlife species move from one location to another to areas that provide suitable cover, foraging habitat, and breeding habitat. Wildlife movement can be divided into two broad categories: long-distance seasonal migration between winter and summer habitats, and regular short-distance movements within home ranges or territories. Allowing animals to move unimpeded increases their chances of survival and reproductive success and enhances opportunities for genetic interchange between populations.

Landscape-level impacts on terrestrial wildlife movement commonly occur when large areas of contiguous habitat become fragmented. Movement of resident fishes can also be affected by fragmentation when it results in surface water degradation or diversion of streamflows. Fragmentation in the foothills of the Sierra Nevada usually results when the landscape is parceled into smaller lots through subdivision. Adverse effects on wildlife movement can result even from relatively low-density residential development and become increasingly problematic at lot sizes less than 10 acres per unit.

Preserving connectivity between large areas of natural habitat is a key to maintaining opportunities for wildlife movement. Natural linkages often exist in the form of riparian corridors, canyon bottoms, and ridgelines. But connectivity is not just corridors; habitat linkages are best provided by maintaining a permeable landscape, one that permits the uninhibited movement of wildlife species across large distances. Connectivity, as it relates to wildlife movement, is afforded more by the suitability of the overall landscape matrix than by the presence or absence of discrete corridors (citation). To protect opportunities for wildlife movement in areas that are becoming increasingly urbanized, it is essential to preserve a permeable landscape and to ensure, wherever possible, that major movement corridors continue to function unobstructed by roads, fencelines, and other barriers.

Many areas in western El Dorado County could be described as important wildlife corridors. Riparian zones and canyons that currently serve as important corridors for local movement by terrestrial wildlife species include: South Fork American River, Weber Creek, Deer Creek, Big Canyon Creek, Middle Fork Cosumnes River, Camp Creek, and North Fork Cosumnes River. Important movement corridors for migratory deer have been identified by CDFG ([2004 EIR] Exhibits 5.12-15 through 5.12-17). Under CEQA, impacts are considered significant when they result in substantial interference with the movement of any native resident or migratory species. Therefore, significant impacts could result from actions that substantially isolate wildlife populations or eliminate opportunities for wildlife to reach important habitat for their survival and reproduction.

Important migratory-deer-herd habitat identified by CDFG includes summer, winter, fawning, and holding habitats. Important summer, fawning, and holding areas are found at higher elevations in the eastern and central portions of the county on land that is predominantly under USFS jurisdiction. Important summer habitat is located at lower elevations on both jurisdictional and USFS land, but areas between winter and summer habitat are designated largely for low-intensity land uses under each equal-weight alternative. Because future and existing development would be concentrated at lower elevations on the west slope through 2025, development in areas that link important winter and summer habitat may not be substantially affected. By buildout, however, urban development could progress up the west slope enough to encroach on important deer-herd habitat; at this point, the density of housing and associated development (e.g., fencing, roadways) could substantially impede the movement of migratory deer.

Potentially significant effects are expected on wildlife movement in the western third of El Dorado County where development pressure is heaviest. As this region becomes increasingly urbanized, uninhibited movement by wildlife would become more difficult because of new urban and agricultural development. Secondary obstructions and disturbances, such as fencing, lighting, roadways, traffic, and domestic pets, would also adversely affect wildlife movement opportunities. U.S. 50, which bisects the county, and development adjacent to the highway already limits north-south wildlife movement in western El Dorado County.

Although not explicitly stated in the above discussion, the 2004 General Plan EIR noted the development of approximately 32,500 new housing units as would eventually be allowed under the General Plan would adversely affect wildlife movement, despite the General Plan's concentration of high- and medium-density land uses in the Community Regions and Rural Centers. The 2004 General Plan EIR called out the General Plan's extensive use of the Important Biological Corridor (-IBC) overlay as a potentially useful tool to provide connectivity, but qualified the statement by pointing out that "[d]epending upon the strength of the standards, the -IBC overlay could have

varying degrees of success toward achieving its objectives.” It concluded that “[e]ven with the –IBC, the degree to which wildlife movement corridors would ultimately be protected is uncertain because of the amount of development expected during the planning horizon” (El Dorado County 2004).

The 2004 General Plan EIR identified one mitigation measure for this impact. The measure and the corresponding General Plan policies are illustrated in Table 3.4-6.

Table 3.4-6. 2004 General Plan EIR Mitigation Measures and Adopted General Plan Policies

2004 Mitigation Measure	Adopted General Plan Policies
5.12-1(d)—Develop and Implement an Integrated Natural Resources Management Plan	7.4.2.8 Implementation Measure CO-M

Project Impacts

General Plan Policy 7.4.2.2 provides that where critical wildlife areas and migration corridors are identified during review of projects, the County shall protect the resources from degradation by requiring all portions of the project site that contain or influence said areas to be retained as non-disturbed natural areas through mandatory clustered development on suitable portions of the project site or other means such as density transfers if clustering cannot be achieved. This policy is applicable to discretionary projects and would reduce the effects of the project’s impact mechanisms.

General Plan Policy 7.4.2.9 provides that the -IBC overlay will be applied to lands identified as having high wildlife habitat values because, among other criteria, of their connectivity. The policy establishes broad standards for future development that are intended to avoid impacts on biological corridors. Although this would reduce the project’s impact in this regard, the ordinance containing the specific standards necessary to implement this policy vision has yet to be adopted by the County. As a result, the policy would have a limited effect in mitigating the impacts of the project.

The proposed ZOU includes new Zoning ordinance Section 17.30.030.G (protection of wetlands and sensitive riparian habitat) that would require the avoidance and minimization of impacts on wetlands and sensitive riparian habitat. These requirements would apply to all ministerial and discretionary permits proposed adjacent to perennial streams, rivers, or lakes; any intermittent streams and wetlands shown on the latest U.S. Geological Survey Quad maps; and any sensitive riparian habitat within the county. Ministerial development would be required to be set back 25 feet from any intermittent stream, wetland or sensitive riparian habitat, or a distance of 50 feet from any perennial lake, river, or stream. All discretionary development with the potential to impact wetlands or sensitive riparian habitat would require a biological resource evaluation to establish the area of avoidance and any buffers or setbacks required to reduce the impacts to a less-than-significant level (this would be in addition to any required CEQA analysis). Where all impacts are not reasonably avoided, the biological resource evaluation would be required to identify mitigation measures that may be employed to reduce the significant effects. The proposed code would also establish greater setbacks from the county’s major lakes, rivers, and creeks.

Riparian corridors are commonly used by wildlife to move through the landscape. By establishing minimum setbacks from waterways, bands of riparian habitat would be kept from development. As a result, this component of the ZOU would reduce the project’s potential to interfere with wildlife

movement along rivers, creeks, and streams, including some intermittent streams. Although this would reduce the project's potential impact, it would not ensure that sufficient area is available along these waterways so that they will remain useful movement corridors for wildlife. Further, it would not avoid impacts on wildlife corridors that are not within riparian areas.

Impact BIO-3 is concerned with the ability of wildlife to move freely through the landscape. This is related to the loss and fragmentation of habitat (see Impacts BIO-1 and BIO-4) in that continuous habitat provides the best corridors for wildlife movement. All of the project components described as significant and unavoidable under Impact BIO-1 would also be significant and unavoidable under Impact BIO-4.

Overall, Impact BIO-3 would be a greater effect than the project impacts described in Impact BIO-1 in that impacts related to Ranch Marketing would be reduced with implementation of Mitigation Measures BIO-1c, and BIO-2, but not to a less-than-significant level, as special events, music festivals, and concerts would potentially affect wildlife movement on adjoining lands as a result of the noise, traffic, and lighting that are typically associated with these activities.

Impacts related to wildlife movement would be significant and unavoidable.

Mitigation Measure BIO-1c: Limit music festivals and concerts

Mitigation Measure BIO-2: Return event site to pre-event condition

Impact BIO-4: Result in the removal, degradation, and fragmentation of sensitive habitats (significant and unavoidable)

2004 General Plan EIR Conclusions

The 2004 General Plan EIR found that the General Plan would have a significant and unavoidable impact under this environmental issue. The 2004 General Plan EIR summarized the key concerns and general impact mechanisms as follows.

Sensitive habitats located in western El Dorado County and are discussed below include aspen, montane and valley-foothill riparian habitat, valley oak woodland, wet meadow, and vernal pools. These habitats and their analogous classifications in the CNDDDB have been identified as rare and worthy of consideration by CDFG (citation)¹¹. Sensitive habitats that include aquatic components or meeting the regulatory definition of wetlands may receive protection under the federal Clean Water Act and/or §1600 of the California Fish and Game Code. Section 404 of the Clean Water Act prohibits the filling of jurisdictional waters of the United States without a permit. Activities that would alter riparian habitat and lakes, rivers, and streams are regulated by CDFG. Pursuant to §§1600 through 1603 of the California Fish and Game Code, CDFG has regulatory authority over all diversions, obstructions, or changes to the natural flow or bed, channel, or bank of any river, stream, or lake that supports wildlife resources. CDFG's jurisdiction extends to watercourses having a surface or subsurface flow that supports or has supported riparian vegetation.

Sensitive habitats are found throughout El Dorado County. Montane riparian and wet meadow are found predominantly on USFS land in the eastern and central regions of the county. A total of 700 acres of montane riparian habitat and 8,600 acres of wet meadow have been identified in the county.

¹¹ This statement is no longer correct. The CNDDDB lists the following habitats for El Dorado County: Sacramento-San Joaquin Foothill/Valley Ephemeral Stream, Central Valley Drainage Spring Stream, Central Valley Drainage Resident Rainbow Trout Stream, Central Valley Drainage Hardhead/Squawfish Stream, Sphagnum Bog, and Fen.

Valley-foothill riparian habitat is found along rivers, creeks, and lakes at lower elevations. Vernal pools and valley oak woodland are also found primarily at lower elevations and usually on flat terrain. There are 3,300 acres of valley oak woodland in the county, where it is often located along slow-moving watercourses and in flat river valleys.

Potential impacts on valley oak woodland, wet meadow, and montane riparian habitats were assessed by analyzing GIS layers and land use designations (i.e., land use intensity). For sensitive habitats not mapped countywide in a GIS format (i.e., valley-foothill riparian and vernal pools), impacts were assessed by analyzing impacts on major habitat types that they are commonly associated with in regions of the county where they are most likely to occur. Impacts on aspen were determined to be less than significant and are not discussed further because this habitat is limited almost entirely to USFS land and the Lake Tahoe Basin. Proposed policies were evaluated to determine whether they would avoid, minimize, or increase impacts on sensitive habitats.

Direct impacts on sensitive habitats would include removal, degradation, or fragmentation associated with urban and agricultural conversion. Activities ancillary to development such as the culverting, lining, or piping of streams can also have direct impacts on sensitive habitat. These impacts are summarized in Chapter 5.5, Water Resources (see [2004 EIR] Table 5.5-12). Secondary impacts on sensitive habitats would include degradation related to the increase in the human population (e.g., incompatible recreational use), competition from introduced invasive nonnative species, expansion or introduction of livestock grazing, and effects on water quality such as increased sedimentation, erosion, and pollution.

The [General Plan] considered in this EIR would rely heavily on avoidance measures to mitigate the effect of the General Plan, as opposed to compensatory mitigation. Avoidance of sensitive habitat can be problematic in El Dorado County because a thorough inventory of such habitats has not been completed. Protection of sensitive habitats would be addressed by the County on discretionary projects. However, this project-by-project approach to sensitive habitat protection often results in piecemeal mitigation and fragmentation. Adequate protection for sensitive habitats in El Dorado County is more likely to be achieved when a regional or watershed-based approach is taken to identifying and mitigating impacts on sensitive habitat.

The 2004 General Plan EIR went on to conclude the following.

The policies and implementation measures under [the General Plan] would reduce impacts on sensitive habitats, but not to less-than-significant levels, because even the most protective policies (e.g., Policy CO-3f¹²) would require no more than 1:1 replacement for sensitive habitat. As discussed previously, replacing relatively pristine wetlands with created (i.e., artificial) wetlands does not fully compensate for the impact. The relevant measures in the Implementation Program (i.e., Measures CO-C, CO-F, CO-I, and CO-J) outline programs that could be successful at mitigating impacts, but do not include specific standards that would allow the effectiveness of these measures to be predicted. This impact is considered significant.

The 2004 General Plan EIR identified three mitigation measures for this impact. The measures and the corresponding General Plan policies are illustrated in Table 3.4-7.

¹² This was adopted in Implementation Measure CO-U.

Table 3.4-7. 2004 General Plan EIR Mitigation Measures and Adopted General Plan Policies

2004 Mitigation Measures	Adopted General Plan Policies
5.12-1(d)—Develop and Implement an Integrated Natural Resources Management Plan	7.4.2.8 Implementation Measure CO-M
5.12-1(e)—Adopt a No-Net-Loss Policy and Mitigation Program for Important Habitat	7.4.1.6 Implementation Measure CO-U ¹³
5.12-3(b)—Apply -IBC Overlay to Lands Identified as Having High Wildlife Habitat Values Modify Implementation Measure CO-E	2.2.2.8, 7.3.3.4 ¹⁴ , 7.4.2.9 Implementation Measure CO-N
5.12-1(d)—Develop and Implement an Integrated Natural Resources Management Plan	7.4.2.8 Implementation Measure CO-M

Project Impacts

Impact BIO-4 is distinguished from Impact BIO-1 by applying more broadly to “sensitive habitat” rather than the “wildlife habitat” specifically and by considering habitat degradation in addition to its loss. All of the project components described as significant and unavoidable under Impact BIO-1 would also be significant and unavoidable under Impact BIO-4.

Overall, Impact BIO-4 would have a greater effect than the project impacts described in Impact BIO-1. The impact of the following project component was found to be less than significant with mitigation under Impact BIO-1. After taking habitat degradation into consideration, the impact under Impact BIO-4 would be significant and unavoidable.

Proposed amendment to Policy 7.1.2.1 and Zoning ordinance Section 17.30.060 (hillside development)

Although the impact would be reduced by Mitigation Measure BIO-1a, additional development on steep slopes would potentially result in a degradation of the habitat adjoining that development.

Proposed Zoning Ordinance Section 17.24.020 (conditional uses on large lot residential zones)

Where a private recreation area abuts sensitive habitat, development of the private recreation area would potentially result in the degradation of the abutting sensitive habitat as a result of noise and incidental encroachments.

Proposed Zoning Ordinance Section 17.40.260 (Ranch Marketing)

Special events, music festivals, and concerts, despite the moderating effect of Mitigation Measures BIO-1c and BIO-2, would potentially degrade sensitive habitat on adjoining lands as a result of the noise, traffic, incidental encroachment, and lighting that are typically associated with these activities.

The mitigation measures identified in Impact BIO-1 would reduce the project’s impacts relative to the removal, degradation, and fragmentation of sensitive habitats, but the impact would be significant and unavoidable.

¹³ Measure 5.12-1(e) was revised in the EIR findings for the General Plan, but the provisions in the Final EIR were retained in the combination of Policy 7.4.1.6 and Implementation Measure CO-U.

¹⁴ The modifications to “Measure CO-E” were included in Policy 7.3.3.4 in the adopted General Plan.

As discussed above, the proposed ZOU includes new Zoning Ordinance Section 17.30.030.G (protection of wetlands and sensitive riparian habitat) that would require the avoidance and minimization of impacts on wetlands and sensitive riparian habitat. Riparian corridors and wetlands are two types of sensitive habitats that would be given some protections by this new code. By establishing minimum setbacks from waterways, bands of riparian habitat would be kept from development, reducing the potential for that habitat type to be fragmented. As a result, this component of the ZOU would reduce the project's potential impact on sensitive habitat along rivers, creeks, and streams. However, it would not avoid impacts on sensitive habitats that are not within riparian areas. Therefore, it would not reduce this impact of the project to a less-than-significant level.

Implementation of Mitigation Measures BIO-1, BIO-1b, BIO-1c, and BIO-2 would reduce this impact, but not to a less-than-significant level. Impacts of removal, degradation, and fragmentation of sensitive habitats would be significant and unavoidable.

Mitigation Measure BIO-1a: Limit the relaxation of hillside development standards

Mitigation Measure BIO-1b: Limit the approval of Private Recreation Areas

Mitigation Measure BIO-1c: Limit music festivals and concerts

Mitigation Measure BIO-2: Return event site to pre-event condition

3.5 Cultural Resources

3.5.1 Existing Conditions

Regulatory Setting

Federal

National Historic Preservation Act

The National Historic Preservation Act does not directly regulate cultural or historic resources at the local level. This federal law applies only to the actions of federal agencies. However, one aspect of federal law, the National Register of Historic Places (NRHP), maintained by the Secretary of the Interior, does interact with local activities through CEQA. Resources that are included in or eligible for inclusion in the NRHP are also considered to be significant historical resources under CEQA.

For a property to be considered for inclusion in the NRHP, it must be at least 50 years old and meet the criteria for evaluation set forth in 36 CFR Part 60.4.

The quality of significance in American history, architecture, archaeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of design, setting, materials, workmanship, feeling, and association and:

- (a) That are associated with events that have made a significant contribution to the broad patterns of our history; or
- (b) That are associated with the lives of persons significant in our past; or
- (c) That embody the distinctive characteristics of a type, period, or method of construction or that represent the work of a master or that possess high artistic values or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- (d) That have yielded, or may be likely to yield, information important in prehistory or history.

State

California Environmental Quality Act

CEQA requires state public agencies to evaluate the implications of their project(s) on the environment and includes significant historical resources as part of the environment. According to CEQA, a project that causes a substantial adverse change in the significance of a historical resource has a significant effect on the environment (CCR 14 Section 15064.5; PRC Section 21098.1). CEQA defines a *substantial adverse change* as, "Physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of a historical resource would be materially impaired" (CCR 14 Section 15064.5[b][1]).

The State CEQA Guidelines (CCR 14 Section 15064.5[b][2]) describe the being *materially impaired* as follows.

- (2) The significance of an historical resource is materially impaired when a project:

- (A) Demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for, inclusion in the California Register of Historical Resources [CRHR]; or
- (B) Demolishes or materially alters in an adverse manner those physical characteristics that account for its inclusion in a local register of historical resources pursuant to PRC Section 5020.1(k) or its identification in an historical resources survey meeting the requirements of PRC Section 5024.1(g), unless the public agency reviewing the effects of the project establishes by a preponderance of evidence that the resource is not historically or culturally significant; or
- (C) Demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that convey its historical significance and that justify its eligibility for inclusion in the [California Register of Historic Resources (CRHR)] as determined by a lead agency for purposes of CEQA.

The term *historical resource* includes, but is not limited to, any object, building, structure, site, area, place, record, or manuscript which is historically or archaeologically significant, or is significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of PRC (PRC Section 5020.1[j]). Historical resources may be designated as such through three different processes.

1. Official designation or recognition by a local government pursuant to local ordinance or resolution (PRC Section 5020.1[k]).
2. A local survey conducted pursuant to PRC Section 5024.1(g).
3. The property is listed in or eligible for listing in the [NRHP] (PRC Section 5024.1[d][1]).

To be eligible for listing in the CRHR, a historical resource must be significant at the local, state, or national level under one or more of the following four criteria (CCR 14 Section 4852).

1. It is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage.
2. It is associated with the lives of persons important in our past.
3. It embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of a master or possesses high artistic values.
4. It has yielded, or may be likely to yield, information important in prehistory or history.

Public Resources Code Section 21083.2 and State CEQA Guidelines Section 150164.5 establish three categories by which a resource may qualify as historically significant.

- Mandatory resources (those on or eligible for the California Register of Historical Resources).
- Presumptive resources (those on a local historic list or register).
- Discretionary resources (those determined by the lead agency to be worthy of historic preservation).

The Public Resources Code also requires the lead agency to determine whether or not the project will have a significant effect on unique *archaeological resources* (PRC Section 21083.2[a]). In most situations, resources that meet the definition of a unique archaeological resource also meet the definition of historical resource. As a result, it is current professional practice to evaluate cultural resources for significance based on their eligibility for listing in the CRHR.

Tribal Consultation

California Planning Law requires that local governments “provide opportunities for the involvement of” California Native American Indian tribes during the preparation or amendment of a general plan (Government Code Section 65351). Government Code Sections 65352.3 and 65352.4 describe the separate requirement that local governments undertake a formal consultation with California Native American tribes that are on the contact list maintained by the Native American Heritage Commission for the purpose of discussing protections for cultural resources that are important to the tribes. Government Code Section 65560 provides that land designated open space on a general plan can include lands with cultural resources of importance to the tribes.

These notice and consultation requirements are separate from CEQA.

Assembly Bill 52

Assembly Bill (AB) 52 (Chapter 532, Statutes of 2014) will require that the County offer California Native American Tribes the opportunity to consult during the CEQA process for projects that will require preparation of a negative declaration, mitigated negative declaration, or environmental impact report (EIR). This statute will apply to any such project for which a notice of availability of the proposed negative declaration or notice of preparation for the draft EIR has not been issued by July 1, 2015. It does not apply to the TGPA/ZOU EIR.

Discovery of Human Remains

Section 7050.5 of the California Health and Safety Code (CHSC) states the following in regard to the discovery of human remains.

- (a) Every person who knowingly mutilates or disinters, wantonly disturbs, or willfully removes any human remains in or from any location other than a dedicated cemetery without authority of law is guilty of a misdemeanor, except as provided in Section 5097.99 of the California Public Resources Code. The provisions of this subdivision shall not apply to any person carrying out an agreement developed pursuant to subdivision (l) of Section 5097.94 of the [PRC] or to any person authorized to implement Section 5097.98 of the Public Resources Code.
- (b) In the event of discovery or recognition of any human remains in any location other than a dedicated cemetery, there shall be no further excavation or disturbance of the site or any nearby area reasonably suspected to overlie adjacent remains until the coroner of the county in which the human remains are discovered has determined, in accordance with Chapter 10 (commencing with Section 27460) of Part 3 of Division 2 of Title 3 of the Government Code, that the remains are not subject to the provisions of Section 27491 of the Government Code or any other related provisions of law concerning investigation of the circumstances, manner and cause of any death, and the recommendations concerning the treatment and disposition of the human remains have been made to the person responsible for the excavation, or to his or her authorized representative, in the manner provided in Section 5097.98 of the Public Resources Code. The coroner shall make his or her determination within two working days from the time the person responsible for the excavation, or his or her authorized representative, notifies the coroner of the discovery or recognition of the human remains.
- (c) If the coroner determines that the remains are not subject to his or her authority and if the coroner recognizes the human remains to be those of a Native American, or has reason to believe that they are those of a Native American, he or she shall contact, by telephone within 24 hours, the Native American Heritage Commission (CHSC Section 7050.5).

Of particular note to cultural resources is subsection (c), requiring the coroner to contact the NAHC within 24 hours if discovered human remains are determined to be Native American in origin. After

notification, NAHC will follow the procedures outlined in PRC Section 5097.98, which include notification of most likely descendants (MLDs), if possible, and recommendations for treatment of the remains. The MLD will have 24 hours after notification by the NAHC to make a recommendation (PRC Section 5097.98). In addition, knowing or willful possession of Native American human remains or artifacts taken from a grave or cairn is a felony under state law (PRC Section 5097.99).

Local

El Dorado County General Plan

The Conservation Element of the County General Plan contains numerous policies, objectives, and implementation measures for the protection of cultural resources.

Policy 2.1.2.4: Rural Centers shall be evaluated for their status as historic districts. The Historic Design combining zoning district shall be applied to each Rural Center which meets the criteria to conserve the unique historic character.

Policy 2.4.1.3: All properties located within the historic townsite known as Clarksville shall be designated on the zoning maps as Design Historic (-DH) combining zone district.

Policy 2.2.5.20: All non-residential development, all subdivisions, residential development on existing legal lots involving any structure greater than 4,000 square feet of living area or requiring a grading permit for which land disturbance of an area of 20,000 square feet or more occurs, and all development located on lands identified as Important Biological Corridor (-IBC) on the Land Use Diagram, Figure LU-1 [of the General Plan], shall be permitted only upon a finding that the development is consistent with this General Plan and the requirements of all applicable County ordinances, policies, and regulations. For projects that do not require approval of the Planning Commission or Board of Supervisors, this requirement shall be satisfied by information supplied by the applicant demonstrating compliance. All building permits shall be consistent with the land uses described in the land use designation established for the site, as provided in Policy 2.2.1.2 and set forth on Figure LU-1 [of the General Plan].

Objective 7.5.1: Protection of Cultural Heritage. Creation of an identification and preservation program for the County's cultural resources.

Policy 7.5.1.1: The County shall establish a Cultural Resources Ordinance. This ordinance shall provide a broad regulatory framework for the mitigation of impacts on cultural resources (including historic, prehistoric, and paleontological resources) by discretionary projects. This Ordinance should include (but not be limited to) and provide for the following:

- A. Appropriate (as per guidance from the Native American Heritage Commission) Native American monitors to be notified regarding projects involving significant ground-disturbing activities that could affect significant resources.
- B. A 100-foot development setback in sensitive areas as a study threshold when deemed appropriate.
- C. Identification of appropriate buffers, given the nature of the resources within which ground-disturbing activities should be limited.
- D. A definition of cultural resources that are significant to the County. This definition shall conform to (but not necessarily be limited to) the significance criteria used for the National Register of Historic Places (NRHP) and the California Register of Historical Resources (CRHR) and Society of Vertebrate Paleontology.
- E. Formulation of project review guidelines for all development projects.
- F. Development of a cultural resources sensitivity map of the County.

Policy 7.5.1.2: Reports and/or maps identifying specific locations of archaeological or historical sites shall be kept confidential in the Planning Department but shall be disclosed where applicable.

Policy 7.5.1.3: Cultural resource studies (historic, prehistoric, and paleontological resources) shall be conducted prior to approval of discretionary projects. Studies may include, but are not limited to, record searches through the North Central Information Center at California State University, Sacramento, the Museum of Paleontology, University of California, Berkeley, field surveys, subsurface testing, and/or salvage excavations. The avoidance and protection of sites shall be encouraged.

Policy 7.5.1.4: Promote the registration of historic districts, sites, buildings, structures, and objects in the National Register of Historic Places and inclusion in the California State Office of Historic Preservation's California Points of Historic Interest and California Inventory of Historic Resources.

Policy 7.5.1.5: A Cultural Resources Preservation Commission shall be formed to aid in the protection and preservation of the County's important cultural resources. The Commission's duties shall include, but are not limited to:

- A. Assisting in the formulation of policies for the identification, treatment, and protection of cultural resources (including historic cemeteries) and the curation of any artifacts collected during field collection/excavation;
- B. Assisting in preparation of a cultural resources inventory (to include prehistoric sites and historic sites and structures of local importance);
- C. Reviewing all projects with identified cultural resources and making recommendations on appropriate forms of protection and mitigation; and
- D. Reviewing sites for possible inclusion in the National Register of Historic Places, California Register, and other State and local lists of cultural properties.

The County shall request to become a Certified Local Government (CLG) through the State Office of Historic Preservation. Certification would qualify the County for grants to aid in historic preservation projects. The Cultural Resources Preservation Commission could serve as the Commission required for the CLG program.

Policy 7.5.1.6: The County shall treat any significant cultural resources (i.e., those determined California Register of Historical Resources/National Register of Historic Places eligible and unique paleontological resources), documented as a result of a conformity review for ministerial development, in accordance with CEQA standards.

Objective 7.5.2: Visual Integrity. Maintenance of the visual integrity of historic resources.

Policy 7.5.2.1: Create Historic Design Control Districts for areas, places, sites, structures, or uses which have special historic significance.

Policy 7.5.2.2: The County shall define Historic Design Control Districts (HDCDs). HDCD inclusions and boundaries shall be determined in a manner consistent with National Historic Preservation Act (NHPA) Historic District standards.

- A. The County shall develop design guidelines for each HDCD. These guidelines shall be compatible with NHPA standards.
- B. New buildings and structures and reconstruction/restoration of historic (historic as per National Register of Historic Places [NRHP] and California Register of Historical Resources [CRHR] criteria) buildings and structures shall generally conform to styles of architecture prevalent during the latter half of the 19th century into the first decade of the 20th century.
- C. Any historic building or structure located within a designated HDCD, or any building or structure located elsewhere in the county that is listed on the NRHP or CRHR, is designated a

California Building of Historic Interest, or a California State Historic Landmark, or is designated as significant as per NRHP/CRHR criteria, shall not be destroyed, significantly altered, removed, or otherwise changed in exterior appearance without a design review.

- D. In cases where the County permits the significant alteration of a historic building or structure exterior, such alteration shall be required to maintain the historic integrity and appearance of the building or structure and shall be subject to a design review.
- E. In cases where new building construction is placed next to a historic building or structure in a designated HDCD or listed on the CRHR/NRHP, the architectural design of the new construction shall generally conform to the historic period of significance of the HDCD or listed property.
- F. In cases where the County permits the destruction of a historic building or tearing down a structure, the building or structure shall first be recorded in a manner consistent with the standards of the NHPA Historic American Building Survey (HABS) by a qualified professional architectural historian.
- G. The County shall mandate building and structure design controls within the viewshed of the Marshall Gold Discovery State Historic Park. These design controls shall be consistent with those mandated for designated Historic Design Control Districts.

Policy 7.5.2.3: New buildings and reconstruction in historic communities shall generally conform to the types of architecture prevalent in the gold mining areas of California during the period 1850 to 1910.

Policy 7.5.2.4: The County shall prohibit the modification of all National Register of Historic Places (NRHP)/California Register of Historical Resources (CRHR) listed properties that would alter their integrity, historic setting, and appearance to a degree that would preclude their continued listing on these registers. If avoidance of such modifications on privately owned listed properties is deemed infeasible, mitigation measures commensurate with NRHP/CRHR standards shall be formulated in cooperation with the property owner.

Policy 7.5.2.5: In cases where the County permits the demolition or alteration of an historic building, such alteration or new construction (subsequent to demolition) shall be required to maintain the character of the historic building or replicate its historic features.

Policy 7.5.2.6: The County, in cooperation with the State, shall identify the viewshed of Coloma State Park and establish guidelines to be used for development within the viewshed. In addition, the County shall continue to support the relocation of State Route 49 to bypass the Park in order to protect its visual and physical integrity.

Objective 7.5.3: Recognition of Prehistoric/Historic Resources. Recognition of the value of the County's prehistoric and historic resources to residents, tourists, and the economy of the County, and promotion of public access and enjoyment of prehistoric and historic resources where appropriate.

Implementation Measure CO-Q: Develop and adopt a Cultural Resources Preservation Ordinance, consistent with Policy 7.5.1.1.¹

El Dorado County Zoning Ordinance

The County Zoning Ordinance establishes regulations that protect historical resources. They include the following sections.

17.74.050 (Design Historic district). The Design Historic (-DH) district is a combining zone applied to those areas shown in the General Plan for historic design (currently, this includes the historic townsite known as Clarksville and can include Rural Centers with historic buildings. New

¹ No such ordinance has been adopted to date.

development in those areas is to have a western theme, as described in the County's Historic Design Guide.

17.74.060 (historical building destruction). This section provides that no historical building in any historic design district may be torn down, demolished, destroyed, altered, removed, improved or otherwise changed in exterior appearance without first obtaining a discretionary permit from the County. *Historical building* is defined as any building in an historic design district constructed prior to the year 1900 and originally intended for use of a residential, commercial, or industrial nature or any related use.

17.25.020 (definitions). The zoning ordinance states that "historic structure" means any structure that is:

1. Listed individually in the National Register of Historic Places (a listing maintained by the Department of Interior) or preliminarily determined by the Secretary of the Interior as meeting the requirements for individual listing on the National Register;
2. Certified or preliminarily determined by the Secretary of the Interior as contributing to the historical significance of a registered historic district or a district preliminarily determined by the Secretary to qualify as a registered historic district;
3. Individually listed on a state inventory of historic places in states with historic preservation programs which have been approved by the Secretary of Interior; or
4. Individually listed on a local inventory of historic places in communities with historic preservation programs that have been certified either by an approved state program as determined by the Secretary of the Interior or directly by the Secretary of the Interior in states without approved programs.

El Dorado County Historic Design Guide

The *El Dorado County Historic Design Guide*, adopted in 1982, sets out recommendations for the design of homes, businesses, and signs in historic design districts. The intent of the guide is to encourage new development to incorporate architectural themes reminiscent of the period 1850 through 1900.

The County also has a Sierra Design Guide and a design guide for the community of Missouri Flat. However, those guides are not focused on historic buildings.

El Dorado County Guidelines for Cultural Resources Studies

The El Dorado County Guidelines for Cultural Resource Studies establish the minimum qualifications for professionals that are preparing cultural resources studies. The guidelines also recommend a basic methodology for cultural resources studies and surveys, as well as typical mitigation measures to minimize or avoid impacts to cultural resources. The guidelines apply to cultural resources studies being undertaken for development projects that are subject to discretionary permits and CEQA.

Environmental Setting

The environmental setting discussion in this section is based on the similar discussion in the 2004 General Plan EIR (El Dorado County 2004).

Prehistoric Context

The project area is located in the Sierra Nevada foothills, adjacent to the Sacramento Valley. Little archaeological evidence has been found that indicates human use of the area during the late Pleistocene and early Holocene eras (14,000–6,000 B.P.). This lack of evidence is likely due to data gaps in the archaeological record rather than indicating that the area was not used. Most Pleistocene- and early Holocene-era sites in the Sacramento Valley area are deeply buried in accumulated gravels and silts or have eroded away. More archaeological information is available about people in the area beginning in the mid-Holocene (5,000 B.P.). Between 5,000 B.P. and the mid-1800s, native Californians utilized the area, developing a broad hunter-gatherer subsistence strategy and a diverse technology base.

Ethnographic Context

The indigenous people that occupied the project area at the time of European contact are called the Nisenan, or Southern Maidu. The Nisenan language, together with the languages of the Maidu and Konkow, their northern neighbors, form the Mauduan language family.

Early Nisenan contact with Europeans appears to have been limited to the southern reaches of the Nisenan's territory when Spanish expeditions began to cross Nisenan territory during the early 1800s. Unlike the valley Nisenan, the groups in the foothills remained relatively unaffected by the European presence until the discovery of gold at Coloma in 1848. In the 2 or 3 years following the gold discovery, Nisenan territory was overrun by settlers from all over the world. Gold seekers and the settlements that sprang up to support them were nearly fatal to the native inhabitants. The sudden onslaught of humanity brought disease and violent conflict to the indigenous groups who lived in the area. Survivors lived on the edges of foothill towns, where they worked as wage laborers and domestic help. Nisenan still live in El Dorado County today and have made great strides in regenerating their culture.

The 2004 General Plan EIR explained that known and unknown Native American sites are widespread within the county.

Early Native American occupation has resulted in sites being distributed throughout the county, and stone tool scatters, midden deposits, and small campsites can be found in many areas, particularly where natural water sources are located. In general, such evidence is comparatively subtle, although more substantial traces of intensive prehistoric occupation and activities can be seen in stone quarries and bedrock mortars and large village sites with house pits. Prehistoric artifacts, features, and sites are found throughout the county, although larger sites and more dense midden and artifact deposits tend to occur at lower elevations in the Sierra foothills.

Historic Context

El Dorado County is one of the original 27 counties created by the California State Legislature in 1850. Originally, the county's boundaries included parts of present-day Amador, Alpine, and Placer Counties. By 1919, the state had adopted the current boundary lines that are marked to the east by the state of Nevada and to the west by Sacramento County. The American and Cosumnes Rivers form the county's northern and southern boundaries. The original county seat was the town of Coloma, but in 1857 the county seat was moved to Placerville.

On January 24, 1848, James W. Marshall discovered gold near the area of present-day Coloma. The first mining town in California sprouted soon after his discovery, and the gold region of El Dorado

County experienced rapid growth. It was likely the gold discoveries of Marshall and others from which the county derived its name, El Dorado, meaning “the gilded man” in Spanish.

For many years during and after the Gold Rush, gold mining was the predominant industry in El Dorado County. The county lies on a rich ore vein that extends through several counties on the western slope of the Sierra Nevada. By the turn of the twentieth century, lumbering, raising livestock, and farming had joined mining as the principal industries of the county.

The 2004 General Plan EIR explained that there are many cultural resources known to exist within the county.

More than 1,300 prehistoric and historic cultural resources had been documented within the county as of 2002. Eleven of these resources, including individual buildings, sites and Historic Districts, are currently listed on the National Register of Historic Places (NRHP) and California Register of Historic Places (CRHR). An additional 79 resources have been determined to be NRHP and CRHR eligible but have not yet been formally listed. Records of each of these sites are curated at the NCIC [Northern California Information Center at Sacramento State University]. In addition to these documented cultural resources, there are 26 State Historic Landmarks situated in unincorporated El Dorado County.

As of January 2014, the State Office of Historic Preservation identified 32 historical resources in the unincorporated portion of the county that are either on the NRHP or a listed State Landmark (see Table 3.5-1). No resources in the county are currently listed on the CRHR. This list does not include most archaeological sites, nor does it include any prehistoric sites.

Table 3.5-1. El Dorado Historical Resources

Name	General Location	NRHP Listed	State Landmark
Bayley Hotel	Pilot Hill	X	--
Coloma Townsite	Coloma	X	--
Coloma Road	Coloma	--	X
Coloma Road	Rescue	--	X
Condemned Bar	Folsom area	--	X
Crawford Ditch	Pleasant Valley	X	--
Diamond Springs	Diamond Springs	--	X
Eddy Tree Breeding Station	Placerville area	X	--
El Dorado Townsite	El Dorado	--	X
El Dorado-Nevada House Overland Pony Express Route	El Dorado	--	X
Friday's Station Overland Pony Express Route	El Dorado	--	X
Georgetown	Georgetown	--	X
Gold Discovery Site	Coloma	--	X
Greenwood	Greenwood	--	X
Lombardo Ranch	Placerville area	X	--
Marshall Monument	Coloma	--	X
Marshall's Blacksmith Shop	Kelsey	--	X
Moore's (Riverton) Overland Pony Express Route	Kyburz	--	X
Mormon Island	Folsom area	--	X
Mormon Tavern Overland Pony Express Route	Clarksville	--	X

Name	General Location	NRHP Listed	State Landmark
Negro Hill	Folsom area	--	X
Placerville Overland Pony Express Route	Placerville area	--	X
Pleasant Grove House Overland Pony Express Route	Rescue	--	X
Salmon Falls	Folsom area	--	X
Shingle Springs	Shingle Springs	--	X
Site of California's First Grange Hall	Pilot Hill	X	X
Sportsman's Hall Overland Pony Express Route	Cedar Grove	--	X
Strawberry Valley Overland Pony Express Route	Kyburz	--	X
Sugar Pine Point State Park	Homewood	X	--
Vikingsholm	South Lake Tahoe area	X	--
Wakamatsu Tea and Silk Farm Colony	Gold Hill	--	X
Yank's Station Overland Pony Express Route	Meyers	--	X

Source: Office of Historic Preservation 2014.

3.5.2 Environmental Impacts

Impact Mechanisms

The TGPA is proposing a limited number of amendments to the 2004 General Plan; the ZOU is an update of the County's existing Zoning Ordinance. This FEIR analyzes whether these proposed changes would result in impacts on existing cultural resources that would not be reasonably foreseeable under the existing General Plan and Zoning Ordinance. The key changes pertinent to cultural resources are listed below. This preliminary analysis eliminates from the further evaluation those components of the TGPA and ZOU that have little or no potential to result in substantial adverse environmental effects.

Targeted General Plan Amendments

- Camino/Pollock Pines Community Region. The project proposes to divide the existing Community Region into three Rural Communities. Camino, Cedar Grove, and Pollock Pines would develop in a manner that reflects their separate and distinct characters. The proposed Rural Center designations would not extend beyond the existing boundary of the Community Region, and no changes to existing General Plan land use designations are proposed. The practical effect of the Camino/Pollock Pines proposal would be to reduce the development potential within these areas (in comparison to the potential under the current General Plan), because the ability to build at maximum allowable intensity or density is dependent on the availability of public services. This would have no adverse impact on existing cultural resources and need not be discussed further.
- The project includes expanding the boundaries of the Garden Valley-Georgetown, Coloma, Camino-Fruitridge, Gold Hill, Oak Hill, Pleasant Valley, and Fair Play-Somerset Agricultural Districts to implement General Plan Implementation Measure AF-J (inventory agricultural lands in active production and/or lands determined by the County Agricultural Commission to be suitable for agricultural production). In addition, a number of parcels now within Agricultural

Districts, but which do not actually meet the criteria for inclusion, are proposed to be removed from those Districts, based on the Policy 8.1.1.2 criteria. Approximately 479 parcels, totaling 17,241 acres, are proposed to be added to these Agricultural Districts, and 96 parcels, totaling 137 acres, are proposed to be removed. This would have no adverse impact on existing cultural resources and need not be discussed further.

- The project would amend Policy 2.4.1.3 (stating that all properties within the historic townsite known as Clarksville are to be assigned the Design Historic (-DH) combining zone district) to include the communities of El Dorado and Diamond Springs. This will extend the protections of the -DH combining zone to additional communities. It will not have an adverse effect on existing cultural resources and need not be discussed further.
- The project includes amendments to the General Plan policies and Zoning Ordinance provisions that currently prohibit development on slopes of 30% or greater with limited exceptions. The project would remove the prohibition and instead add regulations intended to minimize the adverse effects of development on steep slopes. Cultural resources, particularly archaeological resources, are unlikely to exist on slopes of 30% or greater because steep slopes are not suited to habitation or meeting sites. Therefore, this component of the project would not have a reasonably foreseeable adverse effect on cultural resources and need not be discussed further.

Zoning Ordinance Updates

- The project includes rezoning of individual parcels throughout the county as needed to make the zoning classifications on each property consistent with the property's General Plan designation. Where there is more than one zone classification that would be consistent with the General Plan, these changes generally adopt the least intensive of those zones. The development potential of the parcels is currently determined by the densities and intensities established in the General Plan. The rezonings would not change the development potential. As a result, the rezonings would not change the expected environmental impacts that will occur as a result of implementation of the General Plan related to existing cultural resources and need not be discussed further.
- *Section 17.22.010* (Commercial Mainstreet (CM) zoning district). This proposed new zone would be "generally appropriate" to apply to "historic downtown areas." This would provide for a higher level of attention to be given to protecting historic structures than under the current zoning ordinance. Therefore, it would have no adverse effect on existing cultural resources and need not be discussed further.
- *Section 17.27.050* (Design Review - Community (-DC) Combining Zone). This zone would apply in areas adjacent to or visible from State Scenic Highway corridors. It would require new development to follow the Historic Design Guide, where applicable. This expands those areas that would be subject to the protections of the Historic Design Guide, in comparison to the current Zoning Ordinance. This may provide a higher level of attention to the protection of existing historic structures than under the current ordinance. Therefore, it would have no adverse effect and need not be discussed further.
- *Section 17.27.060* (Design Review - Historic (-DH) Combining Zone). This combining zone is intended "to identify and protect historic structures, sites, and districts, and establish procedures and regulations for the review of projects that may affect such resources." It is similar to the -DH combining zone in the current zoning ordinance, with the further enhancement of requiring approval of a design review permit prior to development in multi-unit

residential, commercial, or industrial zones. An administrative permit would be required prior to issuance of a building permit for single-unit residential development. This would provide a higher level of attention to the protection of historic structures than under the current ordinance. Therefore, it would have no adverse effect and need not be discussed further.

- *Section 17.40.400* (winery ordinance). The provisions for allowable land uses are essentially the same as under the current Zoning Ordinance (Section 17.14.200), as are the protections for cultural resources. This would have no adverse effect and need not be discussed further.
- *Section 17.80.020* (definition of historic structure). This definition is the same as in the current Zoning Ordinance. This would have no adverse effect and need not be discussed further.
- *Various Conditional Land Uses*.² The ZOU would allow various intensive, permanent land uses in rural, agricultural, or resource areas not currently provided for in the Zoning Ordinance upon approval of a CUP or similar administrative permit. Although these permits would be subject to CEQA, there is a potential for such uses to adversely affect existing cultural resources, particularly resources that are unknown at this time. These uses and the zones within which they would be conditionally allowed are listed in Table 3.5-2. These uses will be examined in the impacts analysis under *Impacts and Mitigation Measures*.

Table 3.5-2. El Dorado County Conditional Land Uses of Concern

Conditionally Allowable Use	Applicable Zone Classifications	Typical Impact Mechanisms
Golf Course. Defined as: "Publicly and privately owned golf courses open to the general public. Minor accessory uses such as pro shops and snack bars intended to serve the golfers may be considered a part of the golf course facility. Restaurants, banquet and reception facilities, and other commercial uses commonly associated with golf courses shall be considered separate use types."	RL, R1A, R2A, R3A, RE, RFL, RFH, OS ³	Construction impacts: <ul style="list-style-type: none"> • Extensive grading and terrain contouring • Extensive tree and vegetation removal
Off-Highway Vehicle Recreational Area. Defined as: "Any area where motorized vehicles are driven for commercial recreational use or for competitive speed or skill events, of which all or a portion of the vehicular use is conducted outside of road easements or public rights-of-way."	FR, TPZ, RFL, RFH	Operational impacts: <ul style="list-style-type: none"> • Extensive surface disturbance from off-road motor vehicles • Intensive use of site
Ski Area. Defined as: "Land areas and facilities to accommodate downhill (alpine) skiing and snowboarding, to include ski lifts, day lodge, and restaurant facilities, but not overnight accommodations."	RL, FR, TPZ, RFL, RFH	Construction impacts: <ul style="list-style-type: none"> • Extensive grading and terrain contouring • Extensive tree and vegetation removal • Ground disturbance for installation of towers and foundations

² The ZOU would allow other uses not currently allowed by the Zoning Ordinance, but they are temporary (e.g., concert or outdoor festival) or small in scale (e.g., Agricultural and Timber Resource Lodging) such that their potential for significant adverse impacts on cultural resources is small or reasonably subject to mitigation.

³ Allowed in the OS zone as part of an approved development plan or subdivision.

Conditionally Allowable Use	Applicable Zone Classifications	Typical Impact Mechanisms
<p>Public Utility Service Facility, Intensive. Defined as: "Facilities necessary to provide the community with power, water, sewage disposal, telecommunications, and similar services. Service Facilities that may have the potential to cause impacts from noise, lights, odors, or the use of hazardous materials, such as electrical receiving facilities or substations, sewage treatment facilities, and power generating facilities."</p>	<p>PA, AG, RL, FR, TPZ, R1A, R2A, R3A, RE, OS</p>	<p>Construction impacts:</p> <ul style="list-style-type: none"> • Extensive grading • Extensive vegetation removal • Ground disturbance
<p>Large Amusement Complex. Defined as a "[t]heme park or similar complex which exceeds two acres in size and which includes outdoor amusement attractions such as mechanized or carnival rides or water slides."</p>	<p>RFH</p>	<p>Construction impacts:</p> <ul style="list-style-type: none"> • Extensive grading and terrain contouring • Extensive vegetation removal • Ground disturbance for installation of rides and foundations
<p>General Industrial. Defined as: "Manufacturing, processing, assembling, or fabricating from raw materials to include any use involving an incinerator, blast furnace, or similar industrial process and any industrial process conducted wholly or partially outdoors. It includes, but is not limited to lumber mills; batch plants; truss manufacturing; co-generation plants; food and byproducts processing plants; and fabric, textile, and carpet mills."</p>	<p>FR, TPZ</p>	<p>Construction impacts:</p> <ul style="list-style-type: none"> • Extensive grading • Extensive vegetation removal • Ground disturbance for installation of foundations <p>Operational impacts:</p> <ul style="list-style-type: none"> • Intensive use of site

Methods of Analysis

This FEIR analyzes whether the project (i.e., the TGPA and ZOU) would have the potential to adversely affect existing cultural resources. The identified differences have been examined for their general impact. Because the project does not propose any site-specific development activities, this analysis focuses on the potential indirect and reasonably foreseeable impacts of future development that could occur as a result of the project.

Although the proposed TGPA and ZOU would not substantially increase the area proposed for future development under the General Plan, development under the TGPA and ZOU may change existing conditions by increasing the intensity of development relative to existing conditions.

No new cultural resources surveys have been undertaken in conjunction with this analysis because the project is not site-specific. Further, none of the adopted policies of the General Plan protective of cultural resources is proposed for change as part of this project.

Thresholds of Significance

In accordance with Appendix G of the State CEQA Guidelines, the proposed project would be considered to have a significant effect if it would result in any of the conditions listed below.

- Cause a substantial adverse change in the significance of a historical resource as defined in Section 15064.5.
- Cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5.
- Disturb any human remains, including those interred outside of formal cemeteries.
- The 2004 General Plan EIR modified these considerations to reflect the character of El Dorado County. It looked at a single impact consideration.
 - Destruction or alteration of known and unknown prehistoric and historic sites, features, artifacts, and human remains.
- Cultural resources may be adversely affected by other means besides destruction or alteration. Alteration alone, for example, would not result in a significant effect; a substantial adverse change, however, would. In the interest of completeness, the present FEIR uses the Appendix G considerations.

Impacts and Mitigation Measures

The 2004 General Plan EIR concluded that the General Plan would have a less-than-significant impact on cultural resources, with implementation of its mitigation measures (see Table 3.5-3). The 2004 General Plan EIR provided a succinct description of how a broad analysis of general plan impacts can be done. It is repeated here because it reflects the basic method used in the present FEIR analysis.

High- and medium-intensity levels of land use development in El Dorado County are likely to result in adverse impacts on cultural resources (see Table 3-4 in Chapter 3). For the cultural resource analysis, the intensity level is based on expected ground disturbance and human interaction. It is assumed that high-density land uses could occur on lands designated as Adopted Plan (AP), Commercial (C), High-Density Residential (HDR), Medium-Density Residential (MDR), Low-Density Residential (LDR), Multi-Family Residential (MFR), Industrial (I), Research and Development (RD), and Public Facilities (PF). Medium-intensity levels of land use may occur on lands designated as Agricultural (A), Rural Residential (RR), and Tourist Recreation (TR). Remaining lands within the county, including Natural Resources (NR) and Open Space (OS), could be developed only with low-intensity land use.

A consideration of potential land use intensity is critical in any assessment of potential impacts on cultural resources. All other factors being equal, the more widespread and intensive the levels of projected development within the county, the more likely that there could be adverse impacts on recorded and undocumented prehistoric and historic sites, features, or objects. An additional factor to consider is the review process afforded potential development. The more rigorous and inclusive the review, the greater the potential to avoid or mitigate potential impacts on cultural resources.

NR and OS land uses present, in relative terms, less of a potential threat to cultural resources than appears at first glance. While impacts such as recreational use and park developments can pose very real dangers to significant cultural resources, the intensity of these activities is, in general, minimal. As such, the number of acres subject to low-intensity use, while certainly warranting consideration in an assessment of impacts on cultural resources, is not necessarily the figure of greatest concern. It is the occurrence of loss of culturally sensitive acres as a result of high and medium levels of land use that is of primary interest in relation to all the alternatives. This is because of the fact that these uses would result in greater degrees of soil disturbance and alteration of topography within sensitive areas, potentially altering or destroying documented archaeological and historic materials.

Any level of ground disturbance within the county, regardless of intensity, has the potential to significantly affect cultural resources. As previously noted in this section, prehistoric and historic cultural resources can occur anywhere on the landscape regardless of topography, but areas with various floral, faunal, and mineral resources, areas located near surface water, areas with low degrees of slope occurring in the immediate vicinity of perennial, natural water sources are most likely to contain cultural resources. Although impacts on any lands are a matter of concern regarding prehistoric and historic sites, areas with low slope (<25%) in close proximity to natural water sources are generally more sensitive. The loss of such areas to development projects as a result of any alternative is of particular concern and is quantified in Table 5.13-3.

Ground disturbance and the potential loss of culturally sensitive acreage do not constitute the only major potential threats to the integrity of cultural resources in El Dorado County. Historic buildings and structures can be adversely impacted by modification or demolition. Also, new development next to historic structures and buildings can impact the resource by potentially compromising the resource's historic character. The alteration or destruction of historic buildings and structures and their historic settings, particularly those listed on the CRHR/NRHP or determined eligible for listing, constitutes a potential impact.

Unlike the 2004 General Plan EIR's approach, however, this FEIR's analysis does not attempt to quantify the extent to which high- and medium-intensity land uses are being distributed because the project does not propose site-specific changes in General Plan land use designations that would have the potential to affect cultural resources. The analysis in this FEIR approaches the impact question by considering whether the typical intensity of various potential land uses identified in the ZOU is sufficient that they are likely to result in adverse impacts on cultural resources.

The 2004 General Plan EIR identified the mitigation measures shown in Table 3.5-3. All of them were integrated into the adopted General Plan.

Table 3.5-3. 2004 General Plan EIR Mitigation Measures and Adopted General Plan Policies

2004 General Plan EIR Mitigation Measure	Related Adopted General Plan Policy
5.13-1(a): Implement Mitigation Measure 5.1-3(a) Establish a General Plan Conformity Review Process for All Development Projects	2.2.5.20
5.13-1(b): Treat Significant Resources in Ministerial Development in Accordance with CEQA Standards	7.5.1.6
5.13-1(c): Adopt a Cultural Resources Ordinance	7.5.1.1 Implementation Measure CO-Q
5.13-1(d): Define Historic Design Control Districts	7.5.2.2
5.13-1(e): Prohibit Significant Alteration or Destruction of NRHP/CRHR-Listed Properties	7.5.2.4

Impact CUL-1: Cause a substantial adverse change in the significance of a historical resource as defined in Section 15064.5 (significant and unavoidable)

The conditional land uses described in Table 3.5-2 are intensive uses that typically result in substantial ground disturbance during construction, operation, or both. Because they are allowed only upon approval of a CUP, they are subject to CEQA's analysis and mitigation requirements. In addition, General Plan Policies 7.5.1.3 (cultural resources studies required prior to approval of discretionary projects), 7.5.1.6 (treatment of significant cultural resources in accordance with CEQA standards) and 7.5.2.4 (prohibit the modification of all NRHP- and CRHR-listed properties in a way

that preclude their continued listing) would largely duplicate CEQA's requirements to moderate the impacts of these development projects.

CEQA would require the identification and characterization of any historic resources before the development project could be considered for approval. If a significant effect were to be identified, then CEQA would require the adoption of mitigation to reduce or avoid that effect. If the project would destroy the historic resource, full mitigation would not be possible and an EIR would be required to be prepared in order for the development project to be approved. Pursuant to CEQA, a historic resource that is eligible for listing, but not listed on the CRHR and NRHP, is considered to be significant.

Despite these protections, it is reasonably foreseeable that these types of uses could result in a significant effect on one or more historical resources. The reasons for this conclusion are as follows.

- These uses would be considered for approval in rural areas where the potential for encountering historical resources is relatively high. Rural areas are less likely than developed areas to have been previously surveyed for historical resources and more likely to contain significant, yet to be evaluated, resources.
- These uses typically result in substantial disturbance of the site on which they are constructed or operated. They cannot operate properly unless they occupy a given space.
- El Dorado County is rich in historical resources. However, there are currently no historical resources listed on the CRHR in the county. It is highly likely that there are many historical resources in the county that have not been evaluated for CRHR eligibility that actually would be eligible. The destruction of any of these resources as a result of one of the conditional land uses would be a significant impact.

Destructive impacts to historical resources cannot be fully mitigated (*League for Protection of Oakland's Architectural and Historic Resources v. City of Oakland* (1997) 52 Cal.App.4th 896). Therefore, this impact is significant and unavoidable.

Impact CUL-2: Cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5 (significant and unavoidable)

The conditional land uses described in Table 3.5-2 are intensive uses that typically result in substantial ground disturbance during construction, operation, or both. Because they are allowed only upon approval of a CUP, they would be subject to CEQA's analysis and mitigation requirements. General Plan Policy 7.5.1.6 (treatment of significant cultural resources in accordance with CEQA standards) would duplicate this requirement.

Application of General Plan Policy 7.5.1.1 (County to establish a Cultural Resources Ordinance) to these development projects (per the consistency review under Policy 2.2.5.20) would largely avoid adverse changes to archeological resources by providing a framework for the mitigation of impacts. However, the Cultural Resources Ordinance envisioned in this policy has not been adopted.

The County's Guidelines for Cultural Resources Studies is helpful in ensuring that archaeological surveys will be conducted by qualified professionals and that CEQA analysis is properly carried out. However, it does not identify specific mitigation measures to avoid impacts on archaeological resources and cannot ensure that no development project will result in a substantial adverse change in those resources. CEQA would allow a project resulting in a substantial adverse change to proceed, provided that an EIR were prepared first.

The ZOU includes Zoning Ordinance Section 17.30.030.G (protection of wetlands and sensitive riparian habitat) that would establish standards requiring the avoidance and minimization of impacts on wetlands and sensitive riparian habitat. These standards would apply to all ministerial and discretionary permits proposed adjacent to perennial streams, rivers, or lakes, any intermittent streams and wetlands shown on the latest U.S. Geological Survey Quad maps, and any sensitive riparian habitat within the county. Ministerial development would be required to be set back 25 feet from any intermittent stream, wetland or sensitive riparian habitat, or a distance of 50 feet from any perennial lake, river, or stream. All discretionary development with the potential to impact wetlands or sensitive riparian habitat would require a biological resource evaluation to establish the area of avoidance and any buffers or setbacks required to reduce the impacts to a less-than-significant level (this would be in addition to any required CEQA analysis). The proposed code would also establish greater setbacks from specified major lakes, rivers, and creeks within the county.

This component of the ZOU would reduce the project's potential to adversely change the significance of archaeological resources. The areas adjacent to streams and waterways are among the most likely to contain archaeological resources. Although this would reduce the project's potential impact to some degree, it would not cover a sufficient amount of the county's archaeologically sensitive land to substantially reduce the potential for new development to adversely affect archaeological resources.

Despite these protections, it is reasonably foreseeable that these types of uses could result in a significant effect on one or more archaeological resources. The reasons for this conclusion are as follows.

- These uses would be considered for approval in rural areas where the potential for encountering archaeological resources is relatively high. Rural areas are less likely than developed areas to have been previously surveyed for archaeological resources and more likely to contain unknown, yet to be evaluated, resources.
- These uses typically result in substantial disturbance of the site on which they are constructed or operated. They cannot operate properly unless they occupy a given space.
- El Dorado County is rich in archaeological resources. It is highly likely that there are many unknown archaeological resources in the county. The destruction of a significant archaeological resource as a result of one of the conditional land uses would be a significant impact.

Mitigation measures for archaeological resources are necessarily project-specific and site-specific in order to effectively reduce or avoid the impacts of the development project being proposed on the particular archaeological resource being adversely affected. Mitigation measures take into account the characteristics of the project, its impact mechanisms, the particular resources being affected, and feasible and effective means of reducing its impacts. The project (i.e., TGPA and ZOU) does not include specific development projects. Therefore, development of feasible and effective mitigation that would assure that all future development projects would avoid significant effects on archaeological resources is not possible. When a Cultural Resources Ordinance is adopted pursuant to General Plan Policy 7.5.1.1, it may provide for mitigation of this impact. However, until that time, this impact is significant and unavoidable.

Impact CUL-3: Disturb any human remains, including those interred outside of formal cemeteries (less than significant)

The project does not include any site-specific development project. Consequently, its effect on any specific resource cannot be determined. However, state regulations requiring the reporting and

proper, respectful handling of human remains uncovered during construction activities avoid this impact (CHSC Section 7050.5 and PRC Section 5097.98). Therefore, development under the project is not expected to result in a significant effect. This impact would be less than significant.

3.6 Land Use and Planning

3.6.1 Existing Conditions

Regulatory Setting

State

California Planning Law – General Plans

State law requires El Dorado County (as well as all other cities and counties in the state) to “adopt a comprehensive, long-term general plan for the physical development of the county” (Government Code Section 65300). The general plan is considered to be the County’s “constitution,” containing development and conservation policies that will guide its long-term development. State law mandates that the general plan address land use, housing, circulation, open space, conservation, noise, and public safety, as well as any other issues that may be of interest to the county. The land use element of the general plan identifies the allowable types, density, and intensity of land uses through its list of residential, commercial, agricultural, industrial, and other land use designations. The land use diagram (map) identifies the locations of these existing and future land uses, as well as the communities within which they will be located.

Local

El Dorado County 2004 General Plan

Land use within lands under County jurisdiction is subject to regulation under the General Plan, zoning and subdivision ordinances. The adopted El Dorado County General Plan states the following.

It is the explicit intent of the Plan, through the appropriate application of these planning concept areas, to: (1) foster a rural quality of life; (2) sustain a quality environment; (3) develop a strong diversified, sustainable local economy; (4) plan land use patterns which will determine the level of public services appropriate to the character, economy, and environment of each region; and (5) accommodate the County’s fair share of the regional growth projections while encouraging those activities that comprise the basis for the County’s customs, culture, and economic stability.

Most unincorporated areas of the County fall within areas designated as Community Regions under the General Plan, where growth will be directed and facilitated; Rural Centers, where growth and commercial activities under the General Plan will be directed to serve the larger Rural Regions; and Rural Regions, where the General Plan calls for resource based activities to be located, and which, under the General Plan, are to be enhanced while accommodating reasonable growth.

El Dorado County Zoning Ordinance

The County’s Zoning Ordinance regulates the actual use of land. Residential, commercial, agricultural, industrial, and other zones describe the allowable uses and minimum development standards that apply to a given piece of land. The Subdivision Ordinance establishes the procedure by which private land may be divided for sale. California Planning and Development Law requires the County’s zoning and subdivision decisions to be consistent with the adopted general plan.

The County adopted the El Dorado County General Plan in 2004. The Zoning Ordinance has not been comprehensively updated in many years. Although mandated by state law to be consistent with the General Plan, the El Dorado County Zoning Ordinance is not. The ZOU that is part of this Project is specifically intended to bring zoning regulations into conformity with the General Plan. The subdivision ordinance is largely procedural in nature and does not conflict with the General Plan.

El Dorado County Community and Specific Plans

The county contains a number of unincorporated communities. In order to provide greater land use policy detail than would be possible under the General Plan, the County has adopted “community plans” and “specific plans” for these areas. The following adopted plans establish the types, intensities, and distribution of land uses within these communities.

- Meyers Community Plan
- Carson Creek Specific Plan
- Promontory Specific Plan
- Valley View Specific Plan
- El Dorado Hills Specific Plan
- Bass Lake Hills Specific Plan
- North West El Dorado Hills Specific Plan

Tribal, Federal, State, and City Lands

Some areas within the county boundaries are not under County jurisdiction and therefore not subject to land use regulation by the County through the General Plan and Zoning Ordinance. These areas include tribal lands, such as the Shingle Springs Band of Miwok Indians Rancheria; and federal and state lands such as National Forest lands (Eldorado National Forest, Tahoe National Forest, Lake Tahoe Basin Management Unit), BLM lands, U.S. Bureau of Reclamation lands (Folsom Lake), and State Parks. There are two incorporated cities in El Dorado County, the city of Placerville, the county seat, and the city of South Lake Tahoe. Nearly half the land area of El Dorado County falls within the jurisdiction of these governmental entities and is outside of the County’s jurisdiction (El Dorado County 2003).

Environmental Setting

El Dorado County encompasses 1,805 square miles in east-central California. The county’s westernmost portion contains part of Folsom Lake, and the County’s eastern boundary is also the California–Nevada state line. The county can be topographically divided into two zones. The northeast corner of the county is in the Lake Tahoe Basin, while the remainder of the county is in the area referred to regionally as the *West Slope*—the area west of Echo Summit (Figure 2-1). Eldorado and Tahoe National Forests comprise a major portion of the eastern area of the county. The proposed changes to the General Plan and Zoning Ordinance would take effect county-wide in El Dorado County, affecting those areas that are under County jurisdiction (Figure 2-2). This excludes areas within the two incorporated cities, as well as federal, state, and tribal lands.

Many parts of the County are rural in character and residents often express a desire to maintain this “rural quality of life” mentioned in the General Plan. Agricultural operations, including vineyards, cattle ranching, and orchards, are common in the rural portions of the County. The popular Apple

Hill area east of Placerville represents a successful means of both highlighting and marketing the county’s agricultural industry. However, the county also contains large concentrations of suburban development along the U.S. Highway 50 corridor west of Placerville. This includes the communities of El Dorado Hills, Cameron Park, and their immediate environs. Commercial nodes, such as those at Shingle Springs, Diamond Springs, and other community centers, help define other, more rural residential communities.

Existing land uses within the unincorporated areas of the County range from urban uses within specific plan areas to agricultural and open space uses outside of the specific plan and Community Regions. The adopted General Plan policies have been aimed at keeping land uses in the County organized by intensity, maintaining the character of rural areas, open space areas, and agricultural areas while allowing sufficient development to support these uses and the economy of the County. Much of the county lying between the Tahoe Basin and a line roughly connecting the communities of Georgetown, Pollock Pines, and Grizzly Flat is within National Forest and is under the jurisdiction of the U.S. Forest Service.

Small communities in the unincorporated areas have maintained their separate identities and are generally surrounded by areas of lower intensity, rural land uses. Higher density land uses have continued to be located in the western portions of the county along the U.S. Highway 50 corridor at El Dorado Hills and Cameron Park, and in the incorporated cities.

At the time of adoption of the 2004 General Plan, development of urban and rural residential land uses was occurring at a rapid rate, particularly in the communities of El Dorado Hills and Cameron Park near the Sacramento County line (El Dorado County 2003). Since 2008, the rate of population growth in El Dorado County has significantly slowed, as a direct result of the recession and the slow economic recovery that has followed (California Department of Finance 2011, 2013). The California Department of Finance (DOF) estimates of yearly percentage population change in El Dorado County from 2000 to 2013, shown in Table 3.6-1, illustrate this phenomenon.

Table 3.6-1. El Dorado County Population, Yearly Percentage Changes 2000–2013

Year	2000–2001	2001–2002	2002–2003	2003–2004	2004–2005	2005–2006	2006–2007	2007–2008	2008–2009	2009–2010	2010–2011	2011–2012	2012–2013
% Pop. Change	2.27	1.76	1.79	1.57	1.69	1.20	1.11	0.79	0.62	0.82	-0.13	1.19	0.29

Notes: This includes the entire county population, including residents of the incorporated cities.
Source: California Department of Finance 2011, 2013

3.6.2 Environmental Impacts

The following examines the Project, identifies its impacts on land use and planning, and recommends specific mitigation measures to reduce those impacts.

Note that the Project is unlike most projects subject to CEQA analysis. Where *development projects* consist of specific actions that would directly affect the environment, the Project amends the General Plan and the Zoning Ordinance and would have only indirect effects. The analyses in this FEIR

address the Project's short- and long-term adverse impacts on the physical (natural and built) environment, under the assumption the Project will be built out. *Existing conditions* are the baseline against which the significance of the Project's potential impacts is evaluated. Therefore, the reasonably foreseeable impacts of the TGPA and ZOU are compared to the existing environment and not to the provisions of the existing General Plan and Zoning Ordinance.

Impact Mechanisms

The TGPA is proposing a limited number of amendments to the 2004 General Plan; the ZOU is an update of the County's existing Zoning Ordinance. This FEIR analyzes whether these proposed changes, including the changes in residential densities in some commercial/Mixed-Use and multi-Family Residential areas, would result in impacts on these existing resources that would not occur under the existing General Plan and Zoning Ordinance. The key changes—which include changes to policies pertinent to land use and planning—are listed below.

For the most part, the Project is not changing existing general plan designations. The analysis examines the extent to which the Project would result in changes to existing conditions. Future land use changes will primarily occur in accordance with the adopted General Plan. The analyses distinguishes the increment of change that is expected to occur as a result of the Project (i.e., the TGPA and ZOU) from the change from existing conditions that would otherwise occur as a result of development under the General Plan and Zoning Ordinance in order to present the overall impact of implementation of the General Plan and Zoning Ordinance as proposed to be amended. In terms of the ZOU, the discussion focuses on those components that would potentially have an impact on existing land use and are substantially different than the provisions of the existing Zoning Ordinance.

Targeted General Plan Amendments

Camino-Pollock Pines Community Region. The Project proposes to divide the existing Community Region into three Rural Centers. Camino, Cedar Grove, and Pollock Pines would develop in a manner reflects their separate and distinct characters. The proposed Rural Center designations would not extend beyond the existing boundary of the Community Region, and no changes to existing General Plan land use designations are proposed.

Agricultural District Expansion. The Project includes expanding the boundaries of the Garden Valley-Georgetown, Coloma, Camino-Fruitridge, Gold Hill, Oak Hill, Pleasant Valley, and Fair Play-Somerset Agricultural Districts to implement General Plan Implementation Measure AF-J. In addition, several parcels that are now within Agricultural Districts, but which do not actually meet the criteria for inclusion, are proposed to be removed from those Districts, based on the Policy 8.1.1.2 criteria. Approximately 479 parcels, totaling 17,241 acres, are proposed to be added to these Agricultural Districts, and 96 parcels, totaling 137 acres, are proposed to be removed.

Policy 2.1.1.3: Commercial/Mixed-Use (in Community Regions). This would increase the maximum density for the residential portion of mixed-use projects in Community Regions from 16 dwelling units per acre to 20 dwelling units per acre to be consistent with 2009 amendments to State planning law (Government Code Section 65583.2(c)(B)(3)). The maximum residential density of 20 dwelling units per acre may only be achieved where adequate infrastructure, such as water, sewer and roadway are available or can be provided concurrent with development.

Policy 2.1.2.5: Commercial/Mixed-Use (in Rural Centers). Increase the maximum density for the residential portion of mixed-use projects in Rural Centers from 4 dwelling units per acre to 10 dwelling units per acre.

Policy 2.2.1.2: Multifamily Residential (MFR). The minimum allowable density for the MFR designation in the current General Plan is 5 dwelling units per acre, with a maximum density of up to 24 dwelling units. The Project would increase the designation's minimum density to 8 units per acre with an optional review. The Project would amend the MFR designation to encourage a full range of housing types including small lot, single-family detached design without a requirement for a planned development. The Project would specify that mixed-use development within Community Regions and Rural Centers which combine commercial and residential uses shall be permitted under the MFR designation. As originally proposed (and as reflected in the NOP), the Project included an increase of the maximum density to 30 units per acre to comply with the requirements of housing element law (Government Code 65583.2(c)(iv) and (e)). However, with adoption of the Housing Element in October 2013, this increased density was determined to be unnecessary, and this proposed amendment is not being pursued.

Policies 2.2.3.1 and 2.2.4.1: Open Space. Amend the 30% open space requirement for Planned Development to exempt certain types of residential development from that requirement and to allow high density residential planned developments to provide for half of the 30% open space requirement to be in private yards.

Policy 2.4.1.5: Infill Development. A proposed new policy encouraging infill development on sites of up to 5 acres in size in existing communities where, among other limitations, the site does not have habitat value for endangered, rare, or threatened species. Infill would be required to be consistent with the General Plan and zoning provisions applicable to the given site. Because of the rural nature of the county, infill development of this size may have the potential to adversely affect biological resources when the project site adjoins existing development or the site itself supports biological resources.

Policy 5.2.1.3 would be revised such that medium-density residential, high-density residential, multifamily residential, commercial, industrial and research and development projects may be required to connect to public water systems if reasonably available, when located within Community Regions and to either a public water system or to an approved private water systems in Rural Centers. The current policy requires such development to be connected to public water systems in Community Regions.

Policy 5.3.1.1 would be revised such to state that high-density and multifamily residential, commercial, and industrial projects may be required to connect to public wastewater collection facilities if reasonably available, as a condition of approval. The current policy requires such development to be connected to public collection facilities.

Policy 7.1.2.1 amends the current *prohibition* of development (except where the prohibition would deny reasonable use of the property) on slopes over 30% to a *restriction* on development of slopes over 30%. The standards under which slopes could be developed are set out in proposed Section 17.30.060 (Hillside Development Standards) of the ZOU described below.

Zoning Ordinance Update

The Project includes rezoning of individual parcels throughout the county as needed to make the zoning classifications on each property consistent with the property's General Plan designation. Where there is more than one zone classification that would be consistent with the General Plan, these changes generally adopt the least intensive of those zones. The development potential of the parcels is currently determined by the densities and intensities established in the General Plan. The

rezonings would not change the development potential associated with implementation of the General Plan and Zoning Ordinance.

Section 17.30.060 (Hillside Development Standards) establishes standards regulating development on portions of existing lots where the natural gradient (i.e., slope) exceeds 30%. Development could proceed with an erosion and sediment control plan in place. Development would be prohibited on sites where the slope has a vertical height of 50 feet or more and exceeds 30%, except “where reasonable use of an existing lot or parcel would otherwise be denied.” In those cases, stricter development standards would apply.

Chapter 17.21 (Agricultural, Rural Lands and Resource Zones) would expand the allowable uses in these zones (relative to allowable uses in the current agricultural and timberland zones) to include activities intended to support agriculture by allowing compatible uses such as agricultural homestays (Section 17.040.170), Health Resort and Retreat Centers (Section 17.040.170), Agricultural and Timber Resource Lodging (Section 17.040.170), and Ranch Marketing (Section 17.040.260) that can include outdoor entertainment and concerts on parcels of 10 acres or larger. The matrix in Section 17.21.020 also would allow a number of intensive land uses in these zones: Industrial, General in the FR and TPZ zones by conditional use permit (CUP); Off-Highway Vehicle Recreation Area in the FR and TPZ zones by CUP; Ski Area by CUP in the RL, FR, and TPZ zones; and Public Utility Services Facilities, Intensive in the PA, AG, RL, FR, and TPZ zones by CUP.

Chapter 17.24 (Residential Zones) would expand the list of uses potentially allowed in the current zoning ordinance upon approval of a CUP to include Public Utility Services Facilities, Intensive.

Chapter 17.25 (Recreational Facilities) would expand the types of uses currently allowed in the recreational facilities zone to include: Ski Area by CUP; Large Amusement Complex in RFH zone by CUP; outdoor entertainment by CUP in the RFL and administrative permit in the RFH zones; and a Hotel/Motel in the RFH zone by CUP. The RFL zone would be consistent with all General Plan residential designations, as well as Open Space and Tourist Recreational. The RFH zone would be consistent with the General Plan multi-family and high-density residential designations, as well as Open Space (within a Community Region) and Tourist Recreational designations.

Methods of Analysis

Where relevant, the impact discussions under *Impacts and Mitigation Measures* first discloses the extent to which the current General Plan, through its policies and pattern of land use distribution, has or is expected to have an impact on land use and planning. This FEIR then examines those components of the Project that could have an adverse effect on these existing resources.

Because the Project does not propose any site-specific development activities, this analysis focuses on the potential indirect impacts of future development that could occur as a result of the Project.

Thresholds of Significance

In accordance with Appendix G of the State CEQA Guidelines, the project would be considered to have a significant effect if it would result in any of the conditions listed below.

- Physically divide an established community.
- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to, a general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.
- Conflict with any applicable habitat conservation plan or natural community conservation plan.

The County also examined the following additional conditions in the 2004 General Plan EIR, and does so again in this FEIR.

- Substantially alter or degrade the existing land use character of the County.
- Create substantial incompatibilities between land uses.

Impacts and Mitigation Measures

Impact LU-1: Physically divide an established community (no impact)

Project Impacts

The TGPA and ZOU are not a development project in the usual sense and would not result in a direct physical change in the environment. However, their policies and regulations may indirectly affect the environment. An established community can be physically divided when general plan policies or zoning regulations would result in physical divisions. Typically, this may be caused by changes to the land use map.

With three exceptions, the TGPA does not propose any revisions to the General Plan's land use map. The TGPA proposes to divide the existing Camino/Pollock Pines Community Region into three Rural Centers centered on Camino, Cedar Grove, and Pollock Pines (Figure 2-3). The TGPA proposes to expand the Agricultural District Boundaries for Garden Valley-Georgetown, Coloma, Camino-Fruitridge, Gold Hill, Oak Hill, Pleasant Valley, and Fair Play-Somerset to implement General Plan Implementation Measure AF-J. In addition, a number of parcels now identified as being within Agricultural Districts would be removed from those districts, based on the Policy 8.1.1.2 criteria (Figure 2-4). Lastly, the Project would include both changes to the zoning map through the ZOU and limited land use map clean-up through the TGPA (Figures 2-5a-5l). None of these changes would result in physical divisions of communities. The division of the Camino/Pollock Pines Community Region allows the existing communities to develop in accordance with their unique characters. It does not create any new policies that would require those communities to be physically divided. Changes to the Agricultural Districts would affect individual parcels within agricultural areas, and would not institute any physical divisions of communities. The effect would be similar for the scattered clean-up zone changes related to the ZOU. Those changes would result in consistency between the General Plan designations and zoning. For those established communities for which specific plans or community plans have been adopted, the Project would not include any changes to those plans.

Proposed changes to the Zoning Ordinance would be consistent with the General Plan adopted land use designations, and therefore would also not affect established communities. There would be no impact.

Impact LU-2: Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to, a general plan, specific plan, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect (less than significant)

2004 General Plan EIR Conclusions

The certified 2004 General Plan EIR found that the General Plan would have a less-than-significant impact on consistency with the plans of other jurisdictions, with adoption of Mitigation Measure 5.1-

1. That measure called for the County to coordinate with the incorporated cities on land use decisions. The mitigation measure was incorporated into the General Plan under Objective 2.2.7, Coordination with Incorporated Cities.

Project Impacts

The Project would not change Objective 2.2.7 or its associated policies. A substantial number of agencies have regulatory authority over land areas within the County. While the General Plan policies apply countywide, the County does not have land use regulatory authority over lands owned by the state or federal government; tribal lands; lands of certain special agencies, such as school districts and irrigation districts, when used for educational or water supply purposes; or lands within the city limits of the two incorporated cities. Those agencies operate under separate jurisdiction from the County and do not have jurisdiction over the TGPA and ZOU. Therefore, the Project would not result in any conflicts with land use plans, policies, or regulations of such other agencies.

The Project includes both an internally consistent set of general plan policy amendments and a comprehensive update to the Zoning Ordinance to ensure that the Zoning Ordinance will be consistent with the General Plan. Therefore, the Project would be consistent with the County's own general plan policies and zoning regulation. The proposed design standards and a design manual for mixed-use development are designed to be consistent with the General Plan as proposed to be amended, and the proposed updated Zoning Ordinance, and would therefore not result in any conflicts with the County's own general plan policies and zoning regulation.

The TGPA and ZOU include a limited number of changes to existing policies or regulations that would reduce environmental protections. The TGPA proposes to amend Policy 7.1.2.1 such that instead of prohibiting development on slopes of 30% or greater, the General Plan would discourage development on such slopes. Proposed Zoning Ordinance Section 17.30.060 (Hillside Development Standards 30 Percent Slope Restriction) establishes detailed regulations for development on slopes, including provisions for erosion control and engineered design, but similarly does not prohibit such development. While Constitutional protections against "regulatory takings" act to preclude the County from ever actually prohibiting all development on a steep lot if that action would remove all economic value from the property, existing Policy 7.1.2.1 could certainly restrict the development of the steep portions of sites that also contain areas with slopes under 30%. Despite the proposed erosion control and design requirements, there is the potential for this change to result in adverse aesthetic effects. However, with the proposed amendment to Policy 2.2.3.1 discussed below, that will not be inconsistent with any General Plan policies. This is a less-than-significant impact.

The Project proposes to amend Policy 2.2.3.1 to exempt certain residential planned development projects from the 30% open space requirement. This would allow residential planned developments consisting of five or fewer lots, infill development, Multi-Family Residential, or Commercial/Mixed-Use to proceed without devoting 30% of the project site to open space. The TGPA would delete Policy 2.2.5.4 that now requires development applications that have the potential to create 50 parcels or more to be subject to the Planned Development combining zone district, thereby requiring 30% of the site to be left in open space (this policy currently does not apply when the project does not require a General Plan amendment, has an overall density of two units per acre or less, and its site is designated High-Density Residential). Combined, these amendments would limit application of the 30% open space requirement for certain small projects, while expanding its application to all residential planned developments of six or more lots. The open space requirement

is not strictly for the purpose of avoiding or mitigating an environmental effect. Open space may include recreational uses, for example. Its primary environmental benefits are aesthetic, by providing visual relief from buildings, and hydrological, in those instances when the open space is used to handle storm drainage and reduce the effect of urban runoff. However, given the limited practical application of these amendments, the TGPA and the related changes in the ZOU would not result in a significant environmental effect. This impact would be less than significant.

Impact LU-3: Conflict with any applicable habitat conservation plan or natural community conservation plan (no impact)

There are no habitat conservation plans or natural community conservation plans in El Dorado County (U.S. Fish and Wildlife Service 2013; California Department of Fish and Wildlife 2013). Therefore, the Project would not conflict with any such plan and there would be no impact.

Impact LU-4: Substantially alter or degrade the existing land use character of the County (significant and unavoidable)

2004 General Plan EIR Conclusions

The certified 2004 General Plan EIR examined whether the General Plan would substantially alter or degrade the existing land use character by 2025 and at theoretical buildout (i.e., sometime beyond 2025). The 2004 General Plan EIR found that the adopted 2004 General Plan would have a less-than-significant impact on land use character at 2025, but a significant and unavoidable impact at buildout.

The 2025 impact was found less than significant because the level of development intensity was sufficiently low to retain community character. General Plan policies would encourage new development to occur within Community Regions and Rural Centers rather than haphazardly within rural areas. The 2004 General Plan EIR found, in particular, the following.

The reduced size of Community Regions and Rural Centers would balance with the increased density of permitted subdivision to fully implement the intent of the General Plan to focus development in urban areas and protect rural areas from high levels of development. Development density would be greater in the urban areas, and the protections provided by General Plan policies would ensure concentration of high-intensity development in Community Regions and Rural Centers.

At buildout of the General Plan, however, development would be intensified throughout the planning area at levels sufficient to degrade community character. The 2004 General Plan's EIR operated on the assumption that all legal parcels would be developed at buildout of the General Plan. This would include substantial numbers of parcels in rural areas. The 2004 General Plan EIR included Mitigation Measure 5.1-2, which required a program that allows distinct separators to be maintained between developed areas (i.e., Community Regions and Rural Centers). This measure was incorporated into the 2004 General Plan as Policy 2.5.1.3. Nonetheless, the 2004 General Plan EIR concluded that this impact was significant and unavoidable. The analysis of Alternative 3 from the 2004 General Plan EIR is incorporated by reference.

Project Impacts

The Project would similarly result in a significant and unavoidable impact. It is not reasonable to assume that every parcel in the County will eventually be developed. For example, some parcels are

located on slopes that are too steep for development, others are too small to support the necessary septic tank system, and others are too distant from water service for connections to be affordable and groundwater is insufficient to support development at maximum density. Therefore, the following analysis will not rely on that assumption. Nonetheless, a reasonable assumption of development under the existing General Plan will result in a substantial increase in the level of development currently found throughout the county. This would inevitably degrade the rural character of some areas.

The Project does not make substantial changes to the General Plan policies that encourage most new development to locate in the Community Regions and Rural Centers. It would, however, increase the allowable density within mixed-use developments and encourage that type of development in Commercial and Multi-Family Residential zones. The effect of the proposed increase in residential density within mixed-use developments is limited by the fact that mixed-use development is not allowed outside of Community Regions and Rural Centers and therefore would not contribute to more intense development outside of those areas. Further, physical constraints such as lot size and lack of services, would limit the ability of individual mixed-use developments to reach the maximum density allowed under the project. The change in mixed-use maximum residential density would not result in a significant effect as a result of substantial alteration or degradation of the existing land use character. Policy 2.1.2.5 proposes to increase mixed-use density within Rural Centers to a maximum of 10 dwellings per acre. However, it contains language which may inadvertently be interpreted to authorize up to 20 dwellings per acre. Mitigation Measure LU-4a will prevent this from occurring.

The proposed amendment to Policy 2.2.1.2 that would increase the maximum residential density in the MFR land use designation to 30 dwellings per acre was included in the NOP project description in order that the County could meet its regional housing share obligation in its Housing Element. The Housing Element was adopted October 29, 2013 and easily met the regional housing need requirements without this provision for higher density residential development. For that reason, this proposed amendment is not being pursued.

The proposed relaxation of the prohibition on development on slopes of 30% or greater would potentially result in a significant and unavoidable impact on land uses within those areas and therefore would substantially alter the existing land use character. Mitigation Measure BIO-1a would reduce this impact, but not below the level of significance. This would be a significant and unavoidable impact.

Proposed new Policy 2.4.1.5 promoting “infill” development would further encourage development that is consistent with the General Plan to take place within existing communities. This Land Use Element policy is consistent with the Housing Element’s infill implementation measure and reinforces existing policies that focus new development in Community Regions and Rural Centers. As a result, this policy would not result in a significant effect as a result of substantial alteration or degradation of the existing land use character.

The proposed changes to Policies 5.2.1.3 and 5.3.1.1 would effectively relax the current requirement that higher intensity development connect to public water and wastewater disposal systems to instead allow development to proceed without connecting to public systems when public systems are not reasonably available. Because of the lack of reliable groundwater supplies within the county and the size requirements for individual septic system leach fields mandated by building code requirements, this change would not result in higher intensity development. Instead, it would allow

property to be developed, but only to the extent allowed by the site's physical constraints. Where groundwater supplies are limited or the size of the site is limited, this will typically be a lower intensity of development than could be supported by public water and wastewater disposal systems. This would not result in a substantial alteration or degradation of land use character and therefore would have a less than significant impact.

The Project includes Zoning Ordinance provisions intended to support agriculture by allowing compatible uses such as agricultural homestays (Section 17.040.170), Health Resort and Retreat Centers (Section 17.040.170), Agricultural and Timber Resource Lodging (Section 17.040.170), and Ranch Marketing (Section 17.040.260). These uses would be limited to lands where the primary use is agricultural (including forestry). Some uses would be allowable by right; others would require approval of an administrative permit or CUP, depending on the use and the zone.

Agricultural homestays are lodgings operated by the resident of a bonafide agricultural (including forestry) or grazing operation that is accessory and subordinate to the operation. They would be limited to a maximum of 6 guests in not more than 3 guest rooms. This would not substantially increase the intensity of uses in agriculturally or forest/timberland zoned areas of the county and would not result in a substantial alteration or degradation of land use character; therefore, the impact would be less than significant.

However, the proposed provisions for Health Resort and Retreat Centers, Agricultural and Timber Resource Lodging, and Ranch Marketing could substantially alter the character of agricultural and timber resource areas. A Health Resort and Retreat Center consists of recreational, educational, therapeutic, and similar activities focused on self-improvement in a natural setting, with day use or overnight facilities to serve the guests. It would be considered an expanded home occupation under the proposed Zoning Ordinance. It would be permitted in the PA (planned agricultural), AG (agricultural grazing), FR (forest resource), and TPZ (timber production) zones upon approval of a CUP, provided that it has been deemed consistent with surrounding agricultural uses by the Agricultural Commission. No maximum size limit is proposed. Although the CUP requirement would allow the imposition by the County of restrictions intended to reduce a resort/retreat center's aesthetic, noise, and traffic impacts, this type of use could nonetheless substantially alter the existing character of the agricultural or timber production area by introducing new structures and activities that are different from existing uses. The proposed right to farm ordinance (Section 17.40.290 of the ZOU) will reduce this impact by limiting conflict between agricultural uses, including within the FR and TPZ zones, and resort/retreat center uses. This impact would be reduced to a less-than-significant level by Mitigation Measure AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers.

Agricultural and Timber Lodging would be allowed by right in the AG zone, upon approval of a ministerial administrative permit in the PA and FR zones, upon approval of a minor use permit in the LA (limited agricultural) and RL (rural lands) zones, and upon approval of a CUP in the TPZ zone. In every case, Agricultural and Timber Resource Lodging would have to be determined to be compatible with surrounding uses by the Agricultural Commission. No maximum size or number of guest units is proposed under the Zoning Ordinance, although signs would be limited in size. The requirement that Agricultural and Timber Resource Lodging be reviewed for compatibility would preclude lodging facilities that would conflict with agricultural or timber-related uses. The proposed right to farm ordinance (Section 17.40.290 of the ZOU) will reduce this impact by limiting conflict between lodging facilities and agricultural activities. Therefore, these lodging facilities would not

substantially alter the character of the area in which they are located. This impact would be less than significant.

The proposed Ranch Marketing provisions would authorize several types of uses with the potential to substantially alter the character of the area in which they are located, depending on the size and intensity of that use. This is limited somewhat by the proposed requirements that the use be secondary to the agricultural use and linked to the sale of agricultural products produced onsite or related value-added products. If a CUP is required, the use would have to be found to not detract from or diminish onsite agricultural uses, to have no adverse effect on surrounding agricultural production, and that all uses on Williamson Act contracted lands are compatible uses under the County's Williamson Act ordinance. The most intensive potential Ranch Marketing uses include the following.

- Permanent campgrounds (allowed upon approval of a CUP in the LA, PA, and AG zones).
- Marketing/promotional events (allowed by right in the PA zone and on parcels of 40 acres or more in the AG zone, upon approval of a CUP in the AG zone on parcels under 40 acres, and upon approval of a minor use permit in the LA zone).
- Special events such as weddings, parties, company picnics, birthdays, reunions, or other social gatherings with up to 250 attendees up to 24 times per year (allowed by right on parcels of 160 acres or more in the AG zone, upon approval of an administrative permit on parcels from 40 to 160 acres in the AG zone, upon approval of a CUP in the AG zone on parcels under 40 acres and upon approval of a CUP on parcels of 10 acres or larger in the LA zone). In the PA zone, this would be allowed by right, unless the site has no direct road access in which case a minor use permit would be required, or it may have significant impacts to traffic, noise, neighboring parcels and may result in a loss of productive agricultural land in which case a CUP would be required. The use could also be allowed in the PA zone upon approval of a temporary use permit (TUP).
- Musical festivals and concerts (allowed by CUP or temporary use permit, depending on the duration, in the LA, PA, and AG zones).
- Rodeos (allowed in the AG zone by right on parcels of 160 acres or more, upon approval of an administrative permit on parcels from 40 to 160 acres, and upon approval of a CUP on parcels less than 40 acres).

Although there are no specific uses being proposed on any site at this time and the purpose of the Ranch Marketing provisions is to provide farmers and ranchers a broader range of agriculture-related income-generating activities, these types of uses have the potential to substantially alter the character of the area in which they are located by introducing a new source of noise, traffic, and aesthetic impacts. This would be particularly true where the use would not be subject to a minor use permit, CUP or TUP and the County's ability to impose conditions to minimize impacts would therefore be limited. Mitigation Measure LU-4b: Require prospective Ranch Marketing uses to be reviewed for compatibility with adjoining agricultural uses would reduce this to a less-than-significant level.

This significant impact determination also holds for general industrial in the FR and TPZ zones by CUP; off-highway or off-road vehicle recreation area in the FR and TPZ zones by CUP; Ski Area by CUP in the RL, FR, and TPZ zones; and Public Utility Services Facilities, Intensive in the PA, AG, RL, FR, and TPZ zones by CUP. The CUP requirement would provide for discretionary review of projects

and afford the opportunity to apply project-specific mitigation. It would not necessarily avoid the potential for these intensive uses to alter or degrade the existing land use character of their surroundings. Mitigation Measure AG-1b: Amend the ZOU to limit Public Utility Service Facilities to minor facilities in the PA, AG, and RL zones would reduce the impact of Public Utility Services Facilities to a less-than-significant level by reducing the intensity of allowable uses. Mitigation Measure AG-4: Amend proposed Table 17.21.020 to restrict incompatible uses from being located in the TPZ zone would reduce the impact of these uses on land that is to be enforceably restricted for timber production. Nonetheless, it is reasonably foreseeable that off-highway or off-road vehicle recreation area and ski area uses would substantially alter the existing land use character of the rural areas in which they would be located and result in a significant and unavoidable impact.

Similarly, Public Utility Services Facilities, Intensive (e.g., electrical receiving facilities or substations, sewage treatment facilities, and power generating facilities) authorized in residential zones upon approval of a CUP would expand the list of uses potentially allowed in the current Zoning Ordinance and could substantially alter the existing land use character of the residential and rural residential areas in which they would be located. Because these uses may be necessary to serve residential areas, this impact is significant and unavoidable.

Chapter 17.25 (Recreational Facilities) would expand the types of uses currently allowed in the recreational facilities zone, as described above. If these intensive uses were to be approved in areas designated on the General Plan for residential or open space uses, it is reasonably foreseeable that they would substantially alter the existing land use character of the surrounding area. The intensity (e.g., height, lighting, signage), typical components (e.g., parking lots, signs, permanent structures), and typical operational impacts (e.g., traffic, noise, lighting) of these types of uses would not be amenable to sufficient moderation to avoid this substantial alteration because they would be so different from their surroundings. This impact is significant and unavoidable.

Conclusions

Allowing development on slopes of 30% or more would result in a significant impact that would be reduced by Mitigation Measure BIO-1a, but not to a less-than-significant level. The impact would be significant and unavoidable.

Impacts related to the increase the allowable density within mixed-use developments would be reduced by Mitigation Measure LU-4a to a less-than-significant level.

Impacts related to Agricultural Homestays and Agricultural and Timber Resource Lodging would be less than significant.

Impacts related to Health Resort and Retreat Centers would be reduced by Mitigation Measure AG-1a to a less-than-significant level.

Impacts related to Ranch Marketing uses would be reduced by Mitigation Measure LU-4b to a less-than-significant level.

Impacts related to Public Utility Services Facilities in the TPZ would be reduced by Mitigation Measure AG-1b and Mitigation Measure AG-4 to a less-than-significant level.

Impacts related to off-highway or off-road vehicle recreation area and ski area uses would be reduced by Mitigation Measure AG-1b and Mitigation Measure AG-4, but not to a less-than-significant level. This would be a significant and unavoidable impact.

Impacts related to Public Utility Services Facilities authorized in residential zones upon approval of a CUP would be significant and unavoidable.

Impacts related to the proposed changes to the Recreational Facilities zone would be significant and unavoidable.

The overall impact of the Project related to land use character would remain significant and unavoidable after implementation of Mitigation Measures AG-1a, AG-1b, AG-4, BIO-1a, LU-4a, and LU-4b.

Mitigation Measure AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers

Mitigation Measure AG-1b: Amend the ZOU to limit Public Utility Service Facilities to minor facilities in the PA, AG, and RL zones

Mitigation Measure AG-4: Amend proposed Table 17.21.020 to restrict incompatible uses from being located in the TPZ zone

Mitigation Measure BIO-1a: Limit the relaxation of hillside development standards

Mitigation Measure LU-4a: Revise Policy 2.1.2.5, Commercial/Mixed-Use (in Rural Centers)

Revise the proposed Policy 2.1.2.5 amendment as follows, to clarify its intent.

Policy 2.1.2.5 Mixed-use developments which combine commercial and residential uses in a single project are permissible and encouraged within Rural Centers. Within Rural Centers, the mixed uses may occur either vertically and/or horizontally. The maximum residential density shall be ~~four~~ 10 dwelling units per acre in Rural Centers in identified mixed-use areas as defined in the Zoning Ordinance. The residential component of a mixed-use project may include a full range of single and/or multi-family design concepts.

Revise Policy 2.2.5.2 as follows to clarify its application.

Policy 2.2.5.2 All applications for discretionary projects or permits including, but not limited to, General Plan amendments, zoning boundary amendments, tentative maps for major and minor land divisions, ~~and special administrative use permits, minor use permits, conditional use permits, and permits for ranch marketing uses~~, shall be reviewed to determine consistency with the policies of the General Plan. No approvals shall be granted unless a finding is made that the project or permit is consistent with the General Plan. In the case of General Plan amendments, such amendments can be rendered consistent with the General Plan by modifying or deleting the General Plan provisions, including both the land use map and any relevant textual policies, with which the proposed amendments would be inconsistent.

Mitigation Measure LU-4b: Require proposed Ranch Marketing uses to be reviewed for compatibility with adjoining agricultural uses

Revise Section 17.40.260.A.3, Ranch Marketing, as follows.

3. Agricultural production is the primary use or function of the property. The Agricultural Commissioner may review the proposed Ranch Marketing area to ensure that the site conforms to the standards 17.40.260.D.2.

Ranch marketing activities proposed within Agricultural Districts, as identified on the General Plan land use maps, on or adjacent to land zoned Planned Agriculture (PA), Limited Agriculture (LA), Agricultural Grazing (AG), Forest Resource (FR), or Timber Production (TPZ) must be reviewed by the Planning Director for consistency with General Plan Policy 2.2.5.2 and by the Agricultural Commissioner for compatibility with surrounding agricultural land uses or on agriculturally zoned lands prior to action by the review authority.

Impact LU-5: Create substantial incompatibilities between land uses (significant and unavoidable)

2004 General Plan EIR Conclusions

The 2004 General Plan EIR analyzed whether the General Plan created substantial incompatibilities between land uses. It stated the following.

Potential incompatibility would result from several sources: the potential for delayed implementation of standards and policies to result in interim or short-term incompatibilities; the definition of the Low-Density Residential designation as compatible with agricultural activities; the lack of a compatibility review in the County's approval process for land use on all projects; the potential for government buildings in incompatible areas of Rural Regions; and the range of uses permitted in Rural Regions that could conflict with each other or with adjacent uses (e.g., Ranch Marketing, agriculture, residential, timber production, mining).

The 2004 General Plan EIR concluded that the 2004 General Plan, which incorporated as policy the mitigation measures identified in the 2004 General Plan EIR (i.e., Mitigation Measures 5.1-3(a) – 5.1-3(d)), would have a less-than-significant impact.

Project Impacts

Except as described below, the mitigation measures identified in the 2004 General Plan EIR for the 2004 General Plan, as amended by the 2004 General Plan EIR findings of fact, are reflected in the General Plan's policies.

- Mitigation Measure 5.1-3(a) [general plan consistency finding required for structures greater than 120 square feet in area or requiring a grading permit] is reflected in Policy 2.2.5.20, with revisions that limit its application to discretionary projects involving structures greater than 4,000 square feet in area or grading permit for 20,000 square feet or more of disturbance. However, Policy 2.2.5.20 also requires all building permits to be consistent with the general plan designation of the affected parcel.
- Mitigation Measure 5.1-3(b) [locate and design development projects in a manner that avoids incompatibility with adjoining land uses] is embodied in Policy 2.2.5.21.
- Mitigation Measure 5.1-3(c) [establish an interim conformity review process] is not included in the General Plan as a discrete policy. Instead, the County applies residential and non-residential development consistency checklists as its conformity review processes to meet this measure for development projects. These checklists are found online at the following websites, respectively.

<http://edcapps.edcgov.us/DevServices/gpchecklist.asp> and
http://edcapps.edcgov.us/DevServices/gpchecklist_nonres.asp

- Mitigation Measure 5.1-3(d) [establish siting criteria for siting of public facilities] was modified by the findings of fact adopted with the 2004 General Plan EIR.¹ The modified measure is embodied in Policy 2.2.5.22.

None of the above mitigation-derived policies are proposed to be amended by the TGPA, so they would remain in effect to ensure that land use decisions do not result in substantial incompatibilities between land uses. One objective of the Project is to make the Zoning Ordinance consistent with the provisions of the General Plan. The ZOU has been specifically drafted for that purpose. Accordingly, the Project would eliminate inconsistencies related to the Zoning Ordinance's implementation of the General Plan. Therefore, the effect of the TGPA would be less than significant.

As discussed under Impact LU-4, the Project includes Zoning Ordinance provisions intended to support agriculture by allowing compatible uses such as agricultural homestays (Section 17.040.170), Health Resort and Retreat Centers (Section 17.040.170), Agricultural and Timber Resource Lodging (Section 17.040.170), and Ranch Marketing (Section 17.040.260). Agricultural homestays are sufficiently limited that they would not be incompatible with adjoining land uses. The proposed ordinance would require that the County Agricultural Commission review and ratify the consistency of any proposed Health Resort and Retreat Center or Agricultural and Timber Resource Lodging with adjoining agricultural uses. This would ensure that these uses would not result in substantial incompatibilities between land uses. The effect of the ZOU proposals for agricultural homestays, Health Resort and Retreat Centers, and Agricultural and Timber Resource Lodging would be less than significant.

The proposed Zoning Ordinance provisions for Ranch Marketing do not require that proposed Ranch Marketing operations be consistent with surrounding land uses, except in those situations where a CUP is required. As a result, there may be some types of uses (e.g., special events such as weddings, parties, company picnics, birthdays, or reunions) allowed by right or non-discretionary administrative permit in the AG zone that would potentially be incompatible with surrounding uses. Implementation of Mitigation Measure LU-4b would reduce this effect to less than significant.

The other, more intensive land uses identified above for proposed Sections 17.21.020, 17.24.020, 17.25.010, and 17.40.210.E cannot be sufficiently moderated to ensure that they would not result in substantial incompatibilities between land uses. They typically generate noise, lighting, traffic, or other impacts that are incompatible with residential, open space, and resource uses, particularly when in a rural setting. They would be somewhat reduced by Mitigation Measures AG-1a: Amend

¹ The findings explain: "As originally proposed, the policy directed new public facilities to Community Regions and Rural Centers, and set forth designations that would be deemed compatible for certain types of facilities, and incompatible for other types of facilities. The Board finds that the measure as originally proposed is not feasible because it fails to recognize that schools, law enforcement, and other critical public facilities may be needed and appropriately located in certain Rural Regions in order to serve residents of those areas. The Board further finds that the modifications will not affect the efficacy of the proposed measure. The modifications recognize that compatibility depends on a case-by-case analysis of the particular uses and conditions at issue. Accordingly, they eliminate the automatic compatibility and incompatibility status of certain facilities in the enumerated designations, and do not automatically preclude new facilities in Rural Regions. Instead, compatibility will be determined based the location and design of a particular facility and its compatibility with permitted uses on adjoining lands. The modified policy will ensure the compatibility of new public facilities as well as the policy proposed in the EIR."

the ZOU to limit the size of proposed Health Resort and Retreat Centers; AG-1b: Amend the ZOU to limit Public Utility Service Facilities to minor facilities in the PA, AG, and RL zones; AG-4: Amend proposed Table 17.21.020 to restrict incompatible uses from being located in the TPZ zone; and LU-4b: Require prospective Ranch Marketing uses to be reviewed for compatibility with adjoining agricultural uses. Nonetheless, it is reasonably foreseeable that these types of intensive uses would result in substantial inconsistencies. This impact is significant and unavoidable.

The expanded provisions for Home Occupations (Section 17.40.160) would allow certain business uses in residential zones either by right, by administrative permit (where student instruction or horse riding lessons and horse training exceed specified limits), or, where more intensive by discretionary permit on parcels exceeding one acre in area. A home occupation is defined as a business operated out of a residential dwelling or accessory structure or outdoors on the residential parcel, by a resident of the premises, and that is compatible with surrounding residential and agricultural uses. Home occupations may include, but are not limited to, work performed by telephone, mail, or by internet, or appointment; home offices; Cottage Food Operations (CFO), small scale production and repair, handicrafts, parts assembly; or work or craft that is the activity of creative artists, music teachers, academic tutors, trainers, or similar instructors. More intensive uses that may be allowed by conditional use permit include businesses such as motor vehicle repair, motor vehicle storage, cabinet making, veterinary services, commercial kennels, medical/dental offices and clinics, medical laboratories, welding and machining, large-scale upholstery, and food preparation and sales.

The expanded provisions would increase the potential for introducing incompatible uses. Although the conditional use permit requirement for more intensive uses will provide for public notification of a permit application and environmental analysis of the proposed use under CEQA, that does not fully avoid the potential for such uses to result in a significant impact to nearby residences or rural uses due to land use incompatibilities.

Conclusions

Impacts related to the TGPA would be less than significant.

Impacts related to the ZOU proposals for agricultural homestays, Health Resort and Retreat Centers, and Agricultural and Timber Resource Lodging would be less than significant.

Impacts related to Ranch Marketing uses would be reduced by Mitigation Measure LU-4b to a less-than-significant level.

Impacts related to the other, more intensive land uses identified above for proposed Sections 17.21.020, 17.24.020, 17.25.010, and 17.40.210.E would be reduced by Mitigation Measures AG-1a, AG-1b, AG-4, and LU-4b, but not to a less-than-significant level. The impact would be significant and unavoidable.

The overall impact of the Project related to land use compatibility would remain significant and unavoidable after implementation of Mitigation Measures AG-1a, AG-1b, AG-4 and LU-4b.

Mitigation Measure AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers

Mitigation Measure AG-1b: Amend the ZOU to limit Public Utility Service Facilities to minor facilities in the PA, AG, and RL zones

Mitigation Measure AG-4: Amend proposed Table 17.21.020 to restrict incompatible uses from being located in the TPZ zone

Mitigation Measure LU-4b: Require proposed Ranch Marketing uses to be reviewed for compatibility with adjoining agricultural uses

Mitigation Measure LU-5: Revise the Home Occupancy provisions to restrict the use of hazardous materials

Revise Section 17.40.160C(10) for clarity as follows:

10. ~~Any~~All materials used or manufactured as part of the home occupation ~~may~~shall be subject to the review and approval of Environmental Management and the applicable fire department prior to issuance of a building permit or business license sign off by the Department that would enable the home occupation to proceed. No materials used or manufactured as part of the home occupation that would have the potential to pose a hazard to health or safety shall be allowed.

3.7 Noise

3.7.1 Existing Conditions

Acoustic Fundamentals

Noise is commonly defined as unwanted sound that annoys or disturbs people and potentially causes an adverse psychological or physiological effect on human health. Because noise is an environmental pollutant that can interfere with human activities, evaluation of noise is necessary when considering the environmental impacts of a proposed project.

Sound is mechanical energy (vibration) transmitted by pressure waves over a medium such as air or water and is characterized by various parameters that include the rate of oscillation of sound waves (frequency), the speed of propagation, and the pressure level or energy content (amplitude). In particular, the sound pressure level is the most common descriptor used to characterize the loudness of an ambient (existing) sound level. Although the decibel (dB) scale, a logarithmic scale, is used to quantify sound intensity, it does not accurately describe how sound intensity is perceived by human hearing. The human ear is not equally sensitive to all frequencies in the entire spectrum, so noise measurements are weighted more heavily for frequencies to which humans are sensitive in a process called *A-weighting*, written as *dBA* and referred to as *A-weighted decibels*. Table 3.7-1 provides definitions of sound measurements and other terminology used in this section, and Table 3.7-2 summarizes typical A-weighted sound levels for different noise sources.

In general, human sound perception is such that a change in sound level of 1 dB cannot typically be perceived by the human ear, a change of 3 dB is just noticeable, a change of 5 dB is clearly noticeable, and a change of 10 dB is perceived as doubling or halving the sound level.

Different types of measurements are used to characterize the time-varying nature of sound. These measurements include the equivalent sound level (L_{eq}), the minimum and maximum sound levels (L_{min} and L_{max}), percentile-exceeded sound levels (such as L_{10} , L_{20}), the day-night sound level (L_{dn}), and the community noise equivalent level (CNEL). L_{dn} and CNEL values differ by less than 1 dB. As a matter of practice, L_{dn} and CNEL values are considered to be equivalent and are treated as such in this assessment.

For a point source such as a stationary compressor or construction equipment, sound attenuates based on geometry at rate of 6 dB per doubling of distance. For a line source such as free flowing traffic on a freeway, sound attenuates at a rate of 3 dB per doubling of distance (California Department of Transportation 2013). Atmospheric conditions including wind, temperature gradients, and humidity can change how sound propagates over distance and can affect the level of sound received at a given location. The degree to which the ground surface absorbs acoustical energy also affects sound propagation. Sound that travels over an acoustically absorptive surface such as grass attenuates at a greater rate than sound that travels over a hard surface such as pavement. The increased attenuation is typically in the range of 1 to 2 dB per doubling of distance. Barriers such as buildings and topography that block the line of sight between a source and receiver also increase the attenuation of sound over distance.

Table 3.7-1. Definition of Sound Measurements

Sound Measurements	Definition
Decibel (dB)	A unitless measure of sound on a logarithmic scale, which indicates the squared ratio of sound pressure amplitude to reference sound pressure amplitude. The reference pressure is 20 micro-pascals.
A-Weighted Decibel (dBA)	An overall frequency-weighted sound level in decibels that approximates the frequency response of the human ear.
Maximum Sound Level (L_{max})	The maximum sound level measured during the measurement period.
Minimum Sound Level (L_{min})	The minimum sound level measured during the measurement period.
Equivalent Sound Level (L_{eq})	The equivalent steady state sound level that in a stated period of time would contain the same acoustical energy.
Percentile-Exceeded Sound Level (L_{xx})	The sound level exceeded xx% of a specific time period. L10 is the sound level exceeded 10% of the time.
Day-Night Level (L_{dn})	The energy average of the A-weighted sound levels occurring during a 24-hour period, with 10 dB added to the A-weighted sound levels occurring during the period from 10:00 p.m. to 7:00 a.m.
Community Noise Equivalent Level (CNEL)	The energy average of the A-weighted sound levels occurring during a 24-hour period with 5 dB added to the A-weighted sound levels occurring during the period from 7:00 p.m. to 10:00 p.m. and 10 dB added to the A-weighted sound levels occurring during the period from 10:00 p.m. to 7:00 a.m.
Peak Particle Velocity (Peak Velocity or PPV)	A measurement of ground vibration defined as the maximum speed (measured in inches per second [inches/sec]) at which a particle in the ground is moving relative to its inactive state.
Frequency: Hertz (Hz)	The number of complete pressure fluctuations per second above and below atmospheric pressure.

Table 3.7-2. Typical A-weighted Sound Levels

Common Outdoor Activities	Noise Level (dBA)	Common Indoor Activities
	110	Rock band
Jet flyover at 1,000 feet		
	100	
Gas lawnmower at 3 feet		
	90	
Diesel truck at 50 feet at 50 mph		Food blender at 3 feet
	80	Garbage disposal at 3 feet
Noisy urban area, daytime		
Gas lawnmower, 100 feet	70	Vacuum cleaner at 10 feet
Commercial area		Normal speech at 3 feet
Heavy traffic at 300 feet	60	
		Large business office
Quiet urban daytime	50	Dishwasher in next room
Quiet urban nighttime	40	Theater, large conference room (background)
Quiet suburban nighttime		
	30	Library
Quiet rural nighttime		Bedroom at night, concert hall (background)
	20	
		Broadcast/recording studio
	10	
	0	

Source: California Department of Transportation 2013.

Regulatory Setting

Local

El Dorado County General Plan Noise Element

The El Dorado County 2004 General Plan was adopted in July 2004 and serves as the overall guiding policy document for land use, development, and environmental quality for the County. The Public Health, Safety, and Noise Element of the General Plan (amended March 2009) contains noise standards for transportation, non-transportation (stationary), and construction noise sources.

Table 3.7-3 and 3.7-4 define the maximum allowable noise exposure for transportation and non-transportation noise sources identified in the Noise Element.

Table 3.7-3. Maximum Allowable Noise Exposure for Transportation Noise Sources

Land Use	Outdoor Activity Areas ¹	Interior Spaces	
	L _{dn} /CNEL, dB	L _{dn} /CNEL, dB	L _{eq} , dB ²
Residential	60 ³	45	--
Transient Lodging	60 ³	45	--
Hospitals, Nursing Homes	60 ³	45	--
Theaters, Auditoriums, Music Halls	--	45	35
Churches, Meeting Halls, Schools	60 ³	--	40
Office Buildings	--	--	45
Libraries, Museums	--	--	45
Playgrounds, Neighborhood Parks	70	--	--

Source: El Dorado County 2004, Table 6-1.

Notes:

¹ In Communities and Rural Centers, where the location of outdoor activity areas is not clearly defined, the exterior noise level standard shall be applied to the property line of the receiving land use. For residential uses with front yards facing the identified noise source, an exterior noise level criterion of 65 dB L_{nd} shall be applied at the building façade, in addition to a 60 dB L_{dn} criterion at the outdoor activity area. In Rural Regions, an exterior noise level criterion of 60 dB L_{dn} shall be applied at a 100 foot radius from the residence unless it is within Platted Lands where the underlying land use designation is consistent with Community Region densities in which case the 65 dB L_{dn} may apply. The 100-foot radius applies to properties which are five acres and larger; the balance will fall under the property line requirement.

² As determined for a typical worst-case hour during periods of use.

³ Where it is not possible to reduce noise in outdoor activity areas to 60 dB L_{dn}/CNEL or less using a practical application of the best-available noise reduction measures, an exterior noise level of up to 65 dB L_{dn}/CNEL may be allowed provided that available exterior noise level reduction measures have been implemented and interior noise levels are in compliance with this table.

Table 3.7-4. Noise Level Performance Protection Standards for Noise Sensitive Land Uses Affected by Non-Transportation* Sources

Noise Level Descriptor	Daytime 7 a.m. – 7 p.m.		Evening 7 p.m. – 10 p.m.		Night 10 p.m. – 7 a.m.	
	Community	Rural	Community	Rural	Community	Rural
	Hourly L _{eq} , dB	55	50	50	45	45
Maximum level, dB	70	60	60	55	55	50

Source: El Dorado County 2004, Table 6-2.

Notes:

Each of the noise levels specified above shall be lowered by five dB for simple tone noises, noises consisting primarily of speech or music, or for recurring impulsive noises. These noise level standards do not apply to residential units established in conjunction with industrial or commercial uses (e.g., caretaker dwellings). The County can impose noise level standards which are up to 5 dB less than those specified above based upon determination of existing low ambient noise levels in the vicinity of the project site.

In Community areas the exterior noise level standard shall be applied to the property line of the receiving property. In Rural Area the exterior noise level standard shall be applied at a point 100' away from the residence. The above standards shall be measured only on property containing a noise sensitive land use as defined in Objective 6.5.1. This measurement standard may be amended to provide for measurement at the boundary of a recorded noise easement between all effected property owners and approved by the County.

* Note: For the purposes of the Noise Element, transportation noise sources are defined as traffic on public roadways, railroad line operations, and aircraft in flight. Control of noise from these sources is preempted by Federal and State regulations. Control of noise from facilities of regulated public facilities is preempted by California Public Utilities Commission (CPUC) regulations. All other noise sources are subject to local regulations. Non-transportation noise sources may include industrial operations, outdoor recreation facilities, HVAC units, schools, hospitals, commercial land uses, other outdoor land use, etc.

The standards outlined in Tables 3.7-5, 3.7-6, and 3.7-7 apply to those activities associated with actual construction of a project as long as such construction occurs between the hours of 7 a.m. and 7 p.m., Monday through Friday, and 8 a.m. and 5 p.m. on weekends, and on federally recognized holidays. Exceptions are allowed if it can be shown that construction beyond these times is necessary to alleviate traffic congestion and safety hazards.

Table 3.7-5. Maximum Allowable Noise Exposure for Non-Transportation Noise Sources in Community Regions and Adopted Plan Areas—Construction Noise

Land Use Designation ^a	Time Period	Noise Level (dB)	
		Leq	L _{max}
Higher-Density Residential (MFR, HDR, MDR)	7 am – 7pm	55	75
	7 pm – 10 pm	50	65
	10 pm – 7 am	45	60
Commercial and Public Facilities (C, R&D, PF)	7 am – 7 pm	70	90
	7 pm – 7 am	65	75
Industrial (I)	Any Time	80	90

Source: El Dorado County 2004, Table 6-3.

Note:

^a Adopted Plan areas should refer to those land use designations that most closely correspond to the similar General Plan land use designations for similar development.

MFR = Multifamily Residential

HDR = High-Density Residential

MDR = Medium-Density Residential

C = Commercial

R&D = Research & Development

PF = Public Facilities

I = Industrial

Table 3.7-6. Maximum Allowable Noise Exposure for Non-Transportation Noise Sources in Rural Centers—Construction Noise

Land Use Designation	Time Period	Noise Level (dB)	
		Leq	L _{max}
All Residential (MFR, HDR, MDR)	7 am – 7pm	55	75
	7 pm – 10 pm	50	65
	10 pm – 7 am	40	55
Commercial and Public Facilities (C, R&D, PF)	7 am – 7 pm	65	75
	7 pm – 7 am	60	70
Industrial (I)	Any Time	70	80
Open Space (OS)	7 am – 7 pm	55	75
	7 pm – 7 am	50	65

Source: El Dorado County 2004, Table 6-4.

Table 3.7-7. Maximum Allowable Noise Exposure for Non-Transportation Noise Sources in Rural Regions—Construction Noise

Land Use Designation	Time Period	Noise Level (dB)	
		Leq	Lmax
All Residential (LDR)	7 am – 7pm	50	60
	7 pm – 10 pm	45	55
	10 pm – 7 am	40	50
Commercial, Recreation, and Public Facilities (C, TR, PF)	7 am – 7 pm	65	75
	7 pm – 7 am	60	70
Rural Land, Natural Resources, Open Space, and Agricultural Lands (RR, NR, OS, AL)	7 am – 7 pm	65	75
	7 pm – 7 am	60	70

Source: El Dorado County 2004, Table 6-5.

Policy 6.5.1.7 relates specifically to project-related increases in non-transportation noise. It states:

Noise created by new proposed non-transportation noise sources shall be mitigated so as not to exceed the noise level standards of Table 6-2 [Table 3.7-4 in this FEIR] for noise-sensitive uses.

Policy 6.5.1.12 relates specifically to project-related increases in traffic noise. It states:

When determining the significance of impacts and appropriate mitigation for new development projects, the following criteria shall be taken into consideration.

- A. Where existing or projected future traffic noise levels are less than 60 dBA L_{dn} at the outdoor activity areas of residential uses, an increase of more than 5 dBA L_{dn} caused by a new transportation noise source will be considered significant;
- B. Where existing or projected future traffic noise levels range between 60 and 65 dBA L_{dn} at the outdoor activity areas of residential uses, an increase of more than 3 dBA L_{dn} caused by a new transportation noise source will be considered significant; and
- C. Where existing or projected future traffic noise levels are greater than 65 dBA L_{dn} at the outdoor activity areas of residential uses, an increase of more than 1.5 dBA L_{dn} caused by a new transportation noise will be considered significant.

El Dorado County Ordinance Code

Chapter 9.16, Noise, of the El Dorado County Ordinance Code defined and prohibits “loud and raucous noise.” Under this chapter, the production of loud and raucous noise that unreasonably interferes with the peace and quiet of private property is prohibited.

Environmental Setting

The noise chapter of the Draft EIR for the General Plan (El Dorado County 2003) describes existing noise sensitive land use and sources of noise in the county. Noise sensitive land uses in the County include residential dwellings and other land uses such as parks, historic sites, cemeteries, and recreation areas. School classrooms, places of assembly, hotels, libraries, and other places where low interior noise levels are essential are also considered noise-sensitive land uses. Sources of noise in the county include stationary sources such as commercial and industrial uses, aircraft operations, and traffic on major roadways and highways.

Because background noise levels are closely tied to noise from transportation sources (primarily roadways and highways), changes in population generally relate to changes in background noise levels. Table 3.7-8 summarizes population changes in the county since 2000. Since 2003 the population of the county has increase by about 8%. Assuming that trip generation has increased by about that same amount over that period of time, the overall increase in traffic noise would be less than 0.5 dB. Accordingly, noise levels in the county are not substantially different than in 2003 when the General Plan was adopted.

Table 3.7-8. El Dorado County Population, Yearly Percentage Changes 2000–2013

Year	2000– 2001	2001– 2002	2002– 2003	2003– 2004	2004– 2005	2005– 2006	2006– 2007	2007– 2008	2008– 2009	2009– 2010	2010– 2011	2011 –2012	2012– 2013
% Pop. Change ^a	2.27	1.76	1.79	1.57	1.69	1.20	1.11	0.79	0.62	0.82	-0.13	1.19	0.29

^a This includes the entire county population, including residents of the incorporated cities.

3.7.2 Environmental Impacts

Impact Mechanisms

The TGPA is proposing a limited number of amendments to the 2004 General Plan; the ZOU is an update of the County’s existing Zoning Ordinance. This FEIR analyzes whether these proposed changes, including the change in residential densities allowed in commercial/mixed use areas in Community Regions and Rural Centers among others, would result in impacts on existing noise-sensitive populations. The key changes—which include changes to policies pertinent to noise—are listed below.

Targeted General Plan Amendments

- Camino-Pollock Pines Community Region. The project proposes to divide the existing Community Region into three Rural Communities. Camino, Cedar Grove, and Pollock Pines would develop in a manner reflects their separate and distinct characters. The proposed Rural Center designations would not extend beyond the existing boundary of the Community Region, and no changes to existing General Plan land use designations are proposed.
- *Policy 2.2.1.2: Multi-Family Residential (MFR)*. The minimum allowable density for the MFR designation in the current General Plan is 5 dwelling units per acre, with a maximum density of up to 24 dwelling units. The project would increase the designation’s minimum density to 8 units per acre with an optional review. The project would amend the MFR designation to encourage a full range of housing types including small lot, single-family detached design without a requirement for a planned development. The project would specify that mixed use development within Community Regions and Rural Centers which combine commercial and residential uses shall be permitted under the MFR designation. As originally proposed, the project included an increase of the maximum density to 30 units per acre to comply with the requirements of housing element law (Government Code 65583.2(c)(iv) and (e)). However, with adoption of the Housing Element in October 2013, this increased density was determined to be unnecessary and this part of the project is not being pursued.

- *Policy 2.1.1.3: Commercial/Mixed Use (in Community Regions)*. This would increase the maximum density for the residential portion of mixed use projects in Community Regions from 16 dwelling units per acre to 20 dwelling units per acre to be consistent with 2009 amendments to State planning law (Government Code Section 65583.2(c)(B)(3)). The maximum residential density of 20 dwelling units per acre may only be achieved where adequate infrastructure, such as water, sewer and roadway are available or can be provided concurrent with development.
- *Policy 2.1.2.5: Commercial/Mixed Use (in Rural Centers)*. Increase the maximum density for the residential portion of mixed use projects in Rural Centers from 4 dwelling units per acre to 10 dwelling units per acre.
- *Policy 2.4.1.5: Infill Development*. A proposed new policy encouraging infill development on sites of up to 5 acres in size in existing communities. Infill would be required to be consistent with the General Plan and zoning provisions applicable to the given site. Because the infill must be consistent with the General Plan, infill development of this size would have the same effect as identified for the General Plan. In areas exposed to high levels of noise, the impact would be significant and unavoidable.

Zoning Ordinance Updates

- The project includes rezoning of individual parcels throughout the county as needed to make the zoning classifications on each property consistent with the property's General Plan designation. Where there is more than one zone classification that would be consistent with the General Plan, these changes generally adopt the least intensive of those zones. The development potential of the parcels is currently determined by the densities and intensities established in the General Plan. The rezonings would not change the development potential associated with implementation of the General Plan and Zoning Ordinance.
- *Chapter 17.21 (Agricultural, Rural Lands and Resource Zones)* would expand the allowable uses in these zones (relative to allowable uses in the current agricultural and timberland zones) to include activities intended to support agriculture by allowing compatible uses such as agricultural homestays (Section 17.040.170), Health Resort and Retreat Centers (Section 17.040.170), Agricultural and Timber Resource Lodging (Section 17.040.170), and Ranch Marketing (Section 17.040.260) that can include outdoor entertainment and concerts on parcels of 10 acres or larger. The matrix in Section 17.21.020 also would allow a number of intensive land uses in these zones: Industrial, General in the FR and TPZ zones by CUP; Off-Highway Vehicle Recreation Area in the FR and TPZ zones by CUP; Ski Area by CUP in the RL, FR, and TPZ zones; and Public Utility Services Facilities, Intensive in the PA, AG, RL, FR, and TPZ zones by CUP.
- *Chapter 17.25 (Recreational Facilities)* would expand the types of uses currently allowed in the recreational facilities zone to include: Ski Area by CUP; Large Amusement Complex in RFH zone by CUP; outdoor entertainment by CUP in the RFL and administrative permit in the RFH zones; and a hotel/motel in the RFH zone by CUP. The RFL zone would be consistent with all General Plan residential designations, as well as Open Space and Tourist Recreational. The RFH zone would be consistent with the General Plan Multi-Family and High-Density Residential designations, as well as Open Space (within a Community Region) and Tourist Recreational designations.
- Chapter 17.37 is the noise ordinance. It includes noise standards and includes a provision authorizing the Planning Director to allow for exceptions to the evening and night time

standards or other temporary exceedances of construction-related noise where necessary to alleviate traffic congestion and safety hazards or where authorized by an approved permit, consistent with General Plan policy 6.5.1.11. Adoption of the noise ordinance complies with the directive to do so in General Plan policy 6.5.1.14. The current zoning ordinance relies upon the General Plan's noise standards, rather than including enforceable noise regulations. Chapter 17.37 embodies that enforceable regulation.

Methods of Analysis

This analysis relies upon a review of the 2004 General Plan EIR analysis and its findings. Where relevant, the impact discussions under *Impacts and Mitigation Measures* first discloses the extent to which the current General Plan, through its policies and pattern of land use distribution, has or is expected to have an impact on noise generation and impacts on noise-sensitive land uses. This FEIR then examines those components of the project that could have an adverse effect on these existing resources.

Because the project does not propose any site-specific development activities, this analysis focuses on the potential indirect impacts of future development that could occur as a result of the project.

Thresholds of Significance

In accordance with Appendix G of the State CEQA Guidelines, the project would be considered to have a significant effect if it would result in any of the conditions listed below.

- Expose persons to or generate noise levels in excess of standards established in a local general plan or noise ordinance or applicable standards of other agencies.
- Expose persons to or generate excessive groundborne vibration or groundborne noise levels.
- Result in a substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project.
- Result in a substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels without the project.
- Be located within an airport land use plan area, or, where such a plan has not been adopted, within 2 miles of a public airport or public use airport and expose people residing or working in the project area to excessive noise levels.
- Be located in the vicinity of a private airstrip and expose people residing or working in the project area to excessive noise levels.

The 2004 General Plan EIR modified the State CEQA Guidelines Appendix G impact topics to reflect the character of El Dorado County. This FEIR uses the following considerations taken from the 2004 General Plan EIR to evaluate impacts rather than the standard State CEQA Guidelines Appendix G thresholds of significance. These match the 2004 General Plan EIR impact categories.

- Exposure of noise-sensitive land uses to short-term (construction) noise.
- Exposure to ground transportation noise sources as a result of the TGPA.
- Exposure to ground transportation noise sources as a result of the ZOU.
- Exposure of noise-sensitive land uses to fixed or non-transportation noise sources.

- Exposure to aircraft noise.

The CEQA Initial Study prepared for this project (Appendix A) concluded that the proposed TGPA and ZOU would not substantively amend any policy or ordinance provision in a manner that would increase exposure to groundborne vibration or noise. Because of these conclusions, impacts related to groundborne vibration and noise were determined to be less than significant. Accordingly, groundborne vibration and noise are not discussed further in this FEIR.

Impacts and Mitigation Measures

Impact NOI-1: Exposure of noise-sensitive land uses to short-term (construction) noise (significant and unavoidable)

2004 General Plan EIR Conclusions

The General Plan EIR states that development under the General Plan would result in exposure of noise-sensitive land uses to noticeable noise increases primarily from construction activities. The General Plan EIR concluded that this impact was significant. Implementation of Mitigation Measures 5.10-1(a) and 5.10-1(b) were identified to reduce this impact but the impact was determined to remain significant and unavoidable after mitigation because it may not be feasible in all situations to reduce construction noise to be in compliance with applicable noise standards.

Project Impacts

No specific development projects are proposed as part of the project. The proposed Chapter 17.37 of the Zoning Ordinance addresses noise standards and includes new limitations on construction noise. Therefore, enactment of the project would reduce the potential for excessive construction noise, but it may not be feasible in all situations to reduce construction noise to be in compliance with applicable noise standards. This impact would, therefore, be significant and unavoidable.

Impact NOI-2: Exposure to ground transportation noise sources as a result of the TGPA (significant and unavoidable)

2004 General Plan EIR Conclusions

The General Plan EIR states that development under the General Plan would result in exposure of existing, as well as future, noise-sensitive land uses to transportation noise. It further states that exposure of noise-sensitive land uses to substantial increases in ambient noise levels could occur and that this impact would be significant. Implementation of Mitigation Measures 5.10-2 was identified to reduce this impact but the impact was determined to remain significant and unavoidable after mitigation because, as stated in the 2004 General Plan EIR, "design measures would need to be identified on a project basis and may not always be feasible."

Project Impacts

No specific development projects are proposed as part of the project. However, the TGPA would encourage higher density development within high-density residential and mixed use developments in Community Regions and Rural Centers, as well as infill locations (see *Impact Mechanisms*).

The effect of increasing maximum densities on noise can be assessed by evaluating the increased trip generation. Increasing the maximum density from 16 dwelling units to 20 dwelling units per

acre in Community Regions would increase trip generation by a factor of 1.25. Increasing traffic by a factor of 1.25 would correspond to a 1 dB increase in traffic noise. Similarly increasing the maximum density in Rural Centers from 4 to 10 dwelling units per acre would increase trip generation by a factor of 2.5. Increasing traffic by a factor of 2.5 would correspond to a 4 dB increase in traffic noise.

The actual increase in traffic noise on roadways would be less than these amounts because the increased traffic would be added to existing traffic on roadways. Because infill development that might occur under Policy 2.4.1.5 would be required to comply with existing General Plan and zoning provisions this policy would not be expected to result in additional trip generation that otherwise would not be allowed under the current General Plan and Zoning Ordinance.

The TGPA also proposes to divide the existing Camino/Pollock Pines Community Region to create three Rural Centers centered on Camino, Cedar Grove, and Pollock Pines. The proposed Rural Center designations would not extend beyond the existing boundary of the Community Region. The maximum density for residential portions of mixed used developments in Community Regions is currently 16 dwelling units per acre. Classifying Camino, Cedar Grove, and Pollock Pines as Rural Centers, in conjunction with the proposed increased density allowed for Rural Centers, would reduce the maximum allowed density to 10 dwelling units per acre in those areas. This would reduce the potential trip generation and noise from traffic in those areas.

Because the potential increases in traffic noise associated with these policy changes would be less than 5 dB, the noise impact of these changes would be no greater than that identified for the adopted General Plan. The overall impact would be significant and unavoidable for reasons stated in the 2004 General Plan EIR.

Impact NOI-3: Exposure to ground transportation noise sources as a result of the ZOU (significant and unavoidable)

Project Impacts

Proposed changes to the Zoning Ordinance could result in increased trip generation. Chapter 17.21 would expand the allowable uses in Agricultural, Rural Lands, and Resource Zones to include Health Resort and Retreat Centers, Agricultural and Timber Lodging, and Ranch Marketing, (which could include outdoor entertainment and concerts). Chapter 17.25 would allow expanded uses in Recreational zones including Large Amusement Complexes and outdoor entertainment.

It is not possible to predict how large any of these facilities would be or where they would be located. In most cases, the standards in the proposed Zoning Ordinance, including requirements for discretionary permits, would mitigate operational noise. It is however reasonably foreseeable that these expanded uses could result in substantial increases in traffic on local roads that could result in temporary noise increases greater than 5 dB. Therefore, this impact would be significant and unavoidable because it may not be feasible in all cases to reduce traffic noise increases to less than 5 dB.

Impact NOI-4: Exposure of noise-sensitive land uses to fixed or non-transportation noise sources (significant and unavoidable)

2004 General Plan EIR Conclusions

The General Plan EIR states that development under the General Plan could result in exposure of existing, as well as future, noise-sensitive land uses to fixed- or non-transportation-source and

concludes that this impact is significant. Mitigation Measure 5.10-3 was identified to reduce this impact, but the impact was determined to remain significant and unavoidable after mitigation because reduction in noise levels at specific locations would not ensure that there would not be an overall substantial increase in ambient noise levels.

Project Impacts

The TGPA proposes to divide the existing Camino/Pollock Pines Community Region to create three Rural Centers centered on Camino, Cedar Grove, and Pollock Pines. The proposed Rural Center designations would not extend beyond the existing boundary of the Community Region. The noise standards for non-transportation sources in Community Regions are less strict than the standards for Rural Centers. This change would reduce the allowable noise levels that are currently applicable to this area.

The TGPA proposes changes to current policy restrictions that prohibit commercial and industrial land use designations in the Rural Regions. Policy 2.2.1.2 deletes a requirement that industrial lands be restricted to areas within or in close proximity to Community Regions and Rural Centers. Chapter 17.21 of the ZOU would expand the allowable uses in agricultural, rural lands and resource zones to include Health Resort and Retreat Centers, Agricultural and Timber Lodging, and Ranch Marketing (which could include outdoor entertainment and concerts). Chapter 17.25 would allow expanded uses in Recreational zones including Large Amusement Complexes and outdoor entertainment.

These proposed changes would allow noise-generating commercial and industrial uses to occur in areas where those uses are not currently allowed. This could result in exposure of existing noise-sensitive uses to noise levels in excess of County noise standards and substantial permanent increases in noise levels of greater than 5 dB. However, General Plan Noise Element Policy 6.5.1.7 states that noise created by new proposed non-transportation noise sources shall be mitigated so as not to exceed the noise levels standards in Table 3.7-4. The impact would be no greater than that identified for the adopted General Plan. However the overall impact would be significant and unavoidable for reasons stated in the 2004 General Plan EIR.

Impact NOI-5: Exposure to aircraft noise (significant and unavoidable)

2004 General Plan EIR Conclusions

The 2004 General Plan EIR states that new development under the General Plan could be subject to aircraft noise and that development within El Dorado Hills is an area that is already considered to be affected by single event levels (SELs) because of aircraft overflights associated with the operation of Mather Airport in Sacramento County. The General Plan EIR concludes that this impact is significant. Implementation of Mitigation Measures 5.10-4 was identified to reduce this impact, but the impact was determined to remain significant and unavoidable after mitigation because, as the 2004 General Plan EIR stated, "Exposure of noise-sensitive receptors to aircraft noise levels, including SELs, could still occur."

Project Impacts

The project could increase the density of residential development in some areas and increase the number of residences that could be exposed to aircraft noise if those areas are in the vicinity of airports or airport flight paths. General Plan Noise Element Policy 6.5.1.8 would not permit new development in those areas unless it could be shown that noise could be mitigated to the level

specified in Table 3.7-3. However, this mitigation measure would not address single noise events and, therefore, the impact remains significant and unavoidable.

3.8 Population and Housing

3.8.1 Existing Conditions

Regulatory Setting

State

California Planning Law—General Plan Housing Element

California Planning Law (Government Code Section 65302) requires the County to adopt a housing element as part of its General Plan. The housing element identifies future housing needs over the spectrum of incomes and provides strategies for meeting those needs. The Sacramento Area Council of Governments (SACOG) assigns the County a set of projected housing numbers, by income level, as part of the regional housing needs allocation process. Under state law, the County must adopt a land use plan and regulatory system that provide sufficient opportunities for, and do not unduly constrain, housing development to meet its share of the allocated housing need. The California Department of Housing and Community Development (HCD) reviews each housing element for adequacy in meeting the requirements of state law. An adopted housing element that has been approved by HCD is presumed to meet the requirements of state law for the term of the element.

Pursuant to state law, the housing element must be updated every 8 years, based on the SACOG regional housing needs for the next 8-year cycle. The housing numbers reflected in the housing element are projections, not mandatory requirements for housing construction. Actual construction will depend on market conditions, regulatory requirements, and other factors.

Local

El Dorado County Housing Element

The County adopted the 2013–2021 Housing Element on October 29, 2013 and obtained concurrence of the element’s adequacy from HCD in that same year. The County’s projected housing needs allocations are shown, by income category, in Table 3.8-1. The Housing Element applies only to unincorporated areas within El Dorado County. The cities of Placerville and South Lake Tahoe have separate housing elements and housing needs allocations.

Table 3.8-1. Housing Allocations in El Dorado County, 2013–2021

Income Category	Housing Allocation – West Slope	Housing Allocation – East Slope	Countywide Total (unincorporated area)	Percentage of Allocation
Very Low	954	132	1,086	25
Low	669	93	762	17
Moderate	734	89	823	19
Above Moderate	1,591	166	1,757	40
Total	3,948	480	4,428	100

Source: El Dorado County 2013.

As mentioned in Section 3.6, *Land Use and Planning*, the proposed amendment to Policy 2.2.1.2 that would increase the maximum residential density in the MFR land use designation to 30 dwellings per acre was originally proposed in order for the County to meet its regional housing share under the Housing Element (see Housing Element Measure HO-2013-2). However, during the course of drafting the element and its review by the Housing and Community Development Department, this higher density was not found to be necessary to provide for sufficient housing opportunities. The housing element adopted in 2013 easily met the regional housing need requirements without this provision. Therefore, the increase in density to 30 units per acre will not be pursued.

El Dorado County 2004 General Plan

The General Plan establishes the land use distribution pattern (e.g., residential, commercial, agricultural, open space) and the maximum intensity and density of future development within the unincorporated areas under the County's jurisdiction. This includes identifying the maximum allowed residential densities within the residential, commercial, and other land use designations described in the General Plan and shown on the General Plan land use map. Theoretically, the General Plan allows for a maximum of approximately 32,500 residences to be built under its current provisions in addition to those existing in 2000. Between 2000 and 2010, the County approved approximately 12,000 homes for construction, leaving a capacity for approximately 20,000 residences under the current General Plan. The actual number of additional residences that are built over the next several decades will depend on market conditions, the application of Measure Y traffic mitigation policies and related requirements, and the availability of the public water and sewer facilities necessary to maximize residential density, among other factors, such as avoidance of special-status species habitat.

The General Plan does not establish a vested right to develop. The General Plan identifies the type, intensity, and density of allowable development on a parcel-by-parcel basis throughout the unincorporated area, however, a landowner does not have the right to develop their parcel to the maximum potential shown on the General Plan. As described above, the actual level of development that may be allowed will depend on a number of factors.

El Dorado County Zoning Ordinance

While the General Plan establishes policies to guide the County's land use decision making, the Zoning Ordinance consists of enforceable regulations on the use of county land. By law, counties such as El Dorado must adopt a zoning ordinance that is consistent with their General Plan.

The zoning ordinance establishes specific zoning classifications (e.g., Single-Family Residential, Commercial) that, when applied to a specific property, describe the range of allowable land uses on that property and the basic standards for development (e.g., building setbacks from property lines, required parking spaces, maximum building height, limitations on development on slopes). Each zoning classification has a different set of allowable land uses and development standards. The zoning maps adopted with the ordinance identify the particular zoning classification that applies to each parcel within the unincorporated area under the County's jurisdiction.

Similar to the General Plan, while a zoning classification describes the type and intensity of development that may be allowed, it does not vest a property owner's right to develop at the maximum allowable intensity. The size and shape of the property, the availability of public infrastructure, development fees (including Traffic Impact Mitigation fees if applicable), owner

preferences, and other factors will determine how a property is developed within the rules set out in the Zoning Ordinance.

Environmental Setting

El Dorado County is largely rural in nature. Yet, it contains substantial suburban development in discrete communities, particularly along U.S. Highway 50 (e.g., El Dorado Hills, Cameron Park, Shingle Springs), as well as distinctive, rural small towns (e.g., Georgetown, Diamond Springs) and scattered residences in rural regions along the western slope. The population of unincorporated El Dorado County was estimated at 150,347 persons on January 1, 2013 (California Department of Finance 2013a). Although El Dorado County has been known as a rapidly growing area, more recently the county's rate of growth has slowed considerably. In July 2013, the California Department of Finance ranked El Dorado County as 37th among California's 58 counties in rate of growth (California Department of Finance 2013b). The county, including the incorporated cities of Placerville and South Lake Tahoe, grew at a rate of approximately 0.3% between July 1, 2012 and July 1, 2013 (California Department of Finance 2013b). Section 3.6, *Land Use and Planning*, provides additional environmental setting information. Please refer to that section for a more extensive discussion.

The proposed amendments would not fundamentally change the projected level of development expected to occur under the current (2004) General Plan. Based on the County's analysis of development potential, which included review of existing lots to determine "achievable development" capacity, and which takes into account General Plan land use designation, parcel size, availability of services, and a reasonable level of development, the land use designations in the current General Plan could accommodate approximately 32,500 residences in addition to those existing in 2000. Based on building permit records, between 2000 and 2010, the County approved approximately 12,000 homes for construction, leaving a capacity for approximately 20,000 residences under the current General Plan.

The estimate of 20,000 residences is not a limit or a goal, and the actual level of residential development may be lower, depending on market forces, the availability infrastructure, limitations under Measure Y traffic policies, site topography, and other factors that influence development intensity. Nothing commits the County to approving this amount of new residential development. However, it is necessary to estimate future growth for purposes of the CEQA analysis of the project's potential impacts.

The project does not propose adding substantially more residences to the 20,000 allowed under the current General Plan. The project's proposed increase in maximum density for mixed use projects could slightly increase the estimated capacity under the General Plan. However, the relatively limited number of parcels that are available for mixed use development, their small size, and the lack of sewer service in many parts of the County limit the practical effect of this higher density potential on the projected number of residences. In the past 10 years, for example, the County has considered only two or three applications for mixed use permits, totaling about 15 dwelling units. The only area projected to see a substantial net increase in dwelling units as a result of the mixed use development is the El Dorado–Diamond Springs Community Region. It is projected to have a net increase of approximately 257 dwellings over the next 20 years from mixed use developments. This is an increase of just over 1% of the estimated 20,000 residences that could be accommodated under the current General Plan.

3.8.2 Environmental Impacts

Impact Mechanisms

The TGPA is proposing a limited number of amendments to the 2004 General Plan; the ZOU is an update of the County's existing Zoning Ordinance. The key changes—which include changes to policies pertinent to the residential density of mixed use projects, open space, infill development, connections to public water and wastewater systems, and hillside development standards—are listed below. *Existing conditions* are the baseline against which the significance of the project's potential impacts is evaluated. Therefore, the reasonably foreseeable impacts of the TGPA and ZOU are compared to the existing environment and not to the provisions of the existing General Plan and Zoning Ordinance.

Targeted General Plan Amendments

- **Camino-Pollock Pines Community Region.** The project proposes to divide the existing Community Region into three Rural Communities. Camino, Cedar Grove, and Pollock Pines would develop in a manner reflects their separate and distinct characters. The proposed Rural Center designations would not extend beyond the existing boundary of the Community Region, and no changes to existing General Plan land use designations are proposed. The key difference between a Community Region and a Rural Center is the anticipated level of available public services (i.e., water, sewer, public safety), with a Rural Center expected to have a lower level of services than a Community Region. Rural Centers are also subject to slightly more stringent policies for limiting noise impacts from non-transportation sources than are Community Regions. The practical effect of the Camino/Pollock Pines proposal would be to reduce the development potential within these areas (in comparison to the potential under the current General Plan), because the ability to build at maximum allowable intensity or density is dependent on the availability of public services. Therefore, this amendment would not have an impact on existing population and housing and need not be discussed further.

Policy 2.1.1.3: Commercial/Mixed Use (in Community Regions). The project proposes to increase the maximum density for the residential portion of mixed use projects in Community Regions from 16 dwelling units per acre to 20 dwelling units per acre to be consistent with 2009 amendments to State planning law (Government Code Section 65583.2(c)(B)(3)). The maximum residential density of 20 dwelling units per acre may only be achieved where adequate infrastructure, such as water, sewer, and roadway are available or can be provided concurrent with development.

Policy 2.1.2.5: Commercial/Mixed Use (in Rural Centers). This amendment would increase the maximum density for the residential portion of mixed use projects in Rural Centers from 4 dwelling units per acre to 10 dwelling units per acre.

Policies 2.2.3.1, 2.2.3.2, and 2.2.5.4: Open Space. The project proposes to amend the current 30% open space requirement for Planned Development in Community Regions and Rural Centers to allow less than 30% of "improved open space" on site.

Policy 2.4.1.5: Infill Development. The project proposes this new policy encouraging infill development on sites of up to 5 acres in existing communities where, among other limitations, the site does not have habitat value for endangered, rare, or threatened species. Infill would be required to be consistent with the General Plan and zoning provisions applicable to the site.

Policy 5.2.1.3: Public Water System Connections (Community Regions and Rural Centers). The project would revise this policy such that medium-density residential, high-density residential, multifamily residential, commercial, industrial and research and development projects may be

required to connect to public water systems if reasonably available when located within Community Regions and to either a public water system or to an approved private water system in Rural Centers. The current policy requires such development to be connected to public water systems in Community Regions.

Policy 5.2.3.5: The average residential density shall not be greater than one dwelling unit per five acres in proposed groundwater dependent developments except in areas known to have groundwater supply limitations. In those areas, a minimum parcel size of ten acres or larger may be required if it is demonstrated such larger parcels are necessary to limit the impact on groundwater supply in the area.

Policy 5.3.1.1: Public Wastewater Collection Facility Connections. The project would revise this policy to state that high-density and multifamily residential, commercial, and industrial projects may be required to connect to public wastewater collection facilities if reasonably available as a condition of approval. The current policy requires such development to be connected to public collection facilities.

Policy 7.1.2.1: Restriction on Developing Slopes of 30%. The project would amend the current prohibition of development (except where the prohibition would deny reasonable use of the property) on slopes of 30% or steeper to discourage development on 30% slopes or steeper. The standards under which slopes could be developed are set out in proposed Section 17.30.060 (Hillside Development Standards) of the ZOU described below.

Zoning Ordinance Updates

- The project includes rezoning of individual parcels throughout the county as needed to make the zoning classifications on each property consistent with the property's General Plan designation. Where there is more than one zone classification that would be consistent with the General Plan, these changes generally adopt the least intensive of those zones. The residential development potential of the parcels is currently determined by the residential densities established in the General Plan. The rezonings would not change the residential development potential. As a result, the rezonings would have no incremental effect on the potential for residential development. This component of the ZOU would have no impact on existing population and housing and is not discussed further.

Section 17.30.060: Hillside Development Standards. The project would establish standards for hillside development, including limitations on development on portions of existing lots where the natural gradient (i.e., slope) is 30% or greater. Development could proceed with an erosion and sediment control plan in place. Development would be prohibited on sites where the slope has a vertical height of 50 feet or more and exceeds 30%, except "where reasonable use of an existing lot or parcel would otherwise be denied." In those cases, stricter development standards would apply.

Methods of Analysis

Future land use changes would primarily occur in accordance with the adopted General Plan. The analyses in this FEIR address the project's short- and long-term adverse impacts on the physical (natural and built) environment, under the assumption the project will be built out. *Existing conditions* are the baseline against which the significance of the project's potential impacts is evaluated. Therefore, the reasonably foreseeable impacts of the TGPA and ZOU are compared to the existing environment and not to the provisions of the existing General Plan and Zoning Ordinance. In terms of the ZOU, the discussion focuses on those components that would potentially have an impact on existing population and housing and are substantially different than the provisions of the existing Zoning Ordinance.

Because the project does not propose any site-specific development activities, this analysis focuses on the potential indirect impacts of future development and population growth that could occur as a result of the project.

Thresholds of Significance

In accordance with Appendix G of the State CEQA Guidelines and the County's own concerns, the project would be considered to have a significant effect if it would result in any of the conditions listed below.

- Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure).
- Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere.
- Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.

The 2004 General Plan EIR did not have a population and housing section, so it contained no thresholds of significance on this specific topic.

Impacts and Mitigation Measures

Impact PH-1: Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure) (significant and unavoidable)

2004 General Plan EIR Conclusions

The 2004 General Plan EIR did not have a population section, but treated population in the Land Use Forecasts and Development Estimates section and Other CEQA section, and these analyses are incorporated by reference. For population, the 2004 General Plan EIR stated "Anticipated population growth is indirect in nature because the proposed General Plan does not directly propose development, but only provides the framework for development planning and implementation to proceed" (El Dorado County 2004).

The 2004 General Plan EIR found that the General Plan would induce population growth.

In summary, adoption of the General Plan would indirectly induce population growth and increase economic activity in the county as a result of changes in the employment-generating uses and provisions for additional residential development. It could also induce growth in surrounding counties if the adopted alternative would not accommodate expected regional growth, which would occur if the No Project or Roadway Constrained 6-Lane "Plus" alternative is adopted. Development south of U.S. 50 near the Sacramento County line could put development pressure on the adjacent agricultural and open-space areas in Sacramento County. Additionally, serious obstacles to growth would be eliminated with the adoption of three of the four equal-weight alternatives analyzed in this EIR. As a result, the proposed General Plan is considered to be growth-inducing (El Dorado County 2004).

Project Impacts

No specific development projects are proposed as part of the TGPA and ZOU. The General Plan authorizes new development pursuant to its policies and in the locations identified in the General Plan. The TGPA would revise certain General Plan policies, but would not substantively change the planned locations of future development and related growth. Impacts related to population would be the same as assessed in the 2004 General Plan EIR, which found them to be significant, with no mitigation identified to reduce the impact to a less than significant level. Therefore, the impact would be significant and unavoidable. Specific assessment of the changes in the General Plan and how these changes might affect population generated by implementation of the General Plan is presented below.

The amendments to Policies 2.1.1.3 and 2.1.2.5 would increase the maximum residential density allowed in mixed use development projects. The actual effect of these changes is not expected to be substantial. Actual density would be the product of the size of the project site (i.e., smaller lots cannot sustain higher density development due to inability to meet parking standards, setback requirements), the availability of public services (projects that rely on septic tanks require a portion of the lot area to be used for leach fields, while sites served by sewers do not), and community demand for this type of development. Historically, the County has not experienced a high demand for mixed use development. Although there is general support for mixed use and both the 1996 and 2004 general plans included mixed use objectives and policies, in the past 10 years the County has received only 2–3 applications for mixed use development permits totaling approximately 15 units in all. Discussions with the El Dorado/Diamond Springs Community Advisory Committee have been about revitalizing downtown areas with mixed use development projects. Therefore, the Travel Demand Model forecasts show that within the next 20 years, up to 257 residential units may be built as part of mixed use development projects in the El Dorado and Diamond Springs Community Regions. This development would constitute the majority of the incremental increase in mixed use development that can be attributed to the TGPA. Given that up to 20,000 additional residences might be built within the County based on the General Plan provisions absent these policy amendments, the number of additional residences attributable to the TGPA would not be a substantial change in the amount of growth associated with implementation of the General Plan.

Policies 2.2.3.1, 2.2.3.2, and 2.2.5.4 would be amended to revise the 30% open space requirement for Planned Development to exempt certain types of residential development from that requirement and to allow high-density residential planned developments to provide for half of their 30% open space requirement in private yards. The effect of these amendments would be to marginally increase the potential extent of development on those properties that would no longer be subject to the 30% open space requirement. This would include: residential Planned Developments consisting of five or fewer lots or dwelling units; infill projects within Community Regions and Rural Centers on existing sites 3 acres or less in area; Multi-Family Residential developments; and Commercial/Mixed Use developments. It is not possible to estimate the number of additional residences that might be built as a result of this change—there are too many variables to support more than speculation. However, given that the amendment would allow the entire site to be developed, it is reasonably foreseeable that there would be situations where the amendments would result in an increase in the number of residences built on a qualifying parcel if the additional area would increase the area available for the on-site wastewater disposal system, for example. In light of the potential for residential development under the General Plan provisions absent these policy amendments (i.e., up to an additional 20,000 residential units), the number of additional residences that could result from implementation of the amendments is not expected to be a substantial increase.

Proposed new Policy 2.4.1.5 promoting infill development would encourage development within existing communities when at least two parcels adjacent to the proposed development site are already developed. This Land Use Element policy is consistent with the Housing Element's infill implementation measure and reinforces existing policies that focus new development in Community Regions and Rural Centers. Because this policy would not expand on the allowable development intensities under the General Plan it is not expected to induce substantial population growth.

The proposed changes to Policies 5.2.1.3 and 5.3.1.1 would relax the current requirement that higher intensity development connect to public water and wastewater disposal systems, instead allowing development to proceed without connecting to public systems when public systems are not reasonably available. These changes would allow some development of parcels where it might not currently take place because of complications in connecting to public services. However, these parcels would continue to be limited by physical site constraints including availability of reliable groundwater supplies and ability to meet the building code requirements for individual septic system leach fields. Where reliable groundwater supplies are limited or the size of the site would not accommodate a large leach field, the resultant development would typically be of lower intensity than could be supported by public water and wastewater disposal systems. This practical limitation is reflected in existing Policy 5.2.3.5 which limits residential density to one dwelling per five acres (i.e., a 5-acre minimum parcel size if proposed for subdivision) if the project is groundwater dependent. The effects of these policy changes therefore would not be expected to substantially change population growth associated with implementation of the General Plan.

Impact PH-2: Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere (no impact)

2004 General Plan EIR Conclusions

The 2004 General Plan EIR did not have a population and housing section, but treated Housing in the Land Use section, and this analysis is incorporated by reference. The 2004 General Plan EIR found that the 2004 General Plan would not have significant impacts related to housing (El Dorado County 2004).

Project Impacts

The project would not displace existing housing. For example, it is not a development project that would require the removal of housing in order to be implemented. The requirements of state housing element law require that element to include an inventory of land suitable for residential development that can be developed for housing and that are sufficient to provide for the county's share of the regional housing need (Government Code Section 65582.3). Pursuant to this statutory requirement, the General Plan must provide housing opportunities, not eliminate them. The TGPA is consistent with the General Plan. Therefore, there would be no impact.

Impact PH-3: Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere (no impact)

2004 General Plan EIR Conclusions

The 2004 General Plan EIR did not have a population and housing section, but treated Housing in the Land Use section, and this analysis is incorporated by reference. The 2004 General Plan EIR

found that the 2004 General Plan would not have significant impacts related to housing (El Dorado County 2004).

Project Impacts

The project would not displace residents. For example, it is not a development project that would require the removal of housing in order to be implemented. The requirements of state housing element law require that element to include an inventory of land suitable for residential development that can be developed for housing and that are sufficient to provide for the county's share of the regional housing need (Government Code Section 65582.3). Pursuant to this statutory requirement, the General Plan must provide housing opportunities, not eliminate them. The TGPA is consistent with the General Plan. Therefore, there would be no impact.

3.9 Transportation and Traffic

This analysis of the potential impacts of the project on the transportation system is based on the technical traffic modeling analysis prepared by Kimley-Horn and Associates (2014) provided in Appendix D.

3.9.1 Existing Conditions

Regulatory Setting

State

The California Department of Transportation (Caltrans) prepares transportation concept reports (TCRs) for State Highway Routes as long-range planning documents. These long range planning documents “identify existing route conditions and future needs, including existing and forecasted travel data, a concept [i.e., desired] level of service (LOS) standard, and the facility needed to maintain the concept LOS and address mobility needs over the next 20 years” (California Department of Transportation 2010).

In the TCRs, facility information (e.g., roadway widths, number of lanes) is presented by segment along the highway corridor. The TCR represents a preliminary approach to identifying potential system improvements and estimating the costs of those improvements. TCRs are revised as conditions change and new information becomes available.

TCRs are not regulatory documents. Their purpose is to help guide future investment in the transportation corridor and identify the types of improvements to be installed. Improvements are also programmed through the regional transportation planning process described below. The nature and the size of the improvements identified in the TCR may change as the improvement project is planned and designed in more detail.

Caltrans also prepares corridor system management plans (CSMPs) for State Highway corridors. A CSMP is a comprehensive, integrated management plan for increasing transportation options, decreasing congestion, and improving travel times in a transportation corridor. A CSMP includes all travel modes in a defined corridor: highways and freeways, parallel and connecting roadways under local jurisdiction, public transit (bus, bus rapid transit, light rail, intercity rail) systems and bikeways. CSMPs also incorporate intelligent transportation technologies, which include ramp metering, coordinated traffic signals, changeable message signs for traveler information, incident management, bus/carpool lanes and car/vanpool programs, and transit strategies. Each CSMP identifies current management strategies, existing travel conditions and mobility challenges, corridor performance management, planning management strategies, and capital improvements (California Department of Transportation 2014a).

LOS is a general measure of traffic operating conditions that assigns a letter grade from A (the best) to F (the worst). These grades represent the perspective of drivers and are an indication of the comfort and convenience associated with driving. The LOS grades are generally defined as follows.

- **LOS A**—free flowing conditions.

- **LOS B**—speeds at or near free-flow speed, but presence of other users begins to be noticeable.
- **LOS C**—speeds at or near free-flow speed, but freedom to maneuver is noticeably restricted.
- **LOS D**—speeds begin to decline slightly with increasing flow; freedom to maneuver is more restricted.
- **LOS E**—operating conditions at or near roadway capacity; even minor disruptions to the traffic stream can cause delay.
- **LOS F**—breakdown in vehicle flow; queues form quickly behind point in the roadway where the arrival flow rate temporarily exceeds the departure rate.

U.S. Highway 50

Caltrans has prepared a combined TCR/CSMP for U.S. Highway 50. The *Transportation Concept Report and Corridor System Management Plan, United States Route 50* (2014 TCR/CSMP) adopted in June 2014 covers U.S. Highway 50 from its origin at Interstate (I-) 80 near Sacramento to the Nevada state line. The 2014 TCR/CSMP is a long-term document, with a base year of 2012, a horizon year of 2035 (20-year build), and an “ultimate facility concept” (ultimate concept) after 2035. The 20-year build is based on planned and programmed programs and strategies. The ultimate concept includes programs and strategies for the corridor reaching beyond the 20-year build that are neither funded nor programmed, including future construction of high-occupancy vehicle (HOV) and auxiliary lanes. (California Department of Transportation 2014b)

The ultimate concept LOS performance standards established under the 2014 TCR/CSMP are LOS D in rural areas and LOS E in urban areas. The 2014 TCR/CSMP recognizes that a number of segments within the US Highway 50 corridor cannot be improved to perform at the ultimate concept urban area standard due to financial, environmental, right of way, or political constraints. The 2014 TCR/CSMP anticipates that for those segments, targeted operational improvements, Intelligent Transportation Systems (ITS), and Integrated Corridor Management (ICM) will be needed in order to achieve LOS D.

The 2014 TCR/CSMP summarizes its proposed projects and strategies as follows:

The proposed projects and strategies on US 50 are limited by the Right of Way (ROW) constraints on the facility, as well as by financial, environmental, and political factors. In the urban section of US 50, existing development limits land purchases for highway expansion, and in the rural section land purchases are limited by National Forest land and environmental constraints. The largest projects on the facility consists of a bus/carpool (HOV) lane expansion from the SR 99/51 junction to Watt Avenue (Ave.) interchange and from the Cameron Park Road interchange to the Missouri Flat Road interchange. There are also a significant number of operational and Intelligent Transportation Systems (ITS) improvements that will be constructed on the facility. These improvements, to be constructed throughout the facility, include the installation of various ITS technologies, auxiliary lanes, transition lanes, passing lanes, ramp metering, intersection improvements, interchange improvements, ramp widening, bus/carpool lanes and connectors and other improvements appropriate to the context of the interchanges to be improved.

Integrated Corridor Management (ICM) is a part of the ultimate facility concept for the US 50 corridor. As an operational management strategy, it is particularly in locations where the ultimate concept LOS performance is unattainable on the 20-year buildout facility, and where

further buildout cannot occur due to constraints and limitations such as those described above. ICM is a multimodal approach to managing transportation assets, allowing partner agencies to manage the transportation corridor as an integrated asset in order to improve travel time reliability and predictability, help manage congestion and provide travelers with better information and more choices.

Table 3.9-1 summarizes the existing, 20-year build, and ultimate concept LOS and facility improvements for all 21 segments of the U.S. Highway 50 corridor. Note that Caltrans considers segments 1-14 to be urban, while segments 15-21 are considered rural. Some rural segments have urban characteristics and Caltrans has assigned those an urban LOS E.

The 2014 TCR/CSMP describes its approach to the LOS D and E performance standards as follows (emphasis in original):

... A local agency may set a higher LOS threshold standard consistent with community wishes and other local concerns. Caltrans as the owner and operator of the facility establishes the Concept Level of Service as the **minimum acceptable level of service**. Any threshold standard LOS established by a local agency for the State Highway System (SHS) should not be lower than the Caltrans Concept LOS...

Caltrans regularly reviews proposed local development projects during the CEQA process for potential impacts on the state highway system (SHS) under their Intergovernmental Review program. The 2014 TCR/CSMP states:

LOS is one performance measure utilized by Caltrans in the review of proposed projects during the Intergovernmental Review/CEQA development review process to determine if proposed projects might cause significant impacts to the operation of the SHS. In segments of the SHS main line where the existing LOS is at or below the Concept LOS, any land use development should not directly or cumulatively lower the existing LOS. Any impacts exceeding this threshold will be viewed by Caltrans as significant and warrant appropriate mitigation. Any CEQA lead agency should coordinate with Caltrans as early in the development review process as feasible to jointly determine the most appropriate threshold standards of significance.

Although Caltrans will use the LOS standards from its 2014 TCR/CSMP to inform its comments when reviewing development projects as a responsible agency under CEQA, it cannot dictate to the lead agency what will be that agency's significance thresholds. CEQA allows a lead agency, such as El Dorado County, to establish the thresholds of significance that will apply to its own CEQA analysis (State CEQA Guidelines Section 15064; *Save Cuyama Valley v. Santa Barbara County* (2013) 213 Cal.App.4th 1059; *Mount Shasta Bioregional Ecology Center v. County of Siskiyou* (2012) 210 Cal.App.4th 184). Conversely, while such thresholds apply to the lead agency's determination, they are not binding on responsible agencies such as Caltrans.

In any case, County roads are required to meet the standards set out in the General Plan under the consistency requirements established in Government Code Section 65402 and General Plan Policy 2.2.5.2. General Plan Policy TC-Xa and the accompanying Table TC-2 state that certain County roads and certain segments of U.S. Highway 50 are allowed to operate at LOS F. Policy TC-Xa was adopted by initiative (Measure Y of 2008 and Measure Y of 1998), requires a 4/5ths vote of the Board of Supervisors for amendment and is unlikely to be amended by Board action. The TGPA/ZOU EIR must rely on Policy TC-Xa to retain consistency between the CEQA analysis and the clear policies for traffic impact set out in the General Plan.

Table 3.9-1. U.S. Highway 50 2014 TCR/CSMP_Report Data

Segment	Description	County	Current LOS	Horizon Year Build LOS ^a	Concept LOS ^b	Existing Facility ^c	20-year Build Facility ^d	Ultimate Facility ^e
1	I-80 to Yolo/ Sacramento County Line	Yolo	E	F	E	8F (6F btw Jefferson Blvd ramps)	8F+ITS	8F+2HOV+ Aux Lanes + ITS + ICM
2	Yolo/Sacramento County Line to State Routes (SR) 99 and 51	Sacramento	F	F	E	8F	8F+2HOV+ Aux Lanes+ITS	8F+2HOV+ Aux Lanes + ITS + ICM
3	SR 99 and SR 51 to Watt Avenue	Sacramento	F	F	E	8F	8F+2HOV+ITS	8F+2HOV+ Aux Lanes + Transition + ITS + ICM
4	Watt Avenue to Zinfandel Drive	Sacramento	F	F	E	8F + 2HOV	8F+2HOV+ Aux Lanes+ITS	8F+2HOV+ Aux Lanes + ITS + ICM
5	Zinfandel Drive to Sunrise Blvd	Sacramento	E	F	E	8F + 2HOV	8F+2HOV+ Aux Lanes+ITS	8F+2HOV+ Aux Lanes + Transition + ITS + ICM
6	Sunrise Blvd to Folsom Blvd	Sacramento	F	F	E	6F+2HOV to Hazel Ave, 4F+2HOV to Folsom Blvd	8F+2HOV+ITS +Aux Lanes to Hazel Ave, 4F+2HOV+ITS +Aux Lanes to Folsom Blvd	8F+2HOV+ ITS + ICM + Aux Lanes to Hazel Ave.; 4F + 2HOV + ITS + ICM + Aux Lanes to Folsom
7	Folsom Blvd to Sacramento/ El Dorado County Line	Sacramento	F	F	E	4F+2HOV	4F+2HOV+ Aux Lanes+ITS	4F+2HOV+Aux Lanes +ITS + ICM
8	Sacramento/El Dorado County Line to Latrobe Road	El Dorado	F	F	E	4F + 2HOV	4F+2HOV+ Aux Lanes+ITS	4F+2HOV+Aux Lanes +ITS + ICM
9	Latrobe Road to Bass Lake Road	El Dorado	E	F	E	4F + 2HOV	4F+2HOV+ Aux Lanes+ITS	4F+2HOV+Aux Lanes +ITS + ICM
10	Bass Lake Road to Cameron Park Drive	El Dorado	D	D	E	4F + 2HOV	4F+2HOV+ Aux Lanes+ITS	4F+2HOV+Aux Lanes +ITS
11	Cameron Park Drive to Ponderosa Road	El Dorado	D	D	E	4F	4F+2HOV+Aux Lanes +ITS	4F+2HOV+Aux Lanes +ITS
12	Ponderosa Road to Missouri Flat Road	El Dorado	C	C	E	4F	4F+2HOV+Aux Lanes + ITS to Greenstone Rd, 4F+ Aux Lanes + ITS to Missouri Flat Rd	4F + 2 HOV + Aux Lanes + ITS to Greenstone; 4F + Aux Lanes + ITS to Missouri Flat
13	Missouri Flat Road to End of Freeway in Placerville	El Dorado	D	E	E	4F	4F+Aux Lanes	4F+Aux Lanes + ITS
14	End of Freeway in Placerville to Bedford Avenue	El Dorado	C	C	D	4E + Merge Lanes (Eastbound)	4E + Merge Lanes + ITS	4E +Merge Lanes + ITS + ICM

Segment	Description	County	Current LOS	Horizon Year Build LOS ^a	Concept LOS ^b	Existing Facility ^c	20-year Build Facility ^d	Ultimate Facility ^e
15	Bedford Ave to Cedar Grove Exit	El Dorado	C	C	E/D	4F to Smith Flat Rd, 4E to Camino	4F to Smith Flat, 4E to Camino	4F+Aux Lanes + ITS to Smith Flat; 4E + ITS to Camino
16	Cedar Grove Exit to 0.67 mile east of Sly Park Rd	El Dorado	B	C	E	4F	4F	4F + ITS
17	0.67 miles east of Sly Park Road to Ice House Road	El Dorado	B	C	D	3C, 2.0 miles 4E, 5.3 miles 3C, 0.3 mile	3C, 2.0 miles 4E, 5.3 miles 3C, 0.3 mile	4E 3C + ITS, 2.0; 4E + ITS, 5.3; 3C + ITS, 0.3 miles
18	Ice House Road to Echo Summit	El Dorado	E	F	D	2C; 0.35 mile of 2-wy left-turn lane	2C; 0.35 mile of 2-way left-turn lane	2C + ITS + ICM; 0.35 mile of 2-way left-turn lane
19	Echo Summit to SR 89 South	El Dorado	E	E	D	2C	2C	2C+ ITS + ICM + Bike Lanes
20	SR 89 South/Luther Pass Road to State Route 89 North/Lake Tahoe Blvd	El Dorado	E	F	D	3C, 0.86 miles; 2C, 3.64 miles; 5C, 0.61 mile	3C, 0.86 miles; 2C, 3.64 miles; 5C, 0.61 mile	3C + ITS + ICM, 0.86; 2C + ITS + ICM, 3.64; 5C + ITS + ICM, 0.61 miles
21	SR 89 North/Lake Tahoe Blvd to State of Nevada	El Dorado	E	F	E	5C	5C	5C + ITS + ICM + Bike Lanes

Source: California Department of Transportation 2014b.

^a Horizon Year Build Year = 2035

^b Concept LOS: The minimum acceptable LOS over the next 20 years.

^c Facility Type Codes: C = Conventional Highway; E = Expressway; F = Freeway; HOV = High Occupancy Vehicle lanes; Aux = Auxiliary lanes.

^d Concept Facility: The future roadway with improvements needed in the next 20 years. If LOS F, no further degradation of service from existing F is acceptable, as indicated by delay performance measurement.

^e Ultimate Facility: The future roadway with improvements needed beyond a 20-year timeframe.

State Route 49

The *Transportation Concept Report, State Route 49* (California Department of Transportation 2000) contains the 20-year improvement concept for State Route (SR) 49. The route concept recognizes the unique nature of SR 49 in terms of historical and topographic constraints, which preclude the possibility of significantly improving SR 49 on the existing alignment. As such, SR 49 would remain as a two-lane conventional highway through El Dorado County. Some improvements, such as widening to the Caltrans 40-foot pavement standard, were identified to achieve the full concept facility. LOS F is the concept LOS south of the community of El Dorado (mileposts 0.00–9.494) and through Placerville (mileposts 13.984–15.685). All other segments have an LOS E concept. Ultimately, some segments are recommended to be widened to four lanes or include spot improvements (i.e., passing lanes or improvements for bicycle and pedestrian travel). Table 3.9-2 shows the existing and concept LOS and facility improvements for the SR 49 segments in El Dorado County.

State Route 193

Within El Dorado County, the *State Route 193 Transportation Concept Report* (California Department of Transportation 2011a) accepts the concept service level for SR 193 as LOS E “due to significant topographic and environmental constraints that make capacity enhancement projects financially infeasible.” SR 193 connects Cool to Georgetown and Georgetown to Placerville. The concept and ultimate facility remains at an existing two-lane conventional highway status. Although Caltrans does not forecast an increase in demand for this segment of SR 193, the concept report acknowledges the route’s physical constraints such as narrow, steep, and winding sections and the high percentage of heavy vehicles on the route during timber and agricultural harvests.

State Route 153

The *Transportation Corridor Concept Report, State Route 153* (California Department of Transportation 2011b) contains the 20-year improvement concept for SR 153. State Route 153 is a two-lane conventional highway extending 0.5 mile west from SR 49 near Coloma to the James Marshall Gold Discovery Monument. The concept service level is LOS E, and no improvements other than routine maintenance are planned for this route.

Regional

Funding for transportation projects is programmed at the regional level through the regional transportation plan (RTP) process. An RTP is a planning document developed by regional transportation planning agencies such as the El Dorado County Transportation Commission (EDCTC) in cooperation with Caltrans and other stakeholders (e.g., El Dorado County and the City of Placerville). RTPs are required to be prepared per state (Government Code Section 65080 et seq.) and federal statute (23 United States Code [USC] 134–135 et seq.). RTPs are developed to identify transportation needs and provide a clear vision of the regional transportation goals, policies, objectives, and strategies to meet those needs. This vision must be realistic and within fiscal constraints. Transportation improvements that are expected to be funded from federal, state, or local sources—or any combination of all three sources—are included in the RTP’s list of fiscally constrained projects. In the language of transportation planning, “fiscally constrained” means capable of being financed.

Table 3.9-2. State Route 49 Transportation Concept Report Data

Segments in El Dorado	Description	Current Facility ^a	Current LOS	Concept Facility ^b	Concept LOS ^c	Improvements Towards Concept Facility	Ultimate Facility ^d
1	Amador/El Dorado County line to Union Mine Rd.	2C	E	2C	F	Widen to 40' standard	2C
2	Union Mine Rd. south of El Dorado to Sacramento St. south of Placerville	2C	E	2C	E	Widen to 40' standard	2/4 E
3	Sacramento St. south of Placerville to junction of SR 193	2C	F	2C	F	Improve capacity and operations at SR 49/U.S. 50 junction	2/4 E
4	Junction of SR 193 to El Dorado/Placer County Line	2C	E	2C	E	Widen to 40' standard	2/4 E

Source: California Department of Transportation 2000.

^a Facility Type Codes: C = Conventional Highway; E = Expressway; F = Freeway; HOV = High Occupancy Vehicle lanes; Aux = Auxiliary lanes.

^b Concept Facility: The future roadway with improvements needed in the next 20 years. If LOS "F", no further degradation of service from existing "F" is acceptable, as indicated by delay performance measurement.

^c 20-Year Concept LOS: The minimum acceptable LOS over the next 20 years.

^d Ultimate Facility: The future roadway with improvements needed beyond a 20-year timeframe.

In this same vein, the Sacramento Area Council of Governments' (SACOG's) *Metropolitan Transportation Plan/Sustainable Communities Strategy for 2035* is a federally-mandated, long-range, fiscally-constrained transportation plan prepared for the six-county area that includes El Dorado, Placer, Sacramento, Sutter, Yolo, and Yuba Counties. Most of this area is designated a federal nonattainment area for ozone, indicating that the transportation system is required to meet stringent air quality emissions budgets to reduce pollutant levels that contribute to ozone formation. To receive federal funding, transportation projects nominated by cities, counties, and agencies must be consistent with the Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS). Consistency is measured based on whether the project was contained in the plan and its associated computer modeling of transportation and air quality impacts. In addition, any regionally significant transportation project planned for a city or county must be included in the MTP because of its potential effect on travel demand and air pollution. The MTP/SCS contains more than \$1.85 billion in regionally significant transportation improvements for El Dorado County (Sacramento Area Council of Governments 2012: Appendix A). El Dorado County's Regional Transportation Plan is included as part of the MTP.

The *2013/16 Metropolitan Transportation Improvement Program* (MTIP) is a list of transportation projects and programs to be funded and implemented over the next 3 years. SACOG submits this document to Caltrans and amends the program on a quarterly cycle. The MTIP and its amendments are subject to air quality conformity analysis under federal regulations, which limit the use of federal funds for regionally significant, capacity-increasing roadway projects, to those that do not conflict with the region's air quality management plan.

The El Dorado County Regional Transportation Plan (RTP) 2010–2030 is El Dorado County's portion of the SACOG's Metropolitan Transportation Plan/Sustainable Communities Strategy for 2035 described above and is prepared by the El Dorado County Transportation Commission (EDCTC). The RTP consists of a Policy Element, Action Element, Financial Element, Air Quality Conformity, and an environmental document. The Policy Element describes the process for implementing the short- and long-term transportation strategies. The Action Element identifies the multi-modal projects that implement the RTP in accordance with the goals, objectives, and policies set forth in the Policy Element. Projects are included for both the short-term (up to 10 years) and long-term (20 years and beyond) horizons. Each transportation mode is addressed in the Action Element. The Financial Element summarizes the cost of implementing the projects in the RTP within a financially constrained environment. All anticipated transportation funding revenues are compared with the anticipated costs of the transportation projects identified in the Action Element. If shortfalls are identified, strategies are developed to potentially fund the otherwise unfunded projects. As the region's Metropolitan Planning Organization (MPO), SACOG has the responsibility for making findings of conformity required under Section 176(c) of the federal Clean Air Act within the designated Sacramento Ozone Non-Attainment Area. Finally, the environmental document, a program EIR, is prepared for the RTP in accordance with CEQA.

Local

El Dorado County Parks and Trails Master Plan

The *El Dorado County Parks and Trails Master Plan* (El Dorado County 2012) was the first comprehensive Parks and Trails Master Plan to be prepared for the west slope area of El Dorado County. As directed by the Parks and Recreation Element of the 2004 El Dorado County General Plan, this master plan has been developed to provide long-term vision and direction for the

planning, implementation, and management of west slope park and trail resources provided by El Dorado County for the benefit of residents and visitors. The vision for parks and trails in El Dorado County is to offer access to a diverse selection of recreation opportunities that provide multiple benefits, including the following.

- Health and wellness for residents of all ages and abilities.
- Centers for community gathering and events.
- Enhanced sense of place and local identity.
- Protection for El Dorado County's unique natural and cultural resources.
- Economic development associated with recreation-based tourism and quality of life.

El Dorado County Bicycle Transportation Plan

The *El Dorado County Bicycle Transportation Plan* (El Dorado County 2010) provides a blueprint for the development of a bicycle transportation system on the western slope of El Dorado County. The El Dorado County Bicycle Transportation Plan that was adopted in 2010 by the El Dorado County Board of Supervisors is in compliance with California Streets and Highways Code (Sections 890–894.2, Appendix b), enabling the county to be eligible for State Bicycle Transportation Account funds.

The Bicycle Transportation Plan represents the efforts of the EDCTC staff, the Bicycle Transportation Plan Advisory Committee, El Dorado County, El Dorado Hills Community Services District, and numerous dedicated citizens in the area. The plan was developed with the overall goal of providing a safe, efficient, and convenient network of bicycle facilities that establish alternative transportation as a viable option in El Dorado County and neighboring regions. The plan addresses the following specific issues and objectives pertaining to non-motorized transportation.

- Bicycle commuting—develop a bicycle transportation system that enhances the safety and convenience of bicycling to neighboring jurisdictions, employment centers, residential neighborhoods, campgrounds, parks, education, commercial and other activity centers in El Dorado County.
- Safety and education—maximize bicycle safety.
- Implementation and maintenance—identify detailed and prioritized improvements in the El Dorado County Bicycle Transportation Plan.
- Land use development—integrate bicycle and pedestrian planning with other regional and community planning, including land use and transportation.
- Multi-modal integration—maximize multi-modal connections to the bicycle transportation system.
- Funding—obtain all possible funding for plan implementation.
- Connectivity—develop a well-connected bikeway system.
- The El Dorado Trail—in usable segments, develop Class I Bike Paths on the El Dorado Trail.

The proposed bikeway system is slightly over 280 miles in length, and includes a strategy for development of Class I Bike Path along the entire Sacramento–Placerville Transportation Corridor, also known as The El Dorado Trail. The development of the proposed system will provide better access to the County's transit network and activity centers as well as encourage increased use of the

bicycle as a transportation mode. (Existing bike trails are described in *Environmental Setting* section.)

Sacramento-Placerville Transportation Corridor Draft Master Plan

The *Sacramento-Placerville Transportation Corridor Master Plan* (El Dorado County 2003) outlines a strategy for interim and long-term uses for the former Sacramento-Placerville railroad corridor. This corridor was purchased by the Sacramento-Placerville Transportation Corridor Joint Powers Authority (SPTC-JPA), which is composed of representatives of El Dorado County, Sacramento County, the Sacramento Regional Transit District, and the City of Folsom. The master plan identifies multiple uses including excursion trains, trails, and utility easements. The Master Plan is for the El Dorado County portion of the Sacramento-Placerville transportation corridor only. It is not intended as a study of the general feasibility or appropriateness of any mode of transportation in the County. It considers the feasibility of each interim use for the corridor as it was acquired.

El Dorado County Long Range and Short Range Transit Plans

The *Western El Dorado County Short- and Long- Range Transit Plan* (El Dorado County Transportation Commission 2014) outline the long- and short-term planning steps necessary for public transit service in El Dorado County to respond to continued growth. The plans recommend a focus on commuters traveling within El Dorado County and to Sacramento County, as well as key markets such as elderly/disabled services and activity center shuttles.

Measure Y

The original Measure Y was approved by voters on November 3, 1998 and provided that it shall remain in effect for 10 years. It added the following five policies to the 1996 General Plan.

County tax revenues shall not be used in any way to pay for building road capacity improvements to offset traffic impacts from new development projects. Exceptions are allowed if County voters first give their approval. (Policy 3.2.2.5)

Developer-paid traffic impact fees shall fully pay for building all necessary road capacity improvements to fully offset and mitigate all direct and cumulative traffic impacts from new development upon any highways, arterial roads and their intersections during weekday, peak-hour periods in unincorporated areas of the county. (Policy 3.2.2.4)

Traffic from residential development projects of 5 or more units or parcels of land shall not result in, or worsen, Level of Service "F" (gridlock, stop-and-go) traffic congestion during weekday, peak-hour periods on any highway, road, interchange or intersection in the unincorporated areas of the county. (Policy 3.5.1.6.1.)

The County shall not add any additional segments of U.S. Highway 50, or any other roads, to the County's list of roads that are allowed to operate at Level of Service "F" (gridlock) without first getting the voter's approval. (Policy 3.5.1.6.2)

Before giving approval of any kind to a residential development project of 5 or more units or parcels of land, the County shall make a finding that the project complies with the policies added by this initiative. If this finding cannot be made, then the County shall not approve the project, or give final approval to a tentative subdivision map, until all these policy findings can be made, in order to protect the public's health and safety as provided by state law to assure that safe and adequate roads are in place as such development occurs. (Policy 3.2.1.5).

After Measure Y passed, the County and the Control Traffic Congestion Initiative Committee (the proponents of Measure Y) spent considerable time interpreting the new policies.¹ Those efforts culminated in a December 7, 1999, Board of Supervisors meeting at which the Board reviewed a range of options and voted on its preferred interpretations of the Measure Y policies.² Of particular note, the Board interpreted the term “worsen” (as used in Policy 3.5.1.6.1) to mean a measurable amount of traffic that is deemed by traffic engineering standards to have a perceptible impact on traffic congestion. Additionally, with respect to the issue of when traffic improvements needed to address aggregate impacts must be implemented, the Board concluded that, “The development project may proceed if the mitigation measures and roadway improvements are shown in the roadway plan adopted pursuant to General Plan Policy 3.5.1.1., are included in a Capital Improvement Plan which calls for the completion of the improvements within an identified, reasonable period of time, and funding sources have been identified for the full funding of the improvements and are reasonably anticipated to be available.”

The Measure Y policies were later incorporated into the adopted 2004 General Plan along with alternative policies that would take effect if the Measure Y policies were not readopted by the voters at its 10-year expiration in 2008 (Policies TC-Xa through TC-Xi). The 2004 General Plan also included a number of other policies designed to further the goals of the General Plan and the Measure Y policies. Further refining its prior interpretation of the term “worsen,” the Board included new Policy TC-Xe in the 2004 General Plan, which defined “worsen” as follows: (a) a 2% increase in traffic during a.m. peak hour, p.m. peak hour, or daily; (b) the addition of 100 or more daily trips; or (c) the addition of 10 or more trips during the a.m. peak hour or the p.m. peak hour. Clarifying the timing of necessary traffic improvements, the Board included new Policy TC-Xf:

Prior to occupancy for development that worsens (defined as a project that triggers Policy TC-Xe [A] or [B] or [C]) traffic on the County road system, the developer shall do one of the following: (1) construct all road improvements necessary to regional and local roads needed to maintain or attain Level of Service standards detailed in this Transportation and Circulation Element; or (2) ensure adequate funding is identified and available for the necessary road improvements and those projects are programmed. The determination of compliance with this requirement shall be based on existing traffic plus traffic generated from the project and from other reasonably foreseeable projects.

Because Measure Y was to be in effect for only 10 years, in 2008, the Board put a successor measure (also identified as Measure Y) on the ballot. The successor measure proposed certain revisions to Policy TC-Xa, the most significant ones being that (1) the Board can, on a 4/5 vote, add roads to the list of roads allowed to operate at LOS F³; and (2) the County can use financial resources other than developer fees to pay for necessary road improvements. For reference purposes, the changes made to Policy TC-Xa in 2008 are shown as follows, in underline/strikeout format. The 2008 changes shown below are reflected in Policy TC-Xa as it now exists in the General Plan. No changes to Policy TC-Xa are proposed as part of the TGPA.

¹ The 1996 General Plan was challenged in court and it was set aside by court order on February 5, 1999, but that order included the Measure Y policies among the policies to be applied in the interim period pending preparation of a new General Plan and EIR.

² Note that the Board’s discretion in this regard was somewhat limited. It could not substitute its policy preferences for those of the voters, but could only interpret ambiguous provisions of the measure in accordance with the voters’ intent.

³ Any such actions would be subject to review under CEQA.

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

The County shall not add any additional segments of U.S. Highway 50, or any other highways and roads, to the County's list of roads (shown in Table TC-2) that are allowed to operate at Level of Service F without first getting the voters' approval or by a 4/5ths vote of the Board of Supervisors.

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

~~County tax revenues shall not be used in any way to pay for building road capacity improvements to offset traffic impacts from new development projects. Exceptions are allowed if county voters first give their approval.~~

~~Before giving approval of any kind to a residential development project of five or more units or parcels of land, the County shall make a finding that the project complies with the policies above. If this finding cannot be made, then the County shall not approve the project in order to protect the public's health and safety as provided by state law to assure that safe and adequate roads and highways are in place as such development occurs.~~

The successor measure was placed on the November 8, 2008 ballot. It passed with 71.47% "yes" votes.

In addition to authorizing the successor measure, the Board also adopted a resolution (No. 194-2008) revising the associated traffic policies. The additional revisions became effective upon the voters' approval of the successor measure. The primary effect of those revisions was to clarify the timing of the Capital Improvement Program and the traffic improvement concurrency requirements. Specifically, Policy TC-Xf was revised in 2008 as follows:

At the time of approval of a tentative map for a single family residential subdivision of five or more parcels ~~Prior to occupancy for development~~ that worsens (defined as a project that triggers Policy TC-Xe [A] or [B] or [C]) traffic on the County road system, the ~~developer~~ County shall do one of the following: (1) condition the project to construct all road improvements necessary to regional and local roads needed to maintain or attain Level of Service standards detailed in this Transportation and Circulation Element based on existing traffic plus traffic generated from the development plus forecasted traffic growth at 10-years from project submittal; or (2) ensure adequate funding is identified and available the commencement of construction of for the necessary road improvements are included in the county's 10 year CIP and those projects are programmed. ~~The determination of compliance with this requirement shall be based on existing traffic plus traffic generated from the project and from other reasonably foreseeable projects.~~

By clarifying the concurrency requirements, current Policy TC-Xf provides two ways for a single-family residential project that worsens traffic to mitigate its impacts. First, the County can condition the project to construct all road improvements necessary to maintain or attain the specified level of service standards. Second, the County can ensure that commencement of construction of the necessary road improvements is in the 10-year Capital Improvement Program (CIP).⁴ In adopting the resolution authorizing those clarifications, the County recognized that allowing a project to rely on the 10-year CIP created the potential for short-term increases in traffic (since, theoretically, the

⁴ In contrast, the Board's prior interpretation of this policy required that the construction be completed in a reasonable period of time.

residential project could be completed in Year 1, but the road improvements might not be constructed until Year 10). It was determined, however, that any such impacts would be offset by the ability to use additional financial resources to pay for necessary projects and by policies requiring more frequent CIP review, which would allow the County to better prioritize improvements to minimize any short-term level of service deficiencies.

The basic process is illustrated in Figure 3.9-1.

Traffic Impact Mitigation Fee Programs

The County had four adopted traffic impact mitigation (TIM) fee programs used to fund capital improvements to the road system to mitigate traffic impacts resulting from development.

- **West Slope Area of Benefit Traffic Impact Mitigation Fee Program.** This program was originally adopted in 1991. The Board adopted major revisions to the program in August 1996.
- **Transportation Impact Fee Program for the State System's Capacity and Interchanges.** This program was adopted in August 1996.
- **El Dorado Hills/Salmon Falls Area Road Impact Fee Program.** This program was originally adopted in 1984. The Board adopted major revisions to the program in August 1996 and December 2000.
- **Interim Transportation Impact Fee for U.S. Highway 50 Corridor Improvements.** This program was adopted in October 2002.

The County also previously adopted the 2005 Interim TIM fee program and the 2006 TIM fee program. The 2006 program incorporated the previous programs.

Since 2006 the following updates have been adopted by the Board of Supervisors:

- 2007 (Resolution 243-2007) Board of Supervisors updated the TIM Fee Program and fee schedule, and changed the cost index
- 2008 (Resolution 205-2008) Board of Supervisors updated the TIM Fee Program and fee schedule, and changed the cost index
- 2009 (Resolution 114-2009) Board of Supervisors determined to leave the TIM Fee schedule consistent with 2008 rates
- 2010 (Resolution 070-2010) Board of Supervisors determined to leave the TIM Fee schedule consistent with 2008 rates
- 2012 (Resolution 021-2012) Board of Supervisors updated the TIM Fee Program and created two new fee categories

The fees set by the Board are tied to the cost of building the needed road improvements to accommodate the projected amount of expected growth during a defined time period (currently based on 20 years of growth). The fee program implements one of the policies included in the original Measure Y, which says that new development fully pay for the needed road improvements to handle the traffic generated by that new development.

Generally, funds generated from the TIM fees are applied toward major improvements such as those listed below (El Dorado County 2013).

- All the interchanges from Ponderosa Road/South Shingle west to the County line, and the El Dorado Road and Missouri Flat Road interchanges.
- High occupancy vehicle (HOV) lanes on U.S. Highway 50 from Cameron Park Drive west to the County line.
- Improvements to the County’s main arterial roads (e.g., Missouri Flat, Green Valley, Latrobe Road, Cameron Park Drive, Cambridge Road, Pleasant Valley Road, Mother Lode Drive, SR 49).
- Intersection improvements (e.g., Latrobe and White Rock, several along Cameron Park Drive).
- Transit requirements (e.g., purchase of additional commuter buses, park-and-ride lots).
- Safety improvements (e.g., South Latrobe Road improvements).
- Bridge improvements (e.g., Sly Park Road Clear Creek Bridge replacement).

The complete list of projects that are part of the TIM program is included in Exhibit B of the 2004 General Plan TIM Fee Program. All money generated from the TIM Fee payments is to be used for these projects.

General Plan

Pursuant to California Planning Law, a general plan must contain a circulation element “consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, any military airports and ports, and other local public utilities and facilities, all correlated with the land use element of the plan” (Government Code Section 65302[b]). The El Dorado County General Plan’s Transportation and Circulation Element establishes the key objectives and policies related to traffic. Some key policies are listed below; the rest are found in the General Plan’s Transportation and Circulation Element.

Policy TC-1a. The County shall plan and construct County-maintained roads as set forth in Table TC-1. Road design standards for County-maintained roads shall be based on the American Association of State Highway and Transportation Officials (AASHTO) standards, and supplemented by California Department of Transportation (Caltrans) design standards and by County Department of Transportation standards. County standards include typical cross sections by road classification, consistent with right-of-way widths summarized in Table TC-1.

Table TC-1. General Roadway Standards for New Development by Functional Class

Functional Class	Access Control		Cross Section	
	Public Roads Intersections (or Interchanges)	Abutting Property Driveways and Private Roads	ROW	Roadway Width
Six-Lane Divided Road	½ mile minimum spacing	Restricted	130'	108'
Four-Lane Divided Road	½ mile minimum spacing	Limited	100'	84'
Four-Lane Undivided Road				
Community Regions	½ mile minimum spacing	Limited	80'	64'
Rural Centers and Rural Regions	½ mile minimum spacing	Limited	80'	64'

Abbreviated Flow Chart Showing How General Plan Policy TC-Xa (aka Measure Y) is Implemented when a Proposed Development Project is Submitted to County

Note: This flow chart shows a simplified summary of the basic steps for discussion purposes only; it is not a comprehensive representation of the process.

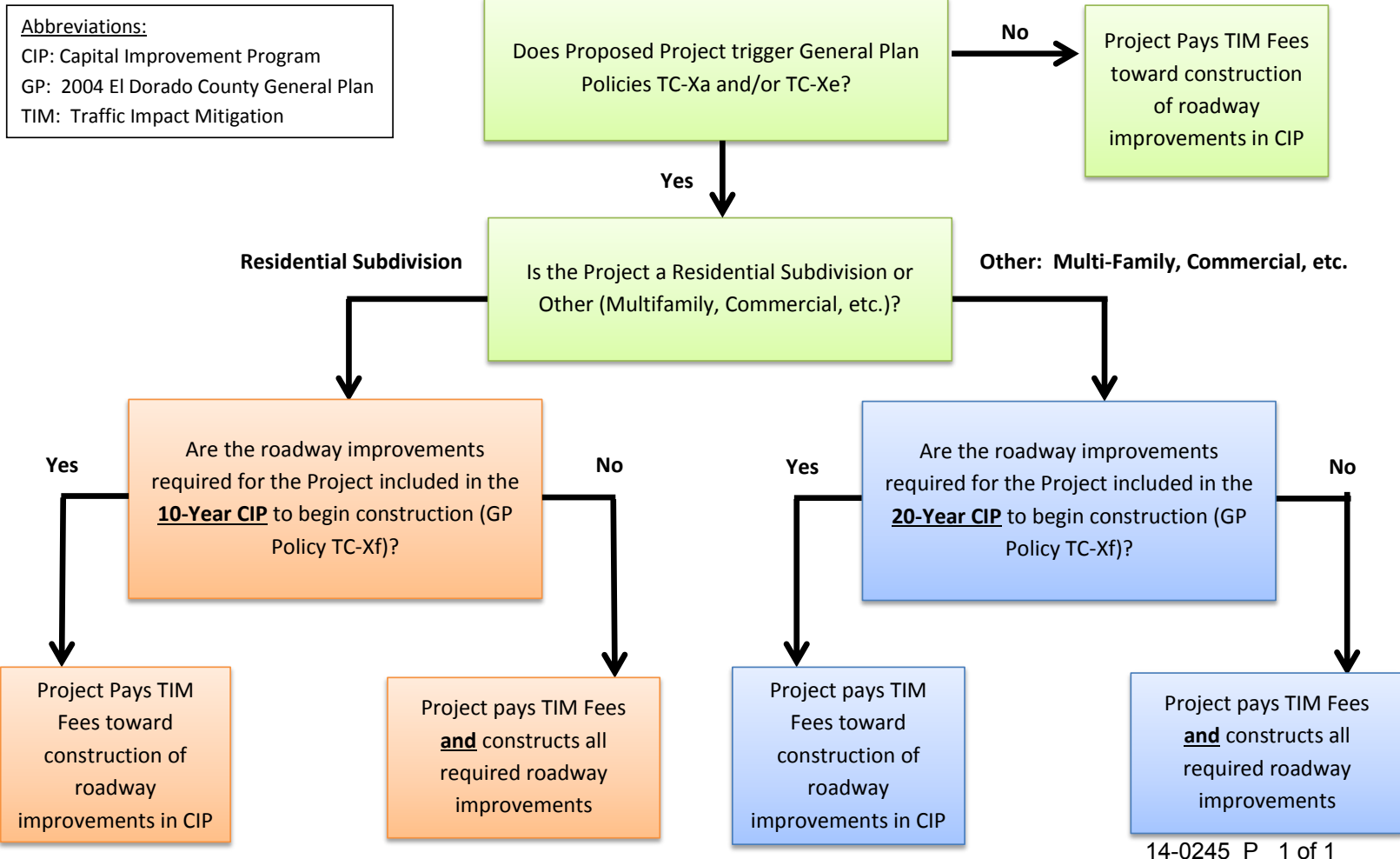


Figure 3.9-1
 Abbreviated Flow Chart Illustrating Implementation of Policy TC-Xa

Functional Class	Access Control		Cross Section	
	Public Roads Intersections (or Interchanges)	Abutting Property Driveways and Private Roads	ROW	Roadway Width
Major Two-Lane Road				
Community Regions	1/4 mile minimum spacing	Limited	60'	64'
Rural Centers and Rural Regions	1/4 mile minimum spacing	Permitted	60'	40'
Local Road	1/4 mile minimum spacing	Permitted	60'	Varies

Notes:

- ¹ Access control and cross sections are desired standards. Details and waiver provisions shall be incorporated to the Design and Improvement Standards Manual (El Dorado County 1990).
- ² Notwithstanding these highway specifications, additional right-of-way may be required for any classification when a road coincides with an adopted route for an additional public facility (e.g., transit facilities, bikeways, or riding and hiking trails), or a scenic highway.
- ³ The County may deviate from the adopted standards in circumstances where conditions warrant special treatment of the road. Typical circumstances where exceptions may be warranted include:
 - ^a Extraordinary construction costs due to terrain, roadside development, or unusual right-of-way needs; or
 - ^b Environmental constraints that may otherwise entirely preclude road improvement to the adopted standards, as long as environmental impacts are mitigated to the extent feasible.
- ⁴ Travel ways for all highways should be 12 feet wide. Turning lanes should be 12 feet wide, but may be reduced to 10 feet based on topographical or right-of-way constraints. All travel ways on roads should be paved.

Policy TC-1b: In order to provide safe, efficient roads, all roads should incorporate the cross sectional road features set forth in Table TC-1.

Policies TC-1c through TC-1j: *intentionally blank*

Policy TC-1k: The County shall continue to work with the El Dorado County Transportation Commission, Sacramento Area Council of Governments, California Department of Transportation, Tahoe Regional Planning Agency, and other agencies to maintain a current Regional Transportation Plan, to identify funding priorities, and to develop expenditure plans for available regional transportation funds in accordance with regional, state, and federal transportation planning and programming procedures. Such regional programming may include improvements to state highways, city streets, and county road.

Policy TC-1l: The County shall actively seek all possible financial assistance, including grant funds available from regional, state, and federal agencies, for street and highway purposes when compatible with General Plan policies and long-term local funding capabilities.

Policy TC-1m: The County shall ensure that road funds allocated directly or otherwise available to the County shall be programmed and expended in ways that maximize the use of federal and other matching funds, including maintenance of effort requirements.

Policy TC-1n: The County shall generally base expenditure of discretionary road funds for road uses on the following sequence of priorities:

- A. Maintenance, rehabilitation, reconstruction, and operation of the existing County-maintained road system;
- B. Safety improvements where physical modifications or capital improvements would reduce the number and/or severity of accidents; and
- C. Capital improvements to expand capacity or reduce congestion on roadways at or below County level of service standards, and to expand the roadway network, consistent with other policies of this General Plan.

Policy TC-1o: The County shall work with the cities of Placerville and South Lake Tahoe to establish a system of designated truck routes through urban areas.

Policy TC-1p: The County shall encourage street designs for interior streets within new subdivisions that minimize the intrusion of through traffic on pedestrians and residential uses while providing efficient connections between neighborhoods and communities.

Policy TC-1q: The County shall utilize road construction methods that seek to reduce air, water, and noise pollution associated with road and highway development.

Policy TC-1r: The County shall accept classified roads, as defined on Figure TC-1, into the County-maintained road system when constructed to County standards.

Policy TC-1s: Notwithstanding Policy TC-1r, the County shall only add new local roads into the existing County-maintained road system if maintenance for these local roads will be provided for through a County Service Area Zone of Benefit or other similar means acceptable to the Board of Supervisors.

Policy TC-1t: The County shall identify locations of needed future road rights-of-way, consistent with Figure TC-1, through analysis and adoption of road alignment plan lines where appropriate. Circumstances where road alignment plan line analysis and adoption are acceptable shall include the following:

- A. Where major roads or corridors are expected to require additional through lanes within a 20-year planning horizon;
- B. Where the future alignment is expected to deviate from the existing alignment, or to be developed asymmetrically about the existing section or centerline;
- C. Where the adjacent properties are substantially undeveloped, so that property owners may benefit from prior knowledge of the location of rights-of-way of planned roads before constructing improvements or developing property in a way that may ultimately conflict with identified transportation needs; and
- D. Future facilities as identified in Figure TC-1.

Policy TC-1u: The County shall amend the circulation diagram to include a new arterial roadway from the west side of the El Dorado Hills Business Park to U.S. 50.

Policy TC-1v: The County shall consider modification of the circulation diagram to include a frequent transit service operating on exclusive right-of-way to the El Dorado Hills Business Park from residential communities in El Dorado County and from the City of Folsom.

Policy TC-1w: New streets and improvements to existing rural roads necessitated by new development shall be designed to minimize visual impacts, preserve rural character, and ensure neighborhood quality to the maximum extent possible consistent with the needs of emergency access, on street parking, and vehicular and pedestrian safety.

Policy TC-1x: To reduce heavy truck traffic in residential areas and near noise sensitive land uses associated with discretionary projects, the County will review truck routes to ensure traffic noise impacts are minimized.

Policy TC-1y: Development through 2025, within Traffic Analysis Zones 148 and 344, shall be conditioned so that a cap of 10,045 full-time employees is not exceeded, unless it can be demonstrated that a higher number of employees would not violate established level of service standards.

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

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

2. The County shall not add any additional segments of U.S. Highway 50, or any other roads, to the County's list of roads that are allowed to operate at Level of Service F without first getting the voters' approval or by a 4/5ths vote of the Board of Supervisors.
3. Developer-paid traffic impact fees combined with any other available funds shall fully pay for building all necessary road capacity improvements to fully offset and mitigate all direct and cumulative traffic impacts from new development upon any highways, arterial roads and their intersections during weekday, peak-hour periods in unincorporated areas of the county.

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

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

Policy TC-Xc: intentionally blank

Policy TC-Xd: Level of Service (LOS) for County-maintained roads and state highways within the unincorporated areas of the county shall not be worse than LOS E in the Community Regions or LOS D in the Rural Centers and Rural Regions except as specified in Table TC-2. The volume to capacity ratio of the roadway segments listed in Table TC-2 shall not exceed the ratio specified in that table. Level of Service will be as defined in the latest edition of the Highway Capacity Manual (Transportation Research Board, National Research Council) and calculated using the methodologies contained in that manual. Analysis periods shall be based on the professional judgment of the Department of Transportation which shall consider periods including, but not limited to, Weekday Average Daily Traffic (ADT), AM peak hour, and PM peak hour traffic volumes.

Table TC-2. El Dorado County Roads Allowed to Operate at Level of Service F1 (through December 31, 2018)

Road Segment(s)		Max V/C ²
Cambridge Road	Country Club Drive to Oxford Road	1.07
Cameron Park Drive	Robin Lane to Coach Lane	1.11
Missouri Flat Road	U. S. Highway 50 to Mother Lode Drive	1.12
	Mother Lode Drive to State Route 49	1.20
Pleasant Valley Road	El Dorado Road to State Route 49	1.28
U. S. Highway 50	Canal Street to junction of State Route 49 (Spring Street)	1.25
	Junction of State Route 49 (Spring Street) to Coloma Street	1.59
	Coloma Street to Bedford Avenue	1.61
	Bedford Avenue to beginning of freeway	1.73
	Beginning of freeway to Washington Overhead	1.16
State Route 49	Ice House Road to Echo Lake	1.16
	Pacific/Sacramento Street to new four-lane section	1.31
	U.S. Highway 50 to State Route 193	1.32
	State Route 193 to county line	1.51

Notes:

¹ Roads improved to their maximum width given right-of-way and physical limitations.

² Volume to Capacity ratio.

Policy TC-Xe: For the purposes of this Transportation and Circulation Element, “worsen” is defined as any of the following number of project trips using a road facility at the time of issuance of a use and occupancy permit for the development project:

- A. A 2 percent increase in traffic during the a.m. peak hour, p.m. peak hour, or daily, or
- B. The addition of 100 or more daily trips, or
- C. The addition of 10 or more trips during the a.m. peak hour or the p.m. peak hour.

Policy TC-Xf: At the time of approval of a tentative map for a single family residential subdivision of five or more parcels that worsens (defined as a project that triggers Policy TC-Xe [A] or [B] or [C]) traffic on the County road system, the County shall do one of the following: (1) condition the project to construct all road improvements necessary to maintain or attain Level of Service standards detailed in this *Transportation and Circulation Element* based on existing traffic plus traffic generated from the development plus forecasted traffic growth at 10-years from project submittal; or (2) ensure the commencement of construction of the necessary road improvements are included in the County’s 10-year CIP.

For all other discretionary projects that worsen (defined as a project that triggers Policy TC-Xe [A] or [B] or [C]) traffic on the County road system, the County shall do one of the following: (1) condition the project to construct all road improvements necessary to maintain or attain Level of Service standards detailed in this *Transportation and Circulation Element*; or (2) ensure the construction of the necessary road improvements are included in the County’s 20-year CIP.

Policy TC-Xg: Each development project shall dedicate right-of-way and construct or fund improvements necessary to mitigate the effects of traffic from the project. The County shall require an analysis of impacts of traffic *from* the development project, including impacts from truck traffic, and require dedication of needed right-of-way and construction of road facilities as a condition of the development. For road improvements that provide significant benefit to other development, the County may allow a project to fund its fair share of improvement costs through traffic impact fees or receive reimbursement from impact fees for construction of improvements beyond the project’s fair share. The amount and timing of reimbursements shall be determined by the County.

Policy TC-Xh: All subdivisions shall be conditioned to pay the traffic impact fees in effect at the time a building permit is issued for any parcel created by the subdivision.

Policy TC-Xi: The planning for the widening of U.S. Highway 50, consistent with the policies of this General Plan, shall be a priority of the County. The County shall coordinate with other affected agencies, such as the City of Folsom, the County of Sacramento, and Sacramento Area Council of Governments (SACOG) to ensure that U.S. Highway 50 capacity enhancing projects are coordinated with these agencies with the goal of delivering these projects on a schedule to meet the requirements of the policies of this General Plan.

Policy TC-3a: The County shall support all standards and regulations adopted by the El Dorado County Air Quality Management District governing transportation control measures and applicable state and federal standards.

Policy TC-3b: The County shall consider Transportation Systems Management measures to increase the capacity of the existing road network prior to constructing new traffic lanes. Such measures may include traffic signal synchronization and additional turning lanes.

Policy TC-3c: The County shall encourage new development within Community Regions and Rural Centers to provide appropriate on-site facilities that encourage employees to use alternative transportation modes. The type of facilities may include bicycle parking, shower and locker facilities, and convenient access to transit, depending on the development size and location.

Policy TC-3d: Signalized intersections shall be synchronized where possible as a means to reduce congestion, conserve energy, and improve air quality.

Policy TC-4a: The County shall implement a system of recreational, commuter, and inter-community bicycle routes in accordance with the County’s Bikeway Master Plan. The plan should designate

bikeways connecting residential areas to retail, entertainment, and employment centers and near major traffic generators such as recreational areas, parks of regional significance, schools, and other major public facilities, and along recreational routes.

Policy TC-4b: The County shall construct and maintain bikeways in a manner that minimizes conflicts between bicyclists and motorists.

Policy TC-4c: The County shall give priority to bikeways that will serve population centers and destinations of greatest demand and to bikeways that close gaps in the existing bikeway system.

Policy TC-4d: The County shall develop and maintain a program to construct bikeways, in conjunction with road projects, consistent with the County's Bikeway Master Plan, taking into account available funding for construction and maintenance.

Policy TC-4e: The County shall require that rights-of-way or easements be provided for bikeways or trails designated in adopted master plans, as a condition of land development when necessary to mitigate project impacts.

Policy TC-4f: The County shall sign and stripe Class II bicycle routes, in accordance with the County's Bikeway Master Plan, on roads shown on Figure TC-1, when road width, safety, and operational conditions permit safe bicycle operation.

Policy TC-4g: The County shall support development of facilities that help link bicycling with other modes of transportation.

Policy TC-4h: Where hiking and equestrian trails abut public roads, they should be separated from the travel lanes whenever possible by curbs and barriers (such as fences or rails), landscape buffering, and spatial distance. Existing public corridors such as power transmission line easements, railroad rights-of-way, irrigation district easements, and roads should be put to multiple use for trails, where possible.

Policy TC-4i: Within Community Regions and Rural Centers, all development shall include pedestrian/bike paths connecting to adjacent development and to schools, parks, commercial areas and other facilities where feasible. In Rural Regions, pedestrian/bike paths shall be considered as appropriate.

Policy TC-5a: Sidewalks and curbs shall be required throughout residential subdivisions, including land divisions created through the parcel map process, where any residential lot or parcel size is 10,000 square feet or less.

Policy TC-5b: In commercial and research and development subdivisions, curbs and sidewalks shall be required on all roads. Sidewalks in industrial subdivisions may be required as appropriate.

Policy TC-5c: Roads adjacent to schools or parks shall have curbs and sidewalks.

Implementation Measure TC-A: Prepare and adopt a priority list of road and highway improvements for the Capital Improvement Program (CIP) based on a horizon of ten years. The Board of Supervisors shall update the CIP every year, or more frequently as recommended by the responsible departments. The CIP shall prioritize capital maintenance and rehabilitation, reconstruction, capacity, and operational and safety improvements. Non-capital maintenance activities need not be included in the CIP. The CIP shall be coordinated with the five-year major review of the General Plan and shall be included in the annual General Plan review. [Policies TC-1k, TC-1m, and TC-1n]

Implementation Measure TC-B: Revise and adopt traffic impact fee program(s) for unincorporated areas of the county and adopt additional funding mechanisms necessary to ensure that improvements contained in the fee programs are fully funded and capable of being implemented concurrently with new development as defined by Policy TC-Xf. The traffic fees should be designed to achieve the adopted level of service standards and preserve the integrity of the circulation system. The fee program(s) shall be updated annually for changes in project costs, and at least every five years with revised growth forecasts, revised improvement project analysis and list, and revised

construction cost estimates to ensure the programs continue to meet the requirements contained in the policies of this General Plan. [Policies TC-Xa, TC-Xb, and TC-Xg]

Implementation Measure TC-C: Revise and update the Design and Improvement Standards Manual (DISM) to accomplish the following:

- Specify minimum rights-of-way and road surface widths for the County road system and other design requirements. [Policies TC-1a, TC-1b, TC-1p, and TC-4h];
- Specify minimum distance between access points onto the County road system [Policy TC-1a];
- Provide detailed specifications for new development improvements, including private roads dedicated to public use [TC-1a];
- Provide detail for bicycle facilities [Goal TC-4]; and
- Provide standards for the requirement of sidewalks in new development and capital improvement projects. [Goal TC-5]

Implementation Measure TC-L: The County shall develop a funding mechanism that requires new development to pay for additional park-and-ride lots identified by transit providers in the county or the California Department of Transportation. The County shall also work with transit providers in the county and other agencies to determine the need for additional or expanded park-and-ride lots, identify additional sites for such lots, and to acquire necessary rights-of-way for them. [Policies TC-2b and TC-2d]

Implementation Measure TC-V(1): Work with the Sacramento Area Council of Governments (SACOG), Sacramento County and the City of Folsom to identify potential alignments for a new arterial roadway from the west side of El Dorado Hills Business Park to U.S. Highway 50. [Policy TC-1u]

Implementation Measure TC-V(2): The County shall implement a mechanism for all new discretionary and ministerial development (which includes approved development that has not yet been built) that would access Latrobe Road or White Rock Road. This mechanism shall be designed to ensure that the 2025 p.m. peak hour volumes on El Dorado Hills Boulevard, Latrobe Road, and White Rock Road do not exceed the minimum acceptable LOS thresholds defined in Policies TC-Xa through TC-Xe with the circulation diagram improvements assumed in place. As such, the measure should consider a variety of methods that control or limit traffic. The County shall monitor peak hour traffic volumes and LOS beyond 2025 and, if necessary, shall implement growth control mechanisms in any part of the county where the LOS thresholds defined in the General Plan policies listed above cannot be maintained.

Implementation Measure TC-V(3): Identify right-of-way needed for potential establishment of a frequent transit service operating on exclusive right-of-way to the El Dorado Hills Business Park from residential communities in El Dorado County and from the City of Folsom. Consider modification of the Circulation Map to include the identified right-of-way. [Policy TC-1v]

Environmental Setting

Regional Roadway System

Much of El Dorado County's roadway network is rural in character; the more suburbanized western portion of the county is the primary exception. U.S. Highway 50 is the primary transportation corridor extending through the county from west to east and directly serves all of the county's major population centers including El Dorado Hills, Cameron Park, Shingle Springs, Placerville, Camino, Pollock Pines, Diamond Springs, and South Lake Tahoe. Other state highways, county arterials, and a network of local public and private roads constitute the remainder of the roadway system. Access to property is either directly from fronting arterial roads or from public or private local roads, many of which are narrow and unpaved.

Commuting, shopping, recreation, and shipping are responsible for most of the travel demand on the transportation system. The Lake Tahoe Basin is a popular recreational attraction, as is the El Dorado National Forest, with destinations such as the Rubicon Trail, Desolation Wilderness, and several ski areas. Other attractions include the South Fork of the American River, Marshall Gold Discovery State Historic Park, Folsom Reservoir, Sly Park Reservoir, historic downtown Placerville, and Apple Hill. Visitors come primarily from population centers to the west of El Dorado County, such as Sacramento and the San Francisco Bay area. Employment for a large portion of El Dorado County's residents, particularly in the western portion of the county, is in the greater Sacramento area, for which U.S. Highway 50 serves as the main commute route.

The major routes in the regional roadway system are shown according to their functional classification in Figure 3.9-2. The classifications in Figure 3.9-2 indicate the operational hierarchy of the roadway system. This highway network plays an important role in regional travel by connecting to and complementing the local street network. The larger highway and arterial classifications predominantly serve through-travel rather than local trips. Smaller roads function as collectors funneling traffic from local streets to the highways and arterials. Figure 3.9-3 displays the number of through-lanes on major roadways.

State Highways

State highways in El Dorado County include freeways, expressways, and conventional highways, which are operated and maintained by Caltrans. These highways are an integral part of the county's transportation system, serving inter-county and inter-city traffic. Interstate and U.S. numbered routes are also part of the State Highway System, which is maintained by Caltrans. El Dorado County contains one U.S. route (Highway 50) and four other State Routes (SRs 49, 89, 153, and 193) within its boundary.

U.S. Highway 50 is the backbone transportation facility in El Dorado County, providing connections to Sacramento County and the state of Nevada. It accesses nearly all of the recreation areas and tourist attractions for visitors from Sacramento and the San Francisco Bay area. U.S. Highway 50 is also the major commute route to employment locations in the greater Sacramento area and the major shipping route for movement of goods by truck. From the Sacramento County line to Placerville, U.S. Highway 50 is a four-lane freeway with an eastbound auxiliary lane from the East Bidwell interchange in the City of Folsom to the steep Bass Lake grade. HOV lanes extend from Watt Avenue in Sacramento County to the Cameron Park Drive interchange. HOV lanes are restricted to carpools (i.e., vehicles with two or more people), vanpools, buses, motorcycles, and electric vehicles during morning and evening peak hours. U.S. Highway 50 transitions to a conventional four-lane highway through Placerville with traffic signals at three major intersections. East of Placerville and extending into the Lake Tahoe Basin, U.S. Highway 50 is primarily an expressway (except for a short section of four-lane freeway between Camino and Pollock Pines) with unsignalized intersections east to Ice House Road near Riverton, where the highway narrows to two lanes with passing opportunities limited mostly to defined passing lanes and turnouts. U.S. Highway 50 is the most heavily traveled route in the county and also incurs the most traffic congestion. Westbound U.S. Highway 50 from El Dorado Hills Boulevard to the Sacramento County line is regularly subject to congestion for about an hour during the weekday morning peak period (i.e., 7 a.m.–8 a.m.).

Caltrans' 2014 TCR/CSMP finds that U.S. Highway 50 exhibited periods of congestion in the western part of the county. As shown in Table 13 of that report, the LOS in the base year of 2012 was F in the segment from the Sacramento County line to El Dorado Hills Boulevard, E on the El Dorado Hills Boulevard to Bass Lake Road segment, and D on the Bass Lake Road to Cameron Park Drive

segment. The 2014 TCR/CSMP also notes that there is an existing bottleneck on U.S. Highway 50 at El Dorado Hills Boulevard. The 2014 TCR/CSMP describes the problem as follows: “The bottleneck at El Dorado Hills Blvd is caused by heavy demand on El Dorado Hills Blvd. and traffic from El Dorado Hills Blvd. merging with existing westbound [traffic on] US 50.”

Caltrans staff analyzed the LOS based on the volume contained in Caltrans’ *Traffic Volumes on California State Highways* document, also known as the “Count Book”. The 2008 through 2013 count books indicate the peak hour two-way volume at the County line is 8,600 vehicles. Caltrans staff assumed that 65% of all traffic is travelling in the peak direction and approximately 1,000 vehicles are travelling in the High Occupancy Vehicle (HOV) lane. According to these assumptions, the peak hour volume is 4,590 vehicles in the peak direction in the general-purpose lanes.

Caltrans staff assumed in their analysis that the peak hour is westbound in the morning. Therefore, the LOS analysis assumes only two general-purpose lanes, resulting in LOS F. However, Caltrans Performance Measurement System (PeMS) data and subsequent count data indicates that the actual peak hour for this location is eastbound in the evening. The eastbound direction operates as three general-purpose lanes. When accounting for the additional lane (while holding all other inputs constant), this section of U.S. Highway 50 operates at LOS C in the PM peak hour.

The table below summarizes the various results from the Basic Freeway Segment LOS Operation Analysis that were reviewed for the project. Caltrans staff, in their letter dated May 5, 2015, supplied the Spring (March – May)/Fall (September – October) 2010 and 2012 peak hour volumes for the westbound direction of the segment of U.S. Highway 50 between El Dorado Hills Blvd./Latrobe Road and the County line. Using the information provided and supplementing the data with 2014 volumes, County staff ran the Highway Capacity Software (HCS) 2010 for the Basic Freeway Segment Operational Analysis with inputs and assumptions identical to those used by Caltrans for the 2014 TCR/CSMP, changing only the volume input. The results from the various volumes are summarized below. As shown, six of the seven outcomes result in an LOS below Caltrans’ recommended or preferred LOS of “E”, including Caltrans’ recommended volume for the segment of 3,200 vehicles per hour (vph) which results in an LOS of “D”. Using the volume of 4,590 vph, that was derived from the Caltrans 2011 Count Book is the only scenario that leads to an LOS of “F”.

The County disagrees with Caltrans that the 2011 volume of 4,590 vph from the 2011 Count Book accurately reflects this U.S. Highway 50 Westbound segment (i.e., El Dorado Hills Blvd./Latrobe Road to County line General Purpose Lanes) during the AM Peak Hour (7:00 AM – 7:59 AM) west of Latrobe Mainline Station 316653. The County chooses not to rely on the number of 4,590 vph for its LOS calculations for two reasons: this volume is substantially different from the other volumes observed and calculated for this segment, and the volume is less reliable because the 2011 Count Book does not specify the direction of travel or peak hour that this volume represents.

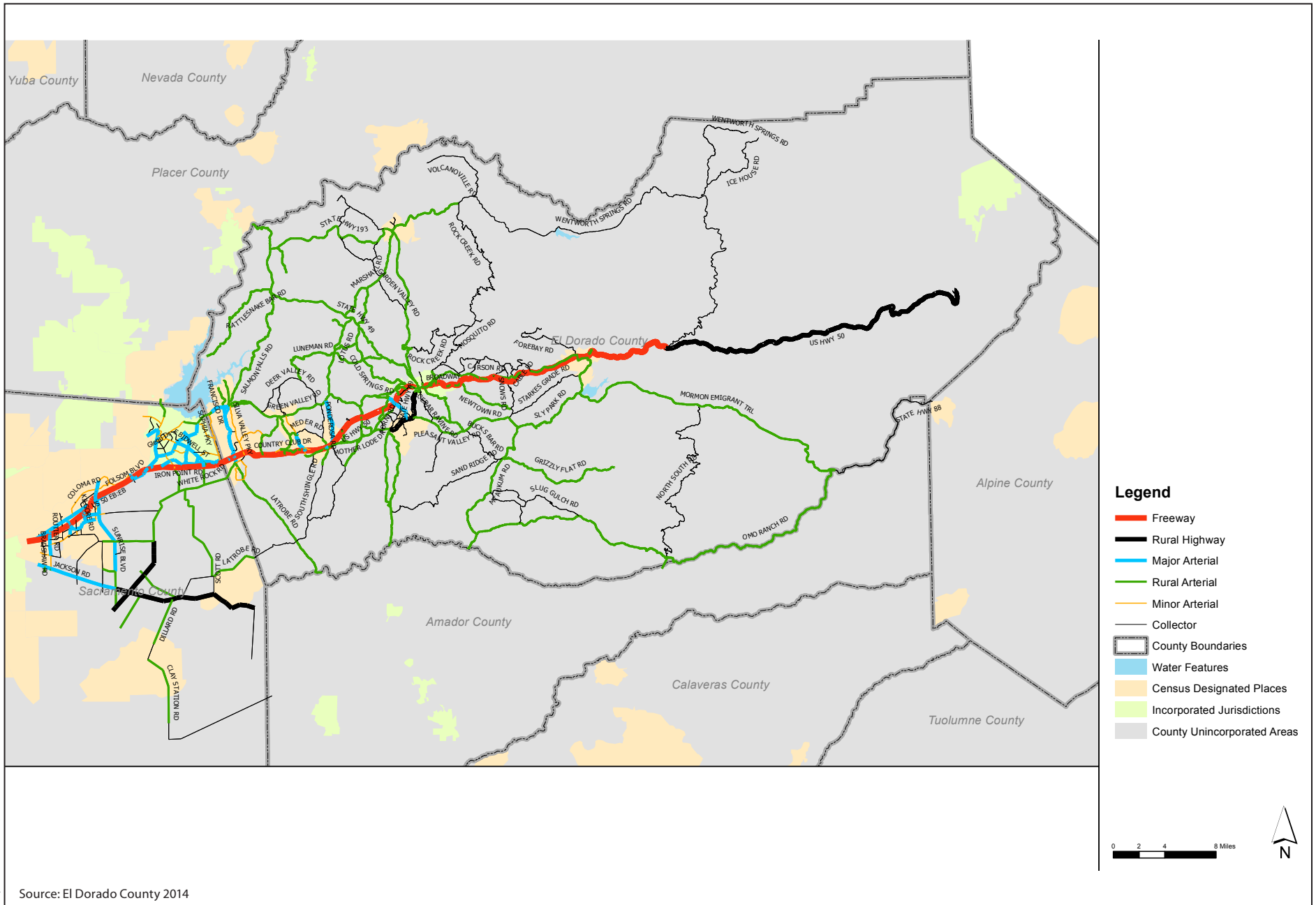


Figure 3.9-2
Existing Roadway Network Classification

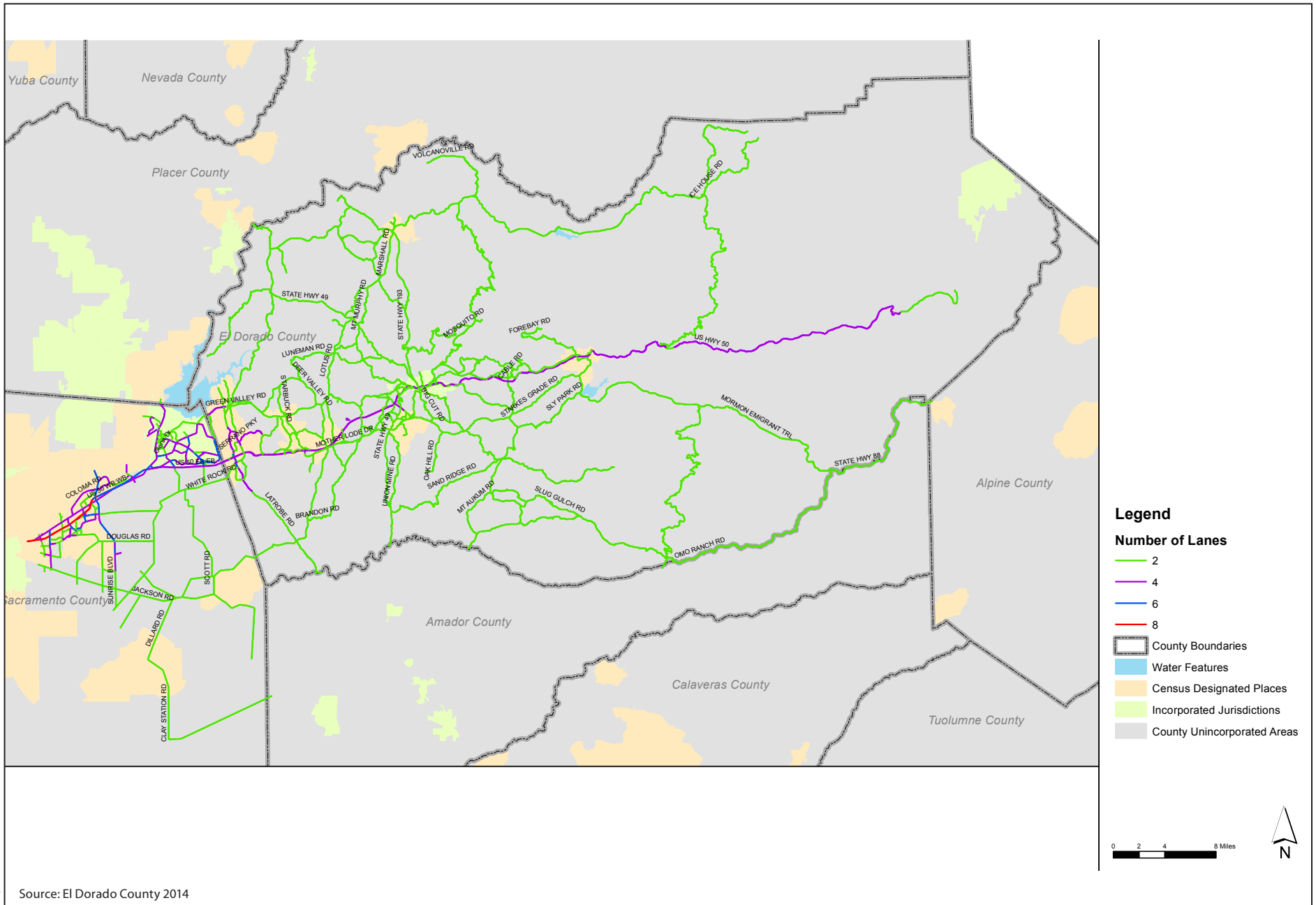


Figure 3.9-3
Number of Lanes for Existing Roadway Network

Table 3.9-A. Results of Basic Freeway Segment LOS Operational Analysis

U.S. Highway 50 Westbound, El Dorado Hills Blvd./Latrobe Road to County line General Purpose Lanes – AM Peak Hour (7:00 AM – 7:59 AM) W. of Latrobe Mainline Station 316653					
Year	Volume (vehicles per hour)	Data Source	Density	LOS	Notes:
2010	2,860	PeMS (March 2010)	23.7	C	(E. of Scott Road mainline Station 316993) Initial volumes used in RDEIR (total of general purpose lanes and HOV lane volume)
2010	2,955	PeMS	24.7	D	Updated volume used in FEIR based on Caltrans comment letter
?	3,200	?	27.4	D	Caltrans recommended volume for segment (Caltrans’ May 5, 2015 letter)
2010	3,348	PeMS (4-15-10)	29.3	D	Caltrans supplied PeMS data (highest 2010 Spring/Fall volume)
2012	3,393	PeMS (5-15-12)	29.8	D	Caltrans supplied PeMS data (highest 2012 Spring/Fall volume)
2014	3,012	PeMS (9-8-14)	25.3	C	Highest 2014 Spring/Fall volume
2011	4,590	Caltrans 2011 Count Book	54.3	F	Caltrans volume used in various State Reports. Unclear if this was for the westbound direction, or which Peak Hour

Note: All calculations used the same PHF, terrain type, % trucks, Driver Population factor, and flow rate as the Caltrans analysis

Weekend-related travel on U.S. Highway 50 creates other problems. The portion of U.S. Highway 50 in Placerville is particularly affected on Fridays and during weekends when visitors are traveling to and from recreational attractions to the east. The three traffic signals on U.S. Highway 50 in central Placerville reduce the expressway’s capacity compared to the approach segments. When Friday or weekend traffic volumes exceed the capacity of this portion of U.S. Highway 50, long queues form and delays increase substantially over typical weekday conditions.

SR 49 serves north–south traffic throughout the Sierra Nevada foothills. In and near El Dorado County, SR 49 runs from Plymouth in Amador County through Diamond Springs, Placerville, Coloma, Pilot Hill, and Cool to Auburn in Placer County. The portions of SR 49 between Plymouth and Placerville, Placerville and Coloma, and Cool and Auburn contain sections that are narrow, winding, and steep.

SR 193 runs from SR 49 in Placerville to SR 49 in Cool by way of Georgetown. This two-lane highway is generally 28 feet wide (less than the Caltrans 40-foot standard for this type of highway) except for a wider section near Georgetown and a narrower, steep, and winding section north of Placerville.

The other two state highways in El Dorado County are SR 89 and SR 153. SR 89, a north–south route in the northern Sierra Nevada, runs entirely within the Lake Tahoe Basin portion of El Dorado County, which is outside the study area for this section. SR 153, a 0.5-mile-long road that provides

access from SR 49 to the Marshall Monument in Coloma, does not handle regional traffic and was not analyzed.

Major County Roadways

Major county roadways are also part of the regional roadway system and typically provide the arterial connections to U.S. Highway 50. These major county roadways connect to U.S., Highway 50 at the following interchanges:

- El Dorado Hills Boulevard/Latrobe Road.
- Bass Lake Road.
- Cambridge Road.
- Cameron Park Drive.
- Ponderosa Road/South Shingle Road.
- Shingle Springs Drive.
- Greenstone Road.
- El Dorado Road.
- Missouri Flat Road.

The entire list of county roadway segments included in this study is provided in Table 3.9-13 located at the end of the section.

Public Transportation System

Public transportation in western El Dorado County consists of the following services and facilities.

- El Dorado County Transit Authority (EDCTA).
- Commercial bus services.
- Taxi service.
- Vanpools and carpools.
- Park-and-ride facilities.

EDCTA serves the residents of western El Dorado County and provides scheduled fixed-route service, daily commute service to Sacramento, dial-a-ride service in Placerville and outlying communities, and chartered social service routes. Lifeline service is also provided to the elderly, the disabled, and Sacramento commuters.

In fiscal year 2012, EDCTA served over 423,000 riders; the commuter service was particularly well used with an annual ridership of approximately 139,000 (El Dorado Transportation Commission 2013). Commercial bus service is provided by Greyhound and Amtrak. Greyhound services Placerville customers with pickups and drop-offs at the Placerville Station on Mosquito Road. Greyhound will stop by reservation only on the way to and from Lake Tahoe. Amtrak also services customers at the Placerville Station who need to catch a bus to the Amtrak station in Sacramento, also by reservation only.

Several taxi companies provide service in El Dorado County and are available on demand or by reservation. Formal carpools and vanpools in El Dorado County are organized by the State of

California and Vanpool Service, Inc. (VPSI). Six state vanpools are operated to Sacramento for state employees who reside in El Dorado Hills, Shingle Springs, Placerville, Pollock Pines, and Rescue. Five of these vanpools travel to downtown Sacramento while one travels to the Franchise Tax Board in Rancho Cordova. VPSI operates two vans originating in Placerville, both of which are destined for downtown Sacramento. Ridesharing through carpools and vanpools is expected to increase as HOV lanes are added to U.S. Highway 50 from El Dorado County to downtown Sacramento.

Park-and-ride lots provide a place for commuters in single-occupant vehicles to transfer to public transit or carpools. El Dorado County has seven park-and-ride facilities concentrated along U.S. Highway 50 (El Dorado Transit 2014). These parking sites are important in encouraging ridesharing by providing a safe, attractive, and convenient place to leave a personal vehicle in order to use public transportation or another form of ridesharing. Expansion of the existing parking lots or construction of new lots is planned as a result of population growth in El Dorado County, as well as to support the HOV lanes on U.S. Highway 50 and continued expansion of the commuter bus service.

Non-Motorized Transportation System

The non-motorized transportation system in El Dorado County is composed of local and regional bikeways and trails. Bikeways are classified into the following three types.

- Class I—off-street bike paths.
- Class II—on-street bike lanes marked by pavement striping.
- Class III—on-street bike routes that share the road with motorized vehicles.

El Dorado County has six segments of Class I bike path, and nine segments of Class II bike lanes. Generally speaking, the Class I bike paths are located along El Dorado Hills Blvd, and the Class II bike lanes are along the El Dorado Trail. A complete list of all of the bike facilities in the county is described in the El Dorado County Bicycle Transportation Plan (2010 Update) which can be found on the El Dorado County Transportation Commission website.⁵

Aviation System

There are four general aviation airports within the county. The Placerville Airport and the Georgetown Airport are both owned and operated by El Dorado County. Cameron Airpark Airport is owned and operated by the Cameron Park Airport District, a special district, and the Lake Tahoe Airport is owned and operated by the City of South Lake Tahoe. The county's airports are used by the general public as well as military and other government agencies for training flights, search and rescue missions, and fire suppression support.

3.9.2 Environmental Impacts

Note that the project is unlike most projects subject to CEQA analysis. Where most projects consist of specific actions that would directly affect the environment, the project proposes to amend the General Plan and the Zoning Ordinance and would have only indirect effects. The CEQA analysis examines the prospective changes that would occur as a result of implementation of the project (i.e., TGPA and ZOU) against existing (i.e., baseline) conditions to determine whether the project will result in one or more significant impacts on the environment.

⁵ <http://www.edctc.org/3/CountyBikePlan2010.html>

Impact Mechanisms

The project does not include any site-specific development projects. For the most part, it consists of policy changes to the current General Plan and an update of the Zoning Ordinance. As a result, the traffic impact analysis is undertaken at a general level. In other sections of the EIR, amendments to General Plan policies regarding the amount of open space required, the prohibition on developing on steep slopes, and other similar policies have been identified as impact mechanisms. While these may have some marginal effect on traffic generation, the lack of site-specific development projects that would apply to these amended policies would make a detailed traffic analysis largely speculative.

The following are the key potential impact mechanisms for the traffic analysis and a preliminary screening of the necessity for further review.

- Camino/Pollock Pines Community Region boundary amendment. This amendment would create three Rural Communities in place of the Community Region, but would not otherwise change current General Plan land use designations. Therefore, it would not change traffic generation or patterns and would not affect traffic impacts.
- Expansion of Agricultural Districts. This amendment rectifies the Agricultural District boundaries to add properties that have agricultural value and exclude those that do not. This would not change current General Plan land use designations and would therefore not result in an incrementally greater level of traffic generation. It would not affect traffic impacts.
- Amendments to Policies 2.1.1.3 and 2.1.2.5 and the Multifamily Residential (MFR) and High-Density Residential (HDR) land use designations increasing the maximum allowable residential density for mixed-use projects. These amendments would result in additional residential density where market conditions, site conditions, and available services make higher density practical. The potential impact of additional residential density was considered in the analyses that follow.
- New objective and policies encouraging infill development. Any future infill would be subject to the density and intensity limitations of the General Plan. As a result, this change would not incrementally alter land use patterns or intensity. Put another way, it would not alter the way in which development can occur under the current General Plan. The proposal would not affect traffic impacts.
- The proposed ZOU would allow development on slopes with a grade over 30%, subject to specific regulations regarding grading and erosion control. This would potentially allow additional development on existing parcels that is restricted by current General Plan and zoning provisions. However, this increase in development is expected to be small, particularly with implementation of Mitigation Measure BIO-1a which further limits its application. In addition, it would be limited by the General Plan designation of the site. As a result, this change would not alter the pattern or intensity of development that can occur under the current General Plan. The proposal would not affect traffic impacts.
- The project includes rezoning of individual parcels throughout the county as needed to make the zoning classifications on each property consistent with the property's General Plan designation. Where there is more than one zone classification that would be consistent with the General Plan, these changes generally adopt the least intensive of those zones. The development potential of the parcels is currently determined by the densities and intensities established in the General Plan. The rezonings would not change the development potential. As a result, the rezonings

would not change the expected traffic impacts that will occur as a result of implementation of the General Plan.

- The ZOU includes various uses that may be allowed by right or upon approval of a discretionary, administrative, or CUP (e.g., off-highway vehicle use on residential parcels over 5 acres, CUP for industrial use in a Timber Production Zone [TPZ]) that are either not allowed by right or with a discretionary permit under the existing ordinance. This expands the list of the types of uses that could be approved. Although many of these would potentially generate traffic, they cannot be specifically analyzed because no development is being proposed at this time (any development proposal would result from an application by the landowner). As a result the number and types of development, site locations (and thereby the condition of the road system serving it), project designs, development intensity, or residential density cannot be known at this time. Therefore, any attempt to analyze the specific potential traffic impact of these components of the ZOU would be purely speculative. It is a reasonable probability that under some conditions these types of uses could result in localized traffic impacts.
- The County proposes to adopt Parking and Loading standards that establish general requirements for the design of parking lots, loading areas/bays, drive-through facilities, and shared parking. This also includes provisions for increasing or reducing parking requirements as part of a discretionary permit review, and new standards for carpool/vanpool, motorcycle, and bicycle parking.
- The ZOU includes Home Occupation standards (Section 17.40.160) that would increase the number of employees that could be allowed by right at a home business in comparison to the existing Zoning Ordinance. Section 17.40.160C would allow up to four employees at a home business in the R3A and RE zones on parcels over 5 acres and less than 10 acres in area; up to four employees in the RE zone on parcels larger than 10 acres; up to 7 employees in the RE zone on parcels greater than 10 acres; up to 7 employees in Rural Lands, Agricultural, and Resource Zones on parcels over 5 acres and less than 10 acres; and up to 10 employees in Rural Lands, Agricultural, and Resource Zones on parcels over 10 acres. It is not possible to quantify the potential traffic that may be generated from future home occupations because the future number and type of such activities, and the size of parcels on which they may be undertaken, are unknown and cannot be known with any accuracy. However, given the number of additional employees that could be allowed on large lots in rural areas, there is a reasonable probability that there may be localized instances of significant traffic impacts on rural roads.
- Proposed amendments to the Transportation and Circulation Element:

Provide flexibility to allow a reduction in standard roadway widths (Table TC-1) where necessary to accommodate *complete streets* pursuant to state law or mixed use development.

Methods of Analysis

A detailed discussion of the methods used in this analysis is presented in Appendix D, *Traffic Modeling Methodology*, of this FEIR. The analysis is undertaken at a program level. That is, it examines the operation of the County road system on a general scale. Because the exact characteristics of future development are unknown, the analysis does not have the level of specificity that would be found in the analysis of a development project.

For the project (i.e., TGPA/ZOU), LOS was determined by comparing existing and forecasted traffic volumes for selected roadway segments with peak-hour LOS capacity thresholds. These thresholds are shown in Table 3.9-3 and were developed based on the methodologies contained in the *Highway*

Capacity Manual (HCM) (Transportation Research Board 2010). Note that LOS refers to the HCM planning level procedures and not the engineering based HCM operational methods specific to basic freeway, merge-diverge influence area and weave sections. The HCM methodology is the prevailing measurement standard used throughout the United States. The most current HCM (2010) was used for this analysis.

The county applied the Highway Capacity Manual (HCM) 2010 planning method for analyzing circulation impacts of the proposed project. This level of analysis was specifically developed by the Highway Capacity Committee for programmatic level application, such as adoption of a general plan. The Institute of Transportation Engineers (ITE) *Traffic Engineering Handbook*, 6th Edition, also supports the use of planning level analysis for large scale or “big picture” projects. In practice, this level of analysis is “used to produce estimates of operation conditions in the early planning states of projects. This level of analysis provides a reasonable assessment of future capacity for situations in which forecasted traffic volumes have limited accuracy and is helpful to assess potential levels of delay and the ability of a road system to accommodate anticipated future development. Because planning-level analyses are used for broad estimate purposes, the input data requirements are less detailed than for operational analyses.” (ITE Traffic Handbook, 6th Edition, Chapter 4) The HCM provides the following explanations of its recommended methodology:

Planning analyses are applications of the HCM generally directed toward broad issues such as initial problem identification (e.g., screening a large number of locations for potential operations deficiencies), long-range analyses, and statewide performance monitoring. An analyst often must estimate the future times at which the operation of the current and committed systems will fall below a desired LOS” (HCM 2010, Chapter 2).

Planning and preliminary engineering analyses typically involve situations in which not all of the data needed for the analysis are available. Therefore, both types of analyses frequently rely on default values for many analysis inputs. Planning analyses may default nearly all inputs – for example, through the use of generalized service volume tables” (HCM 2010, Chapter 2).

When studying traffic, it is also important to define the framework of the analysis. At times, the needs of engineers and planners can be addressed with an understanding of large-scale or “big picture” view of traffic. For example, when a road improvement such as a lane addition is under study, it is often sufficient to have aggregate or overall average measures of traffic conditions, such as an hourly rate of vehicles or a mean traffic speed during the peak hour. In such cases, a macroscopic framework of the flow conditions is appropriate” (ITE Traffic Engineering Handbook, 6th Edition, Chapter 4).

Table 3.9-3. Level of Service Typical Traffic Volumes

Operational Class ^a	Class Code	Peak-Hour LOS Traffic Volumes ^d				
		A	B	C	D	E
Minor Two-Lane Highway ^b	2R, W20, W18	-	330	710	1,310	2,480
Major Two-Lane Highway ^b	2U	-	330	710	1,310	2,480
Two-Lane Arterial ^a	2A	-	-	850	1,540	1,650
Four-Lane Arterial, Undivided	4AU	-	-	1,760	3,070	3,130
Four-Lane Arterial, Divided	4AD	-	-	1,850	3,220	3,290
Six-Lane Arterial, Divided	6AD	-	-	2,760	4,680	4,710
Two Freeway Lanes ^c	2F	-	2,070	2,880	3,590	4,150
Two Freeway Lanes + Auxiliary Lane ^c	2FA	-	2,610	3,630	4,520	5,230
Three Freeway Lanes ^c	3F	-	3,100	4,320	5,380	6,230
Three Freeway Lanes + Auxiliary Lane ^c	3FA	-	3,640	5,070	6,320	7,310
Four Freeway Lanes ^c	4F	-	4,140	5,760	7,180	8,310

Source: Kimley-Horn and Associates 2014.

- ^a Roadways are classified based on their operational characteristics which do not necessarily correspond to their functional definition.
- ^b Only roadways meeting the HCM criteria, including those related to signal spacing, for Two-Lane Highways are designated as such.
- ^c Service volumes are for a single direction.
- ^d Some LOS thresholds may not be determinable/achievable depending on facility type.

Note:

The planning thresholds shown in this table are provided for the purpose of assisting in the identification of locations where operational problems may exist and are based on information provided in the 2010 HCM and other industry sources. These values are not appropriate for making detailed or final determinations regarding operational or design considerations. Those determinations should only be made after a detailed operational analysis, consistent with current HCM procedures, and/or other design evaluations are completed.

The transportation analysis is based on the AM and PM peak hours, as these represent the highest hourly volume during a typical weekday, compared to using average daily trips (ADT), from Monday-Friday as required by General Plan Policy TC-Xd. Peak hour volumes are better indicators of operational performance because they represent the highest volumes under normal conditions. Peak hour volume is used to design future roadways because of its regular weekday occurrence. Using a higher or lower volume hour could lead to inadequate or underused designs. The exception to exclusive use of the PM peak hour is U.S. Highway 50 from the Sacramento County line to Placerville city limits. This section of U.S. Highway 50 serves a high volume of commuter traffic during the AM and PM peak hours. In some cases, the AM peak-hour volume is higher than PM peak-hour volume. U.S. Highway 50 is a divided freeway where improvements can be made to only one direction, if warranted. Therefore, analyzing the AM peak hour was considered necessary to identify potential impacts that may occur only during this time period.

El Dorado County Performance Standard

The Transportation and Circulation Element of the County's General Plan includes Policy TC-Xd which implements the General Plan GOAL TC-X: "To coordinate planning and implementation of

roadway improvements with new development to maintain adequate levels of service on County roads." As described earlier, Policy TC-Xd states:

Level of Service (LOS) for County-maintained roads and state highways within the unincorporated areas of the county shall not be worse than LOS E in the Community Regions or LOS D in the Rural Centers and Rural Regions except as specified in Table TC-2. The volume to capacity ratio of the roadway segments listed in Table TC-2 shall not exceed the ratio specified in that table. Level of Service will be as defined in the latest edition of the Highway Capacity Manual (Transportation Research Board, National Research Council) and calculated using the methodologies contained in that manual. Analysis periods shall be based on the professional judgment of the Department of Transportation which shall consider periods including, but not limited to, Weekday Average Daily Traffic (ADT), AM Peak Hour, and PM Peak Hour traffic volumes.

**Table 3.9-4. El Dorado County Roads Allowed to Operate at Level of Service F^a
(General Plan Table TC-2)**

Road Segment(s)		Max. V/C ^b
Cambridge Road	Country Club Drive to Oxford Road	1.07
Cameron Park Drive	Robin Lane to Coach Lane	1.11
Missouri Flat Road	U.S. Highway 50 to Mother Lode Drive	1.12
	Mother Lode Drive to China Garden Road	1.20
Pleasant Valley Road	El Dorado Road to SR 49	1.28
U.S. Highway 50	Canal Street to junction of SR 49 (Spring Street)	1.25
	Junction of SR 49 (Spring Street) to Coloma Street	1.59
	Coloma Street to Bedford Avenue	1.61
	Bedford Avenue to beginning of freeway	1.73
	Beginning of freeway to Washington overhead	1.16
	Ice House Road to Echo Lake	1.16
SR 49	Pacific/Sacramento Street to new four-lane section	1.31
	U.S. Highway 50 to SR 193	1.32
	SR 193 to county line	1.51

Source: El Dorado County 2004, Table TC-2.

^a Roads improved to their maximum width given right-of-way and physical limitations.

^b Volume to Capacity ratio.

Caltrans Performance Standard

U.S. Highway 50 is a Caltrans facility. Caltrans' threshold for highway segments of U.S. Highway 50 in El Dorado County is LOS E and D. The thresholds for U.S. Highway 50 are established in the 2014 TCR/CSMP. This report describes the future or *concept* LOS for the segments in El Dorado County. Table 3.9-1 summarizes the concept LOS for U.S. Highway 50 segments in El Dorado County. Note that the improvements identified in the 2014 TCR/CSMP have been incorporated into the Travel Demand Model (TDM) used to analyze the project. In addition to the Caltrans concept LOS designations, El Dorado County either matches or has a higher threshold for level of service on U.S. Highway 50. The threshold is LOS E in Community Regions, and LOS D in Rural Centers and Rural Regions.

State Route 49 is also a Caltrans facility, and is subject to the performance standards of Caltrans for assessing LOS. The threshold for highway segments of State Route 49 in El Dorado County is LOS E, which is established in the *State Route 49, Transportation Concept Report*, which in turn references

the El Dorado County General Plan. Table 3.9-2 summarizes the concept LOS for SR 49 segments in El Dorado County. Improvements included in the future concept configurations have been incorporated into the TDM for the applicable scenarios.

As noted in Section 3.9-1, the *State Route 193 Transportation Concept Report* accepts the concept service level for SR 193 as LOS E “due to significant topographic and environmental constraints that make capacity enhancement projects financially infeasible.” The segments of SR 193 included in the TDM are provided in Table 3.9-13.

Methodology Selected for This Analysis

There has been significant public discussion about current and projected future level of service (LOS) on U.S. Highway 50.

El Dorado County’s revised, updated TDM was used to model six roadway network scenarios for the TGPA/ZOU project. This analysis indicates that U.S. Highway 50 will not reach LOS F in 2035 under any of the six roadway network scenarios analyzed.

The TDM used to model traffic in the DEIR was revised in response to comments received during review of the DEIR. The County received formal Caltrans concurrence on the TDM on September 22, 2014. In its letter, Caltrans states that: “With the recent modifications the EDTDM conforms to the state-of-practice in travel demand modeling, meets overall traffic assignment validation standards suggested by Caltrans and the Federal Highways Administration, and is an appropriate tool for the County’s long range planning purposes.” The revised TDM was re-run for all of the scenarios with the updated network requested by Caltrans. The results were presented in the Recirculated Partial DEIR and are included in the FEIR.

Caltrans was not requested to concur with the County’s growth forecast and/or model results stemming from the County’s growth forecast, as local land use planning is outside of Caltrans’ responsibility and authority.

State agencies, the RTPA or MPO do not have land use authority thus any comments on El Dorado County forecasts would be informational and El Dorado County does not require approval of the future forecast scenarios of the County’s General Plan by Caltrans. Caltrans Planning FAQs website, <http://www.dot.ca.gov/hq/tpp/faqs.html> states, “...Planning, Zoning, and Development Law, which gives Cities and County the authority to regulate land use requires that ‘a general plan contain a circulation element which is correlated with the land use element’ ...” By virtue of this authority, the local agencies produce the land use forecasts which the county has to closely gauge for its transportation planning and fee programs as well as meeting other state mandates such as the Regional Housing Needs Assessment.

The following key changes were made to the TDM used in the DEIR based on comments from Caltrans:

- Land use growth in and around the City of Placerville was inadvertently double-counted in the TDM version used for the DEIR analysis. The land use totals were reduced to the correct levels for the revised analysis.
- School land use was reallocated to the TAZs where schools are located or planned.
- The free-flow speed assumption for the segment of US Highway 50 from East Bidwell Street to Greenstone Road was increased to match Caltrans preferred speed of 58 mph for the general

purpose, HOV, and auxiliary lanes. The speed on White Rock Road from Latrobe Road to the Sacramento/El Dorado County line was changed to match SACOG's SACSIM model.

- In addition to the revisions made to the TDM described above, the boundaries used to calculate daily Vehicle Trips (VT), Vehicle Miles Traveled (VMT), and Vehicle Hours Traveled⁶ (VHT) were revised. The performance measures in the original DEIR were reported for all of El Dorado County, excluding the Tahoe Basin. The revised performance measures also exclude the VT, VMT, and VHT for the City of Placerville. Additionally, the number of households and employment for each scenario was updated to exclude the City of Placerville. As a result of these changes, the VT, VMT, and VHT for each scenario decreased compared to the original DEIR.

The results of the new runs are reflected in Table 3.9-13 of this EIR. Note that Scenario 1 reflects existing conditions and is based on 2010 traffic counts, not the TDM model forecasts. As a result, its traffic counts and LOS results have not been changed from the DEIR except for the segment on U.S. Highway 50 between the County line and El Dorado Hills Boulevard to address Caltrans comments.

In the 2035 horizon year, assuming all Caltrans planned and programmed improvements are installed, the 2014 TCR/CSMP forecasts that the LOS on the Sacramento County line to El Dorado Hills Boulevard, El Dorado Hills Boulevard to Bass Lake Road, and Bass Lake Road to Cameron Park Drive segments will be F, F, and D, respectively. The 2014 TCR/CSMP's long-range, concept is LOS E for all three of these segments.

The California Department of Transportation (Caltrans) used SACOG's -Sacramento Activity-Based Travel Simulation (SACSIM) model and other data inputs to determine transportation system performance for the 2014 TCR/CSMP. In a letter to the County dated September 25, 2013, Caltrans staff stated that the portion of the U.S. Highway 50 segment from the County Line to the El Dorado Hills Boulevard interchange currently operates at LOS F during the peak hour. Caltrans Operations staff has also stated that once the ramp metering for the westbound El Dorado Hills Boulevard on-ramp is operational, LOS on this segment may temporarily improve.

That the TDM run and 2014 TCR/CSMP reached different conclusions may be attributed to a number of factors. First, Caltrans used SACOG's SACSIM model and other data inputs for the CSMP, while El Dorado County used its updated TDM to model scenarios for the TGPA/ZOU project. SACOG's Sacramento Regional Travel Demand Model (SACMET) and SACSIM land use and roadway network assumptions are somewhat general, while the County's TDM is specifically tailored to El Dorado County. The El Dorado County TDM consists of 625 Traffic Analysis Zones (TAZs - 497 in El Dorado County and 128 in Sacramento and Placer Counties). This superior zonal resolution (four times more than the 126 TAZ's in the SACMET/SACSIM) enables a much more detailed analysis of county roadways. In addition, future land uses in the TDM more accurately reflect the County's adopted General Plan land use categories as well as overall land use growth control totals. This is not the case for the SACMET/SACSIM models developed and maintained by SACOG. For example, SACMET's land use identified the El Dorado Hills Business Park as "retail," whereas EDC's TDM more accurately depicts its uses as "industrial" and "office." SACMET also showed golf courses, churches, and storage facilities in EDC as retail. Since retail uses result in higher trip generation rates than industrial, office, golf course, and church uses, these discrepancies could lead to differences in roadway impacts if not corrected.

⁶ Vehicle Hours Travelled is the total vehicle hours expended traveling on the roadway network in a specified area during a specified time period.

The TDM more accurately depicts land uses than SACOG's regional land use dataset because of the availability of detailed use information that is documented and maintained by the county in its own parcel dataset. An extensive review process involving checks with aerial imagery was performed where land uses in the SACOG dataset did not match the use information in the county parcel data set. Given its more regional multi-county modeling domain, SACOG applied generalized land use categories for specialized uses such as golf courses, churches and storage facilities – uses that are difficult to identify and confirm at a regional scale that involves millions of parcels across a six-county area.

Second, Caltrans and El Dorado County use different practices regarding how traffic counts are collected and used to model future transportation system performance. Caltrans' count data for freeways are counted throughout the year, with some locations counted continuously. Locations that are not counted throughout the year are sampled every 3 years at different times during the count year. Final volumes are adjusted by compensating for seasonal influence, weekly variation, and other variables that may be present. Caltrans reported counts are Annual Average Daily Traffic, which, by definition, counts for a year divided by 365 days. El Dorado County collects traffic counts annually for more than 70 roads within the county. Count information is available in three formats: Hourly Traffic Count Reports, Annual Traffic Count Summary, and Five Year Traffic Count Summary (<http://edcapps.edcgov.us/dot/trafficcounts.asp>). Annual Daily Traffic Counts are calculated by taking the average of a 1- to 5-day, non-holiday weekday count, as required by the County's General Plan.

Third, Caltrans is planning for the future of the State Highway system while El Dorado County is tasked with the planning, improvement, and maintenance of the local network. It should be noted that Caltrans identifies LOS E as the concept LOS for the U.S. Highway 50 segment from the County Line to the El Dorado Hills Blvd./Latrobe Road interchange, however, Caltrans projects LOS F on the segment in the future without identifying improvements to meet their concept LOS E, while El Dorado County is tasked with maintaining LOS E on U.S. Highway 50 as required by the General Plan.

Caltrans and El Dorado County also differ in determining the amount and distribution of future development. Caltrans determines the annual growth from all applicable travel demand models in the analysis area as well as linear regression analysis of historical traffic volumes and applies the traffic growth to the baseline conditions to determine the 20-year volumes. El Dorado County determines an appropriate 20-year residential growth forecast by considering the amount and distribution of growth that has historically occurred within the county, future demand and market trends, General Plan policies regarding how and where to accommodate future growth, location and availability of developable parcels, as well as other factors. The County's TDM is used to model future transportation system performance based on forecasted residential, commercial, and employment growth and planned roadway improvements identified in the County's 20-year CIP which are consistent with General Plan policies inclusive of Policy TC-Xa (Measure Y).

El Dorado County's Travel Demand Model (EDC TDM) has been extensively reviewed and found to be the appropriate tool for the County's tasks. Throughout 2012 and 2013, numerous presentations and regular updates were given to the Board of Supervisors at their scheduled public meetings, including requests for input and direction on major assumptions of the model, including the roadway network used, updated traffic analysis zones, and direction on the growth scenarios (see Legistar numbers: 12-0475, six different meetings; 12-1578; 13-1218, five different meetings; 13-1219; 14-0245). Throughout the review process, updated information was also made available to the public via the Travel Demand Model Phase I webpage. A final presentation on the EDC TDM was

made to the Board of Supervisors during a special meeting on February 24, 2014 (see Legistar number 14-0245).

The EDC TDM was peer reviewed in 2013 by an independent traffic consultant. Their findings were included in the February 24, 2014 staff report and their memorandum is attachment F to Legistar item 14-0245. County staff had been working with both the Sacramento Area Council of Governments (SACOG) travel demand modeling staff, and Caltrans travel forecasting and modeling staff on the TDM from the very beginning. This included the scope of work required to update the TDM in 2011. After the independent traffic consultant completed their peer review in May of 2013, County staff began evaluating growth scenarios at the direction of the Board of Supervisors, while continuing to address SACOG and Caltrans comments on the TDM as well as addressing public comments.

Both SACOG and Caltrans staff provided input on the scope and other technical assumptions for the update of the TDM. These inputs were garnered through several meetings, at least five meetings of which were dedicated to discussion of the TDM towards the request for a letter of concurrency and to achieve an understanding of the differences between the various models. Minutes of the meetings detailing specific LOS discussions are attached to El Dorado County Board of Supervisors update item number 32 on December 3, 2013 (see Legistar number 13-1218). The collaboration with Caltrans and SACOG also included approximately 30 email exchanges, and multiple letters between Caltrans and County staff beginning in August of 2012 through August 2014. SACOG staff participated in most of the meetings with Caltrans staff as well as independent meetings with County staff to address specific SACOG concerns.

The coordination with SACOG and Caltrans resulted in the County receiving a letter dated February 3, 2014 from SACOG, which states that they concur that the EDC TDM conforms to state-of-practice in subarea travel demand modeling, meets traffic assignment validations standards suggested by FHWA and Caltrans, and it is an appropriate tool for staff to analyze and forecast traffic for the County's long-range transportation planning. County staff received an initial letter of concurrence from Caltrans on February 14, 2014 and continued to work with Caltrans through the aforementioned meetings, email exchanges and letters to obtain a similar concurrency letter dated September 22, 2014.

For the reasons discussed above, El Dorado County has chosen to use its TDM as the study methodology in this analysis.

Thresholds of Significance

In accordance with Appendix G of the State CEQA Guidelines, the proposed project would be considered to have a significant effect if it would result in any of the conditions listed below.

- Conflict with an applicable congestion management program, including, but not limited to, level-of-service standards and travel demand measures or other standards established by the county congestion management agency for designated roads or highways.
- Conflict with an applicable plan, ordinance, or policy establishing measures of effectiveness for the performance of the circulation system, taking into account all modes of transportation, including mass transit and non-motorized travel and relevant components of the circulation system, including, but not limited to, intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit.

- Result in a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks.
- Substantially increase hazards because of a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment).
- Result in inadequate emergency access.
- Conflict with adopted policies, plans, or programs regarding public transit, bicycle or pedestrian facilities, or otherwise decrease the performance or safety of such facilities.

The County examined the following conditions in the EIR for the 2004 General Plan.

- Potential inconsistencies with LOS policies.
- Increase in daily and peak hour traffic.
- Short term unacceptable LOS conditions related to generation of new traffic in advance of transportation improvements.
- Insufficient transit capacity.

These conditions are addressed in the State CEQA Guidelines Appendix G thresholds, and because the thresholds are more comprehensive, they were used in this analysis. In addition, the current project differs from the 2004 General Plan EIR analysis as, prior to adoption of the 2004 General Plan the County's current policy and regulatory environment was quite different than it is today. At that time, the General Plan's current policies restricting development where it would result in an unacceptable LOS on the road system were not in effect. Similarly, the TIM fee and related CIP had not been enacted. Furthermore, the mitigation measures identified in the 2004 Final EIR and incorporated into the General Plan had not been adopted. The current policy and regulatory environment includes measures that help reduce the impacts of future development under the General Plan on the road system and traffic levels. It should be noted that the County does not at this time have a congestion management plan, and it is not required to adopt one. The threshold the County uses is the County Performance Standard as expressed in Policy TC-Xd, described above.

Impacts and Mitigation Measures

2004 General Plan EIR Conclusions

The traffic and circulation impacts, mitigation measures, and level of significance after mitigation are summarized in Table 3.9-5.

Table 3.9-5. 2004 General Plan EIR Traffic and Circulation Summary

Impact	Adopted Mitigation Measures and Related General Plan Policy/Measure	Significance After Mitigation ^a	Discussion
5.4-1. Potential inconsistencies with LOS policies	5.4-1(a) – Policy TC-1u and Measure TC-V(1) 5.4-1(b) – Policy TC-1y and Measure TC-V1(2) 5.4-1(d) – Policy TC-1v and Measure TC-V(3) 5.4-1(e) – Goal TC-X and Policies TC-Xa through TC-Xi	LTS	Based on the analysis results, Latrobe Road and White Rock Road are projected to have three roadway segments with a 2025 LOS that would operate at LOS F. Congestion on the roadway segments projected to operate at LOS F could be severe enough to adversely affect adjacent roadways in El Dorado County, Sacramento County, and the City of Folsom. The combination of the mitigation measures, in particular those related to policy changes and the revised circulation diagram, would reduce the impact to a less than significant level.
5.4-2. Increase in daily and peak hour traffic	5.4-1(a) 5.4-1(b) 5.4-1(d)	SU	LOS D or worse conditions are projected to occur for the 85 roadway segments under implementation of the General Plan. During at least one peak hour, 12 of those segments would operate at LOS E and four would operate at LOS F. For most segments, the existing LOS would degrade from an acceptable level (i.e., LOS A, B, or C) to LOS D, E, or F under 2025 conditions. In some cases existing LOS would be exacerbated.
5.4-3. Short term unacceptable LOS conditions related to generation of new traffic in advance of transportation improvements	5.4-3(a) – Implementation Measure TC-B 5.4-3(b) – Policy 2.2.5.20	SU	The General Plan contains concurrency policies that preclude certain development from proceeding until needed roadway improvements have been made or financed. However, these policies may not apply to all new development. In addition, a portion of the transportation improvements called for in the proposed circulation diagrams are needed to address existing LOS deficiencies caused by existing or approved development, and these deficiencies may be exacerbated by increased traffic generated from development inside and outside the county that is not subject to the concurrency requirements. The County has not yet identified a funding mechanism to provide for these improvements. Policy TC-Xf of the General Plan includes modified language to allow a potential lag to occur between the issuance of use or occupancy permits and required roadway improvements as long as roadway improvements necessary to accommodate

Impact	Adopted Mitigation Measures and Related General Plan Policy/Measure	Significance After Mitigation ^a	Discussion
5.4-4. Insufficient transit capacity.	5.4.4 – Implementation Measure TC-L	SU	<p>“existing plus project” traffic are programmed (i.e., fully funded). This lag would reduce the potential effect that immediate concurrency has on funding feasibility, but it would not eliminate the other components of the impact related to the uncertainty of generating sufficient funding to improve existing deficiencies.</p> <p>The existing commuter bus service has capacity problems because of insufficient park-and-ride facilities. Population and employment growth under the General Plan would increase demand for transit service and exacerbate this existing transit capacity problem.</p> <p>With implementation of the mitigation measure, the potential impacts to transit would be reduced, but not to a less-than-significant level.</p>

^a SU = significant and unavoidable; LTS = less than significant.

Project Impacts

The project would not substantially change the land use patterns set out in the current General Plan, nor does it propose any site-specific development projects that would generate traffic. As a result, the project impacts are not clearly distinguishable from the overall impacts of development (i.e., the impacts of forecast land use changes in comparison to existing conditions) pursuant to the current General Plan to the year 2035. As a result, the impacts identified in the following analysis discussions are almost fully the result of future development that could occur under the current General Plan, taking into account, where possible, the increment in traffic generation that would result from the TGPA’s increase in density for mixed use projects.

Roadway System Analysis

The results of the transportation analysis are described in the form of six study scenarios. For the roadway system, the analysis focused on modelled project impacts in 2025 and its contribution to 2035 cumulative conditions. Three baselines are represented in the scenarios: 2010, 2025 with future CIP/MTP road improvements (assumes that planned roadway improvements have been constructed), and 2035 cumulative impact. (Technical calculations are provided in Appendix D). These results focused on regional performance measures, which allow for a comparison of the TGPA to the baselines.

The modeling done for each of the six roadway network study scenarios was based on the following.

- Study Scenario 1 (2010 Baseline Conditions)—Existing conditions; includes 2010 road network.
- Study Scenario 2 (Project 2035 Impact)—2035 land use buildout (with 2010 road network) + Project (TGPA/ZOU buildout assumption) with 2010 CIP/RTP Improvements.

- Study Scenario 3 (2025 Baseline Conditions)—2010 road network with 2025 CIP/RTP Improvements.
- Study Scenario 4 (Project 2025 Impact)—2010 road network + Project (TGPA/ZOU buildout assumption) with 2025 CIP/RTP Improvements.
- Study Scenario 5 (2035 Baseline)—2010 road network with 2035 land use buildout outside of El Dorado County with 2010 CIP/RTP Improvements.
- Study Scenario 6 (Cumulative Conditions in 2035)—2035 road network + Project (TGPA/ZOU buildout assumption) with 2035 CIP/RTP Improvements.

For the transit, bicycle, pedestrian, and aviation systems, the analysis was limited to a review of the existing General Plan policies and implementation measures. If a potential inconsistency was discovered, a significant impact was identified.

With regard to the project's impacts on traffic and transportation, the key scenarios are Scenario 2, which describes the impact of the project in 2035, Scenario 4, which describes the impact of the project in the intermediate year of 2025, and Scenario 6, which describes the project's contribution to cumulative traffic impacts within western El Dorado County.

Regional Performance Measure Results

Regional transportation performance measures generated by the travel demand model are shown in Table 3.9-6 for each scenario. Key changes in regional travel demand that are projected to occur for each study scenario include an increase in daily vehicle trips, VMT, and VHT. Increases occur for both the absolute values of these performance measures, as well as per household values.

In the DEIR, Table 3.9-6 inadvertently overrepresented development in the City of Placerville with some double counting of employment. This has been rectified in the most recent version of the TDM. The values have been corrected since release of the DEIR to eliminate this double-counting. Note that Placerville is outside of the scope of the TGPA/ZOU and that no revisions to land use data within the county was required based on the revised totals. The revised totals did not result in any change in the significance of the traffic impacts identified in Impacts TRA-1, TRA-2, TRA-4, and TRA-5.

Table 3.9-6. Vehicle Miles Traveled Comparison of Study Scenarios

Performance Measure	Scenario 1	Scenario 2	Scenario 3	Scenario 4	Scenario 5	Scenario 6
Households (HH)	55,493	71,442	64,472	64,664	55,493	71,442
Employment	44,468	60,139	53,251	53,251	44,468	60,139
Daily Vehicle Trips	449,734	597,855	536,492	537,531	448,701	603,549
Daily Vehicle Miles Traveled (VMT)	3,660,397	4,729,056	4,336,931	4,334,534	3,868,757	4,831,076
Daily Vehicle Hours Traveled (VHT)	102,854	153,816	114,958	115,134	107,776	133,952
Daily Vehicle Trips per HH	8.10	8.37	8.32	8.31	8.09	8.45
Daily VMT per HH	65.96	66.19	67.27	67.03	69.72	67.62
Daily VHT per HH	1.85	2.15	1.78	1.78	1.94	1.87

Source: Kimley-Horn and Associates 2014.

Table 3.9-6 demonstrates that with an increase in the number of households, the VMT and VHT would increase. However, when looking at the increases on a per household basis, the difference is within 5% of the existing condition. This is generally because the TGPA/ZOU affects a limited area within the county and does not result in major changes to the General Plan's land use pattern.

The TDM reflects a minor difference from the BAE Economics growth projections. The land use for the TDM forecasts 2010 - 2035 job growth to be 15,671 employees, compared to 16,078 employees in the BAE report; the 2010 - 2035 residential growth is 17,336 units (or 15,949 HHs), compared to 17,409 units in the BAE report. The residential and employment growth forecasts for the TDM is within 2.5% of the BAE projections when not including incorporated Placerville in the totals.

Impact TRA-1: Conflict with an applicable congestion management program, including, but not limited to, level-of-service standards and travel demand measures or other standards established by the county congestion management agency for designated roads or highways (significant and unavoidable)

El Dorado County does not have a congestion management program. However, the General Plan establishes LOS standards that identify acceptable levels of congestion. General Plan policies, beginning with TC-Xa, establish a comprehensive program to avoid exceeding LOS standards on key roads. The objective of minimizing congestion is the basis for the County's TIM fee and CIP programs. This impact is examined in that context.

The TDM analysis evaluated 227 roadway segments for each of the six study scenarios to evaluate effects on the County's roadway network. Table 3.9-13, *Level of Service Summary Table*, summarizing the analysis results, is at the end of this section. Peak-hour traffic volumes from the TDM were analyzed through a postprocessor that determines roadway segment LOS based on the LOS capacity thresholds shown in Table 3.9-3. Table 3.9-13 reports LOS using the industry recognized "difference" method (National Cooperative Highway Research Program Report 255, 1982) to post-process or refine the future traffic volumes from the model by applying the difference between the future year assignment and the base year assignment from the model to the count.

As a reminder, Study Scenarios 1, 3, and 5 represent traffic conditions in the years 2010, 2025, and 2035 without the project. Study Scenario 2 represents the impacts of the project in conjunction with future development under the General Plan in 2035, assuming that no additional road improvements are made. Study Scenario 4 represents the impacts of the project in conjunction with future development under the General Plan in 2025 and Study Scenario 6 represents the impacts of the project in conjunction with future cumulative development in 2035.

Tables 3.9-7 through 3.9-12 illustrate which roadway segments have a drop in LOS from an acceptable LOS D or better to LOS E or F under each study scenario. Although LOS E is considered an acceptable LOS for some areas of the county and U.S. Highway 50, it is still shown in the following tables for informational purposes.

Table 3.9-7. Study Scenario 1 (2010 Baseline Conditions)—2010 Conditions; Includes 2010 Road Network

ID	Roadway	Segment	Class ^a – Scenario Exist, 2, and 5	Minimum LOS	Scenario 1 - Existing Conditions (2010)				Impact? (Y/N)
					Volume		2010 Method LOS		
					AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	
44	Green Valley Rd ^b	100 ft W of El Dorado Hills Boulevard	2A	E	1,060	1,650	D	F	Y
47	Missouri Flat Rd	100 ft S of China Garden Rd	2A	E	1,250	1,580	D	E	N
151	Green Valley Rd ^b	200 ft E of County Line	2A	E	1,730	2,050	F	F	Y

Source: Kimley-Horn and Associates 2014.

^a Roadway Classification - See Table 3.9-3 for additional detail.

^b Traffic Volumes for this roadway are estimates based on adjacent roadway volumes.

2R, W20, W18 = Minor Two-Lane Highway

2U = Major Two-Lane Highway

2A = Two-Lane Arterial

4AU = Four-Lane Arterial, Undivided

4AD = Four-Lane Arterial, Divided

6AD = Six-Lane Arterial, Divided

2F = Two Freeway Lanes (3)

2FA = Two Freeway Lanes + Auxiliary Lane (3)

3F = Three Freeway Lanes (3)

3FA = Three Freeway Lanes + Auxiliary Lane (3)

4F = Four Freeway Lanes (3)

Under existing (i.e., year 2010) conditions only one segment of Missouri Flat Road is anticipated to operate at LOS E in the PM peak hour. This segment is within a Community Region of the county where LOS E is acceptable. The two segments of Green Valley Road (IDs 44 and 151) would operate at an unacceptable LOS F and are expected to continue to operate at LOS F in the near future. This indicates that significant impacts would occur as a result of future development under the TGPA. However, the following programmed improvements to Green Valley Road are expected to reduce this impact to a less than significant level.

- Segment ID 44 – widen Green Valley Road to a 4 lane roadway. The Community Development Agency’s Capital Improvement Program Project GP178 proposes to widen Green Valley Road between Franciso Drive and El Dorado Hills Boulevard/Salmon Falls Road to a 4 lane roadway. This widening project is also included in the current County’s Traffic Impact Mitigation Fee Program.
- Segment ID 151 - widen Green Valley Road to a 4 lane roadway. The City of Folsom received a Flexible Funds Program grant from SACOG in December 2013 to widen Green Valley Road from East Natoma Street to Sophia Parkway to a 4 lane roadway. Construction is anticipated to begin in 2016.

Table 3.9-8. Study Scenario 2 (Project 2035 Impact)—2035 Land Use Buildout (with Existing Road Network) + Project TGPA/ZOU Buildout Assumption) with 2010 CIP/RTP/MTP Improvements

ID	Roadway	Segment	Class ^a – Scenario Exist, 2, and 5	Minimum LOS ^b	Scenario 2				Impact? (Y/N)
					Volume		2010 Method LOS		
					AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	
1	U.S. Highway 50–EB GP	W of Latrobe Rd	2FA	E	2,490	4,920	B	E	N
2	U.S. Highway 50–WB GP	W of Latrobe Rd	2F	E	4,000	2,950	E	D	N
	U.S. Highway 50–EB GP	W of Silva Valley Pkwy	2FA	E	2,300	5,010	B	E	N
	U.S. Highway 50–WB GP	W of Silva Valley Pkwy	2F	E	3,750	3,040	E	D	N
5	U.S. Highway 50–EB GP	W of Bass Lake	2FA	D/E ^c	2,300	5,010	B	E	Y
6	U.S. Highway 50–WB GP	W of Bass Lake	2F	D/E ^c	3,750	3,040	E	D	Y
	U.S. Highway 50–EB GP	W of Cambridge Rd	2F	D/E ^c	2,100	3,670	C	E	Y
9	U.S. Highway 50–EB GP	W of Cameron Park	2F	E	2,140	3,680	C	E	N
13	U.S. Highway 50–EB GP	W of Ponderosa	2F	E	2,410	3,660	C	E	N
14	U.S. Highway 50–WB GP	W of Ponderosa	2F	E	3,610	3,230	E	D	N
32	Cameron Park Dr	200 ft N of Oxford Rd	2A	E	1,420	1,710	D	F	Y
38	El Dorado Hills Bl	300 ft S of Francisco Dr	2A	E	1,390	1,620	D	E	N
44	Green Valley Rd ^d	100 ft W of El Dorado Hills Boulevard	2A	E	1,370	2,050	D	F	Y
47	Missouri Flat Rd	100 ft S of China Garden Rd	2A	E	1,350	1,600	D	E	N
55	South Shingle Rd	100 ft S of Mother Lode Dr	2A	E	1,230	1,590	D	E	N
56	Cameron Park Drive	100 ft N of Robin Ln	2A	F ^e	1,060	1,610	D	E	N
151	Green Valley Rd ^d	200 ft E of County line	2A	E	2,000	2,230	F	F	Y
226	White Rock Rd	At County Line	2A	E	1,060	1,910	D	F	Y

ID	Roadway	Segment	Class ^a – Scenario Exist, 2, and 5	Minimum LOS ^b	Scenario 2				Impact? (Y/N)
					Volume		2010 Method LOS		
					AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	

Source: Kimley-Horn and Associates 2014.

- ^a Roadway Classification - See Table 3.9-3 for additional detail.
- ^b The minimum LOS values for U.S. Highway 50 represent the concept LOS from the Caltrans 2014 TCR/CSMP because the model includes the 20-year concept facility improvements shown in Table 3.9-1.
- ^c The minimum acceptable operations is LOS D on this segment of US Highway 50 according to County standards. The Caltrans Concept LOS is LOS E. Impacts are identified based on the most stringent threshold (LOS D).
- ^d Traffic Volumes for this roadway are estimates based on adjacent roadway volumes
- ^e This roadway segment is included in the list of roadway segments allowed to operate at LOS F as shown in Table 3.9-4.

2R, W20, W18 = Minor Two-Lane Highway
 2U = Major Two-Lane Highway
 2A = Two-Lane Arterial
 4AU = Four-Lane Arterial, Undivided
 4AD = Four Lane Arterial, Divided
 6AD = Six-Lane Arterial, Divided

2F = Two Freeway Lanes (3)
 2FA = Two Freeway Lanes + Auxiliary Lane (3)
 3F = Three Freeway Lanes (3)
 3FA = Three Freeway Lanes + Auxiliary Lane (3)
 4F = Four Freeway Lanes (3)

Note: "GP" stands for General Purpose Lanes (includes auxiliary lanes)

Study Scenario 2 examines the potential impact of future development under the General Plan to 2035, with the TGPA/ZOU amendments, absent any additional road improvements. This is a worse-case scenario that would occur in the absence of the road improvements that would otherwise be funded by the TIM and CIP requirements. This is provided solely as a point of comparison; there is no intent on the part of the County to rescind the TIM and CIP requirements. As shown, four County-maintained roadway segments (IDs 32, 44, 151, and 226) would change to an unacceptable LOS F. These roadway segments are not on the list of roadways that are allowed to operate at LOS F pursuant to the General Plan (see Table 3.9-4). The decrease in LOS to LOS F on these roadway segments would be a significant impact. Under this scenario, two segments of Green Valley Road would continue to operate at LOS F with the addition of project traffic. Adding additional traffic to roads operating at LOS F would be a significant impact. Three segments of U.S. Highway 50 (IDs 5, 6, and the segment West of Cambridge Rd) would operate at LOS E. In each case, the LOS would exceed the County's LOS D threshold for Rural Regions, but not Caltrans' Concept LOS (LOS E). The decrease from LOS D to LOS E on this segment of U.S. Highway 50 for the 2035 planning period would be a significant impact.

Table 3.9-9. Study Scenario 3 (2025 Baseline Conditions)—2010 Road Network with 2025 CIP/RTP/MTP Improvements

ID	Roadway	Segment	Class ^a – Scenario 3, 4, and 6	Minimum LOS	Scenario 3				Impact? (Y/N)
					Volume		2010 Method LOS		
					AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	
14	U.S. Highway 50–WB GP	W of Ponderosa	2F	E ^b	3,440	3,260	D	D	N
32	Cameron Park Dr	200 ft N of Oxford Rd	2A	E	1,310	1,660	D	F	Y
47	Missouri Flat Rd	100 ft S of China Garden Rd	2A	E	1,300	1,470	D	D	N
49	Missouri Flat Rd	400 yds N of Forni Rd	4AD	F ^c	2,390	3,120	D	D	N

Source: Kimley-Horn and Associates 2014.

^a Roadway Classification - See Table 3.9-3 for additional detail

2R, W20, W18 = Minor Two-Lane Highway
 2U = Major Two-Lane Highway
 2A = Two-Lane Arterial
 4AU = Four-Lane Arterial, Undivided
 4AD = Four Lane Arterial, Divided

6AD = Six-Lane Arterial, Divided
 2F = Two Freeway Lanes (3)
 2FA = Two Freeway Lanes + Auxiliary Lane (3)
 3F = Three Freeway Lanes (3)
 3FA = Three Freeway Lanes + Auxiliary Lane (3)
 4F = Four Freeway Lanes (3)

^b These minimum LOS values for U.S. Highway 50 represent the Concept LOS from the Caltrans 2014 TCR/CSMP because the model includes the 20-year concept facility improvements shown in Table 3.9-1.

^c This roadway segment is included in the list of roadway segments allowed to operate at LOS F as shown in Table 3.9-4.

Note: “GP” stands for General Purpose Lanes (includes auxiliary lanes)

Study Scenario 3 projects 2025 traffic levels taking into consideration improvements to the road system that are expected (i.e., planned and programmed) to be installed by 2025. This study scenario assumes that the General Plan would be implemented without the TGPA/ZOU amendments. One segment of Missouri Flat Road (ID 49) is identified in the General Plan as a roadway segment that is allowed to operate at LOS F (see Table 3.9-4). Here, one County-maintained roadway segment (ID 32) would change to an unacceptable LOS F. The decrease in LOS on this roadway segment would be a significant impact.

Table 3.9-10. Study Scenario 4 (Project 2025 Impact)—2010 Road Network + Project (TGPA/ZOU Buildout Assumption) With 2025 CIP/RTP/MTP Improvements

ID	Roadway	Segment	Class ^a Scenario 3, 4, and 6	Minimum LOS	Scenario 4				Impact? (Y/N)
					Volume		2010 Method LOS		
					AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	
14	U.S. Highway 50-WB GP	W of Ponderosa	2F	E ^b	3,440	3,240	D	D	N
32	Cameron Park Dr.	200 ft N of Oxford Rd	2A	E	1,300	1,650	D	F	Y
47	Missouri Flat Rd	100 ft S of China Garden Rd	2A	E	1,290	1,440	D	D	N
49	Missouri Flat Rd	400 yds N of Forni Rd	4AD	F ^c	2,400	3,120	D	D	N ^c

Source: Kimley-Horn and Associates 2014.

^a Roadway Classification - See Table 3.9-3 for additional detail.

2R, W20, W18 = Minor Two-Lane Highway

2U = Major Two-Lane Highway

2A = Two-Lane Arterial

4AU = Four-Lane Arterial, Undivided

4AD = Four-Lane Arterial, Divided

6AD = Six-Lane Arterial, Divided

2F = Two Freeway Lanes (3)

2FA = Two Freeway Lanes + Auxiliary Lane (3)

3F = Three Freeway Lanes (3)

3FA = Three Freeway Lanes + Auxiliary Lane (3)

4F = Four Freeway Lanes (3)

^b These minimum LOS values represent the Concept LOS from the Caltrans 2014 TCR/CSMP because the model includes the 20-year concept facility improvements shown in Table 3.9-1.

^c This roadway segment is included in the list of roadway segments allowed to operate at LOS F as shown in Table 3.9-4.

Note: "GP" stands for General Purpose Lanes (includes auxiliary lanes)

Study Scenario 4 looks at the impact of the project on the road system that is expected to exist in 2025. The roadway impacts are the same as Study Scenario 3. The impact of the project on the planned 2025 road system would be essentially the same as development under the General Plan without the project in 2025. This indicates that the TGPA's impact is indistinguishable from the roadway impacts expected to occur from future development under the existing General Plan.

One County-maintained roadway segment (32) would change to an unacceptable LOS F. The decrease in LOS on this roadway segment would be a significant impact.

Table 3.9-11. Study Scenario 5 (2035 Baseline)—2010 Road Network with 2035 Land Use Buildout Outside of El Dorado County with 2010 CIP/RTP/MTP_Improvements

ID	Roadway	Segment	Class ^a – Scenario Exist, 2, and 5	Minimum LOS	Scenario 5				Impact? (Y/N)
					Volume		2010 Method LOS		
					AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	
44	Green Valley Rd ^b	100 ft W of El Dorado Hills Boulevard	2A	E	1,130	1,790	D	F	Y
47	Missouri Flat Rd	100 ft S of China Garden Rd	2A	E	1,260	1,610	D	E	N
151	Green Valley Rd ^b	200 ft E of County line	2A	E	1,840	2,080	F	F	Y
226	White Rock Rd	At County Line	2A	E	900	1,810	D	F	Y

Source: Kimley-Horn and Associates 2014

^a Roadway Classification - See Table 3.9-3 for additional detail.

^b Traffic Volumes for this roadway are estimates based on adjacent roadway volumes

2R, W20, W18 = Minor Two-Lane Highway

2U = Major Two-Lane Highway

2A = Two-Lane Arterial

4AU = Four-Lane Arterial, Undivided

4AD = Four-Lane Arterial, Divided

6AD = Six-Lane Arterial, Divided

2F = Two Freeway Lanes (3)

2FA = Two Freeway Lanes + Auxiliary Lane (3)

3F = Three Freeway Lanes (3)

3FA = Three Freeway Lanes + Auxiliary Lane (3)

4F = Four Freeway Lanes (3)

Under Study Scenario 5, which is based on 2035 projections, three County-maintained roadway segments (IDs 44, 151, 226) are anticipated to operate at an unacceptable LOS F in the PM peak hour. These segments are not listed in Table 3.9-4 as any of the roadway segments that are allowed to operate at LOS F by the General Plan. For this reason, the decrease in level of service on these segments under Study Scenario 5 would be significant.

Table 3.9-12. Study Scenario 6 (Cumulative Conditions in 2035)—2035 Road Network + Project (TGPA/ZOU Buildout Assumption) with 2035 CIP/RTP Improvements

ID	Roadway	Segment	Class ^a – Scenario 3, 4, and 6	Minimum LOS	Scenario 6				Impact? (Y/N)
					Volume		2010 Method LOS		
					AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	
5	U.S. Highway 50-EB GP	W of Bass Lake	2FA	D/E ^b	2,530	4,700	B	E	Y
9	U.S. Highway 50-EB GP	W of Cameron Park	2F	E ^c	2,280	3,600	C	E	N
13	U.S. Highway 50-EB GP	W of Ponderosa	2F	E ^c	2,660	3,810	C	E	N
14	U.S. Highway 50-WB GP	W of Ponderosa	2F	E ^c	3,900	3,500	E	D	N
32	Cameron Park Dr	200 ft N of Oxford Rd	2A	E	1,500	1,840	D	F	Y
38	El Dorado Hills Bl	300 ft S of Francisco Dr	2A	E	1,230	1,540	D	E	N
47	Missouri Flat Rd	100 ft S of China Garden Rd	2A	E	1,240	1,450	D	D	N
49	Missouri Flat Rd	400 yds N of Forni Rd	4AD	F ^d	2,510	3,310	D	F	N ^d
56	Cameron Park Dr	100 ft N of Robin Ln	2A	F ^d	1,170	1,730	D	F	N ^d
196	Pleasant Valley Rd	200 yds E of SR 49 (E)	2A	E	1,300	1,560	D	E	N

Source: Kimley-Horn and Associates 2014.

^a Roadway Classification - See Table 3.9-3 for details.

2R, W20, W18 = Minor Two-Lane Highway

2U = Major Two-Lane Highway

2A = Two-Lane Arterial

4AU = Four-Lane Arterial, Undivided

4AD = Four-Lane Arterial, Divided

6AD = Six-Lane Arterial, Divided

2F = Two Freeway Lanes (3)

2FA = Two Freeway Lanes + Auxiliary Lane (3)

3F= Three Freeway Lanes (3)

3FA= Three Freeway Lanes + Auxiliary Lane (3)

4F= Four Freeway Lanes (3)

^b The minimum acceptable operations is LOS D on this segment of US Highway 50 according to County standards. The Caltrans Concept LOS is LOS E. Impacts are identified based on the most stringent threshold (LOS D).

^c These minimum LOS values represent the Concept LOS from the Caltrans 2014 TCR/CSMP because the model includes the 20-year concept facility improvements shown in Table 3.9-1.

^d Not considered an impact because this roadway segment is included in the list of roadway segments allowed to operate at LOS F as shown in Table 3.9-4.

Note: "GP" stands for General Purpose Lanes (includes auxiliary lanes)

Study Scenario 6 presents traffic conditions in 2035 assuming that planned CIP/RTP/MTP improvements have been installed and the TGPA/ZOU amendments have been approved. Two roadway segments (IDs 5 and 32) would exceed the minimum LOS. This includes one-segment of U.S. Highway 50 (ID 5) that would operate at LOS E. LOS E would exceed the County's LOS standards for Rural Regions, although it does not exceed Caltrans' Concept LOS. The decrease to LOS E on this segment of U.S. Highway 50 for the 2035 planning period would be a significant impact. The decrease in service to LOS F on Cameron Park Drive (ID 32) would be a significant impact. Missouri Flat Road (ID 49) and Cameron Park Road (ID 56) however, are allowed to operate at LOS F per General Plan Policy TC-Xa and there would be no significant impact on those segments. The General Plan sets the maximum V/C ratio of Missouri Flat Road from Highway 50 to Mother Lode Drive at 1.12 and from Mother Lode Drive to China Garden Road at 1.20. This encompasses segments 48 and 49 of Missouri Flat Road. Neither of these segments would exceed a maximum V/C of 1.01 in the PM peak hour.

The impacts associated with the project would occur over time as new development is approved and constructed pursuant to the changes proposed in the TGPA/ZOU. Programmatic improvements to roadways such as CIP or RTP improvements will be developed as additional capacity is needed and funding becomes available. The County has established mechanisms for implementing roadway improvements for County-maintained roadways that are adversely affected as a result of new development proposals.

Goal TC-X of the Transportation and Circulation Element of the General Plan reflects the requirements of Measure Y. The policies under this goal require the County and individual discretionary projects to construct or to provide funding towards CIP roadway improvements and payment of TIM fees. The Transportation and Circulation Element Policies that would apply to all future discretionary projects, including future discretionary projects within the TGPA/ZOU area, are described in the regulatory setting, above.

In addition, the General Plan policies essentially require the County to operate a TIM fee program for new development that requires payment of fees to the County based on the project type and number of units of the project. The fees paid into this program fund major roadway, bridge, intersection, interchange, and HOV lane projects in the county pursuant to the adopted CIP. The CIP identifies road network improvements and their cost, ensuring that TIM fees collected are used for specific road improvements to avoid creating congested roadway conditions.

The TIM Fee and CIP ensure that adequate off-site roadway facilities are built to serve qualifying new development projects. The facilities may not be built concurrently with the individual development projects because sufficient funds must be accrued from the TIM Fee to fund the full improvements necessary. Under the "takings clause" of the U.S. Constitution, the County cannot require a developer to pay more than their fair share of the cost of improvements. The state Mitigation Fee Act (Government Code Section 66000-66008.) requires the County to maintain the TIM Fee proceeds in a dedicated account and to apply those fees only to the road improvements for which they have been collected. The County accounts for the fees collected and commits the funds to the required road improvements through the CIP. Many of the CIP projects are funded by a combination of TIM fees and other revenue sources. Roadways that are determined to be solely the result of new development are placed in TIM Fee Program, which is then 100% TIM fee funded through the CIP program. As allowed under the Mitigation Fee Act, developers may be required to construct offsite improvements as part of their project, and are reimbursed over time via a road

reimbursement agreement as other developments relying on the same offsite improvements pays their pro-rata shares of the total cost.

The timing of actual construction of road improvements funded through the TIM fee program may lag behind development given that growth patterns may have changed or the TIM program zone may have financial obligations that delay the construction of planned improvements. The County's CIP is reviewed annually, as required by the General Plan, to update the most current costs of material, land, labor etc. which cause variations in cost estimates, with right-of-way acquisition costs being one of the biggest factors. Because forecasts are imperfect, actual permit activity is checked annually to update the current year, five year and 10-year budget of which recommendations for amending the CIP are brought to the Board. Timing of roadway improvements also shift due to actual growth patterns (checked annually when compared to 20-year forecast). The Board of Supervisors ultimately determines the prioritization of projects within the Capital Improvement Program and adjusts the TIM fee accordingly.

With the exception of Study Scenario 1, which represents the existing condition, future development, whether under the project or the existing General Plan, would result in a decrease in service to an unacceptable LOS F on certain roadway segments. The County has programs in place that can be used to mitigate potential transportation impacts that result in unacceptable levels of service. The mitigation measures, such as payment of TIM fees to fund roadway improvements to increase capacity and improve LOS, apply to discretionary projects. Future discretionary projects that are developed within the TGPA/ZOU areas would be required to construct on-site roadway improvements as conditions of approval or as a condition of a subdivision map and pay TIM fees as required by the existing County policies described above. The County has specific traffic mitigation policies that require future development projects to construct adequate on-site and off-site roadway facilities to maintain acceptable levels of service and payment of fees that go toward making regional traffic improvements designed for improving traffic operations. Alternatively, the developer may be required to construct offsite and be reimbursed as deemed appropriate via a road reimbursement agreement. In either case, necessary improvements are required as part of project approval. Therefore, potential impacts are considered less than significant.

Some of the scenarios would result in a decrease in LOS on U.S. Highway 50 and other County roads that could be addressed through construction of additional lanes, including HOV lanes or other widening projects that would add capacity to the freeway. Specifically, the 2014 TCR/CSMP identifies U.S. Highway 50 improvements to include auxiliary lanes and ITS from the Sacramento/El Dorado County Line to Ponderosa Road, two HOV lanes plus ITS from there to Greenstone, and auxiliary lanes and ITS from Greenstone to Missouri Flat during the 2035 planning period. The improvements are shown by roadway segment in Table 3.9-41 of the 2014 TCR/CSMP. These improvements are considered concept facilities, meaning they are the roadway improvements that are planned and programmed over the next 20 years (California Department of Transportation 2014b). The TDM included these improvements in the analysis of the study scenarios. However, there is no assurance that these improvements to U.S. Highway 50 would be in place at this time. This is because of the inherent limitations in Measure Y's fee-based funding approach, as discussed above. Therefore, potential short-term impacts would be significant and unavoidable until these improvements are in place.

Impacts to County-maintained roads could be approved by a vote of the El Dorado County electorate or the Board of Supervisors to include on a list of roads that are allowed to operate at LOS F. However, it cannot be assured that this would happen. Furthermore, Policy TC-Xa is only in effect until December 31, 2018 at which time it may or may not be extended. The Board of Supervisors

could extend this policy by voting to extend the deadline or voting to include the policy as a permanent component of the Transportation and Circulation Element of the General Plan.

The proposed Parking and Loading Standards establish general requirements for the number of off-street parking spaces to be provided, by type of land use. The standards also establish requirements for parking lot design, loading areas, and shared parking, among other things. The standards are described in Chapter 2, *Project Description*, of the EIR.

In general, the Parking and Loading Standards mandate that new development and many re-use projects provide substantial amounts of off-street parking. The standards require two off-street parking spaces for each single-family dwelling unit, as well as two spaces for each unit in a duplex or triplex. The standards require 1.5 or 2 parking spaces per unit for apartments, townhouses and condominiums depending on the size of the unit, plus one guest parking space per four dwelling units. Standards for nonresidential development vary greatly depending on the type and size of land use. The standards are typical for suburban areas in which the vast majority of trips are made by automobile. By requiring plentiful parking, the standards encourage people to drive, even for short trips. For example, the standards require neighborhood shopping centers to provide one parking space per 300 square feet of gross floor area, which is more parking than must be provided for regional shopping centers (one space per 500 square feet of gross floor area). That sort of requirement for neighborhood-serving shops and services encourages use of automobiles for short trips that might otherwise be made by walking or bicycling, meaning marginally more traffic on local roads. Also, building parking lots in front of commercial, civic, and other uses requires pedestrians and bicyclists to compete with automobiles for space, which discourages pedestrians and bicyclists.

The standards provide the County with discretion to reduce or increase off-street parking requirements depending upon, among other things, the amount of adjoining on-street parking, the type and size of use or activity, the composition of tenants, peak parking and traffic loads, the availability of public transportation, the payment of in-lieu fees for public transportation, and the extent of any transportation demand management program. The standards also permit uses to share off-street parking in a fashion that provides maximum parking for each use.

Although the standards mandate plentiful off-street parking, they also require significant amounts of bicycle parking, which encourages people to use bicycles rather than cars. The standards, however, do not require covered or secure bicycle parking, provision of which would make bicycling to work, shopping, and other activities more attractive. The 2010 Bicycle Transportation Plan notes that only about 0.3 percent of work trips were made by bicycle in El Dorado County in 2000. Nonetheless, “[t]he small communities of El Dorado County provide unique opportunities for increased short, local bicycle transportation trips” (El Dorado County Transportation Commission 2010). The proposed Parking and Loading Standards, by both providing more bicycle parking and more automobile parking, will likely have a neutral effect on the frequency of bicycle use over auto use for short shopping trips.

The proposed Parking and Loading Standards requirements for off-street parking in mixed-use development are more flexible, which could encourage alternative modes of travel in compact neighborhoods. However, the County anticipates that only a small portion of development in the next 20 years will be mixed-use.

The proposed ZOU Home Occupation standards (Section 17.40.160) would increase the number of employees that could be allowed by right at a home business in comparison to the existing Zoning Ordinance. Section 17.40.160C would allow up to four employees at a home business in the R3A and RE zones on parcels over 5 acres and less than 10 acres in area; up to four employees in the RE zone

on parcels larger than 10 acres; up to 7 employees in the RE zone on parcels greater than 10 acres; up to 7 employees in Rural Lands, Agricultural, and Resource Zones on parcels over 5 acres and less than 10 acres; and up to 10 employees in Rural Lands, Agricultural, and Resource Zones on parcels over 10 acres.

It is not possible to quantify the potential traffic that may be generated from future home occupations over the term of the planning horizon because the future number and type of such activities, and the size of parcels on which they may be undertaken, is unknown and cannot be known with any accuracy. However, given that additional employees could be allowed on large lots in rural areas, there is a reasonable probability that traffic impacts on rural roads could be significant in some instances where roads are narrow.

Mitigation Measure TRA-2 would reduce this impact by reducing the number of employees allowed by right. If a proposed home business is large enough to require a larger number of employees, then that number can be considered under a discretionary conditional use permit, as provided in proposed Section 17.40.170G. This would allow a traffic study to be undertaken and, if impacts could not be mitigated, an EIR prepared.

The following mitigation measures would reduce this impact to a less-than-significant level over the longer-term. The short-term impacts before improvements are installed would remain significant and unavoidable.

Mitigation Measure TRA-1: Extend timeframe of General Plan Transportation and Circulation Element Policy TC-Xa

The Board of Supervisors shall review and consider an extension to Policy TC-Xa of the Transportation and Circulation Element of the General Plan prior to its expiration on December 31, 2018. The intent of this measure is to ensure that the current mitigation policies of TC-Xa are applied to future discretionary development within the TGPA/ZOU areas should the Board of Supervisors conclude the measures are still appropriate for development in El Dorado County.

The first line of Policy TC-Xa will be amended as follows.

Policy TC-Xa. The following policies shall remain in effect until December 31, 2018. These policies will be automatically extended indefinitely beyond that date unless subsequently repealed or amended by majority vote of El Dorado County's electorate.

Mitigation Measure TRA-2: Reduce the Proposed Number of Employees Allowed by Right at Home Occupations

Table 17.40.160.2 shall be amended prior to adoption as follows:

Table 17.40.160.2 – Home Occupation Employee Limits

	RM	R1	R20K	R1A/R2A	R3A	RE	Rural Lands, Agricultural, and Resource Zones
< 1 acres	1	1	1	1	1	1	1
1-5 acres	1	1	2	2	2	2	4 2
> 5 but less than 10 acres	1	1	2	2	4 2	4 2	7 2
> 10 acres	1	1	2	2	4 2	7 2	10 2

Section 17.40.160G shall be amended prior to adoption as follows:

G. Conditional Use Permit. Where a proposed home occupation exceeds the standards under Subsections C or D above, a Conditional Use Permit shall be required. A Conditional Use Permit shall not be approved for a proposed home occupation that would result in a potential traffic hazard.

Impact TRA-2: Conflict with an applicable plan, ordinance, or policy establishing measures of effectiveness for the performance of the circulation system, taking into account all modes of transportation, including mass transit and non-motorized travel and relevant components of the circulation system, including, but not limited to, intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit (less than significant)

Circulation System

The following analysis applies to all six study scenarios. The project proposes changes to the Transportation and Circulation Element of the General Plan. These changes are minor in nature and are intended to streamline or clarify policies in the Transportation and Circulation Element. A review of the proposed revisions has determined that none of the changes would have any adverse effect on the TDM update or result in an adverse effect on LOS or roadway operations. Therefore, potential impacts would be less than significant and no mitigation is required.

As noted in the discussion above, with the exception of Study Scenario 1, Existing Conditions, all of the study scenarios would conflict with a portion of the County’s General Plan as a result of decreasing LOS on one or more roadway segments to an unacceptable LOS F. The analysis shows the project would result in a decrease in LOS in at least one road segment in Study Scenarios 2, 4, and 6. The County has traffic mitigation policies in place, specifically Policy TC-Xd and the TIM fee program that would apply to future discretionary projects that are developed within the TGPA/ZOU areas. These measures would reduce or avoid decreasing LOS and require payment of TIM fees that would go toward making regional traffic improvements designed for improving traffic operations. Therefore, potential impacts would be less than significant.

Public Transportation System

The following analysis applies to all six study scenarios. A review of the TGPA/ZOU did not reveal potential internal policy inconsistencies or inconsistencies with other adopted plans or programs supporting the provision of public transportation facilities or services in El Dorado County. None of the TGPA/ZOU study scenarios (i.e., Study Scenarios 2, 4, and 6) would preclude attainment of the objectives of these plans. The potential impacts would be less than significant.

Non-Motorized Transportation System

The following analysis applies to all six study scenarios. A review of the TGPA/ZOU did not reveal potential internal policy inconsistencies or inconsistencies with other adopted plans or programs supporting the provision of non-motorized transportation facilities or services in El Dorado County. The TGPA/ZOU would not preclude attainment of the objectives of these plans. Potential impacts would be less than significant. No mitigation is required.

The General Plan incorporates a range of measures, described above, to help reduce the potential impact of future growth on regional roadways. Mitigation would be required for future individual development projects approved through the County's review of discretionary permits. Therefore, potential impacts are considered less than significant.

Impact TRA-3: Result in a change in air traffic patterns, including either an increase in traffic levels or a change in location, that results in substantial safety risks (no impact)

The project would not change any existing land use designations or propose changes to existing traffic patterns that would adversely affect air traffic patterns. The project does not propose any changes to existing land uses that would result in conflicts with the adopted Airport Land Use Compatibility Plans adopted for the airports in El Dorado County. The updates to the TDM are planned to provide long-term solutions to traffic demand management including the CIP and the TIM Fee Program which are programs intended to reduce traffic congestion. None of the components of the project would result in substantial safety risks to aviation because the project does not propose significant changes to land use patterns within the airport safety zones nor propose significant increases in traffic levels that would pose safety risks to air traffic. For these reasons the project would have no impact on air traffic patterns or air traffic safety.

Impact TRA-4: Substantially increase hazards because of a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment) (no impact)

There are no specific development projects associated with the project. As subsequent development projects are proposed in the county, each project will be reviewed for consistency with relevant General Plan policies (e.g., Policy TC-1a and Implementation Measure TC-U) and appropriate design guidelines that address roadway safety. The project does not propose any site-specific changes in land uses or development patterns that would result in incompatible uses on the roadways.

The Parking and Loading sections of the Community Design Standards and Guidelines contain provisions that are intended to promote safety. For example, Section 4.7 in Chapter 1 of the standards and guidelines requires that all parking stalls except those for single-family residential dwellings be designed in a way that prohibits motorists from backing vehicles directly onto a public road. Another example is the requirement in Section 4.8 for parking lot directional signage and striping that facilitate traffic movement and provide pedestrian safety.

Therefore, the project would have no impact on increased hazards or incompatible uses because of changes in design features.

Impact TRA-5: Result in inadequate emergency access (no impact)

There are no specific development projects associated with the project. As subsequent development projects are proposed in the county, each project will be reviewed for consistency with relevant General Plan policies (e.g., Policy TC-1a and Implementation Measure TC-U) that address roadway

safety. The project does not propose any changes in land uses or development patterns that would result in incompatible uses on the roadways.

Although the proposed Parking and Loading Standards do not directly address emergency access, they do contain provisions that would help maintain access in adverse conditions. Section 4.7 in Chapter 1 requires that parking areas located at or above 4,000 feet in elevation have 10 percent of their parking areas available for snow removal storage. This requirement would help ensure that snow is not stored in a way that reduces or eliminates access. Section 4.7 also requires that parking areas have adequate drainage, which would reduce the likelihood of limited access caused by a flooded parking lot.

Therefore, the project would have no impact on emergency because of changes in design features.

Impact TRA-6: Conflict with adopted policies, plans, or programs regarding public transit, bicycle or pedestrian facilities, or otherwise decrease the performance or safety of such facilities (less than significant impact)

Subsequent development projects within the county would be reviewed for conformance with existing County design guidelines applicable to the type of development proposed (e.g., multi-family, single-family, commercial). Implementation of the project would not disrupt or interfere with existing bicycle, pedestrian, or transit facilities, and would not disrupt or interfere with the implementation of any planned bicycle, pedestrian, or transit facilities. Subsequent projects would be required to provide connections to bicycle and pedestrian facilities in compliance with General Plan policies and the El Dorado County Bicycle Transportation Plan, Sacramento-Placerville Transportation Corridor Draft Master Plan, and the El Dorado County Long-Range and Short-Range Transit Plans. No conflicts with any of the components of the project and existing pedestrian, bicycle, or transit plans have been identified. Therefore, the project would have a less-than-significant impact as a result of conflicts with adopted policies, plans or programs on alternative transportation programs.

ID	Roadway	Segment	Class – Scenario Exist, 2, and 5	Class – Scenario 3, 4, and 6	Existing Conditions (2010)				Scenario 2				Scenario 3				Scenario 4				Scenario 5				Scenario 6			
					Volume		2010 Method LOS		Volume		2010 Method LOS		Volume		2010 Method LOS		Volume		2010 Method LOS		Volume		2010 Method LOS		Volume		2010 Method LOS	
					AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour
205	Salmon Falls Rd	50 ft S of Malcolm-Dixon Rd	2A	2A	560	620	C	C	860	790	D	C	770	810	C	C	770	810	C	C	650	620	C	C	920	940	D	D
206	Salmon Falls Rd	At New York Creek Bridge	2A	2A	200	220	C	C	430	410	C	C	280	300	C	C	280	300	C	C	190	210	C	C	440	420	C	C
207	Salmon Falls Rd	400 yds S of Pedro Hill Rd	2A	2A	120	170	C	C	290	310	C	C	180	230	C	C	180	230	C	C	110	160	C	C	300	320	C	C
208	Salmon Falls Rd	200 yds S of Rattlesnake Bar Rd	2A	2A	30	50	C	C	210	190	C	C	100	100	C	C	100	100	C	C	30	40	C	C	210	200	C	C
209	Sand Ridge Rd	300 ft E of SR 49	2A	2A	50	50	C	C	130	120	C	C	90	90	C	C	90	90	C	C	50	50	C	C	140	130	C	C
210	Serrano Pkwy	300 ft W of Bass Lake Rd	4AD	4AD	370	380	C	C	870	760	C	C	410	470	C	C	410	480	C	C	400	430	C	C	580	690	C	C
211	Shingle Springs Dr	0.20 mi S of U.S. Highway 50	2A	2A	420	400	C	C	650	780	C	C	560	570	C	C	560	570	C	C	400	390	C	C	670	760	C	C
212	Sly Park Rd	0.35 mi E of Mt Aukum Rd	2A	2A	240	290	C	C	310	360	C	C	280	330	C	C	280	330	C	C	240	280	C	C	310	360	C	C
213	Sly Park Rd	1.62 mi W of Mormon Emigrant Tr	W18	W18	150	190	B	B	190	240	B	B	170	220	B	B	170	220	B	B	150	190	B	B	200	250	B	B
214	Sly Park Rd	0.35 mi E of Mormon Emigrant Tr	2A	2A	260	330	C	C	350	430	C	C	320	400	C	C	320	400	C	C	250	320	C	C	380	460	C	C
215	Sly Park Rd	100 ft S of Gold Ridge Tr (N)	2A	2A	310	310	C	C	430	450	C	C	370	380	C	C	370	380	C	C	300	310	C	C	470	480	C	C
216	Sly Park Rd	100 ft S of Pony Express Tr	2A	2A	590	710	C	C	640	770	C	C	630	750	C	C	630	750	C	C	590	710	C	C	650	770	C	C
217	South Shingle Rd	100 ft S of Sunset Ln	W20	W20	420	530	C	C	720	870	C	D	450	610	C	C	450	610	C	C	460	570	C	C	580	760	C	C
218	SR49	North of China Hill	2A	2A	480	510	C	C	590	650	C	C	540	570	C	C	540	570	C	C	450	480	C	C	580	630	C	C
219	SR49	West of Missouri Flat Rd	2A	2A	980	950	D	D	1,240	1,280	D	D	1,090	1,080	D	D	1,110	1,100	D	D	960	940	D	D	1,160	1,150	D	D
220	SR49	West of Hastings Creed Rd	2A	2A	260	310	C	C	410	500	C	C	360	440	C	C	360	430	C	C	250	290	C	C	410	510	C	C
221	SR49	At the Placer County Line	2A	2A	640	750	C	C	810	940	C	D	750	870	C	D	750	870	C	D	620	730	C	C	820	950	C	D
222	SR 193	West of American River Road	2A	2A	470	580	C	C	590	710	C	C	540	650	C	C	540	650	C	C	460	560	C	C	600	710	C	C
223	SR 193	North of SR 49 in Placerville	2A	2A	180	190	C	C	210	230	C	C	200	210	C	C	200	210	C	C	170	180	C	C	210	230	C	C
224	Union Mine Rd	200 yds S of SR 49	2A	2A	290	140	C	C	300	160	C	C	290	150	C	C	290	150	C	C	280	140	C	C	300	160	C	C
225	Wentworth Springs Rd	0.7 mi E of Main St	2A	2A	170	220	C	C	190	250	C	C	180	240	C	C	180	240	C	C	160	210	C	C	200	260	C	C
226	White Rock Rd	At County Line	2A	4AD	530	1,070	C	D	1,060	1,910	D	F	660	1,330	C	C	660	1,280	C	C	900	1,810	D	F	1,020	1,740	C	C
227	White Rock Rd	100 ft W of Latrobe Rd	4AD	4AD	710	1,150	C	C	1,340	2,220	C	D	740	1,330	C	C	740	1,270	C	C	1,180	2,070	C	D	1,050	1,650	C	C

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3.10 Water Supply

As discussed in Chapter 3, *Impact Analysis*, the project would not have a significant effect on public utilities and service systems. The County's development standards require the installation of utilities and service systems as new development occurs.

To the extent that such works may have impacts on the environment, the design, size, and location of the works are unknown and cannot be known at this time; therefore, useful environmental analysis is infeasible. Further discussion would be speculative. In any event, projects involving the future expansion and operation of utilities and service systems will be subject to their own CEQA documents.

Water supply, particularly the ability of the El Dorado Irrigation District (EID) to continue to meet the demands of new development, is a perennial concern to the residents of El Dorado County. For that reason, this FEIR examines the availability of water to meet the future demands under the TGPA/ZOU.

The water supply discussion is based on the changes that would be expected to occur in current land uses with approval of the TGPA and development pursuant to the General Plan under the ZOU. Note that under the TGPA, no changes are proposed to the land use map that would substantially increase the expected level of development beyond that set out in the 2004 General Plan. The ZOU will bring the County zoning ordinance into conformity with the General Plan as required by state law. The ZOU would conditionally allow uses that may have a greater demand on water supplies than would otherwise be expected of uses in that particular zone. One example is a health resort and retreat center in a Forest Resource zone.

For the reader's information, the 2004 General Plan EIR found that the General Plan would have the following significant and unavoidable impacts related to water supply.

- Increased Water Demand and Likelihood of Surface Water Shortages Resulting from Expected Development.
- Potential Environmental Impacts Associated with the Development of New Surface Water Supplies and Related Infrastructure.
- Increase in Groundwater Demand and Related Impacts.

3.10.1 Existing Conditions

Regulatory Setting

State

California Environmental Quality Act and Case Law

CEQA requires an EIR to discuss whether a project's projected demand for water is anticipated to exceed existing and planned supplies. Regarding this topic, the ultimate question under CEQA is not whether an EIR identifies a likely source of water, but whether it adequately addresses the reasonably foreseeable impacts of supplying water to the project. The EIR must also disclose

whether there is insufficient water to serve the projected level of development. The California Supreme Court stated in *Vineyard Area Citizens for Responsible Growth v. City of Rancho Cordova* (2007) 40 Cal.4th 412 that an adequate water supply analysis should contain the following elements.

- An identification of the water sources needed for full buildout.
- An assessment of the environmental impacts associated with providing water for the project.
- Where there are both short-term and long-term supplies needed, an analysis of long-term supplies and their impacts in at least a programmatic level of detail.
- An assessment of the extent to which identified water sources are “certain” or “likely” to be available.
- When “some uncertainty” exists with respect to the availability of such supplies, the identification of possible alternative water sources and analysis of the environmental impacts of curtailing planned development due to inadequate supplies.

Senate Bill 610 (Chapter 643, Statutes of 2001)

Senate Bill (SB) 610 (Water Code Section 10910, et seq.) establishes a procedure by which the public water supply agency or agencies that provide or will provide water to a qualifying development project is required to prepare a water supply assessment (WSA) describing demand and supply capacity under a number of circumstances. That assessment is to be included in the project EIR.

SB 610 applies to development projects, as described in Water Code Section 10912, and not to projects that consist of the adoption of a general plan or zoning ordinance. However, the essential contents of the WSA are similar to the required considerations set out by the California Supreme Court in the *Vineyard Area Citizens* decision.

Urban Water Master Plan

The Urban Water Management Planning Act (Water Code Section 10610, et seq.) requires each public water supply agency with 3,000 or more customers or supplying more than 3,000 acre-feet (AF) annually to prepare an urban water master plan (UWMP). The UWMP comprehensively describes, among other things, the ability of the water agency to meet long-term water demand in wet and dry years, its conservation practices for dry years, and additional water supplies to be acquired to meet future long-term demand, if any. The UWMP is to be prepared in compliance with the Department of Water Resources' *Guidebook to Assist Urban Water Suppliers*. A UWMP is essentially a report on the current and future demand and supply of water within the public water supply agency's service area. It does not commit the public water supply agency to any activity with the potential to lead to a physical change in the environment and, therefore, is not subject to CEQA. Both EID and the Georgetown Divide Public Utilities District are subject to the requirement to prepare an UWMP and both have done so.

SBx7-7 (Chapter 4, Statutes of 2009)

SBx7-7, the Water Conservation Act of 2009, requires the state to achieve a 20% reduction in urban per capita water use by December 31, 2020. The responsibility for this conservation falls to local water agencies, which must increase water use efficiency through promotion of water conservation standards that are consistent with the California Urban Water Conservation Council's (CUWCC's) best management practices. Each urban retail water supplier is also required to develop urban

water use targets and an interim urban water use target by July 1, 2011, based on the alternative methods set out in the 2009 Act. The agencies must meet those targets by the 2020 deadline.

Both EID and the Georgetown Divide Public Utility District (GDPUD) are signatories to the Memorandum of Understanding (MOU) that commits CUWCC members to implementation of the best management practices.

Sustainable Groundwater Management Act

On September 16, 2014, Governor Edmund G. Brown, Jr. signed historic legislation to strengthen local management and monitoring of groundwater basins most critical to the state's water needs. The three bills—SB 1168 (Pavley), SB 1319 (Pavley), and AB 1739 (Dickinson)—together make up the Sustainable Groundwater Management Act. The bills would establish phased requirements for high- and medium-priority basins to adopt groundwater sustainability plans, depending on whether or not a basin is in critical overdraft. The act would require adoption of groundwater sustainability plans by January 31, 2020, for all high or medium-priority basins in overdraft condition and by January 31, 2022, for all other high- and medium-priority basins unless legally adjudicated or otherwise managed sustainably.

These bills do not apply to this project because western El Dorado County has no groundwater basins.

Local

El Dorado County General Plan (2004)

The Public Services and Utilities Element of the General Plan contains the following objectives and policies relevant to water supply and water supply planning.

Objective 5.1.1: Planning. Ensure that public infrastructure needs are anticipated and planned for in an orderly and cost effective manner.

Policy 5.1.1.1: The County, in cooperation with other affected service providing agencies, shall develop long-range facilities plans for public services and utilities including water supply, wastewater treatment and disposal, solid waste disposal capacity, storm drainage, and schools. The Capital Improvement Program (CIP) for the County road system shall be coordinated with the infrastructure plan of the above services and utilities.

Policy 5.1.1.2: The County shall review the Capital Improvement Plans of all public service and infrastructure entities to ensure coordination with the General Plan in order to maintain an adequate level of service.

Objective 5.1.2: Concurrence. Ensure through consultation with responsible service and utility purveyors that adequate public services and utilities, including water supply, wastewater treatment and disposal, solid waste disposal capacity, storm drainage, fire protection, police protection, and ambulance service are provided concurrent with discretionary development or through other mitigation measures provided, and ensure that adequate school facilities are provided concurrent with discretionary development to the maximum extent permitted by State law. 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.

Policy 5.1.2.1: Prior to the approval of any discretionary development, the approving authority shall make a determination of the adequacy of the public services and utilities to be impacted by

that development. Where, according to the purveyor responsible for the service or utility as provided in Table 5-1, demand is determined to exceed capacity, the approval of the development shall be conditioned to require expansion of the impacted facility or service to be available concurrent with the demand, mitigated, or a finding made that a CIP project is funded and authorized which will increase service capacity.

Policy 5.1.2.2: Provision of public services to new discretionary development shall not result in a reduction of service below minimum established standards to current users, pursuant to Table 5-1.

The following Levels of Service shall apply to the review of discretionary projects.

Table 5-1. Minimum Levels of Service

	Community Region	Rural Center and Rural Region
Public water source	As determined by purveyor	As determined by purveyor, when applicable
Private wells	Environmental Management	Environmental Management
Public water treatment capacity	As determined by purveyor	As determined by purveyor
Public sewer treatment capacity	As determined by purveyor	As determined by purveyor
On-site sewage disposal	Environmental Management	Environmental Management
Storm drainage	Department of Transportation	Department of Transportation
Solid waste	Environmental Management	Environmental Management
County and State road circulation system	E	D
Schools	As determined appropriate by the school districts	As determined appropriate by the school districts
Parks	Specific plan for new communities or Quimby Fee/dedication program for tentative maps	Quimby Fee/dedication program for tentative maps
Fire district response	8-minute response to 80% of the population	15 to 45-minute response
Sheriff	8-minute response to 80% of the population	No standard
Ambulance	10-minute response to 80% of the population	20-minute response in Rural Regions and "as quickly as possible" in wilderness areas*

*In accordance with State standards.

Policy 5.1.2.3: New development shall be required to pay its proportionate share of the costs of infrastructure improvements required to serve the project to the extent permitted by State law. Lack of available public or private services or adequate infrastructure to serve the project which cannot be satisfactorily mitigated shall be grounds for denial of any project or cause for the reduction of size, density, and/or intensity otherwise indicated on the General Plan land use map to the extent allowed by State law.

Policy 5.1.2.4: Service standards for public services and emergency services in Rural Centers and Rural Regions are different than in Community Regions based on lower intensity and density of land use.

Objective 5.2.1: County-Wide Water Resources Program. Establish a County-wide water resources development and management program to include the activities necessary to ensure adequate future water supplies consistent with the General Plan.

Policy 5.2.1.1: The El Dorado County Water Agency shall support a County-wide water resources development and management program which is coordinated with water purveyors and is consistent with the demands generated by the General Plan land use map.

Policy 5.2.1.2: An adequate quantity and quality of water for all uses, including fire protection, shall be provided for with discretionary development.

Policy 5.2.1.3: All medium-density residential, high-density residential, multifamily residential, commercial, industrial and research and development projects shall be required to connect to public water systems when located within Community Regions and to either a public water system or to an approved private water systems in Rural Centers. [This policy is proposed to be revised by the TGPA.]

Policy 5.2.1.4: Rezoning and subdivision approvals in Community Regions or other areas dependent on public water supply shall be subject to the availability of a permanent and reliable water supply.

Policy 5.2.1.5: Approval of development projects requiring annexations to water districts in Rural Regions may only occur if groundwater sources are not available to serve, or are unable to continue serving, the development, or if existing infrastructure abuts the property and sufficient water is available to serve the annexed area.

Policy 5.2.1.6: Priority shall be given to discretionary developments that are infill or where there is an efficient expansion of the water supply delivery system.

Policy 5.2.1.7: In times of declared water shortages, the Board of Supervisors shall give priority within the affected water district to approving affordable housing and non-residential development projects.

Policy 5.2.1.8: The preparation and approval of specific plans may occur without the availability of water guarantees. The timing for water guarantees shall be established within the policies of each specific plan consistent with Policy 5.2.1.4.

Policy 5.2.1.9: In an area served by a public water purveyor or an approved private water system, the applicant for a tentative map or for a building permit on a parcel that has not previously complied with this requirement must provide a Water Supply Assessment that contains the information that would be required if a water supply assessment were prepared pursuant to Water Code section 10910. In order to approve the tentative map or building permit for which the assessment was prepared the County must (a) find that by the time the first grading or building permit is issued in connection with the approval, the water supply from existing water supply facilities will be adequate to meet the highest projected demand associated with the approval on the lands in question; and (b) require that before the first grading permit or building permit is issued in connection with the approval, the applicant will have received a sufficient water meters or a comparable supply guarantee to provide adequate water supply to meet the projected demand associated with the entire approval. A water supply is adequate if the total entitled water supplies available during normal, single, dry, and multiple dry years within a 20-year projection will meet the highest projected demand associated with the approval, in addition to existing and 20-year projected future uses within the area served by the water supplier, including but not limited to, fire protection, agricultural, and industrial uses, 95% of the time, with cutbacks calculated not to exceed 20% in the remaining 5% of the time.

Policy 5.2.1.10: The County shall support water conservation and recycling programs and projects that can reduce future water demand consistent with the policies of this General Plan. The County will develop and implement a water use efficiency program for existing and new residential, commercial/industrial, and agricultural uses. The County will also work with each of the county's water purveyors to develop a list of the type of uses that must utilize reclaimed water if feasible. The feasibility of using reclaimed water will be defined with specific criteria developed with public input and with the assistance of the EID, and will be coordinated with their ongoing reclaimed water (also referred to as recycled water) planning and implementation

process. The County shall encourage all water purveyors to implement the water conservation-related Best Management Practices already implemented by EID and in compliance with the related criteria established by USBR.

Policy 5.2.1.11: The County shall direct new development to areas where public water service already exists. In Community Regions, all new development shall connect to a public water system. In Rural Centers, all new development shall connect either to a public water system or to an approved private water system.

Policy 5.2.1.12: The County shall work with the EID to support the continued and expanded use of recycled water, including wet-season use and storage, in new subdivisions served by the Deer Creek and El Dorado Hills Wastewater Treatment Plants. To avoid the construction impacts of installing recycled water facilities, the County shall encourage the construction of distribution lines at the same time as other utilities are installed. Facilities to consider are recycled water lines for residential landscaping, parks, schools, and other irrigation needs, and if feasible, wet-irrigation-season storage facilities.

Policy 5.2.1.13: The County shall encourage water purveyors to design water supply and infrastructure projects in a manner that avoids or reduces significant environmental effects to the maximum extent feasible in light of the water supply objectives of a given project.

Policy 5.2.1.14: The County, in cooperation with the Water Agency and water purveyors, shall collect and make available information on water supply and demand.

Policy 5.2.1.15: The County shall support the efforts of the County Water Agency and public water providers to retain existing and acquire new surface water supplies for planned growth and existing and planned agricultural uses within El Dorado County. New surface water supplies may include wastewater that has been reclaimed consistent with state and federal law.

Objective 5.2.2: Community Water Systems Within Rural Centers. Within Rural Centers, allow for development based upon private or community water systems.

Policy 5.2.2.1: Community water systems and/or package water treatment plants may be considered an acceptable alternative to public water service within Rural Centers.

Objective 5.2.3: Groundwater Systems. Demonstrate that water supply is available for proposed groundwater dependent development and protect against degradation of well water supplies for existing residents.

Policy 5.2.3.1: The County Well Ordinance and/or other County requirements regulate the installation of new private wells.

Policy 5.2.3.2: New private wells shall be tested pursuant to the County Well Ordinance and/or other County requirements to ensure a safe and reliable water supply.

Policy 5.2.3.3: The County shall develop and maintain a map and database of private well water production and other appropriate information.

Policy 5.2.3.4: All applications for divisions of land and other discretionary or ministerial land uses which rely on groundwater for domestic use, or any other type of use, shall demonstrate that groundwater is adequate as part of the review and approval process. The County shall not approve any discretionary or ministerial projects unless the County finds, based on evidence provided by the applicant, or other evidence that may be provided, that the groundwater supply for the project in question is adequate to meet the highest demand associated with the approval in question.

Policy 5.2.3.5: The average residential density shall not be greater than one dwelling unit per five acres in proposed groundwater dependent developments except in areas known to have groundwater supply limitations. In those areas, a minimum parcel size of ten acres or larger may be required if it is demonstrated such larger parcels are necessary to limit the impact on groundwater supply in the area.

Policy 5.2.3.6: The County shall assess and analyze the well data gained since the permit process started in 1990. Such data should be used to identify areas of likely groundwater supply limitations. At the completion of this analysis period, the County should determine if the General Plan uses within the areas of water supply limitation are compatible with identifiable supply limitations and modify the General Plan uses, if necessary.

Policy 5.2.3.7: The Environmental Management Department shall compile and make available information regarding typical water demands associated with rural residential development that is dependent upon groundwater. The information shall be posted on the Department's Internet website and available in hard copy format at the Development Services Public Counter.

El Dorado County Policy 800-02 – Water Supplies

Pursuant to County Policy 800-02 adopted October 8, 2003, no building permit shall be issued for the construction of a building having plumbing facilities therein, or the placing of a mobile home, until proof of an adequate water supply is provided by the applicant to the Division of Environmental Health. Water supplies would be approved by the County if a public water supply is available, springs with sufficient water supply, or if there is a groundwater well that is capable of providing to each connection a minimum of five gallons per minute.

Environmental Setting

The El Dorado County General Plan concentrates most future development potential in its Community Regions, Rural Centers, Meyers Community, and Specific Plan Areas. These areas are served by six water districts: EID, GDPUD, Grizzly Flats Community Services District (GFCSD), Kirkwood Meadows, South Tahoe Public Utility District (South Tahoe PUD), and Tahoe City Public Utility District (Tahoe City PUD). Of these districts, the last three service areas are either subject to the development restrictions of the Tahoe Regional Planning Agency or, in the case of Kirkwood Meadows, serve an area that is largely outside of El Dorado County. Accordingly, this discussion focuses on the first three districts in the list above.

El Dorado County Water Agency

The El Dorado County Water Agency (EDCWA) is a long-term water planning organization that leads, assists, and participates in projects such as securing water rights for El Dorado County and promoting water conservation. Although it works in concert with the county water districts, EDCWA does not supply water to individual users, nor does it maintain water storage or transmission facilities. It is not a water supply purveyor like EID, GDPUD, and GFCSD, nor does it exert any regulatory power over the water supply agencies.

EDCWA adopted its *Water Resources Development and Management Plan* (WRDMP) in 2007 in response to the adoption of the 2004 County General Plan. The express goal of the WRDMP "is to coordinate water planning activities within the West Slope and to provide a blueprint for actions and facilities that could be needed to meet those projected future water needs." (El Dorado County Water Agency 2014) The 2007 WRDMP examined the adequacy of existing and future public water supplies to meet projected future demand, based on the land use densities reflected in the 2004 General Plan. In late 2014, the EDCWA adopted an update to the WRDMP.

The 2014 *West Slope Update* of EDCWA's *Water Resources Development and Management Plan* (2014 Update) reflects EDCWA's long-term view of water supply and demand in El Dorado County in light of the Agency's revised assumptions regarding land use, future water supply availability, and drought conditions. It forecasts that, although water supply will meet demand in EID's service area

to 2035, after 2035 EID will face substantial supply shortages. As discussed in Impact WS-1: Create a need for new or expanded entitlements or resources for sufficient water supply, the 2014 Update employs different planning assumptions than does the west county's major water purveyor, the El Dorado Irrigation District.

Much of El Dorado County is without public water service, including portions of larger communities such as Pollock Pines and Camino. Those areas rely on private wells that tap the underlying groundwater aquifers. Groundwater aquifers in western El Dorado County are located in fractured rock and vary in depth and capacity. Groundwater supply and reliability similarly varies by location. The limited availability of public water and limited reliability of groundwater tends to limit more dense residential and other development to those portions of the county that have potable water service.

As noted above, this *Environmental Setting* section primarily focuses on EID, BDPUD, and GFCSD; it describes their service areas, water supplies, infrastructure, and conservation measures. Important to note is that the discussion of these districts focuses on surface water supply because they do not rely on groundwater. The county's groundwater resources are discussed separately below.

El Dorado Irrigation District

EID is largest of the districts serving western El Dorado County. EID adopted its UWMP in 2011 and its integrated water resources master plan (IWRMP) in 2013. The IWRMP is not required by state law; it was adopted in conjunction with EID's separate wastewater facilities master plan (WWFMP) to provide a comprehensive road map for the development of future infrastructure and the maintenance of existing water, wastewater, and recycled water facilities to meet EID's projected demand beyond 2030.

Service Area

EID provides water to nearly 110,000 people for municipal, industrial, and irrigation uses, as well as wastewater treatment and recycled water services. Its UWMP describes the EID service area as follows.

The District contiguous service area encompasses approximately 220 square miles on the western slope of the Sierra Nevada Mountains in El Dorado County. The service area is bounded by Sacramento County to the west and the Pollock Pines/Sly Park area to the east and ranges from 500 to more than 4,000 feet in elevation. The area north of Coloma and Lotus establishes the northernmost part of the service area, while the communities of Pleasant Valley and South Shingle Springs establish the southern boundary. The City of Placerville, located in the central part of the District, receives water from the District as a wholesale customer. The District also operates two satellite water systems in the Strawberry and Outingdale communities (El Dorado Irrigation District 2011).

EID's service area also includes a portion of the Folsom Specific Plan Area south of U.S. Highway 50. EID's planning documents take that service into account as part of future demand projections.

EID's service area is divided into three water supply areas: the El Dorado Hills Region (including El Dorado Hills and Cameron Park), Western Region (including Shingle Springs and Diamond Springs), and Eastern Region (including Placerville and Pollock Pines). EID's existing sources of municipal water include both surface and recycled water. Raw water is delivered to the system from three principle points of diversion.

- Sly Park Dam (Jenkinson Lake).

- The El Dorado Hydroelectric Federal Energy Regulatory Commission (FERC) Project 184 (Project 184) at Forebay Reservoir (which is supplied by lakes on the Sierra crest).
- Folsom Reservoir via a United States Bureau of Reclamation (USBR) water contract, a Warren Act Contract for rediverted District ditch and Weber Reservoir water supplies, and State water right permit 21112.

There are also two satellite diversions: potable water deliveries to Outingdale from the Middle Fork of the Cosumnes River, and potable water deliveries to Strawberry from the South Fork American River. EID also diverts raw water into the Crawford Ditch from the North Fork of the Cosumnes River to serve canal irrigation customers. Aside from the USBR water contract, EID does not currently purchase water from any wholesale supplier.

In the future, EID plans to purchase 7,500 acre-feet per year (AFY) of water wholesale from EDCWA through a USBR contract under Public Law 101-514 (i.e., “Fazio” water). This water would otherwise be destined for Folsom Lake. EID is also pursuing through the El Dorado Water and Power Authority (EDWPA) water rights for another 30,000 AFY (EDWPA supplemental water rights project) This supply would be available to EID beginning in 2025. By 2025, EID would thereby increase its current supply by 37,500 AFY in normal years; this would be reduced to an increase of 10,625 AFY in dry years (El Dorado Irrigation District 2013a).

In Section 5.3.1, Concept 1A, the IWRMP describes the Fazio water as follows.

EDCWA is pursuing a water supply service contract with the USBR. Public Law 101-514 transferred unallocated CVP supply to local water purveyors, allocating 15,000 AFY to El Dorado County. Under this new contract, up to 15,000 AFY of CVP¹ water could be made available for diversion from Folsom Reservoir, or from an exchange on the American River, upstream from Folsom Reservoir, between Georgetown Divide Public Utility District (GDPUD) and Placer County Water Agency. EDCWA could make this new CVP water available to the District and GDPUD for use within their respective service areas. Public Law 101-514 does not specify how much of the 15,000 AFY could be allocated to each District; however it has been tentatively assumed that the new CVP allocation could be split equally between the District and GDPUD. For the District, water could be diverted at the Folsom Reservoir intake and delivered to the El Dorado Hills and Cameron Park service areas. Although no formal distribution has been made, for planning purposes it has been assumed that a 50/50 distribution will occur (i.e. the District could receive a contract for 7,500 of the 15,000 AFY). This 7,500 AFY allocation would be subject to the USBR Shortage Policy (El Dorado Irrigation District 2013a).

Section 5.3.1, Concept 1B, of the IWRMP describes the EDWPA supplemental water rights project, as follows.

The El Dorado Water and Power Authority (EDWPA) applied for supplemental water supply on behalf of the District, El Dorado County, EDCWA, and GDPUD, and has secured diversion and storage rights in the SMUD UARP² facilities. These rights are described in the El Dorado-SMUD Cooperation Agreement. The Agreement enables the El Dorado Parties to avoid the costs of permitting issues associated with the construction of new water diversion and storage facilities by securing use of existing facilities.

As long as the El Dorado Parties secure the legal right to divert water, the Agreement requires SMUD to make deliveries to the El Dorado Parties from the UARP, including deliveries to and from carryover storage, of up to 30,000 AFY and 40,000 AFY after year 2025. This includes the right to

¹ CVP is the acronym for the Central Valley Project.

² UARP is the acronym for the Upper American River Project.

carry-over as much as 15,000 ac-ft for drought and other emergencies (El Dorado Irrigation District 2013a).

Water available through the EDWPA supplemental water rights project would be taken from the UARP in a manner consistent with the Federal Energy Regulatory Commission (FERC) licensing requirements for the UARP. The UARP is operated as a hydroelectric project, so the supplemental water would be from a combination of the following sources:

- water that does not originate from storage, and is used for FERC licensing flow requirements below Slab Creek Reservoir;
- water that does not originate from storage, and is directly diverted for power production in UARP facilities and to meet EDWPA water delivery requirements;
- water released from Loon Lake, Ice House, and Union Valley Reservoirs for power production, instream flows, or to meet EDWPA delivery requirements. (El Dorado Irrigation District 2013a)

Infrastructure

EID treats raw water for domestic use at the following water treatment plants (WTPs). The El Dorado Hills WTP, with a rated capacity of 26 million gallons per day (MGD), serves the El Dorado Hills Region. The Reservoir 1 WTP, with a rated capacity of 26 MGD, serves the Western Region. The Reservoir A WTP, with a rated capacity of 64 MGD, serves the Eastern Region.

EID also produces recycled water at two of its wastewater treatment plants (WWTPs). Recycled water produced at the El Dorado Hills and Deer Creek WWTPs is available for use in the El Dorado Hills and Cameron Park areas. The two plants are connected, allowing recycled water to be transferred as needed between the two distribution systems for these areas. Uses for recycled water under EID regulations include commercial landscape irrigation, golf course and road median irrigation, residential or multi-family dual-plumbed landscape irrigation, construction water, industrial process water, and recreational lakes and ponds (El Dorado Irrigation District 2011). Annual recycled water production is dependent upon the total wastewater flow to the WWTPs, operational losses, and a minimum discharge of 1 MGD of treated effluent to Deer Creek mandated by the State Water Resources Control Board for habitat maintenance. Between 2008 and 2012, total recycled water production from the two plants averaged approximately 2,615 AFY. Demand for recycled water cannot be fully met by the WWTPs, so supplies are supplemented with potable water. The amount of supplemental potable water needed has ranged from 1.5 to 3 MGD between 2008 and 2013. A new recycled water storage facility would be needed to meet demand solely with recycled water (El Dorado Irrigation District 2013b).

EID expects demand for recycled water to increase over time. EID will likewise expand facilities to increase the available supply of recycled water. EID estimates that by 2035, recycled water production will be approximately 5,600 AFY (El Dorado Irrigation District 2013b).

EID currently does not use groundwater as a supply source. The UWMP notes that this is because groundwater aquifers in the service area occur in fractured hard rock and are unreliable. The District owns two wells in the Swansboro community north of the South Fork American River, but these are physically separate from and do not supply the rest of the system. The UWMP reports that EID is not currently engaged in any water supply transfers outside the district but has water supplies suitable for short-term transfers and an interest in actively pursuing such transfers in the future (El Dorado Irrigation District 2011).

Water Supply

EID's 2013 *Water Resources and Service Reliability Report*³ describes the current water supply availability within EID's service area. To determine the amount of water that will be available in the coming year for new meter sales, EID uses the "firm yield" of the water supply sources minus the total potential demand for all uses. Firm yield is defined as "the annual demand that the integrated supply system can theoretically meet 95% of the time while incurring shortages of no more than 20% annually in the remaining 5% of the time" (El Dorado Irrigation District 2013b).

The water resources and service reliability report divides EID's service area into two parts for purposes of reporting: the El Dorado Hills supply area and the Western/Eastern supply area. The El Dorado Hills supply area includes the community of the same name. The Western/Eastern area includes the communities of Bass Lake, Cameron Park, Shingle Springs, Logtown, El Dorado and Diamond Springs, Pleasant Valley, Sly Park, Pollock Pines, Camino, Placerville, and Lotus/Coloma. The available supply in the El Dorado Hills supply area is currently restricted by the capacity of the El Dorado Hills WTP and conveyance facilities. The Western/Eastern supply area is not restricted, because the WTPs serving the Western/Eastern area have sufficient capacity to meet demand.

The report uses "water meter availability" as a convenient way of describing how much water is available in these two key service areas. Water meter availability is the difference between the available water supply and the total potential demand for each respective area. Available water supply is that portion of the firm yield that can be delivered to the service area, based on existing infrastructure. The estimate of total potential demand is based on averaged water use from existing meters, meters purchased but not yet installed, and latent uses. It does not include projections of future demand. Meter availability can be viewed as the number of new homes and service connections that could be installed given existing deliverable supply.

EID's 2013 water resources and service reliability report estimates that its system has a firm yield of about 63,500 AF. The available unallocated water supply as of that time was about 3,609 AF within the El Dorado Hills supply area and 1,045 AF within the Western/Eastern supply area. This translates to being able to ultimately serve the equivalent of about 4,687 new dwelling units in El Dorado Hills and 1,935 new dwelling units in the Western/Eastern area with existing supplies (El Dorado Irrigation District 2013b).

Conservation Measures

EID has adopted demand management measures that conserve water during both normal and dry years. These include measures such as water audits for residential customers, high-efficiency clothes washer rebates, and an Irrigation Management Service that provides irrigation scheduling for commercial agriculture customers. Under its 2008 *Drought Preparedness Plan* and the 2014 Update to its 2012 *Drought Action Plan*, EID has established a four-stage water conservation program for additional savings during water supply shortages. The drought preparedness plan is not invoked when there is a single dry year. Stage 1 is typically declared in the second dry year and sets a voluntary 15% conservation goal. Stage 2 is typically declared in the third dry year and implements water use reduction measures to decrease normal demand by up to 30% through voluntary and mandatory measures. Drought Stage 3 establishes mandatory measures to reduce EID-wide water demand by up to 50%. Stage 4 imposes a mandatory conservation requirement of greater than 50%

³ EID updates this report yearly to ensure that water meter sales do not exceed water supply and infrastructure capacity.

through mandatory measures such as water rationing (Brown and Caldwell 2008; El Dorado Irrigation District 2014). The Drought Action Plan describes the actions EID will take during each respective stage, including convening a Drought Response Team to coordinate the responses of EID's various departments, reaching out to the community with information about water conservation, undertaking changes in operations to conserve water supplies, and determining when to increase or reduce the stage. The Drought Action Plan process is summarized in Table 3.10-1.

At this writing, EID has imposed Stage 2 conservation measures in response to California's current drought.

Table 3.10-1. Drought Stages Summary

Water Supply Conditions	Drought Stage	Stage Title	Stage Objective	Response Actions
Normal water supply	None	Normal Conditions	Public awareness of water efficiency practices and prohibition of water waste	Public outreach and education for ongoing water efficiency practices and the prohibition of water waste
Slightly restricted water supplies Up to 15% supply reduction	Stage 1 Introductory stage with voluntary reductions in use	Water Alert	Initiate public awareness of predicted water shortage and encourage conservation	Encourage voluntary conservation measures to achieve up to a 15% demand reduction
Moderately restricted water supplies Up to 30% supply reduction	Stage 2 Voluntary and mandatory reductions in water use	Water Warning	Increase public awareness of worsening water shortage conditions	Voluntary conservation measures are continued, with the addition of some mandatory measures to achieve up to a 30% demand reduction
Severely restricted water supplies Up to 50% supply reduction	Stage 3 Mandatory reductions in water use	Water Crisis	Enforce mandatory measures and/or implement water rationing to decrease demands	Enforce mandatory measures to achieve up to a 50% demand reduction
Extremely restricted water supplies Greater than 50% supply reduction	Stage 4 Water rationing for health and safety purposes	Water Emergency	Enforce extensive restrictions on water use and implement water rationing to decrease demands	Enforce mandatory measures to achieve greater than 50% demand reduction

Source: El Dorado Irrigation District 2014

Georgetown Divide Public Utility District

Service Area

The GDPUD's service area covers 112 square miles, with approximately 47 square miles currently having some form of water service available. The GDPUD presently serves nearly 4,000 customers. It provides domestic water service to the unincorporated communities of Georgetown, Buckeye,

Garden Valley, Kelsey, Spanish Dry Diggins, Greenwood, Cool, and Pilot Hill. Portions of these same communities also receive untreated water for irrigation purposes through separate facilities (Georgetown Divide Public Utility District 2011).

Infrastructure

The Stumpy Meadows Project, which includes Stumpy Meadows Reservoir, diversion structures, and a conveyance system to the GDPUD service area, is the district's primary source of water. The UWMP, which was adopted by GDPUD in 2011, reports that Stumpy Meadows Reservoir is the only existing and planned water source for the GDPUD. The UWMP explains that "local ground water resources are not of adequate quality or quantity to be a viable augmenting resource." The UWMP also notes that transferring water from other purveyors into the GDPUD service area is impractical because the district is geographically separated from its neighboring water purveyors and it has no existing intertie facilities with those agencies to either exchange raw water or transfer treated water.

Water Supply

Total water use within the GDPUD in 2010 was approximately 1,699 AFY. The available water supply (firm yield) is 12,200 AF. The GDPUD defines firm yield as "a deficiency of 10 percent for treated water and 50 percent for untreated water in critically dry years." This includes operational losses and water requirements (Georgetown Divide PUD 2011).

Conservation Measures

The GDPUD has put in place 11 discrete demand management measures that will conserve water during normal and dry years. These include measures such as water audits for residential customers, residential plumbing retrofits, and conservation pricing. The GDPUD has a four-stage water conservation program for additional savings during times of water supply shortages. Stage 1 is voluntary, with a 15% conservation goal. Through each stage, more requirements are imposed and become mandatory; at Stage 4, a mandatory conservation requirement of 36 to 50% is imposed. At this writing, GDPUD has imposed Stage 2 conservation measures in response to California's current drought.

Grizzly Flats Community Services District

Service Area, Infrastructure, and Water Supply

GFCSD serves approximately 611 residential customers in the small community of Grizzly Flats in the southern portion of the county (Grizzly Flats Community Services District 2010). It is a small community water system and no UWMP has been prepared or is required to be prepared by the CSD. Water is supplied by two local creeks, North Canyon and Big Canyon, through a water system constructed in the mid 1960's through the mid 1970's (Grizzly Flats Community Services District 2013a). These creeks are diverted and the water is transported roughly two miles via pipeline to the CSD's recently renovated storage reservoir prior to treatment and distribution. Recent renovations to the reservoir, including compacting and installation of a liner, have reduced water loss and increased storage capacity by approximately 36 AFY (Grizzly Flats Community Services District 2013b). However, the system's reliance on two surface water sources that drain relatively small watersheds and a single reservoir with limited hold-over capacity makes it extremely vulnerable to low flows in the two creeks.

Conservation Measures

Ordinance 11-1 establishes the district's water conservation measures and water shortage response regulations. The ordinance authorizes the General Manager or Board of Directors to call a Water Shortage Emergency when the supply of water is deemed low or if facility malfunctions require the additional conservation of water beyond the district's normal required daily conservation procedures. At this writing, GFCSD has asked all residential water users to reduce their use by 20 percent in response to California's current drought.

Groundwater Supply

The preceding discussions focus on surface water supplies. The 2004 General Plan EIR discusses the groundwater setting within El Dorado County in Chapter 5.5. In summary, the majority of all water produced in El Dorado County wells comes from underground zones of hard crystalline or metamorphic rock within which there are fractures that provide natural storage for groundwater (El Dorado County Environmental Management Department 2004). The fractures do not form a connected system and vary in size and character. Therefore, with the exception of a small basin at South Lake Tahoe, there is no groundwater basin in El Dorado County. Consequently, groundwater resources can vary by location and reliability depending upon the underlying geology of that site. The discussion of groundwater supplies in Chapter 5.5 of the 2004 General Plan EIR is hereby incorporated by reference.

Despite the lack of groundwater basin, groundwater is used extensively for water supply in El Dorado County. Development on lands not served by existing water districts (e.g., EID, GDPUD, GFCSD) typically will rely on private domestic groundwater wells or small, local water systems that rely on springs and wells (EDAW 2003). According to the 1990 Census data, there are more than 11,650 domestic wells in El Dorado County serving approximately 32,000 persons (SWRCB 2005).

Historical data on groundwater levels is quite limited. The water levels in water wells within the county are not routinely tested, are not reported to the County, and there is no comprehensive database on groundwater levels. However, the California Department of Water Resources (DWR) periodically tests groundwater wells for pollution or contaminants. One of the outputs of this testing includes depth to groundwater. The Center for Economic Development (CED) at Chico State University compiled well depth data in the County with consistent measurements between 1999 and 2010, and corrected for wells not measured in any particular year. Average groundwater depths from 1999 to 2010 are shown in Table 3.10-2 below. Overall, El Dorado County experienced little groundwater change during this 10-year period. Depths fluctuated between 22 and 30 feet deep, with an increasing long-term trend. Between 1999 and 2010, water table depths increased an average of 3.2 percent per year with a net change of approximately 8 feet (California State University, Chico 2011).

Table 3.10-2. Average Water Table Depths in El Dorado County (1999–2010)

Year	Average Depth to Groundwater (feet)
1999	26.39
2000	29.40
2001	33.71
2002	32.48
2003	31.36
2004	31.80
2005	30.58
2006	28.25
2007	30.89
2008	32.30
2009	31.20

Source: California State University, Chico 2011.

Despite relatively mild fluctuations in groundwater well depths between 1999 and 2010, data between 2010 and 2014 indicate that fluctuations can be greater. A recent Public Update by DWR states that the greatest concentration of recently deepened wells is in the fractured bedrock foothill areas of Nevada, Placer, and El Dorado counties (DWR 2014). Between years 2010 and 2014, El Dorado County has deepened 41 domestic wells in fractured bedrock (DWR 2014) compared to much fewer cases (ranging from 1 to 17) in most other counties. Findings of this analysis support a conclusion that water wells in areas of fractured bedrock are more vulnerable to water shortages than wells in groundwater basins during times of drought (DWR 2014). In addition, fracture width generally decreases with depth (SWRCB 2005), indicating even more limited supplies than porous or alluvial aquifer systems at greater depths due to diminished recharge, movement and storage capacity (EDAW 2003). As such, long-term reliability of groundwater cannot be estimated with the same level of confidence as a porous or alluvial aquifer (EDAW 2003).

In addition to water levels, water quality can affect groundwater supplies. During 2003 and 2004, and as part of a small pilot study in 2001, a Voluntary Domestic Well Assessment Project sampled 398 private domestic wells in El Dorado County. Of the domestic wells sampled, approximately 30 percent (119 wells; some wells detected multiple chemicals) would not pass state primary drinking water standards for public water systems. This statistic demonstrates that private domestic wells are vulnerable to contamination that may affect public health. The most common reasons for primary MCL exceedance were positive detection of coliform (total coliform present in 111 domestic wells and fecal coliform present in 14 domestic wells), followed by arsenic (15 domestic wells) and nitrate (7 domestic wells) (SWRCB 2005). According to the 2004 General Plan EIR, major sources of potential groundwater pollution include septic tanks or septic leach fields, underground fuel tanks, spillage of hazardous materials or commercial waste, and infiltration of agricultural byproducts, including fertilizer and livestock waste (EDAW 2003).

Persistent drought and climate change will continue to impact the reliability of County groundwater supplies. The combination of rising temperatures, a smaller snowpack, and more frequent and potentially longer droughts could reduce the availability of both surface and groundwater supplies, as more water runs off or evaporates and less infiltrates into the ground. Reduced infiltration could

reduce the reliability of groundwater wells drilled in fractured rock (El Dorado County Water Agency 2014).

3.10.2 Environmental Impacts

This FEIR examines the potential effects on water supply of development. The basic question is whether the projected future level of demand under the project can be met by future water supplies. The baseline for this analysis is existing conditions at the time of release of the notice of preparation in 2012.

For the reader's information, the 2004 General Plan EIR concluded that the General Plan would have a significant and unavoidable impact on water supply, with total water demand from planned development under the General Plan exceeding projected total water supply by 2025. Note that, as discussed in Section 3.8, *Population and Housing*, the 2004 General Plan's assumptions for future growth in the west slope of the county are essentially the same as those of the TGPA and ZOU, with the exceptions noted below. The present FEIR examines the potential impact in light of the updated UWMPs of EID and GDPUD, progress on securing additional long-term water supplies for EID, and renovations to the GFCSD's storage system.

Impact Mechanisms

This FEIR relies upon the water planning documents described in Section 3.10.1 as the primary source of information on existing and projected supply and demand, including sources of additional water that will be needed to meet future demand. The following impact analysis is based on future water supply and demand projections as available from the water districts. For example, EID has projections for 2035, and that information is also used below.

The analysis takes into consideration the adopted General Plan policies, described above, that reduce the impact of new development on the water supply.

The project's key differences from the current General Plan that concern water use are as follows.

- Splitting the existing Camino–Pollock Pines Community Region into three Rural Centers.
- Expanding the agricultural district boundaries.
- Increasing maximum residential density for mixed-use and multi-family projects.
- Amending the Public Services and Utilities Element.
- New land uses that may be allowed pursuant to the ZOU that are not currently provided for in the current Zoning Ordinance.

Each of these changes as they potentially relate to water use is described below.

Thresholds of Significance

In accordance with Appendix G of the State CEQA Guidelines and the County's own concern, the proposed project would be considered to have a significant effect on water supply if it would result the condition listed below.

- Create a need for new or expanded entitlements or resources for sufficient water supply.

- Substantially deplete groundwater supplies or interfere substantially with groundwater recharge, resulting in a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level that would not support existing land uses or planned uses for which permits have been granted).

Impacts and Mitigation Measures

Impact WS-1: Create a need for new or expanded entitlements or resources for sufficient water supply (significant and unavoidable)

Review of Impact Mechanisms

The following analyses examine the key impact mechanisms to determine the extent to which they would result in land use changes that would substantially increase water demand. The county's water districts have based their supply projections on the General Plan's provisions for future growth. One indicator of an impact on water supply would be if the project would introduce new policies that would substantially increase the amount of future growth.

Camino/Pollock Pines Community Region Division

Compared to the existing General Plan, this amendment would reduce the overall intensity of allowable future development within the Camino-Pollock Pines Community Region and split the area into three Rural Centers: Camino, Cedar Grove, and Pollock Pines. The allowable land uses would remain the same and no change is proposed to existing land uses.

In these Rural Centers, development would be allowed to rely on private water systems; in a Community Region, however, development must rely on public water systems. As such, the intensity of allowable development would be expected to be lower in a Rural Center than a Community Region. However, with respect to changes in water supply, this is a distinction without a difference; regardless of whether the water supplier is public or private, there must be an available water supply for development to be approved.

Agriculture District Boundary Expansion

This proposed amendment would expand Agricultural District boundaries in the Garden Valley-Georgetown, Coloma, Camino-Fruitridge, Gold Hill, Oak Hill, Pleasant Valley, and Fair Play-Somerset areas to encompass additional parcels that qualify for inclusion pursuant to General Plan Policy 8.1.1.2. This change would identify additional lands as agricultural in nature for planning purposes, including land that is already in agricultural use. Expansion of the Agricultural District boundaries does not alter the existing land uses, nor does it require any land that is not currently in agricultural use to be put to that use. In addition, a number of parcels now identified as being within Agricultural Districts would be removed from those districts, based on the Policy 8.1.1.2 criteria.

Should landowners choose to initiate or expand agricultural activities as a result of the expansion of the Agricultural District boundaries, a potential increase the demand for irrigation water could result. Irrigation water can be supplied by wells, where groundwater is available; irrigation water can also be supplied by surface water from water districts (in areas within water district boundaries and under contract for delivery). The landowner's decision to obtain surface water from one of the districts would be based on the proximity of available raw water transmission facilities and the cost of water relative to the productivity of the land (which in turn depends on the expected return from

the commodity being grown or livestock being raised). The expansion of Agricultural District boundaries would not alter the landowner's decision-making process and thus would not result in a change in water use. In any case, a number of unknown variables related to an expansion of agricultural use exist; determining whether these variables would result in an increase in water demand makes would be speculative.

Mixed Use and Multi-Family Density Increases

Changes related to mixed use and multi-family density increases appear below.

Policy 2.1.1.3: Commercial/Mixed Use (in Community Regions). Increase the maximum density for the residential portion of mixed use projects in Community Regions from 16 dwelling units per acre to 20 dwelling units per acre to be consistent with 2009 amendments to State planning law (Government Code Section 65583.2(c)(B)(3)). The maximum residential density of 20 dwelling units per acre may only be achieved where adequate infrastructure, such as water, sewer and roadway are available or can be provided concurrent with development.

Policy 2.1.2.5: Commercial/Mixed Use (in Rural Centers). Increase the maximum density for the residential portion of mixed use projects in Rural Centers from 4 dwelling units per acre to 10 dwelling units per acre. The maximum residential density of 20 dwelling units per acre may only be achieved where adequate infrastructure, such as water, sewer and roadway are available or can be provided concurrent with development (i.e., in Community Regions, not within Rural Centers or Rural Regions).

Policy 2.2.1.2: Multi-Family Density. The proposal originally included amending the maximum density allowed in the multi-family residential (MFR) designation from 24 units per acre to 30 units per acre to comply with California Government Code 65583.2(c)(iv) and (e). Amend the multi-family land use to encourage a full range of housing types, including small lot single family detached design, without a requirement for a planned development. The Zoning Ordinance is proposed to be amended similarly. The proposal to increase the MFR density to 30 units per acre was based on the belief that this was necessary in order for the housing element to accommodate the county's fair share of the regional housing need. After adoption of the housing element in late October 2013 and its ratification by the California Department of Housing and Community Development later that year, that density is not needed. Therefore, the increase in density to 30 units per acre will not be pursued.

The relatively limited number of parcels that are available for mixed use development, their small size, and lack of sewer service limit the practical effect of this higher density potential on the projected number of residences. In the past 10 years, for example, the County has considered only 2 or 3 applications for mixed use permits, totaling about 15 dwelling units. The only area projected to see a substantial net increase in dwelling units as a result of the mixed use development is the El Dorado–Diamond Springs Community Region. It is projected to have a net increase in 257 dwellings over the next 20 years as a result of mixed use developments.

Although the maximum density in the multi-family designation and zone is proposed for increase, past trends indicate that this is unlikely to result in a substantial net increase in the number of multi-family dwellings that will be built in the future. Between 2003 and 2013, the average density of multi-family residential projects approved on small parcels (smaller than 2 acres in size) was approximately 10 dwelling units per acre.⁴ During that period, the average density per project on large parcels (larger than 2 acres in size) was 11.5–14 dwelling units per acre (El Dorado County 2013).

⁴ The high end of this average was a project on a site of just under one acre in area that had a density of 19.56 dwelling units per acre; the low end of the average was 6 dwelling units per acre.

Public Services and Utilities Element Amendments

Proposed changes to the Public Services and Utilities Element are shown below.

Policy 5.2.1.3: All medium-density residential, high-density residential, multifamily residential, commercial, industrial and research and development projects ~~shall~~may be required to connect to public water systems if reasonably available when located within Community Regions and to either a public water system or to an approved private water systems in Rural Centers.

Policy 5.3.1.1: High-density and multifamily residential, commercial, and industrial projects ~~shall~~may be required to connect to public wastewater collection facilities if reasonably available as a condition of approval. ~~except in Rural Centers and areas designated as Platted Lands (PL). In the Community Region of Camino-Pollock Pines, the long term development of public sewer service shall be encouraged; however, development projects will not be required to connect to wastewater collection facilities where such connection is infeasible, based on the scale of the project.~~

The proposed revision to Policy 5.2.1.3 recognizes that public water systems are not available in all Community Regions. Policy 5.2.3.5, which is not proposed for revision, limits the allowable density of projects that are reliant on groundwater. Because groundwater is not a reliable source of water in areas that are not served by a public water system, and because Policy 5.2.3.5 limits allowable density, the revision would have minimal to no effect on development potential.

Policy 5.3.1.1 is concerned with wastewater collection and disposals systems. The proposed revision would not have an effect on water demand. Onsite wastewater disposal systems are subject to the requirements of the Building Code. The land area required of septic systems (and the required space for full replacement area) under that code limits the effect of the proposed revision such that it would not result in a practical change to development density or intensity.

New land uses under the ZOU

There are a number of land uses that are included in the ZOU that are not found in the current Zoning Ordinance. As more fully described in Sections 3.1, *Aesthetics*, 3.2, *Agricultural Resources*, and 3.6, *Land Use and Planning*, they include uses such as Industrial, General, Public Utility Service Facilities, Intensive, and Ski Area that can have large water demands. However, because there is no means of knowing how many, if any, of these uses might be built, where they might be built, their actual activities and related water demands, and what, if any, water conservation measures may be employed, the impact of these prospective use categories on water supplies cannot be reasonably ascertained without engaging in pure speculation. For that reason, they will not be analyzed further.

These uses would be allowed only upon prior approval of a discretionary permit after a public hearing. Permit applications will be subject to their own site-specific and project-specific CEQA analyses, based on project-specific information that is not available now at the program level. Potential water demand and available supply would be considered at that time and feasible mitigation measures necessary to avoid the impacts of the proposed use would be made conditions of approval. The County is not required to approve discretionary permits and, alternatively, could choose to deny such permits on the basis of inadequate water supply.

Proposed Landscaping and Irrigation Standards

The proposed Landscaping and Irrigation Standards are based on the Model Water Efficient Landscape Ordinance promulgated by the Department of Water Resources for the express purpose of reducing landscaping water use in California (Department of Water Resources 2010). The

proposed standards would require the use of drought-tolerant plant species and water efficient irrigation and landscaping practices for the following development types:

1. New construction and rehabilitated landscapes requiring a permit with a landscape area equal to or greater than 2,500 square feet for industrial, research and development, commercial, civic, or utility uses, and developer-installed landscaping in single- and multi-unit residential development.
2. New construction landscapes that are homeowner-provided and/or homeowner-hired in single- and multi-unit residential projects, with a total landscape area equal to or greater than 5,000 square feet and only when a building or grading permit is required for said landscaping installation.

Adoption of the proposed Landscaping and Irrigation Standards would reduce the water demand related to landscaping for future development in areas served by the water districts and in areas dependent upon groundwater. The reduction in projected demand in comparison to demand under existing development standards is unknown because it is dependent upon the design of future qualifying development projects and whether they meet the minimum requirements or exceed such requirements. In any case, application of the proposed standards will reduce projected demand somewhat. It is unlikely to be a sufficient reduction to avoid a significant effect on water supply as a result of future development from implementation of the General Plan.

El Dorado Irrigation District

Supply and Demand

With respect to water supply and demand, EID's UWMP and IWRMP describe EID's projections to 2030 and 2035, respectively. The IWRMP, adopted in 2013, contains EID's most current demand projections based on the 2004 General Plan's development potential; reflects EID's accounting of secured and partly secured water supplies; and is being used by EID to identify its future delivery, treatment, and storage system needs. For those reasons, the IWRMP serves as the primary basis for this analysis.

Future demand is based on the 2004 General Plan land use assumptions, using EID's own assumptions for the future rate of growth. The County's most recent study indicates that the growth rate under the General Plan is just over 1%. (BAE Urban Economics 2013) EID uses slightly higher growth rates than does the County for its El Dorado Hills, Western, and Eastern Regions, for three time periods, with those rates increasing in the future. EID has projected supply and demand to the year 2035, based on securing the Fazio water and the EDWPA supplemental water rights project supply (El Dorado Irrigation District 2013b).

EID estimates that the average total available water supply during a year of normal rainfall, based on existing and planned sources, will be about 110,000 AFY in 2035 (this district-wide total includes the Eastern Region that is largely unaffected by the TGPA). In a single dry year (or the first year of multiple dry years), that amount would be expected to drop to about 77,885 AFY. By the third year of multiple dry years, the available supply would further drop to about 72,465 AFY on average (El Dorado Irrigation District 2013c).

EID estimates that, based on whether development follows EID's high- or low-growth scenario, the average total demand will range from 77,315 to 61,262 AFY in 2035 (El Dorado Irrigation District 2013b). EID's high-growth scenario is based on the assumption that the annual growth rate in EID's

Western Region will be 1.65% annually from 2016 to 2020 and 3.29% beyond 2020; in EID's El Dorado Hills Region, the annual growth rate is assumed to be 2.38% from 2016 to 2020 and 4.75% beyond 2020. The IWRMP explains that the low-growth scenario "considers the recent economic downturn and the impact on development in the district's service area. This lower growth scenario starts with the 2012 maximum day demand and was developed with the expectation that growth throughout the service area will be slow for 2 to 3 more years while the economy continues to recover. Then growth will ramp up in the El Dorado Hills Region as already planned and approved developments build out. Following that, the growth rate in the El Dorado Hills Region will decrease as the remaining land may be more difficult to develop (e.g., further away from the urban area and existing infrastructure). Growth in the Western Region is expected to increase in the coming years as new developments are planned, approved and constructed south of the U.S. Highway 50 corridor initially and then throughout the Western Region. Growth in the Eastern Region is expected to remain low throughout the planning period.

EID's high-growth scenario uses annual growth rates that are substantially higher than the County's own forecasts. In 2013, the County commissioned BAE Urban Economics to prepare an updated set of housing and employment growth projections, to assist the County in updating the Travel Demand Model. These projections considered the TGPA, evaluating the changes that may influence the projected growth rates over the next 20–25 years, to develop growth projections for the western slope of El Dorado County for the period between 2010 and 2035. The projected residential annual growth rate of 1.03% was based on trends in historical building permit issuance rates extended to 2035. BAE Urban Economics noted that this rate falls between the California Department of Finance's projected rate of 1.28% and the Sacramento Area Council of Government's projected rate of 0.72%. (BAE Urban Economics 2013) This indicates that EID's high-growth scenario may over-estimate the county's actual growth potential.

EID's low-growth scenario is more reflective of demand related to the TGPA than its high-growth scenario, and El Dorado County will use the low-growth scenario for purposes of determining the sufficiency of EID's water supply to accommodate future development. Table 3.10-3 has been compiled from the most recent of EID's demand and supply projections (Megerdigian pers. comm.). The demand estimates are from the IWRMP. The supply estimates are from the SB 610 WSAs for the Central El Dorado Hills Specific Plan, Dixon Ranch Development, Lime Rock Valley Specific Plan, and the Village of Marble Valley Specific Plan projects adopted by the EID Board of Directors on August 26, 2013. The demand estimates prepared for the WSAs are specific to these proposed projects and therefore are unsuitable to represent demand under the TGPA.

As shown in Table 3.10-3, EID will have sufficient water supplies within its service area to meet projected demand under multi-year dry hydrologic conditions to 2035 (EID's high-growth demand projections are included in Table 3.10-3 for information only) (El Dorado Irrigation District 2013b, 2013c).

As discussed above, EID has a four-stage drought preparedness plan. The current drought, now in its fourth year, has substantially reduced the water supplies held in EID's reservoirs and may result in reduced levels of snow run-off entering the reservoirs in 2014. On February 4, 2014, the EID Board of Directors declared a Stage 2 Water Supply Warning, voluntary phase, effective immediately. It continued consideration of whether to impose a 15% drought surcharge on all water commodity charges and whether to impose Stage 2 drought actions on a mandatory basis, to its March 10, 2014 meeting. There is no reason to believe at this time that, with EID undertaking its contingency plan,

the drought will change EID’s long-term projections for water supply sufficiency (Megerdagian pers. comm.).

EID’s projected increased water supply avoids the impact identified in the 2004 General Plan EIR. The project’s impact on water supply within EID is less than significant, based on EID’s projections.

Table 3.10-3. El Dorado Irrigation District Projected Water Demand and Supply to 2035

Year	Total Water Demand (AFY) ⁵		Water Supply (AFY)			Recycled Water Supply (AFY)	Total Available Supply (AFY)		
	High Growth Scenario ⁶	Low Growth Scenario ⁷	Normal Year	Single Dry Year	Third Dry Year		Normal Year	Single Dry Year	Third Dry Year
2015	48,863	43,398	74,690	67,285	61,865	2,400	77,090	69,685	64,265
2020	52,092	45,639	74,690	67,285	61,685	2,600	77,290	69,885	64,465
2025	59,465	50,345	104,690	72,285	66,865	3,200	107,890	75,485	70,065
2030	68,375	55,136	104,690	72,285	66,865	4,100	108,790	76,385	70,965
2035	77,315	61,262	104,690	72,285	66,865	5,600	110,290	77,885	72,465

Source: El Dorado Irrigation District 2013b, 2013c.

AFY = acre-feet per year

Impacts of Supply

EID adopted the IWRMP in March 2013 to provide a “roadmap” for the development of future infrastructure and upgrades to existing infrastructure to meet projected future water demands and avoid the supply shortfalls that would occur if no additional facilities were built. The IWRMP also describes EID’s comprehensive program of demand management that will be used to reduce projected levels of future demand (El Dorado Irrigation District 2013b).

The key facilities identified in the IWRMP and recommended for implementation are a new diversion (White Rock Diversion) and associated water treatment plant to be located near Placerville to supply the Western Region (including El Dorado Hills) and a new reservoir on Alder Creek at the upstream end of the system.

The White Rock Diversion would divert 17,000 AFY of water for which EID holds rights under State Water Resources Control Board Permit 21112 from the south fork of the American River at the White Rock Penstock. This would require the Water Board’s approval of moving the point of diversion from Folsom Lake, where it is currently, to the White Rock Penstock. As discussed earlier, EID is currently pursuing rights to an additional 30,000 AFY from the American River through the Supplemental Water Rights Project. That water would also be diverted at the White Rock Penstock for a total of 47,000 AFY. The raw water would be conveyed through a new pipeline approximately 6.7 miles to a new water treatment plant, then through new transmissions lines to the Western Region. The new water treatment plant would have a maximum capacity of 58 MGD. If Alder Reservoir is constructed, the plant would only be expanded to an ultimate capacity of 44 MGD. The IWRMP suggests that the new water treatment plant with a capacity of 10 MGD would be online by

⁵ 13% of total demand includes system losses through evaporation and leaks. Demand does not include future conservation savings.

⁶ Based on assumptions of annual growth much greater than the County’s projections.

⁷ Based on assumptions of annual growth closer to those used by the County in projecting an annual growth rate of 1.03%.

2025. Any expansion beyond that time would depend on actual growth in demand and adjusted projections in the future (El Dorado Irrigation District 2013b).

The Alder Creek Reservoir is conceptually described as a rock-fill dam approximately 143 feet high with a capacity of 31,700 AF and capture of approximately 23,100 AF of water in an average runoff year from the 18.6 square mile Alder Creek drainage basin. A new penstock and powerhouse would be located near the existing El Dorado Canal, allowing water withdrawn from Alder Reservoir to be used for hydroelectric generation and released into the El Dorado Canal downstream of the Alder Creek inverted siphon. The plan would allow full utilization of the Reservoir A WTP's capacity by adding 11,250 AFY of upstream supply from Alder Reservoir. This additional supply would eliminate the current supply limitation and increase the sustained maximum day production from 42 to 56 MGD. Eliminating this constraint would avoid the need to construct an additional 14 MGD of production capacity at another location (El Dorado Irrigation District 2013b).

EID will also increase its available supply of treated water through reduction in demand and increased use of recycled water, as required by state law. EID's IWRMP proposes the following.

To achieve compliance with the requirements of SBx7-7, the District has committed to a reduction of its daily per capita water use from 281 gallons per capita per day (gpcd) to 225 gpcd by 2020.

Measures the District may use to meet the use target include:

- Continued implementation of the Best Management Practices set out under the CUWCC MOU.
- Continued use of recycled water.
- Expanded use of recycled water.
- Capital improvements in the water system to reduce leakage, such as pipe replacement.
- Conversion of raw water ditches to piped segments (i.e., piping the Main Ditch).
- Installation of bulk water fill stations.
- Water meter change-outs and large meter testing.
- Conversion of un-metered services to metered services.

Of the above approaches to SBX7-7 compliance, capital improvements and replacing raw water ditches with pipes would have the potential to result in environmental impacts. The other measures generally do not require substantial changes in the existing environment.

EID estimates that the improvements identified in the IWRMP would be made in a series of three phases: Phase 1—2012–2020; Phase 2—2021–2030; and Phase 3—2031–buildout. The phases would be undertaken as demand dictates. The total capital costs for all three phases are estimated to be \$475 million. In general, these would have minimal environmental impacts. The exceptions are pipe replacement and conversion of raw water ditches to piped segments, which would result in temporary construction impacts (e.g., temporary road closures or constriction, noise, etc.) and impacts on local hydrology (i.e., piping of an unlined ditch that would stop leakage). The potential impacts of these projects are identified generally in Table 3.10-43, below. Because these projects have not been identified beyond a conceptual level, the level of impact avoidance or reduction that might be built into the projects is unknown.

The IWRMP proposes major new infrastructure projects, including a water treatment plant, pump stations, miles of new or renovated raw and treated water pipelines, treated water reservoirs (tanks), and a dam with an associated reservoir. None of these projects has been planned or designed by EID at this point in time. EID will prepare CEQA analyses for each of these future

projects. The level of detail necessary to undertake a reasonable analysis of these potential projects is not available. However, it is reasonable to suppose that some of them, (e.g., Alder Creek Reservoir) by nature of their very size and location in rural areas, would probably result in significant unavoidable impacts.

The following Table 3.10-43 provides general lists of the types of significant impacts that may be expected to result from these future EID projects, based on the impacts that are typical for these types of projects. The table takes a conservative view of potential impacts. Because the projects have not been designed beyond a conceptual level at most, the level of impact avoidance or reduction that might be built into the projects is unknown. Similarly, the mitigation measures that might be identified in future CEQA documents and their effectiveness is unknown. Therefore, the table does not take into account whether these impacts may be reduced below a level of significance through design or mitigation measures.

Georgetown Divide Public Utilities District

The GDPUD's UWMP relies upon the 2004 General Plan build-out assumptions for its projections of future demand. It also incorporates the District's SBx7-7 water conservation commitments under the CUWCC MOU. The UWMP finds that the system has sufficient supplies to meet demand during single and multiple dry years to the year 2025. The 2030 projection indicates that supply would be approximately 5% less than demand during single and multiple dry years. The UWMP notes that 28% of total demand is for domestic water, 72% of the water demand is agricultural water, and in future dry years, the GDPUD Board would address shortages by restricting the agricultural water use to the amount of water available (Georgetown Divide Public Utilities District 2011).

The water supply mitigation measures identified in the 2004 General Plan EIR have been adopted as policies under General Plan Objective 5.2.1 described above. However, future development under the General Plan will continue to have a significant and unavoidable impact in this district.

Grizzly Flats Community Services District

GFSCD is too small to have adopted a UWMP; however, it has estimated future demand and supply in its drought plan. The conclusions of the drought plan are as follows (Grizzly Flats Community Services District 2007:1-8).

As part of the development of this Drought Plan, the reliability of GFSCD's water system was evaluated. For this analysis, reliability is defined as the volume of water supplied divided by volume demanded during the simulation period (historical or design drought) and expressed as a percentage. The demand volume is reduced from normal levels during dry periods within the simulation period when demand cutbacks of up to 30 percent are made. The analysis is described in detail in Section 2 of [the Drought Plan]. The results are briefly described below.

The analysis results show that GFSCD's system reliability is 93.0 percent in 2004, decreasing to 73.3 percent with 2030 demands; values are based on no drought curtailment and the historical hydrology period of approximately 80 years. The reliability percentage would be less for the specific dry years embedded within the historical record. This analysis is based on the current amount of water supplies.

The analysis included a simulated 3-year drought that mimics the historical 1976-77 drought followed by a third year of 1977 hydrological conditions. The results show that the current system and plan would be 72.2 percent reliable for the three year period with 2004 demands, and 25 percent reliable with 2030 demands.

Table 3.10-43. Potential Impacts from Future El Dorado County Irrigation District Water Supply Infrastructure Projects

Type of Project	Aesthetics	Agriculture/Forestry	Air Quality/GHG	Biological Resources	Cultural Resources	Geology	Hazards & Hazardous Materials	Hydrology & Water Quality	Land Use	Mineral Resources	Noise	Pop/Housing	Public Services	Utilities	Recreation	Transportation & Traffic
White Rock Diversion				O				C				O				
Water Treatment Plant	C, O		C, O	C	C				O		C	O				C
New Pipelines & Reservoirs	O		C	C	C	C					C	O				C
Supplemental Water Rights Project				O								O				
Alder Creek Dam & Reservoir	C, O	C	C, O	C	C	C	C	C	C		C	O				C
Pump Stations	O		C	C	C						C, O	O				C
Pipe Replacement			C		C						C					C
Water Ditch Piping			C	C, O	C			O			C					C

O = operational impact; C = construction impact; GHG = greenhouse gas emissions

The projected shortage in water supply in 2030 would be approximately 45 AF in dry years 2 and 3 (Grizzly Flats Community Services District 2010).

The drought plan is based on a pre-renovation effective reservoir capacity of 22.8 AF (Grizzly Flats Community Services District 2007). This is approximately 63% of the current storage capacity of the district's reservoir. The increase in reservoir capacity somewhat lessens the effect of future dry years on the system; however, the limited size of the watershed feeding the system, the system's sensitivity to low flows, and lack of alternative sources of water leads to a conclusion that the GFCSD would be expected to nonetheless suffer severe shortages during dry conditions when accounting for projected 2030 supply and demand.

The water supply mitigation measures identified in the 2004 General Plan EIR have been adopted as policies under General Plan Objective 5.2.1 described above. The project would not substantially add to the projected growth that would occur in this area under the General Plan. However, future development under the General Plan will continue to have a significant and unavoidable impact in this district.

El Dorado County Water Agency

EDCWA's *Water Resources Development and Management Plan, 2014 West Slope Update* (2014 Update) examines the long-term availability of surface water to supply the forecasted future needs of customers in EID, GDPUD, and GFCSD. The 2014 Update includes projections of future water demand for West Slope water purveyors, for the year 2030 and general plan build-out conditions. EDCWA applied its own assumptions in preparing its forecast of low, medium, and high growth rate scenarios and did not use the assumptions utilized by any of the West Slope water purveyors. A nominal 2030 timeframe was used to be consistent with other contemporaneous studies and reports, such as urban water management plans. The 2014 Update assumes that the EID and GDPUD will successfully meet the 20% per capita domestic use reduction mandated by SBx7-7. However, the 2014 Update's forecast goes substantially beyond 2030 to offer an estimate of demand and supply under what it considers to be "build-out conditions, in which the maximum density of land uses permitted under the 2004 General Plan have been achieved."

The TGPA/ZOU EIR concludes that EID will have sufficient water to meet estimated water demands in 2035, based on EID's UWMP and IWRMP. On the surface, that conclusion would appear to conflict with the findings of the EDCWA's 2014 Update. As explained below, even though these supply analyses have been prepared for different purposes, they actually reach similar conclusions regarding the availability of adequate supply to 2035. After 2035, the 2014 Update indicates that EID's water supply will fall short.

The 2014 Update is an EDCWA planning document that evaluates "the adequacy of existing and planned future public water supplies of the County, including its West Slope region, to meet projected future demand, based on the land use densities (also known as 'build out' conditions) in the 2004 General Plan" (2014 Update, p. x). The 2014 Update notes that:

Unlike the long range planning nature of EDCWA's work, EID's water plans are used for a shorter-term 20- to 25-year planning horizon for capital and infrastructure development. These plans are updated regularly and capture changing land use conditions in a timely manner for those purposes. EDCWA's planning for the water supply needed for the County must look beyond the 20- to 25-year planning horizon to the total build-out capacity of the 2004 General Plan that will develop over many decades. (2014 Update, p. 42.)

EDCWA's objective with this planning is to identify, initiate and support water supply planning activities needed by water purveyors such as EID for demands that far exceed those assessed in the shorter-term by EID. EDCWA's role is to plan for water supply acquisitions over the long term; it is not a water purveyor responsible for ensuring there is sufficient supply to meet shorter-term demand.

On the other hand, EID's UWMP and IWRMP, based upon EID's data and projections, determine that there is adequate water available for the proposed Project, along with existing and other planned future uses, over the general plan's 20-year planning horizon.

The differences between the EID and EDCWA projections lie in the many assumptions and characterizations that differ between the 2014 Update and EID's plans—with both agencies appropriately developing conclusions based upon those differing conditions and their differing responsibilities.

A key difference that manifests in the 2014 Update conclusions is the representation of "planned supplies." In the IWRMP, the Central Valley Project Fazio water entitlement (PL 101-514 [1990] Fazio) is reflected as one of the water assets EID views as part of their water rights and entitlement portfolio. Also included is the partial assignment detailed in the EDWPA supplemental water rights project. A full description of these water supplies is included in the IWRMP. In contrast, the 2014 Update does not include either supply as part of EID's available supply portfolio. The result is a stated shortfall in the 2014 Update for the EID service area. Though the 2014 Update does discuss these as water supplies that EID recognizes and supplies that could be used to offset the stated shortfall (see 2014 Update, p. 109), they are not included in the 2014 Update's calculations and resulting tables.

The analysis of EID's supply in the TGPA/ZOU EIR appropriately considers these supplies as part of the total projected water supplies available to EID. This reliance on EID's forecasts is consistent with General Plan Objective 5.1.2: Concurrency. In the context of Water Code Section 10910, which describes the analysis that is to be undertaken in a formal water supply assessment, projected water supplies identified in a UWMP are to be considered by the lead agency. Although the TGPA/ZOU project is not subject to Section 10910, that section provides useful guidance in how to analyze the availability of water supplies for a general plan update.

The 2014 Update also assumes that there will be significant annexations into the EID service area in the future. EID's UWMP and IWRMP do not contemplate major annexations and therefore assume that EID's service area will not substantially increase in the future.

In addition to different future horizons (2035 versus build-out), future service area, and different assumptions of available water supply, there is another key assumption that explains the differences in these two documents. The 2014 Update forecasts a substantial net increase (approximately 29,800 acre-feet) in agricultural water use between the baseline year of 2000 and the buildout year beyond 2035. This increase in demand is based on the assumptions that substantial additional agricultural land will be planted in irrigated crops and that the buildout crop mix will be 50% wine grapes (which use 1.3 acre-feet/acre) and 50% tree crops (which use 2.8 acre-feet/acre). However, this assumption is not substantiated by past experience and likely overestimates the increase in agricultural water demand.

First, the overall amount of land devoted to agriculture in El Dorado County has steadily decreased over the years. The Department of Conservation's Farmland Mapping and Monitoring Program

records show that El Dorado County's important farmland⁸ decreased by 13,831 acres between 1984 and 2012, and by 4,174 acres between 2000 and 2012. Grazing land decreased by 6,870 acres between 1984 and 2012, and by 10,004 acres between 2000 and 2012 (grazing land actually increased slightly between 1998 and 2000, corresponding to the anomalous 1984-2012 and 2000-2012 numbers). (California Department of Conservation 2013)

Second, most new irrigated cropland is being devoted to wine grapes, not trees. Table 3.10-5 illustrates the historic changes in crop type dating from 1995. During the period from 1995 to 2013, an additional 1,526 acres went into wine grapes, while the net acreage devoted to tree crops decreased by 532 acres.

This is not to suggest that there will not be growth in agricultural water demand. The steady increase in agricultural production that is discussed in Section 3.2, *Agricultural Resources*, indicates that more land will be brought into irrigated crop production in the future, thereby increasing water demand over the baseline. However, it does indicate that the 2014 Update agricultural demand projections may be overstated.

Table 3-10.5. Changes in Irrigated Crop Type 2000–2013

Crop	1995 Acreage	2000 Acreage	2013 Acreage	Change from 1995 to 2013 (in acres)
Pears	520	451	105	-415
Apples	810	838	850	+40
Cherries	117	116	50	-67
Peaches	70	110	108	+38
Plums	60	58	55	-5
Walnuts	220	216	111	-109
Wine Grapes	817	1,565	2,343	+1,526
Nursery	50	47	36	-14

Sources: El Dorado County 1996, El Dorado County 2001, El Dorado County 2014

Based on its UWMP and IWRMP, the TGPA/ZOU EIR concludes that EID will have sufficient supplies to meet Project needs to 2035. However, based on the longer term view provided by the 2014 Update, future development on the West Slope under the General Plan will have a significant and unavoidable impact on water supplies in EID after 2035. As discussed above in their respective subsections, GDPUD and GFCSD will similarly be subject to significant and unavoidable impacts due to insufficient supply to meet customer demand.

⁸ "Important farmland" consists of land classified as prime farmland, farmland of statewide importance, unique farmland, and farmland of local importance.

Impact WS-2: Substantially deplete groundwater supplies or interfere substantially with groundwater recharge, resulting in a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level that would not support existing land uses or planned uses for which permits have been granted) (significant and unavoidable)

Groundwater

The preceding discussions focus on impacts on surface water. The 2004 General Plan EIR discusses impacts on groundwater in Chapter 5.5 under Alternative 4. The TGPA would not substantially change the density or intensity of planned development in areas without surface water service. In addition, where density may increase, these areas are generally within public water district service areas, which rely on surface water supplies. Therefore, the analysis in the 2004 General Plan EIR would apply to the TGPA as well.

In summary, that analysis found that as development occurs under the General Plan, demand on groundwater resources is expected to increase in areas of the county where surface water service is not available and not planned. The General Plan incorporates as policies Mitigation Measure 5.5-3 from the 2004 General Plan EIR. These policies are described under Objective 5.2.3 in the Regulatory Setting above. These policies restrict the county from approving discretionary and ministerial land use projects in areas reliant upon groundwater for domestic use unless it has evidence that there is a groundwater supply adequate to meet the highest demand of the proposed development. Despite this measure, the 2004 General Plan EIR concluded that development under the General Plan would result in a significant and unavoidable effect. The discussion of groundwater supplies in Chapter 5.5 is hereby incorporated by reference.

The conditional uses in the ZOU may have implications on groundwater supplies. The ZOU update involves rezoning for different types of uses, such as new commercial services in rural areas (e.g., microbrewery; Bed & Breakfast; health resort and retreat center; ski resort including a day lodge, one or more restaurants, maintenance facilities, a retail shop, and parking lot), public utility service facilities (e.g., power, water, sewage disposal, telecommunications, and similar services), agricultural uses (e.g., ranch marketing, local food and farm supply stores), and industrial uses. Although actual water demand will depend on the size and intensity of the use, as well as the number of such uses that may be approved under the ZOU, any of these new activities may have substantial water needs. Depending on the characteristics of the specific use, this may be more than typical rural residential development. El Dorado County estimates that a family of four in a rural residential setting would use about 180 gallons of water per day for interior use, with substantially greater demand for outdoor use depending upon the size of landscaped area (a 10,000 square foot lawn would consume approximately 6,000 gallons per day) and number and type of domestic animals (El Dorado County 2010) A microbrewery, for example, can use from 2.5 to 10 gallons of water to produce a gallon of beer (Full Sail Brewing Company 2014). It would consume additional water if it were coupled with a restaurant. A bed & breakfast or health resort and retreat center would have a rate of water use similar to that of a rural residence, but multiplied by the number of additional visitor rooms and bathrooms. A new ski resort, although likely to be a rare occurrence, could use extraordinary amounts of water for snowmaking and other resort activities. The DEIR prepared in 2011 for the Homewood Ski Resort expansion in Placer County concluded that this relatively small ski area would consume approximate 250 acre-feet of water per year (an acre-foot is 325,900 gallons) (Placer County 2011)

If these activities occur in areas outside of public water district service areas, local groundwater supplies will be needed. These projects will be subject to CEQA analysis as part of the discretionary permit review that would precede any approval. The availability of water supply to meet the demand of the proposed project would be part of that analysis. In the case of large projects that would have a water demand equivalent to 500 or more residential units, a WSA would be required as part of the CEQA review to analyze potential increased demand and the associated supply capacity would have to be available prior to project approval. When required, the WSA would inform decision-makers and the public of the availability of water (or lack thereof) to supply the proposed use. However, neither a CEQA analysis nor a WSA is required to ensure that water would be available to meet project demands (*Habitat and Watershed Caretakers v. City of Santa Cruz* (2013) 213 Cal.App.4th 1277; *Watsonville Pilots Assoc. v. City of Watsonville* (2010) 183 Cal.App.4th 1059). Therefore, it is uncertain if groundwater supplies could be relied upon to meet the demands of proposed projects in all cases.

As previously described, because of the variable nature of the fractured rock groundwater systems, the County does not have a method in accurately estimating the thresholds at which groundwater withdrawals may exceed the ability for sufficient recharge to support existing land uses or planned uses proposed under the provisions of the ZOU. The water levels in water wells within the county are not routinely tested, are not reported to the County, and there is no comprehensive database on groundwater levels. Although El Dorado County Policy 800-02 regulates the installation of wells and limits well permits when sufficient water flow is not available, this does not take into account cumulative demands on a given aquifer. Therefore, no baseline estimates of groundwater supplies in normal and dry years for each of the many aquifers in the county are available.

Developing a baseline estimate of groundwater supplies would require a comprehensive and multi-year effort of collecting private well information and modeling both recharge characteristics and future demand that is beyond the scope of this General Plan. Even with this information, groundwater supplies are expected to vary from place to place, depending upon the underlying geology, size and accessibility of the aquifer, and its source of recharge. Impacts tend to be localized and accurately predicting how groundwater withdrawals within a particular area may affect surrounding areas is difficult if not impossible. Therefore, this impact would be significant and unavoidable due to the increased demands for groundwater supplies associated with the ZOU update, the lack of information regarding groundwater capacity and supply, and the general information indicating that groundwater supplies are not reliable.

There are no feasible mitigation measures that would reduce this impact to a less-than-significant level. The following three potential measures are not feasible for the reasons described below.

Water District Service Area Annexations: The El Dorado County Water Agency has postulated that increased demands for water supplies may increase the need for expanded services from public water purveyors supplies through annexations of lands into public water supplier service areas, extensions of service to areas where well production is declining or where wells have failed and through transport of water by truck to existing residents that cannot economically connect to a public water supply system (El Dorado County Water Agency 2014). However, the GDPUD and GFCSD do not have surplus supplies that could be provided to expanded service areas. As a result, they are not candidates for expanded service areas. EID has additional supplies to serve their existing service area to 2035, as discussed above, but not long-term supplies.

The El Dorado County Local Agency Formation Commission (LAFCO) is responsible for reviewing all proposed annexations to EID and has the exclusive authority under the Cortese-Knox-Herzberg Local Government Reorganization Act of 2000 (Government Code 56000, et seq.) to approve annexations. It is bound by the Act and by its own policies to consider numerous factors in determining whether to approve an annexation (see Government Code Section 56668). These include: ability to serve, level and range of service, time frames, and conditions to receive service; timely availability of adequate water supply; significant negative service impacts; service area boundaries that are logical, contiguous, and not difficult to serve; and effect of the proposal on cost and adequacy of service in area and adjacent areas; among other factors (El Dorado County LAFCO 2014). The LAFCO has considered limited annexations to EID's service area over the years. However, LAFCO is unlikely to approve extensive annexations, such as would be needed to supply rural development, that would exceed EID's forecasted capacity to serve customers within their existing service area and that would result in difficult to serve and/or discontinuous service area boundaries.

Inter-Regional Groundwater Storage Opportunities: The County has chosen not to identify groundwater recharge areas in its general plan, because without a discrete groundwater basin that would benefit from recharge basins and broad floodplains to serve as basins for storm flows, such areas are not effective in providing recharge and storage of stormwater in El Dorado County. However several Integrated Regional Water Management (IRWM) regions in the Sacramento River Valley have significant groundwater storage opportunities. The County could seek inter-regional solutions that reach outside of the existing IRWM planning boundaries to enhance supply reliability in El Dorado County. EDCWA is currently working on a ground water banking concept north of the Lower American River in conjunction with the El Dorado Water and Power Authority's Water Reliability Project that is currently under technical, institutional and environmental review (El Dorado County Water Agency 2014). However, while this option is being explored as a means to augment the surface water supplies of the county's water district's, it would not solve the problem of increased demand on groundwater supplies of uncertain reliability that could result from new, higher demand (in comparison to typical rural uses) developments reliant upon the groundwater available from the aquifer below their project site.

Regional groundwater banking may provide additional supplies to EID and other water districts in the future, but whether a regional groundwater banking scheme is feasible (i.e., achievable in a timely manner considering economic and practical limitations), the extent of the supply that it might provide, which water districts might benefit and to what extent their supplies would be augmented, and whether future annexations would allow these supplies to serve new customers are features that are unknown and cannot be known at this time. Therefore, it would be speculative to conclude that a water reliability project would be an achievable and practical mitigation measure.

Adopt a Groundwater Management Plan: The County has adopted a number of groundwater related policies as part of its General Plan (see the Public Services and Utilities Element) that will be implemented as budget allows. The following groundwater objective and policies demonstrate the importance of groundwater supplies to the County.

Objective 5.2.3: Groundwater Systems. Demonstrate that water supply is available for proposed groundwater dependent development and protect against degradation of well water supplies for existing residents.

The General Plan's policies 5.3.3.1 through 5.3.3.7 provide for overview of individual development proposals to ensure that there is sufficient groundwater, if the project is to depend on groundwater.

Separately, the County Environmental Management Department has developed and made available, *A Guide for the Private Well Owner*, as well as an informational page on *Typical Water Demands For Rural Residential Parcels* (http://www.edcgov.us/Water_Well_Program.aspx). In addition, each new well that is drilled within the County needs to be approved via issuance of a well permit. In order to obtain a building permit, proof of an adequate water supply must be provided to the Division of Environmental Management as part of the application (County Policy #800-02).

Although these examples do not comprise a County groundwater management plan, they do represent the County's efforts to monitor and manage groundwater resources within the County. With consideration of the County's budgetary constraints, these efforts are effective at managing groundwater use and supply within the County.

Adoption of a groundwater management plan would be infeasible within a reasonable period of time due to the current lack of the baseline data necessary to develop such a plan. Necessary baseline data would include multi-year sampling of water levels in groundwater wells on a countywide basis in sufficient sample numbers (i.e., data points) to be able to describe the outlines of the county's numerous fractured, non-contiguous aquifers, understand the variations in groundwater supply during wet and dry years within those aquifers, and project the aquifers' safe yield rates.

The County's GOTNET data of well depths and production rates in gallons per minute (gpm) is not comprehensive, long-term data. In fact, it represents only instantaneous measurements, as opposed to long-term monitoring, and because of the variable nature and undefined boundaries of the fractured aquifers, instantaneous measurements are insufficient to characterize changes that may be occurring within any given aquifer and the available water supply within the aquifer. The State Water Resources Control Board's GAMA data used for the Voluntary Domestic Well Assessment Project El Dorado County Data Summary Report (SWRCB 2005) was developed to characterize groundwater quality and presents median depths of wells surveyed in 1978 (Carla Calkins, Water Well Survey Report, June 1978). This is historical data, over 35 years old, and is not linked to any data points since that time. It is of limited use in characterizing existing conditions.

Therefore, although there is well information available, it is not sufficient to provide the detailed analysis needed to adequately characterize groundwater conditions in the western portion of the County. The data that is available (i.e., GOTONET, State Water Board, and DWR) is not comprehensive, it consists of one-time observations or at too few well locations to (1) map/identify the boundaries of the groundwater aquifers or the sources of supply; (2) accurately characterize groundwater supplies within the fractured aquifers; (3) identify specific aquifers where wells are non-productive over the long term; (4) characterize the use/recovery rates within aquifers; or (5) provide other data points necessary to preparing a GWMP.

3.11 Energy Resources

3.11.1 Introduction

This section describes the regulatory setting and environmental setting for energy resources and analyzes potential impacts that could result from the TGPA/ZOU project as described in Chapter 2, *Project Description*.

Study Area

The study area for the FEIR is defined as El Dorado County. However, the context for energy use is the State of California and, to a larger extent, the United States of America.

3.11.2 Environmental Setting

This section describes the federal, state, regional, and local regulations and policies that are applicable to the plan updates, and the existing conditions pertaining to energy resources in the study area. The existing conditions constitute the baseline for this analysis.

Regulatory Setting

This section describes the federal, state, and local regulations related to energy resources that would apply to the TGPA/ZOU.

Federal

Energy Policy Act of 2005

The Energy Policy Act of 2005 (EP Act) was intended to establish a comprehensive, long-term energy policy and is implemented by the U.S. Department of Energy (U.S. DOE). The EP Act addresses energy production in the U.S., including oil, gas, coal, and alternative forms of energy and energy efficiency and tax incentives. Energy efficiency and tax incentive programs include credits for the construction of new energy efficient homes, production or purchase of energy efficient appliances, and loan guarantees for entities that develop or use innovative technologies that avoid the production of greenhouse gases (GHG).

State

California Environmental Quality Act, Appendix F Energy Conservation

CEQA requires EIRs to include a discussion of potential energy impacts and energy conservation measures. Appendix F, *Energy Conservation*, of the State CEQA Guidelines outlines energy impact possibilities and potential conservation measures designed to assist in the evaluation of potential energy impacts of proposed projects. Appendix F places “particular emphasis on avoiding or reducing inefficient, wasteful, and unnecessary consumption of energy,” and further indicates this may result in an unavoidable adverse effect on energy conservation. Moreover, the State CEQA Guidelines state that significant energy impacts should be “considered in an EIR to the extent

relevant and applicable to the project.” Mitigation for potential significant energy impacts could include implementing a variety of strategies, including measures to reduce wasteful energy consumption and altering project siting to reduce energy consumption.

California Building Standards Code (Title 24, California Code of Regulations), including Energy Code (Title 24, Part 6) and Green Building Standards Code (Title 24, Part 11)

California first adopted the California Buildings Standards Code in 1979, which constituted the nation’s first comprehensive energy conservation requirements for construction. Since this time, the standards have been continually revised and strengthened. In particular, the California Building Standards Commission adopted the mandatory Green Building Standards Code (CALGreen [California Code of Regulations, Title 24, Part 11]) in January 2010. CALGreen applies to the planning, design, operation, construction, use, and occupancy of every newly constructed building or structure.

The California Code of Regulations, Title 24, Part 6 (also known as the California Energy Code) and associated regulations in CALGreen were revised again in 2013 by the California Energy Commission (CEC). The 2013 Building Energy Efficiency Standards are 25% more efficient than previous standards for residential construction. Part 11 also establishes voluntary standards that became mandatory in the 2010 edition of the code, including planning and design for sustainable site development, energy efficiency (in excess of the California Energy Code requirements), water conservation, material conservation, and internal air contaminants. The standards offer builders better windows, insulation, lighting, ventilation systems, and other features that reduce energy consumption in homes and businesses. The next update to the Title 24 energy efficiency standards will occur in 2016 and take effect in 2017.

The California Building Code applies to all new development, and there are no substantive waivers available that would exempt development from its energy efficiency requirements. The California Building Code is revised on a regular basis, with each revision increasing the required level of energy efficiency.

Senate Bills 1078/107 and Senate Bill 2—Renewables Portfolio Standard

Senate Bill (SB) 1078 and SB 107, California’s Renewables Portfolio Standard (RPS), obligates investor-owned utilities (IOUs), energy service providers (ESPs), and Community Choice Aggregations (CCAs) to procure an additional 1% of retail sales per year from eligible renewable sources until 20% is reached, no later than 2010. The California Public Utilities Commission (CPUC) and CEC are jointly responsible for implementing the program. SB 2 (2011) set forth a longer range target of procuring 33% of retail sales by 2020. Implementation of the RPS will conserve non-renewable fossil fuel resources by generated a greater percentages of statewide electricity from renewable resources, such as wind, solar, and hydropower.

Assembly Bill (AB) 1881 (Chapter 559, Statutes of 2006)

Water conservation reduces energy use by reducing the energy cost of moving water from its source to its user. Assembly Bill (AB) 1881 (Chapter 559, Statutes of 2006) requires the Department of Water Resources (DWR) to adopt an Updated Model Water Efficient Landscape Ordinance (MWELO) and local agencies to adopt DWR’s MWELO or a local water efficient landscape ordinance by January 1, 2010 and notify DWR of their adoption (Government Code Section 65595). The water efficient landscape ordinance would apply to sites that are supplied by public water as well as those supplied

by private well. Local adoption and implementation of a water efficient landscape ordinance would reduce per capita water use from new development.

Senate Bill x7-7 (Chapter 4, Statutes of 2009)

SB X7-7 (Chapter 4, Statutes of 2009), the Water Conservation Act of 2009, establishes an overall goal of reducing statewide per capita urban water use by 20% by December 31, 2020 (with an interim goal of at least 10% by December 31, 2015). This statute applies to both El Dorado Irrigation District (EID) and the Georgetown Divide Public Utilities District (GDPUD). EID has incorporated this mandate into its water supply planning, as represented in its *Urban Water Management Plan 2010 Update* (El Dorado Irrigation District 2011). Reducing water use results in a reduction in energy demand that would otherwise be used to transport and treat water before delivery to the consumer.

Assembly Bill 2076, Reducing Dependence on Petroleum

The CEC and Air Resources Board (ARB) are directed by AB 2076 (passed in 2000) to develop and adopt recommendations for reducing dependence on petroleum. A performance-based goal is to reduce petroleum demand to 15% less than 2003 demand by 2020.

Senate Bill 375—Sustainable Communities Strategy

SB 375 was adopted with a goal of reducing fuel consumption and GHG emissions from cars and light trucks. Each metropolitan planning organization (MPO) across California is required to develop a sustainable communities strategy (SCS) as part of their regional transportation plan (RTP) to meet the region's GHG emissions reduction target, as set by the California Air Resources Board. The Sacramento Area Council of Governments (SACOG) is the MPO for the Sacramento region, including the western slope of El Dorado County. SACOG adopted its SB 375-compliant Metropolitan Transportation Plan/Sustainable Communities Strategy 2035 in April 2012.

Assembly Bill 1493—Pavley Rules (2002, Amendments 2009, 2012 rule-making)

AB 1493 required the ARB to adopt vehicle standards that will improve the efficiency of light duty autos and lower GHG emissions to the maximum extent feasible beginning in 2009. Additional strengthening of the Pavley standards (referred to previously as “Pavley II,” now referred to as the “Advanced Clean Cars” measure) has been proposed for vehicle model years 2017–2025. Together, the two standards are expected to increase average fuel economy to roughly 54.5 miles per gallon by 2025. The improved energy efficiency of light duty autos will reduce statewide fuel consumption in the transportation sector.

Local

El Dorado County General Plan

Public Services and Utilities Element

The Public Services and Utilities element of the *El Dorado County General Plan* contains goals, objectives, and policies related to services critical to the County's future growth and development (El Dorado County 2004). The following goal and policies are identified with respect to energy conservation, although the County has other goals and policies that would conserve energy while not being specifically drafted for energy conservation purposes (e.g., Objective 6.7.2, Policy 6.7.2.3).

OBJECTIVE 5.6.2: ENCOURAGE ENERGY-EFFICIENT DEVELOPMENT

Encourage development of energy-efficient buildings, subdivisions, development, and landscape designs.

- Policy 5.6.2.1 Require energy conserving landscaping plans for all projects requiring design review or other discretionary approval.
- Policy 5.6.2.2 All new subdivisions should include design components that take advantage of passive or natural summer cooling and/or winter solar access, or both, when possible.

Existing Conditions

California has a diverse portfolio of energy resources. Excluding offshore areas, the state ranked third in the nation in crude oil production in 2013, producing more than 16,950 barrels (equivalent to 1,143.8 trillion British thermal units [BTU]). The state also ranked fourth in the nation in conventional hydroelectric generation and first in the nation for net electricity generation from renewable resources. Other energy sources in the state include natural gas, nuclear, and biofuels (U.S. Energy Information Administration 2014).

Energy efficiency efforts have dramatically reduced statewide per capita energy consumption relative to historical averages. According to the U.S. Energy Information Administration (2014), California consumed approximately 7,612 trillion BTUs of energy in 2012. Per capita energy consumption (i.e., total energy consumption divided by the population) in California is among the lowest in the country, with 201 million BTU in 2012, which ranked 49th among all states in the country. Natural gas accounted for the majority of energy consumption (32%), followed by motor gasoline (22%), distillate and jet fuel (14%), interstate electricity (11%), nuclear and hydroelectric power (6%), and a variety of other sources (U.S. Energy Information Administration 2014). The transportation sector consumed the highest quantity of energy (38.5%), followed by the industrial and commercial sectors.

Per capita energy consumption, in general, is declining due to improvements in energy efficiency and design. However, despite this reduction in per capita energy use, the state's total overall energy consumption (i.e., non-per capita energy consumption) is expected to increase over the next several decades due to growth in population, jobs, and demand for vehicle travel. Electricity usage is anticipated to grow about 26% over the next two decades, and diesel fuel consumption may increase by 35% to 42% over the same time period. Gasoline usage, however, is expected to decrease by 8.5% to 11.3%. This decrease would largely be a result of high fuel prices, efficiency gains, and competing fuel technologies (U.S. Energy Information Administration 2013).

El Dorado County is served by two utilities: Pacific Gas & Electric (PG&E) and Liberty Utilities. Regionally, PG&E has a diverse power production portfolio, which is comprised of a variety of renewable (such as wind, solar, and hydroelectric) and non-renewable (such as natural gas) sources. Energy production typically varies by season and by year depending on hydrologic conditions. Regional electricity loads also tend to be higher in the summer because the higher summer temperatures drive increased demand for air-conditioning. In contrast, natural gas loads are higher in the winter because the colder temperatures drive increased demand for natural gas heating.

At the local level, El Dorado County consumes a small amount of energy relative to the state. Electricity and natural gas usage is approximately 0.4% and 0.2% of the statewide total, respectively (California Energy Commission 2014). Gasoline is about 0.5% of statewide usage, whereas diesel

fuel usage is about 0.3% of the statewide total (California Department of Transportation 2009). For reference, El Dorado County is home to about 0.5% of California residents. Please refer to Section 3.6, *Land Use and Planning*, for additional information on El Dorado County.

Demand for electricity and natural gas in El Dorado County (including the cities of Placerville and South Lake Tahoe) has been relatively constant during the period of 2008-2013 while the county's population has increased slightly, as shown in Table 3.11-1.

Table 3.11-1. El Dorado County Energy Demand 2008-2013

Year	2008	2009	2010	2011	2012	2013
County Population (incl. Placerville)	177,897	179,150	180,682	180,483	179,695	181,658
Electricity Consumption (millions of kWh)	1298	1263	1252	1265	1257	1245
Natural Gas Consumption (millions of therms)	31	32	31	33	30	30
Sources: California Department of Finance 2012; California Department of Finance 2015; California Energy Commission 2015c; California Energy Commission 2015d						

3.11.3 Impact Analysis

This section discusses the approach and methodology used to assess the impacts of the TGPA/ZOU; discusses the individual impacts relative to the thresholds of significance; discusses mitigation measures to minimize, avoid, rectify, reduce, eliminate, or compensate for significant impacts; and indicates the overall significance of the impact with mitigation incorporated.

Impact Mechanisms

The impact mechanisms for energy resources are electrical and natural gas use by residences, businesses, and industry, and transportation-related fuel use as analyzed for air quality and GHGs (see Section 3.3, *Air Quality and Greenhouse Gases*). Impacts derive from the TGPA policies related to increased density in mixed use developments, specific uses that may be authorized under the ZOU by discretionary permit, and adoption of the Landscaping and Irrigation Standards, Outdoor Lighting Standards, and Parking and Loading Standards, in addition to the overall increase in development that will be allowed under the General Plan as amended by the TGPA and as implemented by the Zoning Ordinance.

The Camino/Pollock Pines Community Region boundary split does not change any land uses, other than to reduce overall development potential, which would affect energy resources. Similarly, the TGPA changes to the Agricultural District boundaries and adoption of the Mobile Home Park and Research and Development Design Standards will not result in land use changes that would have the potential to affect energy resources. The rezoning of individual parcels to make the classifications on each property consistent with the property's General Plan designation generally adopts the least intensive of those zones. Accordingly, the rezoning would not change the development potential or effects on energy resources associated with implementation of the General Plan and Zoning Ordinance.

Methods of Analysis

Impacts on energy resources are examined at a general and programmatic level. The analysis considers all potential energy uses associated with the project, including fossil fuel consumption during future construction, new building electricity and natural gas usage, and gasoline and diesel consumption from changes in vehicle traffic. Little information is available regarding energy use at the county level. Information from the greenhouse gas analysis prepared for this EIR was utilized as the basis for qualifying energy use from mobile sources. California Energy Commission reports provided information on recent energy use in the electricity and natural gas sectors. The assessment focuses only on those impact mechanisms (see above) with the potential to result in wasteful, inefficient, and unnecessary energy consumption.

Thresholds of Significance

Appendix F to the State CEQA Guidelines identifies the following potential environmental impacts related to energy that may be included in an EIR.

1. The project's energy requirements and its energy use efficiencies by amount and fuel type for each stage of the project, including construction, operation, maintenance, and/or removal. If appropriate, the energy intensiveness of materials may be discussed.
2. The effects of the project on local and regional energy supplies and on requirements for additional capacity.
3. The effects of the project on peak- and base-period demands for electricity and other forms of energy.
4. The degree to which the project complies with existing energy standards.
5. The effects of the project on energy resources.
6. The project's projected transportation energy use requirements and its overall use of efficient transportation alternatives.

The State CEQA Guidelines recommend that the discussion of applicable energy impacts focus on whether the project would result in the wasteful, inefficient, or unnecessary consumption of energy, as this may constitute an unavoidable adverse effect on energy resources. Efficiency projects that incorporate conservation measures to avoid wasteful energy usage facilitate long-term energy planning and avoid the need for unplanned or additional energy capacity. Accordingly, based on the criteria outlined in the State CEQA Guidelines Appendix F, the proposed project would cause significant impacts related to energy if it would result lead to a wasteful, inefficient, and unnecessary usage of direct or indirect energy. Appendix F is directed at development projects for which an

energy budget is reasonably feasible to prepare. The TGPA/ZOU is a larger scale project that does not include any discrete development projects and instead sets out general land use policies and regulations for future development. As a result, several of the potential energy impacts listed above are not relevant to analyzing the energy efficiency of the TGPA/ZOU. The following describes the relevancy of each of the impacts.

1. The TGPA/ZOU is not a development project for which there are stages such as construction, operation and maintenance. General information is known about future development under the TGPA/ZOU and the General Plan, but a specific estimate of amount and fuel type would be purely speculative without information about future individual development projects that is not available.
2. The general effects of the project on the ability of energy suppliers to provide energy in the future can be estimated and is discussed below.
3. The effects of the TGPA/ZOU on peak- and base-period energy demands cannot be known because there is no information on what peak- and base-period energy supplies may be available in 2035, the planning horizon for the TGPA/ZOU project.
4. Future development under the TGPA/ZOU and the General Plan will comply with California's energy-efficient building codes, as discussed below.
5. See item 3 above.
6. The general efficiency of future transportation is discussed below in the context of federal standards for fuel efficiency.

As discussed in Section 3.11.2, under *Regulatory Setting*, energy legislation, policies, and standards adopted by California and local governments were enacted and promulgated for the purpose of reducing energy consumption and improving efficiency (i.e., reducing wasteful and inefficient use of energy). Therefore, for the purposes of this analysis, *wasteful* and *inefficient* are defined as circumstances in which the project would conflict with applicable state or local energy legislation, policies, and standards. Accordingly, if the project conflicts with legislation, policies, or standards designed to avoid wasteful and inefficient energy usage, it would result in a significant impact related to energy resources and conservation.

The Oxford Dictionaries Online defines wasteful as “using or expending something of value carelessly, extravagantly, or to no purpose” (Oxford Dictionaries 2015). Whether an action, such as residential and commercial development, or even expansion of agricultural use, is careless, extravagant, or to no purpose is a value judgment in the absence of objective standards. With the adoption of the General Plan, the County has established as policy the pattern, density, and intensity of land use development. The goals and policies of the General Plan reflect the elected Board of Supervisors' considered judgment that development that is consistent with the General Plan is neither careless nor without purpose.

Efficiency is a relative term. Existing development is less efficient in its energy use than future development because it was built to a less efficient standard. Since adoption of the state's first energy efficiency codes in the late 1970s, energy efficiency standards have saved Californians more than \$74 billion in reduced electricity bills (California Energy Commission 2015a). The state energy efficiency requirements of the California Building Code will continue to be updated to improve energy efficiency (California Energy Commission 2015b). Similarly, vehicle fuel efficiency will

improve in the future as the national Corporate Average Fuel Economy standards for automobiles and trucks take effect (National Highway Traffic Safety Administration 2015a). This will include phasing in a fleet average of 54.5 miles per gallon for new cars by model year 2025 (National Highway Traffic Safety Administration 2015b).

The Oxford Dictionaries Online defines unnecessary as “more than is needed; excessive” (Oxford Dictionaries 2015). With the adoption of the General Plan, the County has established as policy the pattern, density, and intensity of future development. The existing General Plan can accommodate an additional 17,500 new dwellings, more or less, before buildout; the TGPA would marginally increase that potential. The BAE Urban Economics projection of population growth to 2035 prepared for the TGPA indicates that the county’s population will increase by approximately 40,913 persons within the West Slope area, minus the City of Placerville. This would require approximately 15,409 additional housing units. Population growth over the planning period will create a need for new housing that will likewise result in an increase in energy consumption.

Impacts and Mitigation Measures

Impact NRG-1: Result in the wasteful, inefficient, and unnecessary consumption of energy (less than significant)

Construction

Future construction of development projects consistent with the TGPA/ZOU would consume gasoline and diesel fuel through operation of heavy-duty construction equipment and vehicles. Materials manufacturing would also consume energy, although information on the intensity and quantity of fuel used during manufacturing is currently unknown and beyond the scope of program-level environmental analyses. An analysis of energy associated with materials manufacturing is considered speculative and is not presented in this FEIR. This analysis focuses on energy typically associated with physical construction of development projects (i.e., fuel consumed by heavy-duty equipment and vehicles).

As indicated in Chapter 2, *Project Description*, and described above, the project would not fundamentally change the projected level of development expected to occur under the current General Plan. New development that requires physical construction (e.g., grading, building erection) would likely utilize heavy-duty construction equipment and vehicles, which would consume diesel and gasoline fuel. While construction would consume energy, these activities would be subject to the measures described in Mitigation Measure AQ-1, *Implement measures to reduce construction-related exhaust emissions*. This measure will restrict equipment idling times and prevent the unnecessary fuel consumption. The measure would also ensure equipment is maintained and properly tuned in accordance with manufacturer’s specifications, which will improve engine efficiency and conserve fuel.

Energy Use by Future Development

Future development as envisioned in the General Plan, TGPA, and ZOU would result in the consumption of electricity and natural gas for power, water conveyance, heating, and cooking. All future development will conform to building code and other state energy conservation measures described in the Regulatory Setting. In general, future new development will be more energy efficient than existing development. Therefore, it will not result in the inefficient or wasteful consumption of energy. As noted above, the TGPA/ZOU does not propose adding substantially more

development than allowed under the current General Plan. Accordingly, while overall energy use will increase over existing levels because of future growth under the General Plan, implementation of the project is not anticipated to increase the rates of electricity, water, or natural gas consumption over current levels.

The California Independent System Operator (CAISO), in collaboration with the California Energy Commission and California Public Utilities Commission, is responsible for ensuring that California's power system reliably delivers power to meet the state's needs. CAISO manages the high voltage grid for 80% of California, including El Dorado County and Pacific Gas and Electric's (PG&E's) service area. This encompasses statewide approximately 26,000 miles of transmission lines and 740 power plants. CAISO is responsible for planning improvements to the grid necessary to reliability, conformity to state energy goals, and economic opportunity on a regular basis. The planning process includes forecasting reliability into the future on a 10-year horizon (to 2024), and approving the transmission projects (e.g., new and expanded capacity transmission lines) necessary to ensure reliability. CAISO's 2014–2015 Transmission Plan, for example, approves seven reliability-driven transmission projects for the statewide grid, with a total cost of approximately \$352 million. (California Independent System Operator 2015)

The CAISO's 2015 Local Capacity Technical Analysis report indicates that sufficient electrical supply capacity exists to serve El Dorado County in the short term and to 2024 (the extent of current CAISO forecasts). This report identifies thermal overloads and loss of crucial facilities or transmission lines under theoretical contingency situations as concerns in the Sierra Division that includes western El Dorado County. However, it goes on to state that "previously approved projects within the area address the identified reliability concerns." (California Independent System Operator 2014)

The TGPA/ZOU does not represent a substantive increase in the development potential identified in the 2004 General Plan. Therefore, it would not substantially change the energy need forecasts used by CAISO, nor would it result in an inability to provide reliable electrical energy to El Dorado County in the future.

Two components of the project will result in energy savings that would not occur under existing County regulations. The proposed Landscaping and Irrigation Standards would reduce electricity required to transport water by adopting a water efficient landscape ordinance, which would conserve outdoor water usage. These Standards are based on DWR's MWEL0. Within EID's service area, the savings will be compounded by overall reductions in water use mandated by SB X7-7. The Outdoor Lighting Standards may also reduce outdoor electricity consumption in new development by establishing limits on the intensity and duration of exterior lighting.

Several TGPA policies would increase the density of mixed use developments, which will affect transportation patterns and associated vehicle fuel consumption. For example, Policy 2.1.1.3 would increase the maximum density for the residential portion of mixed-use projects in Community Regions from 16 dwelling units per acre to 20 dwelling units per acre. Higher density mixed-use developments typically have fewer per capita vehicle trips, compared to development configured with typical densities (Victoria Transport Policy Institute 2014). Accordingly, increasing the density of development may marginally reduce vehicle usage and associated fuel consumption. Similarly, the Parking and Loading Standards would support additional mass transit facilities, and encourage carpooling and bicycling by providing space for carpool and bicycle parking. These policies and standards will marginally reduce single-occupancy vehicle usage, resulting in corresponding reductions in onroad gasoline and diesel fuel consumption.

Chapter 3.3, *Air Quality and Greenhouse Gases*, estimates long-term impacts from changes in vehicle activity based on traffic data provided by the project traffic engineers, Kimley-Horn and Associates. The analysis indicates that that implementation of the project would decrease carbon dioxide (CO₂) emissions under existing (2010) and full build-out (2035) conditions. Since transportation-related CO₂ emissions directly correlate with the volume of diesel and gasoline combusted,¹ reducing onroad CO₂ emissions by a certain percentage would roughly reduce fuel consumption by similar proportions. While a slight increase in CO₂ emissions, and therefore onroad fuel consumption, is expected under interim (2015) conditions, the increase would be offset by long-term reductions achieved by full build-out.

The above analysis demonstrates that the combined effect of the project would improve energy efficiency in the study area. Amendments to the zoning code to address air quality impacts will ensure construction equipment operates at maximum efficiency and avoid unnecessary fuel consumption during idle. The proposed Landscaping and Irrigation Standards and Outdoor Lighting Standards that will apply to new development will reduce water and electricity consumption, respectively, compared to existing zoning regulations. These provisions are consistent with statewide legislation, including Title 24, AB 1881, and SB X7-7.

With respect to onroad vehicles, the policy amendments would marginally reduce fuel consumption compared to the existing land use designations, which would configure future development with typical densities. This is consistent with the federal EP Act and state AB 2076, both of which strive to reduce dependency on petroleum demand. The increase in mixed-use density and associated marginal vehicle trip reductions would also be consistent with as SACOG's MTP/SCS and may assist SACOG in meeting their GHG reduction goals established by the California Air Resources Board.

In light of reasonably foreseeable improvements in Federal- and State-mandated energy and fuel efficiency requirements, the County's adopted development policies expressed in the General Plan, and reasonable projections of population growth, new development will generally be neither wasteful nor inefficient, nor will it result in an unnecessary use of energy. This impact would be less than significant. No mitigation is required.

¹ GHG emissions are directly related to vehicle fuel consumption, where 19.4 pounds of CO₂ are emitted per gallon of combusted gasoline and 22.2 pounds of CO₂ are emitted per gallon of combusted diesel (Climate Registry 2014).

3.12 Community Design Standards and ZOU Additions

3.12.1 Introduction

The project consists of targeted General Plan Amendments (TGPA) and a comprehensive update of the El Dorado County Zoning Ordinance (ZOU). The County is separately drafting a Design and Improvement Standards Manual (DISM)/Land Development Manual (LDM), or successor document that will set out development standards to augment those found in the Zoning and Subdivision Ordinances.

Since circulation of the DEIR in March 2014, the County has decided to consider adopting specific standards on the following subjects in conjunction with the separate Zoning Ordinance Update. These standards would be adopted by resolution at the same time as adoption of the new Zoning Ordinance and would carry the weight of County regulations, as opposed to “guidelines” or suggestions, and are described below. A full copy of the proposed community design standards is available on the County’s website: http://www.edcgov.us/Government/LongRangePlanning/LandUse/TGPA-ZOU_Main.aspx, and at the County offices whose address is on the front of the FEIR.

This section presents the potential impacts of the following Community Design Standards and changes to the parking and loading standards of the ZOU. These are described in Chapter 2, *Project Description*, of this FEIR. These are proposed development standards, not new or revised zoning classifications. By themselves, they do not authorize particular land uses or activities the way that a zoning classification (e.g., Planned Agricultural [PA]), Commercial Professional Office [CPO], or Industrial, Low [IL]) does. Instead, they establish standards for allowable development within the zoning classifications.

- Landscaping and Irrigation Standards– requirements for landscaping and landscape plans, consistent with the State’s Model Water Efficient Landscape Ordinance
- Mobile Home Park Design Standards– standards for development of a mobile/manufactured home park, including such things as street width, parking requirements, storage, utilities, signs, drainage, and fences.
- Parking and Loading Standards– requirements for parking spaces, loading areas, and how such areas are laid out.
- Outdoor Lighting Standards– standards for lighting of outdoor spaces
- Research and Development Design Standards– standards for development within the research and development (R&D) zone

Because these proposed standards do not authorize any particular type of land use or activity, this FEIR examines them in a more generalized manner than the land uses authorized under the zoning classifications in the ZOU.

3.12.2 Environmental Setting

This section describes the state and local regulations and policies that are applicable to the plan updates, and the existing conditions pertaining to noise in the study area. The environmental setting

constitutes the baseline for this analysis. The environmental setting for the additional standards is described in Section 3.1 through 3.10 of the FEIR.

3.12.3 Impact Analysis

This section discusses the potential impacts of the proposed Community Design Standards and additions to the ZOU. These impacts are those that would be **in addition to** the impacts of the TGPA/ZOU as presented in the FEIR. In each analysis section, the impact conclusion reached in the other chapters of the FEIR is stated in parentheses. The impact analysis of the proposed Community Design Standards and additions to the ZOU then determines whether the proposed changes to the project would result in a new or more severe impact relative to the FEIR's conclusion.

Because the Community Design Standards and additions to the ZOU are development standards that will regulate how development will occur, but do not describe the types, intensity, or density of land uses, their impacts will be limited by their own application to regulate land uses.

Approach and Methodology

This section's approach differs from the rest of the FEIR. With one exception, the potential environmental impacts of each of the Community Design Standards and additions to the ZOU are examined in this section, rather than in individual impact sections (e.g., aesthetics, water supply). The exception is the analysis of transportation and traffic impacts. That analysis is found in Section 3.9, *Transportation and Traffic*.

The following discussion identifies the impact mechanisms for the proposed Community Design Standards and additions to the ZOU and whether adoption of the standards could result in an environmental impact. The areas of potential impact are identified, and discussed further in the following section.

Landscaping and Irrigation Standards

The Landscaping and Irrigation Standards will affect the types and amounts of landscaping required, including requiring the use of drought-tolerant species, water efficient irrigation, and water efficient landscaping practices. Under the standards, a water efficient landscape plan is required for the following:

1. New construction and rehabilitated landscapes requiring a permit with a landscape area equal to or greater than 2,500 square feet for industrial, research and development, commercial, civic, or utility uses, and developer-installed landscaping in single- and multi-unit residential development.
2. New construction landscapes that are homeowner-provided and/or homeowner-hired in single- and multi-unit residential projects, with a total landscape area equal to or greater than 5,000 square feet and only when a building or grading permit is required for said landscaping installation.
3. Areas of potential impacts: aesthetics, water supply.

Mobile Home Park Design Standards

The proposed Mobile Home Park Design Standards are identical to the provisions of the existing Zoning Ordinance, and therefore would not represent a substantial change in regulations currently found in the zoning ordinance. The Mobile Home Park Design Standards address the site design for

mobile home parks, and not their location. Existing zoning designations allowing mobile or manufactured home park development would not be changed as a result of adoption of the design standards.

Therefore, the Mobile Home Park Design Standards would not result in an environmental impact. No further discussion is required.

Parking and Loading Standards

The proposed Parking and Loading Standards modify the requirements for parking design, and allow some parking requirements to be met with on-street parking. Changes in parking standards could slightly affect the amount of parking provided for new development. Traffic impacts are addressed in revised Section 3.9, *Transportation and Traffic*.

No other physical changes would occur as a result of the adoption of the proposed Parking and Loading Standards.

Therefore, the proposed Parking and Loading Standards would not result in an environmental impact. These standards are discussed further in Section 3.9, Transportation and Traffic.

Outdoor Lighting Standards

The Outdoor Lighting Standards will regulate outdoor lighting, limiting the amount of light resulting from outdoor lighting. While an increase in outdoor lighting can result in a significant impact, as assessed in Impact AES-4 in the FEIR, the Outdoor Lighting Standards will reduce lighting impacts through regulation and standards for lighting design and shielding. *Areas of potential impacts: aesthetics.*

Research and Development Design Standards

The Research and Development Design Standards would establish the landscaping and screening requirements for parking and loading areas in R&D zones. They are similar to the standards that are found in the current R&D zone and that have been excluded from the R&D zone proposed under the ZOU. The differences between current R&D design standards and the proposed standards could result in changes in aesthetic impacts. *Areas of potential impacts: aesthetics.*

Thresholds of Significance

The thresholds of significance for this analysis are the same as those described for the topics listed below in the other sections of this FEIR.

Impacts and Mitigation Measures

Aesthetics

The following analysis presents the impacts of the proposed Landscaping and Irrigation Standards, Outdoor Lighting Standards, and Research and Development Design Standards.

Impact AES-1: Result in a substantial adverse effect on a scenic vista (overall FEIR finding: significant and unavoidable)***Landscaping and Irrigation Standards***

The proposed Landscaping and Irrigation Standards would generally improve the aesthetics of development projects by aiding in reducing the visual scale of projects, providing for visual buffers and screening for buildings and parking lots, improving site aesthetics, and ensuring the health and vigor of planted landscapes. When seen in vista views, landscaping would help to reduce the apparent scale of, soften the visual appearance of, and filter visible nighttime lighting and glare associated with proposed development projects. The Landscaping and Irrigation Standards also contain measures that provide for evergreen species that help to provide year-round screening. Generally, the Landscaping and Irrigation Standards would improve visual conditions slightly by improving development site aesthetics. Therefore, adoption of the proposed landscaping and irrigation design standards would reduce identified impacts on scenic vistas.

Parking and Loading Standards

As described in Chapter 2, *Project Description*, the proposed Parking and Loading Standards are very similar to those in the existing zoning ordinance and parking and loading areas must be provided for most land uses under the zoning ordinance. Chapter 2, *Project Description*, notes that the ZOU would contain certain of the Parking and Loading Standards, additional standards proposed to be adopted separately at this time, and to be incorporated in the future into the DISM. The proposed Parking and Loading Standards provide for landscaped buffers between parking areas and the street, which would be seen as a beneficial element of new development. The proposed Parking and Loading Standards would also affect parking space allotments and ratios, but parking lots would still be implemented as a part of development and be seen, regardless, as a parking lot. Loading areas would not substantially differ from the existing zoning ordinance and would, therefore, appear much the same as current development standards. Therefore, the proposed Parking and Loading Standards would not substantially increase or have any additional environmental impacts on scenic vistas beyond those described in the other sections of the EIR.

Research and Development Design Standards

The Research and Development Design Standards would change the landscaping and screening requirements for parking and loading areas in R&D zones, which could result in aesthetic impacts. However, the parking and loading space setback and screening requirements would effectively result in as much screening as under the current zoning ordinance, due to no longer allowing chainlink fences for buffers, and due to the proposed landscaping requirements. Additional screening may also act to improve visual conditions by buffering parking and loading areas associated with R&D zones. The proposed design standards for R&D zones provisions go beyond the provisions in the ZOU. Therefore, the proposed Research and Development Design Standards would not substantially increase or have any additional environmental impacts on scenic vistas beyond those described other sections of the EIR.

Impact AES-2: Substantially damage scenic resources, including but not limited to trees, rock outcroppings, and historic buildings along a scenic highway (overall FEIR finding: significant and unavoidable)

Impacts to scenic resources along scenic highways resulting from the proposed Landscaping and Irrigation Standards, Parking and Loading Standards, and Research and Development Design Standards would be the same as described under Impact AES-1. Therefore, the Community Design Standards and additions to the ZOU would not substantially increase or have any additional environmental impacts on scenic resources beyond those described in the other sections of the EIR.

Impact AES-3: Substantially degrade the existing visual character or quality of the site and its surroundings (overall FEIR finding: significant and unavoidable)

Impacts to the existing visual character resulting from the proposed Landscaping and Irrigation Standards, Parking and Loading Standards, and Research and Development Design Standards would be the same as described under Impact AES-1. Therefore, the Community Design Standards and additions to the ZOU would not substantially increase or have any additional environmental impacts on existing visual character beyond that described in the other sections of the EIR.

Impact AES-4: Create a new source of substantial light or glare that would adversely affect daytime or nighttime views in the area (overall FEIR finding: significant and unavoidable)

The proposed Landscaping and Irrigation Standards would ensure that healthy vegetation is established that would help to filter visible nighttime lighting and limit glare by buffering reflective surfaces from view. The proposed Parking and Loading Standards and Research and Development Design Standards would not result in a substantial increase or have any other additional environmental impacts on light and glare than those described in the other sections of the EIR.

The proposed Outdoor Lighting Standards would generally help to decrease the overall impacts of light and glare coming from development projects by aiding in reducing ambient light glow, light spill, and light pollution, in general, when seen in vista views, from scenic highways, and from regular vantage points. While the proposed Outdoor Lighting Standards would help to decrease the overall impacts of light and glare coming from development, light and glare impacts would still be significant and unavoidable as described in the other sections of the EIR.

Water Supply

Impact WS-1: Create a need for new or expanded entitlements or resources for sufficient water supply (overall FEIR finding: significant and unavoidable)

The Landscaping and Irrigation Standards will affect the types and amounts of landscaping required, including requiring the use of drought-tolerant species and water efficient irrigation and landscaping practices. The Landscaping and Irrigation Standards are based on the Model Water Efficient Landscape Ordinance promulgated by the Department of Water Resources for the express purpose of reducing landscaping water use in California (Department of Water Resources 2010). Therefore, the adoption of the proposed Landscaping and Irrigation Standards will reduce water demand related to landscape maintenance. This will not reduce overall water use to a less than significant level. Water supply impacts would still be significant and unavoidable in Section 3.10.

Transportation/Traffic

This impact is analyzed in Section 3.9, *Transportation and Traffic*, of this FEIR. Please see that section.

4.1 Introduction

In accordance with State CEQA Guidelines Section 15126.6, this DEIR contains a comparative impact assessment of alternatives to the project (i.e., proposed TGPA and ZOU). The primary purpose for this chapter is to provide decision makers and the public with a reasonable range of alternatives to the project. An alternative selected for analysis in the EIR must meet all of the following basic criteria.

- It must attain most of the fundamental project objectives. Here, it must meet most or all of the objectives of the TGPA.
- It must substantially avoid or reduce one or more of the project’s significant environmental impacts.
- It must be potentially feasible. The potential feasibility of an alternative is determined based on a variety of factors, including effectiveness in reducing significant effects, availability of infrastructure, impracticality, or undesirability from a policy standpoint, and internal general plan consistency. The final feasibility of the three alternatives selected for analysis in this DEIR will be determined by the County Board of Supervisors at such time as they approve the TGPA and ZOU. In accordance with State CEQA Guidelines Section 15091, the Board will adopt findings at that time describing the specific reasons why any alternatives that were not selected to be part of the project are infeasible.

The selection of alternatives to the project is governed by the “rule of reason.” Accordingly, an EIR need not consider every conceivable alternative to a project.

Every EIR must include an analysis of the No-Project Alternative. In this DEIR, Alternative 1 describes the No-Project Alternative.

State CEQA Guidelines Section 15126.6 states that the discussion of alternatives shall focus on alternatives to the project or its location. The TGPA and ZOU would apply only within the jurisdiction of El Dorado County. Therefore, the range is limited to alternatives located within the unincorporated areas of the County.

This chapter also identifies the “environmentally superior” alternative. As required by CEQA, if the environmentally superior alternative is the No-Project Alternative, then an environmentally superior alternative must be identified from among the other alternatives. CEQA does not obligate the County to adopt the environmentally superior alternative if it ultimately finds that alternative to be infeasible.

4.2 Preliminary Range of Alternatives

Based on comments received during the scoping process, workshops, hearings, and consideration of project objectives and potential significant effects, the following preliminary alternatives were identified.

- No-Project Alternative.
- Transit Connection Alternative.
- Include Changes to General Plan Oak Woodlands Policies in the TGPA/ZOU Alternative.
- Identify Additional County Recreational Sites in the General Plan.
- Restrict New Development Based on Road Capacity and Limit Funding of Improvements to Road Capacity.
- Modify Community Region Boundaries.

4.2.1 2004 General Plan EIR Alternatives

This section discusses the disposition of the alternatives considered in the 2004 General Plan EIR. The 2004 General Plan EIR provided an equal-weight level of analysis for the four General Plan alternatives listed below. It also considered eight other alternatives. Two of these eight were rejected from further analysis after initial consideration, and the remaining six were analyzed at a comparative level of detail, consistent with the requirements of CEQA. The four alternatives examined at an equal level of detail are listed below.

- Alternative 1—No Project
- Alternative 2—Roadway Constrained 6-Lane “Plus”
- Alternative 3—Environmentally Constrained
- Alternative 4—1996 General Plan

The General Plan adopted in 2004 was based largely on Alternative 4, modified by several components of the Environmentally Constrained Alternative.

This EIR does not examine the 2004 No-Project, Roadway Constrained, Environmentally Constrained, or the other six alternatives rejected in 2004. The 2004 No-Project Alternative was based on restrictions imposed by the writ of mandate imposed during litigation over the County’s prior General Plan. The writ has been released, so this alternative is no longer pertinent. Note that this DEIR examines a No-Project Alternative based on existing conditions. With adoption of the General Plan in 2004, the No-Project Alternative is now the existing General Plan.

The Environmentally Constrained Alternative was ultimately rejected as being infeasible because it conflicted with County policies and project objectives. The 2004 Findings of Fact (Exhibit B of the resolution certifying the EIR) cited the following reasons.

1. The land use diagram for this alternative would reduce permitted densities for numerous rural parcels to levels below those adopted in the 1996 General Plan and included in the adopted General Plan. This would defeat the expectations of individuals and families throughout the county who have purchased land in the Rural Regions with the intention of eventually subdividing to create new parcels for family members or as a form of savings to finance

retirement, education, or other expenses. This alternative was found infeasible because it would create a significant impediment to the expectations of many residents and property owners in the county.

2. By providing for less intensive residential development in the Rural Regions and reducing the size of the Community Regions and Rural Centers relative to the adopted General Plan, this alternative would increase the cost of housing in the County, and therefore reduce its affordability.
3. By limiting the number of rural lots that could be created, this alternative interferes with the County's ability to maintain its rural character and to provide housing opportunities for residents desiring a rural lifestyle. Compared to the adopted General Plan, far fewer lands have land use designations setting a minimum parcel size of 1 acre or more. A parcel of 1 acre or more is essential to provide the combined experience of privacy and openness that is critical to rural living. Because it limits land use designations that will help the County achieve its objectives of providing housing to support the local and regional economy while maintaining the County's rural character, this alternative is infeasible.
4. This alternative fails to recognize a number of existing historic communities; by not recognizing them as distinct planning areas, it would limit the ability of these communities to maintain their community identity and integrity and to maintain economic viability. This is inconsistent with the County's objectives of maintaining distinct, economically sound communities to protect the county's historic resources and to provide services to the Rural Regions to support residential and resource-based uses in the those areas.
5. Because this alternative includes numerous policies limiting the extent of development, it is possible that not all parcels of land will develop to the maximum density theoretically permitted by the land use designations on the land use diagram. Because the policies may constrain the ultimate development of some parcels, this alternative may ultimately make less land available for development. This would exacerbate the housing affordability problem discussed in item 2 above.
6. This alternative places fewer lands in the Community Regions and Rural Centers than does the adopted General Plan. Although this alternative adopts lower densities in Rural Regions, the limited availability of land in Community Regions and Rural Centers could have the effect of forcing County residents to seek more affordable land in outlying areas. Affordability constraints may force County residents to live even farther from major employment centers; this may seriously restrict the County's ability to attract major business ventures that would provide employment to a diverse range of the County's residents. Moreover, this trend could be expected to increase pressure for conversion of agricultural lands.
7. This alternative would fail to take full advantage of infill opportunities in Community Regions and Rural Centers by limiting new development in those areas. Because many of those areas are already served by public services and have already been partially developed, limiting development in those areas provides no meaningful public benefit.

The Roadway Constrained Alternative was designed primarily to limit development to a level that could be reasonably accommodated on a defined roadway system that allowed for only limited roadway expansion. This alternative would have held U.S. Highway 50 to a maximum of six through lanes within the county. In order to reduce the amount of traffic using County roadways, this alternative provided that no residential parcel could be subdivided into more than four parcels. The

Land Use Diagram for this alternative was developed with that constraint in mind. The Board of Supervisors rejected this alternative as infeasible for the following reasons, paraphrased from the 2004 Findings of Fact (Exhibit B of the resolution certifying the EIR).

1. This alternative would lead to traffic operating at LOS F on six segments of U.S. Highway 50. This level of traffic congestion violates established level of service standards and would be a significant detriment to the quality of life in the county. Because of its effect on traffic congestion on U.S. Highway 50, this alternative is unacceptable.
2. This alternative's limit on subdivisions constrains the County's ability to achieve its objective of promoting a strong, community-centered economy by encouraging higher-intensity residential development in the Community Regions. This alternative has fewer lands within Community Regions and Rural Centers than the adopted General Plan and would allow fewer subdivisions within those areas than would the adopted General Plan. Housing development has been shown to be a central component in a strong local economy. By limiting subdivisions to only four parcels from every existing parcel, this alternative would limit the ability to fully develop the Community Regions and Rural Centers and would promote more rapid subdivision in the County's Rural Regions because sufficient capacity is not available in the Community Regions and Rural Centers. With limited development of housing in Community Regions, it will not be feasible to develop thriving community-centered commercial uses in those areas. This alternative would not allow meaningful development within the Community Regions and would instead disperse that development throughout the County.
3. The limited subdivision opportunities provided by this alternative, which necessitates reduced residential densities countywide, would defeat the expectations of individuals and families throughout the County who have purchased land with the intention of eventually subdividing to create new parcels for family members or as a form of savings to finance retirement, education, or other expenses.
4. By limiting the supply of land available for residential development this alternative would increase the cost of housing in the county and therefore reduce its affordability. Numerous studies have shown that governmental constraints on the availability of land are a major factor contributing to the cost of housing.
5. By limiting the amount of development permitted in Community Regions and Rural Centers, this alternative will lead residents to seek lower land prices in outlying areas. Affordability constraints may force county residents to live even further from major employment centers which may seriously restrict the County's ability to attract major business ventures that would provide employment to a diverse range of the county's residents. This trend could be expected to increase pressure for conversion of agricultural lands.
6. This alternative would fail to take full advantage of infill opportunities within Community Regions and Rural Centers by limiting new development in those areas. Because many of those areas are already served by public services and have already been partially developed, limiting development in those areas provides no meaningful public benefit.

The 2004 General Plan EIR examined the following eight alternatives at a lesser level of detail. These alternatives were found infeasible or, in the cases of Alternatives 6 and 8, dropped from review as described in the 2004 Findings of Fact (Exhibit B of the resolution certifying the EIR), paraphrased below.

- Alternative 5—2001 Project Description

- Alternative 6—Roadway Constrained 6-Lane (this alternative was dropped because it would have precluded additional development on existing legal parcels throughout most of the county and was therefore infeasible)
- Alternative 7—Roadway Constrained 8-Lane
- Alternative 8—Modified Development Agreements (this alternative was dropped because it is legally infeasible to modify approved development agreements)
- Alternative 9—Modified El Dorado Hills South of U.S. Highway 50
- Alternative 10—New White Rock Road Connection
- Alternative 11—Transit Emphasis
- Alternative 12—Compact Development

Alternative 5 was found infeasible because it would not reduce any of the significant effects associated with the project.

Alternative 7 was found infeasible because it would (1) limit the County's ability to meet its fair share of the region's housing supply; (2) not allow subdivisions, thereby precluding meaningful development in the Community Regions and creating an impediment to the development expectations of county landowners; (3) increase the cost of housing; (4) force county residents to live farther from major employment centers by reducing housing affordability; and (5) fail to take advantage of infill opportunities within Community Regions and Rural Centers.

Alternative 9 was found infeasible because it would require the County to change the land use designations on lands that are subject to development agreements and that thereby have vested development rights that cannot be unilaterally changed by the County.

Alternative 10 was found infeasible because (1) it was not needed to reduce unacceptable levels of roadway congestion; and (2) it would have potential impacts on other jurisdictions, requiring coordination with those agencies to reconcile.

Alternative 11 was found infeasible because the significant increase in development densities necessary to support transit, particularly in the El Dorado Hills area, would (1) be incompatible with the objectives of maintaining natural beauty and environmental quality, (2) lead to severe traffic congestion on U.S. Highway 50 inconsistent with the policies inherent in Measure Y, (3) result in fewer parcels of 1 acre or more needed to maintain the county's rural character, and (4) could not be supported on the remaining undeveloped land in the area.

Alternative 12 was found infeasible because (1) its reduction in permitted densities for rural parcels would create a significant impediment to the expectations of rural property owners that they will be able to subdivide their land; (2) it would require the County to change the land use designations on lands that are subject to development agreements and that thereby have vested development rights that cannot be unilaterally changed by the County; (3) many of the lands redesignated under this alternative are subject to plans calling for the development of privately financed infrastructure improvements, and the redesignations would render many of the improvements unnecessary or undersized; (4) imposing the density increases proposed under this alternative would substantially alter the character of the county's existing communities; and (5) compact development patterns would interfere with the County's ability to both maintain its rural character and provide housing

opportunities for residents requiring a rural lifestyle by providing a disproportionately small number of rural lots.

Conclusion

These reasons largely remain valid today. For the foregoing reasons, the alternatives previously considered as part of the 2004 General Plan were not carried forward for further analysis in this DEIR. Moreover, the project is a limited set of amendments to the General Plan, not a comprehensive update or change in policies. The alternatives examined in 2004 made sense in the context of considering adoption of a new General Plan. However, those alternatives are not needed for purposes of reducing the impacts of the current, more limited, project.

4.3 Alternatives Selection Criteria

4.3.1 Project Objectives

As stated in Chapter 2, *Project Description*, the fundamental objectives of the TGPA and ZOU are as follows.

TGPA

- Encourage and support the development of housing affordable to the moderate income earner.
- Promote and support the creation of jobs.
- Increase capture of sales tax revenues.
- Promote and protect agriculture in the County.
- Revise existing General Plan policies and land use designations to provide clarity while keeping land use map changes to a minimum.

Zoning Ordinance Update

- Update the zoning map to conform to the General Plan land use designations.
- Eliminate conflicting provisions within the existing ordinance.
- Add provisions to facilitate General Plan Implementation Measures.
- Reorganize the ordinance for ease of use
- Update the text of the ordinance to bring it into conformance with the General Plan and to incorporate modern implementation tools.
- Create new zones to reflect current zoning needs.
- Delete obsolete zones.
- Create overlay zones to more effectively implement General Plan policies.
- Expand allowed uses in the agricultural and rural land zones (including forest resource and TPZ) to provide opportunities for agricultural support, recreation, and rural commerce.

- Provide a range of intensities for home occupations, based on size and zoning of parcels, addressing the issues of accessory structures, customers, and employees.
- Modify zoning for Williamson Act contracted and rolled out land to reflect the underlying General Plan land use designations. “Rolled out” means land on with the Williamson Act contract has been non-renewed and will expire at the end of its term.
- Provide a range of commercial zones that specify the type, design, and location of commercial uses, consistent with the General Plan.

4.3.2 Significant Environmental Impacts

This DEIR identifies several significant impacts of the TGPA and ZOU. For purposes of selecting alternatives, the County considered the following to be the key impacts to be reduced.

- Aesthetics
- Agricultural Resources
- Biological resources
- Land use
- Traffic¹

4.4 Alternatives Eliminated from Further Consideration

The project proposes a number of changes to the policies of the General Plan. The following prospective alternatives are policy initiatives that were considered for inclusion in the project, but for reasons discussed here were not included. These alternative policy options were eliminated from further consideration as alternatives to the project.

4.4.1 Include Changes to General Plan Oak Woodlands Policies in the TGPA/ZOU Alternative

Description

The 2004 General Plan includes a number of policies for the protection of Oak Woodlands and other biological resources. For example, Implementation Measure CO-P directs the County to develop and adopt an Oak Resources Management Plan. The County adopted an Oak Resources Management Plan in 2008; however, it was set aside in 2012 by the Court of Appeal in a decision relating to the CEQA document prepared for that plan. This has highlighted the County’s difficulties in implementing and applying the General Plan’s biological policies. In response, the County has decided that it should comprehensively analyze those policies, including the policies for the protection of oak woodlands,

¹ As discussed in Chapter 3.9, *Transportation*, the project would result in a marginal increase in traffic. The change is so small that it would be insufficient to change the projected levels of service for the General Plan without the project. However, traffic is an important issue in the county, so alternatives that would reduce traffic are considered in the following discussions.

and consider amendments that more clearly define and reflect the County's intent regarding conservation and management of the resources. The County is in the early stages of drafting these policy amendments.

The County Board of Supervisors has stated that its intent is to consider changes to its biological resources policies, including the treatment of oak woodlands, through a general plan amendment that is separate from the TGPA. The process of considering the proposed amendment will include preparing a separate EIR disclosing the potential impacts of the proposed policies and policy amendments. The Board has opted to pursue a separate track for these policies in order to give those policies its full attention and to demonstrate that the County is complying with the court's mandate in the related litigation over the Oak Resources Management Plan.

Reason for Rejection

Amending the General Plan's biological resources policies would meet the objective of revising existing General Plan policies and land use designations to provide clarity. It would not, however meet any of the other objectives of the TGPA. In addition, the County Board of Supervisors has chosen to consider these revisions separately from the TGPA. In March 2014, the Board approved a 3-year contract with the consulting firm Dudek to undertake an update of the General Plan's biological resource policies, including an in-lieu fee option Oak Resources Management Plan. The biological resources policies update is currently in progress.

4.4.2 Identify Additional County Recreational Sites in the General Plan

Description

The Parks and Recreation Element of the General Plan establishes objectives and policies for recreation. The Land Use Element designates regional and local parks as Public Facilities (PF). The General Plan addresses park acquisition and development, recreational trails, and funding, among other related topics. During early scoping of this DEIR, a commenter suggested that the County look at including additional recreation sites in the TGPA. The intent of an amendment would be to increase the amount of County-owned recreational land available to the public.

Reason for Rejection

As discussed in the Initial Study prepared for this DEIR, the TGPA and ZOU would not result in a significant impact on recreation. The County's residents have extensive recreational opportunities available in the Eldorado National Forest and at Sly Park, Folsom Lake State Recreation Area, local parks, and other venues. Additional local parks to serve new residents will be provided through dedications and "Quimby Act" fees imposed on new development pursuant to the General Plan and the Subdivision Ordinance, or through future adopted community plans. Because there is no significant effect that would be avoided or substantially reduced by this alternative, it is eliminated from further review.

Identifying additional recreational sites in the General Plan would involve additional changes to the Land Use map to designate future park sites as PF. That's inconsistent with the objectives to keep map changes to a minimum.

4.4.3 Restrict New Development Based on Road Capacity and Limit Funding of Improvements to Road Capacity

Description

This alternative is based on community concerns expressed during hearings on the TGPA/ZOU. Measure Y and the related General Plan policies linking development to road capacity (beginning with Policy TC-Xa) basically provide that if the County determines that a single-family residential project of five or more units or other project will worsen traffic, then the County must require the project to mitigate its impacts on the road system through payment of a TIM fee and/or installation of needed improvements. These policies are described in Section 3.9, *Transportation and Traffic*.

This alternative would amend the current General Plan to require that no residential development projects of five or more dwellings or parcels of land that would result in or worsen LOS F during weekday, peak-hour periods on any highway, road, intersection, or interchange within the unincorporated County be approved. Any form of discretionary approval for any new projects would be prohibited until all necessary road capacity improvements to prevent new development from reaching LOS F during weekday peak-hours are fully completed. All improvements necessary to offset traffic impacts from new development would be required to be funded solely through impact fees and federal/state funds. No county tax revenues would be allowed to be used to pay for these improvements.

This alternative would effectively preclude the County from continuing to fund the road capacity improvements needed in order to avoid LOS F. At such time as any highway, road, intersection or interchange located in the unincorporated County reached LOS F level of congestion, the County would be prevented from approving any discretionary approvals for new development, including those requiring a CUP, minor use permit, or development plan permit under the ZOU, until all necessary road capacity improvements are completed. However, impact fees (including TIM fees) can only be levied on a development project as a condition of its approval (Government Code Section 66000, et seq., the Mitigation Fee Act). If no development can be approved until the facilities needed to avoid LOS F are constructed, and the County can only use impact fees to fund the necessary road improvements, then the funding to construct improvements or facilities needed in order to provide the improved road capacity could not be collected.

Reasons for Rejection

Inconsistency with Objectives

This alternative would conflict with the following TGPA objectives.

- *Encourage and support the development of housing affordable to the moderate income earner.* Eliminating the means by which road capacity improvements can be funded while simultaneously linking approval of multi-family residential developments to avoidance of LOS F on any highway, road, interchange or intersection will ultimately restrict the construction of housing, including multi-family housing, with five or more units in the development. Because this type of housing is expected to provide a portion of the County's low- and moderate-income housing, reducing its share of the housing mix conflicts with this objective. It may also limit the County's ability to accommodate its share of affordable housing under the housing element.

- *Promote and support the creation of jobs.* Linking the approval of all discretionary permits to full completion of any road capacity improvements needed to avoid LOS F while simultaneously eliminating the primary means by which road capacity improvements can be funded will hinder the County from approving commercial, recreational, and industrial development that would provide jobs. This could limit such activities as ranch marketing and winery activities where a discretionary permit is required under either the existing or proposed zoning ordinance. This will limit job creation in those sectors.

In March 2013 as part of the development of the County's Travel Demand Model (TDM), BAE Urban Economics prepared an estimate of future job generation until 2035. This economic analysis is based on the common assumption that job creation is linked to residential development through a jobs/housing ratio. (BAE Urban Economics 2013) For example, SACOG used jobs/housing ratios as a component of the land use forecast for the MTP/SCS 2035 found in Appendix E-3 of that document (Sacramento Area Council of Governments 2012). Limiting residential development would necessarily reduce the projected number of jobs created in the future.

- *Increase capture of sales tax revenues.* Similar to the discussion of jobs creation, sales tax revenues are dependent upon expansion of the commercial sector. This would be inhibited by policies that would restrict future ranch marketing, winery, and other commercial enterprises requiring a discretionary permit.
- *Promote and protect agriculture in the County.* See the discussion above. The County intends to promote and support agriculture by allowing and encouraging other related and compatible commercial enterprises such as future ranch marketing, or wineries. Under this alternative, if LOS F conditions occur at some location in the County, such new uses would largely be restricted by the lack of funding for the road capacity improvements needed in order to alleviate the congestion.

Inconsistency with Policy

This alternative would conflict with the overall direction of General Plan policies TC-Xa through TC-Xi, which relate to funding road improvements with TIM fees and programming improvements through the CIPs. It would also conflict with Measure TC-B, requiring that improvements set forth in the fee programs are fully funded and capable of being implemented concurrently with new development. By making the collection of sufficient fees to continue to fund road improvements infeasible, road improvement projects identified in the CIP may also become infeasible to complete due to lack of funds.

4.4.4 Modify Community Region Boundaries

This alternative is based on concerns of residents of the Camino-Pollock Pines and Shingle Springs areas. This alternative would split the Camino/Pollock Pines Community Region into three Rural Centers—Camino, Cedar Grove, and Pollock Pines. In addition, it would limit the Rural Centers to those lands designated as Multi-Family Residential, High-Density Residential, Commercial, and Industrial. The lands currently within the Camino-Pollock Pines Community Region designated for Low-Density and Medium-Density Residential use would be excluded from the Rural Center boundaries. The lands designated for Medium-Density Residential use within the current Camino-Pollock Pines Community Region would be overlain by the Platted Lands (-PL) overlay designation which would prohibit the future subdivision of these lands into lots smaller than 1 acre in size. In

comparison to the proposed TGPA, these three Rural Centers would be smaller and would consist of discontinuous areas.

This alternative would also re-designate the Shingle Springs Community Region to a Rural Center. The Rural Center’s boundaries would include the lands designated as Multi-Family Residential, High-Density Residential, Commercial, and Industrial within the current Community Region, and exclude those lands designated Medium-Density Residential. It would place the –PL overlay on the lands designated Medium-Density Residential. This would create a Rural Center of contiguous land generally centered on the Ponderosa Road/U.S. Highway 50 interchange and along U.S. Highway 50.

The alternative would also apply the –PL overlay to lands designated for High-Density and Medium-Density Residential use in the residential communities of Sly Park Hills and Sierra Springs. This would prohibit the future subdivision of these lands into lots smaller than 1 acre. The result of this alternative would be to reduce the development potential of those lands designated for High-Density Residential use in the Sly Park Hills and Sierra Springs areas.

Lands designated for Low-Density and Medium-Density Residential would retain their current development potential. The maximum allowable densities under the General Plan designations with and without the –PL overlay are compared in Table 4-1.

This alternative would apply the –PL overlay to all lands within the El Dorado Hills and Cameron Park Community Regions within 1 mile of Green Valley Road that currently have a Low-Density Residential designation, and would remove those lands from the Community Regions. This would prohibit the future subdivision of lands designated Low-Density Residential into lots smaller than 5 acres in size.

The result of this alternative would be to reduce the development potential of those lands designated for High-Density Residential use in the Sly Park Hills and Sierra Springs areas. Lands designated for Low-Density and Medium-Density Residential would retain their current development potential. The maximum allowable densities under the General Plan designations with and without the –PL overlay are compared in Table 4-1.

Table 4-1. Comparison of Allowable Densities under the El Dorado County General Plan

General Plan Land Use Designation	Maximum Allowable Density (dwellings/acre)	Maximum Allowable Density with –PL Overlay (dwellings/acre)
Low-Density Residential	0.2	0.2
Medium-Density Residential	1.0	1.0
High-Density Residential	5.0	1.0

–PL = Platted Lands

This alternative would substantially reduce the residential development potential for those portions of the Sly Park Hills and Sierra Springs areas designated for High-Density Residential development. This alternative would also reduce the residential development potential within those areas being re-designated from Community Regions to Rural Centers. Under the proposed TGPA, the maximum density of mixed use development within a Community Region would be 20 dwellings per acre. Within a Rural Center it would be 10 dwellings per acre (where site constraints allow). As a result, under this alternative, the maximum residential density of mixed use development in the Shingle Springs Rural Center would be half of that allowed if Shingle Springs remained a Community Region.

Reasons for Rejection

Inconsistency with Objectives

This alternative is rejected because it fails to meet most of the project objectives.

- *Encourage and support the development of housing affordable to the moderate income earner.* This alternative would reduce the availability of housing in the future as previously approved development projects are built out. As housing supply becomes increasingly constrained in the face of population growth, the cost of housing will increase. The 2013–2021 Housing Element notes that land cost is a constraint to the development of affordable housing (El Dorado County 2013). Reducing the potential for higher density mixed use development in Shingle Springs runs counter to this objective.
- *Promote and support the creation of jobs.* Reducing the potential for residential development would indirectly limit the future creation of jobs in retail and other commercial sectors that are dependent upon the local population for business. The BAE report estimated that the Cameron Park/Shingle Springs area will support nearly 4,500 new jobs by 2035, based on multi-family residential growth under the TGPA of 635 units and single-family growth 3,560 units². Limiting new residential development in Shingle Springs would marginally reduce those projections (BAE Urban Economics 2013). Reducing the potential for higher density mixed use development in Shingle Springs runs counter to this objective.
- *Revise existing General Plan policies and land use designations to provide clarity while keeping changes to land use maps to a minimum.* An essential objective of the TGPA is to limit, or target, its amendments to general plan objectives and policies and minimize changes to the Land Use Diagram. The alternative would require extensive changes to Community Region and Rural Center boundaries, as well as application of the –PL overlay. It therefore conflicts with this objective.

Reduction in Impacts

With the exception of traffic, the alternative would not result in a substantial reduction in the significant effects identified with the TGPA and ZOU. As shown in Table 4-1, the key difference between the project and this alternative with regard to development potential is the reduction in potential residential density of mixed use development in Shingle Springs. The impacts of future development in Shingle Springs are largely attributable to implementation of the adopted General Plan, which establishes the pattern of future land use. The General Plan and this alternative share essentially the same development envelope. Therefore, reducing the TGPA's residential density here would reduce the rate of traffic generation, but would not reduce other environmental impacts in comparison to the TGPA.

² Nearly all of this projected growth is based on development under the General Plan. The TGPA contributes a small amount, primarily from higher-density, mixed use development.

4.5 Range of Alternatives for Analysis

Following is a qualitative analysis of three alternatives to the project. In some cases, the significance conclusion of an impact may be the same under each scenario when compared to the Thresholds of Significance. However, the actual degree of the impact may be slightly different.

The impacts of the alternatives are summarized at the end of this section in Table 4-3.

4.5.1 Alternative 1—No-Project Alternative

According to State CEQA Guidelines Section 15126.6e (3), for a project that is a revision of an existing land use plan or policy it is required that the “no project” alternative “will be the continuation of the existing plan, policy or operation into the future.” Therefore, for the TGPA/ZOU DEIR, the No-Project Alternative will consist of the continuation of the existing adopted General Plan and Zoning Ordinance, without changes. Under this alternative, the County would continue to operate under the adopted 2004 General Plan policies and the existing zoning regulations.

The No-Project Alternative would have the same impacts identified in the 2004 General Plan EIR. The No-Project Alternative would have fewer impacts than the project because it does not include amendments to the Zoning Ordinance that would adversely affect aesthetics, agricultural resources, biological resources, and land use. The TGPA component of the project would not have substantially greater impacts than the No-Project Alternative.

4.5.2 Alternative 2—Transit Connection Alternative

Description

Alternative 2 would include policies intended to facilitate CEQA streamlining for higher-density residential or mixed use projects in locations that are consistent with both the current General Plan and the Sacramento Area Council of Governments’ (SACOG’s) adopted Metropolitan Transportation Plan/Sustainable Communities Strategy 2035 (MTP/SCS 2035). Otherwise, Alternative 2 would include the same proposed General Plan amendments as the TGPA and would include the ZOU. Alternative 2 would not increase densities over those in the General Plan and TGPA.

By encouraging development in areas that can be served with transit, Alternative 2 would provide residents of any qualifying development project with alternatives to automobile use and thereby reduce the annual vehicle miles travelled that would have otherwise been generated by that development project. This would be expected to also reduce greenhouse gas (GHG) emissions. The TGPA/ZOU project would result in a significant effect on traffic; this alternative is considered as a means to reduce traffic generated under the current General Plan and would therefore reduce the impacts of the project.

Pursuant to statute and guidelines adopted in conjunction with Senate Bill (SB) 226 (Chapter 469, Statutes of 2011), CEQA authorizes the County to limit the scope of environmental analysis that is required for certain projects that are consistent with an adopted regional SCS. SACOG adopted the MTP/SCS 2035 in April 2012 as required by SB 375 (Chapter 728, Statutes of 2008), the Sustainable Communities and Climate Protection Act of 2008. The MTP/SCS 2035 is a plan for reducing GHG emissions from automobiles and light trucks through regional land use and transportation policies

that (1) identifies areas suitable for higher intensities of development because they are or can be well served by transit, and (2) provides for increased spending on transit service.

The County is not obligated to bring its General Plan or Zoning Ordinance into conformance with the MTP/SCS 2035. However, it may independently choose to adopt policies that would be consistent with the MTP/SCS 2035 in order to qualify for CEQA streamlining opportunities provided by Assembly Bill (AB) 226 (Chapter 469, Statutes of 2011) for projects that are consistent with MTP/SCS 2035. Under Alternative 2, the County would choose to adopt pertinent MTP/SCS 2035 policies.

SB 226 establishes a formula by which certain residential or commercial/retail/office infill projects may avoid a full CEQA review process. This applies where a plan level EIR has previously been prepared, the project is consistent with the general use designation, density, building intensity, and applicable policies specified for the project area in the MTP/SCS 2035, any project-specific impacts can be avoided either by the mitigation measures from the EIR or through applicable County performance standards (e.g., noise ordinance, policy TC-Xa and related policies, TIM fee, etc.), and the project meets specific statewide standards. An infill project is defined as a project located in an urban area on a previously developed site or a vacant site where at least 75% of the perimeter adjoins or is across a public road from developed urban parcels that any one or more of the following uses: residential, retail or commercial where not more than half the site is used for parking, a transit station, a school, or a public office building. "Urban area" includes urbanized, unincorporated areas in addition to cities.

The MTP/SCS 2035 identifies lands in the El Dorado Hills area on both sides of the U.S. Highway 50 corridor as "developing communities," as illustrated in Figure 4.1. Where consistent with the General Plan and adjacent to urban development, these would be the candidate areas for streamlining.

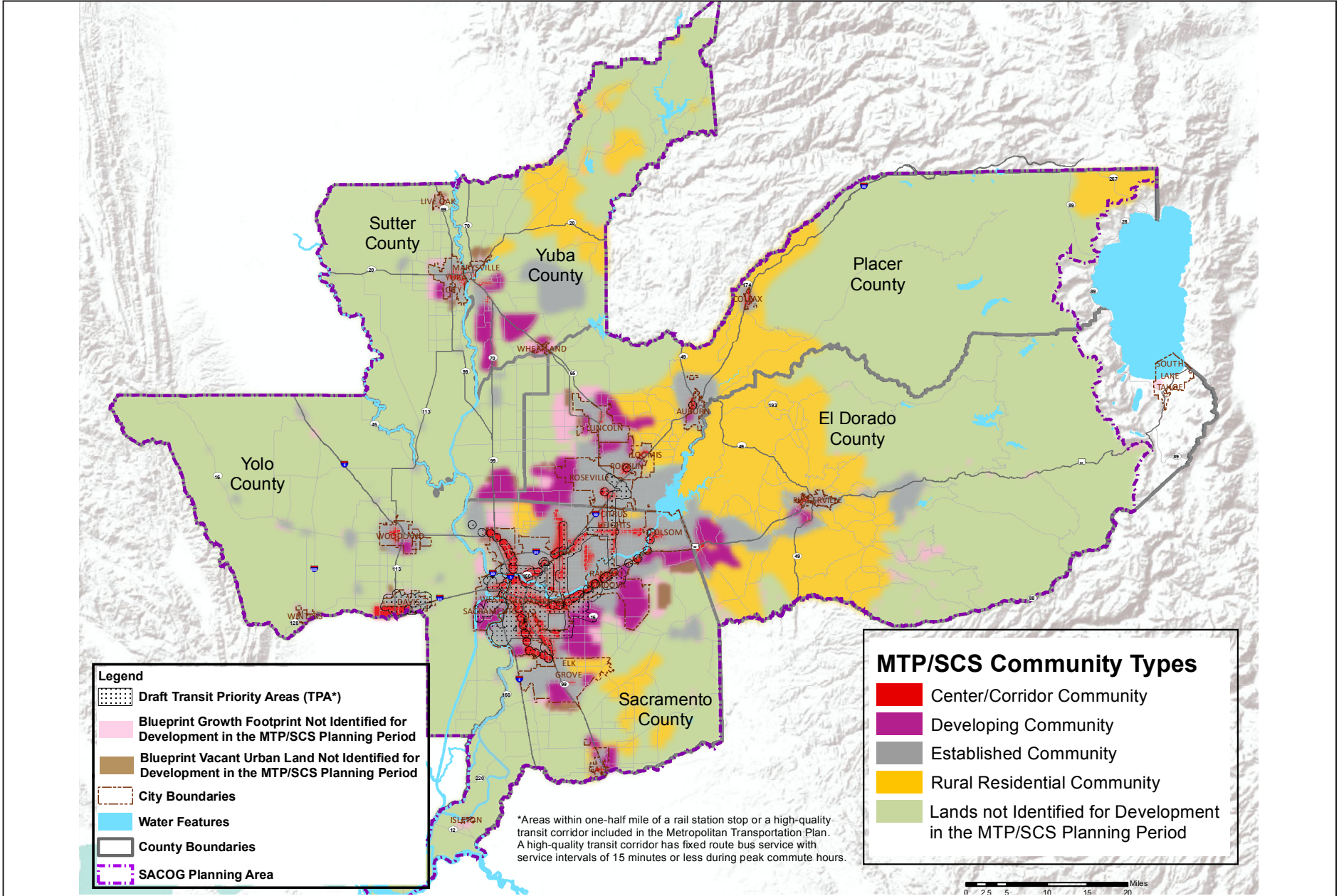
For residential and commercial projects, the statewide standards include being located in a "low vehicle travel area," as defined in Appendix M of the State CEQA Guidelines. For residential projects, this means a traffic analysis zone with below average existing vehicle miles traveled per capita. In El Dorado County, the same metric would apply to commercial/retail and office projects. Commercial/retail projects would be limited to having no single-building floor-plate greater than 50,000 square feet

The following policies would be adopted to encourage the use of the CEQA streamlining procedures established under SB 226.

Policy TC – 8b: The County shall review the El Dorado County Transportation Commission (EDCTC) Regional Transportation Plan and SACOG's MTP/SCS 2035 each time it reviews and updates the General Plan, community plans, specific plans or other County policies and regulations to ensure overall consistency among all of these plans and strategies to allow for CEQA streamlining and to ensure eligibility for state transportation and housing funding.

Policy TC – 8c: CEQA streamlining may be applied to residential, commercial/retail, or office projects where the proposed development is consistent with the General Plan and meets all applicable requirements of State CEQA Guidelines section 15183.3 and the associated Appendix M of the State CEQA Guidelines. Streamlining will not be applied to projects that require a general plan amendment.

Policy TC – 8d: The County, working with SACOG, shall identify below average regional per capita VMT areas designated for residential and mixed use projects under the General Plan that are also



Source: Sacramento Area Council of Governments 2012, Figure 3.2

Figure 4.1
MTP/SCS Community Types

consistent with land use designations, densities, building intensities, and all other applicable policies of the MTP/SCS 2035.

Under Alternative 2, the CEQA streamlining provisions would encourage development within the identified low vehicle travel areas. CEQA streamlining encourages development by reducing the time needed to prepare CEQA documents, or even avoiding the need for CEQA documents where the development project can meet all of the above requirements and would have no new project-specific impacts that are not avoided by the local or state performance standards. This saves a prospective developer time and money.

This alternative would not increase the total amount of development under the General Plan and the TGPA, but could result in development occurring more quickly in the qualifying areas than elsewhere. In addition, at such future time as transit is more readily available along the U.S. Highway 50 corridor, the alternative would offer residents and workers the option of travelling by transit and avoid traffic.

Although a specific project design is needed in order to quantify the difference in traffic generation, there is evidence from a recent comprehensive study of mixed use development projects prepared for the American Planning Association Planning Advisory Service that the conventional traffic generation projections based on the Institute of Transportation Engineers (ITE) *Trip Generation Handbook* are overestimated by an average of 35% (Planning Advisory Service 2013). Further, the *Getting Trip Generation Right* study found that on average, land uses generate 49% more traffic if they are distributed among single-use sites in suburban settings than if they are in a dense, mixed use development (Planning Advisory Service 2013).

Therefore, a well-designed mixed use project can reasonably be assumed to result in a lower level of traffic generation than if a similar level of overall development were to occur on individual sites. The level of air quality and greenhouse gas emissions attributable to traffic would similarly be reduced in comparison to single-use sites.

Impact Analysis

If implemented, the general plan policies that are a part of Alternative 2 would be included in the project as additional new policies along with those already included in the TGPA. This analysis assumes that Alternative 2 would be subject to the same mitigation measures as the project. The analysis is limited to those areas of the western County identified as “developing communities” on Figure 4.1 (Sacramento Area Council of Governments 2012, Figure 3.2).

Aesthetics

The areas identified in the MTP/SCS 2035 as developing communities include undeveloped lands that currently provide scenic relief along the U.S. Highway 50 corridor. This would include the area between El Dorado Hills and Cameron Park. Alternative 2 would have a significant and unavoidable impact on aesthetics through the conversion of those lands to urban uses. The proposed Outdoor Lighting Standards would limit the amount of light spill from new development. However, this would not be sufficient to eliminate the change in views that will result from new development. The impact would be the same as for the project.

Agricultural and Forestry Resources

The areas identified in the MTP/SCS 2035 as developing communities do not include any areas of timberland. The only agricultural lands in and adjacent to the areas identified in the MTP/SCS 2035 as developing communities are identified as “grazing land” and “other land” on the FMMP Important Farmland Map for El Dorado County (Figure 3.2-1) (Department of Conservation 2011). Conversion of small areas of grazing lands would not result in a significant impact related to farmland. The impact of Alternative 2 would be less than significant.

Air Quality and Greenhouse Gases

Alternative 2 would have the same impact as the project (Air Quality: significant and unavoidable; Greenhouse Gases: less than significant) because it proposes the same land uses. However, because it would encourage mixed use development, it may reduce emissions related to vehicle use as found for this type of development by the *Getting Trip Generation Right* study. This alternative would result in a slightly lesser impact than the project.

Biological Resources

Alternative 2 would result in the development of land that is currently undeveloped. This grassland and oak woodland habitat may support special status species. The loss and fragmentation of habitat would be a significant and unavoidable impact. The proposed Outdoor Lighting Standards would limit the amount of light spill from new development. However, this would not be sufficient to avoid habitat impacts that will result from new development. The project similarly would have a significant and unavoidable impact on biological resources.

Cultural Resources

The areas identified in the MTP/SCS 2035 as developing communities include drainages and other potential habitation areas that may contain archaeological resources. As with the project, Alternative 2 would have a significant and unavoidable impact.

Energy Use

Alternative 2 would result in non-vehicular energy use levels similar to those of the project. New development would be subject to the energy conservation requirements of state law and building codes, thereby ensuring that it is not wasteful, inefficient, or unnecessary. Alternative 2 would reduce vehicle use in comparison to the project and would therefore have a marginally smaller energy footprint from vehicle fuel use than the project. As with the project, Alternative 2 would have a less than significant impact.

Land Use and Planning

Alternative 2 would not divide an established community and would be required to be consistent with applicable plans. Converting undeveloped land to urban and suburban uses would substantially alter the existing land use character, as discussed under Aesthetics. As with the project, this would be a significant and unavoidable impact.

Noise

Alternative 2 would not substantially differ from the project in its potential for noise and the exposure of new residents to increased noise levels. As with the project, the alternative's impact would be significant and unavoidable.

Population and Housing

Alternative 2 would not displace persons or housing. It will not induce population growth to any greater extent than the existing General Plan provides. At the same time, it may encourage a small shift away from low-density residential development to higher-density mixed use development by reducing the time and cost of CEQA compliance for the qualifying mixed use projects. This may influence the timing of growth, but would not otherwise induce growth. This impact is less than significant.

Transportation and Traffic

The alternative has the potential, to the extent that it encourages mixed use development in commercial areas, to reduce trip generation rates in comparison to standard commercial development. The *Getting Trip Generation Right* study's comparison of conventional and mixed use projects found that land uses generate 49% more traffic if they are distributed among single-use sites in suburban settings than if they are in a dense, mixed-use development (Planning Advisory Service 2013). Although this does not mean that the alternative would result in such a dramatic reduction, it may generate less traffic than single-use development. The alternative would have a significant impact, but that impact would be expected to be somewhat less than the project's.

Water Supply

The alternative would not alter anticipated water demand because it would be consistent with the General Plan and El Dorado Irrigation District's (EID's) demand estimates are based on the General Plan. Similar to the project, it would have a less-than-significant impact on water supply within EID's service area up to 2035. It would have a significant and unavoidable impact on water supply within the Georgetown Divide Public Utility District and Grizzly Flats Community Services District service areas. It would also have a significant and unavoidable impact within EID's service area after 2035.

Cumulative Impacts

The alternative would generally make the same contributions to cumulative impacts as the project and would make, as described in Tables ES-1 and ES-2 in the *Executive Summary*. Differences would be limited to the alternative's somewhat lesser contributions to air quality, greenhouse gases, and traffic impacts. The alternative's contribution to traffic impacts would be considerable, as would the project's.

4.5.3 Alternative 3—Selective Approval of TGPA/ZOU Components

The project consists of a variety of individual amendments to the General Plan, as well as changes to the provisions of the Zoning Ordinance. As discussed in Chapter 3, some of the amendments and zoning changes have the potential to result in significant effects on the environment. The County

Board of Supervisors is not required to approve all of the policy and ordinance changes that make up the project. They can choose not to include any or all of those components of the project that would result in significant environmental impacts and thereby reduce the project's overall impacts.

This alternative, because it can be implemented in a number of different combinations, actually represents multiple alternatives for consideration by the Board of Supervisors.

Table 4-2 illustrates those project components that have been identified as resulting in significant impacts. This table includes those components for which the DEIR proposes mitigation measures that reduce the impacts. The impact mechanisms and mitigation measures are described in more detail in Section 3.1, *Aesthetics*; Section 3.2, *Agricultural and Forestry Resources*; Section 3.4, *Biological Resources*; Section 3.6, *Land Use and Planning*, and Section 3.9, *Transportation and Traffic*. Many of the components listed in Table 4-2 below are subject to approval of a conditional use permit. However, it is reasonable to assume that, even with the adoption of site-specific CEQA mitigation measures identified in the CEQA process for the specific project, large examples of such uses would result in localized significant, unavoidable impacts. These components include certain ranch marketing activities (Ordinance section 17.40.260); intensive home occupations (Ordinance section 17.40.160.F); agricultural and timber lodging activities (Ordinance section 17.40.170); public utility service facilities, intensive, in some zones; industrial, general, in some zones; recreational facilities (Chapter 17.25); and ski area.

Table 4-2. Project Components with Significant Impacts

Project Component	Significant Impact Area	Mitigation Measure, if any, and Significance After Mitigation ^a
Development on slopes of 30% or more (Policy 7.1.2.1, Ordinance section 17.30.060)	Aesthetics	BIO-1a: Limit the relaxation of hillside development standards SU
	Biological Resources	BIO-1a: Limit the relaxation of hillside development standards SU
	Land Use	BIO-1a: Limit the relaxation of hillside development standards SU
Infill development (Policy 2.4.1.5)	Biological Resources	NONE SU
Certain ranch marketing activities (Ordinance section 17.40.260) ^b	Aesthetics	AES-4: Revise proposed Zoning Ordinance Chapter 17.34 and Section 17.40.170 (light shielding) LTS
	Agricultural Resources	AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers LTS
	Biological Resources	BIO-1c: Limit music festivals and concerts Mitigation Measure BIO-2: Return Event Site to Pre-Event Condition SU
	Land Use	LU-4b: Revise Section 17.40.260, Ranch Marketing, prior to adoption LTS
	Ground-water	None SU
Home Occupations (Ordinance section 17.40.160.F) ^c	Land Use	TRA-2: Reduce the Proposed Number of Employees Allowed by Right at Home Occupations (Table 17.40.160.2) LU-5: Revise the Home Occupancy Provisions To Restrict The Use Of Hazardous Materials SU
	Traffic	TRA-2: Reduce the Proposed Number of Employees Allowed by Right at Home Occupations (Table 17.40.160.2). SU
	Ground water	None SU
Agricultural and timber lodging activities (Ordinance section 17.40.170)	Aesthetics	AES-4: Revise proposed Zoning Ordinance Chapter 17.34 and Section 17.40.170 (light shielding) SU
	Agricultural Resources	AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers LTS
	Biological Resources	AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers SU
	Land Use	None LTS
	Ground-water	None SU

Project Component	Significant Impact Area	Mitigation Measure, if any, and Significance After Mitigation ^a
Public utility service facilities, intensive, in some zones	Agricultural Resources	AG-1b: Amend the ZOU to limit Public Utility Service Facilities to minor facilities in the PA, AG, and RL zones LTS
	Biological Resources	None SU
	Land Use	None SU
	Ground-water	None SU
Industrial, general, in some zones	Aesthetics	AG-4: Amend proposed Table 17.21.020 to restrict incompatible uses from being located in the TPZ zone SU
	Agricultural Resources	AG-4: Amend proposed Table 17.21.020 to restrict incompatible uses from being located in the TPZ zone LTS
	Land Use	None SU
	Ground-water	None SU
Recreational facilities (Chapter 17.25)	Aesthetics	None SU
	Land Use	None SU
	Ground-water	None SU
Ski area	Agricultural Resources	AG-4: Amend proposed Table 17.21.020 to restrict incompatible uses from being located in the TPZ zone LTS
	Land Use	None SU
	Ground-water	None SU

Note: LTS = less than significant with mitigation; SU = significant and unavoidable

^a The significance level reflects the greatest significance for the given impact area.

^b These activities would be those requiring a CUP or that are of large scale such as special events and music festivals.

^c These activities would be those requiring a CUP.

Under Alternative 3, any or all of these project components would be removed from the project prior to approval. The elimination of a particular component or components would substantially reduce the project's impacts. Otherwise, this alternative would have the same impacts as the project.

4.5.4 Summary of Impacts

Table 4-3 below summarizes the impacts of the three alternatives and compares them to the impacts of the project. Note that the project's significance levels represent its highest impact level in each impact category.

Table 4-3. Impacts of Project Alternatives

	Impact Category and Significance ^a											
	Aesthetics	Agricultural and Forestry Resources	Air Quality and Greenhouse Gases ²	Biological Resources	Cultural Resources	Energy	Land Use and Planning	Noise	Population and Housing	Transportation and Traffic	Water Supply	Cumulative
Project	SU	SU	SU	SU	SU	LTS	SU	SU	SU	SU	SU	SU
Alternative												
1. No-Project	SU	SU	SU	SU	LTS	LTS	SU	SU	SU	SU	SU	SU
2. Transit Connection	SU	LTS	SU	SU	SU	LTS	SU	SU	LTS	SU ^b	SU	SU
3. Selective Approval of TGPA/ZOU Components	SU	LTS	SU	SU	LTS	LTS	SU	SU	SU	SU	SU	SU

^a SU = significant and unavoidable; LTS = less than significant; — = not applicable

^b Alternative 2 will reduce this impact below the level of the project, but not to a less-than-significant level.

4.6 Environmentally Superior Alternative

Alternative 3 would be the environmentally superior alternative. While Alternative 2 may marginally reduce the project's significant impacts on air quality and traffic, those effects would remain significant and unavoidable. Further, Alternative 2's benefits would be dependent upon the effectiveness of CEQA streamlining to stimulate development whose design fostered reduced vehicle travel. Alternative 3 is more direct in its application. In addition, it would potentially reduce more project impacts than Alternative 2.

This chapter contains discussions of additional topics required by CEQA, including cumulative impacts, growth inducing impacts, significant and unavoidable impacts, and significant irreversible environmental changes.

5.1 Cumulative Impacts

Cumulative impacts result from individually minor, but collectively significant, impacts occurring over a period of time. The purpose of the cumulative impact analysis is to place the project's contribution to significant environmental impacts that are caused by multiple projects (not simply the project alone) into a larger context. A project impact that is less than significant when the project is viewed by itself can nonetheless be considered "cumulatively considerable" if it would make a substantial contribution to the overall impact. There is often no clear line determining whether a project's contribution is substantial. Where the cumulative impact is particularly severe, even a small contribution may be considered substantial.

The term "cumulative impact" does not mean the impact of all resources areas (i.e., aesthetics, biological resources, etc.) together. Rather, it refers to a significant effect in any of the individual resource areas that results from the contributions of many activities.

State CEQA Guidelines Section 15130 requires that an EIR include a discussion of the potential cumulative impacts of a proposed project. *Cumulative impacts* are defined as two or more individual effects that, when considered together, are significant. The cumulative impact from several projects is the change in the environment that results from the incremental impact of the development when added to other closely related past, present, and reasonably foreseeable or probable future developments.

As defined in State CEQA Guidelines Section 15355:

...a cumulative impact consists of an impact which is created as a result of the combination of the project evaluated in the EIR together with other projects causing related impacts. An EIR may determine that a project's contribution to a significant cumulative impact will be rendered less than cumulatively considerable and thus is not significant. A project's contribution is less than cumulatively considerable if the project is required to implement or fund its fair share of a mitigation measure or measures designed to alleviate the cumulative impact.

An adequate discussion of significant cumulative impacts can utilize either of the following means.

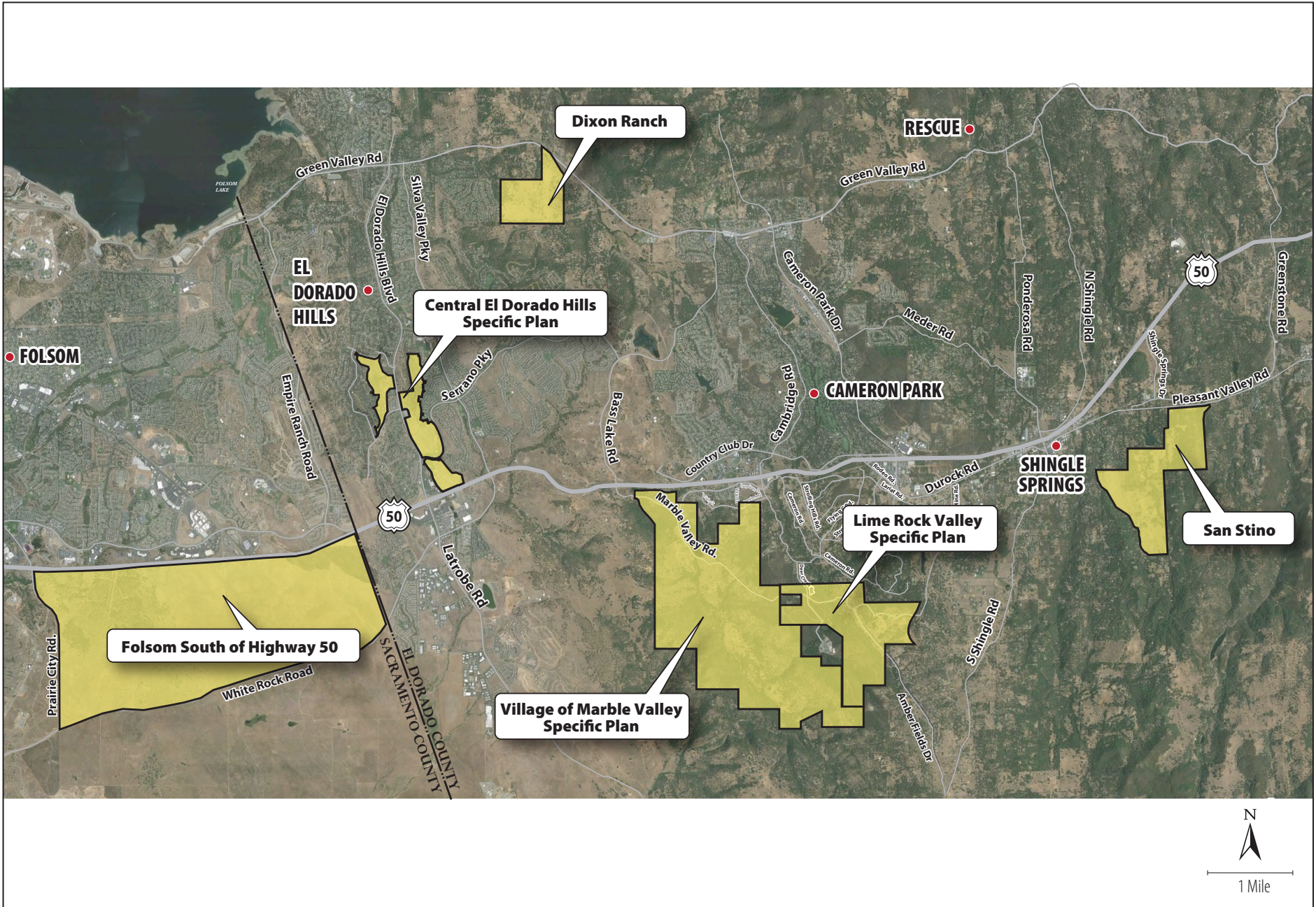
- A list of past, present, and probable future projects producing related or cumulative impacts, including, if necessary, those projects outside the control of the agency, or
- A summary of projections contained in an adopted general plan or related planning document, or in a prior environmental document, which has been adopted or certified, which described or evaluated regional or area wide conditions contributing to the cumulative impact. Any such planning document shall be referenced and made available to the public at a location specified by the lead agency.

The cumulative impact analysis in this DEIR relies upon the summary of projections approach, revised to account for the following major general plan amendments and development. This hybrid approach relies primarily on the El Dorado County General Plan for projections, with the following exceptions:

- Air quality employs the air basin plans for the cumulative effects of criteria pollutants, as discussed in Section 3.3, *Air Quality and Greenhouse Gas*.
- Transportation uses updated transportation modelling, as explained in Section 3.9, *Transportation and Traffic*.
- Water supply relies on information prepared by EID in its water supply analyses for four of the cumulative projects, as described below.

The County is currently considering applications for the approval of five large residential developments proposed in the western portion of the county (i.e., Central El Dorado Hills Specific Plan, Dixon Ranch, Lime Rock Valley Specific Plan, San Stino, and Village of Marble Valley Specific Plan). These are not part of the project but are being considered in this cumulative impact analysis pursuant to CEQA case law's interpretation of the phrase "probable future projects" (*Communities for a Better Environment v. California Resources Agency* (2002) 103 Cal.App.4th 98). Inclusion in this analysis does not imply that these general plan amendments will be approved by the County. This cumulative impact analysis takes these projects impacts into consideration solely in order to meet the intent of State CEQA Guidelines Section 15130 for a worst case scenario perspective. This analysis also assumes buildout of the grazing land south of U.S. Highway 50 and north of White Rock Road that was annexed to the City of Folsom in 2012 and is slated for suburban development. Together, these major areas of proposed development are hereafter referred to in this DEIR as the *Cumulative Projects*. Their relative locations are shown in Figure 5-1.

The six projects and their impacts are evaluated at a qualitative level. They are large projects with clear impacts. A qualitative analysis is sufficient to gauge their contribution to existing and future planned conditions. The proposed development potential of these projects is summarized in Table 5-1.



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Figure 5-1
Locations of Cumulative Projects

Table 5-1. Cumulative Projects

Project Name	Approximate Location	Approximate Size (in acres)	Residential Units	Commercial/Office Area (in acres)	Area of Other Uses, incl. roads, open space, schools, etc. (in acres)
Central El Dorado Hills Specific Plan	El Dorado Hills—north of U.S. Hwy 50; along El Dorado Hills Blvd.	257	1,028	11	69
Dixon Ranch	El Dorado Hills—south of Green Valley Road; north of U.S. Hwy 50	280	605	–	84
Lime Rock Valley Specific Plan	South of Cameron Park—centered along Marble Valley Road and Amber Fields Drive	740	800	–	363
San Stino	Shingle Springs—south of Mother Lode Drive; east of French Creek Road	645	1,041	–	270
Village of Marble Valley Specific Plan	El Dorado Hills—about 1,000 feet southeast of the U.S. Hwy 50 and Bass Lake Road interchange	2,341	3,236	60	1,484
Folsom South of U.S. Highway 50	City of Folsom—West of El Dorado County line, south of U.S. Hwy 50, north of White Rock Road	3,585	11,340 – 14,630	305	1,480

Unless so stated, this DEIR considers the potential for cumulative contributions at the horizon year of the General Plan in 2035.

The determination of a project's cumulative effects involves identifying the following.

- Significant impacts that are the result of the cumulative contributions of past, present, and reasonably probable future. Cumulative effects that are less than significant are not required to be analyzed.
- Whether the present project would contribute to any of those cumulative impacts. The EIR is not required to analyze a cumulative impact to which the project would not contribute.
- Whether, in the context of the cumulative impact, the present project's contribution would be cumulatively considerable. An impact that is less than significant when viewed as a project impact may nonetheless be cumulatively considerable contribution to a cumulative impact.

5.1.1 Aesthetics

2004 General Plan EIR Conclusions

The 2004 General Plan EIR stated that urbanization of the Highway 50 corridor through Sacramento County and into western El Dorado County would have a significant cumulative effect on the visual resources of that region, as the landscape would be changing from a more rural, pastoral character

to one of urban and suburban development. The 2004 General Plan EIR stated that conversion of the rural landscape to a suburban appearance would result in the reduction of the natural aesthetic qualities of the corridor. The 2004 General Plan EIR determined that the General Plan included policies that would reduce these impacts; in addition, the 2004 General Plan EIR itself included mitigation measures that would also reduce these impacts. However, the impacts could not feasibly be avoided or reduced to a less-than-significant level. The 2004 General Plan EIR, therefore, determined that cumulative reduction in the natural aesthetic qualities of the Highway 50 corridor would be considered a significant and unavoidable impact.

Project Impacts

In comparison to the potential under the current General Plan, the Camino/Pollock Pines proposal under the project would reduce the development potential within certain areas because the ability to build at maximum allowable intensity or density would become dependent on the availability of services. This would not increase the General Plan's contribution to the cumulative aesthetic impact.

New Policy 2.5.2.1 (mixed-use development in neighborhood commercial centers) would result in an increase in allowable development intensity, causing a likely overall minor increase in the potential for visual impact in comparison to the current General Plan. In addition, the ZOU includes new provisions that could allow ranch marketing, agricultural and timber resource lodging, and health resort and retreat centers in agricultural and forestry zones—types of development located on rural agricultural and forestry lands of the county that can have adverse effects on the character of the surrounding area. Implementation of the project would allow residential development on slopes of 30% or more, which has the potential to increase visual impacts because it would allow development on slopes that are unavailable for development under the current General Plan. The home occupation ordinance revisions (Section 17.40.160) would increase the potential to degrade the existing visual character or quality of the site and its surroundings by introducing visually incompatible uses. Although the Outdoor Lighting Standards will restrain light spillage from new development, the extent of development anticipated under the TGPA/ZOU would make this a significant impact. Cumulative visual impacts would, therefore, be more intense under the project than the 2004 General Plan.

The Cumulative Projects would significantly increase development intensity within the U.S. Highway 50 corridor, including large areas with rural visual characteristics and those with suburban and urban visual characteristics. The Lime Rock Specific Plan and San Stino projects are located away from the highway corridor, but would substantially change the visual character of sites that are currently undeveloped. Considered together with the Cumulative Projects, the project would increase the significant cumulative impacts on visual resources in the county. The Project's contribution to cumulative impacts on visual resources would be substantial and cumulatively considerable.

5.1.2 Agricultural and Forestry Resources

2004 General Plan EIR Conclusions

The 2004 General Plan EIR stated that California, and in particular the four-county region of which El Dorado County is a part (which also includes Amador, Placer, and Sacramento Counties), was experiencing an ongoing loss of agricultural land as productive farmland and ranchlands are converted to urban and suburban uses or subdivided into rural ranchettes. This remains true. While

the 2004 General Plan includes policies intended to protect the productive agricultural and grazing lands in El Dorado County, the 2004 General Plan EIR determined that incremental development in the rural regions and urban fringe would add to the cumulative conversion of agricultural lands in the region and that cumulative loss of agricultural lands over time in the region would be significant. Similarly, the 2004 General Plan EIR found that while the General Plan included a range of protection of productive timberlands in the county, continued growth in the Sierra Nevada and foothills would put pressure on forestlands for uses other than timber production and protection of forest resources. This would increase obstacles allowing for the ability to harvest and process timber, causing a significant effect. Overall, the 2004 General Plan EIR found that even with mitigation measures designed to alleviate this pressure, cumulative impacts of agricultural land conversion and obstacles to timber production would be considered significant and unavoidable.

Project Impacts

As stated in this DEIR, the small amount of agricultural land that is converted in El Dorado County each year as a result of suburbanization or land being removed from production is not a result of the project. In addition, the project does not propose General Plan amendments that would result in additional conversions of agricultural lands. Potential impacts on farmland and/or timberland due to the construction of food and farm supply stores, agricultural and timber lodging, health resort and retreat centers, industrial uses, intensive public utility service facilities, recreational structures, and/or the holding of special marketing events made possible by implementation of the project would be reduced to less-than-significant levels with those mitigation measures detailed in this DEIR. The project alone could cause a marginal increase in the significance of impacts to agricultural and timber resources as compared to impacts associated with buildout of the 2004 General Plan but would not alter the overall level of significance of these impacts, which were deemed significant and unavoidable in the 2004 General Plan EIR.

The Cumulative Projects would convert substantial portions of the western County to residential, commercial, recreational, and public utility-oriented uses. Approval of the Cumulative Projects would directly convert substantial areas of existing grazing land to suburban uses, and would significantly contribute to ongoing loss of agricultural land occurring in the County and the surrounding region. In particular, the Folsom South of Highway 50 development area is practically all grazing land. The loss of this area (totaling approximately 3,585 acres) makes this cumulative impact particularly serious.

Considered together with the Cumulative Projects, the project would increase cumulative impacts on agricultural and timber resources in the County, and the project would contribute to that increase. However, the contribution of the ZOU would be marginal in that, as mitigated, uses allowed in the agricultural areas would be required to be compatible with agricultural use and would not be substantial in relation to other drivers of agricultural conversion. Overall, the contribution of the TGPA and ZOU would be substantial in light of the seriousness of the cumulative impact.

5.1.3 Air Quality and Greenhouse Gases

2004 General Plan EIR Conclusions

The 2004 General Plan EIR summarized the cumulative air quality impact as follows.

Air quality is a regional environmental issue, with the majority of air pollutant emissions being created by motor vehicle use within the county's air basins and other air basins in the region. El

Dorado County has two air basins, the Mountain Counties Air Basin (MCAB) and Lake Tahoe Air Basin (see Lake Tahoe discussion further below). The designated growth areas of the county are on the west slope, which is in the MCAB. The MCAB is designated as nonattainment for the state and national ozone standards and the state particulate (PM₁₀) standard. Ozone pollution is the primary air quality impact of cumulative concern, because precursor emissions of ozone can occur throughout the region and combine to exacerbate attainment of air quality standards in El Dorado County. Pollutants transported from the San Francisco Bay area also contribute to regional air quality impacts.

The County Air Quality Management District (AQMD) participated with other AQMDs in the Sacramento area to prepare the 1991 Air Quality Attainment Plan, which includes strategies for achieving the state and national air quality standards. The equal-weight alternatives include policies and mitigation measures to support reduction of air emissions and help attain the standards, in keeping with the attainment plan. Section 5.11, Air Quality, evaluates potential air pollutant emissions related to stationary and mobile sources resulting from implementation of the equal-weight alternatives and determines that significant impacts on regional air quality cannot not be avoided, despite the inclusion of all feasible mitigation measures. The significant air quality impact in El Dorado County would contribute to a cumulative significant air quality in the region, which also could not be avoided. Therefore, for all equal-weight alternatives, planned development leading to increases in motor vehicle travel, wood fire stoves/fireplaces, and other sources would contribute cumulatively to the significant impact on air quality in the region. The source of the highest level of emissions and the largest contributor to cumulative air quality impacts would be the 1996 General Plan Alternative, followed by the Environmentally Constrained, Roadway Constrained 6-Lane "Plus," and No Project alternatives. Although all feasible policies and mitigation measures are included, as described in Section 5.11, this cumulative impact is considered significant and unavoidable.

Project Impacts

The project does not include any specific developments that would generate construction emissions. However, construction emissions could remain in excess of EDCAQMD thresholds if a given development undertaken under the ZOU is large (e.g., Industrial, General). Although large projects are generally made subject to a CUP in the ZOU, and CEQA review would be required, that process does not guarantee that a large project would not result in significant and unavoidable air quality impacts from construction emissions.

As discussed in Impact AQ-2 in Section 3.3 under the topic of mobile source emissions, all study scenarios would result in either decreases in all pollutants or minor increases below applicable EDCAQMD threshold levels. However, the potential conflict with the air quality attainment plan remains. Therefore, this impact is significant and unavoidable.

The Cumulative Projects would significantly increase development intensity within the U.S. Highway 50 corridor and areas south of U.S. Highway 50, adding substantial vehicle emissions to the air basin. In addition, given their size, the Cumulative Projects are likely to result in significant construction emissions. Considered together with the Cumulative Projects, the project would increase impacts on air quality in the County. The project's contribution to cumulative impacts on air quality would be substantial.

5.1.4 Biological Resources

2004 General Plan EIR Conclusions

The 2004 General Plan EIR stated that habitats within El Dorado County, including foothill woodland, chaparral, and riparian habitats, were experiencing pressures from urban and suburban

development in surrounding counties, as well as in El Dorado County itself. As a result, the 2004 General Plan EIR stated that cumulative loss and fragmentation of natural habitats, as well as the associated impacts on the populations of special-status species that occupy these habitats (such as rare plant communities and the California red-legged frog) were occurring. While the General Plan contained policies to protect habitats and special-status species, the 2004 General Plan EIR determined that buildout of the General Plan would contribute to the cumulatively significant impact of the loss and fragmentation of woodland and chaparral habitats, riparian corridors, and other important biological resources of the Sierra Nevada foothills and impacts on special-status species. While mitigation measures in the 2004 General Plan EIR reduced the impacts of habitat loss and fragmentation to the extent feasible, the cumulative impact of the 2004 General Plan on biological resources was considered significant and unavoidable.

Project Impacts

Many of the project's impacts contributing to the loss, removal, and fragmentation of wildlife habitat and associated impacts on special-status species and wildlife movement, including impacts associated with the allowance of hillside development, infill development, and agricultural and timber lodging, could be reduced to a less-than-significant level by mitigation measures proposed in this DEIR. However, other uses, including potential ski areas, public utility service facilities and amusement areas would result in significant and unavoidable impacts on biological resources. The project would increase the General Plan's and Zoning Ordinance's prospective impact on biological resources compared to the current General Plan and Zoning Ordinance.

The Cumulative Projects would convert substantial portions of the County and of the City of Folsom that are currently undeveloped and available as wildlife habitat to residential, commercial, recreational, and public utility-oriented uses. Although the Outdoor Lighting Standards will restrain light spillage from new development, the extent of development anticipated under the TGPA/ZOU would make this a significant impact. Approval of the Cumulative Projects would directly convert land with Open Space zoning designation and General Plan designation to a different use and would significantly contribute to ongoing loss, fragmentation, and/or removal of wildlife habitat occurring in the county and the surrounding region.

Considered together with the Cumulative Projects, the project would add to the cumulative impacts on biological resources in the County. The project's contribution to cumulative impacts on biological resources would be considerable because of the relative fragility of these resources.

5.1.5 Cultural Resources

2004 General Plan EIR Conclusions

The 2004 General Plan EIR stated that while there was potential for the cumulative loss of cultural resources throughout the region associated with implementation of the General Plan, policies contained in the General Plan and mitigation identified in the 2004 General Plan EIR would adequately protect those resources in El Dorado County. Therefore, the 2004 General Plan EIR did not identify any cumulative impacts on cultural resources.

Project Impacts

Overall, the project would have significant impacts on cultural resources. In some cases, the project proposes zoning changes that are similar to and more protective of historical resources than the existing Zoning Ordinance provisions, and in all cases would not reduce the existing protections for historical resources. However, the potential for currently unknown or unevaluated historic resources to be adversely affected by the project, and the limitations on developing effective mitigation absent a development project with a defined site-specific impact, means that the project's impact is significant and unavoidable.

The Cumulative Projects could potentially affect cultural resources within El Dorado County and the City of Folsom. When considered together with other development pursued under the General Plan, the Cumulative Projects could result in a significant and unavoidable impact. Despite the implementation of mitigation required by state law and the historic protections contained within the current and proposed General Plan and Zoning Ordinance, it can reasonably be assumed, based on the size of these projects and the largely undisturbed nature of their sites, that these impacts would be significant. Considered together with the Cumulative Projects, the project would make a considerable contribution to cumulative impacts on cultural resources.

5.1.6 Energy Use

The project impact analyzed in Section 3.11, *Energy Use*, is examined at a broadly cumulative level in that analysis. Clearly, the project and Cumulative Projects will increase demand for energy in the El Dorado County region. For CEQA purposes, the concern is not over increased demand, but whether that increase will be inefficient, wasteful, and unnecessary. For the reasons described in Section 3.11, projects that conform to California's energy efficiency statutes and regulations are not inefficient, wasteful, or unnecessary users of energy. Therefore, the TGPA/ZOU project will not contribute to such use.

5.1.7 Land Use

2004 General Plan EIR Conclusions

The 2004 General Plan EIR stated that the potential existed for the Highway 50 corridor to continue a trend of urbanization, and that as this occurred, the separation between El Dorado County and the city of Folsom would become less distinct. This trend could come to the point where the county and the city merge together. This possibility remains, particularly considering the Folsom's recent successful extension of its sphere of influence south of Highway 50. The 2004 General Plan EIR stated that this merging could alter the community identity and character of El Dorado County and the city of Folsom and that, due to development allowed close to the border, the cumulative land use impact would be potentially significant and unavoidable. However, the 2004 General Plan EIR concluded that an impact would be speculative due to the lack of specific plans for the area south of Highway 50. Since the publication of the 2004 General Plan EIR, the city has adopted a specific plan for this area south of Highway 50. It can now be assumed that implementation of the 2004 General Plan, together with development trends at the time of implementation, would result in significant and unavoidable cumulative impacts on land use.

Project Impacts

The project is not proposing development in the usual sense and would not result in a direct physical change in the environment. The TGPA and ZOU would not result in physical divisions of communities. In addition, the project includes both an internally consistent set of General Plan policy amendments and a comprehensive update to the Zoning Ordinance to ensure that it will be consistent with the General Plan, and would, therefore, be consistent with state law. It is reasonable to assume that buildout of the General Plan, in conjunction with the project, would result in a substantial increase in the level of development found throughout the county. This would inevitably degrade the rural character of some areas. However, the project's contribution to this effect would be largely in those areas where an intensive conditional use might be approved under the zoning changes proposed by the ZOU.

Similarly, the Cumulative Projects—with the exception of the Central El Dorado Hills project, which is surrounded by existing development—considered together with the General Plan, would convert substantial portions of the county and the City of Folsom from undeveloped uses in rural areas to developed uses, creating suburban and urban areas that may conflict with more rural land uses. The project would contribute to the cumulative loss of rural character. If intensive conditional uses are approved, this would be a substantial contribution to a cumulative impact on land use.

5.1.8 Noise

2004 General Plan EIR Conclusions

The 2004 General Plan EIR stated that the two potential cumulative noise impacts associated with buildout of the General Plan were traffic noise on Highway 50 and aircraft noise from Mather Field in Sacramento County.

The 2004 General Plan EIR found that increases in traffic noise on Highway 50 resulting from growth under the 2004 General Plan in combination with other regional growth would increase noise levels adjacent to Highway 50 in both El Dorado and Sacramento Counties. While the General Plan includes policies to mitigate noise increases associated with new transportation projects, the 2004 General Plan EIR acknowledges that impacts associated with traffic may not be able to be fully reduced and concludes the impact would be significant and unavoidable.

The 2004 General Plan EIR stated that noise from continued aircraft operations at Mather Field in Sacramento County would add to the noise impact on El Dorado County residents through exposure to aircraft overflights. The 2004 General Plan EIR determined that as residential development increases south of Highway 50 near the Sacramento County line, more residences would be under one or more of the common aircraft approach paths to this airfield. However, while a greater number of El Dorado County residents would be exposed to aircraft noise because of the location of residential development, the 2004 General Plan EIR determined this would be a direct General Plan-related effect rather than a contribution to a regional, cumulative impact. The growth resulting from the implementation of the 2004 General Plan was therefore viewed as not a factor influencing the level of aircraft activity at Mather Field and not a factor encouraging development outside the county that would be subject to Mather Field aircraft noise. Consequently, the 2004 GPEIR stated that there would be no contributions to cumulative Mather Field aircraft noise levels or to the number of non-county residents exposed to aircraft as a result of approval of the 2004 General Plan.

Project Impacts

No specific development projects are being proposed as part of the project. However, the TGPA will encourage higher density development within high-density residential and mixed use developments in community regions and rural communities, as well as infill locations. In addition, the project would expand the allowable uses in Agricultural, Rural Lands, and Resource Zones to include health resort and retreat centers, agricultural and timber resource lodging, and ranch marketing that could include outdoor entertainment and concerts. The project would also allow expanded uses in Recreational Zones including large amusement complexes and outdoor entertainment.

Considered together with the Cumulative Projects, it is possible that there would be a cumulatively considerable increase in noise on U.S. Highway 50, White Rock Road, and other roads serving the Cumulative Projects. While the General Plan includes policies to mitigate noise increases associated with new transportation projects, it remains true that impacts associated with traffic may not be able to be fully reduced. Therefore, the cumulative impact of noise associated with new transportation projects that would be needed to serve the Cumulative Projects remains significant and unavoidable and the project's contribution will be substantial.

Regarding exposure to aircraft noise, while the project could increase the density of residential development in some areas and increase the number of residences that could be exposed to aircraft noise if those areas are in the vicinity of airports or airport flight paths, policies are in place that would not permit new development in those areas unless noise can be mitigated to a less-than-significant level¹. Therefore, implementation of the project would not substantially contribute to any significant cumulative aircraft noise impacts from Mather Field air traffic.

5.1.9 Population and Housing

2004 General Plan EIR Conclusions

The 2004 General Plan EIR addressed cumulative impacts associated with population and housing as part of its discussion of cumulative impacts on land use. As stated in 2004 General Plan EIR Section 5.2.6, Land Use, buildout of the General Plan was deemed to have a potentially significant cumulative impact. Development since certification of the 2004 General Plan EIR make it a reasonable assumption that buildout of the 2004 General Plan would have significant and unavoidable impacts associated with population and housing in the county and region and induced growth along the Highway 50 corridor in particular.

Project Impacts

The project would not displace any housing or populations in the county or region. The project would have a marginal impact on where developers choose to accommodate demand for residential and non-residential development within different sub-areas of the county over the projection period. Overall, the project would result in a less-than-significant impact related to housing.

¹ This includes General Plan Policy 6.5.1.8, which provides: "New development of noise sensitive land uses will not be permitted in areas exposed to existing or projected levels of noise from transportation noise sources which exceed the levels specified in Table 6-1 unless the project design includes effective mitigation measures to reduce exterior noise and noise levels in interior spaces to the levels specified in Table 6-1 [of the General Plan]." See also Policy 6.5.1.10 requiring consistency between residential projects and the airport land use compatibility plan.

The Cumulative Projects would cause a substantial increase in population in the area. If these projects are approved, the General Plan and zoning designations that do not currently allow commercial and residential uses would be changed to allow for these uses. The approved Folsom South of Highway 50 project includes from 11,340 to 14,630 new residential units and 305 acres of commercial/office development in an area that is currently undeveloped. This will substantially increase the population of the City of Folsom and extend existing infrastructure to serve a new area. Infrastructure that would induce population growth, including recreational facilities, roads, and public utilities, would be constructed as part of the Cumulative Projects.

The project would not substantially change the population projections under the existing General Plan. Since the 2004 General Plan EIR found that the General Plan would indirectly induce population growth and that impacts would be significant, with no mitigation identified to reduce the impacts to a less-than-significant level, the project's impacts related to population would be the same as assessed in the 2004 General Plan EIR. Consequently, the project's contribution to the cumulative impact on population and housing would be significant and unavoidable.

5.1.10 Transportation and Traffic

2004 General Plan EIR Conclusions

The 2004 General Plan EIR states that regional growth patterns affected traffic and circulation in El Dorado County and that planned growth in the county resulting from buildout of the General Plan would affect the regional road network, including the Highway 50 corridor. Jobs created in El Dorado County would result in employees commuting from Sacramento and Placer Counties. Similarly, housing opportunities in western El Dorado County resulting from General Plan implementation would increase peak-hour trips into Sacramento, Rancho Cordova, Folsom, and other areas of Sacramento County where jobs are concentrated. The 2004 General Plan EIR determined that General Plan impacts would cause a considerable contribution to significant regional traffic impacts and that much of the cumulative traffic impact outside of El Dorado County would occur in Sacramento County as a result of the increased commute traffic along the Highway 50 corridor. While mitigation measures in the 2004 General Plan EIR minimized El Dorado County's contribution to cumulative traffic impacts, the measures could not reduce the impacts to less-than-significant levels. Consequently, cumulative regional traffic impacts associated with the 2004 General Plan were considered significant and unavoidable.

Project Impacts

The project would neither substantially change the land use patterns set out in the current General Plan, nor does it propose any site-specific development projects that would generate traffic. As a result, the project impacts are not clearly distinguishable from the overall impacts of future development pursuant to the current 2004 General Plan. Impacts from individual projects resulting from future proposals for ranch marketing, home occupations, and similar expanded uses under the ZOU would be localized and not likely to have an individual effect on overall traffic levels on the County and state road systems. Therefore, impacts associated with the project are almost fully the result of future development that could occur under the current General Plan. However, the project would result in a cumulatively considerable incremental increase in traffic generation due to the TGPA's increase in density for mixed use projects and the expanded range of uses that can be considered under the ZOU.

The Cumulative Projects represent a major increase in the level of development west of Placerville that would generate traffic on U.S. Highway 50, White Rock Road, and other roads serving the Cumulative Projects. Although the County is under no obligation to approve any of these projects, particularly if it finds that they would result in unmitigated LOS F conditions on U.S. Highway 50, for purposes of this analysis they are assumed to be built, and this analysis assumes their presence in the future². Cumulative growth within the county will result in a substantial increase in traffic on segments of U.S. Highway 50, Cameron Park Drive, Missouri Flat Road, and South Shingle. Table 5-2 highlights the roads that will exceed LOS E and F standards under cumulative conditions.

New residential, commercial, recreation, and public-utility oriented uses would lead to new trips from a variety of areas, including regional trips from workers in Sacramento commuting to new homes in western El Dorado County and local trips of new residents commuting to nearby services within El Dorado County. The Folsom South of Highway 50 project would be expected to generate even greater volumes of traffic, increasing current traffic levels on U.S. Highway 50 and White Rock Road. The future Southeast Connector project, expanding White Rock Road to link Elk Grove and El Dorado Hills with an expressway and the associated Latrobe Road connector will take some of this project's traffic off of U.S. Highway 50 when it is completed, as will the Easton Valley Parkway, which will provide east-west circulation within that project. Cumulative impacts will nonetheless be significant on a number of road segments within the county. Table 5-3 illustrates the forecasted LOS under cumulative conditions.

Nonetheless, the Cumulative Projects are projected to result in significant cumulative impacts on U.S. Highway 50 and several major county roads. Together, the Cumulative Projects would cause a cumulatively significant impact on several segments of U.S. Highway 50 between its Ponderosa Road interchange and the Sacramento County line, and other roads within the county. In addition, traffic volumes are projected to be cumulatively significant on segments of Cameron Park Drive, El Dorado Hills Boulevard, Green Valley Road, Missouri Flat Road, Pleasant Valley Road, and South Shingle Road. The roadway segments exceeding the thresholds of significance under cumulative conditions are shown in Table 5-2.

² As mentioned earlier, this is in keeping with CEQA's approach to cumulative impact analysis and does not presuppose the County's approval of any of the Cumulative Projects located within the County.

Table 5-2. Cumulative Significant Impacts on El Dorado County Roadway Segments

ID	Roadway	Segment	Class – Super Cumulative	Super Cumulative No Project				Super Cumulative Plus Project			
				Volume		2010 Method LOS		Volume		2010 Method LOS	
				AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour
5	US50 – EB GP	W of Bass Lake	2FA	3,090	5,860	C	F	3,090	5,850	C	F
9	US50 – EB GP	W of Cameron Park	2FA	2,920	4,650	C	E	2,910	4,640	C	E
10	US50 – WB GP	W of Cameron Park	2F	3,920	3,800	E	E	3,920	3,780	E	E
14	US50 – WB GP	W of Ponderosa	2F	3,660	3,750	E	E	3,670	3,740	E	E
32	Cameron Park Dr	200 ft N of Oxford Rd	2A	1,600	2,070	E	F	1,590	2,060	E	F
38	El Dorado Hills Blvd	300 ft S of Francisco Dr	2A	1,250	1,610	D	E	1,250	1,610	D	E
47	Missouri Flat Rd	100 ft S of China Garden Rd	2A	1,160	1,640	D	E	1,150	1,630	D	E
49	Missouri Flat Rd	400 yds N of Forni Rd	4AD	2,970	4,010	D	F	2,980	3,990	D	F
55	South Shingle Rd	100 ft S of Mother Lode Dr	2A	1,240	1,870	D	F	1,260	1,870	D	F
57	Cameron Park Dr	100 ft N of Coach Ln	4AD	2,410	3,780	D	F	2,420	3,760	D	F
58	Cameron Park Dr	200 yds N of Mira Loma Dr	2A	1,240	1,640	D	E	1,230	1,640	D	E
154	Green Valley Rd	300 ft W of Cameron Park Dr	2A	1,400	1,570	D	E	1,400	1,570	D	E
196	Pleasant Valley Rd	200 yds E of SR 49 (E)	2A	1,270	1,620	D	E	1,280	1,620	D	E

The severity of the cumulative impacts on U.S. Highway 50, Cameron Park Drive, Missouri Flat Road, and South Shingle Road and the county roads are sufficient that even small projects would result in cumulatively considerable contributions. The project would contribute to this cumulatively significant impact. Similar to the conclusion reached in the 2004 General Plan EIR analysis, while mitigation measures would reduce El Dorado County's contribution to cumulative traffic impacts, the project's contribution would be considerable and cumulative regional traffic impacts would remain significant and unavoidable.

Traffic impacts for U.S. Highway 50 and major county roads under cumulative conditions are summarized in Table 5-3 (this includes the roads listed in Table 5-2). The incremental difference between cumulative TGPA/ZOU ("Super Cumulative Plus Project) traffic is not distinguishable from the cumulative impact without approval of the TGPA/ZOU ("Super Cumulative No Project"). Nonetheless, future development under the General Plan as amended by the TGPA and implemented by the ZOU will make a considerable contribution to the cumulative significant impact on traffic.

Table 5-3. Cumulative Traffic Impacts

ID	Roadway	Segment	Class – Super Cumulative	Super Cumulative No Project				Super Cumulative Plus Project			
				Volume		2010 Method LOS		Volume		2010 Method LOS	
				AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour
1	US50 – EB GP	w/o latrobe	3F	3,580	5,680	C	E	3,580	5,710	C	E
2	US50 – WB GP	w/o latrobe	3FA	4,670	4,060	C	C	4,640	4,030	C	C
3	US50 – EB HOV	w/o latrobe		800	1,240	-	-	790	1,260	-	-
4	US50 – WB HOV	w/o latrobe		1,320	1,260	-	-	1,290	1,270	-	-
	US50 – EB GP	W of Silva Valley Pkwy	3FA	2,780	4,850	B	C	2,780	4,810	B	C
	US50 – WB GP	W of Silva Valley Pkwy	3FA	3,610	3,200	B	B	3,600	3,190	B	B
	US50 – EB HOV (future)	W of Silva Valley Pkwy		430	1,020	-	-	430	1,030	-	-
	US50 – WB HOV (future)	W of Silva Valley Pkwy		990	750	-	-	970	750	-	-
5	US50 – EB GP	W of Bass Lake	2FA	3,090	5,860	C	F	3,090	5,850	C	F
6	US50 – WB GP	W of Bass Lake	2FA	3,320	3,050	C	C	3,370	3,020	C	C
7	US50 – EB HOV (future)	W of Bass Lake		520	1,060	-	-	510	1,070	-	-
8	US50 – WB HOV (future)	W of Bass Lake		760	780	-	-	750	780	-	-
	US50 – EB GP	W of Cambridge Rd	2FA	1,860	3,520	B	C	1,870	3,510	B	C
	US50 – WB GP	W of Cambridge Rd	2FA	2,090	2,410	B	B	2,110	2,390	B	B
	US50 – EB HOV (future)	W of Cambridge Rd		370	840	-	-	360	850	-	-
	US50 – WB HOV (future)	W of Cambridge Rd		470	610	-	-	470	610	-	-
9	US50 – EB GP	W of Cameron Park	2FA	2,920	4,650	C	E	2,910	4,640	C	E
10	US50 – WB GP	W of Cameron Park	2F	3,920	3,800	E	E	3,920	3,780	E	E
11	US50 – EB HOV (future)	W of Cameron Park		490	820	-	-	480	830	-	-
12	US50 – WB HOV (future)	W of Cameron Park		640	750	-	-	630	750	-	-
13	US50 – EB GP	W of Ponderosa	2FA	2,760	3,750	C	D	2,760	3,740	C	D

ID	Roadway	Segment	Class – Super Cumulative	Super Cumulative No Project				Super Cumulative Plus Project			
				Volume		2010 Method LOS		Volume		2010 Method LOS	
				AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour
14	US50 – WB GP	W of Ponderosa	2F	3,660	3,750	E	E	3,670	3,740	E	E
15	US50 – EB HOV (future)	W of Ponderosa		470	660	-	-	460	670	-	-
16	US50 – WB HOV (future)	W of Ponderosa		570	710	-	-	560	710	-	-
17	US50 – EB GP	W of Shingle Springs	2F	2,200	3,310	C	D	2,200	3,310	C	D
18	US50 – WB GP	W of Shingle Springs	2F	2,600	2,780	C	C	2,630	2,770	C	C
19	US50 – EB HOV (future)	W of Shingle Springs		320	510	-	-	310	510	-	-
20	US50 – WB HOV (future)	W of Shingle Springs		380	470	-	-	370	470	-	-
21	US50 – EB GP	W of Greenstone	2F	2,000	2,780	B	C	2,000	2,780	B	C
22	US50 – WB GP	W of Greenstone	2F	2,300	2,480	C	C	2,320	2,480	C	C
23	US50 – EB HOV (future)	W of Greenstone		280	450	-	-	280	450	-	-
24	US50 – WB HOV (future)	W of Greenstone		340	410	-	-	340	410	-	-
25	US50 – EB GP	Greenstone	2F	2,370	3,180	C	D	2,360	3,180	C	D
26	US50 – WB GP	Greenstone	2F	2,440	2,780	C	C	2,450	2,770	C	C
27	US50 – EB GP	Missouri Flat	2F	2,170	2,840	C	C	2,160	2,840	C	C
28	US50 – WB GP	Missouri Flat	2F	2,290	2,590	C	C	2,300	2,590	C	C
29	US50 – EB GP	W of Placerville	2F	1,660	2,540	B	C	1,660	2,520	B	C
30	US50 – WB GP	W of Placerville	2F	1,790	2,050	B	B	1,790	2,040	B	B
31	Cameron Park Dr	300 yds S of Hacienda Dr	4AD	1,650	2,120	C	D	1,650	2,110	C	D
32	Cameron Park Dr	200 ft N of Oxford Rd	2A	1,600	2,070	E	F	1,590	2,060	E	F
33	El Dorado Hills Blvd	200 ft S of Saratoga Way	6AD	2,620	3,370	C	D	2,670	3,340	C	D
34	El Dorado Hills Blvd	100 ft S of Wilson Blvd	4AD	2,970	2,950	D	D	2,970	2,950	D	D

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				Volume		2010 Method LOS		Volume		2010 Method LOS	
				AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour
35	El Dorado Hills Blvd	100 ft S of Olson Ln	4AD	2,680	2,600	D	D	2,680	2,600	D	D
36	El Dorado Hills Blvd	10 ft N of Olson Ln	4AD	2,360	2,120	D	D	2,350	2,120	D	D
37	El Dorado Hills Blvd	100 ft N of Harvard Way	4AD	1,550	2,060	C	D	1,540	2,060	C	D
38	El Dorado Hills Blvd	300 ft S of Francisco Dr	2A	1,250	1,610	D	E	1,250	1,610	D	E
39	El Dorado Hills Blvd	100 ft S of Green Valley Rd	2A	610	620	C	C	610	620	C	C
40	Francisco Dr	200 ft S of Green Valley Rd	2A	1,100	1,460	D	D	1,100	1,470	D	D
41	Green Valley Rd	200 ft W of Mormon Island Dr	4AD	1,890	2,870	D	D	1,890	2,870	D	D
42	Green Valley Rd	200 ft E of Mormon Island Dr	4AD	1,880	2,840	D	D	1,880	2,840	D	D
43	Green Valley Rd	200 ft E of Francisco Dr	4AD	1,550	2,500	C	D	1,550	2,500	C	D
44	Green Valley Rd	100 ft W of El Dorado Hills Blvd	4AU	1,550	2,500	C	D	1,550	2,500	C	D
45	Latrobe Rd	300 ft N of White Rock Rd	6AD	3,320	3,250	D	D	3,260	3,240	D	D
46	Missouri Flat Rd	100 ft N of SR 49	2A	770	1,020	C	D	760	1,010	C	D
47	Missouri Flat Rd	100 ft S of China Garden Rd	2A	1,160	1,640	D	E	1,150	1,630	D	E
48	Missouri Flat Rd	S of Forni Rd	4AD	2,030	2,690	D	D	2,040	2,690	D	D
49	Missouri Flat Rd	400 yds N of Forni Rd	4AD	2,970	4,010	D	F	2,980	3,990	D	F

ID	Roadway	Segment	Class – Super Cumulative	Super Cumulative No Project				Super Cumulative Plus Project			
				Volume		2010 Method LOS		Volume		2010 Method LOS	
				AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour
50	Missouri Flat Rd	100 ft S of Plaza Dr	4AD	1,790	2,590	C	D	1,790	2,580	C	D
51	Missouri Flat Rd	100 ft N of Plaza Dr	4AD	1,030	1,310	C	C	1,030	1,300	C	C
52	Missouri Flat Rd	300 ft S of El Dorado Rd	2A	820	1,090	C	D	820	1,090	C	D
53	North Shingle Rd	400 yds E of Ponderosa Rd	2A	900	1,190	D	D	890	1,190	D	D
54	North Shingle Rd	100 ft S of Green Valley Rd	W22	620	820	C	D	620	830	C	D
55	South Shingle Rd	100 ft S of Mother Lode Dr	2A	1,240	1,870	D	F	1,260	1,870	D	F
56	Cameron Park Dr	100 ft N of Robin Ln	2A	640	870	C	D	650	870	C	D
57	Cameron Park Dr	100 ft N of Coach Ln	4AD	2,410	3,780	D	F	2,420	3,760	D	F
58	Cameron Park Dr	200 yds N of Mira Loma Dr	2A	1,240	1,640	D	E	1,230	1,640	D	E
59	Cameron Park Dr	200 yds S of Green Valley Rd	2A	900	1,080	D	D	890	1,080	D	D
60	Country Club Dr	0.1 mi E of Merrychase Dr	2A	600	570	C	C	630	560	C	C
61	Durock Rd	50 ft S of Robin Ln	2A	840	1,130	C	D	840	1,130	C	D
	Latrobe Rd Connection	South of White Rock Road	4AD	1,830	1,900	C	D	1,850	1,900	C	D
62	Palmer Dr	100 ft E of Cameron Park Dr	2A	860	1,300	D	D	860	1,300	D	D
	Saratoga Way	West of El Dorado Hills Blvd	4AD	1,410	1,790	C	C	1,430	1,790	C	C
63	Serrano Pkwy	450 ft E of Silva Valley Pkwy	4AD	1,390	1,310	C	C	1,400	1,290	C	C
64	Silva Valley Pkwy	100 ft S of Serrano Pkwy	4AD	2,090	2,060	D	D	2,110	2,050	D	D

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				Volume		2010 Method LOS		Volume		2010 Method LOS	
				AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour
65	Silva Valley Pkwy	100 ft N of Serrano Pkwy	4AD	2,340	2,250	D	D	2,350	2,260	D	D
66	Silva Valley Pkwy	100 ft S of Harvard Way	4AD	1,830	1,900	C	D	1,840	1,910	C	D
67	Silva Valley Pkwy	100 ft N of Harvard Way	2A	1,520	1,450	D	D	1,520	1,450	D	D
68	Silva Valley Pkwy	100 ft S of Green Valley Rd	2A	900	1,070	D	D	900	1,060	D	D
69	Sophia Pkwy	200 ft S of Green Valley Rd	2A	430	740	C	C	440	730	C	C
70	White Rock Rd	100 ft E of Latrobe Rd	6AD	1,250	2,420	C	C	1,330	2,420	C	C
71	Barkley Rd	50 ft N of Carson Rd	2A	90	130	C	C	90	130	C	C
72	Bedford Av	At City Limits	2A	50	60	C	C	50	60	C	C
73	Big Cut Rd	100 ft N of Pleasant Valley Rd	W18	230	310	B	B	230	310	B	B
74	Bucks Bar Rd	50 ft S of Pleasant Valley Rd	W20	480	530	C	C	480	530	C	C
75	Bucks Bar Rd	300 ft N of Mt Aukum Rd	W18	400	430	C	C	400	430	C	C
76	China Garden Rd	150 ft N of SR 49	2A	120	150	C	C	120	150	C	C
77	China Garden Rd	200 yds E of Missouri Flat Rd	2A	90	250	C	C	110	290	C	C
78	El Dorado Rd	200 yds N of Pleasant Valley Rd	W22	370	440	B	C	380	450	C	C
79	Enterprise Dr	100 ft E of Forni Rd	2A	260	370	C	C	260	370	C	C
80	Fairplay Rd	100 ft S of Mt Aukum Rd	W20	190	230	B	B	190	230	B	B
81	Forebay Rd	100 ft N of Pony Express Tr	2A	150	220	C	C	150	220	C	C
82	Forni Rd	200 ft N of SR 49	2A	580	690	C	C	580	690	C	C
83	Forni Rd	300 ft W of Missouri Flat Rd	2A	530	910	C	D	520	910	C	D

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				Volume		2010 Method LOS		Volume		2010 Method LOS	
				AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour
84	Forni Rd	30 ft W of Arroyo Vista Way	2A	120	200	C	C	130	200	C	C
85	Forni Rd	W of P-ville Dr @ City Limits	W20	250	260	B	B	250	260	B	B
86	French Creek Rd	300 ft S of Mother Lode Dr	2A	230	230	C	C	220	230	C	C
87	Garden Valley Rd	300 ft N of SR 193	W20	60	60	B	B	60	60	B	B
88	Garden Valley Rd	0.45 mi S of Marshall Rd	W20	150	130	B	B	150	130	B	B
89	Greenwood Rd	100 ft W of Marshall Rd	2A	130	180	C	C	130	180	C	C
90	Greenwood Rd	0.03 mi S of SR 193	2A	60	90	C	C	60	90	C	C
91	Harvard Way	0.15 mi E of El Dorado Hills Blvd	4AU	1,240	1,230	C	C	1,240	1,220	C	C
92	Harvard Way	200 ft W of Silva Valley Pkwy	4AU	1,250	1,100	C	C	1,250	1,100	C	C
93	Icehouse Rd	300 ft N of US 50	2A	80	130	C	C	80	130	C	C
94	Lime Kiln Rd	100 ft E of China Garden Rd	2A	30	140	C	C	40	170	C	C
95	Meder Rd	300 ft E of Cameron Park Dr	W22	940	1,140	D	D	940	1,140	D	D
96	Meder Rd	200 yds W of Ponderosa Rd	W22	610	690	C	C	610	690	C	C
97	Mosquito Rd	300 ft S of Union Ridge Rd	2A	340	390	C	C	340	390	C	C
98	Mosquito Rd	At American River Br	W18	150	170	B	B	150	170	B	B
99	Newtown Rd	200 yds N of Pleasant Valley Rd	2A	290	340	C	C	290	340	C	C
100	Oak Hill Rd	300 ft S of Pleasant Valley Rd	2A	150	190	C	C	150	190	C	C
101	Patterson Dr	200 ft S of Pleasant Valley Rd	2A	460	630	C	C	480	650	C	C

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				Volume		2010 Method LOS		Volume		2010 Method LOS	
				AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour
102	Ponderosa Rd	100 ft N of Meder Rd	W20	150	150	B	B	140	150	B	B
103	Ponderosa Rd	100 ft S of Green Valley Rd	W20	110	110	B	B	110	110	B	B
104	Rock Creek Rd	100 ft E of SR 193	2A	20	20	C	C	20	20	C	C
105	Sand Ridge Rd	100 ft W of Bucks Bar Rd	2A	120	130	C	C	120	130	C	C
106	Serrano Pkwy	250 ft W of Silva Valley Pkwy	4AD	520	410	C	C	520	420	C	C
107	Sliger Mine Rd	50 ft N of SR 193	2A	60	90	C	C	60	90	C	C
108	Snows Rd	400 ft N of Newtown Rd	2A	100	120	C	C	100	120	C	C
109	Snows Rd	200 ft S of Carson Rd	2A	330	310	C	C	330	310	C	C
110	South Shingle Rd	0.5 mi E of Latrobe Rd	W18	200	210	B	B	200	200	B	B
111	South Shingle Rd	100 ft N of Barnett Ranch Rd	W20	270	350	B	B	270	350	B	B
112	Starbuck Rd	110 ft N of Green Valley Rd	2A	160	220	C	C	150	210	C	C
113	Union Ridge Rd	100 ft W of Hassler Rd	2A	80	90	C	C	80	90	C	C
114	Wentworth Springs Rd	100 ft W of Quintette Rd	2A	50	70	C	C	50	70	C	C
115	White Rock Rd	100 ft S of Silva Valley Pkwy	6AD	1,900	2,460	C	C	1,960	2,460	C	C
116	Bass Lake Rd	400 yd N of Country Club Dr	4AD	2,020	2,350	D	D	2,020	2,350	D	D
117	Bass Lake Rd	100 yd S of Green Valley Rd	2A	710	720	C	C	720	710	C	C
118	Bassi Rd	200 ft W of Lotus Rd	2A	90	120	C	C	90	120	C	C
119	Broadway	At City Limits	2A	380	460	C	C	380	460	C	C
120	Cambridge Rd	At US 50 OC	4AD	1,780	2,270	C	D	1,790	2,270	C	D
121	Cambridge Rd	300 ft S of Country Club Dr.	2A	640	990	C	D	620	990	C	D

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				Volume		2010 Method LOS		Volume		2010 Method LOS	
				AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour
122	Cambridge Rd	100 ft N of Country Club Dr	2A	890	1,270	D	D	900	1,260	D	D
123	Cambridge Rd	300 yds N of Oxford Rd	2A	530	820	C	C	540	830	C	C
124	Cambridge Rd	300 ft S of Green Valley Rd	2A	720	930	C	D	730	930	C	D
125	Carson Rd	0.6 Mi E of City Limits	2A	200	290	C	C	210	300	C	C
126	Carson Rd	300 yds E of Gatlin Rd	2A	110	170	C	C	110	170	C	C
127	Carson Rd	At Carson Ct	2A	110	210	C	C	110	210	C	C
128	Carson Rd	100 ft W of Barkley Rd	2A	310	440	C	C	310	440	C	C
129	Carson Rd	100 ft E of Ponderosa Way	2A	180	230	C	C	180	230	C	C
130	Cedar Ravine Rd	0.1 Mi N of Pleasant Valley Rd	2A	340	400	C	C	340	400	C	C
131	Cedar Ravine Rd	0.25 Mi S of Country Club Dr	2A	360	400	C	C	360	400	C	C
132	Cold Springs Rd	At City Limits	2A	410	510	C	C	410	510	C	C
133	Cold Springs Rd	300 yds S of Gold Hill Rd	2A	250	380	C	C	250	370	C	C
134	Cold Springs Rd	100 ft S of SR 153	2A	180	270	C	C	180	260	C	C
	Country Club Dr	West of Bass Lake Road	2A	970	980	D	D	950	970	D	D
135	Country Club Dr	0.4 mi E of Bass Lake Rd	2A	890	950	D	D	900	940	D	D
136	Country Club Dr	0.15 mi W of Knollwood Dr	2A	970	820	D	C	1,010	810	D	C
137	Country Club Dr	300 yds E of Cambridge Rd	2A	210	290	C	C	220	280	C	C
138	Country Club Dr	0.2 mi W of Cameron Park Dr	2A	210	390	C	C	220	380	C	C
139	Durock Rd	50 ft W of S Shingle Rd	2A	810	1,100	C	D	810	1,100	C	D
140	El Dorado Rd	0.2 mi S of US 50	2A	640	810	C	C	640	820	C	C

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				Volume		2010 Method LOS		Volume		2010 Method LOS	
				AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour
141	El Dorado Rd	0.11 N of US 50	2A	420	630	C	C	420	630	C	C
142	El Dorado Rd	50 ft N of Missouri Flat Rd	2A	250	430	C	C	250	440	C	C
143	Francisco Dr	200 ft N of Green Valley Rd	4AD	1,160	1,670	C	C	1,170	1,680	C	C
144	Francisco Dr	100 ft S of Sheffield Dr	2A	190	230	C	C	190	230	C	C
145	Francisco Dr	300 yds N of Sheffield Dr	2A	90	110	C	C	90	110	C	C
146	Gold Hill Rd	100 ft E of Lotus Rd	2A	280	210	C	C	280	210	C	C
147	Gold Hill Rd	200 ft W of Cold Springs Rd	2A	270	210	C	C	270	210	C	C
148	Gold Hill Rd	100 yds E of Cold Springs Rd	2A	70	70	C	C	80	70	C	C
149	Green Valley Rd	200 ft W of Sophia Pkwy	4AU	1,710	2,200	C	D	1,710	2,200	C	D
150	Green Valley Rd	200 ft E of Sophia Pkwy	4AU	1,740	2,750	C	D	1,750	2,750	C	D
151	Green Valley Rd	200 ft E of County Line	4AU	1,710	2,200	C	D	1,710	2,200	C	D
152	Green Valley Rd	300 ft W of Silva Valley Pkwy	4AU	1,750	2,100	C	D	1,750	2,070	C	D
153	Green Valley Rd	200 ft W of Bass Lake Rd	2A	1,420	1,320	D	D	1,410	1,320	D	D
154	Green Valley Rd	300 ft W of Cameron Park Dr	2A	1,400	1,570	D	E	1,400	1,570	D	E
155	Green Valley Rd	300 ft E of La Crescenta Dr	2A	870	960	D	D	870	960	D	D
156	Green Valley Rd	500 ft E of Deer Valley Rd (E)	2A	440	560	C	C	450	550	C	C
157	Green Valley Rd	300 ft W of Lotus Rd	2A	930	1,160	D	D	930	1,160	D	D
158	Green Valley Rd	100 ft W of Greenstone Rd	2A	500	660	C	C	500	660	C	C

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				Volume		2010 Method LOS		Volume		2010 Method LOS	
				AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour
159	Green Valley Rd	400 ft W of Campus Dr	2A	520	710	C	C	520	710	C	C
160	Green Valley Rd	200 ft W of Missouri Flat Rd	2A	870	1,050	D	D	870	1,050	D	D
161	Green Valley Rd	100 ft W of Weber Creek Br	2A	270	470	C	C	270	480	C	C
162	Greenstone Rd	300 ft N of Mother Lode Dr	2A	160	210	C	C	160	210	C	C
163	Greenstone Rd	0.20 mi N of US 50	2A	400	540	C	C	390	540	C	C
164	Grizzly Flat Rd	200 yds E of Mt Aukum Rd	2A	210	260	C	C	210	260	C	C
165	Lake Hills Dr	100 ft N of Salmon Falls Rd	2A	290	310	C	C	280	320	C	C
166	Latrobe Rd	250 ft N of County Line	2A	730	820	C	C	730	820	C	C
167	Latrobe Rd	1.5 mi N of S Shingle Rd	2A	740	830	C	C	740	830	C	C
168	Latrobe Rd	At Deer Creek Bridge	2A	820	910	C	D	820	910	C	D
169	Latrobe Rd	100 ft S of Investment Blvd	2A	920	1,000	D	D	920	1,000	D	D
170	Latrobe Rd	100 ft N of Investment Blvd	4AD	1,190	1,250	C	C	1,170	1,310	C	C
171	Latrobe Rd	100 ft N of Golden Foothill Pw	6AD	2,470	2,550	C	C	2,440	2,530	C	C
172	Lotus Rd	300 ft N of Green Valley Rd	2A	1,000	1,300	D	D	1,000	1,300	D	D
173	Lotus Rd	300 ft S of Thompson Hill Rd	2A	500	710	C	C	500	710	C	C
174	Lotus Rd	0.25 mi S of SR 49	2A	450	730	C	C	450	730	C	C
175	Luneman Rd	100 ft W of Lotus Rd	2A	300	240	C	C	300	240	C	C
176	Marshall Rd	200 yds E of SR 49	2A	350	430	C	C	350	430	C	C
177	Marshall Rd	300 ft E of Garden Valley Rd	2A	540	520	C	C	540	520	C	C

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				Volume		2010 Method LOS		Volume		2010 Method LOS	
				AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour
178	Marshall Rd	300 yds S of Lower Main St	2A	90	120	C	C	90	120	C	C
179	Missouri Flat Rd	300 ft N of El Dorado Rd	2A	830	870	C	D	830	870	C	D
180	Mormon Emigrant Tr	100 ft E of Sly Park Rd	2A	130	190	C	C	130	190	C	C
181	Mosquito Rd	At City Limits	2A	520	650	C	C	520	650	C	C
182	Mother Lode Dr	200 ft W of Sunset Ln	2A	1,280	1,460	D	D	1,260	1,450	D	D
183	Mother Lode Dr	400 yds W of Pleasant Valley Rd	2A	1,050	1,380	D	D	1,060	1,390	D	D
184	Mother Lode Dr	0.43 mi E of Pleasant Valley Rd	2A	360	500	C	C	360	500	C	C
185	Mt Aukum Rd	0.25 mi N of County Line	2A	130	170	C	C	130	170	C	C
186	Mt Aukum Rd	300 ft S of Bucks Bar Rd	2A	390	430	C	C	390	430	C	C
187	Mt Aukum Rd	300 ft S of Pleasant Valley Rd	2A	270	380	C	C	270	380	C	C
188	Mt Murphy Rd	50 ft S of Marshall Rd	2A	130	160	C	C	130	160	C	C
189	Mt Murphy Rd	200 yds N of SR 49	2A	80	120	C	C	80	120	C	C
190	Newtown Rd	200 yds N of Pioneer Hill Rd	2A	220	280	C	C	220	280	C	C
191	Newtown Rd	100 ft E of Broadway	2A	310	390	C	C	310	390	C	C
192	Old Frenchtown Rd	400 yds S of Mother Lode Dr	2A	190	230	C	C	190	230	C	C
193	Omo Ranch Rd	100 ft E of Mt Aukum Rd	2A	70	90	C	C	70	90	C	C
194	Oxford Rd	50 ft E of Salida Way	2A	820	1,150	C	D	820	1,150	C	D
195	Pleasant Valley Rd	200 yds E of Mother Lode Dr	2A	790	1,030	C	D	800	1,040	C	D
196	Pleasant Valley Rd	200 yds E of SR 49 (E)	2A	1,270	1,620	D	E	1,280	1,620	D	E

ID	Roadway	Segment	Class – Super Cumulative	Super Cumulative No Project				Super Cumulative Plus Project			
				Volume		2010 Method LOS		Volume		2010 Method LOS	
				AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour
197	Pleasant Valley Rd	300 ft W of Oak Hill Rd	2A	970	1,150	D	D	970	1,150	D	D
198	Pleasant Valley Rd	100 ft E of Cedar Ravine Rd	2A	1,080	1,180	D	D	1,080	1,180	D	D
199	Pleasant Valley Rd	0.10 mi E of Bucks Bar Rd	2A	710	660	C	C	710	660	C	C
200	Pleasant Valley Rd	0.40 mi E of Newtown Rd	2A	510	600	C	C	510	600	C	C
201	Ponderosa Rd	300 ft N of Wild Chaparral Dr	2A	920	870	D	D	920	870	D	D
202	Pony Express Tr	200 yds E of Carson Rd	2A	200	310	C	C	200	310	C	C
203	Pony Express Tr	300 ft E of Gilmore Rd	2A	340	530	C	C	340	530	C	C
204	Pony Express Tr	300 ft W of Forebay Rd	2A	380	570	C	C	380	570	C	C
205	Salmon Falls Rd	50 ft S of Malcolm-Dixon Rd	2A	660	700	C	C	660	700	C	C
206	Salmon Falls Rd	At New York Creek Bridge	2A	340	390	C	C	340	390	C	C
207	Salmon Falls Rd	400 yds S of Pedro Hill Rd	2A	220	290	C	C	220	290	C	C
208	Salmon Falls Rd	200 yds S of Rattlesnake Bar Rd	2A	140	170	C	C	140	170	C	C
209	Sand Ridge Rd	300 ft E of SR 49	2A	110	110	C	C	110	110	C	C
210	Serrano Pkwy	300 ft W of Bass Lake Rd	4AD	950	910	C	C	960	900	C	C
211	Shingle Springs Dr	0.20 mi S of US 50	2A	910	1,170	D	D	910	1,170	D	D
212	Sly Park Rd	0.35 mi E of Mt Aukum Rd	2A	300	370	C	C	300	370	C	C
213	Sly Park Rd	1.62 mi W of Mormon Emigrant Tr	W18	200	260	B	B	200	260	B	B

ID	Roadway	Segment	Class – Super Cumulative	Super Cumulative No Project				Super Cumulative Plus Project			
				Volume		2010 Method LOS		Volume		2010 Method LOS	
				AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour
214	Sly Park Rd	0.35 mi E of Mormon Emigrant Tr	2A	370	480	C	C	370	480	C	C
215	Sly Park Rd	100 ft S of Gold Ridge Tr (N)	2A	440	500	C	C	440	500	C	C
216	Sly Park Rd	100 ft S of Pony Express Tr	2A	650	820	C	C	650	820	C	C
217	South Shingle Rd	100 ft S of Sunset Ln	W20	650	900	C	D	660	900	C	D
218	SR49	North of China Hill	2A	630	780	C	C	630	780	C	C
219	SR49	West of Missouri Flat Rd	2A	950	1,030	D	D	960	1,040	D	D
220	SR49	West of Hastings Creed Rd	2A	390	510	C	C	390	510	C	C
221	SR49	At the Placer County Line	2A	860	1,070	D	D	860	1,070	D	D
222	SR 193	West of American River Road	2A	570	740	C	C	570	740	C	C
223	SR 193	North of SR 49 in Placerville	2A	210	230	C	C	210	230	C	C
224	Union Mine Rd	200 yds S of SR 49	2A	320	190	C	C	320	190	C	C
225	Wentworth Springs Rd	0.7 mi E of Main St	2A	190	260	C	C	190	260	C	C
226	White Rock Rd	At County Line	4AD	1,410	2,570	C	D	1,460	2,580	C	D
227	White Rock Rd	100 ft W of Latrobe Rd	4AD	1,490	2,480	C	D	1,530	2,500	C	D

5.1.11 Water Supply

Surface Water

The availability of domestic water to serve future development has been a concern in El Dorado County for decades. Most of this concern has been focused on the fastest growing areas of the County, particularly those served by EID. These are the areas in which the lands with most of the potential for future development under the General Plan are located. The 2004 General Plan EIR identified water supply impacts as a significant, unavoidable impact of future development pursuant to the General Plan. That continues to be the case within the Georgetown Divide PUD and Grizzly Flats CSD during the planning period to 2035. However, that is no longer the case within EID during that time frame, based on EID's forecasts of supplies that will be available to meet the demand created by future development under the existing General Plan. Beyond 2035, all three water districts will lack the supplies to meet forecasted demand. (El Dorado County Water Agency 2014)

California is in its fourth year of drought. As discussed in Section 3.10, *Water Supply*, the county's water supply districts have adopted contingency plans for dry years, which result in substantial reductions in water use and extend available supplies.

The EID Board of Directors approved Water Supply Assessments (WSAs) for Central El Dorado Hills Specific Plan, Dixon Ranch Development, Lime Rock Valley Specific Plan, and Village of Marble Valley Specific Plan on August 26, 2013. Consistent with the requirements of SB 610 (California Water Code Section 10910), the WSAs examine the water agency's capacity to supply these developments with water in normal and dry years, considering foreseeable future development within its service area, over a 20-year period. The period covers anticipated water demands through 2035. These WSAs constitute a cumulative impact analysis of EID's water supply taking into account both the development proposed under the General Plan and estimated demand of these four large-scale proposed projects. As of this writing, no WSA has been prepared for the San Stino project, so, although that project would contribute to cumulative water supply impacts, that impact has not been quantified. EID serves two parcels (Sacramento County APNs 072-0070-001 and 072-270-028) totally approximately 174.3 acres in the Folsom South of Highway 50 area. The future demand related to that service is included in the WSAs and EID's UWMP and IWRMP. The demand attributable to the small area in Folsom that is served by EID has therefore been included in the examination of cumulative impacts on water supply.

The WSAs and the El Dorado County Water Agency's *2014 Water Resources Development and Management Plan, West Slope Update* (2014 Update) are the main documents on which the cumulative impact analysis of water supply depends. As noted elsewhere, the project does not include substantial changes in the land use intensity or extent described in the 2004 General Plan. Therefore, its contribution to total water demand is essentially the same as that projected in the 2004 General Plan. EID based its total water demand calculations in the WSAs on development planned under the 2004 General Plan, projected growth rate (estimated to be somewhat higher than the county's accepted rate), and the specific demands of the four proposed projects. The projections of the proposed sites' water demands under the existing 2004 General Plan designations were subtracted from the total cumulative water demand to avoid double-counting the water demand from the four proposed sites. The El Dorado County Water Agency employed somewhat different assumptions in its 2014 Update.

Table 5-4 summarizes the total water cumulative demand and supply within EID to the year 2035, taken from EID's WSAs. EID has calculated demand based on its most recent baseline for annual customer use, considering water conservation efforts (assumed to reduce existing customer demand 2% by 2020 and an additional 1% by 2035), and with an additional 13% demand added to account for estimated system losses. This methodology and base data is somewhat different than what EID has used for overall demand and supply estimates in its UWMP and IWRMP. As a result, the supply estimate in Table 5-4 differs somewhat from that in Table 3.10-3 in Section 3.10.

The total water supply projection for 2035 has been based on EID's secured water assets and planned water assets. There are two planned water supplies that will be available from the El Dorado County Water Agency: 30,000 acre-feet per year (AFY) under the El Dorado Water and Power Authority supplemental water rights project and 7,500 AFY of water from Folsom Reservoir under PL-101-514 ("Fazio water"). The former supply is expected in 2025, the latter supply will be available in 2015. The total water supply also includes recycled water from EID's treatment plants. Recycling will provide 2,400 AFY in 2015 and is expected to provide 5,600 AFY by 2035 (El Dorado Irrigation District 2013a).

Table 5-4. El Dorado Irrigation District Total Water Demand and Supply Projections to 2035, with Cumulative Projects except San Stino

Year	Total Water Demand (AFY) ¹	Water Year Type	Total Water Supply (AFY)	Projected Surplus/(Shortfall) (AFY)
2015	39,500	Normal	77,090	37,590
	41,475	Single Dry	69,685	28,210
	35,254	Third Dry	64,265	29,011
2020	42,937	Normal	77,290	34,353
	45,084	Single Dry	69,885	24,801
	38,321	Third Dry	64,465	26,144
2025	49,561	Normal	107,890	58,329
	52,039	Single Dry	75,485	23,446
	44,233	Third Dry	70,065	25,832
2030	57,874	Normal	108,790	50,916
	60,768	Single Dry	76,385	15,617
	51,652	Third Dry	70,965	19,313
2035	67,295	Normal	110,290	42,995
	70,660	Single Dry	77,885	7,225
	60,061	Third Dry	72,465	12,404

Source: El Dorado Irrigation District 2013c

¹ The first dry year total assumes that EID has not employed its staged drought response. The third dry year assumes that EID has implemented the necessary drought stage of water demand reduction.

AFY = acre-feet per year

As discussed in the staff report for Action Item No. 8 at the EID Board's August 26, 2013 meeting, EID anticipates that it will have sufficient water to support anticipated growth, including four of the five proposed projects, through 2035, including during multiple dry years. The estimated water demand of each of these four cumulative projects is described in Table 5-5. The annual water

demand estimates for the cumulative projects are based on the anticipated demands of their component parts and their estimated rate of buildout to 2035. Table 5-1 illustrates that these projects vary in size, mix of residential densities, and types of other uses.

The WSAs' conclusion that there will not be a significant cumulative impact on water supply does not include the demand for the San Stino project and no WSA has been prepared for that cumulative project. However, the San Stino project, consisting of 1,041 residential units, would be expected to have a water demand similar to that of Dixon Ranch (proposing 605 residential units and two parks) at 482 AFY in 2035; Central El Dorado Hills Specific Plan (proposing 1,028 residential units and 11 acres of commercial development) at 450 AFY in 2035; and Lime Rock Valley Specific Plan (800 residential units and a park) at 472 AFY in 2035. Using a conservative estimate of 500 AFY for San Stino, the cumulative impacts of these five projects would not result in a supply shortfall by 2035 even in a third dry-year scenario.

The El Dorado Hills Apartments project (a 250-unit apartment complex) located in the El Dorado Town Center was approved in late 2014. It would be served water by EID. The El Dorado Hills Apartments project is currently in litigation over its CEQA analysis. Although that litigation is not resolved, the following assumes that the project is reasonably foreseeable to occur in order to meet CEQA's requirements for cumulative impact analysis.

The Mitigated Negative Declaration prepared for the El Dorado Hills Apartments project states that the project would require 191.50 equivalent dwelling unit of water supply, or approximately 106 acre-feet/year (AFY) based on information from EID. Table 5-4 describes the short and long-term (to 2035) water supply available from EID. Table 5-5 describes the water demands of the four cumulative projects for which WSAs have been prepared. Subtracting the demands of those and the San Stino project's estimated demand (500 AFY), EID would have a surplus of 42,495 AFY in normal, 6,725 AFY in first dry year, and 11,904 AFY in third dry year scenarios, respectively. Subtract the estimated El Dorado Hills Apartments project demand of 109 AFY, and EID would still have sufficient supplies for its service area under all three future scenarios to the year 2035.

However, as discussed in Section 3.10, *Water Supply*, EDCWA's 2014 Update indicates that there will be insufficient water supplies to serve anticipated demand within EID, GDPUD, and GFCSD after 2035.

Table 5-5. Water Demand for Four of the Cumulative Projects

Project	Annual Water Demand (AF)				
	2015	2020	2025	2030	2035
Central El Dorado Hills SP	14	160	400	466	450
Dixon Ranch	152	518	517	499	482
Lime Rock Valley SP	18	109	272	472	573
Village of Marble Valley SP	141	721	1,285	1,860	2,177

Source: El Dorado Irrigation District 2013c
AF = acre-feet

The El Dorado County Water Agency's 2014 Update takes a longer view of water supply availability and demand within western El Dorado County, particularly in the EID service area. As discussed in Section 3.10, *Water Supply*, the 2014 Update concludes that future development on the West Slope

under the General Plan will have a significant and unavoidable impact on water supplies in EID after 2035. GDPUD and GFCSD will similarly be subject to significant and unavoidable impacts due to insufficient supply to meet customer demand. The project will make a considerable contribution to cumulative impacts on water demand, in excess of forecasted supplies, within the Georgetown Divide PUD and Grizzly Flats CSD during the planning period to 2035 and within EID after 2035.

Groundwater

Future development under the TGPA/ZOU will place greater demands on groundwater supplies in those parts of the West Slope that are not served by public water agencies. As discussed in Section 3.10, *Water Supply*, El Dorado County's West Slope lacks cohesive groundwater basins and is instead underlain by fractured rock that supports aquifers of varying size, depth, and dependability. The project's impact on groundwater is significant and unavoidable. At the program EIR level, impacts on groundwater are cumulative in nature because they are based on the ability of groundwater supplies within the county to meet expected future demand.

El Dorado County is underlain by fractured rock groundwater aquifers that do not provide reliable water supplies. Because the aquifers are fractured, the availability and reliability of groundwater supplies vary from place to place, depending upon the underlying geology, size and accessibility of the aquifer, and the source and dependability of recharge. Impacts tend to be localized and accurately predicting how groundwater withdrawals at a particular location may affect surrounding areas is difficult if not impossible at the scale of a program EIR because underlying aquifers have not been mapped nor is their capacity known. Clearly, as development continues under the 2004 General Plan, as amended by the TGPA and implemented by the ZOU, groundwater resources will be subject to increasing demand.

The TGPA would not substantially increase the overall level of development analyzed in the 2004 General Plan EIR. 2004 General Plan EIR Table 5.5-13 (Potential Groundwater Demand Increases in West Slope Areas Not Served by Public Water Purveyors) provides a gross estimate of the demands on groundwater resulting from future development under the alternatives examined at that time. Although the adopted General Plan does not precisely correspond to any of those alternatives (as adopted, the General Plan combines policies from more than one alternative), quite clearly future demand on groundwater will increase substantially as new development occurs. Table 5.5-13 estimated that under build-out conditions groundwater demand would increase by at least 39,413 acre-feet per year (Environmentally Constrained Alternative) and as much as 45,015 acre-feet per year (Roadway Constrained 6-Lane "Plus" Alternative). These totals included the estimated agricultural demand.

To put these amounts of water into perspective, over a 10-year period between 1997 and 2006, the yearly per capita water use within EID averaged 102,565 gallons. (El Dorado Irrigation District 2011) Based on the 2010 U.S. Census finding that the average household in El Dorado County contains 2.55 individuals, this would translate to about 0.80 acre-feet per household per year.

The County does not have a method in accurately estimating the available volume of groundwater in the fractured aquifers. Nor is there an accurate method by which to determine the point at which withdrawals may exceed the ability for sufficient recharge to support existing land uses or future uses that may be allowed under the provisions of the ZOU. The water levels in water wells within the county are not routinely tested, are not reported to the County, and there is no comprehensive database on groundwater levels. Although El Dorado County Policy 800-02 regulates the installation

of wells and limits well permits when sufficient water flow is not available, this does not take into account cumulative demands on a given aquifer. Therefore, no estimates of groundwater supplies in normal and dry years are available for any of the many aquifers in the county.

Groundwater resources and future demand under the General Plan, as revised by the TGPA and implemented by the ZOU, do not need to be quantified in order to conclude that future development will result in a significant cumulative effect on groundwater supplies.

As discussed in Section 3.10, there are no feasible mitigation measures that would reduce this impact to a less-than-significant level.

It is reasonably foreseeable that there will also be an adverse impact on groundwater supplies from an expansion of agricultural plantings and of development under the General Plan. This will be compounded by components of the ZOU such as ranch marketing, rural industrial, and home occupations that can intensify very localized water demands in rural areas where groundwater is the sole source of water. Although the County's General Plan policies, individual project review through the conditional use permit process, and the County's water well ordinance all act to reduce the potential to approve development that will generate demand in excess of groundwater supplies, these policies and regulations would allow incremental increases in the number of wells and water demand on the county's fractured aquifers without accounting for total available water supply in the affected aquifers and their ability to meet cumulative demands in dry and multiple dry years. The TGPA/ZOU will therefore make a considerable contribution to this significant impact.

5.2 Growth-Inducing Impacts

CEQA requires a discussion of the ways in which the project would be growth-inducing. State CEQA Guidelines Section 15126.2(d) identifies a project as growth-inducing if it fosters economic or population growth or the construction of additional housing, either directly or indirectly, in the surrounding environment. The project would not directly induce growth because it would not directly authorize new development. The project could, however, indirectly induce growth by removing barriers to growth, by creating a condition that attracts additional population or new economic activity, or by providing a catalyst for future growth in the area.

By law, El Dorado County is required to adopt "a comprehensive, long-term general plan for the physical development of the county" (Government Code Section 65300). According to Government Code Section 65583, the General Plan's Housing Element is required to include:

An identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, financial resources, and scheduled programs for the preservation, improvement, and development of housing. The housing element shall identify adequate sites for housing, including rental housing, factory-built housing, mobile homes, and emergency shelters, and shall make adequate provision for the existing and projected needs of all economic segments of the community.

On a regular basis (now every 8 years), the Sacramento Area Council of Governments (SACOG) prepares the Regional Housing Needs Allocation and adopts the associated Regional Housing Needs Plan (RHNP) that establishes the share of projected future housing growth that El Dorado County must accommodate in its General Plan. Unincorporated El Dorado County's regional housing share under the 2013–2021 RHNP is 3,948 dwelling units. The housing element was adopted on October 29, 2013 to account for the new allocations. Note that SACOG's Metropolitan Transportation Plan

2035 neither regulates local land use authority nor precludes a local jurisdiction from planning and approving growth that is different in terms of total units or geographic extent (Sacramento Area Council of Governments 2012).

Independent from the TGPA/ZOU, SACOG is updating its employment and housing projections for use in the 2016 MTP/SCS. SACOG's February 2015 review of the County's housing and employment projections found the County and SACOG projections are very similar at the traffic analysis zone level. (Sacramento Area Council of Governments 2015) SACOG has advised the County that the SACOG projection is different from the County's growth estimates because the General Plan and MTP/SCS serve different purposes, and that differences in the growth forecasts do not mean that the two plans are not in alignment with each other.

Typically, the growth-inducing potential of a project is considered significant if it fosters growth or a concentration of population in excess of the existing setting or baseline. Growth may be induced through the provision of infrastructure or service capacity that would accommodate new development. Based on CEQA's definition of growth inducement, a general plan is inherently growth-inducing because it must accommodate at least projected housing demand. The current General Plan and the TGPA/ZOU provide the framework to guide public officials in making decisions relative to development in El Dorado County over the next 20 years. As discussed in Section 3.8, *Population and Housing*, projected growth under the General Plan includes an estimated 17,500 additional dwelling units (the actual number will depend on market conditions, the application of Measure Y traffic mitigation policies and related requirements, and the availability of the public water and sewer facilities necessary to maximize residential density, among other factors, such as avoidance of special-status species habitat). This future growth will occur in the locations identified in the General Plan's land use map. The project is, therefore, growth inducing.

5.3 Significant and Unavoidable Impacts

According to Section 15126.2(a) and (b) of the State CEQA Guidelines, an EIR shall identify and focus on the significant environmental effects of the proposed project, including effects that cannot be avoided if the proposed project were implemented. Each of the resource sections in this FEIR has identified those significant impacts that cannot be reduced below a level of significance. The significant and unavoidable impacts are summarized in Table 5-6 at the end of this chapter.

For a more detailed discussion of each of these significant and unavoidable impacts, please refer to the relevant resource sections in Chapter 3, *Impact Analysis*, of this FEIR.

5.4 Significant Irreversible Environmental Changes

State CEQA Guidelines Section 15126.2 requires that the EIR for a general plan amendment must address any significant irreversible environmental change that would result from implementation of that amendment. Specifically, per the Guidelines (Section 15126.2[c]), such an impact would occur if:

- the project would involve a large commitment of nonrenewable resources;
- irreversible damage can result from environmental accidents associated with the project; and

- the proposed consumption of resources is not justified.

Approval and implementation of project-related activities would be typical of these sorts of land use planning and regulatory actions. They would result in an irretrievable commitment of nonrenewable resources such as fossil fuel-based energy supplies and construction-related materials. The energy resource demands would be used for construction, heating and cooling of buildings, transportation of people and goods, heating and refrigeration, lighting, and other associated energy needs.

Implementing the project would result in environmental changes because the physical environment would be altered through continued commitments of land and construction materials to urban and rural development. There would be an irretrievable commitment of labor, capital, and materials used in construction and a permanent loss of open space over time. Nonrenewable resources would be committed primarily in the form of fossil fuels and would include oil, natural gas, and gasoline used to support the additional development associated with implementation of the current General Plan.

Implementing the TGPA would also result in the consumption of other nonrenewable or slowly renewable resources including lumber and other forest products, sand and gravel, asphalt, steel, copper, and water. Although alternative energy sources such as solar, geothermal, or wind energy are in use in the county, the proportion of energy generated by these sources is so much smaller than the proportion generated by fossil fuel sources that it is unlikely that real savings in nonrenewable energy supplies (e.g., oil and gas) could be realized in the immediate future.

Development in unincorporated El Dorado County as envisioned by the TGPA and current General Plan would result in the construction of structures, facilities, or infrastructure on lands that are currently undeveloped. Development of lands generally would result in their future and permanent commitment to urban, suburban, or rural uses.

Table 5-6. Significant and Unavoidable Impacts

Impact	Level of Significance ^a	Mitigation Measures ^b	Level of Significance after Mitigation ^a
3.1 Aesthetics			
AES-1: Result in a substantial adverse effect on a scenic vista	S	AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers AG-1b: Amend the ZOU to limit Public Utility Service Facilities to minor facilities in the PA, AG, and RL zones AG-4: Amend proposed Table 17.21.020 to restrict incompatible uses from being located in the TPZ zone BIO-1a: Limit the relaxation of hillside development standards	SU
AES-2: Substantially damage scenic resources, including but not limited to trees, rock outcroppings, and historic buildings along a scenic	S	AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers	SU

Impact	Level of Significance ^a	Mitigation Measures ^b	Level of Significance after Mitigation ^a
highway			
AES-3: Substantially degrade the existing visual character or quality of the site and its surroundings	S	BIO-1a: Limit the relaxation of hillside development standards	SU
AES-4: Create a new source of substantial light or glare that would adversely affect daytime or nighttime views in the area	S	AES-4: Revise proposed Zoning Ordinance Chapter 17.34 and Section 17.40.170	SU
3.2 Agricultural and Forestry Resources			
AG-1: Convert Important Farmland, Gazing Land, land currently in agricultural production, or cause land use conflict that results in cancellation of a Williamson Act contract	S	AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers AG-1b: Amend the ZOU to limit Public Utility Service Facilities to minor facilities in the PA, AG, and RL zones	SU
3.3 Air Quality and Greenhouse Gases			
AQ-1: Generate construction-related emissions in excess of EDCAQMD thresholds	S	AQ-1: Implement measures to reduce construction-related exhaust emissions	SU
AQ-2: Generate on-road mobile source criteria pollutant emissions in excess of EDCAQMD thresholds	S	None	SU
AQ-5: Expose sensitive receptors to substantial pollutant concentrations	S	None	SU
AQ-6: Expose sensitive receptors to substantial odors	S	None	SU
3.4 Biological Resources			
BIO-1: Result in the loss and fragmentation of wildlife habitat	S	BIO-1a: Limit the relaxation of hillside development standards BIO-1b: Limit the approval of Private Recreation Areas BIO-1c: Limit music festivals and concerts AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers	SU
BIO-2: Have a substantial adverse effect on special-status species	S	BIO-1a: Limit the relaxation of hillside development standards BIO-1b: Limit the approval of Private Recreation Areas BIO-1c: Limit music festivals and concerts BIO-2: Return event site to pre-event condition AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers	SU

Impact	Level of Significance ^a	Mitigation Measures ^b	Level of Significance after Mitigation ^a
BIO-3: Have a substantial adverse effect on wildlife movement	S	BIO-1c: Limit music festivals and concerts BIO-2: Return event site to pre-event condition	SU
BIO-4: Result in the removal, degradation, and fragmentation of sensitive habitats	S	BIO-1a: Limit the relaxation of hillside development standards BIO-1b: Limit the approval of Private Recreation Areas BIO-1c: Limit music festivals and concerts BIO-2: Return event site to pre-event condition	SU
3.5 Cultural Resources			
CUL-1: Cause a substantial adverse change in the significance of a historical resource as defined in Section 15064.5	S	None	SU
CUL-2: Cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5	S	None	SU
3.6 Land Use and Planning			
LU-4: Substantially alter or degrade the existing land use character of the County	S	AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers AG-1b: Amend the ZOU to limit Public Utility Service Facilities to minor facilities in the PA, AG, and RL zones AG-4: Amend proposed Table 17.21.020 to restrict incompatible uses from being located in the TPZ zone BIO-1a: Limit the relaxation of hillside development standards LU-4a: Revise Policy 2.1.2.5, Commercial/Mixed Use (in Rural Centers) LU-4b: Require proposed Ranch Marketing uses to be reviewed for compatibility with adjoining agricultural uses	SU

Impact	Level of Significance ^a	Mitigation Measures ^b	Level of Significance after Mitigation ^a
LU-5: Create substantial incompatibilities between land uses.	S	AG-1a: Amend the ZOU to limit the size of proposed Health Resort and Retreat Centers AG-1b: Amend the ZOU to limit Public Utility Service Facilities to minor facilities in the PA, AG, and RL zones AG-4: Amend proposed Table 17.21.020 to restrict incompatible uses from being located in the TPZ zone LU-4b: Revise Section 17.40.260, Ranch Marketing, prior to adoption LU-5: Revise the Home Occupancy provisions to restrict the use of hazardous materials	SU
3.7 Noise			
NOI-1: Exposure of noise-sensitive land uses to short-term (construction) noise	S	None	SU
NOI-2: Exposure to ground transportation noise sources as a result of the TGPA	S	None	SU
NOI-3: Exposure to ground transportation noise sources as a result of the ZOU	S	None	SU
NOI-4: Exposure of noise-sensitive land uses to fixed or non-transportation noise sources	S	None	SU
NOI-5: Exposure to aircraft noise	S	None	SU
3.8 Population and Housing			
Impact PH-1: Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)	S	None	SU
3.9 Transportation and Traffic			
TRA-1: Conflict with an applicable congestion management program, including, but not limited to, level-of-service standards and travel demand measures or other standards established by the county congestion management agency for designated roads or highways	S	TRA-1: Extend timeframe of General Plan Transportation and Circulation Element Policy TC-Xa	SU

Impact	Level of Significance ^a	Mitigation Measures ^b	Level of Significance after Mitigation ^a
3.10 Water Supply			
WS-1: Create a need for new or expanded entitlements or resources for sufficient water supply	S	None	SU
WS-2: Substantially deplete groundwater supplies or interfere substantially with groundwater recharge, resulting in a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level that would not support existing land uses or planned uses for which permits have been granted)	S	None	SU
5.2 Cumulative Impacts^c			
Aesthetics	S		SU
Air Quality and Greenhouse Gases	S		SU
Biological Resources	S		SU
Cultural Resources	S		SU
Land Use and Planning	S		SU
Noise	S		SU
Population and Housing	S		SU
Transportation and Traffic	S		SU
Water Supply	S		SU
^a S = significant; SU = significant and unavoidable; LTS = less than significant; NI = no impact ^b The full texts of the mitigation measures are found in the respective impact sections in Chapters 3 and 4. ^c Mitigation measures identified for impacts of the project would reduce the project's contribution to cumulative impacts, but not to a less than considerable level.			

Chapter 6

Preparers/Persons and Organizations Consulted

6.1 ICF International

Name	Contribution
David Buehler, P. E.	Noise
Brenda Chang	Air quality/greenhouse gases
Shannon Hatcher	Air quality/greenhouse gases
Alexa LaPlante	Water/groundwater
Erik Link	GIS Analyst
Casey Mills	Analyst
Stephanie Monzon	Technical editor
Tim Messick	Graphic artist
Jenelle Mountain-Castro	Publication specialist
Taryn Nance	Analyst
Antero Rivasplata, AICP	Project manager
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Paul Shigley	Technical Editor
Laura Yoon	Energy
Sally Zeff, AICP	Project director

6.2 Kimley Horn Associates

Name	Contribution
Alex Jewell	Traffic analysis
Michael Schmitt	Traffic analysis

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Note to reader: the web links in this section were correct at the time the Final EIR was published. However, they are subject to change without notice.

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8.1 Introduction

Some of the comments received during the public review period for the Draft EIR raised similar issues about the project and its environmental impacts. The County has prepared a number of master responses to address the most frequently raised issues. The master responses provide comprehensive responses to specific issues so that multiple aspects of an issue are addressed in an organized manner in one location. This reduces repetition of responses. When an individual comment raises an issue discussed in a master response, the response to that individual comment will cross-reference to the appropriate master response (e.g., “see Master Response 1”).

The Master Responses address the following topics:

- Master Response 1: Specificity of Environmental Review
- Master Response 2: Relationship of the TGPA/ZOU EIR to the 2004 General Plan EIR and 2004 Impact Analysis
- Master Response 3: Necessity to Amend the Zoning Ordinance
- Master Response 4: Scope of the Project
- Master Response 5: Future Development Levels under the TGPA/ZOU
- Master Response 6: Groundwater Supply and Water Quality
- Master Response 7: General Plan and Zoning Ordinance Consistency Requirements
- Master Response 8: General Plan Policies and Mitigation
- Master Response 9: Adequacy of the Current General Plan
- Master Response 10: Format of the EIR
- Master Response 11: Riparian Setbacks
- Master Response 12: Significant and Unavoidable Impacts
- Master Response 13: Availability of Full Text of Proposed Zoning and General Plan Changes
- Master Response 14: Traffic Analysis Methodology, Travel Demand Model and U.S. Highway 50 Level of Service (LOS) Calculations

In late 2014, the County re-codified its ordinance code. This moved the zoning ordinance from Title 17 (now no longer used) to Title 130 of the code. In the interest of clarity and continuity, the Title 17 prefix is still being used for the ZOU. This is because that is how it has been presented in public documents up to this time. Upon adoption by the Board of Supervisors, the ZOU sections will be assigned the Title 130 prefix.

Portions of the Draft EIR were revised and recirculated for public review from January to mid-March of 2015. The revisions have been incorporated into the Final EIR.

8.2 Master Response 1: Specificity of Environmental Review

A number of commenters have suggested that the environmental analysis in the DEIR should be more specific and provide environmental impact information at the parcel level. The EIR for the TGPA/ZOU is characterized as a “program EIR.” That is, an EIR prepared for a series of actions that can be characterized as one large project and that are related in connection with the issuance of regulations and plans (paraphrasing CEQA Guidelines¹ Section 15168). The proposed TGPA/ZOU is the project for which the EIR was prepared.

As described in Section 1.1.3 of the DEIR, the TGPA/ZOU program EIR (TGPA/ZOU EIR) differs from the typical “project EIR” that is prepared for a site-specific project such as a highway interchange or large development proposal. The degree of specificity in the TGPA/ZOU EIR corresponds to the degree of specificity contained in the proposed TGPA/ZOU, consistent with CEQA Guidelines Section 15146.

Because the TGPA/ZOU does not include site-specific development projects, it does not have the degree of specificity that would be expected of the EIR prepared for a development project. This approach corresponds with CEQA Guidelines Section 15146(b), which states:

An EIR on a project such as the adoption or amendment of a comprehensive zoning ordinance or a local general plan should focus on the secondary effects that can be expected to follow from the adoption or amendment, but the EIR need not be as detailed as an EIR on the specific construction projects that might follow.

The ZOU includes site-specific zone changes, but does not propose any specific development on any of those sites. The zone changes are being undertaken in order to make the zoning consistent with the General Plan’s land use map, as required by California Government Code Section 65860, various policies of the General Plan, and General Plan Implementation Measure LU-A. As a result, there are no parcel-specific development proposals that could be examined for environmental impact.

The ZOU zone changes will result in zoning that is consistent with the adopted General Plan. As discussed in Master Response 2, the analysis in the TGPA/ZOU EIR references the conclusions of the 2004 General Plan EIR regarding the impacts of the General Plan, while taking into account existing conditions. This provides the general level of environmental review and disclosure required by CEQA for this type of project.

The TGPA/ZOU EIR is not required to, nor does it speculate about the specific development that might someday be proposed on the zone change sites. CEQA does not require lead agencies “to engage in speculation in order to analyze a ‘worst case scenario’” (*Napa Citizens for Honest Government v. Napa County Bd. of Supervisors* (2001) 91 Cal.App.4th 342, 373). CEQA Guidelines Section 15151 describes the standard for adequacy of an EIR as follows:

An EIR should be prepared with a sufficient degree of analysis to provide decision makers with information which enables them to make a decision which intelligently takes account of environmental consequences. An evaluation of the environmental effects of a proposed project need not be exhaustive, but the sufficiency of an EIR is to be reviewed in the light of what is reasonably feasible. Disagreement among experts does not make an EIR inadequate, but the EIR

¹ The California Environmental Quality Act (CEQA) is implemented through the provisions of the Act itself, and the statewide CEQA Guidelines adopted as part of Title 14 of the California Code of Regulations.

should summarize the main points of disagreement among the experts. The courts have looked not for perfection but for adequacy, completeness, and a good faith effort at full disclosure.

CEQA will apply to future site-specific projects, even after the Final TGPA/ZOU EIR is certified. The CEQA analyses prepared for those proposed projects will provide decision-makers and the public with information on the potential project-specific impacts, as well as mitigation measures. The holding in *Town of Atherton v. California High-Speed Rail Authority* (2014) __ Cal.App.4th __ explains the expected level of detail in a program EIR in relation to that expected in a project-level CEQA document.

... Requiring a first-tier program EIR to provide greater detail as revealed by project-level analyses, “undermine[s] the purpose of tiering and burden[s] the program EIR with detail that would be more feasibly given and more useful at the second tier stage.” (*Bay-Delta, supra*, 43 Cal.4th at p. 1173.) While significant new information must be included in an EIR, requiring a program EIR to include everything discovered in project-level analyses before the program EIR is certified would result in “endless rounds of revision and recirculation” of EIRs that the Legislature did not intend. (*Laurel Heights Improvement Assn. v. Regents of University of California* (1993) 6 Cal.4th 1112, 1132.) Petitioners’ position would require an agency to stop all project-level analysis until after the program EIR was certified in order to avoid endless revisions. ...

8.2.1 Future Use of the TGPA/ZOU EIR

The primary purposes of the TGPA/ZOU EIR include examining the potential significant environmental impacts of this project (i.e., the TGPA, ZOU, and Mixed Use Design Guide), disclosing those impacts to allow informed decision-making, and identifying feasible, enforceable mitigation measures that would avoid or reduce the significance of those impacts. In addition, as a program EIR, the TGPA/ZOU EIR offers the potential to streamline the CEQA process for later actions (i.e., development projects) under certain conditions.

Broadly stated, once the Final TGPA/ZOU EIR is certified, it can be used as the basis for approving later actions that are within its scope without the need to prepare a new EIR for the action (CEQA Guidelines Section 15168). This provision of CEQA is intended to streamline the environmental review process for later actions that have already been adequately analyzed by the program EIR. This does not apply to later actions that are not within the TGPA/ZOU EIR’s scope.

Certifying the TGPA/ZOU EIR does not eliminate the need to analyze the potential environmental impacts of later actions. CEQA Guidelines Section 15168 establishes two important limitations on this streamlined process.

First, the later action must be “within the scope” of the program EIR. That means that (1) the action is part of the project described in the program EIR and (2) all of its significant impacts were examined in the program EIR. If the later action was not part of the project or would have new significant impacts that were not examined previously, then the action would be subject to CEQA’s usual requirements for preparation of an EIR.

Second, when the later action is within the scope, it must be examined to determine whether it would result in a substantial increase in the severity of any of the significant impacts that were previously analyzed in the program EIR. The increase in severity could be related to any of the following: (1) the extent to which the later action is a change to the project; (2) the extent to which changes have occurred in the circumstances that existed when the program EIR was certified; or (3) whether there is new information that was not known and could not have been known when the

program EIR was certified. (CEQA Guidelines Section 15162) If the later action would increase a significant impact's severity, then a "subsequent EIR" would be required by CEQA. The subsequent EIR would focus its attention on that impact.

In conclusion, once it is certified, the TGPA/ZOU EIR will offer opportunities for streamlining the CEQA process for later actions. The extent to which this will occur will depend on the characteristics of proposed later action and will be determined on a case-by-case basis.

8.3 Master Response 2: Relationship of the TGPA/ZOU EIR to the 2004 General Plan EIR Impact Analysis

Numerous commenters asked about the relationship of the TGPA/ZOU Program EIR to the 2004 General Plan EIR. As described in Section 1.1.3 of the DEIR, the TGPA/ZOU Program EIR is a stand-alone document. CEQA allows an EIR to "tier" from a previously approved EIR for a related project. However, the TGPA/ZOU EIR is not tiered from any prior EIR. It references pertinent analyses contained in the 2004 General Plan EIR, but the TGPA/ZOU EIR draws its own conclusions about the significance of the environmental impacts of the TGPA/ZOU.

8.3.1 Use of the 2004 General Plan EIR

The TGPA/ZOU EIR uses information from the 2004 General Plan EIR to help examine the impacts that will result from development under the project. The TGPA/ZOU EIR does not use the land uses identified in the existing General Plan as the baseline for its impact analyses. The baseline for the TGPA/ZOU EIR's analyses is existing conditions, in accordance with CEQA Guidelines Section 15125, which states that: "[the] environmental setting will normally constitute the baseline physical conditions by which a lead agency determines when an impact is significant." The Draft EIR examines the potential impacts of the TGPA/ZOU in comparison to existing conditions.

There is no "plan-to-plan" analysis in the TGPA/ZOU EIR. In other words, the TGPA/ZOU EIR does not use the existing General Plan as the baseline because the General Plan illustrates the future uses of land, not existing conditions. The 2004 General Plan EIR is referenced, not as a baseline, but for its analysis of the impacts associated with the 2004 General Plan. The impact conclusions from the 2004 General Plan EIR are helpful in analyzing the proposed rezonings because the rezonings are consistent with the General Plan designations that were analyzed in the 2004 General Plan EIR. In other words, the 2004 General Plan EIR helps identify the impacts and severity associated with rezonings that are consistent with the General Plan. Where the 2004 General Plan EIR identified mitigation measures that were adopted as General Plan policies, the TGPA/ZOU EIR identifies those prior mitigation measures and the extent to which they reduce the impact of future development that is consistent with the General Plan.

This approach is distinguishable from a plan-to-plan analysis. In a plan-to-plan analysis, the future conditions that would exist should the general plan be built out are assumed as the baseline for analysis. The TGPA/ZOU EIR's impact analysis does not assume that the land use designations identified in the 2004 General Plan are the baseline. Instead, it utilizes the prior impact analyses contained in the 2004 General Plan EIR as a source of information when analyzing the potential impact of the rezonings on existing conditions. (See section 1.1.3 of the TGPA/ZOU EIR.) The TGPA/ZOU EIR evaluates the changes from existing conditions that would occur as a result of

continued build-out under the General Plan, plus the incremental change contributed by the TGPA/ZOU.

8.3.2 The TGPA/ZOU EIR's Approach to Impact Analysis

The TGPA/ZOU EIR analyzes the TGPA and ZOU impact mechanisms in each of its resource areas (i.e., aesthetics, agriculture and forestry, air quality and greenhouse gases, etc.). The term "impact mechanism" simply refers to that component of the proposal that would potentially result in physical changes to the resource being evaluated. For example, the aspects of the TGPA/ZOU likely to result in visual impacts, such as loosening limits on residential development on slopes over 30% grade, and ZOU provisions allowing Ranch Marketing, Agricultural and Timber Resource Lodging, Health Resort and Retreat Centers, Ski Area, Industrial, General, and Public Utility Service Facilities, Intensive in agricultural and forestry zones, are listed under "Impact Mechanisms" in Section 3.1, Aesthetics. In this example, these are the types of policies or land uses that typically could result in new development that would adversely affect existing scenic vistas or degrade the existing visual character of the area. In addition to these specific impact mechanisms, the TGPA/ZOU EIR considers the overall impact of future development pursuant to the General Plan, as amended by the TGPA.

The analysis identifies thresholds of significance against which the potential impacts of the TGPA/ZOU were examined. These are identified in each of the TGPA/ZOU EIR's impact sections (i.e., Sections 3.1 through 3.10) under the heading "Thresholds of Significance." They carry over into the titles of the impacts identified under "Impacts and Mitigation Measures" in the section. Using Section 3.1, Aesthetics, as an example: the list of thresholds of significance begins with "result in a substantial adverse effect on a scenic vista" and that is the title of Impact AES-1.

During the analysis of the potential impacts of the TGPA/ZOU project, the EIR preparers considered the extent to which existing federal, state, and local regulations pertinent to the resource being reviewed would reduce the project's impact. The regulations are listed in the impact section's "regulatory setting" discussion. One example of this approach is in Section 3.3, Air Quality and Greenhouse Gases. The regulatory setting discusses the El Dorado County Air Quality Management District's (EDCAQMD's) regulations that limit the production of fugitive dust during construction. Impact AQ-1 (generate construction-related emissions in excess of EDCAQMD thresholds) considers the extent to which those regulations would help future actions avoid exceeding the AQMD's dust standards. In that example, the TGPA/ZOU EIR concluded that future, large projects consistent with the TGPA/ZOU may nonetheless have a significant effect on the environment.

Similarly, the analysis considered existing General Plan policies that would reduce the project's impact. The pertinent objectives and policies are listed in the regulatory setting section. For example, in Section 3.3, Air Quality and Greenhouse Gases, the General Plan policies included Policies 6.3.1.1 through 6.3.1.3 addressing naturally occurring asbestos. In some cases, the existing General Plan policies that are listed in the regulatory setting are pertinent to the issue, but are of limited practical use in reducing the TGPA/ZOU's impacts. Those policies that would reduce the TGPA/ZOU's impacts are specifically identified in the impact analysis.

Where regulations or policies would not avoid the potential impact or reduce it below a level of significance, the TGPA/ZOU EIR includes a mitigation measure that will further avoid or reduce that impact. For Impact AQ-1, for example, the TGPA/ZOU EIR includes Mitigation Measure AQ-1, which sets out a specific proposed change to the Zoning Ordinance that would reduce air pollutant

emissions during construction. As noted earlier, the TGPA/ZOU EIR concluded that there would nonetheless be significant effects from construction emissions.

The analyses also consider the components of the TGPA/ZOU itself that would reduce its impacts. For example, the ZOU includes a noise ordinance that would establish enforceable limits on noise production. Although it would not avoid the potential noise impacts of development under the TGPA/ZOU, the impact analysis in Section 3.7 of the TGPA/ZOU EIR notes that the noise ordinance will reduce the impacts somewhat.

Mitigation Measures in the TGPA/ZOU EIR

Commenters have questioned the approach taken in the TGPA/ZOU EIR toward mitigation measures. CEQA requires an EIR to describe feasible measures that could minimize, reduce, or avoid the significant adverse impacts identified in the EIR. These “mitigation measures” must be fully enforceable. When the project is adoption of a plan or regulations, CEQA Guidelines Section 15126.4 provides that the mitigation measures can be incorporated into the plan or regulations. The TGPA/ZOU EIR follows this guidance by including mitigation measures that would revise portions of the TGPA or ZOU in order to reduce the impacts of the TGPA/ZOU. Here are some examples: Mitigation Measure AQ-1 consists of revisions to the ZOU that mandate actions to reduce air pollutant emissions from construction; Mitigation Measure AES-4 consists of specific ZOU revisions to reduce light and glare in new development; and Mitigation Measure AG-1a places limits on the size of the Health Resort and Retreat Centers described in the ZOU.

CEQA’s directive is to identify mitigation measures that minimize significant impacts, but it does not require that the measures reduce the impact below a level of significance. There are often situations where avoiding a significant effect is not possible. The TGPA/ZOU EIR does not assume that mitigation measures will always avoid a significant effect.

Certain types of development projects that could be allowed under the TGPA/ZOU are reasonably foreseeable to potentially result in significant effects because of their typical size, location, and level of environmental disturbance. Examples include ZOU provisions for Ranch Marketing, Agricultural and Timber Resource Lodging, Ski Area, and Industrial General and their potential effects on scenic vistas in rural areas of the county. At the same time, because no specific development projects are being proposed, there is not enough information to be able to draft a mitigation measure that would clearly reduce those future impacts below a level of significance. In these situations, such as Impact AES-1 (result in a substantial adverse effect on a scenic vista), the TGPA/ZOU concludes that the impact will be significant and unavoidable.

To an extent, the level of detail in the TGPA/ZOU EIR’s mitigation measures is limited by the nature of this project. The TGPA/ZOU does not propose any specific development projects. Therefore, the size, intensity, and design of future development that could occur under the TGPA/ZOU cannot be known at this time. For example, the ZOU would allow a Health Resort and Retreat Center in specified zones either by right or upon approval of an administrative or conditional use permit. However, the ZOU’s definition of Health Resort and Retreat Center does not provide much detail about what would constitute such a center.

As a result, many of the mitigation measures act at the policy or ordinance level. Unlike the mitigation measures that might be adopted for a development project, they are not site-specific. Using the Health Resort and Retreat Center as an example again, in response to the potential impacts

of such centers in rural areas, the TGPA/ZOU EIR includes Mitigation Measure AG-1a which would limit these centers to the size of bed and breakfast inns.

The mitigation measures for a private development project are typically adopted as “conditions of approval” for that project to ensure they are implemented. The TGPA/ZOU is not a development project, but is instead a set of proposed changes to the County’s land use planning policies and zoning regulations. Accordingly, the mitigation measures for the TGPA/ZOU will be included in the approval of the TGPA and ZOU, thereby incorporating them into the General Plan and the proposed Zoning Ordinance to ensure their implementation.

8.3.3 Use of the Final EIR in Consideration of the TGPA/ZOU

CEQA requires the Board of Supervisors to consider the information in the Final EIR before it may act to approve all or part of the TGPA/ZOU. Pursuant to CEQA Guidelines Section 15090, the El Dorado Board of Supervisors will certify that they have reviewed the Final TGPA/ZOU EIR, that it meets CEQA’s requirements, and that it reflects their independent judgment before taking action on the proposed TGPA and ZOU. The Board will also adopt findings of fact pursuant to CEQA Guidelines Section 15091 that describe the disposition of each of the significant effects identified in the Final EIR (e.g., whether they are mitigated to a less than significant level, whether mitigation is the responsibility of another agency, or whether they are significant and unavoidable) and a statement of overriding considerations pursuant to CEQA Guidelines Section 15093 that explains the economic, legal, social, technological, and other benefits of the project that outweigh its unavoidable environmental impacts.

The TGPA/ZOU is a “legislative” project, for which the Board is solely responsible for final approval. The Planning Commission will make its recommendations to the Board, but does not approve a legislative project. Similarly, the Planning Commission will not certify the Final EIR. Accordingly, there is no requirement under CEQA that the Planning Commission review and consider the Final EIR before making its recommendation. Prior to making its recommendations to the Board, the El Dorado County Planning Commission and Agricultural Commission have both reviewed the Draft TGPA/ZOU EIR, held public hearings on the proposed project, and taken public testimony on both the TGPA/ZOU and its EIR. The Board will consider the recommendations of these bodies prior to taking action on the TGPA/ZOU.

8.4 Master Response 3: Necessity to Amend the Zoning Ordinance

A number of commenters asked why the County is pursuing an amendment to the Zoning Ordinance. While this is not a comment on the EIR, the County here provides an explanation of the necessity to amend the Zoning Ordinance.

8.4.1 Consistency

There are two compelling reasons for amending the zoning ordinance: the provisions of the El Dorado County General Plan and the requirements of State law. The ZOU is being undertaken pursuant to Implementation Program Measure LU-A of the General Plan. That measure sets out a

number of specific objectives for the zoning ordinance, not all of which are represented in the ZOU, in order that it will be consistent with the General Plan.

Measure LU-A

Review the Zoning Ordinance (Title 17 of the El Dorado County Code) to identify revisions that accomplish the following:

- Provide for mixed commercial and residential uses [Policy 2.1.1.3];
- Provide consistency between the General Plan land use designations and the Zoning Ordinance [Policy 2.2.1.2];
- Identify needed revisions to and improved application of the Planned Development combining zone district [Policies 2.2.3.1, 2.2.3.2, 2.2.3.3, 2.2.3.4, 2.2.5.4, and 8.1.5.1];
- Develop a density bonus program [Policy 2.2.4.1];
- Provide a Neighborhood Services zone district [Policy 2.2.5.8]
- Establish provisions for extended family support services and institutional uses in residential areas [Policy 2.2.5.9];
- Allow support services for agricultural and timber production in Rural Regions, including agricultural employee housing, feed and supply stores, veterinary services, agricultural and timber processing, and sales of agricultural and timber products [Policies 2.2.5.10 and 2.2.5.11];
- Provide flexibility for minimum parcel size with boundary line adjustments [Policy 2.2.5.12];
- Identify and separate incompatible uses (including public facilities) by setbacks and buffering [Policies 2.2.5.14 and 2.2.5.18];
- Establish standards for parking lot shading and street trees in all new development projects [Policy 2.3.1.2];
- Establish standards for providing visual separation between Community Regions where existing land use patterns do not facilitate physical separation [Policies 2.5.1.1 and 2.5.1.2];
- Provide standards and incentives for commercial development [Policies 2.5.2.1, 2.5.2.2, and 2.5.2.3];
- Establish criteria for schools and places of worship in residential zone districts [Policy 2.5.5.17];
- Establish a Scenic Corridor (-SC) Combining Zone District [Policy 2.6.1.6];
- Modify Sign Ordinance standards for scenic corridors [Policies 2.7.1.1 and 2.7.1.2];
- Strengthen limitations on light and glare [Policy 2.8.1.1];
- Establish buffers around solid waste handling and disposal sites [Policy 5.5.2.2];
- Provide incentives for indoor and outdoor art [Policy 5.9.2.2];
- Establish siting criteria for placement of new structures for fire hazard protection [Policy 6.2.1.1];
- Create an avalanche overlay zone [Policy 6.3.2.3];

- Create a dam failure inundation overlay zone [Policies 6.4.2.1 and 6.4.2.2];
- Establish open space protection measures [Policies 7.6.1.1 and 7.6.1.3]; and
- Promote tourist lodging facilities. [Policy 9.3.9.1]

California Government Code Section 65860 requires the county zoning ordinance to be consistent with the General Plan. That includes both policy consistency and land use map consistency. The ZOU proposes to add new zone classifications and eliminate select existing zone classifications, and includes new zoning provisions in part to make the zoning classifications and allowable uses consistent with the General Plan's policies. The parcel-specific zone changes are being undertaken in order to make the zoning for those parcels consistent with the General Plan's land use map. Failure to maintain consistency between the General Plan and Zoning Ordinance exposes the County to potential liability.

65860. (a) County or city zoning ordinances shall be consistent with the general plan of the county or city by January 1, 1974. A zoning ordinance shall be consistent with a city or county general plan only if both of the following conditions are met:

(1) The city or county has officially adopted such a plan.

(2) The various land uses authorized by the ordinance are compatible with the objectives, policies, general land uses, and programs specified in the plan.

(b) Any resident or property owner within a city or a county, as the case may be, may bring an action or proceeding in the superior court to enforce compliance with subdivision (a). Any such action or proceeding shall be governed by Chapter 2 (commencing with Section 1084) of Title 1 of Part 3 of the Code of Civil Procedure. No action or proceeding shall be maintained pursuant to this section by any person unless the action or proceeding is commenced and service is made on the legislative body within 90 days of the enactment of any new zoning ordinance or the amendment of any existing zoning ordinance.

(c) In the event that a zoning ordinance becomes inconsistent with a general plan by reason of amendment to the plan, or to any element of the plan, the zoning ordinance shall be amended within a reasonable time so that it is consistent with the general plan as amended.

(d) Notwithstanding Section 65803, this section shall apply in a charter city of 2,000,000 or more population to a zoning ordinance adopted prior to January 1, 1979, which zoning ordinance shall be consistent with the general plan of the city by July 1, 1982.

The California Supreme Court has affirmed the supremacy of the General Plan atop the hierarchy of local land use regulation. Its decision in *Leshar Communications v. City of Walnut Creek* (1990) 52 Cal.3d 531 explains:

A zoning ordinance that is inconsistent with the general plan is invalid when passed (*deBottari v. City Council* (1985) 171 Cal.App.3d 1204, 1212 [217 Cal.Rptr. 790]; *Sierra Club v. Board of Supervisors* (1981) 126 Cal.App.3d 698, 704 [179 Cal.Rptr. 261]) and one that was originally consistent but has become inconsistent must be brought into conformity with the general plan. (§ 65860.) The Planning and Zoning Law does not contemplate that general plans will be amended to conform to zoning ordinances. The tail does not wag the dog. The general plan is the charter to which the ordinance must conform.

8.4.2 Public Outreach to Explain the Proposed Changes

The first phase of public outreach, following the Board of Supervisors' adoption of the project Resolution of Intent (ROI) to amend the General Plan and Zoning Ordinance, consisted of a series of community meetings in March of 2012. Evening meetings were held in the communities of El Dorado Hills, South Lake Tahoe, Somerset, Cameron Park, Cool, and El Dorado. The meetings provided an opportunity for residents to learn about the various project components, the decision making process, and opportunities for further involvement. These meetings were advertised through the dedicated project website, the County homepage, press releases distributed to local media, flyer postings at community gathering places throughout the County, and direct e-mail by staff to individuals and organizations. The draft ZOU was available for public review at the County offices, and the website during this time.

The second phase of outreach centered on the initial EIR scoping meetings in May and June of 2012. In addition to the daytime Planning Commission meeting and evening Agricultural Commission meetings in Placerville, seven evening scoping meetings were held in the communities of El Dorado, El Dorado Hills, Greenwood, Somerset, Camino, South Lake Tahoe, and Cameron Park. Like the outreach meetings, the scoping meetings were advertised through a press release distributed to local media, on the project and County websites, through direct e-mail by staff, and through the posting of approximately 50 flyers in key community gathering places throughout the County.

On May 25, 2012, the first Notice of Preparation (NOP) for the TGPA/ZOU EIR was released for a 45-day public comment period. The NOP and related documents were posted to the project dedicated website and all subscribers to the website were notified. The Board then held a week-long workshop on the ZOU to review, take public comments and provide staff with direction for revisions to the draft ZOU. Staff revised the draft and returned to the Board during three additional meetings to review revisions and provide authorization to finalize the draft ZOU.

Based on Board directed changes to the draft ZOU, the County staff revised the draft ZOU into its current form. A second NOP was released on October 1, 2012 for a 30-day public comment period, whereby project-related information, including the revised ZOU proposal, was again posted on the dedicated project website, and all subscribers to the website were notified. The full texts of the proposed TGPA and ZOU were available for review at: <http://www.edcgov.us/landuseupdate>.

On November 13, 2012, the Board revised the project description following comments received on the second NOP, and authorized the following to be analyzed under a program level Environmental Impact Report (EIR) prepared for the TGPA/ZOU.

- Draft Targeted General Plan Amendments;
- Draft Camino/Pollock Pines Community Region Revision Map;
- Draft Ag District Boundaries Expansion Map;
- Draft General Plan Land Use Amendments Maps;
- Draft Zoning Ordinance;
- Draft Zoning Maps;
- Draft Agriculture Opt-in Map; and
- Potential Project Alternatives for the consideration in the EIR.

This action followed a two-year-long review of potential components of the TGPA/ZOU that included more than 30 public hearings with the Board, Planning Commission and Agriculture Commission. As part of this action, the Board authorized staff to proceed with the EIR and directed that an adequate level of review would be completed so that the EIR would offer a range of options for future Board decisions. On this basis, the project description was revised to remove from consideration proposed revisions to Policy 2.2.1.5 and Table 2-3 related to Floor Area Ratios from the General Plan, removal of the option for an “in-lieu” fee for use in purchasing off-site open space requirements, removal of the option to analyze High Density Residential (HDR) maximum density increase to 8 units per acre, and removal of proposed amendments to Policy 8.2.4.4 as implementation was already addressed in the ZOU and therefore proposed amendments were not necessary. In addition, the Board directed any additional analysis of possibility adding, amending or deleting existing Community regions or rural Center planning areas be removed from the project description and instead considered as a potential Project Alternative in the EIR, with the exception of the proposed amendment to Policies 2.1.1.1 and 2.1.2.1 as they relate to the current Community Region of Camino/Pollock Pines that is being proposed to be amended to three Rural Centers (Camino, Cedar Grove, and Pollock Pines)

Preparation of the Environmental Impact Report (EIR) began at that point. Completing the baseline traffic assumptions for the Travel Demand Model (TDM) in light of extended discussions with Caltrans and comments from Measure Y committee representatives consumed a substantial period of time. Once the traffic analysis was completed, the noise and air quality analyses could begin. As a result, completing the public review Draft EIR (DEIR) took somewhat longer than is typical for a project-level EIR.

On March 24, 2014, the DEIR was released for a 120-day public review period, which is 75 days longer than the typical DEIR review. Legal Notices were placed in the Mountain Democrat (March 24), Tahoe Tribune (March 26) and Georgetown Gazette (March 27). A press release with the Notice of Availability (NOA) was distributed to the local media, and posted on the dedicated project web page. The NOA and press release were posted on the County’s Home Page under News and Hot Topics and email notices were sent to over 3,000 subscribers to several County subscription lists. The NOA was mailed to a list of about 200 interested parties and agencies, including Native American Tribal contacts within the project area. The NOA was posted at each of the County public libraries, which also received one hard copy of the DEIR document for public viewing. A hard copy of the DEIR was also available at the Planning public counter in Building C. The proposed ZOU remained on the County website during this time.

During the week of June 11, 2014, notices of the July 10 Planning Commission public hearing to receive public comments on the DEIR were distributed by the following methods:

- posted on the County website home page under News and Hot Topics (1,300 subscribers notified)
- posted on the LRP web page under What’s New (600 subscribers notified)
- press release distributed to the local media

On June 26, staff provided a project update to both the Planning Commission and CEDAC and distributed a Project Fact Sheet with the schedule of the July 10 Planning Commission meeting and August public hearing schedule.

On July 1, 2014, the Project Fact Sheet and Planning Commission public hearing schedule was posted on the Long Range Planning web page and notices sent to the News and Hot Topics and LRP

subscription lists. After the July 10 Planning Commission public hearing, the Project Fact Sheet and August public hearing schedule were revised to include the topics to be discussed at each of the August meetings. The updated Project Fact Sheet and hearing schedule was posted on the County website on News and Hot Topics, on the project web page, and email notices sent to the subscription lists. Two legal notices were placed in the Mountain Democrat (July 18 and July 25), Tahoe Tribune (July 23 and July 30) and Georgetown Gazette (July 24 and July 31). In addition, a paid ad (7.5" x 5") was placed in the Mountain Democrat on July 30. Notices of the August public hearing/meetings were also distributed via the County's Twitter and Facebook social media. Additionally, the Project Fact Sheet/public hearing schedule was direct mailed to the interested parties/agencies list and emailed to the individuals and agencies who submitted DEIR comments by email. The Fact Sheet/Hearing Schedule flyers were also distributed to all the County public libraries, and emailed to numerous local community organizations and agencies.

Throughout this process, the existing zoning ordinance and the proposed ZOU have also been available for public review online and at the County Planning Department offices.

8.5 Master Response 4: Scope of the Project

The scope of the project examined in the TGPA/ZOU EIR is clearly described in Section 1.1.3 and Chapter 2 of the DEIR. In summary, the "project" analyzed in the TGPA/ZOU EIR consists of a discrete set of Targeted General Plan Amendments and a comprehensive update of the Zoning Ordinance. It is a project being undertaken by the County. The TGPA does not involve adopting a new General Plan. The vast majority of the General Plan's objectives and policies are not proposed for amendment and are untouched by the project. The TGPA has been drafted by the County Board of Supervisors to be internally consistent with the rest of the El Dorado County General Plan. If the TGPA is approved, its provisions would be implemented in the context of the whole General Plan.

Comments were received from Rural Communities United and others stating that the resultant amended General Plan would substantially increase the residential development potential that exists under the current General Plan. This is not the case. For example, the TGPA does not include the addition of or planning for 33,000 new homes as claimed by some commenters.

Part of the confusion on this point relates to speculation regarding the future of several privately initiated general plan amendments currently being proposed in El Dorado County and the potential for those projects, if approved, to add to the total homes that could be allowable under the General Plan.

The TGPA is not related to any of the major general plan amendment residential projects that are currently proposed by private developers (e.g., San Stino, Lime Rock Valley Specific Plan, Village of Marble Valley Specific Plan, Central El Dorado Hills Specific Plan, and Dixon Ranch). As required by CEQA Guidelines Section 15130, the TGPA/ZOU EIR considers those other proposals as part of its cumulative impact analysis. However, that consideration does not commit the County to approve any of those proposals.

Where the TGPA might result in increased residential development potential is within Community Regions and Rural Communities where mixed use development could occur. Mixed use allows for development that incorporates a range and variety of uses within a single development site. The General Plan currently allows for and encourages mixed used development on commercial land in Community Regions and Rural Centers. The TGPA proposes to amend General Plan Policies 2.1.1.3

and 2.1.2.5, increasing the maximum allowed density in mixed use developments from 16 to 20 units per acre in Community Regions and from four units to ten units in Rural Centers. This would be limited to lands zoned as RM (Multi-unit Residential), CL (Commercial, Limited), CM (Commercial, Main Street), and CC (Commercial, Community). Mixed use development is not required within those zones, but rather would be an optional type of allowable development.

Historically, the County has not experienced a high demand for mixed use development. In the past 10 years the County has received two to three applications for mixed use development permits totaling 15 residential units. The Mixed Use concept was focused on areas being designated as Main Street Commercial through the ZOU. This designation was given to three areas (Camino, Georgetown and El Dorado/Diamond Springs). Camino and Georgetown do not have sewer, thereby limiting the potential for increased density. Discussions with the El Dorado/Diamond Springs Community Advisory Committee have been about revitalizing downtown areas with mixed use development projects. With a very limited MXD permit history and two of the three targeted communities not having sewer, the County calculated the number of sites that could accommodate this type of development and determined that 257 was a realistic estimate based on the limitations and history stated above.

The 257 residential units that may be built as part of mixed use development projects in the El Dorado and Diamond Springs Community Regions would constitute the majority of the incremental increase in mixed use development that can be attributed to the TGPA. Given that up to 20,000 additional residences might be built based on the existing General Plan provisions absent these policy amendments, the number of additional residences attributable to the TGPA would not be substantial. Therefore, the changes in existing conditions attributable to the TGPA would not be substantially greater than those anticipated from development under the current General Plan without the TGPA.

The ZOU proposes changes to some of the allowed uses, development standards and permitting requirements found in the current Zoning Ordinance. However, the County's goal in revising the Zoning Ordinance has been to minimize changes where possible, per the Board of Supervisors' direction. Therefore, although the proposal involves extensive reformatting of the Zoning Ordinance, most of the uses allowed within the individual zoning classifications have not changed substantially.

Where there are substantial differences between the current Zoning Ordinance and the ZOU that may result in adverse environmental impacts, those differences are highlighted in the "Impact Mechanism" discussions in the various resource chapters of the TGPA/ZOU EIR.

8.5.1 Parcel-Specific Rezonings

Commenters have suggested that the ZOU's parcel-specific rezonings greatly increase development potential, thereby expanding the scope of the environmental analysis. This is not the case. The ZOU includes parcel-specific rezonings that are necessary to bring the County's zoning into conformity with the General Plan. The General Plan was adopted in 2004. Government Code Section 65860 requires that when a General Plan is adopted the Zoning Ordinance must be amended to be consistent with that General Plan "within a reasonable time." The ZOU will fulfill this requirement.

The proposed rezonings do not increase development potential. Because the General Plan sets out the long-range planning policies for future development, it is the General Plan that dictates development potential. The ZOU does not amend the General Plan, nor does it intensify the level of development allowable under the General Plan.

The County applied the following general rule when determining whether or not the zoning on a particular parcel needed to be changed in order to conform to the General Plan: if an existing Zone District is not consistent with its underlying Land Use Designation, then a consistent Zone District was proposed based on the least amount of densification, parcel size, and parcel location. For example, a parcel with a General Plan land use designation of medium-density residential (MDR) could be zoned R1A, R2A, R3A or RE-5, any of which would be consistent with the MDR designation. In order to be consistent, a five-acre parcel would be assigned a proposed zone of RE-5, which would be the lowest residential density within the land use designation of MDR.

Table 8-1. Summary of Proposed Rezoning Under the ZOU

Estimated Number of Parcels	Percentage of Total Parcels in the County	Proposed Rezone From/To	Reason for Proposed Rezoning
6,000	5.5%	Various upzones and downzone	Required by Government Code Section 65860 to ensure consistency with General Plan designations
2,000	1.8%	Multi-family to multi-family; existing Recreational Facilities (RF) to new RF-L and RF-H	Required by Government Code Section 65860 to ensure consistency with General Plan policies
14,500	13.2%	Name change only	Align zone names in Tahoe Regional Planning Area with County zone names
8,000	7.3%	RE/RA to new RE/RL	RE zones inside Community Regions; RL zones outside Community Regions; RA to RL to clarify Right to Farm protections. New RL zone for Rural Centers and Rural Regions replaces RE or RA zones.
3,000	2.7%	Commercial to new commercial zone; or Agricultural to new agricultural zone	Addition of three new commercial zones and three new agricultural zones; zone name changes; removal of duplicative zones
2,600	2.4%	Road “slivers”	Clean-up of zoning designations along road, corridor, and trail easements
900	0.8%	Various	Miscellaneous clean-up
Total: 37,000	33.6 %		

No new parcels would be created as a result of the rezoning process to bring the Zoning Maps into consistency with the General Plan. New parcels can only be created under the Subdivision Map Act (Government Code Section 66410, et seq.). Pursuant to Section 66474 of the Subdivision Map Act, the allowable size of new parcels is determined by consistency with the adopted General Plan or specific plan applicable to the site being proposed for subdivision. It is not determined by the site’s zoning classification. Therefore, adopting zoning that is consistent with the General Plan does not increase the number of parcels that may be created on a given site. The subdivision of land is a discretionary process that is separate from zoning, meaning that the proposed subdivision will be subject to CEQA analysis and that the zoning does not dictate approval of a particular subdivision.

Because the County is limiting the proposed rezonings to those new zones with the lowest density allowed by the existing General Plan designations and no new parcels would be created by the project, the rezonings proposed under the ZOU will not result in an increase in development potential over that allowable under the existing General Plan. Therefore, except where noted in the EIR, the changes to existing conditions attributable to the ZOU would not be substantially greater than the changes to existing conditions anticipated from development under the current General Plan.

8.5.2 Other Land Use Standards Currently under Preparation

Commenters also expressed concern that the TGPA/ZOU EIR does not address other development standards that are currently being drafted. The following development standards are proceeding in conjunction with the TGPA/ZOU and are analyzed in this EIR: mixed use development guide, land use and irrigation standards, mobilehome park design standards, outdoor lighting standards, parking and loading standards, and Research and Development design standards. In addition, the County is currently working on a number of other land use development standards and regulations that are proceeding separately from the TGPA/ZOU. These include: sign ordinance update; portions of the Design Improvements Standards Manual (DISM); and biological policy review. Each of these efforts is subject to CEQA and the County will prepare a CEQA document assessing the environmental impacts separately for each project.

CEQA mandates “that environmental considerations do not become submerged by chopping a large project into many little ones—each with a minimal potential impact on the environment—which cumulatively may have disastrous consequences.” (*Bozung v. Local Agency Formation Com.* (1975) 13 Cal.3d 263, 283–284 [118 Cal.Rptr. 249, 529 P.2d 1017].) That is not the situation here for the following reasons.

Although related by the fact that they are part of the County’s overall planning and regulatory scheme, neither the Project nor the other land use standards/regulations is dependent on the adoption of the other. They are independent projects with independent outcomes. Completion and approval of the sign ordinance update, DISM (to be re-named the Land Development Manual), or biological policies review is not necessary to approval of the TGPA/ZOU. Similarly, none of the aforementioned is dependent upon approval of the TGPA/ZOU.

The other land use standards are proceeding on separate schedules from the TGPA/ZOU. These proposed standards are in the process of being drafted and are not ready for CEQA review. Government Code Section 65860, which provides that a zoning ordinance must be revised to conform to the General Plan “within a reasonable time” of General Plan adoption, clearly contemplates that the ordinances necessary to implement the General Plan need not be adopted at the same time as the General Plan. The El Dorado County General Plan’s Implementation Plan sets out an ambitious list of regulations and standards that will need to be prepared in order to fully implement the General Plan. The County has been diligently progressing toward completing the list since adoption of the General Plan in 2004, as described in the June 2014 “2013 General Plan Annual Progress Report” presented to the Board of Supervisors by the Community Development Agency.

Both budget and staff limitations preclude the County from preparing and adopting all of the items identified in the Implementation Plan at the same time. In addition, the varying levels of public interest and controversy over different aspects of the Implementation Plan have resulted in some

proposed programs, such as the proposed oak woodlands preservation fee program that was the subject of litigation, taking much longer than expected.

8.6 Master Response 5: Practical Constraints on Future Development under the TGPA/ZOU

8.6.1 Practical Considerations

Commenters have suggested that the proposed increases in maximum residential density, particularly relating to development in Community Regions and Rural Centers when no public water or sewer is available, will result in new development at those maximum densities. The commenters ask that the TGPA/ZOU EIR assume that build-out will occur in this manner.

The TGPA/ZOU EIR does not assume full build-out because there are practical constraints on development that make such an assumption unreasonable. Neither the General Plan designation nor zoning that is applied to any given parcel confers a vested right to develop that parcel at the maximum density provided for under the designation or zone. For example, the statement proposed to be added to Policy 2.1.1.3 regarding mixed use development density (i.e., “The maximum residential density of 20 dwelling units per acre may only be achieved where adequate infrastructure, such as water, sewer and roadway area available or can be provided concurrent with the development.”) is intended to reflect that fact by use of the term “may.” Whether a site can be developed at its maximum allowable density depends on numerous factors that affect the design of the development, including regulatory limitations.

The TGPA includes provisions for increasing the maximum allowable residential density within Community Regions and Rural Communities. Commenters have suggested that this would result in substantial increases in allowable development, thereby creating significant impacts on a variety of environmental resources. At issue are the proposed components of the TGPA: Goal 2.1.4 and Policies 2.1.4.1-2.1.4.4 (encouraging development in “Opportunity Areas”); Policy 2.1.1.3 (increase maximum density for mixed use development to 20 du/ac in Community Regions); Policy 2.1.2.5 (increase maximum density for mixed use development to 10 du/ac in Rural Communities); Policy 2.2.4.1 (establish a 30% open space incentive for residential density bonuses); Policy 2.4.1.5 (establish a program to encourage infill in existing communities); Policy 5.2.1.3 (making connection to public sewer and water systems optional for higher intensity land uses in Community Regions); and Policy 5.3.1.1 (making connection to public wastewater collections systems optional, when not reasonably available, for higher intensity land uses). As discussed below, most of these policy changes either would not affect the level of planned development or would actually constrain development. The remainder of the changes would have only a limited potential to increase development beyond the levels examined and disclosed in the 2004 General Plan EIR.

The TGPA/ZOU EIR examined the potential for the Project to result in significant environmental effects. A substantial change in the existing environment is considered a significant environmental effect. The TGPA/ZOU does not propose any discrete development projects. Accordingly, the EIR’s examination is limited to the prospective effects of future development that would occur in compliance with the General Plan and Zoning Ordinance, as proposed to be amended and updated. The 2004 General Plan EIR analyzes the impacts of development to the level of the existing General Plan. The TGPA/ZOU EIR updates that analysis as necessary to account for existing conditions and

examines how amending the General Plan and updating the Zoning Ordinance would change existing conditions. Because the TGPA/ZOU EIR examines the prospective impacts of development pursuant to the TGPA and ZOU, one indicator of a significant effect is the extent to which prospective development under the TGPA and ZOU would result in a greater level of development (i.e., density or intensity) than that anticipated in the 2004 General Plan EIR.

8.6.2 Constraints on Development at Maximum Density and Intensity

Sites that are located in areas that are not served by public water and sewer systems have a lower development potential than those that are served by public water and sewer. This is evidenced by both County policy and development standards.

General Plan Policy 5.2.3.5, which is not proposed for amendment, limits subdivisions as follows:

The average residential density shall not be greater than one dwelling unit per five acres in proposed groundwater dependent developments except in areas known to have groundwater supply limitations. In those areas, a minimum parcel size of ten acres or larger may be required if it is demonstrated such larger parcels are necessary to limit the impact on groundwater supply in the area.

General Plan Policy 5.3.1.2, which is not proposed for amendment, similarly limits the creation of new lots in certain areas without public water supply:

The creation of lots less than five acres in size in Medium-Density Residential areas relying on on-site septic systems shall only occur when a public water supply is available for domestic use. If public water is not available, such lots shall not be less than five acres.

General Plan Policy 5.3.1.7, which is not proposed for amendment, limits new development in areas without public sewers:

In Community Regions, all new development shall connect to public wastewater treatment facilities. In Community Regions where public wastewater collection facilities do not exist project applicants must demonstrate that the proposed wastewater disposal system can accommodate the highest possible demand of the project.

El Dorado County Code requires plumbing to be connected to a public sewer unless such sewer is not available (Code Section 110.32.000[f]). Public sewer “may be considered as not being available when such public sewer or any building or any exterior drainage facility connected thereto, is located more than two hundred (200) feet (60.8 m) from any proposed building or exterior drainage facility on any lot or premises which abuts and is served by such public sewer.” (Code Section 110.32.000[d]) As a result, where sewer is available within 200 feet of the proposed development, it must be used and reliance on a septic system would not be allowed.

Projects are subject to regulatory standards and site constraints that may limit their density and intensity to less than the maximum allowable. For both discretionary (e.g. projects requiring a use permit) and ministerial projects, these include compliance with the Building Code, well drilling ordinance, setback requirements, and other regulations. In addition, where the development project is subject to a discretionary permit, CEQA review will be required and may further limit development.

Required minimum parcel sizes, setbacks and replacement area regulations for wells and onsite sewage disposal systems effectively reduce both the number of developable parcels and the developable area(s) within each parcel. As a result, not allowing new development to proceed without public water and sewer connections is a practical limitation on the density and intensity of development, not an allowance for higher density or intensity land uses to be built in underserved areas.

As stated above, under General Plan Policy 5.2.3.5, average residential density shall not be greater than one dwelling unit per five acres in proposed groundwater dependent developments except in areas known to have groundwater supply limitations (where minimum lot sizes may be much greater). Therefore, new private wells are not allowed on existing or proposed residential lots of less than five acres. Similarly, new private wells are not allowed on all other non-residential lots of less than 4.5 acres (County Design and Improvement Standards Manual Volume II, Section 7, p. 37). Due to these parcel size constraints, less than 275 lots, or approximately 5% of the vacant land within Community Regions would be eligible to request permits for private wells.

Both El Dorado County Code Chapter 110.32 and the County Design and Improvement Standards Manual (DISM) regulate private onsite sewage disposal systems. Existing code requires each residential site (parcel) to include sufficient open area to allow for the necessary septic disposal system (including leach fields) and 100% replacement area. This effectively means that each lot must contain sufficient open area to support 200% of the area needed for the septic disposal system. In addition, for commercial, agricultural, industrial, recreational, and multi-family residential projects, the site (parcel) must be of sufficient size to accommodate the septic system and 300% of the area necessary for expansion. (County Code Section 110.32.010[e]) The area necessary for leach fields depends upon the soil's porosity characteristics, depth to groundwater, and the expected volume of effluent from the development. The amount of land needed to meet the private sewage disposal system requirement increases in direct proportion to the density or intensity of the residential, commercial, or industrial development occurring on a given site.

Further, the County DISM provides additional development standards for onsite waste disposal, affecting development projects on both existing and future lots. DISM standards are based on unique site characteristics such as percolation rate, groundwater depth, soil depth, slope, distance to existing or proposed wells (including existing wells on adjacent lots), distance to water features (intermittent/permanent streams, ponds, irrigation canals, etc.), distance to property lines, distance to soil grading, and distance to public water pipes. As an example of a typical standard, the DISM contains a sliding scale for required sewage disposal area based on site (parcel) percolation rate. A development site (parcel) with a percolation rate of 11-20 minutes/inch would require a minimum of 8,000 square feet of disposal area, while a development site (parcel) with a percolation rate of 221-240 minutes/inch would require a minimum of 30,000 square feet of disposal area (Design and Improvement Standards Manual Volume I, Section 6, pp. 5-8).

Exceptions can be made to these standard code requirements only upon approval of the Director of Environmental Management after review of engineered system plans that will ensure adequate disposal of sewage. (County Code Section 110.32.010[j]) Otherwise, no building permit can be issued. Code Section 110.32.010(h) states:

When there is insufficient lot area or improper soil conditions for adequate sewer disposal for the building or land use proposed, and the Director of Environmental Management so finds, no building permit shall be issued and no private sewage disposal system shall be permitted.

Where space or soil conditions are critical, no building permit shall be issued until engineered data and test reports satisfactory to the Director of Environmental Management have been submitted and approved.

In addition, El Dorado County is responsible for implementing the State Water Resources Control Board's (SWRCB's) policy and standards for Onsite Water Treatment Systems (OWTS). (Board Resolution 12-0032 and OWTS Policy) These "Tier 1" (low-risk new or replacements OWTS) standards were adopted in 2012. Section 7 of the SWRCB's "Water Quality Control Policy for Siting, Design, Operation, and Maintenance of Onsite Water Treatment Systems" establishes minimum site evaluation and siting standards for OWTS. Section 8 establishes minimum OWTS design and construction standards. The following excerpts from Sections 7 and 8 illustrate the site development limitations that accompany the use of an OWTS.

7.1. A qualified professional shall perform all necessary soil and site evaluations for all new OWTS and for existing OWTS where the treatment or dispersal system will be replaced or expanded. [Note: "Qualified professional" is defined as "an individual licensed or certified by a State of California agency to design OWTS and practice as professionals for other associated reports, as allowed under their license or registration."]

7.5. Minimum horizontal setbacks from any OWTS treatment component and dispersal systems shall be as follows:

7.5.1. 5 feet from parcel property lines and structures;

7.5.2. 100 feet from water wells and monitoring wells, unless regulatory or legitimate data requirements necessitate that monitoring wells be located closer;

7.5.3. 100 feet from any unstable land mass or any areas subject to earth slides identified by a registered engineer or registered geologist; other setback distance are allowed, if recommended by a geotechnical report prepared by a qualified professional.

7.5.4. 100 feet from springs and flowing surface water bodies where the edge of that water body is the natural or levied bank for creeks and rivers, or may be less where site conditions prevent migration of wastewater to the water body;

7.5.5. 200 feet from vernal pools, wetlands, lakes, ponds, or other surface water bodies where the edge of that water body is the high water mark for lakes and reservoirs, and the mean high tide line for tidally influenced water bodies;

7.5.6. 150 feet from a public water well where the depth of the effluent dispersal system does not exceed 10 feet;

7.5.7. Where the effluent dispersal system is within 1,200 feet from a public water systems' surface water intake point, within the catchment of the drainage, and located such that it may impact water quality at the intake point such as upstream of the intake point for flowing water bodies, the dispersal system shall be no less than 400 feet from the high water mark of the reservoir, lake or flowing water body.

7.5.8. Where the effluent dispersal system is located more than 1,200 feet but less than 2,500 feet from a public water systems' surface water intake point, within the catchment of the drainage, and located such that it may impact water quality at the intake point such as

upstream of the intake point for flowing water bodies, the dispersal system shall be no less than 200 feet from the high water mark of the reservoir, lake or flowing water body.

7.7. Natural ground slope in all areas used for effluent disposal shall not be greater than 25 percent.

8.1 OWTS Design Requirements

8.1.1. A qualified professional shall design all new OWTS and modifications to existing OWTS where the treatment or dispersal system will be replaced or expanded. A qualified professional employed by a local agency, while acting in that capacity, may design, review, and approve a design for a proposed OWTS, if authorized by the local agency.

8.1.2. OWTS shall be located, designed, and constructed in a manner to ensure that effluent does not surface at any time, and that percolation of effluent will not adversely affect beneficial uses of waters of the State.

8.1.3. The design of new and replacement OWTS shall be based on the expected influent wastewater quality with a projected flow not to exceed 3,500 gallons per day, the peak wastewater flow rates for purposes of sizing hydraulic components, the projected average daily flow for purposes of sizing the dispersal system, the characteristics of the site, and the required level of treatment for protection of water quality and public health.

8.1.5. The minimum depth to the anticipated highest level of groundwater below the bottom of the leaching trench, and the native soil depth immediately below the leaching trench, shall not be less than prescribed in Table 2. [Note: Table 2 of the SWRCB's "Water Quality Control Policy for Siting, Design, Operation, and Maintenance of Onsite Water Treatment Systems" sets minimum depth based on rate of percolation, with greater depth required as percolation rate increases.]

8.1.6. Dispersal systems shall be a leachfield, designed using not more than 4 square-feet of infiltrative area per linear foot of trench as the infiltrative surface, and with trench width no wider than 3 feet. Seepage pits and other dispersal systems may only be authorized for repairs where siting limitations require a variance. Maximum application rates shall be determined from stabilized percolation rate as provided in Table 3 [Note: Table 3 of the SWRCB's "Water Quality Control Policy for Siting, Design, Operation, and Maintenance of Onsite Water Treatment Systems" sets application rates as determined from stabilized percolation rate, requiring a greater area of application as percolation rate decreases], or from soil texture and structure determination as provided in Table 4 [Note: Table 4 of the SWRCB's "Water Quality Control Policy for Siting, Design, Operation, and Maintenance of Onsite Water Treatment Systems" sets rates based on soil types].

8.1.8. All new dispersal systems shall have 100 percent replacement area that is equivalent and separate, and available for future use.

8.1.9. No dispersal systems or replacement areas shall be covered by an impermeable surface, such as paving, building foundation slabs, plastic sheeting, or any other material that prevents oxygen transfer to the soil.

8.1.10. Rock fragment content of native soil surrounding the dispersal system shall not exceed 50 percent by volume for rock fragments sized as cobbles or larger and shall be estimated using either the point-count or line-intercept methods.

El Dorado County is currently in the process of drafting Tier 2 (Local Agency Management Program for New or Replacement OWTS) standards consistent with the SWRCB's OWTS policies for eventual approval by the SWRCB.

Reliance on well water will eventually lead to a cumulative impact on groundwater as new development increases demands on the fractured rock aquifers that provide groundwater in most of the county. It also imposes limitations on new development. County Policy 800-2 prohibits the issuance of a building permit for a building having plumbing facilities without proof of an adequate water supply. This policy further prohibits construction of any building with plumbing facilities served by a private water well unless that well is capable of producing at least 5 gallons per minute, either from the well itself or from a combination of the well and storage. It prohibits construction where the well cannot produce at least one gallon per minute. Under the California Building Code, as adopted by the County, a one- or two-family dwelling must have a minimum fire flow of 1,000 gallons per minute for a period of one hour (this may be reduced to 500 gallons per minute when the home includes internal sprinklers). On a site that is dependent on a low producing well, this can translate to the need for a 30-60,000 gallon storage tank that will take up additional space on the development site.

County Code Chapter 8.39 further regulates the installation of water wells. Pursuant to this chapter, wells are to be installed in conformance with Department of Water Resources Bulletins 74-81 and 74-90. These provide that no well can be installed within 100 feet of a septic tank or leach field.

As a result of these requirements, although the TGPA proposes to increase maximum densities for certain land use designations and for mixed use development in Community Regions and Rural Communities, those changes would not result in a substantial increase in future development density where public water and sewer service is not available.

8.6.3 No Change to Planned Development Level

The following proposed policies would not change allowable density under the General Plan and therefore would not result in a prospective physical change in the environment:

Goal 2.1.4 and Policies 2.1.4.1 through 2.1.4.4 – these proposed new goal and policies “encourage development and revitalization within designated opportunity areas.” The County proposes to adopt this goal and policy, but no Opportunity Areas have been identified. The Implementation Measure under this goal specifies that the County will establish a program by which Opportunity Areas will be identified in the future. No program is being proposed at this time, so the extent to which such a program might increase density, what lands would be identified as Opportunity Areas, and what standards would be applied to reduce potential impacts of the program. At this time, there is insufficient information to assess whether the prospective program would have a significant effect on the environment. Keep in mind that the development of this program will be a public process and subject to CEQA analysis at such time as a draft program is developed.

Policy 2.2.4.1 – the proposed amendments to this Density Bonus policy would identify residential planned developments that provide a minimum of 30% open space as being eligible for consideration of a residential density bonus. Existing Policy 2.2.4.1 offers a density bonus as an incentive for setting aside an unspecified portion of a project site for “open space areas, parks, and wildlife habitat areas.” California law requires the County to grant a density bonus and additional incentives that it may choose to projects that meet the requirements of Government Code Section 65915-65918. The amendment to this policy would specify the proportion of a property that would

be retained as open space, however it does not increase the residential density that may be allowed upon approval of a density bonus.

Policy 2.4.1.5 – this new policy would commit the County to implementing “a program to promote infill development in existing communities.” The policy identifies a number of limitations on sites that might qualify for infill development. The Implementation Measure under this policy lists six characteristics that such a future program will include, however no program is being proposed at this time. The limitations include that the project site must be consistent with the applicable general plan land use designation and policies, and with the applicable zoning. This means that the infill policy will not change the potential residential density or level of development of any site to which it may be applied in the future. As with Goal 2.1.4 and Policies 2.1.4.1-2.1.4.4, there is insufficient information to assess whether the prospective program would have a significant effect on the environment. None is obvious at this time.

Constraint to Planned Development Level

The following proposed policies would remove requirements for public water or sewer service. However, as explained below, rather than increasing development potential, this acts as a constraint on development such that it could not achieve the density or intensity currently established under the General Plan. The proposed policies do not increase the prospective level of development beyond that analyzed in the 2004 General Plan EIR and the TGPA/ZOU EIR.

TGPA/ZOU EIR discloses the potential impact of implementation of the TGPA based on prospective changes from existing conditions, referencing the impact findings of the 2004 General Plan EIR as one element of determining the significance of the prospective changes. Part of this analysis is to examine whether the changes to existing policies embodied in the TGPA would result in impacts that are different than those found in the 2004 General Plan EIR.

Policy 5.2.1.3 – this policy currently requires that all projects designated either MDR, HDR, MFR, C, I, or R&D projects proposed within Community Regions to connect to public water systems. In Rural Centers, this policy offers the option to connect either to a public water system or an approved private water system. The proposed amendment would make connection to a public water system in Community Regions optional.

This amendment is a constraint on the potential density and intensity of development that could occur in Community Regions. As discussed above, a site that is not served with public water would require an individual well. Water wells, related infrastructure, and setback requirements impose cost and design restrictions that would not apply to a similar development that is served with public water (although such development would be subject to connection fees). In no case would more development be allowed than provided for in the General Plan.

Policy 5.3.1.1 – this policy currently requires that all projects designated either HDR, MFR, C, or I are required to connect to wastewater collection facilities as a condition of approval. An exception is provided for lands in Rural Centers or designated at Platted Lands. The policy also encourages the long-term development of a public sewer in Camino/Pollock Pines, but does not require sewer connections. The proposed amendment would make connection of these types of project optional.

This amendment is a constraint on the potential density and intensity of development for the reasons discussed above. Requirements for private wastewater disposal systems, including the need to dedicate a portion of the project site exclusively to that use, impose a design constraint that does

not apply to projects that are connected to public sewers. In no case would more development be allowed than provided for in the General Plan.

8.6.4 Limited Potential to Increase Development

The proposed amendments to the density limits for mixed use development have the potential to result in a greater level of development than anticipated under the existing General Plan and disclosed in the 2004 General Plan EIR. As its name implies, “mixed use development” describes development that includes both residential and commercial uses on one site. Existing Policy 2.2.1.2 limits the opportunities for mixed use development projects to C (Commercial) designations where allowed by the particular zoning in Community Regions and Rural Centers, and MFR (Multifamily Residential) designations within Community Regions and Rural Centers.

As discussed in this Master Response, there are practical constraints on the ability of future development to reach the proposed residential densities in mixed use developments. For example, approximately 85% of all vacant commercial lots are 1 acre or less in area. Unless served by sewer, they could not support development at 20 du/acre. Section 3.8 of the TGPA/ZOU EIR points out that the County historically has processed very few requests for mixed use development. In the past 10 years, for example, the County has considered a maximum of three applications for mixed use permits, totaling about 15 dwelling units. So, a reasonable assumption is that most available parcels that are designated C or MFR in Community Regions and Rural Centers will probably not be developed with mixed use projects at the proposed residential densities.

Policy 2.1.1.3 – this existing policy related to mixed use development currently limits the maximum residential density for mixed use development in a Community Region to 16 dwelling units per acre (du/ac). The Project would increase the maximum density to 20 du/acre and would note that this maximum density may only be achieved where there is adequate infrastructure.

Where there is vacant land designated C or MFR that is served by public sewer and water, it is possible that mixed use development could be built at a residential density of 20 du/ac. However, where no public sewer and water is available, the design constraints described above would effectively make that maximum density unachievable. The proposed statement that maximum density may only be achieved where infrastructure is available is intended to advise property owners that 20 du/ac density is not always possible.

Policy 2.1.2.5 - this existing policy related to mixed use development currently limits the maximum residential density for mixed use development in a Rural Center to 4 du/ac. The Project would increase the maximum density to 10 du/ac.

Vacant land designated C or MFR in a Rural Center is unlikely to reach a residential density of 10 du/ac when the design constraints inherent to development that relies on onsite wastewater disposal and a private well are taken into account. Because of its commercial component, the leach field requirement will be larger than for a residential development by itself.

Policy 2.2.3.1 would change the way in which the 30% open space requirement within the Planned Development (PD) Combining Zone District is calculated. In addition, it would remove the requirement to provide 30% open space from some types of development.

As discussed in Section 3.4.2 of the DEIR, this will reduce the open space area available for wildlife habitat in –PD zones and thereby increase the potential to convert or fragment existing habitat.

General Plan Policy 7.4.1.6 requires discretionary projects to avoid fragmenting habitat when feasible or to mitigate for the loss if avoidance is not feasible. Discretionary projects would also be subject to CEQA review that would specify the necessary mitigation in order to comply with this policy. This would be sufficient to protect habitat from fragmentation. The impact would be less than significant.

Policy 7.1.2.1 would change the prohibition on development on slopes exceeding 30% to a restriction. This would allow limited development on steep slopes pursuant to proposed zoning ordinance Section 17.30.060.

Development on steep slopes poses design challenges in comparison to development on shallower grades. For example, septic systems, if proposed, must be specially engineered and would not be allowed on 30% slopes, pursuant to the State Water Resources Control Board (SWRCB) restrictions described below. Similarly, foundations must be specially engineered, and if Section 17.30.060 is approved, erosion control plans would be required in addition to grading permits. These all increase the cost of development on these slopes.

In addition, the SWRCB established new standards for Onsite Water Treatment Systems (e.g., septic systems) in 2012 that restrict the use of such systems on slopes exceeding 25% and that establish limits on the size of new parcels created by the subdivision of steep lands. (Board Resolution 12-0032 and OWTS Policy) El Dorado County is responsible for implementing the Tier 1 standards set out in the OWTS Policy and will continue to do so.

However, it is reasonable to assume that some limited amount of development will nonetheless occur under the TGPA/ZOU. The amount of this development cannot be known with any certainty because it is dependent upon individual property owners' decisions, on the physical characteristics of the particular site, and the ability of site design to successfully meet all regulatory requirements to allow a building permit to issue. As disclosed in the TGPA/ZOU EIR, developing on steep slopes would have impacts on aesthetics and biological resources.

8.7 Master Response 6: Groundwater Supply and Water Quality

The Recirculated Partial DEIR included an expanded discussion of groundwater supply in Chapter 3.10, Water Supply. The following response is consistent with Chapter 3.10.

8.7.1 Public Water Supply

Water supply within the service areas of the El Dorado Irrigation District (EID), Georgetown Divide Public Utilities District (GDPUD), and Grizzly Flats Community Services District (GFCSD) is discussed in Chapter 3.10 of the TGPA/ZOU EIR. None of these districts relies on groundwater for its water supply. Based on the Urban Water Master Plans of the water districts and EID's Integrated Water Resources Management Plan, the TGPA/ZOU EIR concludes that the project will have a less than significant impact on water supply in EID to the year 2035, and a significant and unavoidable impact on water supply within the GDPUD and GFCSD by that time. As discussed in the Recirculated Partial Draft EIR, the El Dorado County Water Agency's *2014 Water Resources Development and Management Plan, West Slope Update* (2014 Update) forecasts that there will be a significant effect on water supply within all three water districts after 2035. That information has been incorporated

into the water supply analysis in the Final EIR along with conclusion that after 2035 impacts on water supply will be significant and unavoidable in all three of the water districts.

The water supply analysis in Chapter 3.10 relies upon the public water districts' adopted Urban Water Master Plans, EID's Integrated Water Resources Management Plan, and the 2014 Update as the most current and authoritative assessments of the districts' current and future supplies and their capacity to serve the level of development that is anticipated to occur in reliance on the County General Plan to 2035 and beyond. This reliance parallels the provisions of California Water Code Section 10910 that authorizes water supply assessments for development projects to rely on these plans when "projected water demand associated with the proposed project was accounted for in the most recently adopted urban water management plan." Each of the Urban Water Master Plans and EID's Integrated Water Resources Management Plan are based on growth projections founded in the County General Plan. Although it utilizes a different methodology, the 2014 Update similarly relies on the General Plan for its basic demand projections.

Commenters have suggested that this approach does not account for the several large, privately initiated major general plan amendment residential projects that are currently being processed by the County separately from the TGPA/ZOU. Those proposed projects are not part of the TGPA/ZOU and have not been approved by the County. Therefore, they are not part of the water demand related to the TGPA/ZOU. They are properly excluded from the impact analysis for the project itself.

These large projects are, however, considered as part of the future demand discussed in the TGPA/ZOU EIR's cumulative water supply impact analysis found in Chapter 5, Other CEQA Considerations. This reflects the requirement under CEQA Guidelines Section 15130 that the cumulative impact analysis consider "probable future projects." Consideration of these development projects in the cumulative impact analysis does not imply their eventual approval by the County. CEQA caselaw has held that proposed projects for which applications have been accepted by a city or county should be considered in a list of probable future projects for cumulative impact analysis, regardless of whether they may eventually be denied. (*Communities for a Better Environment v. California Resources Agency* (2002) 103 Cal.App.4th 98)

The list of probable future projects in the Draft EIR's cumulative water supply impact analysis inadvertently excluded the El Dorado Hills Apartments project (a 250-unit apartment complex) located in the El Dorado Town Center that was approved in late 2014. That project would be served water by EID. The project added a new policy under Objective 2.2.6 (Site Specific Policy Section) increasing the maximum residential density allowed in the General Plan from 24 dwelling units/acre to a maximum of 55 dwelling units/acre for a 4.6 acre site within the Town Center East Planned Development area. In addition, the site was rezoned to Multifamily Residential-Planned Development (RM-PD) and to the RM-zone district development standards were revised. The El Dorado Hills Apartments project is currently in litigation over its CEQA analysis. Although that litigation is not resolved, the following assumes that the project is reasonably foreseeable to occur in order to meet CEQA's requirements for cumulative impact analysis.

The Mitigated Negative Declaration prepared for the El Dorado Hills Apartments project states that the project would require 191.50 equivalent dwelling unit of water supply, or approximately 106 acre-feet/year (AFY) based on information from EID. The TGPA/ZOU EIR's "Table 5-2, El Dorado Irrigation District Total Water Demand and Supply Projections to 2035, with Cumulative Projects except San Stino," describes the short and long-term water supply available from EID. In 2035, EID expects to have surplus water supply in normal (42,995 AFY), first dry year (7,225 AFY), and third

dry year (12,404 AFY) scenarios. Subtracting the San Stino project's estimated demand (500 AFY), EID would have a surplus of 42,495 AFY in normal, 6,725 AFY in first dry year, and 11,904 AFY in third dry year scenarios, respectively. Subtract the estimated El Dorado Hills Apartments project demand of 109 AFY, and EID would still have sufficient supplies for its service area under all three future scenarios.

The TGPA/ZOU concluded that the combined impacts of the cumulative projects would not result in a supply shortfall even in a third dry-year scenario. Therefore, because sufficient water is expected to be available to meet future demand, the TGPA/ZOU will not make a considerable contribution to a cumulative effect on water supply within EID's service area. That conclusion is not changed by including the projected demand for the proposed El Dorado Hills Apartments project in the calculations.

8.7.2 Groundwater Supply

Commenters have suggested that the TGPA/ZOU would result in significant impacts on groundwater supply and water quality. Where public water is not available for either domestic (including municipal) or agricultural use, existing and new land uses rely on wells that tap local groundwater. As discussed in Chapter 3.10 of the TGPA/ZOU EIR, the TGPA/ZOU EIR incorporates by reference the groundwater discussion from Chapter 5.5 of the 2004 General Plan EIR. The 2004 General Plan EIR described the general character of groundwater in western El Dorado County as follows:

The geology of the west slope of El Dorado County is principally hard crystalline or metamorphic rock that forms the land surface, or underlies a thin soil or isolated alluvial cover. Although groundwater does not actually penetrate the hard rock mass, it can be found in fractures below the ground surface. The characteristics of the fracture system that affect the ability of water users to develop groundwater resources include the size and location of the fractures, the interconnection between the fractures, and the amount of material that may be clogging the fractures. In addition, the width of fractures generally decreases with depth.

Recharge, movement, and storage of water in fractures of hard rock are, therefore, limited. As such, the long-term reliability of groundwater cannot be estimated with the same level of confidence as a porous or alluvial aquifer, which is common to the Central Valley of California (DWR 1989, 1990; USGS 1983).

Previous studies regarding groundwater availability in fractured rock indicate that well yields generally decline over time and that recharge is dependent primarily on the ability of localized precipitation to infiltrate into fractures. Additionally, water, if present, is usually found most abundantly in the first 250 feet of depth (DWR 1989, 1990; USGS 1983). (citations in original)

As alluded to in the 2004 General Plan EIR's discussion, because of underlying rock groundwater in El Dorado County is not like that found in the Central Valley, where large aquifers exist at depth and there are discrete water basins. The Department of Water Resources Bulletin 118 does not identify any groundwater basins in western El Dorado County. (California Department of Water Resources 2003)

The partial Recirculated Draft EIR released for public review in late January 2015 includes an additional analysis of groundwater resources in the County and the TGPA/ZOU's impact. The following discussion augments that analysis.

The availability of groundwater (i.e., depth, production rate, quality) varies from place to place within the county, dependent upon the subsurface characteristics of the site. The 2004 General Plan EIR concluded in Impact 5.5-3 that although it is unknown how much groundwater may exist in the western County, the demand resulting from future development under the General Plan would have a significant impact on groundwater. The TGPA/ZOU EIR reaches the same conclusion.

As discussed in Master Response 5, the TGPA would not substantially increase the overall level of development analyzed in the 2004 General Plan EIR. The impacts associated with the proposed zone changes would be less than those disclosed in the 2004 General Plan EIR because the ZOU is rezoning properties to the lowest density/intensity zoning classifications that are consistent with their respective General Plan designations. At the same time, as discussed in Chapter 3.10 of the partial Recirculated Draft EIR, new conditional uses that may be approved under the ZOU could result in substantial, localized new demands on groundwater supplies.

There are several General Plan policies that act to restrict development in areas where public water supplies are not available. The following policies would apply to development under the TGPA and ZOU.

General Plan Policy 5.2.3.4: All applications for divisions of land and other discretionary or ministerial land uses which rely on groundwater for domestic use, or any other type of use, shall demonstrate that groundwater is adequate as part of the review and approval process. The County shall not approve any discretionary or ministerial projects unless the County finds, based on evidence provided by the applicant, or other evidence that may be provided, that the groundwater supply for the project in question is adequate to meet the highest demand associated with the approval in question.

This policy provides a check on development that might otherwise occur where groundwater supply is insufficient. It does not apply to agricultural activities that would not require a discretionary or ministerial permit.

General Plan Policy 5.2.1.3: All medium-density residential, high-density residential, multifamily residential, commercial, industrial and research and development projects shall be required to connect to public water systems when located within Community Regions and to either a public water system or to an approved private water systems in Rural Centers.

This policy limits the potential for development with higher water demands to be allowed in portions of Community Regions where groundwater is the only water source.

General Plan Policy 5.2.3.4: All applications for divisions of land and other discretionary or ministerial land uses which rely on groundwater for domestic use, or any other type of use, shall demonstrate that groundwater is adequate as part of the review and approval process. The County shall not approve any discretionary or ministerial projects unless the County finds, based on evidence provided by the applicant, or other evidence that may be provided, that the groundwater supply for the project in question is adequate to meet the highest demand associated with the approval in question.

This policy requires new development to demonstrate the availability of groundwater. It does not, however, ensure that the project will avoid adversely affecting nearby wells.

General Plan Policy 5.2.3.5: The average residential density shall not be greater than one dwelling unit per five acres in proposed groundwater dependent developments except in areas

known to have groundwater supply limitations. In those areas, a minimum parcel size of ten acres or larger may be required if it is demonstrated such larger parcels are necessary to limit the impact on groundwater supply in the area.

This policy limits the potential draw on groundwater that could result from future development. These minimum density requirements would restrict the subdivision of land into smaller parcels, regardless of the maximum density provision of the General Plan designation applied to that land.

General Plan Policy 5.3.1.2: The creation of lots less than five acres in size in Medium-Density Residential areas relying on on-site septic systems shall only occur when a public water supply is available for domestic use. If public water is not available, such lots shall not be less than five acres.

This policy limits the potential draw on groundwater that could result from future development. These minimum density requirements would restrict the subdivision of land into parcels smaller than five acres in area, regardless of the 1 dwelling per acre maximum density provision of the Medium-Density Residential designation.

County codes also reduce the potential for groundwater impacts.

Environmental Management Department **Policy 800-02** prohibits issuance of a construction permit for a building with plumbing facilities without proof of an adequate water supply. Wells producing less than 1 gallon per minute are not accepted as an adequate water supply.

This policy constrains development in areas where wells cannot perform to specified levels. However, it does not address the cumulative effect that may occur when numerous wells draw from the same aquifer and the performance of individual wells progressively worsens as a result.

Nonetheless, as discussed in the partial Recirculated Draft EIR, there is insufficient information available about the supply capacity of the groundwater aquifers for the County to know when the level of allowed demand exceeds the supply within a given aquifer. As a result, General Plan policies and Policy 800-02 described above would not avoid a significant effect on groundwater because they could continue to allow new development until it reaches a point at which the local groundwater supply is being adversely affected. Further, the ZOU would allow certain new types of large projects in agricultural, rural, and resource zoning districts upon approval of conditional use permits. Although the specific characteristics (i.e., size, location, specific use, water demand, availability of groundwater at the location, effect on nearby wells) of future projects are unknown, projects such as a microbrewery, general industrial, bed and breakfast inn (assuming 20-room maximum), or ski area (assuming snow making) typically have high water demands. If they are proposed in a location that has marginal groundwater supplies, it is reasonable to assume that they could adversely affect local groundwater. Therefore, the TGPA/ZOU project will result in a significant impact on groundwater.

Regarding agricultural use, one objective of the TGPA is to “promote and protect agriculture in the county.” It generally does this in three ways:

(1) By identifying those lands that are in agricultural use or suitable for agricultural use and incorporating them into the Agricultural Districts. The Agricultural District designation is an “overlay” that identifies areas of the county that are suitable for agricultural use. It does not,

however, require or otherwise result in actual new agricultural use or expansion of existing uses.

(2) By rezoning lands to agricultural zones. The proposed rezonings are to establish consistency with the General Plan by applying agricultural zoning to areas designated as agricultural on the General Plan. The obsolete Agricultural (A) and Residential Agricultural (RA) zones were removed and replaced with other compatible zones consistent with the General Plan Land Use Maps. Parcels currently carrying those zones are proposed for change to either the new Rural Lands (RL) zone, the new Limited Agricultural (LA) zone, or the new Forest Resource (FR) zone, depending on each parcel's General Plan Land Use Designation. Parcel owners with the A or RA zone and some parcels with the Residential Estate (RE) zone within Agricultural Districts were given the opportunity to "opt in" to agricultural zoning, in order to keep Right to Farm and buffering protections.

(3) By new zoning ordinance provisions for certain new land uses in agricultural areas. The ZOU includes various land uses, in most cases upon approval of a conditional use permit, in agricultural, rural, and resource zoning districts that are not allowable under the existing zoning ordinance.

The first two of these items will not result in substantial increases in water use for agriculture. Although the County may identify lands suitable for agricultural use, the decision to start or expand agricultural production on a given site is solely the landowner's. Neither the TGPA nor the ZOU compels any landowner to initiate or expand agricultural production. Nor is a landowner's decision to initiate or expand agricultural production dependent upon the TGPA or ZOU.

The third of these items could result in additional well-dependent water users in agricultural and rural areas by providing the opportunity for landowners to obtain approval of intensive uses. The most intensive uses would only be allowed upon approval of a discretionary permit by the County. The permit proposal would be subject to CEQA review. However, it cannot be known for certain that a future CEQA review would not find that a particularly intensive use or a use proposed in an area with marginal groundwater supply would have a significant effect on groundwater. Out of an abundance of caution, it is reasonable to assume that such projects could adversely affect local groundwater supplies.

8.7.3 Water Quality

Commenters have expressed concerns that additional development under the TGPA/ZOU will adversely affect water quality in the county. The concern includes impacts to groundwater quality that may result from the use of septic tanks for new development and impacts to surface water quality resulting from both new development and increased agricultural use. Septic tank use can adversely affect groundwater quality when effluent percolates into a groundwater source and surface water quality when a septic system releases effluent to surface waters. For example, new development can affect surface water if grading or other activities result in erosion or other release of soil into surface waters. Agricultural use can affect surface water in a similar manner.

Septic tank systems require permits from the County prior to installation. The County has adopted detailed regulations for the installation and maintenance of septic systems that avoid the potential for contaminating ground and surface waters. County Code Section 8.39.120 mandates that water wells are to be installed in conformance with Department of Water Resources Bulletins 74-81 and 74-90. These bulletins provide that no well can be installed within 100 feet of a septic tank or leach

field in order to minimize the potential for well contamination. As described in Master Response 5, County Code Chapter 110.32 establishes requirements and design standards for private sewage disposal systems. This includes consideration of site conditions (lot area, soil porosity, etc.) and prohibition of issuance of a building permit when “there is insufficient lot area or improper soil conditions for adequate sewage disposal for the building or land use proposed.” (Section 110.32.010[h]) Pursuant to Section 110.32.010(f), “[n]o property shall be improved in excess of its capacity to properly absorb sewage effluent by the means provided in the ordinance” (except upon approval of an alternate system by the County Director of Environmental Management). Development would only be allowed if alternative systems are shown to “produce continuous and long-range results at the proposed site” to the satisfaction of the Director of Environmental Management. (Section 110.32.010[j]) Section 110.32.024 expressly prohibits pollution from septic systems: “... [s]ewage or sewage effluent shall not be disposed of in any manner that will cause pollution of the ground surface, groundwater, bathing area, lake, pond, water course, or tidewater, or create a nuisance.” Section 110.32.054 gives the County authority to enforce the provisions of the ordinance.

The General Plan also has a policy intended to minimize the risk of contamination. Policy 5.3.1.7 states:

In Community Regions, all new development shall connect to public wastewater treatment facilities. In Community Regions where public wastewater collection facilities do not exist project applicants must demonstrate that the proposed wastewater disposal system can accommodate the highest possible demand of the project.

Septic system design accounts for the type of proposed use (type and volume of effluent for residential, commercial and industrial uses), soil porosity, site slope, depth to groundwater, and other site variables to ensure that sewage effluent will be retained on site and will not pollute surface or ground waters. Further, Table 1 of Chapter 110.32 requires a disposal field and replacement area to be set back at least 100 feet from a flowing stream, lake, pond, marsh, or wetland; 50 feet from a seasonal wet area; 200 feet from a pond or lake used for drinking water; and 10 feet from a property line.

Because future development will occur in conformance with these regulations and policies, the impact of the septic systems to serve that development would be less than significant. This includes development in rural areas.

Surface water quality can be adversely affected by runoff resulting from the construction and operation of development projects, or from agricultural runoff in the form of sediment or agricultural chemicals. Impact mechanisms include grading, where vegetation is removed, grade can be changed, and soil is vulnerable to wind or water erosion, and operations that release runoff from the project site. The latter can include runoff from impermeable surfaces and runoff from agricultural fields.

Development projects are subject to the County grading ordinance (Chapter 110.14 Grading Erosion and Sediment Control of the County Code) and to water quality standards for construction projects established by the Central Valley Regional Water Quality Control Board (CVRWQCB) in the form of the General Construction Permit requirement. These minimize the potential for erosion and runoff from construction projects as follows.

The County Grading Ordinance generally applies to grading activities involving more than 250 cubic feet of graded material and more than 10,000 square feet in area (see Code Sections 110.14.130 and 110.14.140 for applicability and exemptions, respectively). Its express purpose is “to safeguard life, limb, health, property and public welfare; to avoid pollution of watercourses; and to ensure that the intended use of a graded site is consistent with the El Dorado County General Plan, any Specific Plans adopted thereto, the adopted Storm Water Management Plan, California Fire Safe Standards and applicable El Dorado County ordinances including the Zoning Ordinance and the California Building Code.” (Code Section 110.14.110) Development projects are also subject to the requirements of the County’s Storm Water Management Plan, which establishes standards and construction site practices to minimize erosion and runoff from construction sites. (Storm Water Management Plan, Chapter 4.4) The Storm Water Management Plan also includes extensive post-construction requirements for building sites to ensure that erosion and runoff are minimized. (Storm Water Management Plan, Chapter 4.5)

Dischargers whose projects disturb one or more acres of soil, or whose projects disturb less than one acre but are part of a larger common plan of development that in total disturbs one or more acres, are required to obtain coverage under the General Construction Permit. Construction activity subject to this permit includes clearing, grading, and disturbances to the ground such as stockpiling or excavation. Coverage under the General Construction Permit is obtained by submitting permit registration documents to the CVRWQCB that include a risk level assessment and a site-specific stormwater pollution prevention plan (SWPPP) identifying an effective combination of erosion control, sediment control, and non-stormwater best management practices (BMPs). The General Construction Permit requires that the SWPPP define a program of regular inspections of the BMPs.

The ZOU would allow consideration of certain types of intensive developments within agricultural and rural areas. In addition to the above requirements, these would be subject to approval of a conditional use permit and to the CEQA review process. Conditions on construction and mitigation measures identified during the CEQA process, such as compliance with SWPPP provisions and project-specific BMPs, typically avoid significant impacts on surface water quality.

Agricultural runoff is not directly regulated. However, as discussed previously in this Master Response, designation of properties within Agricultural Districts and the proposed rezoning of agricultural lands consistent with the General Plan basically recognizes areas that are either in agricultural use or that are suitable for such use. The decision whether to initiate, continue, or expand agricultural production is the landowners choice. In any case, the comment that increased agricultural production will result in a significant degradation in water quality is purely speculative.

Soil, along with climate and water supply, is one of the key elements of successful long-term agricultural production. Existing and prospective agricultural operations can reasonably be expected to protect their soil resources against erosion. In this vein, the El Dorado County and Georgetown Divide Resource Conservation District provides advice to landowners and public agencies regarding land conservation practices, including “Erosion Control Specifications and Guidelines” for the areas of the county west of Placerville below the 3,000 foot elevation (MRLA #18) and east of Placerville above the 3,000 foot elevation (MRLA #22A). These offer farmers and ranchers with specific recommendations for practices that will avoid erosion.

There is no evidence that agricultural practices have resulted in adverse effects to surface waters from either sediment or chemicals being carried from agricultural lands. As required under Section 303(d) of the Federal Clean Water Act, the State Water Resources Control Board (SWRCB) and the

CVRWQCB assess water quality data for California's lakes, rivers and streams every two years to determine whether they contain pollutants at levels that exceed protective water quality criteria and standards. Water bodies that test positive for excessive levels of pollutant are termed “impaired water bodies” and the SWRCB is required under federal law to prepare a “total maximum daily load” (TMDL) plan for the eventual reduction to acceptable levels of the pollutant level in the impaired water body. Pollutants of interest include chemicals, metals, sediment, fecal coliform, and invasive species. The most recent report is the *2010 Integrated Report (Clean Water Act Section 303(d) List/305(b) Report)* approved by the U.S. Environmental Protection Agency in October 2011. The *2010 Integrated Report* identifies several impaired water bodies in western El Dorado County and their pollutants, as shown in Table 8-2. (State Water Resources Control Board 2010) None of these pollutants is the product of agricultural activities.

Table 8-2. Impaired Water Bodies in El Dorado County

Water Body	Listed Pollutants	Potential Source
American River, north fork	Mercury	Resource extraction (mining)
American River, south fork (below Slab Creek Reservoir)	Mercury	Resource extraction (mining)
Carson Creek (wastewater plant to Deer Creek)	Aluminum, manganese	Sources unknown
Deer Creek (to Sacramento County line)	Iron	Source unknown
Folsom Lake	Mercury	Resource extraction (mining)
Slab Creek Reservoir	Mercury	Resource extraction (mining)
Upper Cosumnes River (above Michigan Bar)	Invasive species	Source unknown

Source: State Water Resources Control Board 2010

8.8 Master Response 7: General Plan and Zoning Ordinance Consistency Requirements

Government Code Section 65860 requires the zoning ordinance to be consistent with the General Plan. When a General Plan is amended, the zoning ordinance is expected to be brought into consistency with a “reasonable” period of time. The California Supreme Court has affirmed the supremacy of the General Plan atop the hierarchy of local land use regulation. Its decision in *Leshar Communications v. City of Walnut Creek* (1990) 52 Cal.3d 531 explains:

A zoning ordinance that is inconsistent with the general plan is invalid when passed (*deBottari v. City Council* (1985) 171 Cal.App.3d 1204, 1212 [217 Cal.Rptr. 790]; *Sierra Club v. Board of Supervisors* (1981) 126 Cal.App.3d 698, 704 [179 Cal.Rptr. 261]) and one that was originally consistent but has become inconsistent must be brought into conformity with the general plan. (§ 65860.) The Planning and Zoning Law does not contemplate that general plans will be amended to conform to zoning ordinances. The tail does not wag the dog. The general plan is the charter to which the ordinance must conform.

Every parcel in the unincorporated areas of El Dorado County is assigned a General Plan land use designation and a zoning district. The General Plan designates generalized permitted planned land uses in the County, such as Commercial, Industrial, Residential (with densities ranging from Multi-

Family to Rural Residential), Agricultural, Natural Resources and Open Space. The General Plan is a policy document; its policies are implemented through zoning, the subdivision ordinance, and other County ordinances and regulations. Zoning districts, which by law must be consistent with the General Plan designations, are regulatory and establish the permitted uses and enforceable development standards for a given parcel.

More than one zoning district may be consistent with a given General Plan designation. For example, the General Plan's Medium Density Residential (MDR) designation is consistent with the Residential One-Acre (R1A), Residential Two-Acres (R2A), Residential Three-Acres (R3A), and Residential Estate Five-Acres (RE-5) zoning districts. A parcel designated MDR could be zoned for any of those four residential districts and be consistent with the General Plan.

Portions of the County's Zone District maps that are not presently consistent with General Plan's land use designations or policies are proposed for change as part of the ZOU. When determining the type of zoning to apply to a given parcel, the County followed these general rules:

- If the existing Zone District was consistent with the Land Use Designation, then no change was proposed.
- If an existing Zone District was not consistent with the Land Use Designation, then a consistent Zone District was proposed based on the least amount of densification, parcel size, and parcel location.

For example, a parcel with an MDR land use designation could have a zone district of R1A, R2A, R3A and RE-5. In order to be consistent, an existing five-acre parcel would be assigned a proposed zone of R3A when in a Community Region and RE-5 when outside a Community Region. The MDR designation has a maximum allowable density of from 1 dwelling unit per acre up to 1 dwelling unit per 5 acres, and is suitable for detached single-family residences with larger lot sizes. It allows for private and commercial agriculture uses. MDR is only allowed within Community Regions and Rural Centers where there generally exist higher density development that at times may not be compatible with larger agriculture related uses. With concerns of possible incompatibility, and in the interest of furthering General Plan goals and objectives to encourage and cluster growth within areas with existing infrastructure, the Board authorized as part of the mapping criteria, that where existing zoning is inconsistent within an MDR land use designation and within a Community Region with higher levels of infrastructure, including public water and sewer, that the proposed rezone would be analyzed at Residential Three-Acre (R3A) as the lowest density zone consistent with the Land Use, and at RE-5 in all other instances. This would be the lowest residential density that is consistent with the MDR land use designation.

No new parcels will be created as a result of the rezoning process to make the Zoning Maps consistent with the General Plan. The approval of a rezone does not include an approval of, or automatically allow for, new parcels to be created. New parcels can only be created under the Subdivision Map Act (Government Code Section 66410, et seq.) and the County Subdivision Ordinance (El Dorado County Code, Title 16). The process of subdividing land for sale or lease is distinct and separate from rezoning.

8.8.1 Determining Consistency

The Board of Supervisors is responsible for interpreting the policies of the General Plan and for determining the consistency between the General Plan and zoning. (*Sierra Club v. County of Fresno*)

(2014) 226 Cal.App.4th 704, *Sierra Club v. County of Napa* (2004) 121 Cal.App.4th 1490, *San Franciscans Upholding the Downtown Plan v. City and County of San Francisco*, (2002) 102 Cal.App.4th 656, *Save Our Peninsula Committee v. Monterey County Board of Supervisors* (2001) 87 Cal.App.4th 99) The County is not proposing any General Plan amendments or zoning provisions under the TGPA/ZOU that would be inconsistent with the General Plan or result in internal inconsistencies within the General Plan.

Courts have given great deference to counties to interpret their general plans, as long as the interpretation is not arbitrary and capricious. The court of appeal explained it this way in *Save Our Peninsula Committee v. Monterey County Board of Supervisors* (2001) 87 Cal.App.4th 99:

When we review an agency's decision for consistency with its own general plan, we accord great deference to the agency's determination. This is because the body which adopted the general plan policies in its legislative capacity has unique competence to interpret those policies when applying them in its adjudicatory capacity. (*City of Walnut Creek v. County of Contra Costa* (1980) 101 Cal. App. 3d 1012, 1021 [162 Cal. Rptr. 224].) Because policies in a general plan reflect a range of competing interests, the governmental agency must be allowed to weigh and balance the plan's policies when applying them, and it has broad discretion to construe its policies in light of the plan's purposes. (*Sequoyah Hills Homeowners Assn. v. City of Oakland* (1993) 23 Cal. App. 4th 704 [29 Cal. Rptr. 2d 182]; *Greenebaum v. City of Los Angeles* (1984) 153 Cal. App. 3d 391, 407 [200 Cal. Rptr. 237].) A reviewing court's role "is simply to decide whether the city officials considered the applicable policies and the extent to which the proposed project conforms with those policies." (*Sequoyah Hills Homeowners Assn. v. City of Oakland, supra*, 23 Cal. App. 4th at pp. 719-720.)

The authority of the Board of Supervisors to determine consistency with its general plan also applies to policies that have been adopted by initiative, such as El Dorado County Measure Y. As the Court of Appeal noted in *San Francisco Tomorrow v. City and County of San Francisco* (2014) __ Cal.App.4th __:

... The same rules of construction that apply to other amendments to the Planning Code or to the General Plan apply here. "Once an initiative measure has been approved by the requisite vote of electors in an election, ... the measure becomes a duly enacted constitutional amendment or statute." (*Perry*, at p. 1147.) As our Supreme Court has observed, " 'Although the initiative power must be construed liberally to promote the democratic process [citation] when utilized to enact statutes, those statutes are subject to the same constitutional limitations and rules of construction as are other statutes.' (*Legislature v. Deukmejian* (1983) 34 Cal.3d 658, 675.) The same is true when a local initiative is at issue." (*Leshar Communications, Inc. v. City of Walnut Creek* (1990) 52 Cal.3d 531, 540.)

Any other conclusion would undermine the well-established limited role of judicial review in these types of cases and could lead to unworkable results, such as requiring application of *different* standards of review to consistency determinations in the same proceeding where some General Plan policies were adopted by initiative and others by the agency. [footnote omitted]

The proposals in the TGPA and ZOU have been reviewed by the Board of Supervisors, as evidenced by the public hearings held on the ZOU and the "Resolution of Intention" (ROI) adopted by the Board at the beginning of the process of amending the General Plan and updating the Zoning Ordinance. The Board did not identify any part of the proposal that is inconsistent with the General Plan.

8.8.2 Agricultural Policy and ZOU Consistency

The Board of Supervisors is balancing the principles, goals, and policies set out in the General Plan. This includes the proposed expansion in the types of uses that are allowable in agricultural areas under the ZOU.

Some commenters have suggested that the visitor-serving commercial and other uses being proposed for agricultural areas are inconsistent with the following principle of the Agriculture and Forestry Element:

The Plan must provide for the conservation and protection of El Dorado County's important natural resources, and recognize that the presence of these resources pose a constraint to development.

That principle does not, however, embody all that the General Plan has to say regarding agriculture, particularly in the context of activities that can meet the agricultural sector's need to expand its sources of income from visitor serving uses in order to remain economically viable. The following principle from the Economic Development Element sets the tone for this aspect of agricultural policy:

The General Plan recognizes, promotes, facilitates, and supports activities that provide a positive sustaining economic base for the County, maximize the economic potential of the County's natural resources, reduce out-of-County retail purchase and employment travel, and provide housing and job opportunities that are accessible to all levels of our society.

The following Economic Development Element policies are more specific:

10.1.5.4: Recognize and promote agricultural based industries in El Dorado County and provide for the expansion of value added industries in an economically viable manner consistent with available resources.

Program 10.1.5.4.1: The Zoning Ordinance shall provide for agriculture dependent commercial and industrial uses on lands within Rural Regions.

Program 10.1.5.4.2: The Zoning Ordinance shall allow the sales and marketing of products grown in El Dorado County and crafts made in El Dorado County in areas designated for agricultural use.

10.1.6.1: The County shall encourage expansion of the types of local industries that promote tourism including but not limited to Christmas tree farms, wineries, outdoor sports facilities, Apple Hill and other agricultural-related activities, the County Fairground, bed and breakfast inns, and ranch marketing activities.

The ZOU proposals are consistent with these Economic Development Element policies.

One aspect of the TGPA is the transfer of some policies to zoning ordinance regulations. That is the essence of the proposed revision to Agriculture and Forestry Element Policy 8.4.4.2. The existing policy states:

A special use permit shall be required for visitor serving uses and facilities providing they are compatible with agricultural production of the land, are supportive of the agricultural industry,

and are in full compliance with the provisions of the El Dorado County Code and compatibility requirements for contracted lands under the Williamson Act.

The TGPA proposes to revise Policy 8.4.4.2 to read:

Visitor serving uses and facilities shall be allowed in the Zoning Ordinance when compatible with the agricultural production of the land, are supportive to the agricultural industry, and are in full compliance with the provisions of the El Dorado County Code and compatibility requirements for contracted lands under the Williamson Act.

The ZOU includes provisions for a variety of visitor serving uses within the agricultural zones. These will require conditional use permits and favorable determinations by the Agricultural Commissioner that the uses are consistent with agriculture.

8.8.3 Consistency Review

The consistency review is one means by which the County can ensure that the policies of the General Plan will be implemented through zoning decisions. General Plan Policy 2.2.5.2 (which is not proposed for amendment) states:

All applications for discretionary projects or permits including, but not limited to, General Plan amendments, zoning boundary amendments, tentative maps for major and minor land divisions, and special use permits shall be reviewed to determine consistency with the policies of the General Plan. No approvals shall be granted unless a finding is made that the project or permit is consistent with the General Plan. In the case of General Plan amendments, such amendments can be rendered consistent with the General Plan by modifying or deleting the General Plan provisions, including both the land use map and any relevant textual policies, with which the proposed amendments would be inconsistent.

This would apply to the proposed visitor serving uses requiring conditional use permits, ensuring that they meet the policies of the General Plan such as Policy 8.1.3.2 requiring agriculturally incompatible uses adjacent to agriculturally zoned lands to provide a minimum setback of 200 feet from the boundary of the agriculturally zoned lands. This would be required in addition to the agricultural compatibility review under amended Policy 8.4.4.2.

8.8.4 Relationship to the SACOG Sustainable Communities Strategy

The Sacramento Area Council of Governments (SACOG) adopted a Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS) in April 2013, pursuant to Senate Bill (SB) 375 of 2008. The MTP/SCS identifies the region's future transportation needs, identifies transportation projects to meet those needs, establishes priorities for funding transportation facilities and services, and identifies a general pattern of future land uses intended to reduce greenhouse gas emissions from automobiles and light trucks. One SB 375-driven objective of the MTP/SCS is to reduce regional greenhouse gas emissions to meet targets set by the Air Resources Board through thoughtful transportation policy and funding, and through the distribution of land uses. SB 375 strongly encourages the MTP/SCS to promote higher density development around existing and future high quality transit nodes.

The MTP/SCS is the culmination of a series of regional forums and public deliberations over a set of alternative scenarios reflecting differing directions for future growth. The selected growth and land use forecast emphasizes a compact pattern of future growth centered along high quality transit corridors and city centers. The MTP/SCS includes population and job growth estimates that reflect the growth and land use forecast.

SACOG is required to develop the Regional Housing Needs Allocation (RHNA) upon which the region's cities and counties general plan housing elements will be based. SB 375 mandates that the number of dwelling units that the RHNA assigns to each city and county for inclusion in their housing element be linked to the MTP/SCS. El Dorado County's most recent housing element, adopted October 29, 2013 and approved by the Housing and Community Development Department in December of that year, complies with this requirement.

Beyond the requirements of SB 375, SACOG has also been developing a Rural-Urban Connections Strategy (RUCS) that is "designed to help implement the Blueprint [the predecessor to the MTP/SCS] through finding methods to help ensure the economic vitality of rural areas of the region, including sustainable transportation and land use, agriculture, natural resources and other uses for the rural landscape." (Sacramento Area Council of Governments 2013) The MTP/SCS notes that "[w]hile the [RUCS] project is ongoing, its initial findings are reflected in this MTP/SCS through transportation investments and policies and land use patterns that support the rural economy." RUCS' initial findings were adopted in May 2011. These offer SACOG's view of the status of agriculture in the region, challenges facing the viability of agriculture in the future, the role that expanding local markets can play in supporting the agricultural economy, and various methods that are available to help support the regional agricultural economy. As with the MTP/SCS, there is no requirement that El Dorado County's General Plan or zoning ordinance be consistent with the RUCS.

Although SB 375 requires SACOG to prepare a growth and land use forecast that projects a future pattern of development (i.e., residential, commercial, industrial, agricultural, resource, etc.) that will help reduce greenhouse gas emissions, the statute does not give SACOG any authority over local General Plans, specific plans, zoning ordinances, or other local land use policies and regulations. Those remain the responsibility of the region's cities and counties, including El Dorado County, to enact. Similarly, local General Plans and zoning ordinances are not required to be consistent with the MTP/SCS. (Government Code Section 65080(b)(2)(K)) In this vein, the population and job growth projections in the MTP/SCS reflect the assumptions contained in that plan, but do not necessarily reflect the population and job growth projections prepared by the counties and cities in the region based on their own General Plans.

SB 375 establishes a streamlined CEQA process for development projects that are in transit priority areas and that meet very specific qualifications. The county or city within which a proposed development project is located will determine whether or not the project meets the qualifications for CEQA streamlining. Nothing in SB 375 either requires the county to provide streamlining to any project or authorizes SACOG to designate development projects that must be provided with a streamlined CEQA process. In practice, the streamlined process established under SB 375 has proven to be so stringent that few, if any, development projects have used it anywhere in California. In El Dorado County, for example, there are no sites with the level of transit service necessary to qualify as transit priority projects and thereby qualify for CEQA streamlining.

SACOG is now drafting the update of the MTP/SCS, tentatively scheduled for adoption in 2016.

8.9 Master Response 8: General Plan Policies and Mitigation

Commenters have expressed the concern that the existing General Plan policies cannot constitute mitigation for impacts that may occur as a result of development under the General Plan and under the proposed TGPA and ZOU. Mitigation for the potential impacts of development under the General Plan is different than that for a typical development project.

The 2004 General Plan EIR examined the potential impacts of development pursuant to the General Plan and identified a number of mitigation measures to reduce those impacts. The mitigation measures were incorporated, sometimes in amended form, as policies in the adopted General Plan. These policies are protective of the environment. The 2004 General Plan EIR did not conclude that these measures would avoid all of the environmental impacts of the General Plan. To the contrary, the 2004 General Plan EIR identified numerous impacts that would be significant and unavoidable. As required by CEQA, on approving the General Plan, the County adopted findings to that effect, as well as a statement of overriding considerations.

The TGPA and ZOU are essentially policy and regulatory documents. Because they do not constitute the sort of privately-initiated development project that is the most common subject of CEQA review, there are no “conditions of approval” through which the EIR’s mitigation measures would be imposed. CEQA Guidelines Section 15126.4(a)(2), recognizing this situation, states that “[i]n the case of the adoption of a plan, policy, regulation, or other public project, mitigation measures can be incorporated into the plan, policy, regulation, or project design.” This is the approach taken in the TGPA/ZOU EIR. The mitigation measures consist of revisions to the TGPA and Zoning Ordinance that would reduce the impacts associated with the Project.

The 2004 General Plan includes policies and implementation measures that are protective of the environment. Not all of these have been implemented. CEQA does not set forth a time-specific schedule to complete mitigation measures. (*Save Our Peninsula Committee v. Monterey County Board of Supervisors* (2001) 87 Cal.App.4th 99) Unlike the typical conditions of approval that are applied to a development project, many of the policies and implementation measures for protection of the environment will rely on the adoption of specific county ordinances or standards. The County is drafting, publicly vetting, and adopting the mitigating ordinances and standards as time, staffing, and budget permit. The County has no authority to enact regulations or standards without first completing this process.

The *2013 General Plan Implementation Annual Progress Report* presented to the El Dorado County Board of Supervisors on June 24, 2014 describes the progress made toward completing the implementation measures identified in the General Plan. It summarizes the current status of the effort to complete the implementation measures, as follows:

The General Plan currently has a total of 225 implementation measures which are the collective responsibility of several County departments, divisions or agencies. Overall, the County has made significant progress toward implementation of the General Plan since its adoption in 2004. Of the 225 total measures, 142 (63 percent) have been implemented, 61 (27 percent) are in progress, and 22 (10 percent) remain to be initiated and implemented.

Measures that are in progress include the sign ordinance, biological policies update, West Slope Storm Water Management Program, Community Planning, major 5-year update to the Capital

Improvements Program, and non-residential commercial vacant/underutilized land inventory. The ZOU will implement a substantial part of the remaining implementation measures.

Some commenters have expressed doubts that the County will enforce its regulations and standards in order to reduce or avoid the impacts of the TGPA/ZOU. They cite the 2013-2014 Grand Jury Report to support their claim that the grading ordinance, in particular, is not being enforced. The County Board of Supervisors adopted a formal set of responses to the Grand Jury's Report at their September 16, 2014 hearing. The responses explain that in some instances, the Grand Jury has misunderstood the administrative processes involved in permitting and code enforcement. With regard to the Grand Jury's finding that "[t]he County's failure to enforce its Grading, Erosion and Sediment Control Ordinance encourages illegal grading to the detriment of other property owners and residents," the County responded as follows:

The respondent disagrees with the finding because it is not substantiated by the report or findings. There are a significant number of grading permits issued by the County every year. There is no evidence the County does not enforce the Grading Ordinance. There is no evidence that there is a causal relationship to unpermitted grading. There is no evidence of detrimental impacts to property owners or residents. The County Code Enforcement procedures (outlined in Section 9.02 of the County Code) include a response to all complaints of unpermitted grading and building activity. Enforcement of identified unpermitted activity is prioritized based on health and safety issues and other considerations. The Department Director has prosecutorial discretion to determine the appropriate response to Ordinance Code violations based on factors such as fairness, staffing levels, history of violations, public health and safety, and the seriousness of the violation.

The County maintains an active code enforcement program. There are currently two code enforcement officers (one of the two positions is vacant at this writing) and a development technician who respond to complaints of code infractions, including complaints related to grading, occupancy, building without a permit, and illegal land uses. As an example of the total number of complaints received that result in code enforcement action: code enforcement opened 336 enforcement cases in 2013-2014 and 263 cases in 2012-2013.

Clearing violations involves an administrative process that provides the violator an opportunity to correct the violation, administrative citation to those violators who do not correct the violation, the opportunity for an administrative hearing and appeal, and prosecution if necessary. Violations are classified by order of their threat to public safety, with those of greatest threat given the highest priority. The more difficult cases can take substantial time to complete.

The County codes are also enforced through the permit process. County inspectors check on permitted activities to ensure that they conform to the applicable codes. As mentioned above, work undertaken without a permit is subject to code enforcement action.

The County is afforded a presumption that it will comply with existing laws, including its own policies and ordinances. (*Erven v. Board of Supervisors* (1975) 53 Cal.App.3d 1004) There is no reason to believe that it will not do so.

The TGPA/ZOU EIR also concludes that many of the impacts of development under the TGPA/ZOU Project, in the context of the General Plan, will be significant and unavoidable. Although the TGPA/ZOU EIR assumes that the General Plan policies will eventually reduce the impacts of development, it does not assume that those impacts will be fully avoided.

8.10 Master Response 9: Adequacy of the Current General Plan

The comment is on the adequacy of the current General Plan or the alleged need for amendments to the General Plan that are not included in the TGPA. The project that is the subject of this EIR is the TGPA/ZOU, a specific set of proposed amendments to the General Plan and Zoning Ordinance selected by the Board of Supervisors for consideration after a long period of public discussion.

The adequacy of the current General Plan will be a topic for future policy discussions over whether additional amendments to the General Plan may be necessary. However, the adequacy of the General Plan is not a part of the project under review and therefore is not a pertinent subject for review in the TGPA/ZOU EIR.

8.11 Master Response 10: Format of the EIR

Several of the comments submitted on the Draft EIR express concern over the level of detail provided in the Draft EIR in nearly identical language. The common claims are that: (1) the Draft EIR is both “huge” and vague and therefore cannot help the commenter understand the impacts of the TGPA/ZOU; and (2) the Draft EIR “does not clearly identify the tens of thousands of parcels that will be impacted by the TGPA-ZOU.”

See Master Response 1 regarding the specificity of the review to be expected of a program EIR prepared for policy and regulatory changes. See Master Response 2 regarding the organization of the DEIR.

The size of the EIR is a function of the breadth of the project being analyzed, here a set of proposed targeted amendments to the General Plan and a comprehensive revision of the Zoning Ordinance, and the size of the project area. The EIR preparers have attempted to make the EIR concise by limiting the regulatory setting discussions to relevant regulations and by incorporating information by reference when practical. The EIR is basically organized as set out in CEQA Guidelines Sections 15122-15130, with a table of contents; executive summary; a project description chapter; individual chapters for each resource area (i.e., aesthetics, agriculture and timberland, etc.) containing a description of the environmental and regulatory settings, a discussion of the environmental impacts of the TGPA/ZOU project, and a description of feasible mitigation measures that would reduce the potential impacts of the project; a chapter discussing project alternatives; and a chapter discussing other CEQA requirements such as cumulative impact analysis.

The layout and organization of the EIR is typical of industry practice. The size of the EIR is also typical for a project of this type.

It is neither necessary nor practical for the TGPA/ZOU EIR to reproduce all details of the proposal when those details are readily available. CEQA Guidelines Section 15124 provides, in part: “The description of the project... should not supply extensive detail beyond that needed for evaluation and review of the environmental impact.” The entire proposal, including the text of the TGPA and the ZOU, maps, and background information, has been publicly available at both the El Dorado County Community Development Agency office and on-line through the County’s project website. The existing General Plan and Zoning Ordinance are readily available on the County’s website as well. In addition, information about the specific proposed rezonings being undertaken for General

Plan consistency is available at the County's Parcel Data Inquiry website at:

http://www.edcgov.us/Government/LongRangePlanning/LandUse/TGPA-ZOU_Main.aspx.

As explained in Master Response 3: Necessity to Amend the Zoning Ordinance, the County has advertised the availability of this information in its public notices. During the CEQA process, in addition to standard notice in the newspaper and on the County website, the County has sent email notices to over 3,000 subscribers of several County subscription lists advising them of the DEIR and the availability of parcel-specific information about the proposed re-zonings on the Parcel Data Inquiry website.

8.12 Master Response 11: Riparian Setbacks

Commenters have expressed concern that the proposed setbacks in ZOU Section 17.30.030.G are not consistent with the policies of the General Plan and not sufficiently protective of riparian, lake or streamside environments. Commenters have also suggested that the County should enact greater setback requirements.

The existing zoning ordinance does not require any setbacks or buffers from riparian, lake or streamside environments. The ZOU proposes to establish setback requirements where none currently exist. This would be more protective of the environment than the current regulatory scheme. The ZOU would conform to General Plan Implementation Measure CO-O, which directs the County to prepare and adopt a riparian setback ordinance.

Proposed Section 17.30.030.G would apply to all ministerial and discretionary development proposed adjacent to perennial streams, rivers, or lands and any intermittent streams and wetlands. Ministerial projects would be subject to the basic setback requirements set out in Tables 8-3 and 8-4 below. Proposed Section 17.30.030G.3. states, in part:

- a. New ministerial and discretionary development shall avoid or minimize impacts to perennial streams, rivers or lakes, intermittent streams and wetlands, and any sensitive riparian habitat to the maximum extent practicable. Where avoidance and minimization are not feasible, the county shall make findings, based on documentation provided by the project proponent, that avoidance and minimization are infeasible.
- b. Any new development which does not avoid impacts to wetlands and sensitive riparian habitat shall prepare and submit a Biological Resource Evaluation identifying the location of all features regulated under this section.

The ZOU will require discretionary projects to either avoid impacts to wetlands or sensitive riparian habitat or prepare and submit to the County a "biological resource evaluation" that identifies areas of avoidance, any buffers or setbacks, and mitigation measures required to reduce impacts to a less than significant level. Any discretionary project under County codes is subject to CEQA as well as the county's permit process and the biological resource evaluation would be integrated with the CEQA process for that project.

All setbacks would be from the "ordinary high water mark" of the water feature. Ordinary high water mark is defined in the ZOU as a line "established by the fluctuations of water and indicated by physical characteristics such as a clear, natural line impressed on the bank; shelving; changes in the character of soil; destruction of terrestrial vegetation; the presence of litter and debris; or other appropriate

means that consider the characteristics of the surrounding area.” It is generally wider than the stream or water feature itself.

Table 8-3. Setbacks for Ministerial and Discretionary Development Projects

Type of Development	Type of Water Feature	Setback (in feet)
Ministerial	Intermittent stream, wetland, or sensitive riparian habitat	25
Ministerial	Perennial lake, river, or stream	50
Discretionary	Wetlands or sensitive riparian habitat	Variable, depending upon the recommendations of a site-specific biological resource evaluation.

Table 8-4. Setbacks from Specific Water Features

Type of Development	Water Feature	Setback (in feet)
Ministerial Discretionary ¹	Bass Lake, Folsom Lake, Jenkinson Lake, Slab Creek Reservoir, Stumpy Meadows Reservoir	200
Ministerial Discretionary ¹	American River (Middle and South Forks), Cosumnes River (North, Middle, and South Forks), Rubicon River	100
Ministerial Discretionary ¹	Big Canyon Creek, Deer Creek (south of U.S. Highway 50), Camp Creek, Clear Creek, Martinez Creek, Pilot Creek, Weber Creek	50

¹ Discretionary projects may have a larger or smaller setback if so determined during the project evaluation.

The ZOU includes a number of exceptions to the setback requirements, including native landscaping; fencing; access roads or driveways; utilities; storm drains; trails and passive recreational activities not requiring a structure; boat ramps and docks; construction and maintenance of bridges and drainage facilities; and agricultural activities that utilize County BMPs. Many of these uses would be subject to the state’s Lake and Streambed Alteration Program described below. Under limited circumstances, other uses may be allowed within riparian areas upon approval of a minor use permit by the Zoning Administrator. As set out in proposed ZOU Section 17.52.020, a minor use permit is a discretionary action that requires public notice and hearing. It is limited to projects that incorporate standards or conditions that are capable of mitigating potentially significant environmental impacts to a level less than significant or determined to be exempt from CEQA.

California Department of Fish and Wildlife (CDFW) also regulates work within streams and lakebeds under its Lake and Streambed Alteration Program. Pursuant to Fish and Game Code Section 1602, requires all property owners or others proposing activities to notify CDFW of any activity that may substantially modify a river, stream, or lake. This applies to any work undertaken in or near a river, stream, or lake that flows at least intermittently through a bed or channel, including ephemeral streams, and in some instances the floodplain of a body of water where there is a well-defined bank. If CDFW determines that the activity may substantially adversely affect fish and wildlife resources, the property owner or other proposing the activity to prepare a “Lake or Streambed Alteration Agreement” (LSAA) under Fish and Game Code Section 1601. CDFW will apply to the LSAA any

reasonable conditions necessary to protect those resources. The applicant can then proceed with the activity in accordance with the LSAA. Issuance of a LSAA is a discretionary act on the part of CDFW and is subject to CEQA review. The LSAA requirement applies to any such proposed activity within the county, including activities that are ministerial under County code.

8.12.1 General Plan Consistency

The General Plan contains the following policies relative to riparian area and wetland setbacks.

General Plan Policy 7.3.3.4: The Zoning Ordinance shall be amended to provide buffers and special setbacks for the protection of riparian areas and wetlands. The County shall encourage the incorporation of protected areas into conservation easements or natural resource protection areas.

Exceptions to riparian and wetland buffer and setback requirements shall be provided to permit necessary road and bridge repair and construction, trail construction, and other recreational access structures such as docks and piers, or where such buffers deny reasonable use of the property, but only when appropriate mitigation measures and Best Management Practices are incorporated into the project. Exceptions shall also be provided for horticultural and grazing activities on agriculturally zoned lands that utilize “best management practices (BMPs)” as recommended by the County Agricultural Commission and adopted by the Board of Supervisors.

Until standards for buffers and special setbacks are established in the Zoning Ordinance, the County shall apply a minimum setback of 100 feet from all perennial streams, rivers, lakes, and 50 feet from intermittent streams and wetlands. These interim standards may be modified in a particular instance if more detailed information relating to slope, soil stability, vegetation, habitat, or other site- or project-specific conditions supplied as part of the review for a specific project demonstrates that a different setback is necessary or would be sufficient to protect the particular riparian area at issue.

For projects where the County allows an exception to wetland and riparian buffers, development in or immediately adjacent to such features shall be planned so that impacts on the resources are minimized. If avoidance and minimization are not feasible, the County shall make findings, based on documentation provided by the project proponent, that avoidance and minimization are infeasible.

General Plan Policy 7.4.2.5: Setbacks from all rivers, streams, and lakes shall be included in the Zoning Ordinance for all ministerial and discretionary development projects.

Proposed Section 17.30.030.G meets each of the elements of Policy 7.3.3.4. It provides buffers and setbacks for both ministerial and discretionary development. It establishes exceptions, as identified in Policy 7.3.3.4. It replaces the “interim standards” established under Policy 7.3.3.4 with permanent standards, including provisions for the site-specific design of avoidance measures for discretionary permits through the biological resource evaluation and CEQA process. The proposed ZOU establishes findings requirements under both Section 17.30.030 (findings regarding avoidance) and Section 17.52.020 (findings for minor use permits).

Adoption of Section 17.30.030 would specifically meet the requirement of Policy 7.4.2.5 to adopt setback requirements.

8.12.2 Greater Setbacks

El Dorado County is making a policy decision to enact Section 17.30.030 in its proposed form. The proposed 25- and 50-foot setbacks, and setbacks described in ZOU Table 17.30.030.H.1 are consistent with the “Interim Interpretive Guidelines for El Dorado County General Plan Policy 7.3.3.4” that was adopted by the County June 22, 2006 and has been applied to projects since that time. These setbacks were selected for the draft ZOU in the interest of consistent application. See: http://www.edcgov.us/Government/Planning/Adopted_General_Plan_Implementation.aspx.

8.13 Master Response 12: Significant and Unavoidable Impacts

The TGPA/ZOU EIR identifies numerous Project impacts that are significant and unavoidable. Comments were received that stated that the County should not approve the proposed TGPA/ZOU if there are any significant and unavoidable impacts. As required under CEQA, the Final EIR identifies impacts and mitigation measures to reduce those impacts, where feasible. The Final EIR also takes into consideration the County’s existing regulatory programs and General Plan policies that would reduce potential impacts. CEQA does not prohibit the approval of a project with significant and unavoidable impacts. As discussed below, CEQA requires the lead agency to identify those impacts, describe their final disposition, and if it decides to proceed with the project, adopt a statement of overriding considerations describing the specific benefits the project will provide. The decision whether to approve the TGPA/ZOU with the unavoidable significant impacts identified in the Final EIR is up to the Board of Supervisors.

CEQA Guidelines Section 15091 requires that the County Board of Supervisors adopt findings describing the disposition of each of the significant impacts identified in the TGPA/ZOU EIR, including those that are less than significant as a result of mitigation. The possible findings are:

- Changes or alterations have been required in, or incorporated into, the project which avoid or substantially lessen the significant environmental effect as identified in the final EIR.
- Such changes or alterations are within the responsibility and jurisdiction of another public agency and not the agency making the finding. Such changes have been adopted by such other agency or can and should be adopted by such other agency.
- Specific economic, legal, social, technological, or other considerations, including provision of employment opportunities for highly trained workers, make infeasible the mitigation measures or project alternatives identified in the final EIR.

Separately, CEQA Guidelines Section 15093(a) states that:

CEQA requires the decision-making agency to balance, as applicable, the economic, legal, social, technological, or other benefits, including region-wide or statewide environmental benefits, of a proposed project against its unavoidable environmental risks when determining whether to approve the project. If the specific economic, legal, social, technological, or other benefits, including region-wide or statewide environmental benefits, of a proposed project outweigh the unavoidable adverse environmental effects, the adverse environmental effects may be considered “acceptable.”

Section 15093 requires that the County Board of Supervisors adopt a “statement of overriding considerations” upon approval of the Project. This statement will describe “the specific reasons to support [the Board’s] action based on the final EIR and/or other information in the record.”

The County will make the required findings and statement of overriding consideration in accordance with the CEQA Guidelines. The findings and statement will be supported by substantial evidence in the record. Individual findings will be made for each significant effect identified in the TGPA/ZOU Final EIR, as well as for the alternatives that are not adopted as part of the Project. The CEQA Guidelines do not require the County to adopt more than one statement of overriding considerations, and the County will follow the Guidelines.

8.14 Master Response 13: Availability of Full Text of Proposed Zoning and General Plan Changes

A number of commenters requested copies of a presentation of the proposed changes to the Zoning Ordinance in the form of strikeout and underline changes. This is simply not practical. The ZOU is effectively re-writing the County’s current Zoning Ordinance (Title 130 of the County Ordinance Code) by extensively reorganizing the format and content of the ordinance, as well as making changes to some of the zoning classifications themselves. The ZOU has proposed changes to some of the allowed uses, development standards and permitting requirements found in the current Zoning Ordinance. However, the County’s goal in revising the Zoning Ordinance has been to minimize changes, per the Board of Supervisors’ direction. So, although the proposal involves extensive reformatting of the Zoning Ordinance, the uses allowed within many of the zoning classifications have not changed substantially. Changes in uses that have the potential to result in significant environmental impacts are identified and examined in the TGPA/ZOU EIR.

The resulting ZOU looks fundamentally different than the existing Zoning Ordinance because it has been organized in a way that is more user-friendly, especially in an electronic format, which has grown to become the most common way to view zoning ordinances. Its format was constructed to provide an appropriate degree of flexibility and the least amount of disruption to the document as a whole when revising or updating the document in the future. Similar formats are in widespread use throughout California, including in nearby Nevada and Placer Counties.

One example of the extent of the reorganization is the way in which allowable uses are presented. Under the current Ordinance, the uses permitted by right and those permitted by special use permit in each zone are listed under the discussion of that zone. Here is the organization of the One Family Residential District:

- Chapter 130.28. I. One Family Residential (R-1) District
 - 130.28.010 Applicability
 - 130.28.020 Uses permitted by right
 - 130.28.030 Uses requiring special use permit
 - 130.28.040 Development standards

The ZOU reorganizes this information by grouping the zoning classifications by category (examples: Agricultural, Rural, and Resource; Industrial; Commercial; Industrial and Research and

Development; Residential; Special Purpose), then presenting permitted uses and development standards for all of the zones in that category in the form of tables. Under the ZOU, the single-family residential zone would be found in among the residential zones rather than having a distinct set of sections in the ordinance (Note that the Ordinance Code was recodified in late 2014 from Title 17 to Title 130. When adopted, the ZOU would be part of Title 130 and all citations will begin with 130 rather than 17). Here's how that chapter is organized:

- Chapter 17.24. Residential Zones
 - 17.24.010. Zones Established; Applicability
 - ... (C)1. Multi-unit Residential (RM) ...
 - 2. Single-Unit Residential (R) ...
 - 3. One-acre Residential (R1A)...
 - Table 17.24.020. Matrix of Allowed Uses [this matrix lists all of the residential zones]
 - Table 17.24. 030. Residential Zone Development Standards [this table lists the basic standards for all of the residential zones]

A side-by-side comparison of the current Zoning Ordinance and proposed ZOU is not practical because of the extent of the format changes. The changes involve practically every level of the existing Zoning Ordinance. As a result, any side-by-side comparison that tracks the changes between the current Zoning Ordinance and proposed ZOU would be an unintelligible mass of strike-outs and underlines.

To assist the public in their review of all project materials, a project webpage was established in 2012 and is updated continually to provide current information on the TGPA-ZOU project: http://edcgov.us/Government/LongRangePlanning/LandUse/TGPA-ZOU_Main.aspx

In response to recurring questions about the proposed changes to the General Plan and Zoning Ordinance, a list of Frequently Asked Questions (FAQ) was developed in 2012 based on input from members of the public: http://edcgov.us/Government/LongRangePlanning/LandUse/TGPA-ZOU_FAQs.aspx. The FAQs address the question as to how the proposed Zoning Ordinance Update (ZOU) was formatted (See Zoning Ordinance Update FAQ No. 9), what types of changes are proposed, what environmental review is required, and how public input is considered in the ordinance update process (See Zoning Ordinance Update FAQ's No. 1-8 and 9-16).

The FAQs also answer similar questions about the Targeted General Plan Amendment (TGPA) including what types of changes are proposed, what environmental review is required and how public input is considered in the General Plan Amendment process (See TGPA FAQ's No. 6-20).

For specific requests, the County has directed commenters to the following information on the project found on the project website:

- On November 4, 2011, the Board of Supervisors directed staff to prepare limited ("targeted") amendments to the General Plan. The public review draft General Plan Amendment, showing proposed changes in underline and strikeout, can be found at this link: http://edcgov.us/Government/LongRangePlanning/LandUse/SupportingDocuments/DraftEIRMarch2014/Proposed_TGPA_trackchanges.aspx
- In 2008, the Board of Supervisors directed staff to prepare a comprehensive update to the Zoning Ordinance, following their review and discussion of two initial reports. The first report was in regards to General Plan Implementation and the second report discussed

- recommendations to resolve Existing Zoning Code Problems [Board of Supervisors Agenda - Legistar File No. 08-0061 Exhibit B and C].
- A list of the main changes to the Zoning Ordinance being proposed can be found in Chapter 2 of the TGPA-ZOU Draft Program EIR, dated March 2014. See below for a link to this document:
http://edcgov.us/Government/LongRangePlanning/LandUse/SupportingDocuments/DraftEIRMarch2014/TGPA-ZOU_Public_DEIR_March_2014.aspx
 - Due to the complete reformatting of the document and necessary updates to the existing Zoning Ordinance to bring it consistent with the 2004 voter approved General Plan as required by state law, a direct comparison using a “track change” tool was not an option. The public review draft of Zoning Ordinance Update showing track changes from the draft Zoning Ordinance discussed by the Board of Supervisors and Planning Commission at their week long joint workshop in July 2012 can be found at this link:
<http://edcgov.us/Government/LongRangePlanning/LandUse/SupportingDocuments/DraftEIRMarch2014/ZouMar2014CompleteTrackChange.aspx>
 - The Draft Program EIR and Draft Recirculated Program EIR environmental impact analysis, which identify the impacts from the proposed changes to General Plan and the comprehensive update to the Zoning Ordinance, are available here:
Draft Program EIR:
http://edcgov.us/Government/LongRangePlanning/LandUse/SupportingDocuments/DraftEIRMarch2014/TGPA-ZOU_Public_DEIR_March_2014.aspx
Recirculated Draft Program EIR:
<http://edcgov.us/Government/LongRangePlanning/LandUse/SupportingDocuments/RDEIJan2015/Recirculated-DEIR-Final-ICF-012615.aspx>

8.15 Master Response 14: Traffic Analysis Methodology, Travel Demand Model and U.S. Highway 50 Level of Service (LOS) Calculations

8.15.1 Traffic Analysis Methodology

The county applied the Highway Capacity Manual (HCM) 2010 planning method for analyzing circulation impacts of the proposed project. This level of analysis was specifically developed by the Highway Capacity Committee for programmatic level application,^{1, 2, 3} such as adoption of a general plan. The Institute of Transportation Engineers (ITE) *Traffic Engineering Handbook*, 6th Edition, also supports the use of planning level analysis for large scale or “big picture” projects. In practice, this level of analysis is “used to produce estimates of operation conditions in the early planning states of projects. This level of analysis provides a reasonable assessment of future capacity for situations in which forecasted traffic volumes have limited accuracy and is helpful to assess potential levels of delay and the ability of a road system to accommodate anticipated future development. Because planning-level analyses are used for broad estimate purposes, the input data requirements are less detailed than for operational analyses (ITE Traffic Handbook, 6th Edition, Chapter 4).”

El Dorado County acknowledges that the use of operational methods for informing the design of roadway facilities is preferred at the design level of analysis that is applied to site-specific

development projects, but it is inappropriate at the programmatic stage where individual project-level factors are unknown.

8.15.2 Travel Demand Model

El Dorado County's Travel Demand Model (EDC TDM) has been extensively reviewed and found to be the appropriate tool for the County's tasks. Throughout 2012 and 2013, numerous presentations and regular updates were given to the Board of Supervisors at their scheduled public meetings, including requests for input and direction on major assumptions of the model, including the roadway network used, updated traffic analysis zones, and direction on the growth scenarios (see Legistar numbers: 12-0475, six different meetings; 12-1578; 13-1218, five different meetings; 13-1219; 14-0245). Throughout the review process, updated information was also made available to the public via the Travel Demand Model Phase I webpage. A final presentation on the EDC TDM was made to the Board of Supervisors during a special meeting on February 24, 2014 (see Legistar number 14-0245).

The EDC TDM was peer reviewed in 2013 by an independent traffic consultant. Their findings were included in the February 24, 2014 staff report and their memorandum is attachment F to Legistar item 14-0245. County staff had been working with both the Sacramento Area Council of Governments (SACOG) travel demand modeling staff, and Caltrans travel forecasting and modeling staff on the TDM from the very beginning. This included the scope of work required to update the TDM in 2011. After the independent traffic consultant completed their peer review in May of 2013, County staff began evaluating growth scenarios at the direction of the Board of Supervisors, while continuing to address SACOG and Caltrans comments on the TDM as well as addressing public comments.

Both SACOG and Caltrans staff provided input on the scope and other technical assumptions for the update of the TDM. These inputs were garnered through several meetings, at least five meetings of which were dedicated to discussion of the TDM towards the request for a letter of concurrency and to achieve an understanding of the differences between the various models. Minutes of the meetings detailing specific LOS discussions are attached to El Dorado County Board of Supervisors update item number 32 on December 3, 2013 (see Legistar number 13-1218). The collaboration with Caltrans and SACOG also included approximately 30 email exchanges, and multiple letters between Caltrans and County staff beginning in August of 2012 through August 2014. SACOG staff participated in most of the meetings with Caltrans staff as well as independent meetings with County staff to address specific SACOG concerns.

The coordination with SACOG and Caltrans resulted in the County receiving a letter dated February 3, 2014 from SACOG, which states that they concur that the EDC TDM conforms to state-of-practice in subarea travel demand modeling, meets traffic assignment validations standards suggested by FHWA and Caltrans, and it is an appropriate tool for staff to analyze and forecast traffic for the County's long-range transportation planning. County staff received an initial letter of concurrence from Caltrans on February 14, 2014 and continued to work with Caltrans through the aforementioned meetings, email exchanges and letters to obtain a similar concurrency letter dated September 22, 2014.

8.15.3 U.S. Highway 50 Westbound Level of Service Calculations

The following summarizes the source data and assumptions used to calculate the Level of Service (LOS) for US Highway 50 at the El Dorado County/Sacramento County line. On Friday, April 3, 2015, Caltrans staff provided the Highway Capacity Software (HCS) output with the various inputs and assumptions used by Caltrans in the production of the *Transportation Concept Report and Corridor System Management Plan, United States Route 50*, June 2014 (TCR/CSMP). According to the data resources cited in the report's Appendix C, the base year used for the report was 2011. To provide an "apples-to-apples" comparison, many of the inputs and assumptions used by Caltrans were utilized for further analysis by County staff. All of the LOS calculations described below contain the same assumptions for the peak hour factor, heavy vehicle percentages, terrain, free flow speed, and other inputs.

Caltrans Methodology & Count Book Volumes

Caltrans staff analyzed the LOS based on the volume contained in Caltrans' *Traffic Volumes on California State Highways* document, also known as the "Count Book". The 2008 through 2013 count books indicate the peak hour two-way volume at the County line is 8,600 vehicles. Caltrans staff assumed that 65% of all traffic is travelling in the peak direction and approximately 1,000 vehicles are travelling in the High Occupancy Vehicle (HOV) lane. According to these assumptions, the peak hour volume is 4,590 vehicles in the peak direction in the general-purpose lanes.

Caltrans staff assumed in their analysis that the peak hour is westbound in the morning. Therefore, the LOS analysis assumes only two general-purpose lanes, resulting in LOS F. However, Caltrans Performance Measurement System (PeMS)⁴ data and subsequent count data indicates that the actual peak hour for this location is eastbound in the evening. The eastbound direction operates as three general-purpose lanes. When accounting for the additional lane (while holding all other inputs constant), this section of U.S. Highway 50 operates at LOS C in the PM peak hour.

2010 Caltrans Performance Measurement System (PeMS) Volumes

Table 8-5 below summarizes the various results from the Basic Freeway Segment LOS Operation Analysis that were reviewed for the project. Caltrans staff, in their letter dated May 5, 2015, supplied the Spring (March – May)/Fall (September – October) 2010 and 2012 peak hour volumes for the westbound direction of the segment of U.S. Highway 50 between El Dorado Hills Blvd./Latrobe Road and the County line. Using the information provided and supplementing the data with 2014 volumes, County staff ran the Highway Capacity Software (HCS) 2010 for the Basic Freeway Segment Operational Analysis with inputs and assumptions identical to those used by Caltrans for the 2014 TCR/CSMP, changing only the volume input. The results from the various volumes are summarized below. As shown, six of the seven outcomes result in an LOS below Caltrans' recommended or preferred LOS of "E", including Caltrans' recommended volume for the segment of 3,200 vehicles per hour (vph) which results in an LOS of "D". Using the volume of 4,590 vph, that was derived from the Caltrans 2011 Count Book is the only scenario that leads to an LOS of "F".

The County disagrees with Caltrans that the 2011 volume of 4,590 vph from the 2011 Count Book accurately reflects this U.S. Highway 50 Westbound segment (i.e., El Dorado Hills Blvd./Latrobe Road to County line General Purpose Lanes) during the AM Peak Hour (7:00 AM – 7:59 AM) west of Latrobe Mainline Station 316653. The County chooses not to rely on the number of 4,590 vph for its LOS calculations for two reasons: this volume is substantially different from the other volumes

observed and calculated for this segment, and the volume is less reliable because the 2011 Count Book does not specify the direction of travel or peak hour that this volume represents.

Table 8-5. Results of Basic Freeway Segment LOS Operational Analysis

Basic Freeway Segment LOS Operational Analysis U.S. Highway 50 Westbound, El Dorado Hills Blvd./Latrobe Road to County line					
General Purpose Lanes – AM Peak Hour (7:00 AM – 7:59 AM)					
W. of Latrobe Mainline Station 316653					
Year	Volume (vehicles per hour)	Data Source	Density	LOS	Notes:
2010	2,860	PeMS (March 2010)	23.7	C	(E. of Scott Road mainline Station 316993) Initial volumes used in RDEIR (total of general purpose lanes and HOV lane volume)
2010	2,955	PeMS	24.7	D	Updated volume used in FEIR based on Caltrans comment letter (see discussion below).
?	3,200	?	27.4	D	Caltrans recommended volume for segment (Caltrans' May 5, 2015 letter)
2010	3,348	PeMS (4-15-10)	29.3	D	Caltrans supplied PeMS data (highest 2010 Spring/Fall volume)
2012	3,393	PeMS (5-15-12)	29.8	D	Caltrans supplied PeMS data (highest 2012 Spring/Fall volume)
2014	3,012	PeMS (9-8-14)	25.3	C	Highest 2014 Spring/Fall volume
2011	4,590	Caltrans 2011 Count Book	54.3	F	Caltrans volume used in various State Reports. Unclear if this was for the westbound direction, or which Peak Hour

Note: All calculations used the same PHF, terrain type, % trucks, Driver Population factor, and flow rate as the Caltrans analysis

In collaboration with SACOG and Caltrans, the County has undertaken a major effort to utilize best state-of-practice tools and standards to effectively analyze traffic volumes for the Project. After completing a review of the above data, the County disagrees with Caltrans' use of the Count Book traffic volume and LOS conclusions, where noted, due to concerns regarding the reliability and consistency of Caltrans' data. In accordance with CEQA, the County has an obligation to provide the decision-makers with a reasoned analysis enabling them to make a decision that intelligently takes account of environmental consequences (CEQA Guidelines, Section 15151).

County's Updated Volume

In regards to the appropriate base year volume to be used, Caltrans' May 5, 2015 letter stated, "Caltrans would typically choose a higher volume for the peak hour analysis (30th to 200th highest hour annually), however in this case choosing a more representative volume (85th percentile) is more reasonable."

The HCM 2010 states, "In urban areas, there is usually little difference between the 30th and 200th highest hours of the years, because of recurring morning and afternoon commute patterns." (HCM

2010, Chapter 3). The U.S. Highway 50 segment from El Dorado Hills Boulevard/Latrobe Road interchange to the County Line functions as an urban area given its recurring morning and afternoon commute patterns. The County updated the general purpose lane volumes using an average of the 30th to 200th highest hour volumes (2,955) for the segment of U.S. Highway 50 westbound between El Dorado Hills Boulevard/Latrobe Road and the County Line during the AM peak hour. This methodology is supported by both Caltrans, as stated in their May 5, 2015 letter, and the ITE Traffic Engineering Handbook where it is stated that at a planning level analysis it is sufficient to use an aggregate as overall average measure of traffic conditions³. The County has not found a reference that supports use of an 85th percentile volume in this situation; the 85th percentile is typically used in reference to speeds while setting an enforceable speed limit (CVC Section 21400). The updated volume (2,955) results in LOS D using the County's planning level volume thresholds. Caltrans' May 5, 2015 letter also states that "using the 3,200 vph [vehicles per hour] will result in an existing LOS D, which is appropriate for this analysis."

¹ "Planning analyses are applications of the HCM generally directed toward broad issues such as initial problem identification (e.g., screening a large number of locations for potential operations deficiencies), long-range analyses, and statewide performance monitoring. An analyst often must estimate the future times at which the operation of the current and committed systems will fall below a desired LOS" (HCM 2010, Chapter 2).

² "Planning and preliminary engineering analyses typically involve situations in which not all of the data needed for the analysis are available. Therefore, both types of analyses frequently rely on default values for many analysis inputs. Planning analyses may default nearly all inputs – for example, through the use of generalized service volume tables" (HCM 2010, Chapter 2).

³ "When studying traffic, it is also important to define the framework of the analysis. At times, the needs of engineers and planners can be addressed with an understanding of large-scale or "big picture" view of traffic. For example, when a road improvement such as a lane addition is under study, it is often sufficient to have aggregate or overall average measures of traffic conditions, such as an hourly rate of vehicles or a mean traffic speed during the peak hour. In such cases, a macroscopic framework of the flow conditions is appropriate" (ITE Traffic Engineering Handbook, 6th Edition, Chapter 4).

⁴ PeMS is a series of over 39,000 individual detectors (inductive loops, magnetometers and radar) that collect real-time traffic data along the state's freeway system, including number of vehicles (flow or volume).

Chapter 9

Responses to Comments

See separate PDF