

4.1 FUNDING BACKGROUND

In order to improve the sidewalk system in the City of Placerville it will be necessary to increase the number of funding options available to the City. The City will need to take a proactive approach to secure funds and grants specifically for pedestrian enhancements.

Governments use different revenue mechanisms depending on who receives the benefits of certain programs or infrastructure. Taxes are used when the benefit accrues to a broad range of residents. Fees are used where the service only benefits a user group. And finally, if a benefit primarily accrues to a property owner, costs are to be borne by the property owner, even if the improvement is in the public right-of-way. In the City of Placerville, sidewalk improvements have been the responsibility of the property owner, falling in the latter category mentioned above. However, recognition of the broader public benefit provided by a consistent sidewalk network suggests that Placerville may consider revisiting historical policies regarding responsibility for sidewalk improvements.

The City of Placerville currently employs the following mechanisms to fund sidewalk improvements:

1. **Property-owner maintenance of existing sidewalks** - Per current City Code, maintenance of existing sidewalks is the responsibility of the adjacent property owners.
2. **Deferred Frontage Improvement Agreements** - Improvement or construction of sidewalks is “deferred” until adjacent properties enter into agreements or construct sidewalks.
3. **Conditions on development projects** – New development is required to install sidewalks within the development area as a condition of project approval. However, in the past this condition has been waived on many development projects.

The current practice for funding sidewalks in the City of Placerville has left existing sidewalks in disrepair and construction of new sidewalks has been sporadic.

4.2 OPTIONS TO IMPLEMENT PEDESTRIAN PLAN UTILIZING EXISTING FUNDING MECHANISMS

The information outlined below provides an option for the city to utilize the current funding mechanisms with some minor changes and an aggressive implementation effort to implement the Pedestrian Circulation Plan.

All New Development

1. Construct sidewalks where appropriate on all new development projects consistent with City codes.
2. Construct new sidewalk off-site as necessary to connect to nearby existing facilities.
3. Pay fee to provide for city-wide system.
4. Where construction of new sidewalk off-site (as in #2 above) is part of citywide system, credit may be issued.



5. Where off-site construction (as in #2 above) involves existing Deferred Frontage Improvement Agreement's, the City will agree to call agreement.

Existing Development

I. With Deferred Frontage Improvement Agreement (DFIA):

1. If located on route proposed for improvements, notify that at some point property owner will have to construct a sidewalk along their street frontage.
2. When constructing improvements consistent with the Pedestrian Circulation Plan, call in all existing DFIA's within project limits.
3. If not on proposed or existing route, provide the property owner an opportunity to cash out DFIA at specified discount rate; i.e. 20% - 40% discount over current cost of improvements. Funding to be held in account for top priority proposed improvements.
4. If possible, at sale of property, City makes demand on DFIA and accepts cash for implementation of Pedestrian Circulation Plan in lieu of improvements.

II. Property owner does not have DFIA, but has existing sidewalk:

1. If existing sidewalk is in good repair, no action is necessary.
2. If existing sidewalk is deficient – repair as required per City Code (8-1-1, Chapter 1, Sidewalks).

III. Property owner does not have DFIA, does not have existing sidewalk, but is on a proposed pedestrian route:

1. Upon issuance of building permit, (i.e. room addition, remodel, garage, pool etc.) property owner pays adopted Pedestrian Circulation Improvement fee or may be required to construct improvements at the City's option.

IV. Property owner does not have DFIA, does not have a sidewalk, and is NOT on an existing or proposed pedestrian route:

1. Upon issuance of building permit, (i.e. room addition, remodel, garage, pool etc.) property owner pays adopted Pedestrian Circulation Improvement fee for general sidewalk development in other priority areas.

4.3 ADDITIONAL IMPLEMENTATION/FUNDING OPTIONS TO BE CONSIDERED

Pedestrian Impact Mitigation Fee

A pedestrian impact mitigation fee could be charged to all new development to fund the implementation of the pedestrian plan. This fee would apply to any new development within the City and improvements would be made only on the proposed new sidewalk improvements identified in this plan. The needs for expanded pedestrian facilities are directly related to the increase in population and travel demand that comes with new development. Traffic impact mitigation fees developed to fund roadway improvements utilize the basic unit of measure



known as "Equivalent Dwelling Unit" (EDU). EDU's quantify the traffic increase associated with a single-family residential unit. A Pedestrian Impact Mitigation Fee could be structured in the same fashion as a roadway impact fee where the contribution from a specific development type is prorated based upon its EDU ranking. A specified amount could be charged to both commercial and residential development, since a comprehensive pedestrian circulation network would enhance the ability for people to walk to from residences to activity centers such as shopping, work, entertainment, etc.

Since improvements constructed utilizing the Pedestrian Impact Mitigation Fee would also benefit existing residents, a portion of the cost to construct the improvements proposed in this pedestrian plan would equitably be apportioned to existing residents within the city. The existing residents share in this cost could be represented by the grant funds the city is able to obtain for the purpose of constructing sidewalk improvements. Section 4.4 of this Chapter explains some of the state and federal grant funding options available to the City.

Sidewalk Assessment

The City could collect an annual sidewalk assessment from each property owner to be applied toward the development of the proposed sidewalk routes identified in this plan. The city would also take on responsibility to repair and replace all public sidewalks, as necessary. The funding would allow the city to aggressively pursue implementation of the proposed improvements included in this plan.

The survey sent to residents within the City of Placerville as a component of this pedestrian plan asked the following question, "Would you support a City-Wide Assessment [Tax] for construction and maintenance of sidewalks?" responses were:

Yes	44%
No	45%
No Response	11%

The results of this survey represent a very even margin, and a 2/3's majority vote would be required to pass a City Sidewalk Fee. However, in completing the survey each respondent made some assumptions including how much the assessment would be and where improvements would be made. With the development and adoption of this pedestrian plan, residents of the city can locate where improvements are proposed, and the associate costs with those improvements.

Local Improvement Districts

Local Improvement Districts could be developed and approved by the City Council. Funds collected within the Improvement Districts could be utilized to construct necessary sidewalk improvements within the district. Sidewalks within the City of Placerville tend to be sporadic and often exist on only one side of the street. Arguably those who live (or work) in the district and do not have sidewalks on their own frontage are beneficiaries of existing sidewalks on others' frontage. Under the current system, maintenance of existing sidewalks is the sole responsibility of the property owner with the sidewalk on their frontage. Development of Local Improvement Districts, consistent with the area maps included in Chapter 5, could provide some equity between those with and without existing sidewalks. Under this scenario, new development



would remain responsible for constructing sidewalks on their frontage and for constructing sidewalks off-site as necessary to connect to the existing system.

Repair and Educate Program

There is an identified need for basic maintenance, weed abatement, and brush/tree trimming in many existing sidewalk locations throughout the city. The City of Placerville could consider utilizing water bills to send out flyers to residents notifying them of their responsibility (per city code) for repair and maintenance of the sidewalk located on their frontage. The flyer could be circulated during the Fall when the city conducts an annual free yard waste pickup. An example flyer is included in Appendix 2.

4.4 FEDERAL/STATE FUNDING SOURCES

Safe Routes to School (SR2S)

For infrastructure related projects, eligible activities are the planning, design, and construction of projects that will substantially improve the ability of students to walk and bicycle to school.

These include sidewalk improvements, traffic calming and speed reduction improvements, pedestrian and bicycle crossing improvements, on-street bicycle facilities, off-street bicycle and pedestrian facilities, secure bike parking, and traffic diversion improvements in the vicinity of schools (within approximately 2 miles). Such projects may be carried out on any public road or any bicycle or pedestrian pathway or trail in the vicinity of schools.

Additionally, SR2S projects must include an education element to encourage walking and bicycling to school. These include public awareness campaigns and outreach to press and community leaders, traffic education and enforcement in the vicinity of schools, student sessions on bicycle and pedestrian safety, health, and environment, and training for volunteers and managers of safe routes to school programs.

Local Transportation Fund (LTF)

Under Article 3 of the Transportation Development Act (TDA), up to two percent of the LTF allocation to cities and counties can be used for bicycle and pedestrian projects. Revenues to the LTF program are derived from ¼ cent of the statewide sales tax. These funds are distributed through the El Dorado County Transportation Commission (EDCTC) to the local jurisdictions. Historically, EDCTC has received between \$50,000 and \$60,000 annually in TDA LTF Article 3 funds since 2002. TDA Article 3 funds can be used to maintain bicycle and pedestrian facilities.

Assembly Bill 2766

Motor vehicle registration surcharge fees are available for bicycle and pedestrian projects that can improve air quality. Through a competitive grant process, the El Dorado County Air Pollution Control District allocates these funds to El Dorado County and the City of Placerville.

Regional Surface Transportation Program (RSTP)

RSTP was established by the 1991 Federal Intermodal Surface Transportation Efficiency Act (ISTEA) and continued with the passage of TEA 21 in 1997 and SAFETEA-LU in 2005. Of all the funding programs in TEA 21, RSTP is most flexible. A broad variety of transportation projects and modes, including streets and roads, are eligible.

Examples of projects eligible for RSTP include highway projects; bridges (including



construction, reconstruction, seismic retrofit and painting); transit capital improvements; carpool, parking, bicycle, and pedestrian facilities; safety improvements and hazard elimination; research; traffic management systems; surface transportation planning; transportation enhancement activities and control measures; and wetland and other environmental mitigation.

80% of the apportionment is distributed among the urbanized and non-urbanized areas of the State through Metropolitan Planning Organizations and Regional Transportation Planning Agencies. The remainder goes directly to counties in a formula equal to 110% of the Federal Aid Urban/Federal Aid Secondary funding in place prior to 1991.

The estimated annual program level is \$320 million statewide and \$1 million for El Dorado County.

Congestion Mitigation and Air Quality Program (CMAQ)

The Congestion Mitigation and Air Quality (CMAQ) Improvement Program was established by the 1991 Federal Intermodal Surface Transportation Efficiency Act (ISTEA) and was re-authorized with the passage of TEA-21 and SAFETEA-LU. Funds are directed to transportation projects and programs which contribute to the attainment of maintenance of National provisions in the federal Clean Air Act. As part of the Sacramento Valley air basin, which is in non-attainment for ozone, El Dorado County is eligible for CMAQ funds.

Eligible federal-aid projects include public transit improvements; high occupancy vehicle (HOV) lanes; Intelligent Transportation Infrastructure; traffic management and traveler information systems (i.e., electric toll collection systems); employer-based transportation management plans and incentives; traffic flow improvement programs (signal coordination); fringe parking facilities serving multiple occupancy vehicles; shared ride services; bicycle and pedestrian facilities; flexible work-hour programs; outreach activities establishing Transportation Management Associations (TMAs); fare/fee subsidy programs; and under certain conditions, PM-10 projects.

The estimated annual program level is \$360 million statewide and \$1.8 million for El Dorado County.

Transportation Enhancement Activities Program (TEA)

Federal Transportation Enhancement Activity funds are to be used for transportation-related capital improvement projects that enhance quality-of-life in or around transportation facilities. Projects must be over and above required mitigation and normal transportation projects, and the project must be directly related to the surface transportation system. The projects should have a quality-of-life benefit while providing the greatest benefit to the greatest number of people. TEA funds are programmed as part of the State Transportation Improvement Program (STIP) process. Under TEA 21, California received approximately \$60 million per year for six years, starting in 1997. This is divided into the following four shares: 1) Regional; 2) Conservation Lands; 3) Caltrans; and 4) Statewide Transportation Enhancement. Regional Transportation Planning Agencies receive 75% of the TEA dollars in California, which are distributed to regions via the same formula as STIP funds. The remaining 25% goes to the State.

The estimated annual program level is \$271,000 for El Dorado County.

