13. Transportation & Circulation

The Transportation and Circulation Element is divided into the following sections:

- Roadways and Highways (Section 13.1)
- Rail Transportation (Section 13.2)
- Aviation (Section 13.3)
- Public Transportation (Section 13.4)
- Other Transportation Modes (Section 13.5)
- Complete Streets (Section 13.6)
- Vehicle Miles Travelled Guidelines SB 743 Implementation (Section 13.7)
- Work Plan/Implementation Measures (Section 13.8)
- Implementation Program - Roadway Standards (Section 13.9)

Key Terms

The following terms are used throughout this Element to describe transportation and circulation issues:

Complete Streets. The California Complete Streets Act (AB 1358) requires circulation elements to address the transportation system from a multimodal perspective and identify how to provide for routine accommodation of all roadway users, including motorists, pedestrians, bicyclists, people with disabilities, seniors, and users of public transportation in a manner suitable to the rural, suburban, or urban context of the general plan.

Intermodal Freight Village. A location that provides an intermodal transfer point for freight. Can include a U.S. Custom's facility for processing incoming shipments, storage of goods, and transfer of goods to local or regional users.

Level of Service (LOS). Operational analyses typically focus on intersections rather than road segments since the capacity of the intersections is usually more critical than the capacity of the roadway. LOS is used to rank traffic operation on various types of facilities based on traffic volumes and roadway capacity using a series of letter designations ranging from A to F. Generally, Level of Service A represents free flow conditions and Level of Service F represents forced flow or breakdown conditions.

Mode. Refers to a means of transportation: automobile, bus, train, airplane, pedestrian, or bicycle. Different modes of travel may require minimum facilities to meet their unique needs. In addition, there is a significant amount of overlap in facilities required for surface transportation modes.

Multimodal Transportation Networks. Multimodal Transportation networks allow for all modes of travel including walking bicycling, and transit to be used to reach key destinations in a community and region safely and directly.

Peak Hour. The a.m. and p.m. peak hour volumes of adjacent street traffic are the highest hourly volumes of traffic on the adjacent streets during the morning and evening, respectively.

Right-of-way. A strip of land occupied or intended to be occupied by certain transportation and public use facilities, such as roadways, railroads, and utility lines.

Transit Dependent. Dependency upon public or private transportation services by persons that are either unable to operate a vehicle, or do not have access to a vehicle. Generally, the elderly (seniors), youth (children), and persons with disabilities.

Vehicle Miles Travelled (VMT). Vehicle miles traveled (VMT) is a performance measure used in transportation planning for a variety of purposes. It measures the amount of vehicle travel in a geographic region over a given period of time. When one vehicle travels a distance of one mile, it generates one vehicle mile traveled. In this guideline, VMT is measured in terms of vehicle miles traveled per day. In the case of VMT analyses conducted for CEQA transportation studies, the vehicle to be analyzed are autos and light trucks. Goods movement is specifically excluded from a requirement to conduct VMT analysis.

VMT, as used in this guideline, is often expressed in efficiency measures including VMT/capita and VMT/employee. In order to determine VMT/capita, the total VMT generated per day would be divided by the number of residents in a given area (for example a project, a traffic analysis zone, or all of Tulare County). VMT/employee is calculated similarly using employees rather than residents.

Existing Conditions Overview

Tulare County is served by highway, rail, aviation, public transportation, and bicycle and pedestrian circulation modes. The safe and efficient transport of people and goods within the County is of crucial importance to the well being of residents and the economic viability of the County. The mobility of people and goods will continue to be one of the important issues the County has to face in the future.

Tulare County has two major regional highways, State Highway 99 and 198. State Highway 99 connects Tulare County to Fresno and Sacramento to the north and Bakersfield to the south. State Highway 198 connects from U.S. Highway 101 on the west and continues eastward to Tulare County, passing through the City of Visalia and into Sequoia National Park. The highway system in the County also includes State highways, County-maintained roads, and local streets within each of the eight cities.

Tulare County is served by freight and passenger rail service. Union Pacific (UP), Burlington Northern and Santa Fe (BN&SF), and San Joaquin Valley Railroad (SJVRR) all provide freight service to Tulare County, connecting the County with major markets within California and to other destinations north and east. Passenger rail service (six round trips daily) is provided by AMTRAK on its San Joaquin service, with the nearest rail stations located in the cities of Corcoran and Hanford in Kings County. A bus connection to Amtrak's Hanford station runs out of the Visalia Transit Center. The California High Speed Rail Authority is currently in the process of studying the potential for a high-speed rail system that would provide passenger transportation and goods movement services throughout much of California, including the Central Valley.

There are nine public use airports in Tulare County. These include six publicly owned and operated facilities (Porterville Municipal, Sequoia Field, Tulare Municipal [Mefford Field], Visalia Municipal,

Woodlake, and Harmon Field [currently closed]) and three privately owned and operated airports (Alta Airport [currently closed], Thunderhawk Field, and Eckert Field). Badger Field is under consideration for Federal Aviation Administration (FAA) recertification as a restricted private airfield (as of August 2006).

The General Plan 2030 Update amendment includes planning objectives, policies, and standards to reduce greenhouse gas emissions, make the most of efficient use of urban land and transportation infrastructure, and improve public health by encouraging physical activity. The Transportation and Circulation element contains programmatic policies that provide a guide for a balanced, multimodal transportation (Complete Streets) network that meets the needs of all uses of County streets, roads, and highways for safe and convenient travel manner that is suitable for all users, including bicyclists, children, persons with disabilities, motorists, movers of commercial goods, pedestrians, users of public transportation, and seniors. These planning objectives, policies and standards reflect the rural, suburban, and urban contexts of each of the individual planning areas within the County.

The Transportation and Circulation Element implements Tulare County's Vehicle Miles Traveled Guidelines (VMT Guidelines or Guidelines) for the implementation of Senate Bill 743 (SB 743) in the unincorporated area of Tulare County. SB 743 was passed by the legislature and signed into law in the fall of 2013. This legislation led to a change in the way that transportation impacts will be measured under the California Environmental Quality Act (CEQA). Starting on July 1, 2020, automobile delay and level of service (LOS) may no longer be used as the performance measure to determine the transportation impacts of land development projects under CEQA and the new performance measure will be vehicle miles traveled (VMT).

SB 743 applies to both land development and transportation projects. The VMT analysis methodology for land development projects was developed in order to accomplish the following:

- Meet the requirements of CEQA, including the new SB 743 regulations that were adopted into CEQA in December 2018 and go into effect on July 1, 2020.
- Provide for transportation improvements to be built that benefit Tulare County residents and facilitate travel by walking, bicycling, and transit.
- Provide for analysis and mitigation of VMT impacts in a way that is feasible and within the scale of land development projects in Tulare County.

Although VMT will be the performance measure for CEQA transportation studies, this Transportation and Circulation Element still requires consideration of roadway operational analysis (LOS) in the project approval process and may condition projects to provide roadway improvements. Guidelines are provided for the evaluation of the effect of projects on roadways, including the determination of appropriate roadway improvements as included in the VMT Guidelines.

13.1 Roadways and Highways

TC-1 To promote an efficient roadway and highway system for the movement of people and goods, which enhances the physical, economic, and social environment while being safe, environmentally friendly, and cost-effective.

TC-1.1 Provision of an Adequate Public Road Network
The County shall establish and maintain a public road network comprised of the major facilities illustrated on the Tulare County Road Systems to accommodate projected growth in traffic volume.

ⓘ *See Figure 13.1: Tulare County Road System.*

TC-1.2 County Improvement Standards
The County's public roadway system shall be built and maintained consistent with adopted County Improvement Standards, and the need and function of each roadway, within constraints of funding capacity.

TC-1.3 Regional Coordination
The County shall continue to work with State, regional, and local agencies to assess transportation needs and goals and support coordinated transportation planning and programming with the Tulare County Association of Governments (TCAG) and other local agencies.

TC-1.4 Funding Sources
The County shall work to enhance funding available for transportation projects. This includes:

1. Working with TCAG, Federal and State agencies, and other available funding sources to maximize funding available to the County for transportation projects and programs, and
2. Enhance local funding sources, including assessment of transportation impact fees to pay for appropriate construction, enhancement, and maintenance of transportation facilities.

TC-1.5 Public Road System Maintenance
The County shall give priority for maintenance to roadways identified by the Tulare County Pavement Management System (PMS) and other inputs relevant to maintaining the safety and integrity of the County roadway system.

TC-1.6 Intermodal Connectivity
The County shall ensure that, whenever possible, roadway, highway, and public transit systems will interconnect with other modes of transportation. Specifically, the County shall encourage the interaction of truck, rail, and air-freight/passenger movements.

TC-1.7 Intermodal Freight Villages
The County shall consider the appropriate placement of intermodal freight villages in locations within the Regional Growth Corridors.

TC-1.8 Promoting Operational Efficiency
The County shall give consideration to transportation programs that improve the operational efficiency of goods movement, especially those that enhance farm-to-market connectivity

TC-1.9 Highway Completion
The County shall support State and Federal capacity improvement programs for critical segments of the State Highway System. Priority shall be given to improvements to State Highways 65, 99, and 198, including widening and interchange projects in the County.

TC-1.10 Urban Interchanges
The County shall work with TCAG to upgrade State highway interchanges from rural to urban standards within UDBs.

TC-1.11 Regionally Significant Intersections
To enhance safety and efficiency, the County shall work to limit the frequency of intersections along regionally-significant corridors.

TC-1.12 Scenic Highways and Roads
The County shall work with appropriate agencies to support the designation of scenic highways and roads in the County.

> ⓘ *For additional policies concerning scenic highways and routes, please see Chapter 7-Scenic Landscapes.*

TC-1.13 Land Dedication for Roadways and Other Travel Modes
As required to meet the adopted County Improvement Standards, the County shall require, where warranted, an irrevocable offer of dedication to the right-of-way for roadways and other travel modes, as part of the development review process.

TC-1.14 Roadway Facilities
As part of the development review process, new development shall be conditioned to fund, through impact fees, tonnage fees, and/or other mechanism, the construction and maintenance of roadway facilities impacted by the project. As projects or locations warrant, construction or payment of pro-rata fees for planned road facilities may also be required as a condition of approval.

TC-1.15 Traffic Impact Study
The County shall require an analysis of traffic impacts for land development projects that may generate increased traffic on County roads. Typically, applicants of projects generating over 100 peak hour trips per day or where LOS “D” or worse occurs, will be required to prepare and submit this study. The traffic impact study will include impacts from all vehicles, including truck traffic.

TC-1.16 County Level Of Service (LOS) Standards
The County shall strive to develop and manage its roadway system (both segments and intersections) to meet a LOS of “D” or better in accordance with the LOS definitions established by the Highway Capacity Manual.

Insert Figure 13.1. Tulare County Road System 11x17. (Fold Out)

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ⓘ *See Tables 13.1 and 13.2: Traffic Flow Facilities below.*

Table 13.1 Uninterrupted Traffic Flow Facilities LOS

LOS A	Represents free flow. Individual vehicles are virtually unaffected by the presence of others in the traffic stream.
LOS B	Is in the range of stable flow, but the presence of other vehicles in the traffic stream begins to be noticeable. Freedom to select desired speeds is relatively unaffected, but there is a slight decline in the freedom to maneuver.
LOS C	Is in the range of stable flow, but marks the beginning of the range of flow in which the operation of individual vehicles becomes significantly affected by interaction with others vehicles in the traffic stream.
LOS D	Is a crowded segment of roadway with a large number of vehicles restricting mobility and stable flow. Speed and freedom to maneuver are severely restricted and the driver experiences a generally poor level of comfort and convenience.
LOS E	Represents operating conditions at or near level capacity. All speeds are reduced to a low, but relatively uniform value. Small increases in flow will cause breakdowns in traffic movement.
LOS F	Is used to define forced or breakdown flow (stop and go gridlock). This condition exists wherever the amount of traffic approaches a point where the amount of traffic exceeds the amount that can travel to a destination. Operations within queues are characterized by stop-and-go waves and they are extremely unstable.

Source: 2004/05 Regional Transportation Plan, Tulare County Association of Governments

Table 13.2 Interrupted Traffic Flow Facilities LOS

LOS A	Describes operations with average intersection stopped delay of ten seconds or less (how long a driver must wait at a signal before the vehicle can begin moving again).
LOS B	Describes operations with average intersection stopped delay in the range of 10.0 to 20.0 seconds per vehicle and with reasonably unimpeded operations between intersections.
LOS C	Describes operations with higher average stop delays at intersections (in the range of 20.0 to 35.0 seconds per vehicle). Stable operations between locations may be more restricted due to the ability to maneuver and change lanes at mid-block locations can be more restrictive than LOS B. Further, longer queues and/or adverse signal coordination may contribute to lower average speeds.
LOS D	Describes operations where the influence of delay is more noticeable (35.0 to 55.0 seconds per vehicle). Intersection stopped delay is longer and the range of travel speeds are about 40 percent below free flow speed. This is caused by inappropriate signal timing, high volumes, and some combinations of these.
LOS E	Is characterized by significant approach stopped delay (55.0 to 80.0 seconds per vehicle) and average travel speeds of one-third the free flow speed or lower. These conditions are generally considered to represent the capacity of the intersection or arterial.
LOS F	Is characterized arterial flow at extremely low speeds with high intersection stopped delay (greater than 80.0 seconds per vehicle). Poor progression, long cycles lengths, and high traffic demand volumes may be major contributing factor to this condition. Traffic may be characterized by frequent stop-and-go conditions.

Source: 2004/05 Regional Transportation Plan, Tulare County Association of Governments

TC-1.17 Level of Service Coordination
The County shall work with cities and neighboring jurisdictions to provide acceptable and compatible levels of service and encourage joint funding of the roadway improvement projects benefiting cities and the unincorporated areas.

TC-1.18 Balanced System
The County shall strive to meet transportation needs and maintain LOS standards through a balanced Multimodal Transportation Network that provides alternatives to the automobile.

TC-1.19 Balanced Funding
The County shall promote a balanced approach to the allocation of transportation funds to optimize the overall County transportation system.

13.2 Rail Transportation

TC-2 To improve and enhance current rail services that stimulate economic growth and meet the needs of freight and human transportation.

TC-2.1 Rail Service
The County shall support improvements to freight and expanding passenger rail service throughout the County.

TC-2.2 Rail Improvements
The County shall work with cities to support improvement, development, and expansion of passenger rail service in Tulare County.

TC-2.3 Amtrak Service
The County shall encourage Amtrak to add passenger service to the Union Pacific corridor in the County.

TC-2.4 High Speed Rail (HSR)
The County shall coordinate with TCAG and the California High Speed Rail Authority in efforts to locate the HSR corridor with a passenger stop and maintenance facility in Tulare County.

ⓘ *See also Chapter 5-Economic Development, Policy ED-3.5: High Speed Rail.*

TC-2.5 Railroad Corridor Preservation
The County shall work with other agencies to plan railroad corridors to facilitate the preservation of important railroad rights-of–way for future rail expansion or other appropriate transportation facilities.

TC-2.6 Rail Abandonment
The County shall coordinate with the Public Utilities Commission and TCAG to evaluate possible impacts of rail line abandonment proposals and consider alternatives uses for abandoned facilities, such as light rail, bike trails, utility corridors, or transit facilities.

TC-2.7 Rail Facilities and Existing Development
The County will work with the California Public Utilities Commission (CPUC) to ensure that new railroads rights-of-ways, yards, or stations adjacent to existing residential or commercial areas are screened or buffered to reduce noise, air, and visual impacts. Similarly, the County should coordinate with the CPUC and railroad service providers to address railroad safety issues as part of all future new development that affects local rail lines. Specific measures to be considered and incorporated into the design of future projects affecting rail lines include, but are not limited to, the installation of grade separations, warning signage, traffic signaling improvements, vehicle parking prohibitions, installation of pedestrian-specific warning devices, and the construction of pull out lanes for buses and vehicles.

13.3 Aviation

TC-3 To enhance airports in the County to meet the County's changing needs and demands while minimizing adverse airport related environmental impacts and safety hazards. .

TC-3.1 Enhancement of Countywide Airport System
The County shall coordinate with TCAG and the cities to support the enhancement of the Countywide airport system, including the potential expansion of commercial airline passenger service.

TC-3.2 Airport System Development
The County shall direct operations and maintenance toward servicing as much of forecasted aviation demand as possible within reasonable fiscal constraints. However, publicly-owned and operated airports shall not be expected to satisfy all anticipated demand for aviation facilities and related services in the County.

TC-3.3 Airport Enhancement
The County shall encourage and facilitate development of the County's public airports in conformance with the Tulare County Comprehensive Airport Land Use Plan (CALUP).

TC-3.4 Airport Compatibility
Protect existing and future airport operations from encroachment by potentially incompatible land uses and require developers to file an aviation easement with the County if a proposed development or expansion of an existing use is located within the approach or approach transition zones designation in the Tulare County Comprehensive Airport Land Use Plan.

TC-3.5 Private Ownership
The County shall consider the development and maintenance of privately-owned and operated airport facilities in the County provided such development and operation does not conflict with established land use or other public policies and does not result in adverse impacts on the operation, maintenance, and long term viability of existing airport facilities.

TC-3.6 Airport Encroachment
The County shall seek to avoid encroachment on airports by incompatible urban land uses.

TC-3.7 Multi-modal Development
The County shall support the development of multi-modal terminal facilities at County airports.

13.4 Public Transportation

TC-4 To support the development of a public transportation system that provides an alternative to the private automobile and meets the needs of those considered "transit dependent".

TC-4.1 Transportation Programs
The County shall support the continued coordination of transportation programs provided by social service agencies, particularly those serving elderly and/or handicapped.

TC-4.2 Determine Transit Needs
The County will continue to work with TCAG, cities, and communities in the County to evaluate and respond to public transportation needs.

TC-4.3 Support Tulare County Area Transit
The County shall request the support of TCAG for development of transit services outlined in the County's Transit Development Plan (TDP). Efforts to expand Tulare County Area Transit should be directed towards:

1. Encouraging new and improving existing transportation services for the elderly and disabled, and
2. Providing intercommunity services between unincorporated communities and cities.

TC-4.4 Nodal Land Use Patterns that Support Public Transit
The County shall encourage land uses that generate higher ridership including; high density residential, employment centers, schools, personal services, administrative and professional offices, and social/recreational centers, to be clustered within a convenient walking distance of one another.

TC-4.5 Transit Coordination
The County shall encourage regional coordination to facilitate improved connectivity between County and city operated transit systems and other transportation modes.

TC-4.6 San Joaquin Valley Intelligent Transportation System Strategic Deployment Plan
The County shall utilize the San Joaquin Valley Intelligent Transportation System Strategic Deployment Plan to facilitate public transportation services.

TC-4.7 Transit Ready Development
The County shall promote the reservation of transit stops in conjunction with development projects in likely or potential locations for future transit facilities.

13.5 Other Transportation Modes

TC-5 To encourage the development of safe, continuous, and easily accessible bicycle and trail systems that facilitate the use of viable transportation alternatives in a safe and financially feasible manner.

TC-5.1 Bicycle/Pedestrian Trail System
The County shall coordinate with TCAG and other agencies to develop a Countywide integrated multi-purpose trail system that provides a linked network with access to recreational, cultural, and employment facilities, as well as offering a recreational experience apart from that available at neighborhood and community parks.

TC-5.2 Consider Non-Motorized Modes in Planning and Development
The County shall consider incorporating facilities for non-motorized users, such as bike routes, sidewalks, and trails when constructing or improving transportation facilities and when reviewing new development proposals. For developments with 50 or more dwelling units or non-residential projects with an equivalent travel demand, the feasibility of such facilities shall be evaluated.

TC-5.3 Provisions for Bicycle Use
The County shall work with TCAG to encourage local government agencies and businesses to consider including bicycle access and provide safe bicycle parking facilities at office buildings, schools, shopping centers, and parks.

ⓘ *See Figure 13-1: Regional Bicycle Transportation Plan on the next page.*

TC-5.4 Design Standards for Bicycle Routes
The County shall utilize the design standards adopted by Caltrans and as required by the Streets and Highway Code for the development, maintenance, and improvement of bicycle routes.

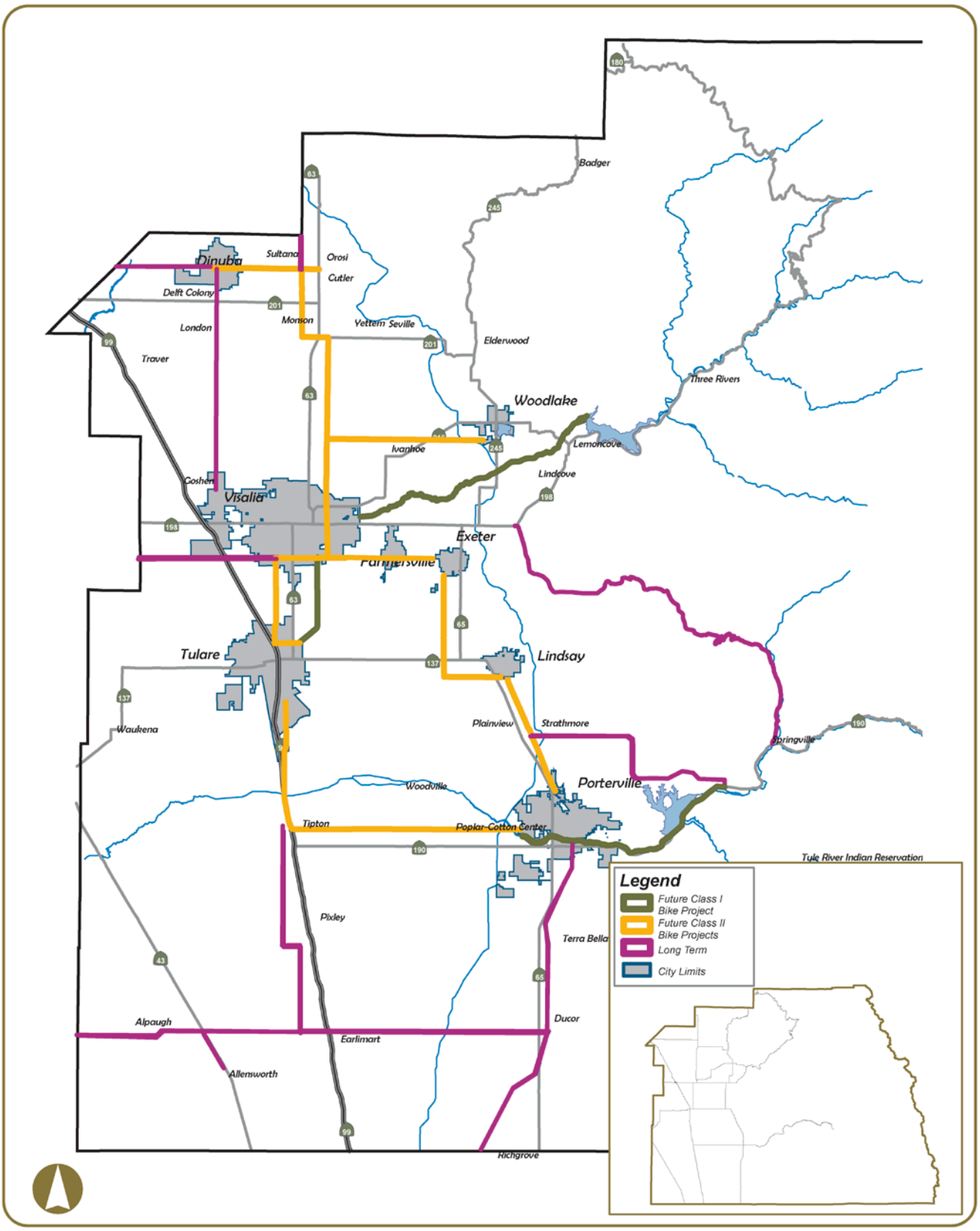
TC-5.5 Facilities
The County shall require the inclusion of bicycle support facilities, such as bike racks, for new major commercial or employment locations.

TC-5.6 Regional Bicycle Transportation Plan
The County shall identify Countywide recreational and commuter bicycle routes and update the Tulare County Regional Bicycle Transportation Plan as appropriate.

TC-5.7 Designated Bike Paths
The County shall support the creation and development of designated bike paths adjacent to or separate from commute corridors.

TC-5.8 Multi-Use Trails
The County shall encourage the development of multi-use corridors (such as hiking, equestrian, and mountain biking) in open space areas, along power line transmission corridors, utility easements, rivers, creeks, abandoned railways, and irrigation canals.

TC-5.9 Existing Facilities
The County shall support the maintenance of existing bicycle and pedestrian facilities.


Badger
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Woodlake
Ivanhoe
Lemoncove
Lindcove
Goshen
Visalia
Exeter
Farmersville
Tulare
Lindsay
Waukena
Plainview
Strathmore
Springville
Woodville
Porterville
Tipton
Poplar-Cotton Center
Tule River Indian Reservation
Pixley
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Ducor
Allensworth
Richgrove
Legend
Future Class I Bike Project
Future Class II Bike Projects
Long Term
City Limits
0 3 6 9 12 Miles
Regional Bicycle Transportation Plan
Figure 13-2

13.6 Complete Streets

TC-6 To address the transportation system from a multimodal perspective and identify how to provide for routine accommodation of all roadway users, including motorists, pedestrians, bicyclists, people with disabilities, seniors, and users of public transportation in a manner suitable to the rural, suburban, or urban context of the general plan.

TC-6.1 Multi-modal Transportation System
Design and implement a multi-modal transportation system that will serve projected future travel demand, minimize congestion, and address future growth.

TC-6.2 Provide Designated Routes and Loading Standards for Trucks
Provide designated routes and loading standards that reduce the noise and safety concerns associated with truck traffic.

TC-6.3 Provide Safe and Convenient Pedestrian Access
Provide safe and convenient pedestrian access between residential neighborhoods, parks, open space, and schools that service those neighborhoods.

TC-6.4 Adequate Off-Street Parking
Ensure the provision of adequate off-street parking for all land uses.

TC-6.5 Integrated Transportation System
Provide a transportation system that is integrated with the region.

TC-6.6 Public Transit Services
Encourage the use of public transit services to reduce reliance on the automobile.

TC-6.7 Goods Movement
Provide efficient goods movement.

TC-6.8 Safe and Convenient Facilities for Non-Motorized Transportation Modes
Provide safe and convenient facilities for non-motorized modes of transportation that enhance the future livability and character.

TC-6.9 Transportation System Design, Construction and Operation
Design, construct, and operate the transportation system in a manner that maintains a high level of environmental quality.

TC-6.10 Transportation Demand Management (TDM)
Support the use of Transportation Demand Management (TDM) strategies to reduce dependence on the single-occupant vehicle, increase the ability of the existing transportation system to carry more people, and enhance mobility along Congested corridors.

TC-6.11 Intelligent Transportation Systems (ITS)
Utilize Intelligent Transportation Systems (ITS) to improve the safety and performance of the surface transportation system using new technology in detection, communication, computing, and traffic control.

TC-6.12 Coordination
The County shall coordinate its agricultural policies and programs with State and federal regulations to preserve agricultural lands.

13.7 Vehicle Miles Travelled

TC-7	The Transportation and Circulation Element implements Tulare County's Vehicle Miles Traveled Guidelines (VMT Guidelines or Guidelines) for the implementation of Senate Bill 743 (SB 743) in the unincorporated area of Tulare County.

TC-7.1 Vehicle Trip Generation Reduction
Accommodate and encourage use of non-automobile transportation modes to achieve mobility goals and reduce vehicle trip generation and vehicle miles traveled (VMT).

TC-7.2 Development and Transportation Project Review
Development and Transportation proposals shall be reviewed for their impacts on all transportation modes through the study of Vehicle Miles Traveled (VMT) consistent with the Tulare County VMT Guidelines. Projects shall fund or construct proportional fair share mitigations and improvements to address their impacts on the transportation systems as feasible and appropriate.

TC-7.3 Project Benefit Consideration
The County may consider adoption of a statement of overriding considerations, as part of an EIR, for projects unable to mitigate their VMT impacts to a less than significant level. At the discretion of the County Board of Supervisors, based on CEQA Guidelines Section 15021, projects that include overriding benefits, in accordance with Public Resources Code Section 21081 and are consistent with the General Plan and applicable Transportation Analysis may be considered for approval.

TC-7.4 Screening Criteria
Some projects are small enough that they can be presumed to have a less than significant transportation impact without doing a detailed VMT analysis. For Tulare County, projects that generate less than 500 trips per day can be presumed to have a less than significant impact. Consistent with OPR's Technical Advisory, local-serving retail uses are presumed to have a less than significant impact on VMT since they tend to attract vehicle trips from adjacent areas that would have otherwise been made to more distant retail locations. Similar to retail land uses, local-serving public facilities are presumed to have a less than significant impact on VMT. This would include government facilities intended to typically serve the local public, parks, and public elementary schools, public middle schools, and high schools. OPR's Technical Advisory allows for a less than significant finding for transportation impacts of residential projects that that are 100% affordable housing located in infill areas. Affordable housing is defined as affordable to all persons with a household income equal to or less than 50% of the area median income (as defined by California Health and Safety Code Section 50093), housing for senior citizens [as defined in Section 143,0720(e)], housing for transitional foster youth, disabled veterans, and homeless persons [as defined in Section 143,0720(f)]. For Tulare County, this screening category applies to all 100% affordable housing projects that meet the detailed criteria above, regardless of whether they are located in infill areas. In addition, it applies to all developments intended primarily for farmworker housing regardless of their status with respect to affordability. According to CEQA, projects are considered to have a less than significant impact if they result in a net reduction in the relevant performance measure (in this case VMT). Therefore,

redevelopment projects in Tulare County that generate less VMT than the existing project they are replacing would be considered to have a less than significant impact on VMT. For the purposes of VMT analysis, a redevelopment project is any project that replaces an existing development rather than being built on vacant/undeveloped land

TC-7.5 VMT Applicability

It is important to note that VMT analysis, as described in the Tulare County VMT Guidelines only applies to passenger travel, not goods movement. The following (referring to CEQA) is contained in OPR's technical advisory: "Section 15064.3, subdivision (a), states, 'For the purposes of this section, vehicle miles traveled refers to the amount and distance of automobile travel attributable to a project. Here, the term 'automobile' refers to on-road passenger vehicles, specifically cars and light trucks." Therefore, trips related to the movement of goods for agricultural or industrial purposes would not be subject to a VMT analysis and would be considered to have a less than significant impact on the transportation system. For projects that include both auto and truck (i.e., goods movement) trips only the auto trips would be analyzed. When determining mitigation measures, only a project's auto trips would be considered.

TC-7.6 Significance Thresholds

Significance thresholds for land development projects are summarized below. Additional discussion and substantial evidence can be found in Tulare County VMT Guidelines Appendix C.

- Residential Projects: A significant transportation impact occurs if the project VMT per capita equals or exceeds the average VMT per capita for the TAZ where the project is located.
- Office Projects: A significant transportation impact occurs if the project VMT per employee equals or exceeds the average VMT per employee for the TAZ where the project is located.
- Regional Retail Projects: A significant transportation impact occurs if the project results in a net increase in VMT.
- Industrial Projects: A significant transportation impact occurs if the project VMT per employee exceeds the average VMT per employee for the TAZ where the project is located.

TC-7.7 Transportation Projects

SB 743 also applies to transportation projects. As recommended in OPR's Technical Advisory, Tulare County has determined that it is appropriate to use VMT as the performance measure for transportation projects. Consistent with OPR's Technical Advisory, certain types of transportation projects are presumed to have a less than significant impact on transportation. A list of these project types is shown below.

Maintenance

- Rehabilitation, maintenance, replacement, safety, and repair projects designed to improve the condition of or replace existing transportation assets for example, highways; roadways; bridges; culverts; etc.; that are structurally deficient or functionally obsolete (e.g., using Caltrans and/or County of Tulare criteria) to current engineering standards and that do not add additional motor vehicle capacity.

- Rehabilitation and maintenance projects that do not add motor vehicle capacity

Safety.

- Roadside safety devices or hardware installation such as median barriers and guardrails.
- Roadway shoulder enhancements to provide "breakdown space," dedicated space for use only by transit vehicles, to provide bicycle access, or to otherwise improve safety, but which will not be used as automobile vehicle travel lanes.
- Addition of an auxiliary lane of less than one mile in length designed to improve roadway safety.
- Grade separation to separate vehicles from rail, transit, pedestrians or bicycles.
- *Addition of passing lanes, truck climbing lanes, or truck brake-check lanes in rural areas that do not increase overall vehicle capacity along the corridor*

Operational Improvements

- *Installation, removal, or reconfiguration of traffic lanes that are not for through traffic, such as left, right, and U-turn pockets, two-way left turn lanes, or emergency breakdown lanes that are not utilized as through lanes*
- *Addition of roadway capacity on local or collector streets provided the project also substantially improves conditions for pedestrians, cyclists, and, if applicable, transit*
- *Conversion of existing general purpose lanes (including ramps) to managed lanes or transit lanes, or changing lane management in a manner that would not increase vehicle travel*
- *Installation, removal, or reconfiguration of traffic control devices*
- *Timing of signals to optimize vehicle, bicycle, or pedestrian flow*
- *Installation of roundabouts or traffic circles*
- *Installation of publicly available alternative fuel/charging infrastructure*

Transit

- *Addition of a new lane that is permanently restricted to use only by transit vehicles*
- *Initiation of new transit service*

Reductions in Roadway Capacity

- *Reduction in number of through lanes*

Pedestrian and Bicycle Facilities

- *Addition of new or enhanced bike or pedestrian facilities on existing streets/highways or within existing public rights-of-way*

- *Addition of Class I bike paths, trails, multi-use paths, or other off-road facilities that serve non-motorized travel*

TC-7.8 VMT analysis for Updates to the General Plan and Community Plans

VMT analysis for the General Plan or Community Plans would generally be conducted by comparing the total VMT/capita of the study area with the plan in the planning horizon year to the VMT/capita of the study area in the base year. This analysis would be conducted using the TCAG regional travel for updates to the General Plan. For updates to community plans, the VMT analysis could be conducted using the TCAG regional travel demand model or using sketch planning techniques. The base year of the analysis would typically be the base year of the model, if a travel demand model is used for the calculations or existing conditions if sketch planning techniques are used. A significant impact would result if the VMT/capita of the study area within the planning horizon year exceeds the VMT/capita of the study area in the base year. VMT mitigation for the General Plan and Community Plans would typically consist of adding new facilities or improvements to facilitate walking, bicycling, or transit or by reducing the level of roadway improvements included in the applicable plan.

TC-7.9 Coordination with Other Agencies

Preparation of a VMT analysis will require coordination with other agencies as follows:

- Caltrans will review and provide comments on certain VMT analyses, particularly if the project requires a Caltrans encroachment permit or if it is considered to have a substantial effect on state highway facilities (such as freeways, on and off ramps, rural state routes, roundabouts, etc.).
- Although most VMT analyses are expected to be conducted using the methodology included in these Guidelines, it may be determined that a regional travel demand model is the most appropriate methodology for some projects. In these cases, use of the Tulare County Association of Governments (TCAG) model is recommended and coordination with TCAG should occur.
- Additional coordination with adjacent counties and incorporated cities within Tulare County will not typically be necessary to implement SB 743, unless a proposed mitigation measure crosses jurisdictional boundaries.

TC-7.10 Local Transportation Analysis

Although SB 743 changes the CEQA transportation performance measure from level of service (LOS) to vehicle miles traveled (VMT), it does not affect a local agency's ability to analyze roadway operations and require land development projects to provide improvements when the traffic generated by a project will affect the local roadway system. In Tulare County, a local transportation analysis (LTA) should be generally be provided for land development projects that generate more than 100 peak hour trips. The purpose of the LTA is to analyze traffic generated by the project and recommend transportation improvements to accommodate increases in traffic. An LTA should generally be provided for transportation projects that add 100 or more trips to other roadways or intersections.

13.8 Work Plan/Implementation Measures

The following table documents the Implementation Measures included with the General Plan to implement the goals and policies included in this Element.

Implementation	Implements what Policy	Who is Responsible	2012-2015	2015-2020	2020-2030	On-Going
1. Through the Pavement Management System (PMS), the County shall continue to maintain a database of all County maintained roadways to determine which roadways should no longer be maintained and allowed to return to rural/agricultural roads.	TC-1.1 TC-1.3	RMA	■			■
2. The County shall develop an impact fee program to offset the cost of development and maintenance of the County roadway system as necessitated by new development.	TC-1.1 TC-1.3 TC-1.5 TC-1.14 TC-7.2	RMA	■			■
3. The County shall utilize local community road improvement funds under Measure R to upgrade local community roads and farm to market roads.	TC-1.1 TC-1.5	RMA; TCAG				■
4. Prior to approval of Special Use Permits and/or site plan review for any new facility with truck traffic generating characteristics, the County shall require the applicant to demonstrate an adequate on-site truck parking/staging/maneuvering facility that precludes the need for truck queuing and parking on adjacent public roadways.	TC-1.8	RMA				■
5. The County shall require new subdivisions to join or create an assessment district for maintaining public roads installed with the development.	TC-1.2	RMA				■

Implementation	Implements what Policy	Who is Responsible	2012-2015	2015-2020	2020-2030	On-Going
6. The County shall update the County Improvement Standards for roadways to: a. Reflect urban improvement standards for projects inside UDBs, HDBs and/or UABs, b. Reflect standards to be used outside of UDBs, HDBs and UABs, c. Reduce air emissions related to construction and operations, d. Enhance public safety, and e. Accommodate smart growth design principles by developing standards for pedestrian facilities, bike paths, cycle shoulder lanes, and traffic calming devices such as bulb-outs at intersections, etc..	TC-1.2 SL-4.2 LU-7.3	RMA				■
7. The County shall coordinate with TCAG during their update to the Regional Transportation Plan (RTP).	TC-1.3 TC-1.4	RMA				■
8. The County shall maintain efforts to seek Federal and State funding for roadway construction, transit services, alternative modes, and capital improvements at public airports.	TC-1.4	RMA				■
9. To decrease deterioration of County maintained roadways or State highways, the County shall amend the Zoning Ordinance to require that the access apron between the existing road and new driveways and other access points are paved, as a condition of approval for private development projects affecting the County road system.	TC-1.5	RMA	■			
10. The County shall regularly review and update the Pavement Management System as part of the annual budget process.	TC-1.5 TC-1.6	RMA, Engineering				■
11. During development or maintenance of a regional growth corridor plan, the County shall evaluate appropriate locations for an intermodal freight village.	TC-1.7	RMA, Planning				■

Implementation	Implements what Policy	Who is Responsible	2012-2015	2015-2020	2020-2030	On-Going
12. The County shall coordinate with Caltrans and TCAG on planning, engineering, and advanced design of State highway projects including future routes, such as the Highway 65 extension.	TC-1.9	RMA				■
13. The County shall promote cooperative City-County-State efforts to protect existing and future alignments of major streets, highways, and interchanges from encroachment. Three legal devices may be used to protect future highway alignments: a. The precise thoroughfare plan (official plan lines), which can be used either for entirely new sections of highway or to protect areas required for the widening of existing highways, b. Building line setbacks along existing highways, and c. Conditions of approval on discretionary approvals.	TC-1.13	RMA				■
14. The County shall investigate a formal system for collecting a pro-rata share of roadway improvements to address project impacts and future regional needs.	TC-1.13 TC-1.14	RMA				■
15. The County shall evaluate its LOS standards and road standards every five (5) years in coordination with the five year General Plan review.	TC-1.16 TC-1.17	RMA				■
16. The County shall work with new subdivision proposals or other development to protect rail corridors for future linear uses, such as rail reuse or new trails.	TC-2.5	RMA				■
17. The County shall ensure the compatibility of the CALUP with the General Plan.	TC-3.3 TC-3.4 TC-3.6	RMA, Planning				■

Implementation	Implements what Policy	Who is Responsible	2012-2015	2015-2020	2020-2030	On-Going
18. The County shall encourage agencies and organizations to pursue available Federal and State funding, grants, and other funds that can be applied to transportation and transit projects.	TC-1.4	County				■
19. The County shall work annually with TCAG to program transit projects through the Federal Transportation Improvement Program (FTIP) and Regional Transportation Improvement Program (RTIP).	TC-4.2	RMA				■
20. The County shall work with transit system operators to develop a "Fast Pass" type system that allows for seamless transfers between transit systems within the County.	TC-4.5	RMA				■
21. As part of the development review process, projects will be conditioned to incorporate appropriate trail facilities in keeping with plans for a Countywide trail system.	TC-5.1	RMA				■
22. The County shall evaluate the need for facilities for non-motorized users (e.g., bicycles, pedestrians) in new development projects.	TC-5.1 TC-5.2	RMA				■
23. The County shall evaluate the Tulare County Regional Bicycle Plan every five (5) years in coordination with the five year General Plan review.	TC-5.3 TC-5.5	RMA; TCAG				■
24. The County shall coordinate with TCAG to develop and implement a trails master plan.	TC-5.3	RMA; TCAG		■		
25. The County shall ensure implementation of the Tulare County Regional Bicycle Plan during the project entitlement process.	TC-5.6	RMA, Planning				■
26. The County shall work with TCAG to update the Regional Bicycle Plan to connect the core areas of the unincorporated communities and prioritize provision of those portions of the regional routes within the UDBs of these communities.	TC-5.6	RMA, Planning	■			

Implementation	Implements what Policy	Who is Responsible	2012-2015	2015-2020	2020-2030	On-Going
27. The County shall seek funding sources to acquire and consolidate properties comprising old rail corridors if beneficial to future transportation use, including trails, and will encourage regional and local transportation agencies to assist as a partner in this effort.	TC-5.2 TC-5.8 TC-5.9	RMA				■
28. The County shall develop and maintain a database of roadways and railways that are no longer in service to be used as pedestrian and equestrian trails.	TC-5.8 TC-5.9	RMA	■			■
29. The County shall develop and implement a Complete Streets Program.	TC-6.1-6.12	RMA; TCAG		■		■
30. The County shall develop and implement a Vehicle Miles Travelled Guidelines Program.	TC-7.1-7.10	RMA, Planning TCAG		■		■

Please see next page.

13.9 Implementation Program – Roadway Standards

Roadway Functional Classification System

Roadways serve two necessary but conflicting functions: mobility and property access. High and constant speeds, with few interruptions and limited conflicting traffic, are desirable for mobility. A functional classification system provides for specialization in meeting the access and mobility requirements of the development permitted under the General Plan. Local streets emphasize property access; freeways, and arterials emphasize high mobility for through-traffic; and collectors attempt to achieve a balance between both functions.

An efficient transportation system is an important component of a strong and dynamic economy. Access control is the greatest single correlative to traffic safety and regional mobility. Good access management practices will ensure that the transportation system will continue to serve the needs of Tulare County and the regional economy far into the future by insuring safe, efficient, and convenient mobility.

The Circulation Diagram represents the official functional classification of existing and proposed streets, roadways, and highways in Tulare County (see Figure 13.1: Tulare County Road System). This diagram depicts the State highways, arterial, and collector roadway system in Tulare County. All other roadways are classified as local streets. The County's functional classification system recognizes differences in roadway functions and standards between urban/suburban areas and rural areas. The following paragraphs define the linkage and functions provided by each class of roadways. Furthermore, streets and highways as written in the County's Ordinance Code is represented by all classifications.

Freeways provide for the ability to carry large traffic volumes at high speeds for long distances. Access points are fully controlled. Freeways connect points within the County and link the County to other parts of the State.

Arterials provide for mobility within the County and its cities, carrying through traffic on continuous routes and joining major traffic generators, freeways, and other arterials. Access to abutting private property and intersecting local streets shall generally be restricted.

Collectors provide for internal traffic movement within communities, and connect local roads to arterials. Direct access to abutting private property shall generally be permitted.

Local Roads provide direct access to abutting property and connect with other local roads, collectors, and arterials. Local roads are typically developed as two-lane undivided roadways. Access to abutting private property and intersecting streets shall be permitted.

Program 1
Right-of-way (ROW) standards for each functional roadway classification shall be as follows:

- Major Urban and Major Rural Arterials – Desirable ROW = 110 feet.
- Other Urban and Rural Arterials – Desirable ROW = 84 feet.
- Urban and Rural Collectors – Desirable ROW = 60 feet.
- Local Roads – Desirable ROW = 60 feet; however, Tulare County improvement standards allow 56 foot rights-of-way in certain circumstances.
- All Classes – Additional right-of-way may be required in the vicinity of some intersections for all functional roadway classifications.

Program 2
Access and parking policies for each functional roadway classification within the County shall be as follows:

- Freeways: Freeway access shall be limited to grade separated interchanges. Only emergency parking is allowed,
- Major Urban Arterials: Access from abutting parcels shall be discouraged. Consolidation of driveways shall be encouraged. Parking may be prohibited if additional capacity is needed,
- Major Rural Arterials: Access from abutting parcels shall be discouraged. Consolidation of driveways shall be encouraged,
- Other Urban Arterials: Access from abutting parcels shall be discouraged. Consolidation of driveways shall be encouraged. Parking may be allowed but should be discouraged,
- Other Rural Arterials: Access from abutting parcels shall be discouraged. Consolidation of driveways shall be encouraged, and
- Urban Collectors, Rural Collectors, and Local Roads: Access shall be permitted from abutting parcels.

Parking restrictions along facilities in unincorporated urban areas shall be determined from roadway classification policies described herein or, in situations where variations are desired, as determined by the RMA and Development Services Department.

Program 3
Each functional roadway classification, pavement widths, lane configurations, and where applicable to the specific functional classification of road, medians and/or shoulder widths shall be based on acceptable design standards of the agency having jurisdiction over the facility.

Program 4
Requirements for frontage improvements on each functional roadway class shall be as follows:

- Major Urban Arterials, Other Urban Arterials, Urban Collectors Within Urban Improvement Boundaries (Urban Development Boundaries): urban improvement standards shall be required, including curb and gutter, sidewalks, and street lights;
- Major Rural Arterials, Other Rural Arterials: Rural improvement standards (emphasizing higher profile grades and all weather shoulders) shall be applied. Curb and gutter shall not be provided;
- Rural Collectors: Rural improvement standards shall be applied to include all weather shoulders; and
- Rural Local Roads: County rural facility standards shall be applied.