

CUTLER • OROSI
COMMUNITY PLAN



A COMPONENT OF THE LAND USE AND CIRCULATION
ELEMENTS OF THE TULARE COUNTY GENERAL PLAN

1988

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A COMPONENT OF THE LAND USE AND CIRCULATION
ELEMENTS OF THE TULARE COUNTY GENERAL PLAN

Prepared for

Tulare County Planning and Development Department

Prepared by

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Approved

Tulare County Planning Commission, Resolution No. 6535, July 27, 1988

Adopted

Tulare County Board of Supervisors, Resolution No. 88-1051, August 30, 1988



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CHAPTER 1: INTRODUCTION

This chapter explains the purpose of the Cutler-Orosi Community Plan and how the document is organized.





gives them a good idea of what the county will or will not allow. Additionally, since this plan covers territory of interest to several governmental agencies, it can serve as the basis to coordinate decisions.

Finally and most importantly, it provides a means for residents of the community to participate in the land use planning process. Through the plan preparation and adoption process, residents have the opportunity to examine the planning issues of their community and can help determine the policies that will guide future development.

Planning Framework

To be meaningful, a planning document must be more than a land use map and general policy statements. The Plan must provide descriptive data about the community, carefully analyze it, and discuss the significance of the material in order to develop meaningful goals and policy statements to guide new growth.

To meet these requirements the remaining chapters of this plan are organized as follows:

Environmental Assessment - The environmental assessment documents existing conditions in the planning area and will be used as the environmental setting section for the environmental impact report.

Urban Development Boundary - This section will examine urban boundaries for Cutler and Orosi in order to determine if modifications are needed to accommodate future growth.

Policy Plan - The policy plan examines the problems and opportunities facing the community. Examining these issues helps to determine how land use patterns can take advantage of an opportunity or rectify a problem. These issues are the result of analyzing the data included in the environmental assessment. As each issue is reviewed, a set of policies and implementation measures is recommended.

Environmental Impact Report - This plan also includes an integrated environmental Impact Report (EIR). This approach eliminates the repetition often found in planning documents and their corresponding EIRs. Combining the documents also improves the review procedure as reviews have at their disposal both the community plan and the Draft EIR. Also, as provided in the California Environmental Quality Act (CEQA), the examination of environmental effects of future residential projects which are consistent with this community plan will be limited to those which were not analyzed in this EIR.

INTRODUCTION

State law, Government Code Section 65300, requires every city and county to adopt a comprehensive, long range general plan to guide its future physical, economic and social development. As the name implies, a general plan is not a detailed parcel-by-parcel statement of land use policy. It is a statement of generalized land use patterns, policies and recommendations which carry out the goals and objectives of the community.

Tulare County has chosen to fulfill this State planning law requirement by preparing a comprehensive general plan for the County, and through the preparation of a series of "community plans" for the cities and the larger unincorporated communities. Community plans allow the County to examine planning issues within a defined area and to tailor a planning program to fit the conditions present. These community plans will augment rather than supersede the Tulare County General Plan within these areas.

While State planning law establishes the issues a general plan must address, the responsibility of determining the contents of the community plans rests with the adopting agency, in this case, Tulare County. The Cutler-Orosi Community Plan examines the most critical issues facing the community. These issues are:

Urban Boundaries - How much land will Cutler-Orosi need to accommodate its future growth; where should future growth be located; how growth and the county's policies regarding agricultural land should be reconciled; and whether Cutler and Orosi should grow together.

Land Use - Within the planning area, how can land uses be distributed in an efficient and environmentally conscious manner. What can be done to improve the existing developed areas.

Circulation - What improvements are needed to implement the proposed land use use pattern and to make the existing circulation system more efficient.

Public Facilities - Are existing public facilities capable of sustaining the amount of growth projected and if not what improvements are needed to serve future residents.

While complying with State law is in itself sufficient reason to prepare planning documents, there are also other reasons to do so. The goals and policies of the plan establish the ground rules for land use decisions. As a result, residents will have a better idea about how land use decisions will be made. It also assures that everyone is dealing with the same understanding about the future of the community. Persons interested in investing or building in the community also benefit because it

CHAPTER 2: ENVIRONMENTAL ASSESSMENT

This chapter includes all the necessary data for the preparation of the Cutler-Orosi Community Plan and its corresponding environmental impact report (EIR). This chapter will serve as the environmental setting section of the EIR as allowed by the Guidelines for the Implementation of the California Environmental Quality Act, Section 15166.





CUTLER AND OROSI PLANNING AREA

Location

Cutler and Orosi are two unincorporated communities located in northern Tulare County, approximately 16 miles east of State Highway 99 and 15 miles north of Visalia. Both communities are located along State Highway 63 about one half mile apart. The population for Cutler and Orosi is 3770 and 5660 persons, respectively.

The two communities are predominantly rural, agriculturally-related service centers. They not only serve as an area where agriculturally-oriented enterprises, such as packing houses and cold storage facilities are located, but also as a residential community where many of the area's farm workers reside. Persons residing in smaller surrounding communities, like East Orosi, Sultana, and Yettem, travel to Cutler and Orosi for incidental shopping, school, and banking purposes. For major shopping, leisure services and medical care, persons will generally travel to Dinuba, 5 miles to the west, or Visalia, 15 miles to the south.

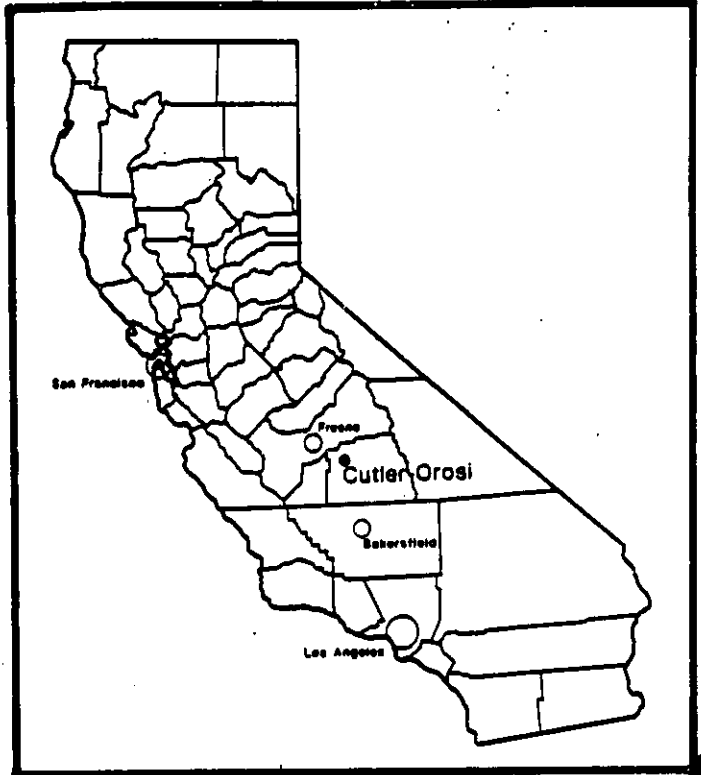
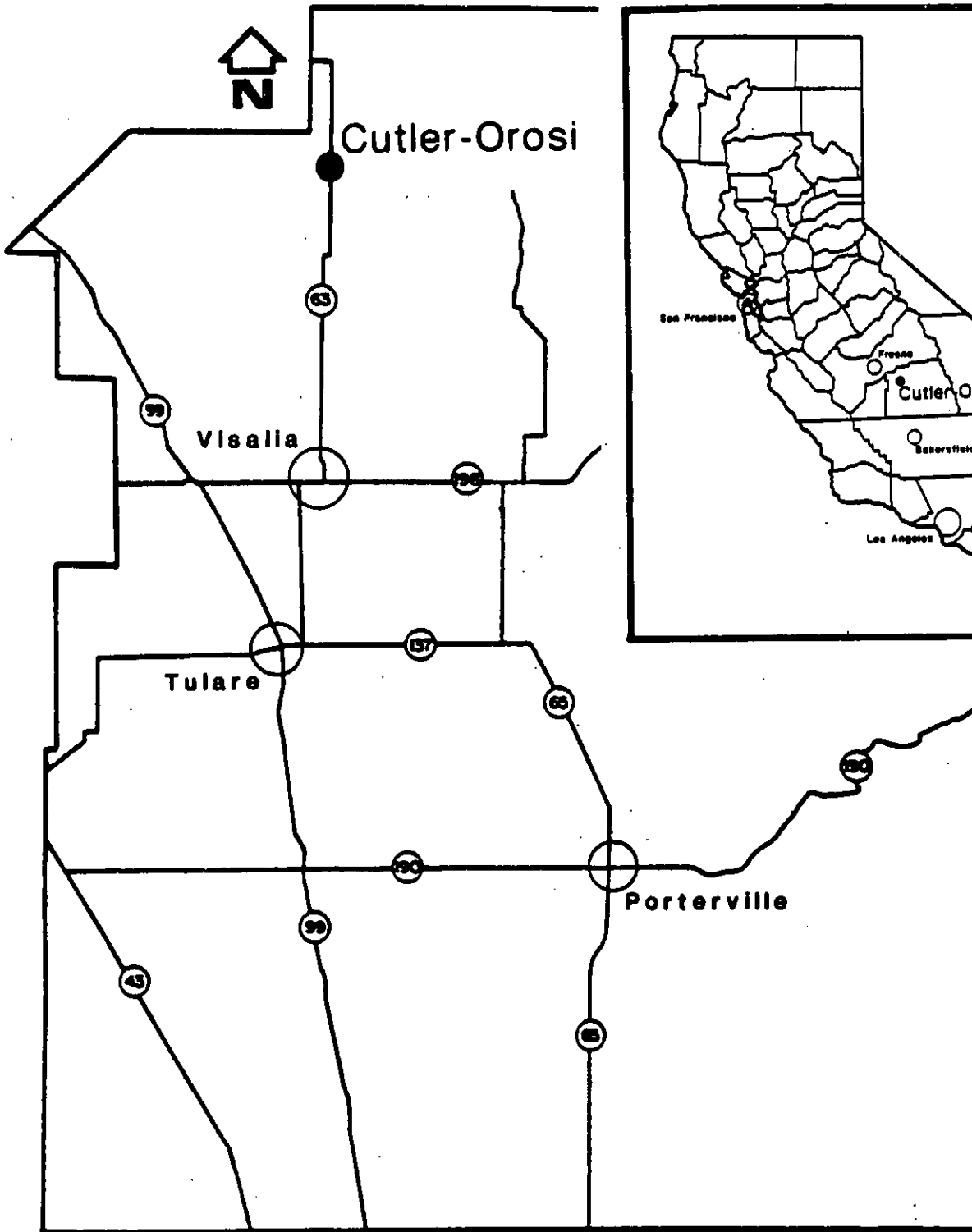
The communities are situated on relatively level terrain with a slight fall towards the southwest. The major natural features in the area include the Sierran foothills located two miles to the east, and Sand Creek which flows between the two communities.

The area has a climate typical to the Southern San Joaquin Valley - hot dry summers and cool, moist winters. The average precipitation rate is approximately 10 inches, most of which occurs between the months of November and April. The average monthly high temperatures occur in July, 100 degrees F; the average monthly low temperatures occur in January, 35 degrees F.

Land Use Planning

Generally, the growth of the two communities has been well planned. Both have developed in a contiguous fashion and have remained compact through infilling. The two communities are separated from each other by distances ranging from one quarter to one half mile. One of the reasons for the open space between the two communities is that Sand Creek periodically floods thereby making some of this land undevelopable. Most of the land that separates Cutler and Orosi is presently used for agriculture.

Cutler and Orosi are surrounded by agricultural lands. Crops grown on these lands include field crops, deciduous fruit orchards and vineyards. Unlike many Valley communities, there is little rural residential development (1 to 5 acre homesites) surrounding either community.



Cutler is bisected north and south by Highway 63. It is bounded on the south by the Atchison Topeka Santa Fe Railroad and agricultural land, on the north and east by agricultural land, and on the west by the railroad, the waste water treatment plant and two major packing houses. The western half of Cutler is almost fully developed, whereas the eastern half is less than fifty percent urbanized. According to the Tulare County Planning and Development Department, there is a 91-lot single family subdivision pending on the east side of Cutler.

Most of the more recent residential development has occurred on the east side of Cutler. New development to the south and southeast has been restricted by a number of features, including the railroad tracks, the treatment plant, industry, and lands under the Williamson Act. To the north, development has historically been restricted by flooding from Sand Creek. Commercial development is concentrated along both sides of Highway 63, while industrial uses are situated along the railroad tracks. Cutler's one school, Cutler Elementary, and two parks are also located on Highway 63.

Highway 63 and Avenue 416 divide Orosi into four neighborhood quadrants. Each quadrant supports a mix of single family, mobile home and rural residential development. Almost all the multifamily development is located in the southwest quadrant, while Orosi's one mobile home park is situated in the northeast. All quadrants, except the southeast, support a school. Recent residential development has occurred in the northeast and southwest quadrants. Development to the south and east has historically been restricted by flooding and irregularly shaped parcels which are difficult to develop.

Three major developments are currently pending in Orosi. In the southwest quadrant an 18 acre elementary school site and a 40 acre, 78-lot single family subdivision, are under County review. The Cutler-Orosi Unified School District recently purchased a 57 acre site in the northwest as a future site for a high school and elementary school site.

Orosi's commercial district is concentrated along Highway 63 and the west side of Avenue 416. New commercial development has been absent in Orosi in recent years. The proximity of Dinuba and Visalia make commercial development in Orosi somewhat risky due to competition from these neighboring communities. Orosi has little industrial development, and what little there is is dispersed in the southern part of the community.

Land Use

A land use survey conducted within Cutler-Orosi's existing Urban Area Boundary (UAB) revealed several land use facts. The area has an abundance of vacant developable land. Within the UAB, 1393 acres, or 61 percent of the land, is vacant or in agriculture and could support urban development if sewer and water were available.

Land use patterns in Cutler and Orosi are typical of other Valley communities. Commercial development and apartments are situated on the more heavily traveled streets, industrial development is located along railroads, schools and parks are integrated with residential districts, and the entire community is surrounded by agriculture.

Table No. 1








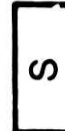

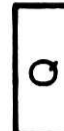
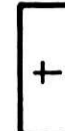
Cutler-Orosi Land Use

Land Use Category	Cutler	Orosi	Total
Residential			
Used	124 acres	215 acres	339 acres
Vacant	37	140	177
Commercial			
Used	11	24	35
Vacant	1	27	28
Industrial			
used	32	11	43
vacant	0	0	0
Schools	23	71	94
Parks	0	12	12
Quasi-Public	10	45	55
Agriculture	885	303	1188
Street/Freeway ROW	197	76	273
Railroad ROW	0	36	36
TOTAL	1320 acres	960 acres	2280 acres

(Source: Collins & Castrillo, Planning Consultants, 1987)

Handwritten:
 169 total
 43 dev
 126 use
 169

Existing Land Use

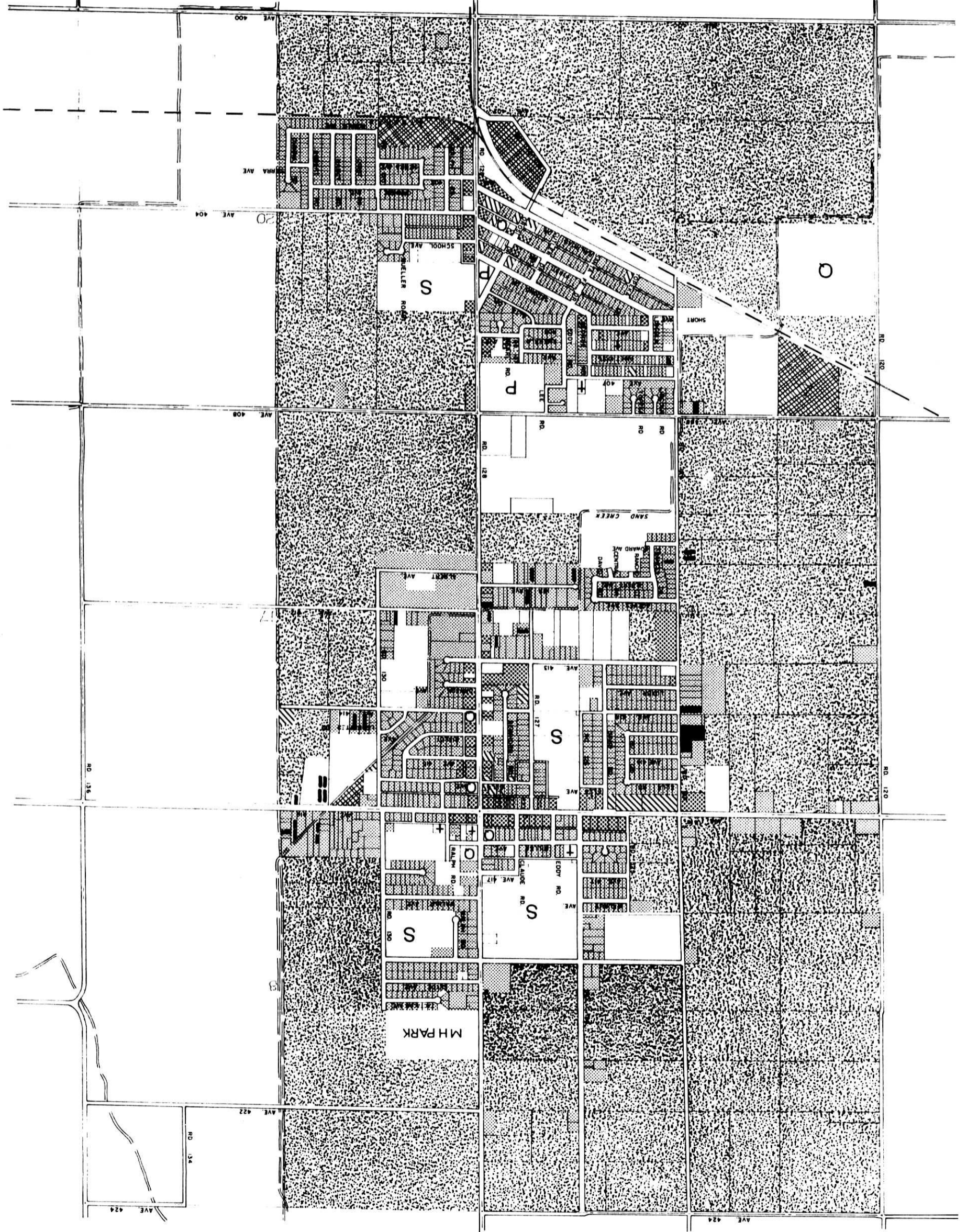
-  Mobilehome
-  Single Family
-  Multi Family
-  Commercial
-  Industrial
-  Vacant
-  Agriculture
-  Schools
-  Parks
-  Quasi-Public
-  Church

Cutler-Orosi Community Plan

Map 2



COLLINS & CASTRILLO
PLANNING CONSULTANTS



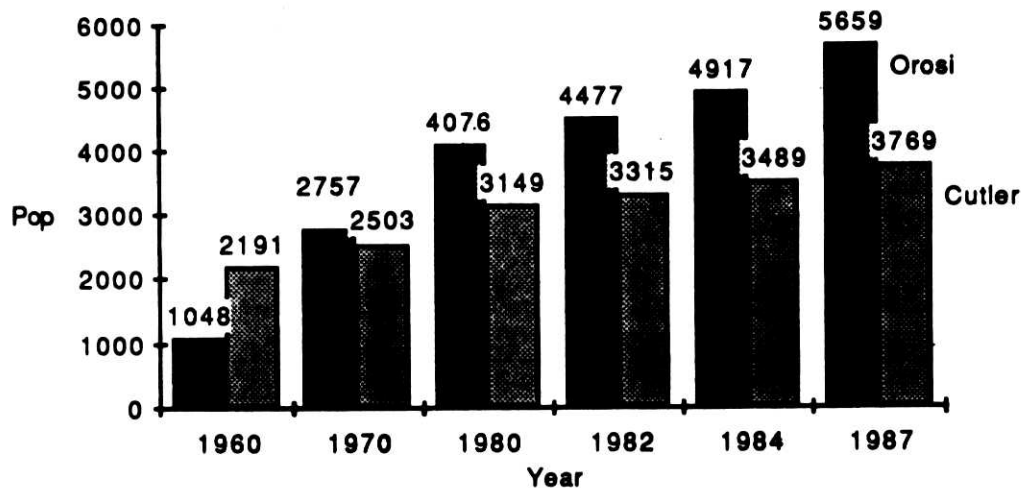


POPULATION

Present Population

From 1960 to 1980, the Cutler-Orosi population grew from 3239 to 7225 persons, an average annual growth rate of 6.1 percent. This greatly exceeded the county's growth rate of 2.25 percent over that same period of time. Individually, Cutler grew at a pace slower than the County, 2.29 percent, while Orosi increased at a rapid rate of 14.45 percent annually. Since 1970, that annual growth rate has slowed to 4.8 percent.

Figure No. 1
1987 Population



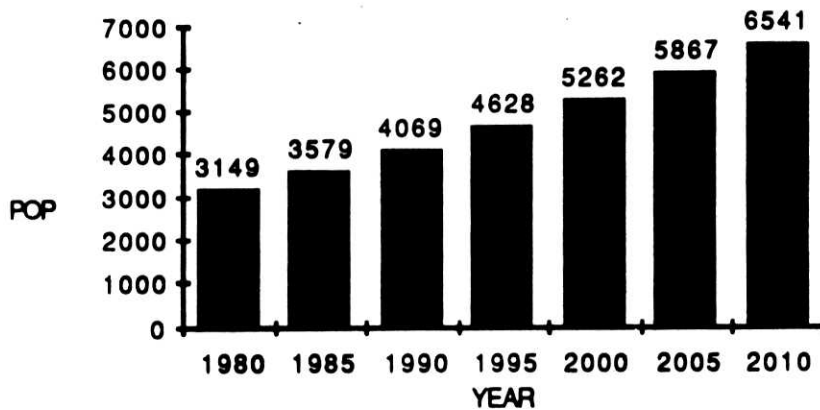
(Source: 1980 Census and Collins & Castrillo, Planning Consultants)

Since 1980, 86 single family and 88 multiple family units have been constructed in Cutler and Orosi. Almost all of this construction has occurred in Orosi. Population estimates for 1987 for Cutler and Orosi are based on development activity, which promotes immigration, and the communities' natural growth (birth-death). Both communities have exhibited a strong natural growth rate based on school enrollment figures and 1980 Census statistics. Immigration has been a stronger factor in Orosi than in Cutler, a conclusion based on building permit activity. Based on these factors, Cutler's and Orosi's 1987 estimated populations are 3770 and 5660, respectively. These estimates are based on Cutler's and Orosi's annual growth rate from 1970 to 1980 (Cutler, 2.6 percent; Orosi, 4.8 percent).

Projected Population

The 1980 Census indicated that the population of Cutler and Orosi had a young median age (20.5 and 24.7 respectively); and 21 percent of the total population of the two communities was comprised of females in the child-bearing age categories, 15-44. Based on these two factors, and Census information which indicates a fertility rate which is higher than the State average, population projections from 1987 to 2000 for Cutler and Orosi assume a straight line projection based on the historical growth rate for the previous ten years. For Cutler and Orosi, this assumes a 2.6 and 4.8 percent annual growth rate, respectively. Beyond the year 2000, a slower growth rate for each community is projected because the percentage of women in the child-bearing years will decrease. Growth rates from 2000 to 2010 for Cutler and Orosi are projected to be 2.2 and 3.0 percent, respectively.

Figure No. 2
Cutler
Population Projections



(Source: Collins & Castrillo, Planning Consultants, 1987)

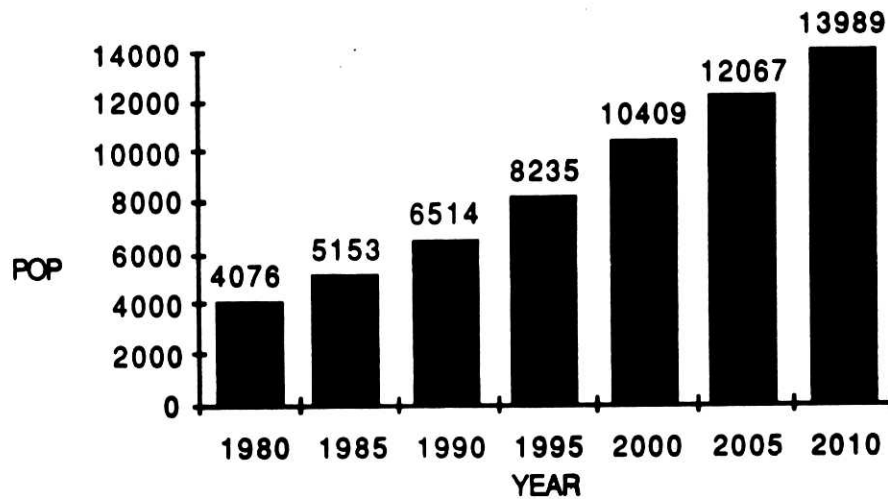
Age Structure

Population by age category is an important indicator of the impact the population will have on the community's services and infrastructure in the future. For example, if the number of women in the child-bearing years (15-44) is substantial, it can have a marked impact on natural growth (births). This increase in births will create a demand for services such as day-care centers, lower grade elementary classrooms, and pediatric health care.

Twenty-one percent of Cutler's and Orosi's population was comprised of females in the child-bearing years in 1980. This factor will provide for a strong natural growth rate until the year 2000.

The results of this age factor are currently being experienced in the Cutler-Orosi Unified School District, where the enrollment for the K-6 grades has been increasing at 5.8 percent annually. Since 1981, enrollment in the K-6 grades has grown from 1398 to 1966 students.

Figure No. 3
Orosi
Population Projections



(Source: Collins & Castrillo, Planning Consultants, 1987)

Ethnic Composition

According to the 1980 Census, Cutler's ethnic composition is dominated by persons of Spanish/Hispanic origin, 89 percent or 2801 persons; followed by persons classified as White, 9.5 percent or 300 persons; and Filipino, 1.5 percent or 48 persons. Orosi's figures are Spanish/Hispanic, 61 percent or 2484 persons; White, 25 percent or 1039 persons; and Asian and Pacific Islander, 13.5 percent or 552.

HOUSING

Housing Units by Type and Tenure

Based on the 1980 Census and county building permit data there were an estimated 808 housing units in Cutler in 1987. Seventy-seven percent, or 626 units, were single family dwellings; 22 percent, or 176 units were multiple family units; and less than one percent, or 6 units, were mobile homes. In Orosi, there were an estimated 1279 units in 1987. Seventy-two percent, or 922 units, were single family dwellings; 20 percent, or 254 units, were multiple family units; and 8 percent, or 103 units, were mobile homes.

Since 1980, 86 single family units and 88 multiple family units have been constructed in the Cutler-Orosi area. Three major subdivisions are currently pending including a 78-lot subdivision and a 22-lot subdivision in Orosi, and a 91-lot subdivision in Cutler.

Table No. 2

Housing Units by Type and Tenure in 1987

<u>Unit Type</u>	<u>Occupied Units</u>	<u>Owner-Occupied</u>	<u>Renter Occupied</u>
CUTLER			
1 unit	626	416	210
2-4	69	7	62
5 or more	107	35	57
Mobile homes	<u>6</u>	<u>0</u>	<u>6</u>
TOTAL	808	458 (57%)	335 (43%)
OROSI			
1 unit	922	762	159
2-4	48	21	27
5 or more	206	15	191
Mobile homes	<u>103</u>	<u>100</u>	<u>3</u>
TOTAL	1279	898 (70%)	380 (30%)

(Source: Collins & Castrillo, Planning Consultants, 1987)

Housing tenure, owner-occupied versus renter-occupied, reveals the transient or stable nature of a community. The difference between Cutler and Orosi regarding this condition is apparent (see Table No. 2). For comparison, countywide housing

tenure figures are 63 percent owner-occupied and 37 percent renter-occupied. Cutler is below the county owner-occupied figure with 57 percent, and Orosi is above the county figure with 70 percent. Cutler's large number of renters may be due to income levels which are below those of Orosi and the County.

Housing Conditions

The viability of a community is often measured by the condition of its housing stock. As part of the land use survey a housing conditions survey was conducted (see Table No. 3). Each housing unit was rated as sound, deteriorated or dilapidated, depending upon the number and magnitude of structural defects.

Table No. 3

1987 Housing Conditions

<u>Unit Type</u>	<u>Sound</u>	<u>Deteriorated</u>	<u>Dilapidated</u>	<u>Total</u>
CUTLER				
Single family	227	126	76	429
Multiple family	88	31	9	128
Mobile homes	<u>1</u>	<u>0</u>	<u>0</u>	<u>1</u>
	316 (57%)	157 (28%)	85 (15%)	558 (100%)
OROSI				
Single family	638	83	24	745
Multiple family	113	31	4	148
Mobile homes	<u>1</u>	<u>0</u>	<u>0</u>	<u>1</u>
TOTAL	752 (84%)	114 (13%)	28 (3%)	894 (100%)

Note: Based on a 69 (Cutler) and a 77 (Orosi) percent sample of total units.
 (Source: Collins & Castrillo, Planning Consultants, 1987)

The survey indicates that 57 percent of Cutler's housing stock is sound and 43 percent is either deteriorated or needs replacing. Conversely, 84 percent of Orosi's housing stock is sound, and only 13 percent is deteriorated or dilapidated.

Assuming that the survey conducted for each community is representative of the entire housing stock, Table No. 4 estimates the condition of the housing stock in the planning area.

Table No. 4

Summary of Housing Condition Survey

<u>Condition</u>	<u>Housing Units</u>	<u>Percent of Total</u>
Sound	1544	74 percent
Deteriorated	376	18
<u>Dilapidated</u>	<u>167</u>	<u>8</u>
TOTAL	2087	100 percent

(Source: Collins & Castrillo, Planning Consultants, 1987)

Unfortunately, there has not been an active program in Cutler or Orosi which focuses on the rehabilitation or replacement of dilapidated units. Most of the subsidized programs have dealt with new housing or rent subsidy.

Overcrowding

Overcrowding is defined by the State Department of Housing and Community Development as units which have more than one person per room. The 1980 Census indicated that 1602 persons, or 51 percent, of Cutler's population and 1592 persons, or 39 percent, of Orosi's population lived in overcrowded residential units. As detailed in Table No. 5, both communities have a significantly higher persons per unit density than the county average of 2.98 persons per housing unit.

Vacancy

In 1980, Cutler had 29 residential units and Orosi had 35 units which were vacant and available for rent or purchase. The vacancy rate for both communities was less than one percent. This low vacancy rate creates a very tight market for either renting or purchasing a home. The limited availability of housing may keep rents and the cost of owner-occupied dwellings at an artificially high level. The limited supply of housing may also result in overcrowding, a condition both communities are experiencing.

Table No. 5

Persons per Housing Unit

<u>Unit Type</u>	<u>Occupied Units</u>	<u>Total Persons</u>	<u>Persons per Unit</u>
CUTLER			
1 unit	603	2421	4.01
2-4	69	319	4.62
5 or more	92	316	3.43
Mobile homes	6	18	3.00
TOTAL	770	3074	3.99
OROSI			
1 unit	841	3236	3.85
2-4	48	169	3.52
5 or more	118	413	3.50
Mobile homes	101	207	2.05
TOTAL	1108	4025	3.63

(Source: 1980 Census)

Affordability

Spending too much of one's income on housing does not leave enough for life's other requirements. For years, the standard ceiling figure for housing cost as a percent of income has been 25 percent. However, more recent statewide trends indicate that households are spending upwards of 30 to 40 percent of their income on housing. Lower income households which exceed the 25 percent figure are placed in a difficult position, in that less money is available for other necessities, such as food, utilities, and transportation.

Cutler and Orosi households with incomes less than 80 percent of the County's 1980 median income (\$14,153) and that pay more than 25 percent of their monthly income towards housing fall into the "low-income over payment" category as established by the State Department of Housing and Community Development. Twenty-six percent of Cutler's households (46 owner-occupied and 151 renter-occupied households) fell into this category in 1980. Conditions in Orosi were somewhat better. Only 18 percent of it's households were in the low income over payment category.

To overcome this situation, a significant amount of federally subsidized housing has been constructed in Cutler and Orosi since 1959. The Tulare County Housing Authority operates 55 units in Cutler. These units are rented to families whose incomes are between 50 and 80 percent of the county median income. Also, there are 50 Section 8 rental housing units in the area. These units are subsidized by HUD for families who have incomes of 50 percent or less of the county median income.

Providing affordable housing in the San Joaquin Valley is the goal of the nonprofit housing organization, Self-Help Enterprises. Since 1965, Self-Help Enterprises has assisted families in the construction of 72 single family dwellings in the Cutler-Orosi area. These units are owner-occupied dwellings which are built and purchased by low to moderate income families. In 1988, Self-Help has plans to construct another 50 single family homes in Cutler.

ECONOMY

Employment

The major employer in Cutler and Orosi is agriculture or its related industries. In 1980, 55 percent of Cutler's and 45 percent of Orosi's work force worked in the agricultural sector of the economy. Manufacturing of durable goods was the second largest industrial employer in Cutler, while in Orosi, the retail trade sector ranked second. Orosi has a more diversified industrial base in that less than 50 percent of its work force is directly related to agriculture. It has a small retail, manufacturing and service based economy. However, both economies are primarily agriculturally driven, and therefore, are greatly influenced by downturns in the farm economy.

Income

The median family income of Cutler and Orosi in 1980 was \$11,497 and \$12,132, respectively. For comparison, the County figure was \$16,166, and Visalia's, the county seat, was \$19,434. This low median income figure is primarily related to employment patterns mentioned previously. Since many agriculturally related jobs are seasonal and their wages have traditionally remained low, incomes in Cutler and Orosi have remained depressed.

As a result of the lower income levels, 25 percent of Cutler's and 23 percent of Orosi's population in 1980 was below poverty status, which is defined as a family of four that makes less than \$7,412 annually. This percentage of persons living below the poverty level is well above the 16.5 percent figure for the County as a whole. Neither community's economic condition has changed noticeably since 1970, when the figure was 26 percent for both communities.

PUBLIC SERVICES

Police Protection

The Tulare County Sheriff Department's Cutler-Orosi substation serves a rural population of approximately 40,000 persons. In addition to serving Cutler and Orosi, the substation also serves Sultana, Yetttem, and East Orosi. The station is staffed using a 3-shift operation which includes 13 deputies, three sergeants, one lieutenant and 2 detectives who rotate among other stations. During any one shift there are three to four deputies in the field and one sergeant on the desk. The lieutenant maintains an 8 to 5, five days a week, schedule.

The types of calls for police service in Cutler and Orosi are typical of other unincorporated communities in Tulare County. Sheriff officials feel that the more serious calls result from Cutler rather than Orosi or outlying areas. Officials stated that the major reason for Cutler requiring more calls can be traced to Cutler having four bars as compared to two in Orosi. This type of commercial use usually generates a higher demand for police service. Officials also feel that Cutler has a larger farm labor population than Orosi, and that this may also be a factor in explaining the higher rate of service calls.

Fire Protection

Tulare County contracts with the California Division of Forestry (CDF) for fire protection services. The Cutler-Orosi fire station serves south to Avenue 352, west to Road 104, east to the foothills and north to the county line. The station is backed up by stations located in Dinuba, Ivanhoe, Woodlake and Fresno County. Ambulance service is provided by a fire station in Dinuba.

The station is staffed by a full-time paid firefighter, and is supported by 20 volunteers. Equipment support is provided by a 4-wheel drive fire truck (90 gpm pumper) used for grass fires and accidents, and a large engine (1250 gpm pumper) used for structural fires.

During the summer months the primary calls for service involve grass fires. In the winter, the majority of calls involve structural fires.

Schools

The Cutler-Orosi Unified School District serves Cutler and Orosi, and the smaller communities of Yetttem, Badger and Lovell. The District has six schools which provide grades K through 12.

Cutler Elementary School provides grades K-3 and 6-8; grades 4-5 attend the elementary school in Yettem. Orosi has two elementary schools and one high school. El Monte Elementary has grades K-1 and 6-8, Palm Elementary has grades 2-5, and Orosi High School is 9-12. Sierra Elementary, located in the mountain community of Badger, provides grades K-8. A continuation high school located in Lovell provides grades 9-12.

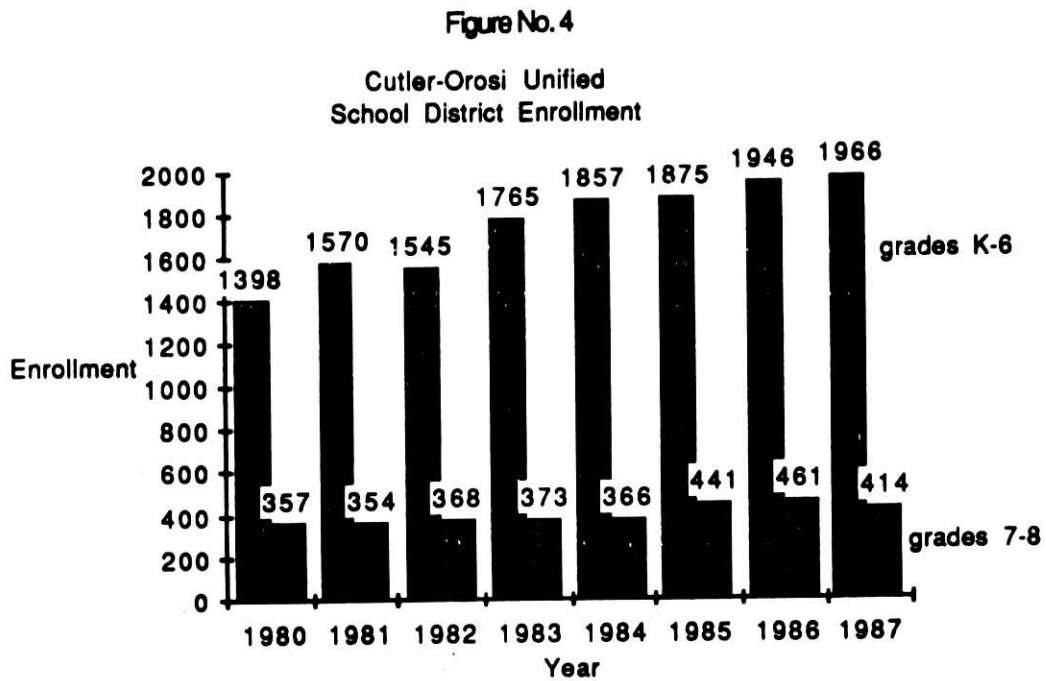
The ethnic composition of the district is 70 percent Hispanic, 15 percent Asian, 15 percent White and less than 1 percent Black.

The District has recently purchased a new 18 acre elementary school site in Orosi, located east of Road 128 and north of Sand Creek. It will have a capacity of 750 students and serve grades 6-8. In addition, a 57 acre site was purchased at the northwest corner of Road 128 and Avenue 419 in Orosi. Twelve acres of this site will be reserved for an elementary school and the balance for a new high school.

School officials have stated that the District is exceeding its enrollment capacity. An indicator of this capacity problem is average classroom load. The District is currently averaging 30 students per classroom. School officials have indicated that the average classroom load is 30 students. Enrollment figures from 1979/80 to 1987/88 show that enrollment in the elementary grades, K-8, has increased from 1755 to 2380 students, an average annual increase of five percent. Even more dramatic is the increased enrollments experienced in the K-6 grades. For the last seven years, enrollment in these grades has increased at an average annual rate of almost six percent.

Orosi High School's enrollment has increased from 615 to 684 students, an average annual increase of 1.5 percent. This growth rate is expected to increase as the population at the lower grades ages.

School officials have stated that the construction of two new elementary schools, and eventually a new high school, should adequately serve the District for the next twenty years. School impact fees currently being collected by the District, and construction funds from the State will be used to finance these projects.



(Source: Cutler-Orosi Unified School District, 1987)

INFRASTRUCTURE

Sewage collection, domestic water and street lights are provided to Cutler and Orosi by the Cutler and Orosi Public Utility Districts. Sewage treatment is jointly provided by the districts at a waste water treatment plant located southwest of Cutler. The districts also collect and treat wastewater from the outlying communities of Sultana and East Orosi. In addition, the communities of Yетtem and Seville are scheduled for connection to the treatment plant in the next three years.

Sewer

The two districts jointly fund the maintenance and operation of the waste water treatment plant located on a portion of a 120 acre site near Cutler. The plant was originally constructed by the Cutler PUD in 1960. It was later upgraded by the Orosi PUD in 1965 when it connected to the plant. After the 1965 renovation, the plant contained two clarifier-digesters, two trickling filters, stabilization ponds and sludge drying beds. Its hydraulic capacity was .85 million gallons per day (MGPD). Effluent from the plant was used for irrigation on adjacent farmland owned by the two districts.

Due to the growth in the two communities and more stringent State waste water disposal requirements regarding effluent disposal, the plant was expanded and upgraded in 1982. An oxidation ditch system was added to the plant which increased the plant's hydraulic capacity to 1.47 MGPD. However, this addition did not resolve the problem of disposing of treated effluent. During the summer months the districts can use the effluent for irrigation. Unfortunately, during the winter months irrigation water is not needed and the stabilization ponds fill up with effluent. The districts have secured a permit through the National Pollution Discharge Elimination System to chlorinate the effluent and discharge it into Sand Creek. Sorensen and Keller, consulting engineers for the two districts, have indicated that a moratorium on development may be required if additional disposal capacity can not be developed. The districts are currently seeking a funding mechanism which would mitigate the problem of effluent disposal.

The two districts share in the ownership of the treatment capacity. As of 1982, the Orosi District owned approximately 60 percent of the plant's capacity, and the Cutler District 40 percent. Presently, the entire plant is operating at two-thirds of its hydraulic capacity, approximately 1.20 MGPD. Domestic and commercial flows account for most of the effluent; industrial development, less than five percent. The communities of Sultana and East Orosi, which connected to the plant in 1985, contribute 15,000 and 40,000 GPD, respectively. If Yетtem and Seville connect, the plant will receive an additional 40,000 GPD.



While both districts share in the ownership of the treatment plant, they each operate their own collection system. The Orosi system is composed of vitrified clay pipes ranging in size from 6 to 15 inch lines. Recently, the District constructed its own 15 inch interceptor to the treatment plant, thereby, freeing up additional capacity in Cutler's interceptor line. There are numerous constraints in the collection system which could influence the direction, rate, and cost of urbanization. The original design of the collection system did not anticipate additional growth, and therefore, development in a direction other than due south, will require lift stations. These stations are costly to install and maintain. The District has indicated that development which requires lift stations will be required to form assessment districts to pay for the maintenance and operation of these stations. Furthermore, many of the lines into which these lift stations would feed are at load capacity. Additional community growth in every direction but south could require new lines to parallel existing lines.

Historically, Cutler has not grown as rapidly as Orosi, and therefore, the Cutler PUD has sufficient capacity in its sewage collection system. The District does, however, have one problem associated with its collection system. During periods of precipitation, storm waters leak into the system. This can overburden the hydraulic capacity of the plant if the infiltration problem is excessive. The District periodically inspects the collection system to identify sites where storm water is infiltrating and corrects the situation.

The collection system has capacity for additional development in the west and east portions of the community. Lift stations are not required for most areas in Cutler except for the extreme southern portions of the District.

Water

Water for municipal purposes is provided to Cutler and Orosi by their respective utility districts. Groundwater is drawn from depths ranging from 150 to 350 feet. The static water table ranges from 28 to 50 feet. The quantity of water available to the two districts is not a constraint to development, however, both districts have experienced problems meeting drinking water standards. In Orosi, one well has been abandoned due to excessive nitrates and another well has levels higher than the District would like, even though it is within the guidelines set by the U.S. Public Health Service.

The Orosi PUD has four wells which feed into a distribution system composed of pipe ranging from 2 inch steel lines to 10 inch PVC lines. The east and southeast portions of the system are in poor condition, either old, deteriorated or undersized. The District is in the process of replacing these segments of pipeline. The primary constraint to development involves the poor water quality in the northeast quadrant

of the community. To mitigate this situation the District will have to import water to this area from a different part of the distribution system.

The Cutler water system is composed of four wells and a distribution system which ranges from 2 inch steel lines to 10 inch PVC lines. Sorensen and Keller have indicated that peripheral residential development can be adequately served. Major users of water, such as some types of industries, would require further analysis prior to connection.



CIRCULATION

For a land use plan to operate effectively, a well thought out circulation plan is imperative. Existing roadways must have the capacity to expand as traffic counts increase, and new roads must be planned so that one part of the community can be connected to another.

Cutler and Orosi have an excellent circulation system in terms of access to other parts of the County. State Highway 201 and several county roads provide access to Highway 99, 20 miles to the west, and the foothill region to the east. Highway 99 is an important route used by industry to move goods to the southern and northern parts of the State. It also provides commuters with access to the Central Valley's larger metropolitan areas. State Highway 63 is another major north/south route in this region. It connects Cutler and Orosi with Visalia and it is the prime route between the two communities.

The communities also have a local circulation system, that when completed, will tie them together and create an excellent framework from which minor neighborhood streets can be built. Roads 120, 124, 128 (State Highway 63), 130 and 136 traverse the planning area in a north/south fashion and Avenues 424, 416, 408 and 400 (State Highway 201) are laid out on an east-west axis. Several roadways must either be built or widened in order to create an efficient circulation system. Most notably, there is an absence of a north-south road east of Highway 63 which would connect Cutler to Orosi, and a road system southwest of Cutler which would "open up" land for industrial development.

The internal circulation system of Cutler and Orosi is composed of paved streets with a curb to curb width of 40 feet. These "minor" streets provide circulation within each neighborhood of the community. Although they all have ample capacity for additional traffic, the condition of some of these streets is poor because they lack curbs and/or gutters or their pavement condition is deteriorating. Further, there are numerous areas in Orosi which are composed of large-lot rural residential development and are not "linked" to adjacent neighborhoods.

Tulare County recently completed the Draft Circulation Element for its General Plan. This document includes 1986 traffic counts for major county roads and highways, and projected traffic counts for the year 2010. The 2010 counts also include a service level rating which is based on the traffic count and roadway capacity (see Table No. 7).

The Element analyzed three roadways in the Cutler-Orosi area. These roads, their existing and projected traffic counts and their level of service (LOS) rating are shown on Table No. 6. Highway 63, south of Avenue 416, had a 1986 traffic count of 10,700 vehicles per day and a projected count of 16,200 for 2010. This projected count warranted a "C" service level: a stable road condition as it pertains to traffic flow. North of Avenue 416 the 1986 count was 1,700 vehicles per day and 8,900 for 2010. This projection warranted a "D" service level: a condition approaching unstable traffic flow and may require widening. Avenue 416, west of Highway 63, is a four lane, undivided road which had a 1986 count of 7,000 vehicles and a projected count of 10,300 for 2010. Both counts are well within the accepted volume capacity of this roadway.

Table No. 6

Cutler-Orosi Traffic Counts

<u>Location</u>	<u>1986 Count</u>	<u>2010 Projection</u>	<u>2010 LOS Rating</u>
Highway 63, S. of Ave. of 416	10,700	16,200	"C"
Highway 63, N. of Ave of 416	1,700	8,900	"D"
Ave. 416, W. of Highway 63	7,000	10,300	"A"
Ave. 416, E. of Highway 63	3,000	4,500	"A"

*Note: All traffic volumes are Annual Average Daily Traffic (AADT). AADT is the number of vehicles traveling in both directions, passing a point during the year, divided by 365.

(Source: Tulare County Public Works Department, 1987)

Table No. 7

Level of Service Interpretation

<u>Service Level</u>	<u>Description</u>	<u>Volume to Capacity Ratio</u>
A	FREE FLOW. Free traffic flow condition.	.00 to .59
B	STABLE OPERATION. An occasional phase is fully utilized. Minimal delays.	.60 to .69
C	STABLE OPERATION. Major approach phase may become fully utilized. Most drivers feel somewhat restricted.	.70 to .79
D	APPROACHING UNSTABLE. Drivers may have to wait through more than one red signal indication. Queues develop but dissipate rapidly, without excessive delays.	.80 to .89
E	UNSTABLE OPERATION. Volumes at or near capacity. Vehicles may wait through several red indications. Significant delays, and effective signal coordination is near impossible.	.90 to .99
F	FORCED FLOW. Represents jammed conditions. Excessive delays, and signal coordination is useless.	1.0 and above

(Source: Highway Capacity Manual, Highway Research Board, Special Report No. 87, Washington, D.C., 1965)

Transportation

The dominant mode of travel in Cutler-Orosi, like other communities in Tulare County, is the automobile. Transit is primarily used by the elderly and by persons who do not have access to automobiles. The 1980 Census indicated that the most common mode of transportation used by persons traveling to work was either their own automobile or carpooling with other persons. Of the persons in Cutler and Orosi who drive to work, approximately 40 to 50 percent carpool. The Census also indicated that 106 households in Cutler and 64 in Orosi were without automobiles. This indicates that a portion of the population may from time to time require public transit. The Tulare County Transit Service fills this public transit need by providing Monday through Friday dial-a-ride service. Public transportation outside the county is provided by the Greyhound Bus system.

Located one mile west of Cutler-Orosi is Alta Airport. It is a privately-owned, public use airport for private airplane owners and aerial sprayer operators. Neither the approach or takeoff alignments pass over either community. The policies of the Tulare County Airport Land Use Commission designate an area around Alta Airport as a "radius of review" for development projects. This radius does not encroach into the Cutler-Orosi planning area.

NATURAL RESOURCES

Soil

The Cutler and Orosi area is composed of primarily two soils: Exeter loam and Greenfield sandy loam (see Table No. 8). Both soils are considered to be "prime" agricultural soils (class I, II, or III). Exeter loam comprises 85 percent of the planning area and Greenfield sandy loam the other 15 percent.

Exeter loam is a class III agricultural soil. Its primary limitation for urbanization and agriculture is the existence of hardpan at a depth of about 30 inches. Typically for agricultural uses, the soil is "ripped" to provide for root and water penetration. The moderately slow permeability and existence of hardpan create "severe" conditions for septic tanks and drainage. The soil is "moderately" suited for building sites and "poorly" suited for streets and roads due to a high clay content.

Greenfield sandy loam is located in the northwest quadrant of Orosi. It is a class I agricultural soil which is well-suited for urbanization, including buildings, streets and roads, and septic tanks.

Table No. 8

Soil Characteristics

<u>Capability Unit</u>	<u>Building Suitability</u>	<u>Septic Tanks</u>	<u>Shrink-Swell</u>	<u>Sewage Lagoons</u>	<u>Drainage</u>	
Soil						
Exeter loam	III	moderate	severe	low-mod.	severe	severe
Greenfield sandy loam	I	slight	slight	low	severe	favorable

(Source: U.S. Soil Conservation Service, 1977)



Soil

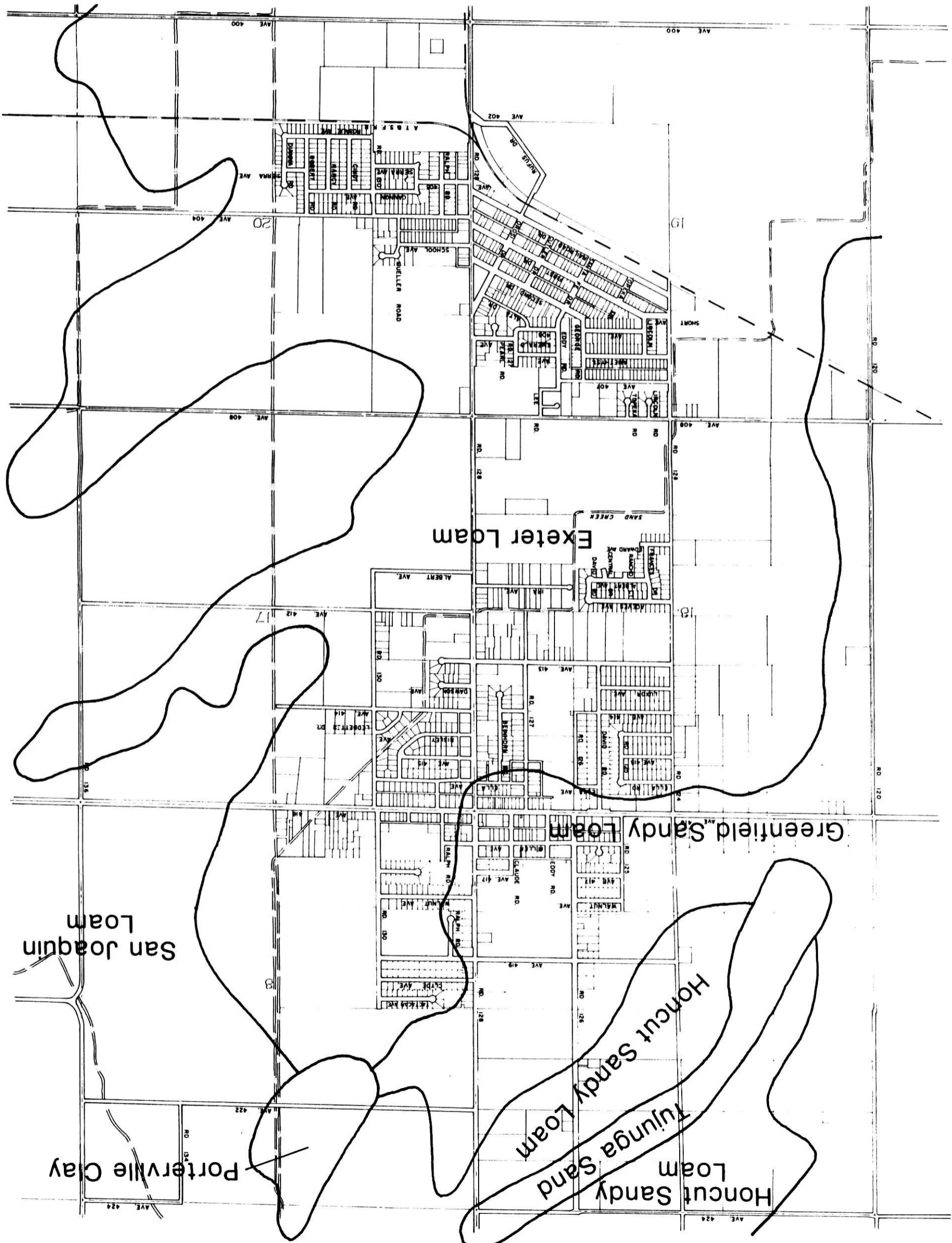
Cutler-Orosi Community Plan

Map 5



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Biotic

The planning area of Cutler and Orosi is void of native lands which would provide a habitat for threatened, candidate, proposed or endangered species. Sand Creek, before it was channelized and rerouted, probably supported a riparian plant community which included valley oak, sycamore, various species of willow, and numerous understory species. Without this streamside community, wildlife is restricted to bird and mammal life associated with the urban and agricultural landscape. Birds common to the area include crow, starling, meadowlark, blackbird, various species of sparrow, killdeer, dove, sparrow and red-tailed hawk, and swallows. Mammals include gophers, California ground squirrel, various species of mice, cottontail and jack rabbits, coyote, and opossum.

Air Quality

Cutler and Orosi are within the San Joaquin Valley Air Basin. It comprises the southern half of the Central Valley which is bounded on the west by the Coastal Range, on the east by the Sierra Nevada Mountains, on the south by the Tehachapi Mountains, and on the north by the Sacramento Valley Air Basin.

Topography and climate are unusually favorable for the development of air pollution, especially in the southern portion of the air basin where pollutants build up against the Tehachapi Mountains. Due to the air basin's light wind patterns, long periods of warm and sunny days, and surrounding mountains, air quality problems can occur at any time of the year.

The nearest State of California Air Resources monitoring station is located in Visalia, 15 miles south. Based on air quality data from this station, two measured air pollutants have generally exceeded state air quality standards. Ozone, the major ingredient of photochemical smog, exceeded the state one-hour standard of .10 parts per million (ppm) 46 days during 1983, 46 days in 1984, 38 days in 1985, 95 days in 1986, and 90 days in 1987. The state 24-hour standard for particulate matter, airborne particles of dust and smoke, is 50 ug/m^3 . In the years 1985, 1986, and 1987, the arithmetic mean for this standard was 68, 59, and 60 ug/m^3 , respectively.

Ground Water

Generally, the quality of the ground water in the Cutler and Orosi area is good. One well in Orosi has been abandoned because it exceeded the U.S. Health Department's drinking standards for nitrates, 45 milligrams per liter (mg/l). Another well in Orosi has a high concentration of nitrates but it is within the drinking standards. The high

nitrate concentrations are mostly associated with shallow wells. The existence of this salt is generally thought to be related with natural geologic conditions associated with the nearby foothills, effluent from septic tanks and nutrients which have leached from agricultural lands.

The most recent water quality tests for the Cutler water system were conducted in 1983. The tests revealed that all water constituents are within safe drinking water standards. The only constituent which came close to exceeding U.S. standards involved nitrates. One of Cutler's four wells had a measurement of 35 mg/l. The U.S. standard is 45 mg/l. With the existence of high nitrate counts in this well, and two wells in Orosi, the accepted method of correcting the problem is to abandon the well or drill the existing well deeper, thereby drawing from deeper stratas which are free of nitrates. Each district will continue to monitor the quality of its water. If nitrate problems persist or increase, the affected district will be responsible for correcting the problem using one of the previously mentioned mitigation methods.

ENVIRONMENTAL RISK

Flooding

According to the Flood Insurance Rate Map prepared by the Federal Emergency Management Agency (FEMA), a substantial portion of Cutler and Orosi is subject to a 100-year flood. The primary source of flood waters comes from the Sand Creek watershed. Records indicate that at least 19 floods have occurred in the area since 1862. The largest recent flood occurred in 1969 when Sand Creek experienced a peak flow of 3520 cubic feet per second (cfs), greatly exceeding the downstream channel capacity of 1200 cfs. This flood caused an estimated \$5.4 million worth of damage in the area.

Since the 1969 flood, the Tulare County Flood Control District has constructed a flood detention facility at the upper end of Sand Creek. This reduces the potential for flooding along Sand Creek by storing storm waters behind a dam. Unfortunately, there still exists flow capacity problems downstream from this facility. These problems involve bamboo growth in the channel, illegal dumping of debris and refuse, and levees which are poorly constructed and maintained. This problem is further aggravated by the fact that Sand Creek flows through the urbanized portions of Orosi. Numerous yards back up to the creek, which makes it difficult for the channel to be maintained.

To realize a significant reduction in the flooding potential of Cutler and Orosi two flood control measures are required. One measure, the construction of the Sand Creek Detention facility on the upper reaches of the Sand Creek Watershed, has already been completed. The second measure, maintaining the flow capacity and levees of Sand Creek, still requires attention. According to flood control engineers for Tulare County the formation of an assessment district is needed to finance the maintenance and improvement of Sand Creek.

Noise

The County of Tulare has adopted two county wide goals which pertain to noise. They are (1) protect the citizens of Tulare County from the harmful effects of exposure to excessive noise, and (2) protect the economic base of Tulare County by preventing the encroachment of incompatible land uses near known noise-producing industries, railroads, airports and other sources.

The County of Tulare adopted an updated Noise Element on February 9, 1988. The noise consultant for the county has provided current (1986) and projected (2010) noise contours for lands adjacent to freeways, airports, local industries and railroads. The noise contours were prepared in terms of either the Community Noise Equivalent Level (CNEL) or Day-Night Average Decibel Level (Ldn), both of which



Flooding

Zone A



Areas of 100-year flood; base flood elevations and flood hazard factors not determined.

Zone AH



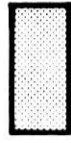
Areas of 100-year shallow flooding where depths are between one (1) and three (3) feet; base flood elevations are shown, but no flood hazard factors are determined.

Zone AO



Areas of 100-year shallow flooding where depths are between one (1) and three (3) feet; average depths of inundation are shown, but no flood hazard factors are determined.

Zone B



Areas between limits of the 100-year flood and 500-year flood; or certain areas subject to 100-year flooding with average depths less than one (1) foot or where the contributing drainage area is less than one square mile; or areas protected by levees from the base flood.

Zone C

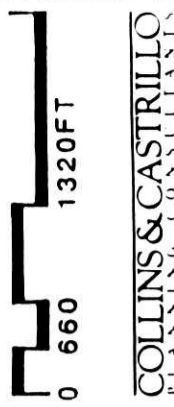
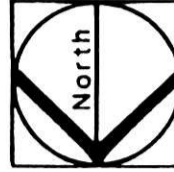


Areas of minimal flooding. (No shading)

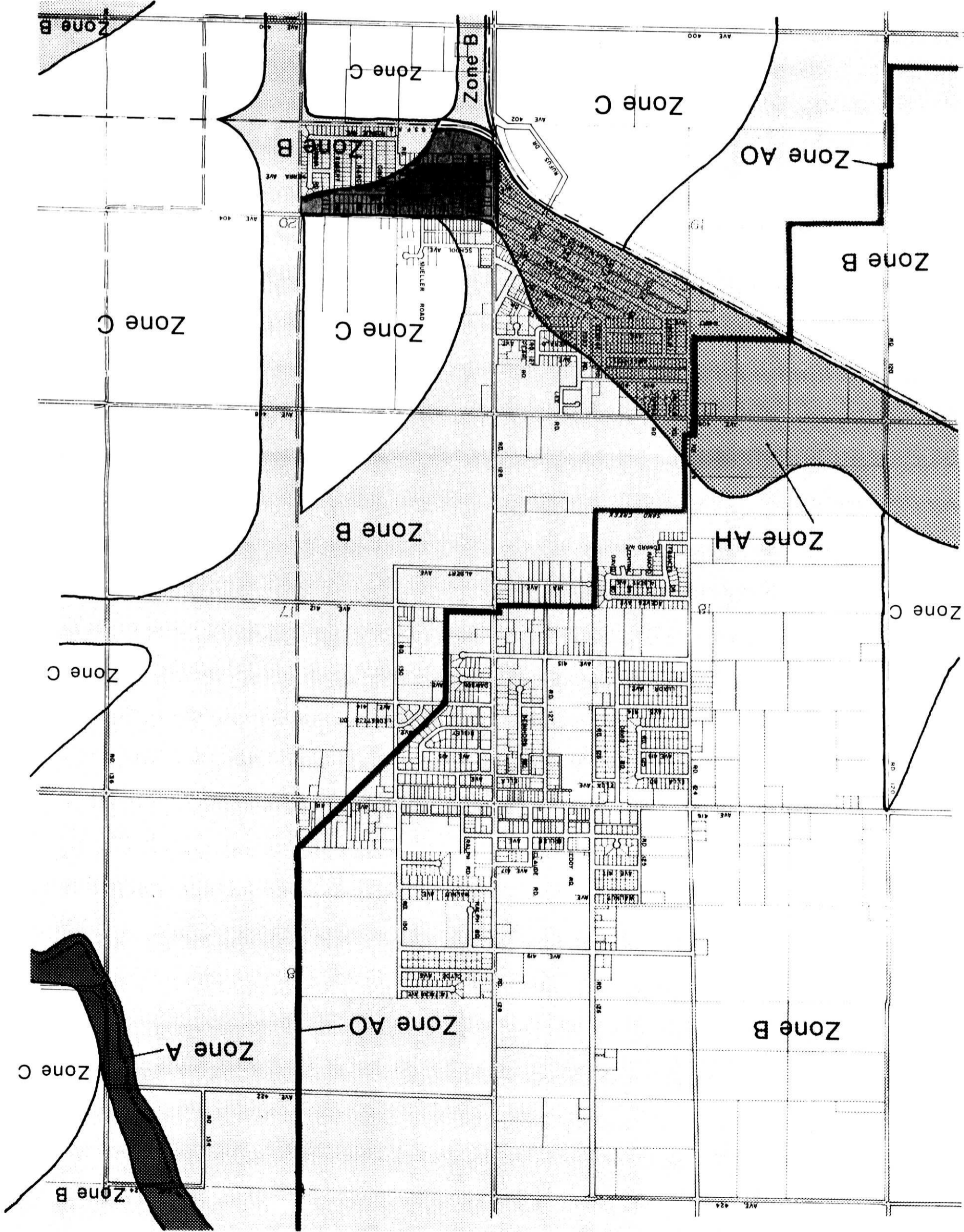
Source :
FEMA 1986 Panel No 065066-0285B

Cutler-Orosi Community Plan

Map 6



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are descriptive of the total noise exposure at a given location for an annual average day. The updated Noise Element has identified noise-impacted areas throughout Tulare County. These areas include lands which have existing or projected noise levels which exceed 60 decibels (dB) Ldn. This decibel figure is considered to be the maximum normally acceptable noise level for single family residential areas. Cutler and Orosi are primarily impacted by two sources of noise: State Highway 63 and Avenue 416. The noise comes from the auto and truck traffic using these two thoroughfares.

By 2010, the noise consultant projects that the 60dB noise contour will widen along Highway 63 and Avenue 416. A portion of two schools, Cutler Elementary and El Monte Elementary, are within this projected 60 dB contour. Even though the noise level is within acceptable noise limits, as noted in Figure No. 5, each school may want to consider noise attenuating improvements, such as landscaping, sound walls, or moving classrooms away from the noise source.

The 2010 projections also engulf residential areas along Avenue 416, west of Highway 63, in Orosi. Although residential uses within this noise contour are acceptable, noise attenuation measures must be included as part of their design and construction. Alternatively, uses that are less noise sensitive such as offices or commercial uses may be a reasonable alternative for this area.

Figure No. 5

Land Use/Noise Compatibility

LAND USE CATEGORY	COMMUNITY NOISE EXPOSURE L _{dn} OR CNEL, dB					
	55	60	65	70	75	80
RESIDENTIAL - LOW DENSITY SINGLE FAMILY, DUPLEX, MOBILE HOMES	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX
RESIDENTIAL - MULTI-FAMILY	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX
TRANSIENT LODGING - MOTELS, HOTELS	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX
SCHOOLS, LIBRARIES, CHURCHES, HOSPITALS, NURSING HOMES	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX
AUDITORIUMS, CONCERT HALLS, AMPHITHEATRES	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX
SPORTS ARENA, OUTDOOR SPECTATOR SPORTS	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX
PLAYGROUNDS, NEIGHBORHOOD PARKS	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX
GOLF COURSES, RIDING STABLES, WATER RECREATION, CEMETERIES	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX
OFFICE BUILDINGS, BUSINESS COMMERCIAL AND PROFESSIONAL	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX
INDUSTRIAL, MANUFACTURING UTILITIES, AGRICULTURE	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX

INTERPRETATION

NORMALLY ACCEPTABLE
 Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.

CONDITIONALLY ACCEPTABLE
 New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.

NORMALLY UNACCEPTABLE
 New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

CLEARLY UNACCEPTABLE
 New construction or development should generally not be undertaken.

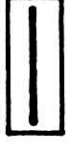
(Source: State Office of Noise Control)

Seismic/Geologic Hazards

The Five County Seismic Safety Element adopted by Tulare County indicates that Cutler and Orosi are in the "V1" zone: an area of "low" seismic risk. The San Andreas Fault is the nearest active seismic area, located 60 miles to the west. The Element states that active faults do not exist in Tulare County.

Noise

60 dB Ldn (1986)

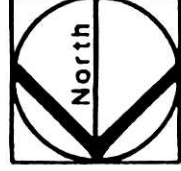


60 dB Ldn (2010)



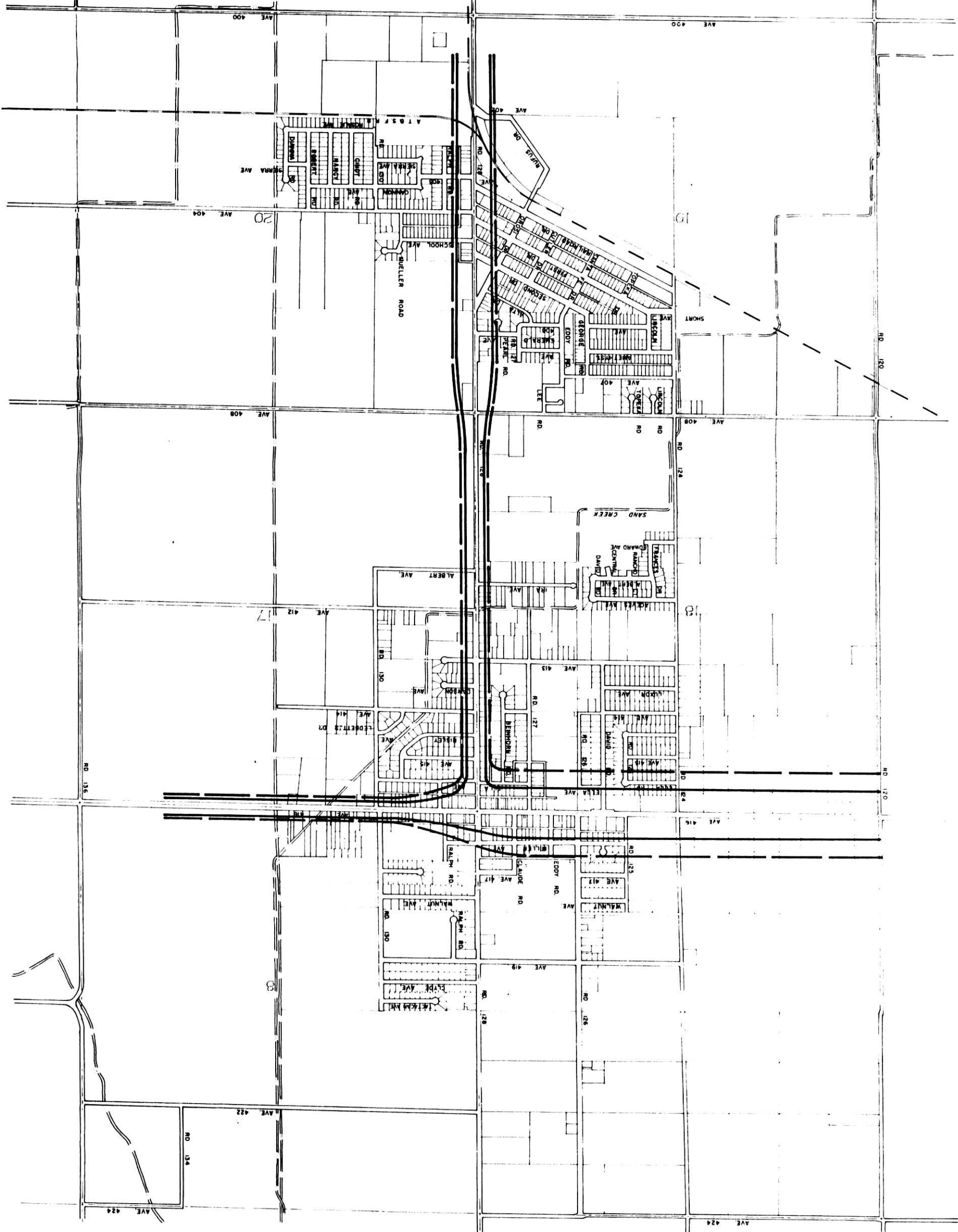
Cutler-Orosi Community Plan

Map 7



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ADOPTED COUNTY PLANNING POLICY

The County of Tulare recently prepared a Comprehensive Policy Plan which lists all adopted planning and development related policies contained in the County's general plan. This list of policies is the product of 30 separate adopted planning documents. Within the Comprehensive Policy Plan each community or city has a separate section devoted to policies that relate to that entity.

Policies which refer to Cutler-Orosi, and their corresponding reference number in the Comprehensive Policy Plan, are as follows:

1. Through its continuing planning program, the County should develop plans for small rural communities which will be in scale with current problems and extreme limitations on economic and physical growth. Service centers requiring early attention are Goshen, Cutler-Orosi, Ivanhoe, Pixley, Earlimart and Poplar (424.801).
2. The principal proposals of the sketch plan are (424.802):
 - a. The replacement of dilapidated housing units within the existing urban development pattern prior to significant urban expansion between Cutler and Orosi.
 - b. The unification of the Cutler-Orosi urban pattern through residential expansion between the two communities. Such unification should be discouraged, however, until adequate measures have been taken to control flooding along Sand Creek as recommended in the Flood Control Master Plan of the Tulare County Flood Control District.
 - c. The extension of existing commercial centers in Cutler and Orosi, with commercial development between the two communities being delayed until resolution of the flood control problem.
 - d. Industrial expansion along the Sante Fe Railroad spur between Cutler and Orosi sewer treatment plant. This location is preferred in order to avoid encroachment of industrial uses on residential areas and to permit low cost provision of sewer service to industrial areas. Because future industrial development can be easily concentrated in

this area, all land proposed for future industrial development, as enumerated in Table III-4 of the Water and Liquid Waste Management Element, should be made available here either during the 1970-1980 or 1980-1990 decade.

3. Urban Development Boundaries (UDB) are established around the following unincorporated communities in the County to serve as official urban planning areas for these communities: (Cutler-Orosi included) (424.501).
4. Consideration should be given to obtaining municipal status for the combined urban area of Cutler and Orosi (424.501)

In addition to these policies, there are other policies which have been adopted by the County which serve to guide development and planning. It is inappropriate to list each policy which could potentially influence the Cutler-Orosi Community Plan; however, it is important to get a sense of the County's attitude towards planning and development prior to preparing the Plan. The more important policy statements which could have a influence on the Plan, and their corresponding policy number, are summarized as follows:

- Retain community identity (211.103)
- Control urban sprawl (211.107)
- New development should be an extension of existing development (211.106)
- Urban Development Boundaries (twenty-year planning area) shall be prepared for Cutler-Orosi (424.501)
- Special districts should extend trunk lines in reasonable anticipation of new development (211.154)
- Residential densities less than one dwelling per acre should not benefit from urban services (211.168)
- Flood prone locations shall be avoided when planning urban development unless flood-proofing can be applied (211.175)
- Noise sensitive uses should be isolated or buffered from noise

sources (211.178)

- Sensitive land uses should not be located near rail lines (211.185)
- CALTRANS should insure land uses adjacent to roadways are as noise-free as possible (211.186)
- Provide for compatible land uses adjacent to heavy traveled highways (211.187)
- Urban development should be discouraged on class I soils (211.190)
- Urban uses should only be permitted on Class I, II or III soils when these uses are within a community's sphere of influence (211.194)
- Promote development of "skipped-over" vacant lands (211.408)
- Adopt community plans which designate adequate sites for residential development (211.409)
- Provide housing opportunities for farm-related employment (211.213)
- Develop a strategy to address substandard housing, including code enforcement, housing rehabilitation and public facility improvements (211.437)
- Protect the citizens of Tulare County from the harmful effects of exposure to excessive noise (322.123)
- Protect the economic base of Tulare County by preventing the encroachment of incompatible land uses near known noise-producing industries, railroads, airports and other sources. (322.124)
- New development of industrial, commercial or other noise-generating land uses will not be permitted if the resulting noise levels will exceed 60dBLdn (or CNEL) at the boundary of areas planned and zoned for residential or other noise sensitive land uses, unless determined to be necessary to promote the public health, safety and welfare of the County. (322.314)



CHAPTER 3: URBAN DEVELOPMENT BOUNDARY

This chapter delineates the planning area, also known as the Urban Development Boundary (UDB), for the Cutler-Orosi Community Plan. To determine the UDB for the planning area, a suitability analysis was employed to identify lands appropriate for urbanization.





INTRODUCTION

The purpose of this chapter is to establish the urban boundary which will also act as the planning area for the Cutler-Orosi Community Plan. Although State planning law does not define specific requirements for establishing planning area boundaries, it is generally agreed that the planning boundaries should include the territory within a community's adopted sphere of influence. In 1974, Tulare County adopted an Urban Boundaries Element to its General Plan. At that time, an Urban Improvement Boundary (20-year growth boundary) and Urban Area Boundary (ultimate growth area) were established for Cutler and Orosi. Those boundaries were subsequently amended in 1980.

In 1983, the Urban Boundaries Element was amended to replace the Urban Improvement Boundary concept with the Urban Development Boundary, and to change the Urban Area Boundary concept to a comment area around incorporated cities. Urban Area Boundaries are thus no longer established around unincorporated communities. The Urban Development Boundary line establishes a twenty year growth boundary for the communities of Cutler and Orosi. Over the years, services will be extended into this area which will allow new growth to occur. Since the Urban Development Boundary line defines the area where growth will occur, it should also serve as the planning area boundary in this study.

Benefits of Establishing An Urban Boundary/Planning Area

Besides defining the area in which Cutler and Orosi will eventually grow, designating an urban boundary for the community can provide local agencies and citizens with other benefits including:

- Encouraging coordination between land use planning and the provision of governmental services.
- Identifying and resolving potential interagency conflicts regarding service area.
- Encouraging efficient, economical and effective delivery of public services.
- Allowing property owners to identify the type and level of service their lands presently receive or may receive in the future.
- Assisting in the County's efforts to preserve open space and productive agricultural land.

Methodology For Establishing Urban Development Boundary

There are no scientific formulas or computer models that can be used to establish an urban boundary or planning area. Rather, many factors must be individually and cumulatively applied and analyzed. Additionally, urban boundaries must respect and support local and regional plans, take into account special local situations and result in growth patterns which will be sensitive to the environment. To establish the urban boundary/planning area for the Cutler-Orosi Community Plan, the following factors were examined.

- **Population Projections**

Population Projections indicate when and how many people must be planned for. They also provide County officials with a basis to estimate the future land needs of the community.

- **County Policies**

State planning law requires plans to be internally consistent. Since this Plan is a part of the County General Plan, it must carry out adopted County policies. Therefore, these policies must be considered in establishing the urban boundary/planning area.

- **Development Suitability Analysis**

By examining the physical features of the planning area, the areas best suited for new development can be identified, or mitigation measures needed to correct problems can be determined.

POPULATION PROJECTIONS

Populations projections are the building blocks of planning. They provide a glimpse into the future and a basis for making land use decisions. However, population projections must be viewed for what they are. They are estimates of what will probably happen - not exact specifications of what will actually occur. Population projections are based on past trends and how existing and probable future trends will affect them.

Earlier, this plan indicated that Cutler and Orosi have an existing combined population of 9400, and by the year 2010 their combined populations would grow to 20530. Table No. 9 shows the existing and projected population of both communities.

Table No. 9

Cutler-Orosi Projected Population

<u>Year</u>	<u>Population Projection</u>	<u>Numerical Increase</u>	<u>Increase Over 1987</u>
Cutler			
1987	3770		
1990	4070	300	300
2000	5260	1190	1490
2010	6550	1290	2780
Orosi			
1987	5660		
1990	6510	850	850
2000	10400	3890	4740
2010	14000	3600	8340

(Source: Collins & Castrillo , Planning Consultants, 1987)

The implications of population growth are obvious. More people moving into an area means that more housing must be provided, as well as commercial and industrial areas for shopping, services and jobs. This means that ample area must be available for these future land uses.

Within the Cutler-Orosi planning area, about 887 acres are developed and 1393 acres remain vacant. With a current estimated combined population of 9400 there is a land use to population ratio of 94 developed acres per 1000 population. If the land use to population ratio remains constant as the population grows, a total of 1930 acres will be developed by the year 2010, or an additional 1043 acres over the 1987 existing developed area.

Table No. 10

Cutler-Orosi Land Demand Projections

<u>Year</u>	<u>Projected Population</u>	<u>Land Demand</u>	<u>Increase Over 1987</u>
1987	9400	887 acres	
1990	10580	995	108 acres
2000	15660	1473	586
2010	20500	1930	1043

(Source: Collins & Castrillo, Planning Consultants, 1987)

When combined with the amount of land already developed, approximately 1929 acres will be urbanized by 2010. The 1043 acres is an estimate of land needed for future development. In addition to the 1043 acres needed for future development, a reasonable amount of land must be included in order to allow for unforeseen circumstances and to provide for a large enough selection of sites so that the real estate market is not unreasonably constrained or influenced. For these reasons, a margin of 50 percent should be used to determine the approximate amount of land to include in the Urban Boundary. Since 1043 acres are needed to accommodate future growth, a 50 percent margin results in a total land area of 1564 acres that are needed to accommodate new development. When combined with the 887 acres already developed, the urban boundary should be approximately 2451 if based on population considerations only.

COUNTY POLICIES

In establishing an urban boundary and planning area for the Cutler-Orosi Community Plan, it is important to not only fulfill the requirements of state planning law, but to the greatest degree possible fulfill the goals and policies that regulate land uses in the area. This will help assure that the urban boundary and planning area will not be at odds with general plan polices. As demonstrated earlier, there are many County policies that guide development in Cutler-Orosi area. However, those which have a direct effect on the urban boundary include the following:

- Control urban sprawl (211.107)
- New development should be an extension of existing development (211.106)
- Modification of the Cutler-Orosi Urban Boundary (UDB) shall place a high priority on preserving prime agricultural land (211.132)
- Community water systems should be extended in a manner which will promote orderly development (211.153)
- Flood prone locations shall be avoided when planning urban development unless flood-proofing can be applied (211.175)
- Promote the development of "skipped over" vacant lands (211.408)

DEVELOPMENT SUITABILITY ANALYSIS

Purpose of a Development Suitability Analysis

The purpose of a development suitability analysis is to determine the areas best suited to accommodate new growth. It is a means of identifying areas free of development constraints and those areas where improvements must be made before urban type development is allowed. This development suitability analysis will be used not only to determine the location of the Cutler-Orosi Urban Development Boundary, but also to help establish the land use pattern of the community.

To determine development suitability, factors that either encourage or constrain development were selected and mapped. Each factor was assigned a "suitability" rating to show the level of constraint it will have on new development. Suitability ratings used in this study include:

Very High - These areas are "infill lands" or are surrounded on three sides by existing urbanized land and are or can be easily served with urban type services.

High - These areas are lands free of development constraints and are either adjacent to existing development and are or can be served with community sewer and water service.

Moderate - These lands are outside special district boundaries but are near existing urban development. These lands also exhibit other qualities that make them suitable for future development.

Low - These lands should be precluded from intensive development until the conditions which constrain the land can be changed or corrected. Examples of such constraints include flooding and Williamson Act lands.

All of the factors have been mapped in the environmental assessment portion of the document. From these maps, a composite map of all the factors was prepared. This map was examined to determine what suitability pattern emerged. It is important to remember that a low development suitability rating does not necessarily mean the land must remain undeveloped. Instead, a low development suitability rating serves as a way to identify the areas where only low density development may be appropriate or to pinpoint areas where improvements should be made prior to allowing intensive urban type development.

The factors examined in this study and their suitability ratings are discussed on the following pages. These factors were considered in establishment of the urban boundary and in the selection of land use designations which appear on the land use map.

Existing Urbanized Areas

These lands include all of the existing urbanized areas including vacant skipped over lands and lands which could be "recycled" into more intensive uses.

Suitability Rating:

Areas withing existing urbanized areas - Very High

Areas Within PUD Service Areas

Areas served with a community sewer or water system are capable of supporting a wider variety of land uses than those served by individual septic systems and wells. Hence these areas are highly suitable for many urban uses. Map 3 and 4 shows the District's boundary.

Suitability Rating:

Areas within District's boundaries - High.

Land Contiguous To Existing Urbanized Areas

Contiguous lands are those lands within one quarter mile of the existing urbanized area that, because of their proximity to services or existing development, increases their potential for new development. Development of these areas encourages the implementation of this County's general plan policies which call for the extension of existing development and the orderly extension of sewer and water systems (See policies 211.106 and 211.154). Map No. 9 shows the areas within one quarter mile of the existing urbanized area of the community.

Suitability Rating:

Areas within one quarter mile to existing development - High

Noncontiguous Lands Free of Development Constraints

Within the area examined, there are lands that are further than one quarter mile from existing development and outside of the Special Districts boundary that may be suitable for long range growth because they are relatively free of development constraints. Examples of such land include the areas to the west of Cutler-Orosi which are near existing development and do not require lift stations to transport waste water to the community's sewage treatment plant

Suitability Rating:

Noncontiguous areas free of development constraints -Moderate

Williamson Act Lands

Agricultural land is a resource that must be conserved just like air and water resources. It is also economically important and provides other benefits such as wildlife habitat, groundwater recharge and open space which contributes to the rural character of the area.



The importance of agricultural land is underscored by the level of attention state planning law has placed on it. Three mandatory elements of the general plan -- land use, open space and conservation -- all require local governments to include a discussion of agricultural lands in their general plans. The County's planning policies also underscore agricultural land importance to the local economy and environment as well.

Within the area there are several farms in the Williamson Act. The Williamson Act is designed to keep productive farmland in use by exchanging lower property tax assessment for a promise, in the form of a contract, that the land will not be converted to an urban type use. Land in the Williamson Act is required to remain in agriculture for a ten year period. Unless a notice of non-renewal is filed, the contract is automatically self-renewing every year for an additional ten year period.

Suitability Rating:

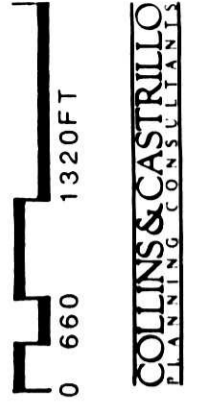
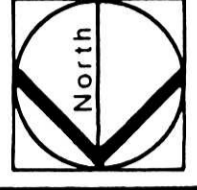
Areas with a Williamson Act agricultural preserve - Low

Agricultural Preserves

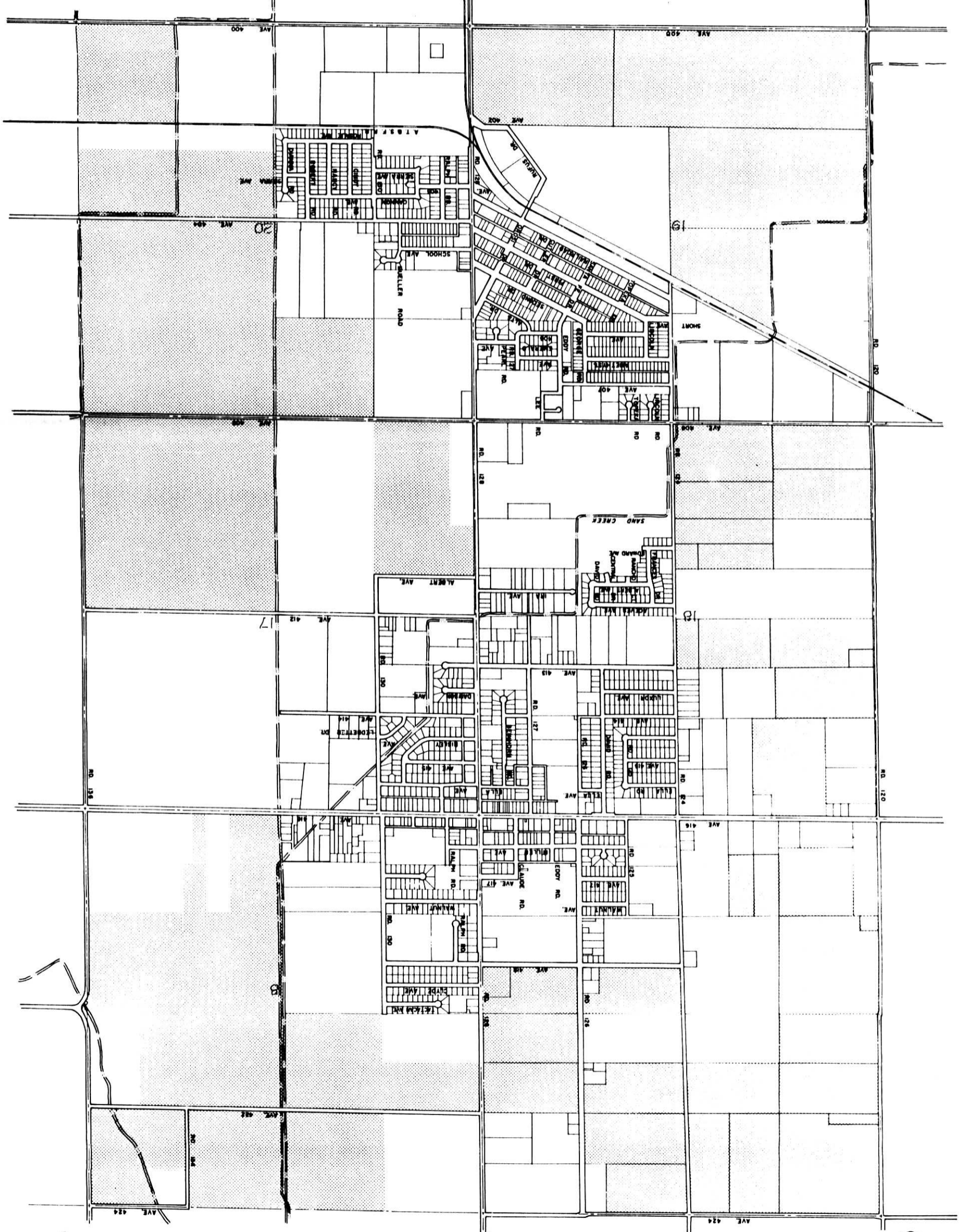
-  Agricultural Preserve Contract
-  Not in Agricultural Preserve

Cutler-Orosi Community Plan

Map 8



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Flood Prone Areas

The devastating floods which occurred over much of California in 1986 shows the power and destructive force that uncontrolled water can have. Development within flood prone areas not only results in placing property and life in danger but can also increase the possibility of flooding downstream. Additionally, the County and its property owners risk the loss of federally sponsored flood insurance programs if the county's development regulations do not minimize the risks of flooding. The 100-year flood plain is the basic planning criteria to identify areas in which precautions should be taken. The 100-year flood plain boundary defines the areas which have a one percent chance of flooding in any given year. Map No. 6 shows the 100-year flood plain areas. The implications for planning are that these areas are not well suited for development unless structures are built above the 100-year flood plain area or designated for uses that typically do not require permanent facilities.

Suitability Rating:

Areas within FEMA's 100-year flood prone areas - Low

Composite Development Suitability

Map No. 9 is a composite map of the development suitability factors described previously. It shows the cumulative results of applying each of the factors to the planning area.

The development suitability map shows that the areas best for development are within the existing urbanized area.

The areas within the public utility district boundaries, or that are contiguous to existing development, should also be considered as land with "high" development potential. These areas exhibit characteristics which make them logical areas for new development, as they are either served by a community sewer system or are immediately adjacent to the existing urbanized areas which simplifies and lowers the cost of utility extensions.

Several areas west and to the north of the existing urbanized area are "moderately" suitable for development because they are near services and they are free of development constraints. Additionally, these lands have good development potential because sewage lift stations are not needed in this area to transport wastes to the sewage treatment plant. Lastly, these lands also lie at the junctions of existing

roadways and have good access.

Areas designated as "low" suitability are those areas that are within agricultural preserves, the 100-year flood plain, are outside the PUD's district boundaries, or are more than one quarter mile from existing development. The development suitability of the flood plain area can be increased if certain techniques are employed to mitigate the problem of flooding. For example if improvements are constructed to allow a greater amount of water to pass below the rail line bed, the amount of area subject to flooding may decrease dramatically and the suitability rating of these lands would change as well. Land can be taken out of agricultural preserves, which may also increase their development suitability.

Development Suitability Analysis

Very High



High



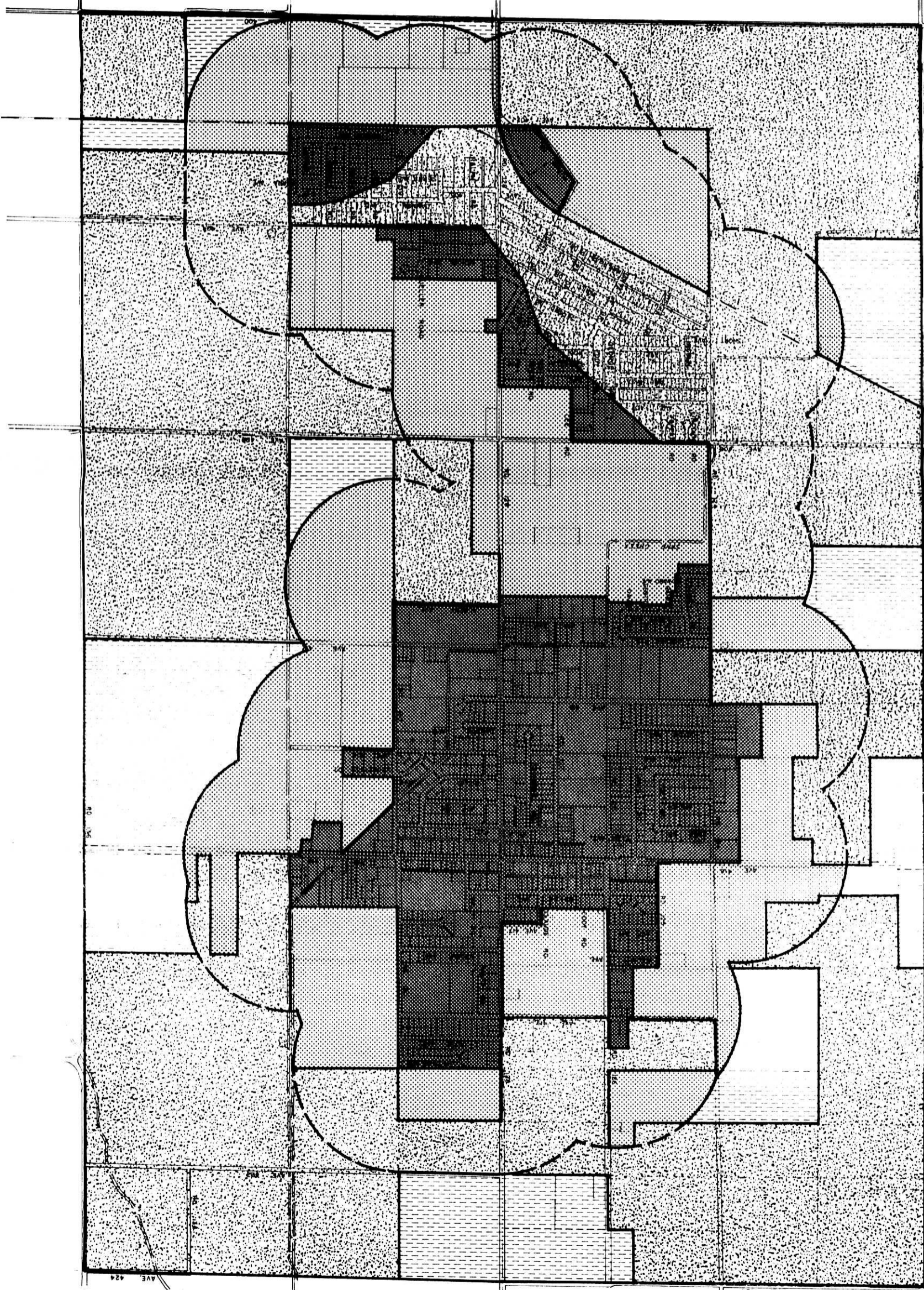
Moderate



Low



Areas within 1/4 Mile of the Existing Urban Area



Cutler-Orosi
Community Plan

Map 9



0 660 1320FT

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RECOMMENDED URBAN DEVELOPMENT BOUNDARY

The recommended Urban Development Boundary (UDB) is shown on Map No. 10. The UDB is the result of examining the three factors (population growth, county policies and development suitability) which were described earlier.

Based on population projections, a UDB containing about 2450 acres is necessary to accommodate future population growth and to allow for a reasonable margin for unforeseen circumstances. The recommended UDB reflects this growth rate and contains about 2700 acres. Although it contains slightly more land than indicated by the population projections, this extra land is necessary in order to establish an urban boundary that uses existing roads and other natural features to provide a buffer between urban and rural uses. This additional area is consistent with County policies which were part of this analysis.

County policies require contiguous development and an orderly extension of services. The recommended UDB accomplishes this by allowing the community to grow in all directions in a concentric manner and by including those lands that are a relatively short distance from existing water and sewer lines. Unfortunately, the County's policy of preserving prime agricultural land could not always prevail. In some instances, it was necessary to include some Williamson Act lands in order to achieve the compact growth and orderly extension of services that other policies dictated.

The development suitability analysis showed the lands most desirable for development. Those lands with "very high" and "high" development suitability ratings were the lands that were initially included within the UDB. When it was determined that additional land was needed, the lands rated as "moderate" were the next group of lands selected. Lands rated as having "low" development suitability were included last but only to achieve the amount of land needed to accommodate the future land demands of a growing population. Only a minimum amount of land in this category was included to achieve this purpose.



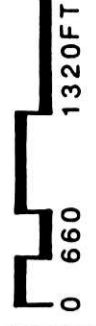
Urban Boundaries



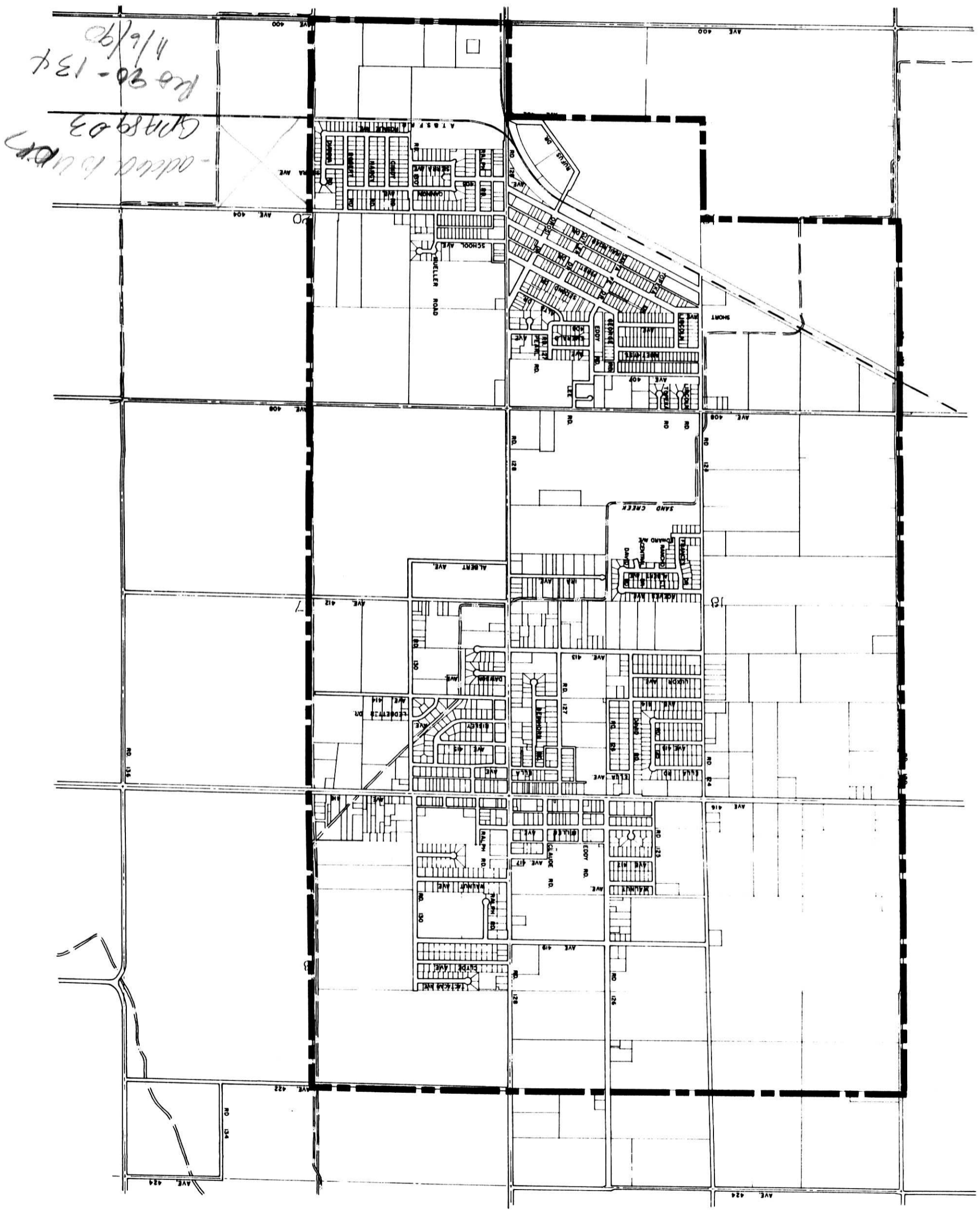
Urban Development
Boundary (UDB)
2770 AC

Cutler-Orosi Community Plan

Map 10



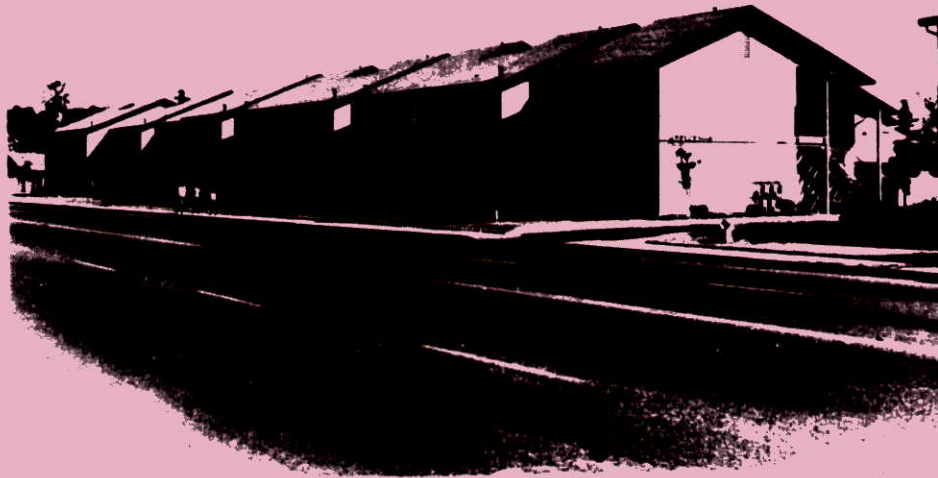
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CHAPTER 4: POLICY PLAN

This chapter specifies policies and implementation measures which will guide development in Cutler and Orosi for the next 20 years.





PURPOSE OF THE POLICY PLAN

The Cutler-Orosi Policy Plan consists of text which describes the communities and specifies the manner in which they will be developed through policy statements and implementation measures. It also consists of maps which illustrate how the policies and implementation measures should be carried out and the location of growth boundaries, land use designations, public facilities, and streets. The Policy Plan, although long range in scope, must be used on a day-to-day basis to guide decisions of the Tulare County staff, Planning Commission and Board of Supervisors as they consider land use proposals and capital expenditures. Further, it will provide the citizens of Cutler and Orosi with an explanation of how their communities will develop. It will also aid other public entities, such as the school district and public utility districts, in their long-range planning and capital expenditure programs.

Each planning issue in the Policy Plan includes three sections: issue discussion, policies and implementation. Each policy and its corresponding implementation measure(s) are numbered so that they can be referenced.

COMMUNITY DEVELOPMENT

This section of the Policy Plan includes policies and implementation measures which are concerned with issues that affect the overall development of the community. This section includes a range of policies, including community involvement, community identity and redevelopment.

Community Involvement

This Plan contains a number of policies that will affect the Cutler and Orosi planning area for many years. The adoption of this Plan, however, does not end the planning process. The County must continue to review planning permit applications and amend and update the Plan as conditions change. While the County Board of Supervisors is the final decision-making body with regard to land use decisions in the Cutler-Orosi area, local opinion is valued by the Board whenever decisions affecting the two communities are made. To provide a means for citizens, special districts and other public entities to participate in the planning of Cutler's and Orosi's development, the following policies and implementation measures are proposed to achieve this purpose.

Policy

- 1.1 The County of Tulare shall form a community advisory panel, such as a Municipal Advisory Council, for Cutler and Orosi, composed of persons from the community and a representative from each utility district, the Cutler-Orosi Unified School District and Chamber of Commerce. This panel shall make recommendations to the County Planning Commission and Board of Supervisors on matters of local importance.

Implementation

- 1.11 The Tulare County Planning and Development Department shall facilitate the forming of the Cutler-Orosi advisory panel.
- 1.12 When considering any land use proposal, capital expenditure, or other decisions which are of community importance, Tulare County will request input from the advisory panel for Cutler and Orosi.

Redevelopment

As reported in the environmental assessment of this Plan, Cutler's and Orosi's housing, commercial properties and infrastructure are in need of rehabilitation,

maintenance or replacement. For example, 43 percent of Cutler's and 15 percent of Orosi's housing stock requires rehabilitation. The condition of the commercial areas may be undermining the ability of the two communities to attract new commercial enterprises. These problems are complex, and generally beyond the fiscal capability of local governments to solve. Many counties are currently experiencing fiscal problems and do not have the funds to devote to unincorporated communities. To mitigate this situation, the Plan recommends that the County form a redevelopment district for Cutler and Orosi. By establishing a redevelopment district, increases in property taxes, called tax increment, could be reinvested in Cutler's and Orosi's housing, infrastructure, marketing and community maintenance.

Policy

- 2.1 The County shall establish a redevelopment district for the Cutler-Orosi area.

Implementation

- 2.11 The formation of a Cutler-Orosi Redevelopment District shall be undertaken by the Tulare County Executive and Planning and Development Departments.
- 2.12 The Board of Supervisors, serving as the Redevelopment Agency Board, shall seek recommendations from the Cutler-Orosi advisory panel in regards to proposed projects and funding priorities for the District.

Community Identity

For Cutler and Orosi to compete for resources such as sales tax, industries, and home buyers with cities such as Visalia, Dinuba and Reedley, they must be willing to "market" their community. Marketing implies more than advertising. It also involves instilling a sense of pride in current and future residents. Instilling a "sense of community" or "community pride" may help the area attract new industry and commercial enterprises and improve the overall livability of the community. The Chamber of Commerce and the Cutler-Orosi advisory panel can facilitate this process by initiating meetings within their own organization and with the community.

Policy

- 3.1 The Cutler-Orosi Chamber of Commerce shall begin a campaign to more aggressively promote and market the two communities.
- 3.2 The Cutler-Orosi advisory panel shall investigate approaches to stimulating community pride and involvement. Actions could include identity signs for each community, an annual festival, recreation programs at the schools or parks, or beautification and cleanup projects.

Implementation

- 3.11 The Chamber of Commerce shall review methods of generating revenue for a marketing program.
- 3.12 Tulare County shall reserve a portion of the tax increment monies resulting from the formation of the Cutler-Orosi Redevelopment District for community programs.

LAND USE

The purpose of the Cutler-Orosi Community Plan is to establish land use policies to guide existing and future development to the year 2010. The general intent of these policies is to protect the health, safety and welfare of persons living in Cutler and Orosi. In more specific terms, the policies serve to identify the most appropriate locations and arrangement of different types of land uses based upon environmental, circulation, infrastructure/services, and planning concerns.

In addition to typical land use policies, the Cutler-Orosi Community Plan addresses two other major land use questions: Should the urbanized portions of Cutler and Orosi remain physically separated and should Sand Creek, which flows through Orosi and portions of Cutler, be realigned? The resolution of these two issues will have a major influence on land development within these two communities.

Urban Patterns

The County of Tulare, through existing policies, has encouraged both incorporated and unincorporated communities to establish urban development patterns which are compact and contiguous. This strategy has reduced "leap frog" development, preserved agricultural lands and minimized land use conflicts between urban and agricultural operations. Chapter Three, Urban Development Boundary, analyzed and delineated Cutler-Orosi's Urban Development Boundary (UDB) line. The location of this 20-year growth line implements the strategy of encouraging urbanization which is compact and contiguous.

Another issue regarding urban patterns is the ability of a community's infrastructure to adequately serve new development. Recent analysis by consultants for the Cutler and Orosi Public Utility Districts indicated that urban growth in certain areas of each community could be costly due to limitations of the sewer collection system.

Cutler's sewer collection system has sufficient capacity to serve growth to the east, west and north. Development to the south would require lift stations which are costly to construct and maintain. Orosi's sewer collection system will require lift stations and/or new lines parallel to existing sewer lines for growth to the north, east and west. The District's analysis indicates that only growth to the south can avoid lift stations and paralleling sewer lines.

Physical features, natural and man-made, can also determine future urban patterns. In Cutler, the A.T. and S.F. Railroad tracks and the Cutler-Orosi Wastewater Treatment Plant are features which discourage certain types of urban growth; in Orosi, Sand Creek and Bohway Ditch serve as natural barriers to urbanization.

The delineation of the Cutler-Orosi Urban Development Boundary along with the following policies will also define the urban pattern for Cutler and Orosi over the next 20 years.

Policy

- 4.1 Urbanization in the Cutler-Orosi planning area should be contiguous and compact.
- 4.2 In order to provide adequate separation (buffer distance) between future urban and agricultural uses the UDB line should be drawn along roads, railroads and watercourses, if possible.
- 4.3 Urban development in northern, eastern or western Orosi should be limited until the Orosi sewer collection system can be upgraded to service these areas.
- 4.4 For the next 20 years, that portion of Sand Creek and Bowhay Ditch north of Avenue 412 shall act as the eastern edge of Orosi's urban growth.
- 4.5 Property south of the A.T. & S.F. Railroad, east of State Highway 63, shall be zoned for agriculture until Cutler's sewer collection system can cost-effectively serve this area.

Implementation

- 4.11 The Cutler-Orosi Community Plan designates the areas of limited sewer service capability (see policy 4.3) for Residential Reserve and Low Density Residential land uses.
- 4.12 The Cutler-Orosi Community Plan designates the area south of the A.T. & S.F Railroad and east of Highway 63 as Industrial Reserve.

Cutler and Orosi: One community?

Should the communities of Cutler and Orosi grow together, or should they remain physically separated by agricultural land and open space? In terms of maintaining an individual identity for each community, the two communities should remain

separated by agriculture and open space. However, this may not be practical if other County goals are to be implemented. For example, by encouraging new growth between the communities, the County can successfully implement its policies of encouraging compact growth and the orderly extension of services. It is also the County's intention to promote additional economic development in the Cutler-Orosi area. Based on these goals, land lying between the two communities should be developed.

Currently, this land is used as agriculture and open space. The land has remained in this condition because infrastructure is unavailable, some of the land is in an agricultural preserve, and other portions of the area are subject to flooding. However, with the use of proper building and grading standards, flooding does not represent a major constraint to development.

The present alignment of Sand Creek is also a barrier to future well-planned development in Cutler and Orosi. It divides land which could be developed as a single parcel; it restricts the development of an effective overall circulation system; it is an eyesore and a dumping ground for rubbish; it is a safety hazard during spring and summer runoffs; and it floods periodically. From the perspective of flood control engineers, it is difficult to maintain because it meanders through residential neighborhoods, thereby making it difficult to deploy large equipment into the channel.

As a strategy to more effectively develop lands adjacent to Sand Creek, and to mitigate the problem of channel maintenance, the Cutler-Orosi Community Plan recommends that Sand Creek be realigned. The location of this realignment is generally shown on the Plan's land use map (see Map No. 11). In addition, the Plan recommends that land on both sides of the realigned creek be reserved as open space. In the area of the school district's new school site, this open space would widen to form a new park site.

The realignment of the creek will allow future development adjacent to the creek to be planned in a manner which uses the creek as a resource rather than a feature to be avoided. As each parcel of land adjacent to the creek develops, the developer would be required to dedicate the necessary right-of-way for the creek and its paralleling open space area. The County may consider providing trade-offs, such as density bonuses, in exchange for such dedications. Properly designed, maintained and landscaped, the realignment can also be used to provide a feature that will help tie the two communities together because it will provide a facility that can be used jointly by the residents of each community.

The Cutler-Orosi Community Plan recommends that this area between the two communities be developed to commercial, low to high density residential and park/open space uses. This area provides an excellent opportunity for commercial development. It is midway between two communities which have maintained a steady growth rate, it is bisected by State Highway 63, and the land remains in large parcels, thereby making it easier to market commercially. In addition, as urbanization encroaches into this area, continued farming becomes more difficult due to land use conflicts.

Development of the land between Cutler and Orosi is a very important component of this Plan. The manner in which this land is developed will have a major impact on the future of both communities and can set the tone for other new development in the area. While the Community Plan establishes the general land use designations and policies for the development of this area, there is still great latitude as to how this land could develop. To ensure that this land is developed in a manner that will benefit the entire community, this Plan recommends that the area between the communities be further planned through the preparation of a specific plan. As the name implies, specific plans are intended to provide a greater level of detail than a general plan in the land development process. Specific plans are authorized by Government Code Sections 65450 through 65453. Section 65450 states:

The planning agency may, or if so directed by the legislative body shall, prepare specific plans based on the general plan and drafts of such regulations, programs, and legislation as may in its judgement be required for the systematic execution of the general plan and the planning agency may recommend such plans and measures to the legislative body for adoption.

Specific Plans, according to State law, must include regulations and proposals that will implement the general plan including:

- Location and regulation of buildings and land uses
- Location and standards for transportation
- Standards for density, water supply and waste disposal
- Standards for conservation and development of natural resources
- Implementation of the Open Space Element of the General Plan

The specific plan should focus on implementing this Plan's policies through detailed site specific development and environmental management regulations. The specific plan's regulations and standards should be tailored to the site conditions. The specific plan for the area can serve as its own zoning district, thereby assuring that

development will be tailored to the site, rather than broad zoning regulations that may allow a wide variety of uses or contain very general development standards.

Policy

- 5.1 The communities of Cutler and Orosi shall be encouraged to grow together.
- 5.2 A specific plan shall be prepared for the area shown on the land use map (see Map No. 11)

Implementation

- 5.11 To encourage urban development between Cutler and Orosi, each community's utility district should plan to extend infrastructure into this area.
- 5.12 The County shall communicate to property owners with land in agricultural preserves between Cutler and Orosi that urban development in the area is expected over the next twenty years and they should consider removing their land from the Williamson Act.
- 5.13 When the County forms a redevelopment district for Cutler and Orosi, Redevelopment Agency staff should begin to work with each district to encourage the extension of infrastructure into this area.
- 5.14 The County shall commence preparing a specific plan for the area shown as "specific plan area" on the land use map within one year after the Tulare County Flood Control District completes their study of the realignment of Sand Creek (see policy 13.1). Until the specific plan is completed, the County shall not allow any new development within the specific plan area that would adversely influence the outcome of the specific plan.
- 5.15 The County shall adopt an ordinance imposing Quimby (parks and recreation) fees within the area encompassed by the Cutler-Orosi Community Plan.

AGRICULTURE

Agriculture is the foundation of Tulare County's economy. For this reason, it is important that agricultural lands be preserved and that agricultural operations remain free of adjacent incompatible land uses which may hamper the operation. The Cutler-Orosi Community Plan takes into consideration surrounding agricultural operations and their needs to be free of intruding urban uses. Where possible, the UDB follows a road, railroad, or creek so that there is some spatial distance between future urban uses and agriculture.

The Plan also encourages agricultural preservation within the Cutler-Orosi UDB. For those lands which cannot be developed within a short time frame, either because infrastructure is not available or the property is under the Williamson Act, the Plan recommends that agricultural zoning be applied to those properties. This will maintain the land in agriculture and serve as a holding zone until it is appropriate to develop the property.

Policy

- 7.1 Agricultural land surrounding Cutler and Orosi shall be protected from intruding urban uses.
- 7.2 Land within the Urban Development Boundary of Cutler and Orosi which is designated as residential or industrial "reserve" shall be retained in agricultural use until such time as conversion to urban use (as defined in the Urban Boundaries Element of the General Plan) is appropriate. The following criteria shall be used to determine when conversion to urban use is appropriate:
 - (1) The property is not subject to an agricultural preserve contract;
 - (2) full urban services and infrastructure sufficient to serve urban development either are available or can be made available; and
 - (3) the property is contiguous on at least one side to existing urban development

Implementation

- 7.11 Lands inside the Cutler and Orosi UDB which are designated as residential or industrial "reserve" shall be zoned for agricultural use as a holding zone, until such time as it is determined that urbanization is appropriate, consistent with the criteria set forth above.

RESIDENTIAL LAND USE

Cutler's and Orosi's populations are growing at a moderate rate, 3 to 5 percent annually. By the year 2010, it is projected that the combined population of Cutler and Orosi will be 20,500. An additional 3000 housing units will be needed for this future population. This amount of housing more than doubles the current number of residential dwelling units. To provide 3000 housing units, numerous community development issues must be resolved. This section of the Policy Plan identifies where residential development should be located, the density of the development, and in the case of multiple family units, some general standards for development.

To provide for a variety of living environments and opportunities for affordable housing, the Cutler-Orosi Community Plan establishes three residential densities: low, medium and high. Low density residential allows six units or less per acre; medium density, 4 to 14 units per acre and high density, 15 to 29 units per acre.

Properties which are designated low density residential generally lack adequate infrastructure to warrant higher densities, or serve as a transitional use between urban and agricultural uses. This residential designation promotes a rural environment where livestock and small farming operations are allowed.

Medium density residential is applied to most of the residential land in Cutler and Orosi. Properties with this designation are, or will become, the single family neighborhoods of each community. This designation is generally applied to properties that are free of excessive noise and through traffic, are in close proximity to parks and schools, are provided with off-site sewer and water, and are within the immediate service area of fire and police services.

High density residential is the designation reserved for multiple family units or apartments. This Plan has attempted to insure that no one quadrant of either community is overburdened with apartments. Too many apartments in any one neighborhood increases traffic, noise and on-street parking. Further, if not properly designed or maintained, the apartments can become a blighting influence on the neighborhood. Multiple family development generates much more traffic on an acreage basis than single family development. In addition, multiple family development presents many more design options that can be used to help mitigate noise situations. Therefore this Plan recommends that most of the high density residential development be located along arterial or collector streets which can handle greater amounts of traffic and where noise levels are usually greater than most single family subdivisions can tolerate.

In addition, this designation has also been applied to areas of Orosi which contain irregular parcels in terms of size and shape. It is the strategy of this Plan that a higher level of land use may encourage property owners to privately redevelop their land. This redevelopment could lead to removal of dilapidated residential units, a better utilization of the land for residential development, and reduce the residential demand for outlying agricultural properties, thereby preserving agricultural land.

Policy

- 8.1 Enough land to accommodate a variety of residential densities should be included within the Cutler-Orosi UDB to meet the 20 year demand for each community.
- 8.2 The type and location of residential areas shall take into consideration the characteristics of the residential use proposed, its impact on surrounding land uses and the ability of the proposed residential use to further other policies of this plan.
- 8.3 Residential development should be contiguous to existing development and concentric with the center of each community.
- 8.4 The County of Tulare should encourage residential in-fill and redevelopment of existing large and irregular shaped parcels prior to developing agricultural land which surrounds Cutler and Orosi.
- 8.5 Low density residential development should serve as a transition land use between urban and agricultural uses.
- 8.6 Medium density residential development should be located in areas free of excessive noise and traffic, adequately buffered from incompatible land uses, and serviceable with sewer and water.
- 8.7 High density residential development shall not overburden any one quadrant or neighborhood of Cutler or Orosi.
- 8.8 High density residential development should generally be located on arterial or collector streets.

Implementation

- 8.11 The Land Use Map (see Map No. 11) of the plan shall reflect the residential land use policies.

- 8.12 The County will regularly review the land use designations and zoning in the Cutler-Orosi planning area to determine if enough land is available to accommodate residential growth. The County will designate and zone additional land if it determines that adequate amounts of land are unavailable for residential development.

HOUSING DEVELOPMENT

In addition to providing the land necessary to accommodate new residential development, the County must also be concerned with improvement of the existing stock within the planning area. The planning area suffers from a variety of housing rehabilitation issues that must be resolved if adequate housing is to be provided and the livability of the community is to be improved. This section of the Policy Plan will focus on the issue of housing rehabilitation, specifically overcrowding, affordability, rehabilitation, blight and improving ownership opportunities of the area.

Overcrowding

Overcrowding is evident in each community. According to the 1980 Census, fifty one percent of Cutler's and thirty nine percent of Orosi's population lives in units with more than one person per bedroom. The 1980 Census indicates that Cutler's and Orosi's persons per housing unit figures were 3.99 and 3.63, respectively. These figures are considerably higher than the County average of 2.98. To mitigate this condition, this Plan encourages the Tulare County Housing Authority to construct additional rental units with three or more bedrooms, and Self-Help Enterprises to develop additional single family homes which could be made available to families living in overcrowded units.

Affordability

The ability to afford housing is a problem prevalent throughout the U.S., especially in California. The median family income of Cutler and Orosi in 1980 was \$11,132 and \$12,132, respectively. This was considerably below the county median of \$16,166. Based on the State Department of Housing and Community Development's criteria for determining the number of households in the "low income overpayment" category, the State's approach to measuring "housing affordability", 26 and 18 percent of Cutler's and Orosi's households, respectively, fell into this category. The depressed economic condition of the area is as much responsible for this problem as any other factor in the community. Economic development in the form of higher wages, nonseasonal employment, and additional jobs will help mitigate this housing dilemma and other socio-economic problems in the two communities.

In addition to improving the local economic conditions of the area, the County must also try to improve the amount of affordable housing in the area. One method of supplying the amount of affordable housing, especially for families with very low incomes, is to increase the supply of multi-family and mobile home housing.

Deterioration

It is estimated that nearly 18 percent, or 379 housing units, in Cutler-Orosi are deteriorated. Deterioration is a condition in which the housing units are in need of repairs, but not to the extent that the repairs are not economically practical. This high rate of housing in need of repairs is primarily a reflection of the community's poor economic conditions. If further steps are not taken to rehabilitate these units, they will become dilapidated and may have to be replaced.

Dilapidation

In addition to the amount of deteriorated housing in Cutler-Orosi, eight percent, or 159 units, are dilapidated and in need of replacement. Generally, these housing units are in such disrepair that rehabilitation is not feasible. This usually occurs when the cost of repairs is so high that it is more economical to remove the unit and replace it with a new one. In replacing these units, great care must be exercised so that the residents of these units will have adequate affordable housing if their existing unit is removed.

Blight

There is a significant amount of blight in Cutler in general and, to a lesser extent, in certain areas of Orosi. This results from poorly maintained housing, mixes of incompatible land uses, sewer and water deficiencies, irregular parcel sizes and shapes, and unsightly conditions, such as abandoned or inoperable cars, littered and unpaved alleys, and unkempt streets.

To encourage neighborhood revitalization and rehabilitation, the County must take steps to eliminate blight. Efforts by non-profit organizations to rehabilitate housing should be encouraged and assisted by the county whenever possible. The County should also continue to actively enforce State or local codes regarding the removal of abandoned/inoperable automobiles, the abandonment of unnecessary alleys, and removal of housing units which pose a public health hazard.

Renter versus Owner

The overall county figure for owner versus renter units in 1980 was 63 percent versus 37 percent. In 1980, Cutler had a owner-renter percentage of 57 and 43 percent, whereas Orosi's percentages are 70 and 30 percent. Through policy, the Cutler-Orosi Community Plan should encourage additional owner-occupied residential units in Cutler to move the community's figures towards the county

average. Encouraging more owner-occupied housing units can have a positive influence on the community. Home ownership opportunities can help revitalize existing neighborhoods as owner occupants may be more willing to invest in home improvements. Even the most modest owner occupant subdivisions can provide their owners with the investments they need to build home equity which can enable them to purchase better housing in the community.

Policy

- 9.1 The County will encourage and support the efforts of non-profit organizations, the private sector, and public agencies to provide new housing opportunities for lower income households in Cutler and Orosi.
- 9.2 Mobilehome parks and subdivisions and multifamily development that are consistent with other policies of the Plan shall be encouraged in Cutler and Orosi to provide affordable and seasonal housing opportunities.
- 9.3 The county will encourage and support the efforts of non-profit organizations, the private sector, and public agencies to rehabilitate existing housing for lower income households in Cutler and Orosi.
- 9.4 The County will continue to actively enforce all existing laws and regulations to eliminate blighted conditions in the planning area.
- 9.5 The County recognizes that housing overcrowding is a problem in the planning area and will work with all for-profit and non-profit organizations to provide additional housing stock which has a sufficient number of bedrooms per unit to relieve the overcrowding conditions in Cutler and Orosi.
- 9.6 The County will attempt to achieve a ratio between owner and renter housing stock in Cutler which more closely mirrors the County figures.

Implementation

- 9.11 The County will provide technical assistance to Self-Help Enterprises, the Tulare County Housing Authority, and other entities

interested in constructing or placing low income housing in the planning area. Examples of technical assistance include identifying sites where new housing will not conflict with adopted development policies; expediting the processing of permits; and assisting groups with informational requirements of State or federal agencies or private sector financial organizations.

- 9.12 The County will encourage and assist non-profit and for-profit groups who demonstrate the ability and skill to undertake rehabilitation programs, to apply for State and federal funds for rehabilitation programs.
- 9.13 The County, through the redevelopment process, shall prepare a housing plan which strives to minimize or eliminate blight in Cutler and Orosi.
- 9.14 The Tulare County Planning and Development Department will actively enforce all local and State laws regarding the removal of abandoned or inoperable motor vehicles in the planning area.
- 9.15 The Tulare County Planning and Development Department will continue to enforce all planning and zoning laws in order to abate illegal, non-conforming non-residential uses.
- 9.16 Before new conditional use permits are issued or existing conditional use permits are renewed, the Tulare County Planning and Development Department shall determine the impacts of the use on surrounding land uses. If any proposed or existing uses will contribute to creating blight in the planning area, they shall not be approved or renewed.
- 9.17 The Tulare County Public Works Department shall begin an active program of abandoning unnecessary alleys in the planning area. Further, the Department shall explore means of upgrading the level of street maintenance in the community.
- 9.18 The Tulare County Housing Authority shall be encouraged to construct or lease public housing in the planning area that shall, to the greatest extent possible, provide housing that will accommodate large families in order to alleviate overcrowded conditions.

- 9.19 The County should consider eliminating all building permit fees for additions on all housing units that would alleviate overcrowded conditions if the family occupying the units is considered to be low income according to standards established by the County Department of Public Social Services.
- 9.20 In evaluating new housing proposals, the County shall consider whether they will help achieve a greater level of home ownership opportunities in the planning area.

COMMERCIAL

Most of the retail shops in the planning area are proprietor-owned shops. Franchise or chain stores are virtually nonexistent in these communities. Although there are exceptions, these stores tend to be small and offer a limited selection of goods. As a result, many residents of the area shop in Dinuba and Visalia where selection of goods and services is greater and prices may be lower.

As both communities grow, additional demand for commercial enterprises will occur. Presently, there are 35 acres of commercial use supporting a population of 9400 residents, or a ratio of one acre of commercial use for every 269 persons. By the year 2010 the combined population of the communities will be 20,500 persons, which, based on current demand, will create a need for an additional 41 acres of commercial area. However, much more commercial area, possibly twice this amount, will be needed because as the community grows, the demand for larger and more specialized stores will occur.

In the past, commercial development first appeared near the intersection of Highway 63 and Avenue 416, and since then has spread in strip fashion along these routes. Strip development has many drawbacks, including the creation of numerous access points along heavily traveled roadways, distracting signage and a wide variety of uncomplementary architectural styles. Additionally, with the exception of the older shopping district in Orosi, local residents do not have a shopping area which allows them to walk from one shop to another.

The need for additional commercial lands and the need to resolve the problems of strip development can be rectified by designating sufficient land area to satisfy future demands, and by concentrating it to create an area that can be planned as a unit rather than on a piecemeal basis. The logical area to designate for future commercial development is the area between both communities on Highway 63. Locating commercial development in this area has several advantages including:

- Centralizing the commercial area and thereby minimizing the length of shopping trips.
- Providing excellent access and exposure from Highway 63.
- Creating a common area between both communities which will complement surrounding land uses.

Policy

- 10.1 Tulare County shall designate and zone enough land for commercial uses to meet the existing and future needs of the area's population.
- 10.2 All new commercial uses shall be designed in such a manner that land use compatibility problems will be minimized.

Implementation

- 10.11 The County will designate and zone an area along Highway 63 in between the communities of Cutler and Orosi for commercial use.
- 10.12 Other areas where commercial activities are currently taking place, or that are surrounded by or are adjacent to existing commercial areas, shall be designated for commercial use.
- 10.13 The commercial area cited in implementation measure 10.11 shall be a part of the specific plan which will be prepared for this area.

INDUSTRIAL

Currently, industry in the Cutler and Orosi area is concentrated along the A.T. & S.F. Railroad. Included in this area are packing houses, cold storage facilities, a box manufacturing plant, and an agricultural chemical company. The Cutler and Orosi economy is almost totally based on agriculture or agriculturally-related industries. This sector is plagued with low incomes and unstable market conditions. To improve Cutler's and Orosi's low median family income and provide greater economic stability, nonagricultural industries, or agricultural industries that provide higher wages and non-seasonal employment are needed. To attract such industries, suitable industrial sites are required. Industrial site locators are interested in a number of factors when they are seeking a site for a plant: cost of labor, land and utilities; rail and highway access; adequate infrastructure; and protection from conflicting land uses. From a County perspective, these industries should not conflict with existing land uses, nor should they cause air quality, noise or traffic problems. From the public utility perspective, the industries should be sited in a location which can be effectively served by utilities.

Based on the aforementioned criteria, the Cutler-Orosi Community Plan recommends that all of the industry in the Cutler-Orosi area be located along the railroad in Cutler. This area is physically separated from other urban uses, it is generally downwind from residential development, it is near the Cutler Waste Water Treatment Plant, and it has access to the railroad and State Highway 63.

Policy

- 11.1 In order to improve family income and enhance, stabilize, and diversify the economy of Cutler and Orosi, industrial development in the Cutler area should be encouraged.
- 11.2 The Tulare County Economic Development Corporation should encourage nonagricultural industries to locate in the Cutler-Orosi area.
- 11.3 Industrial development should be located in areas where the environmental impact on, and land use conflict with, other land uses are minimized.
- 11.4 Industrial development should be located in areas where water and sewer collection can be provided in a cost effective manner.
- 11.5 Lands designated for industry shall be buffered from potentially conflicting land uses by the A.T. & S.F. Railroad and streets.

Implementation

- 11.12 To encourage industrial development in Cutler, the County should participate with the private sector in the funding of improvements, such as roads, rail spurs and sewer/water lines. Community Development Block Grants are one source of funding the County could use to participate in such a public/private venture.
- 11.13 When a Cutler-Orosi Redevelopment District is formed, the Redevelopment Agency should reserve funds to participate in the construction of improvements in Cutler's industrial area.
- 11.14 Lands between Highway 63 and Road 120 and east of Highway 63 are designated industrial reserve until the sewer collection issue can be resolved.
- 11.15 If a lift station is required, an assessment district should be formed to include properties benefited by the lift station.
- 11.16 The discharge requirements of proposed industries should be reviewed by the Cutler and Orosi PUDs prior to any final decision by the Board of Supervisors.

CIRCULATION

A poorly designed or maintained circulation system can be an impediment to new development, a traffic safety hazard to its residents, a liability to the County, and an obstacle to out of town persons wishing to shop in or visit the community. In other words, a circulation system can prevent a community from realizing its full potential in terms of efficiency in travel and local economic development.

The Cutler-Orosi Community Plan proposes a circulation system which links quadrants within each community, as well as linking the two communities. The extension of Roads 130 and 127 strengthens the connection between Cutler and Orosi and removes some of the local traffic from State Highway 63. Extension of Avenues 413 and 419 provides more efficient east/west circulation and will take some of the traffic off Avenues 408 and 416.

The Plan also encourages the construction of new local streets in an older residential area between Cutler and Orosi, and on vacant lands designated for commercial and industrial development. These new roads will open up landlocked residential parcels for development, stimulating commercial and industrial activity.

Policy

- 12.1 The Circulation Plan shall emphasize the extension of roadways to connect Cutler and Orosi. All quadrants of each community will be connected either by arterial or collector streets.
- 12.2 To attract new industries to the Cutler industrial area, access to local streets, Highway 63 and the railway should be improved.
- 12.3 The Tulare County Planning and Development Department and Public Works Department will use the following design criteria to evaluate proposed development in Cutler and Orosi:

Arterials

12.3a Access to arterials by driveways, local and minor streets, and alleys should be controlled in order to ensure efficient traffic flow and safety along these streets.

12.3b Left hand turn pockets shall be provided on arterial streets, where possible, when they intersect with collectors and other arterials.

12.3c Where possible, local and minor streets, alleys and driveways which intersect arterials should be concentrated into fewer access points.

Collectors

12.3d Collector streets should be generally located on half mile intervals throughout Cutler and Orosi.

12.3e Improvement standards for collector streets shall include perpendicular gutters, and sidewalks when the collector street serves as a pedestrian route for school children.

Local

12.3f Local streets should be designed to discourage high traffic volumes and through traffic.

12.3g Local streets should be designed to link residential neighborhoods with collector streets and other local streets.

12.3h Local streets should be constructed to improve access and open up land designated for commercial and industrial uses.

12.3i Improvement standards for local streets shall include perpendicular gutters, sidewalks and street lights.

Implementation

12.11 New streets recommended by this plan can be constructed as properties develop, as part of the County's capital improvements programs or funded through the Redevelopment Agency as part of their redevelopment efforts.

12.12 The Tulare County Circulation Element will establish design standards for the four street types described in the Cutler-Orosi Community Plan.

12.13 The Cutler-Orosi Redevelopment Agency, working through the Tulare County Public Works Department will facilitate construction of these streets in order to implement the policies of this Plan and enhance the circulation of the area.

- 12.14 To encourage the development of the Cutler industrial area, the Redevelopment Agency and the Tulare County Public Works Department should prepare a more detailed traffic study for this area to identify the specific improvements needed to aid in the movement of goods, services and personnel and to reduce potential traffic conflicts with adjacent land uses.

ENVIRONMENTAL RISK

This component of the Policy Plan deals with issues that may pose a threat to the safety of the planning area residents.

Flooding

A significant portion of Cutler is subject to 100 year flooding from Sand Creek. Even though a detention dam has been constructed on the upper reaches of the Sand Creek watershed, periodic flooding still can occur due to restricted flow problems from debris and vegetation. The Tulare County Flood Control District indicates that this problem can be resolved by channel maintenance along Sand Creek. Unfortunately, many stretches of Sand Creek are difficult to access due to urban development backing up to the creek and because of a lack of funds for maintenance. To mitigate this problem, this Plan recommends the creek to be rerouted and protected with easements on both sides of the creek. The Plan also recommends that a portion of this creek side easement be reserved for passive recreation. This would allow the District to construct the type of channel needed to provide proper flood control and at the same time provide a recreational amenity for area residents which can be the focus of new development. In order to determine the feasibility of re-routing the channel, the Tulare County Flood Control District should conduct a study to determine the exact route and the costs involved. In conducting the study, the district should consider using land owner dedication, Quimby Act funds, Community Development Block Grant funds, State Park Bond Act grants, the formation of an assessment district and the sale of the present Sand Creek easement. If the re-routing is determined to be feasible, the specific plan proposed for the area (see policy 5.2) should include design and development standards for the channel's new route, in order to provide a high quality recreational area and to assure the best possible integration of the channel into new development.

Policy

- 13.1 If technically and economically feasible, Sand Creek shall be realigned so that it can be more effectively maintained, integrated with proposed new development and provide passive recreation along its banks.
- 13.2 If development of the proposed creek relocation/parkway concept proves to be infeasible, the Community Plan should be amended to include alternative provisions for parks and recreation in the community.

Implementation

- 13.11 The Tulare County Flood Control District shall begin a study to analyze the feasibility of realigning Sand Creek from its present alignment to a new alignment that follows the approximate course shown on the land use map (see Map No. 11) The study shall include a discussion of route alternatives, technical feasibility, cost and funding issues involved in the relocation.
- 13.12 The District shall determine the most feasible method of funding such a study and shall report to the Board of Supervisors within one year after the adoption of this Plan on funding alternatives.
- 13.13 The Tulare County Flood Control District shall invite the participation of other local, state or federal agencies, citizens groups, and non profit organizations whose interests involve recreation, conservation of natural resources and development of the Cutler-Orosi area, to help study the issue. This shall be accomplished by forming an advisory group for this issue or by presenting the findings of the relocation study to such a group prior to commencing any public hearings on this issue.

Noise

As shown by Map No. 7, Cutler and Orosi are impacted by noise. This map shows that land paralleling Highway 63 and Avenue 416 is exposed to noise levels greater than 60 dB Ldn and that by 2010 even more area will fall into this contour. Figure No. 5 indicates that, as noise levels begin to exceed 55 dB Ldn noise compatibility problems involving single family residential development may occur. When noise levels approach 60 dB Ldn these problems begin to affect high density housing, schools and other public facilities. Industrial and commercial uses, however, are far less sensitive to noise.

In establishing a land use pattern for the community, noise must be considered. If future noise sensitive land uses are located along Highway 63 and Avenue 416, these uses must be constructed in a manner which meets the noise standards contained in the Tulare County Noise Element.

The County and the Cutler Orosi School District should also consider the impacts of noise on new school facilities. Recent noise studies indicate that the portion of the Cutler and El Monte Elementary Schools will be within the projected 60 dB Ldn contours by the year 2010. Local officials should take steps to ensure that any new school construction in this area includes effective sound controlling methods. Additionally, the School District should conduct its own more detailed noise study prior to any new construction near areas suspected of being within the 60 dB Ldn contour.

Policy

- 14.1 The County shall protect noise sensitive land uses from existing or future noise generators by locating them within compatible noise environments or by requiring noise mitigation measures.

Implementation

- 14.11 County Planning staff will evaluate the noise potential of proposed projects and their surrounding uses. If a project is incompatible with the surrounding area, it shall be directed (generally) to a more compatible area. Conversely, planning staff should encourage noise sensitive uses to locate away from noise generators.
- 14.12 New noise generators or new developments locating near noise generators shall incorporate design, operational or construction features required by the Tulare County Noise Element or the State Noise Insulation Standards.

- 14.13 Land designated for multiple family development along State Highway 63 shall incorporate design measures which meet the noise standards set forth in the Tulare County Noise Element.

PUBLIC FACILITIES

Within the planning area two independent districts - the Culter and the Orosi Public Utility Districts - operate the sewer and water facilities. Both districts share in the available capacity of a joint treatment plant which has sufficient capacity to treat existing and future waste water flows. However, several issues confront the districts which could present problems in the implementation of the Plan. Additionally, as the communities grow together, there may be organizational issues which the Local Agency Formation Commission (LAFCO) should address.

One problem regarding the ability of the treatment plant to operate is the question of enlarging the size of the stabilization ponds. During the summer months, the system is able to work effectively because there is a great demand for irrigation water. However, during the winter when the demand for irrigation water ceases, these ponds fill up. Unless the Districts are able to locate the funding necessary to enlarge these ponds or to dispose of it according to state and federal standards, a moratorium on new development may be required. This would seriously jeopardize the implementation of the Plan as development opportunities, consistent with the Plan, are lost. In addition, population growth may be deflected to other areas of the county which may not have anticipated the effect of a development moratorium in the Culter-Orosi area.

The location and capacity of both district collection systems could also have an effect on the amount and timing of growth in the area. The Orosi system, as it was originally planned, did not anticipate substantial new growth in a direction other than due south. As a result, any new development in any other direction will require improvements to the collection system, including the installation of lift stations. These stations are costly to construct and maintain. Additionally, many of the existing lines that would feed into these lift stations are at capacity and new lines may be needed to serve new development. The Cutler area has problems in regards to water intrusion into its sewer collection system. During the rainy season the hydraulic capacity of the plant can be overburdened which could lead to discharge of effluent which is not totally treated. In other areas of the state where similar events have occurred, the regional water quality control boards have monitored the progress in correcting this situation and have restricted the number of building permits the jurisdictions could allow.

In general, there is enough water to serve new development, but there is some question about the quality of that water and, in some situations, the ability of the infrastructure to deliver it.

Both districts have experienced problems meeting drinking water standards, especially in the Orosi area. In Orosi, two wells were abandoned because of water

quality concerns. Water quality problems seem to be more of a problem in the northeast area of Orosi than other areas of the planning area, and water may have to be imported to adequately serve this area.

In addition, the condition of the water lines in the east and southeast portions of the district is poor. Lines are either undersized or deteriorating. In order to improve the level of service and to provide for future growth, the Orosi PUD is replacing these lines. This replacement of lines must continue if the type of development envisioned in this Plan is to continue.








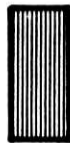


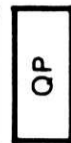




The land use map has designated an area suitable for land use for a period of twenty years. This land use scheme and the size of the urban boundary were based on a number of factors, including population growth and environmental considerations. The land use map and the Urban Development Boundary line, however, do not follow the districts' present sphere of influence boundaries, adopted by LAFCO. Therefore, some areas are shown for urban uses but are outside the sphere of influence boundaries of either district. Since the purpose of the sphere of influence boundary is to indicate the interface between urban and rural lands, it is important that lands classified for urban type use be included within the sphere of influence of a district which can provide urban services. To accomplish this, LAFCO should begin amending the sphere of influence boundaries for the districts after the Urban Development Boundary line for Cutler and Orosi is determined.

As the communities continue to grow together, there may also be organizational issues which the County should consider. In the future it may be more logical to consolidate the two districts into one. This may improve the planning functions of the two districts, and may also result in some cost savings due to reduced manpower requirements. Therefore, LAFCO should conduct a study to determine if the sewer and water requirements of the area could be better served by one rather than two districts.

Most of the area within the recommended UDB is destined to become urbanized within the next twenty years. However, some of the area lacks the sewer or water facilities needed to support urban development. Community water and sewer services must be made available in some areas before the land uses envisioned in this Plan can become a reality. However, once these facilities are in place, they can prove to be a powerful influence in determining the location and timing of new growth. The county and the Districts must work together to coordinate the location and timing of sewer and water lines. Unless a coordinated effort to provide these services is carried out, the policies of the Plan and those contained in the general plan will be difficult to carry out.

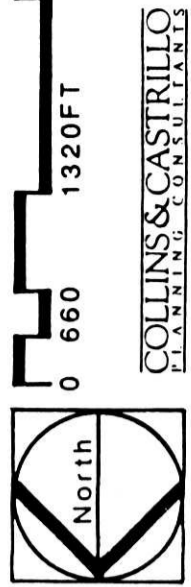


Land Use Plan

-  Low Density Residential
-  Medium Density Residential
-  High Density Residential
-  Residential Reserve
-  Neighborhood Comm.
-  General Commercial
-  Service Commercial
-  Professional Office
-  Industrial
-  Industrial Reserve
-  Quasi Public
-  Park
-  New Street
-  Urban Development Boundary
-  Specific Plan Area Boundary

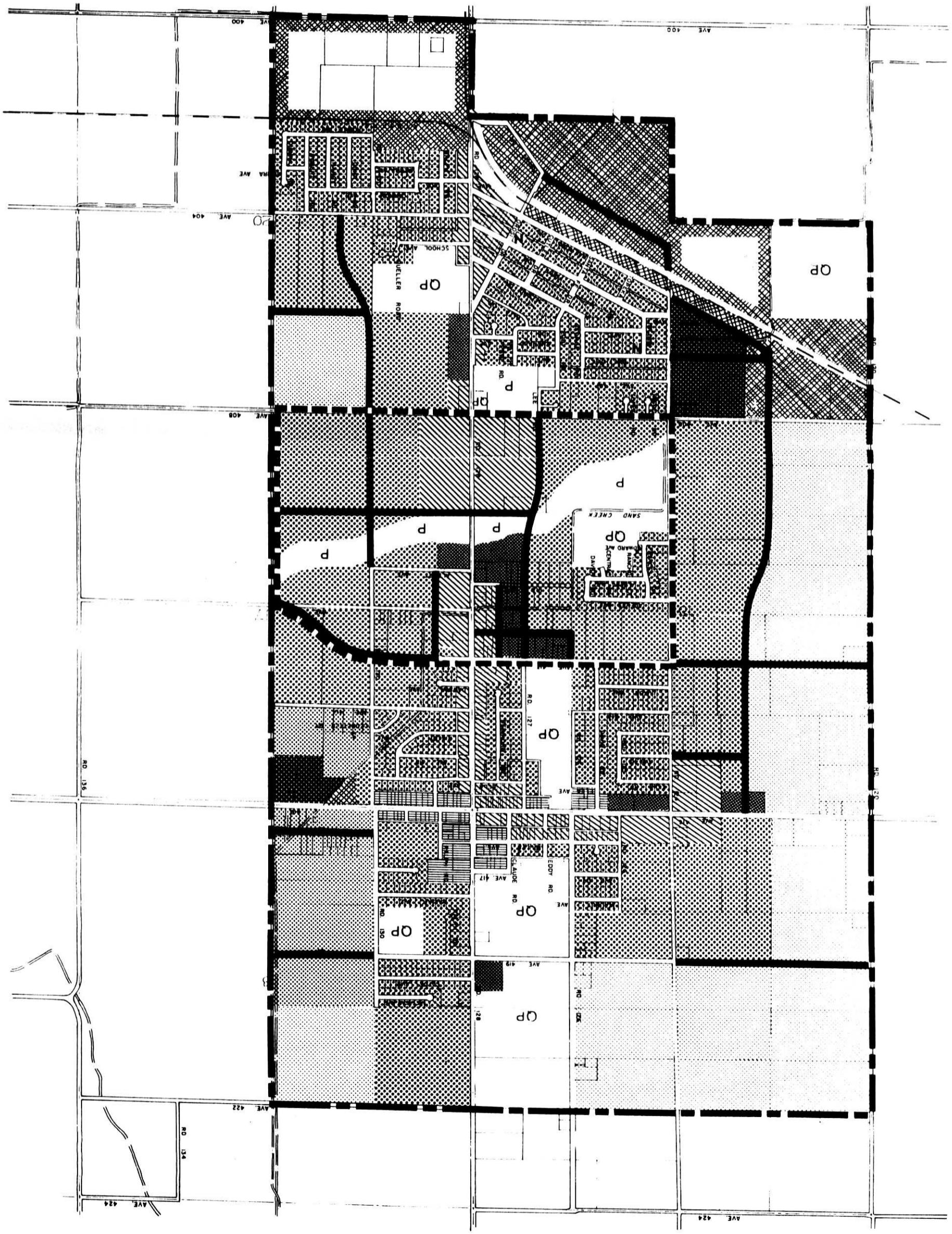
Cutler-Orosi Community Plan

Map 11



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COLLINS & CASTRILLO
PLANNING CONSULTANTS





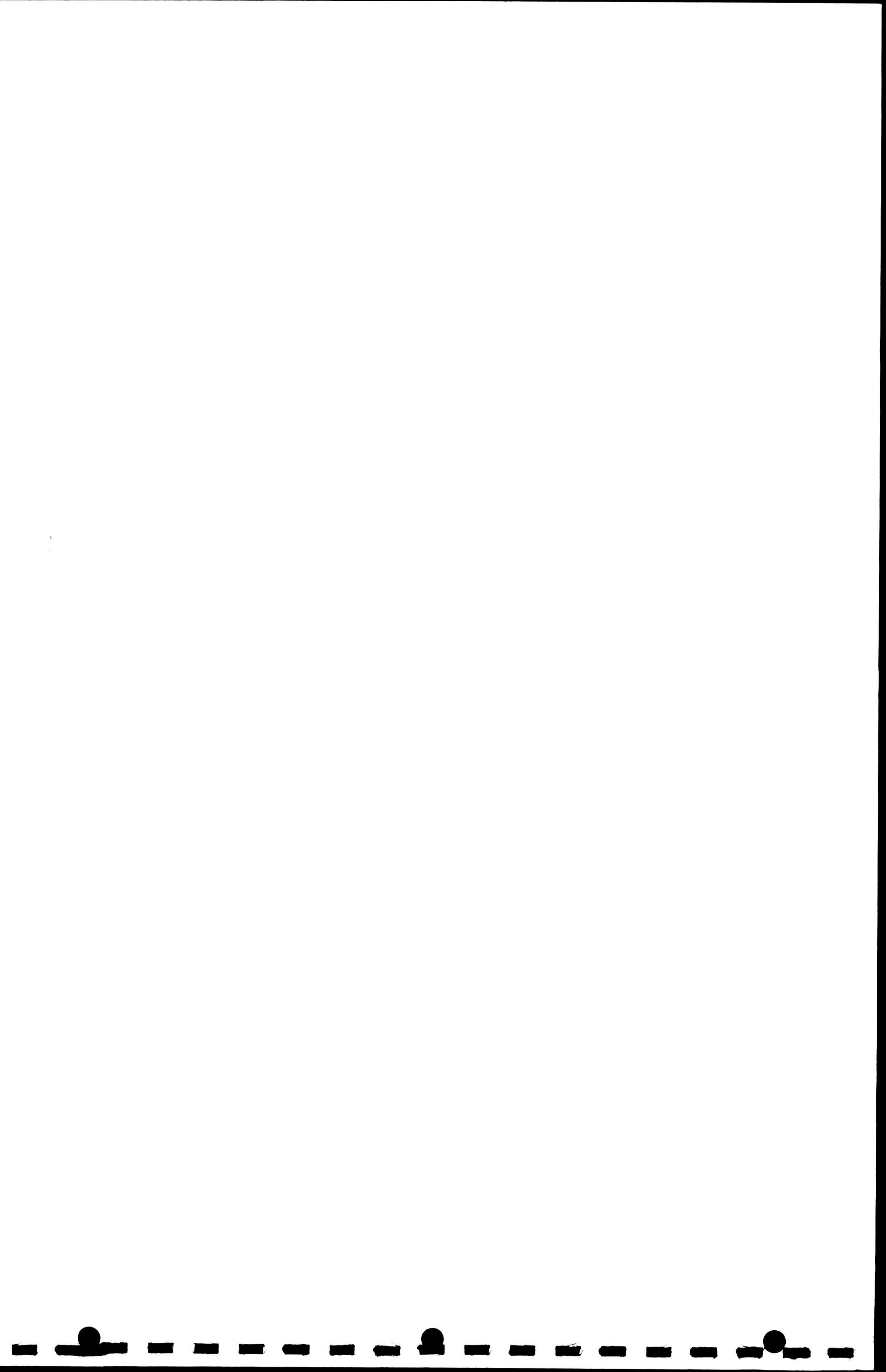
Policy

- 15.1 The County shall assist the Cutler and Orosi Public Utility Districts to upgrade their sewer and water systems.
- 15.2 The Tulare County LAFCo should amend the Sphere of Influence of the Cutler and Orosi Public Utility Districts so that the new boundaries are consistent with the intent of this Plan and local LAFCo policies.
- 15.3 LAFCo should prepare a consolidation study to determine if there are advantages to consolidating the Cutler and Orosi Public Utility Districts.
- 15.4 The extension of water and sewer facilities into the planning area shall implement the policies of this plan and the goals and policies of the Tulare County General Plan.

Implementation

- 15.11 Tulare County shall assist the Cutler and Orosi Public Utility Districts in identifying funding sources, including Community Development Block Grants, to improve their sewer and water systems.
- 15.12 When approving new projects in the planning area that require lift stations, the County, as a condition of approval, shall require the developer of the land to pay for the lift station subject to the concurrence of the appropriate public utility district that it would serve. Developers of the land served by the lift station(s) shall also be required to form an assessment district to pay for the long-term costs of operation and maintenance.
- 15.13 LAFCo should adopt new Spheres of Influence for any district providing sewer and water service in the planning area.
- 15.14 Within one year after the Cutler-Orosi Community Plan has been adopted, LAFCo should adopt new Spheres of Influence for the Cutler and the Orosi Public Utility Districts. As part of the study, LAFCo should include a consolidation study of the Cutler and the Orosi Public Utility Districts and should report their findings to the Board of Directors of each district and to the Tulare County Board of Supervisors.
- 15.15 The County shall implement State law (Government Code Sections 65401 and 65402) which require special districts to submit annual capital improvement plans to the County for their review.





GENERAL PLAN CONSISTENCY AND AMENDMENTS

The text and map of the County Zoning Ordinance and the text of the Subdivision Ordinance must be consistent with the policies, implementation measures, and direction of the Cutler-Orosi Community Plan. These two ordinances are the primary land use planning tools available to the County for implementing its land use policies. The Zoning Ordinance establishes the rules and regulations necessary to govern the use and development of land within the County, while the Subdivision Ordinance regulates the design and improvement of all land proposed to be divided. State law recognizes the important relationship between zoning, subdivisions and the General Plan by requiring the Zoning Ordinance and the design and improvements of all subdivisions to be consistent with the Plan.

The following are the definitions of the land use and street classifications shown on the Cutler-Orosi Community Plan maps. These definitions serve to specify the intent of the Plan with regards to land use and circulation objectives. Further, the definitions are helpful for determining which county zoning districts are consistent with each land use classification (see Zoning Consistency Matrix). The definitions are as follows:

Land Use

Residential Reserve Land designated for future residential use which should remain in agricultural use until it is determined that the following criteria can be met:

- (1) The property is not subject to an agricultural preserve contract;
- (2) Full urban services and infrastructure sufficient to serve urban development either are available or can be made available; and
- (3) the property is contiguous on at least one side to existing urban development.

Low Density Residential Land designated for residential use which lacks off-site sewer or water, or both. Agricultural uses shall be allowed on lands with this designation consistent with the Tulare County Zoning Ordinance. Low density residential allows six units or less per acre.

Medium Density Residential Land designated for single and two family residential development, with a minimum of 3000 square feet

of lot area per dwelling unit. Medium density residential allows 4 to 14 units per acre.

High Density Residential Land designated for multifamily residential development, a minimum of 1500 square feet of lot area per dwelling unit. High density residential allows 15 to 29 units per acre.

Quasi-Public Uses Land designated for quasi-public and public uses, including churches, waste water treatment plants, schools, and public offices.

Parks/Open Space Land reserved for parks, flood plains and land suitable for open space.

Offices Land designated for offices and limited types of retail uses.

Neighborhood Commercial Land designated for these types of commercial retail services designated to meet daily shopping needs of the residents of the neighborhood. Sites for neighborhood commercial development shall not exceed two acres in size.

General Commercial Land designated for a full range of retail commercial uses and offices.

Service Commercial Land designated for commercial uses which provide wholesale or heavy commercial services. It also provides for light industrial uses which manufacture, assemble or package products from previously manufactured materials. Said uses may include automobile service and repair, lumber yards, heavy equipment sales and service, cabinet shops, and wholesale establishments.

Industrial Reserve Land reserved for industry which should remain in agricultural use until it is determined that the following criteria can be met:

- (1) The property is not subject to an agricultural preserve contract;
- (2) full urban services and infrastructure sufficient to serve urban development either are available or can be made available; and
- (3) the property is contiguous on at least one side to existing urban development.

Industry Land designated for industrial uses or agriculturally related industries. Heavy industrial uses shall be processed under a conditional use permit.

Functional Classification of Routes and Streets

State Route A State route is owned and maintained by the State of California. Its primary function is to provide for through traffic. A State Route is a continuous thoroughfare over a long distance.

Arterial Street An arterial street or road is owned and maintained by Tulare County. As with a State Route, the primary function of an arterial is to provide for through traffic movement. An arterial is typically continuous over a long distance. An arterial is also a Select System Road as defined by the Improvement Standards of Tulare County.

Collector Street A collector provides for traffic movement between local streets and arterials or State routes. It is not necessarily continuous for a long distance. According to the Improvement Standards of Tulare County, a collector is also a Select System Road.

Local Street The primary function of a local street or road is to provide access to abutting properties. All roads not shown on the circulation plan are classified as local roads. According to the Improvement Standards of Tulare County, a local road is a Class 1, 2, or 3 road.

Table No. 11
 Zoning Consistency Matrix

<u>LAND USE DESIGNATIONS</u>	<u>TULARE COUNTY ZONED DISTRICTS</u>											
	<u>R1</u>	<u>R2</u>	<u>R3</u>	<u>O</u>	<u>PO</u>	<u>C1</u>	<u>C2</u>	<u>C3</u>	<u>M1</u>	<u>M2</u>	<u>AE20</u>	<u>RA</u>
Public Facilities	+	+	+	+	+							+
Parks/Open Space	+	+	+	+								+
Low Density Residential	+											+
Medium Density Residential	+	+										
High Density Residential			+									
Residential Reserve												+
Office					+	+	+					
Neighborhood Commercial						+						
General Commercial						+	+	+PD				
Service Commercial								+				
Industry								+				
Industrial Reserve												+

Note: "+" denotes consistency between land use designation and zone district; a blank denotes lack of consistency. "PD" denotes Planned Development overlay zone.

(Source: Collins & Castrillo, Planning Consultants, 1987)

Table No. 11

ZONING CONSISTENCY MATRIX

TULARE COUNTY ZONE DISTRICTS

<u>LAND USE DESIGNATIONS</u>	<u>RI</u>	<u>R2</u>	<u>R3</u>	<u>O</u>	<u>PO</u>	<u>C1</u>	<u>C2</u>	<u>C3</u>	<u>M1</u>	<u>M2</u>	<u>AE20</u>	<u>RA</u>
Public Facilities	+	+	+	+	+						+	
Parks/Open Space	+	+	+	+							+	
Low Density Residential	+											+
Medium Density Residential	+	+										
High Density Residential			+									
Residential Reserve											+	
Office					+	+	+					
Neighborhood Commercial						+						
General Commercial						+	+	+ PD			+	
Service Commercial								+				
Industry								+				
Industrial Reserve											+	

Note: "+" denotes consistency between land use designation and zone district; a blank denotes lack of consistency.
 "PD" denotes Planned Development overlay zone.

(Source: Collins & Castrillo, Planning Consultants, 1987)

**Cutler-Orosi
 Community Plan
 Zoning Consistency Matrix**

