



1. Introduction

1.1 General Plans in California

State law requires each City and County to prepare and adopt a comprehensive and long-range General Plan for its future physical development (Government Code § 65300). A General Plan must address seven mandatory topics (referred to as “elements”): land use, circulation, housing, open-space, conservation, safety, and noise, to the extent that the topics exist in the planning area (Government Code §§ 65301(c), 65302). Cities and Counties in the San Joaquin Valley must also address air quality matters as specified by Government Code § 65302.1. Cities and Counties may also voluntarily include other “optional” elements or address other topics of local interest as they choose (Government Code § 65303). State law establishes that each element is of equal importance and that the elements must be consistent with one another (Government Code § 65300.5).

Together, the policies set out in the seven mandated elements of a General Plan and, in the San Joaquin Valley, the policies under the topic of air quality form a comprehensive set of planning policies as follows:

- The **Circulation Element** identifies the general location and extent of existing and proposed transportation facilities and utilities;
- The **Conservation Element** addresses the conservation, development, and use of natural resources;
- The **Housing Element** is a comprehensive assessment of current and future housing needs for all segments of the County’s population, as well as a program for meeting those needs;
- The **Land Use Element** designates the general distribution and intensity of land uses within the unincorporated areas of the County;
- The **Noise Element** identifies major noise sources and contains policies intended to protect the public from exposure to excessive noise levels;
- The **Open-Space Element** describes measures for the preservation of open space for the protection of natural resources, the managed production of resources, and for recreation and public health and safety; and
- The **Safety Element** establishes policies to protect the public from risks associated with natural and human-made hazards such as seismic hazards, geologic hazards, flooding, wildfire hazards, and air pollution.
- In the San Joaquin Valley, under the topic of air quality, a General Plan must include data and analysis, goals, policies and objectives, and feasible implementation strategies to improve air quality.
- Tulare County has also included goals, policies, objectives, and feasible implementation strategies to address greenhouse gas emissions and climate change impacts.

A comprehensive General Plan provides a jurisdiction (a City or County) with a consistent framework for land use decision-making. The General Plan has been called the “constitution” for land use development to emphasize its importance to land use decisions. A General Plan is called upon to address a range of diverse, sometimes divergent, public interests. A County utilizes broad discretion to weigh and balance competing interests in formulating general-plan policies. The General Plan and its policies, maps, and diagrams form the basis for the County’s zoning, subdivision, and public works actions. Under California law, no specific plan, zoning, subdivision map, or public works project may be approved unless the County finds that it is consistent with the adopted General Plan as per Government Code §§ 65359, 65401, 65454, 65860, and 66473.5.

A City or County may adopt a General Plan in any format deemed appropriate or convenient by the Legislative Body that best fits its unique circumstances. Furthermore, the General Plan may be adopted for all or part of the territory of the County, and may be adopted as a single document or as a group of documents relating to subjects or geographic segments of the planning area (Government Code § 65301). In doing so, the jurisdiction must ensure that the General Plan and its component parts comprise an integrated, internally consistent, and compatible statement of development policies (Government Code §65300.5).

1.2 Tulare County General Plan: The Structure

Historic General Plan Overview

Historically, the Tulare County General Plan has been structured in an informal, three tier system:

In undertaking the General Plan 2030 Update (GPU) and preparing the Recirculated Draft Environmental Impact Report (RDEIR), the County of Tulare is not writing on a “blank slate”. The GPU amends the existing County General Plan by modernizing, updating, and adding to existing General Plan policies that have been developed over time since the first County general plan was adopted in 1964.

The first tier consisted of the seven mandatory elements of a General Plan and several optional or voluntary elements, including the Urban Boundaries Element, the Animal Confinement Facilities Plan (ACFP)-Phase I, and others. The policies in these elements applied countywide.

The second tier consisted of two adopted area plans: the Rural Valley Lands Plan and the Foothill Growth Management Plan. These plans covered two major geographical areas within the unincorporated area in the County and established policies applicable in these particular areas.

The third tier consisted of community plans, several sub-area plans, and a number of County Adopted City General Plans (land use plans adopted by the County for areas just beyond the boundaries of incorporated cities). These plans were designed to add and tailor policies applicable within certain defined boundaries.

On April of 2011 the Board of Supervisors approved the transfer of site plan review committee responsibilities to the Planning Commission as a part of the Resource Management Agency Streamlining program.

General Plan 2030 Update Overview

Tulare County General Plan 2030 Update is the product of an update process that, in 2010, added a variety of important new goals and policies to existing components of the County’s General Plan. In

addition, some obsolete policies of the General Plan were deleted by this update process. In many cases, those obsolete policies were replaced by new provisions. Further, a Work Plan, consisting of implementation measures, was developed.

The historic three tier structure remains, formalized as three “Parts”:

Part I, called the “Goals and Policies Report,” includes fourteen elements that apply countywide. Those adopted in 2010 as new or revised elements join three existing elements, the Housing Element (adopted in 2003), Flood Control Master Plan (1972) and the Animal Confinement Facilities Plan (ACFP)-Phase I (adopted in 2000). The Housing Element, the Flood Control Master Plan, and Animal Confinement Facilities Plan (ACFP)-Phase I, were not revised or readopted as part of the Update but are included in Part I.

The Goals and Policies Report is organized into four components and includes:

Component A. General Plan Framework:

- Planning Framework Element

Component B. Prosperity:

- Agriculture Element
- Land Use Element
- Economic Development Element
- Housing Element (adopted 2012)

Component C. Environment:

- Scenic Landscapes Element
- Environmental Resource Management Element
- Air Quality Element
- Health and Safety Element
- Water Resources Element
- Animal Confinement Facilities Plan (ACPF)-Phase I (adopted 2000)

Component D. Infrastructure:

- Transportation and Circulation Element
- Public Facilities and Services Element
- The Flood Control Master Plan (adopted 1972)

The structure and organization of the Goals and Policies Report is described in greater detail later in this Introduction under “Goals and Policies Report Framework.”

Part II includes three “Area Plans,” one for each of the three major geographic areas of the County. They are:

- Rural Valley Lands Plan
- Foothill Growth Management Plan
- Mountain Framework Plan

Part II also includes a new Corridor Framework Plan (adopted 2010), which establishes policies that will guide the potential adoption of Corridor Plans within the County. Any such adopted Corridor Plan will be included in Part III.

Part III of the General Plan 2030 Update consists of a number of existing planning documents: Sub-Area Plans, County Adopted City General Plans, and Community Plans. Each of these plans, described in the following pages, applies tailored policies to specified portions of the County. These existing plans were not revised or readopted in 2010 as part of the General Plan Update with two exceptions: the Urban Development Boundary for the Pixley Community Plan Planning Framework Element Chapter (Figure 2.2-11) was modified to include the Harmon Field Airport and the County Adopted City General Plan for Dinuba Planning Framework Element Chapter (Figure 2.4-2) was modified to reflect the recently annexed Dinuba Golf Course, residential and wastewater treatment area.

Furthermore, the General Plan 2030 Update anticipates adopting additional Sub-Area Plans, County Adopted City General Plans, and Community Plans, as well as Mountain Service Center Plans, Hamlet Plans, and Corridor Plans. These anticipated plans are discussed below. Each will become components of Part III of the General Plan when adopted:

Thus, Part III includes:

- Five existing Sub-Area plans:
 - Great Western Divide North Half Plan (a Sub-Area plan located within the boundaries of the Mountain Framework Plan) (adopted 1990)
 - Kennedy Meadows Plan (a Sub-Area plan located within the boundaries of the Mountain Framework Plan) (adopted 1986)
 - Kings River Plan (a Sub-Area plan located within the boundaries of the Rural Valley Lands Plan) (adopted 1975)
 - Sequoia Field Land Use and Public Buildings Element (adopted 1981) amended to Juvenile Detention Facility-Sequoia Field Land Use and Public Buildings Elements (adopted 1995)

The Goals and Policies Report also identifies five additional Sub-Areas, all within the Mountain Framework Plan area, for which Sub-Area plans have not been adopted to date. These Sub-Areas will become components of Part III of the General Plan when adopted:

- Great Western Divide South Half Plan
- Posey Plan
- Redwood Mountain Plan
- South Sierra Plan

- Upper Balch Park Plan
- Eight existing County Adopted City General Plans, including two neighborhood plans, that cover the areas between the city limit lines of the eight incorporated cities in Tulare County and the County-adopted Urban Area Boundaries and Urban Development Boundaries for those cities (note that Tulare County does not have the authority to regulate land use within the city limits of those cities):
 - Dinuba (adopted 1964, revised 2010 by this update to include the Dinuba Golf Course)
 - Exeter (adopted 1976)
 - Farmersville (adopted 1976)
 - Lindsay (adopted 1981)
 - Porterville (adopted 1990)
 - East Porterville Neighborhood Plan (adopted 1990)
 - Tulare (adopted 1980)
 - Visalia (adopted 1992)
 - Patterson Tract Neighborhood Plan (adopted 1992)
 - Woodlake (adopted 1986)
- In addition, the Goals and Policies Report calls for adopting two additional County Adopted City General Plans. Both of these areas have established Urban Development Boundaries. These County Adopted City General Plans will become components of Part III of the General Plan when adopted:
 - Delano
 - Kingsburg
- Twelve Existing Community Plans:
 - Cutler/Orosi Community Plan (adopted 1988)
 - Earlimart Community Plan (adopted 1988)
 - Goshen Community Plan (adopted 1978)
 - Ivanhoe Community Plan (adopted 1990)
 - Pixley Community Plan (adopted 1997, revised 2010 by this update to include Harmon Field)
 - Poplar/Cotton Center Community Plan (adopted 1996)
 - Richgrove Community Plan (adopted 1987)
 - Springville Community Plan (adopted 1985)
 - Strathmore Community Plan (adopted 1989)
 - Terra Bella/Ducor Community Plan (adopted 2004)
 - Three Rivers Community Plan (adopted 1980)

- Traver Community Plan (adopted 1989)

- In addition, the Goals and Policies Report designates eight additional communities and calls for adopting a Community Plan for each. Each of these Communities has an existing Urban Development Boundary except Sultana. These Community Plans will become components of Part III of the General Plan when adopted:
 - Alpaugh
 - East Orosi
 - Lemon Cove
 - London
 - Plainview
 - Sultana
 - Tipton
 - Woodville

- Mountain Service Center Plans: The Goals and Policies Report designates certain existing developed areas within the boundaries of the Mountain Framework Plan as Mountain Service Centers and calls for adopting Mountain Service Center Plans (as a part of the Mountain Sub Area Plan) for these locations. These Mountain Service Center Plans will become components of Part III of the General Plan when adopted:
 - Balance Rock
 - Balch Park
 - Blue Ridge
 - California Hot Springs/Pine Flat
 - Fairview
 - Hartland
 - Johnsondale
 - McClenney Tract
 - Panorama Heights
 - Posey/Idlewild
 - Poso Park
 - Silver City
 - Sugarloaf Mountain Park
 - Sugarloaf Park
 - Sugarloaf Village
 - Wilsonia

- Hamlet Development Plans: The Goals and Policies Report also designates certain locations as Hamlets and calls for the adoption of a Hamlet Development Plan for each of these. These Hamlet Development Plans will become components of Part III of the General Plan when adopted:
 - Allensworth
 - Delft Colony
 - East Tulare Villa
 - Lindcove
 - Monson
 - Seville
 - Teviston
 - Tonyville
 - Waukena
 - West Goshen
 - Yetttem

- Corridor Plans: The Corridor Framework Plan in Part II establishes policies that would guide the potential adoption of “Corridor Plans” within the County. When adopted the Corridor Plans will become part of Part III of the General Plan. This may include:
 - The Mooney Corridor Concepts Plan (suspended by Tulare County Board of Supervisors, General Plan Amendment 04-001 and Resolution No. 04-0651 pending adoption of the Corridor Framework Plan)
 - Additional Corridor Plans to be determined

Updated or Deleted Sections and Elements

The following provisions of the County’s prior General Plan are deleted with the 2010 adoption of General Plan 2030 Update. State-mandated content formerly addressed in these elements is now covered in new provisions of the General Plan, as described in Table 1.1 (page 1-12):

- Civic Center Master Plan
- Environmental Resource Management Element (Open Space/Recreation/Conservation Element)
- Land Use Element
- Library Master Plan
- Noise Element
- Public Buildings Plan
- Safety Element
- Scenic Highways Element
- Seismic Safety Element

- Transportation/Circulation Element
- Urban Boundaries Element
- Water and Liquid Waste Management Element

General Plan Supporting Documents

The following documents were referenced and utilized in the preparation of the General Plan 2030 Update. Documents listed below are not adopted and are provided here for reference only.

- **Background Report.** This report provides a detailed description of the conditions that existed within the Planning Area during the development of the General Plan.
- **Environmental Impact Report (EIR).** This report is comprised of:
 - **General Plan/EIR Executive Summary.** This document provides an overview of the General Plan and its component documents. It describes the planning area, summarizes the General Plan objectives, provides a brief overview of existing conditions, summarizes the issues raised during preparation of the General Plan, and summarizes the environmental impacts associated with the General Plan.
 - **The Revised Draft Environmental Impact Report (EIR).** This report prepared for the General Plan is designed to meet the requirements of the California Environmental Quality Act (CEQA). The Planning Commission, Board of Supervisors, members of the public, and interested public agencies will use the EIR during review of the Draft General Plan in order to understand the potential environmental implications associated with implementation of the General Plan.
 - **The Final Environmental Impact Report.** This report will include the Executive Summary, the Draft Environmental Impact Report, and responses to comments received during the State CEQA public comment period on the Draft EIR.

1.3 Goals and Policies Report Framework (Part I of the General Plan)

Components, Elements, Topics, Goals, and Policies

The Goals and Policy Report (Part I of General Plan 2030 Update) sets out a hierarchy of goals, policies, and implementation measures designed to guide future development in the County. To provide an easy-to-use format, the Goals and Policies Report includes thirteen Elements (identified as “Chapters”) grouped into four components based on the close relationship of those Elements. The four components are Component A (General Plan Framework), Component B (Prosperity), Component C (Environmental), and Component D (Infrastructure).

Each Component starts with an overview of the Elements contained in that Component and presents the concepts and guiding principles used in their preparation. These statements establish the intent of the General Plan 2030 Update, but are not enforceable policies within the meaning of California planning law.

The individual Elements build on these concepts and guiding principles, with each Element containing key terms, context information, and an Existing Conditions Overview, as well as a set of Goals and Policies. These Goals and Policies are organized under topics and will be used to guide future land use, development, and environmental protection decisions. Each Goal is a statement that describes in general terms a desired future condition or “end” state or result. A Goal provides general direction.

Each Goal has one or more Policies. A Policy is a statement that guides a specific course of action for decision-makers to achieve a desired Goal. The County has strived to develop clear Policies. Consistency determinations are not made based upon a specific Goal but are made based upon Policies set out under that Goal, as provided for in the California Planning and Zoning laws.

A one-, two-, or three-letter acronym is given to identify each Element. This acronym is used to identify the Goals and Policies in a given Element and is used to identify which Policy and Implementation Measures in the Work Plan go together. For example, Goals and Policies for the Land Use Element have the acronym “LU”.

The relationship between Components and Elements is illustrated below:

PART I: GOALS AND POLICIES REPORT	
Chapter 1 Introduction	
The introduction covers General Plans in California, the design of the Tulare County General Plan, and organization of this Goals and Policies Report.	
Component A General Plan Framework	
This component introduces the Goals and Policies Report, provides a profile of Tulare County, and establishes a Planning Framework Element for the County.	
PF Chapter 2	Planning Framework This element provides the framework for planning in the County, including a description of regional, community, and hamlet areas. This element describes the creation of community and hamlet growth boundaries, defines parameters for growth in unincorporated areas outside of these areas (including guidance on new towns), and describes the relationship between unincorporated areas and cities.
Component B Tulare County Prosperity	
This component includes the elements that shape the County’s land use and economic futures.	
AG Chapter 3	Agriculture As a key component of the County’s economy, this element provides a single location to draw together the range of policy tools needed to protect and enhance this segment of the County’s future.
LU Chapter 4	Land Use This element establishes the policy direction that will be used to guide the development of residential, commercial, industrial, and other land uses in the County while seeking to protect agricultural lands, open space, the environment, and scenic landscapes.
ED Chapter 5	Economic Development This element establishes the goals, policies, and implementation measures to guide economic development within the County.
H	Housing (existing element) In compliance with the detailed requirements of State law, this element

Chapter 6	identifies housing needs and sets out policies and programs to meet those needs.
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**Component C
Tulare County Environment**

This component covers topics related to natural and cultural resources and public health and safety.

SL Chapter 7	Scenic Landscapes This element sets policies pertaining to organizing features, such as rural landscapes, scenic corridors, and urban forms that make Tulare County unique.
ERM Chapter 8	Environmental Resources Management This element identifies goals, policies, and implementation measures to ensure the appropriate use, enjoyment, and protection of natural and cultural resources in Tulare County.
AQ Chapter 9	Air Quality This element covers issues related to the protection and improvement of air quality and climate change in the County, including those specified by Government Code § 65302.1 and AB 32 specified by Health and Safety Code § 38501 et seq.
HS Chapter 10	Health and Safety This element establishes the goals, policies, and implementation measures as they apply to noise, geologic/seismic hazards, flood hazards, man-made hazards, and emergency operations plans.
WR Chapter 11	Water Resources This element addresses issues related to both water quality and water supply in the County.
ACFP Chapter 12	Animal Confinement Facilities Plan (ACFP)-Phase I (existing element) This voluntary element addresses issues particularly related to the development or expansion of bovine dairies and feedlots and will ultimately address other animal confinement facilities.

**Component D
Tulare County Infrastructure**

This component covers the infrastructure systems necessary to ensure adequate services and capacity to handle anticipated growth.

TC Chapter 13	Transportation and Circulation This element identifies goals, policies, and implementation measures designed to ensure that transportation and circulation needs are met within the County.
PFS Chapter 14	Public Facilities and Services This element presents goals, policies, and implementation measures seeking to provide adequate public facilities and services as water, solid waste, wastewater, electricity and gas, fire protection, telecommunications, law enforcement, and schools.
FCMP Chapter 15	Flood Control Master Plan (existing element) This element addresses issues particularly related to flood control along natural watercourses in Tulare County.

The Components, Elements, Topics, Goals, and Policies of the Goals and Policies Report are formatted as set out in the following example:

C. Environment Component [Component]

Chapter 9. Air Quality [Element]

Examples

9.1 Regional Perspective [Topic]

AQ-1	To improve air quality through a regional approach and interagency cooperation. [Goal]
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Example

AQ-1.1 Cooperation with Other Agencies [Policy]

Example

The County shall cooperate with other local, regional, Federal, and State agencies in developing and implementing air quality plans to achieve State and Federal Ambient Air Quality Standards. The County shall partner with the San Joaquin Valley Air Pollution Control District (SJVAPCD), Tulare County Association of Governments (TCAG), and the California Air Resources Board (CARB) to achieve better air quality conditions locally and regionally. [ERME IV-C; Open Space for the Preservation of Air Quality; Recommendation 3] [ERME; Pg 135, Modified]

Implementation Measures

The Implementation Measures set forth at the end of each Element constitute a preliminary, anticipated Work Plan to assist in carrying out the Goals and Policies. An Implementation Measure is a specific action, program, procedure, or technique. The Implementation Measures are provided to help ensure that appropriate actions are taken to implement the General Plan. The Implementation Measures state which policy(ies) the Implementation Measure supports, which County departments are responsible for seeing that this implementation is achieved, and provides an anticipated timeline for completion of the Implementation Measure. They are generally set out in the following format.

Example

Implementation	Implements what Policy	Who is Responsible	2010-2015	2015-2020	2020-2030	On-Going
1. The County shall work with TCAG to develop an enhanced public information program aimed at reducing trips and improving air quality awareness [New Program] [RACM, Resolution 2004-0067; TU 17.2].	AQ-1.1 AQ-4.5	RMA	■			

Implementation Measures describe actions that are measurable so their completion can be easily monitored in annual reports. The following principles guide action on these Implementation Measures:

- The timelines associated with the Implementation Measures are general guidelines for completion of the Work Plan and may be changed without an amendment to the General Plan. Because implementation will take time and will be costly, the County will need to prioritize Implementation Measures. It is contemplated that this ongoing process is part of the County’s annual general policy-making function and budget cycle
- Completion of various tasks in the Work Plan are subject to available staff, financial resources, and other considerations.

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- Implementation can take time, especially when needed resources are limited and required for more than one Implementation Measure.
- While the Plan policies identify specific programs, Implementation Measures may be adjusted over time, based on new information, changing circumstances, and evaluation of their effectiveness, so long as they remain consistent with the intent of the General Plan and adopted mitigation measures.

Relationship to State Mandated Elements and Topics

Table 1.1 illustrates how the elements of the Tulare County General Plan (left column) relate to the seven mandatory elements set out in State law (across the top of the table). A solid square (■) indicates that the issues identified in a State-mandated element are covered in the County element identified in the left column. For Tulare County elements with no square, this is an optional element. Some optional elements, however, have components that are part of the seven mandated elements and therefore have a solid square.

Table 1.1 Relationship between County’s General Plan and the State Mandated Elements

Tulare County Elements & Plans	State-Mandated Elements or Topics							Air Quality
	Land Use	Noise	Circulation	Housing	Open Space	Conservation	Safety	
Part I								
Planning Framework	■							
Agriculture					■	■		
Land Use	■							■
Economic Development								
Housing				■				
Scenic Landscapes					■	■		
Environmental Resources Management					■	■		
Air Quality							■	■
Health & Safety		■					■	■
Water Resources						■	■	
Animal Confinement Facilities Plan (ACFP)-Phase I	■				■		■	■
Transportation & Circulation			■					■
Public Facilities & Services			■					
Flood Control Master Plan	■						■	
Part II								
Area & Corridor Framework Plans	■		■		■	■		
Part III								
Community, Hamlet, Sub-Area, & County Adopted City General Plans	■	■	■		■			

1.4 Environmental Analysis

As required by the California Environmental Quality Act (CEQA), Public Resources Code § 21000, et seq, the Planning Commission and Board of Supervisors considered the findings of an environmental impact report (EIR) prior to recommending/adopting the General Plan, respectively. The General Plan and related documents, taken together, meet the State CEQA requirements. As prepared, the EIR provides the environmental setting, the Goals and Policies Report and Area Plans embody the project description and environmental mitigation, and the EIR contains an executive summary of the EIR. The EIR document itself contains the analysis of significant effects and other remaining components required by CEQA.

Feasible mitigation measures recommended to reduce the potential environmental impacts of the General Plan will be incorporated as policies in the General Plan. Mitigation monitoring, as required under CEQA, will be done by implementation of the General Plan and through annual reports to the Planning Commission and Board of Supervisors on the status of General Plan implementation.

1.5 Interpreting the General Plan: Consistency Determinations

As previously described, Goals are not the measure or basis for consistency determinations with this General Plan. Goals serve as general direction-setters for the County. Each Goal is a statement that describes in general terms a desired future condition or “end” state or result.

Policies, however, set out the direction against which consistency findings will be made. General Plan 2030 Update policies fall into four categories depending on the purpose they serve and how they are implemented.

- **Framing Policies.** These are general policy statements that set out broad direction, much like a goal. These typically do not require a follow-up Implementation Measure.
- **Consistency Standard Policies.** These are policies that, taken together, establish a basis for consistency findings in individual project reviews. They set a standard for approval or denial of a project or provide the basis for imposing conditions on the project that would allow for the project’s approval. These policies are “self implementing” in that they do not require a follow up Implementation Measure.
- **County Directory Policies.** These are policies that generally commit the County to undertaking a particular action. Typically, these require a specific Implementation Measure, which will be incorporated into the Work Plan.
- **Environmental Mitigation Policies.** These are policies that serve to minimize or eliminate potentially significant environmental impacts. Often these are identified through the environmental review process and cited specifically in environmental findings made under the California Environmental Quality Act in approving the General Plan and certifying the EIR.

In addition, the General Plan land use designations identified in Chapter 4, in some cases, set out policies and standards. Standards generally establish a level of quantity or quality that must be complied with or satisfied. For example, the land use designations in the Chapter 4 Land Use Element specify a maximum or range for dwelling units per gross acre and a maximum floor area ratio for non-residential uses.

All general plans, including this one, must address a range of diverse, sometimes divergent, public interests. They must do so within a consistent, well-integrated policy framework. A county utilizes broad discretion to weigh and balance competing interests in formulating general plan policies. In implementing those policies, it is the task of the Board of Supervisors, or its delegates, to make determinations in a manner that promotes the objectives and policies of all aspects of the General Plan, and does not obstruct their attainment. Policy implementation may require reasonable and thoughtful consideration of a number of General Plan policies. Such implementation decisions will be made on a case-by-case basis as the Board of Supervisors, Planning Commission, County staff, and others work to implement the entire General Plan. When implementing the General Plan or reviewing projects or approvals for consistency with the General Plan, the County will need to balance numerous planning, environmental and policy considerations.

Another overall principle to guide the reading and interpreting of the General Plan and its policies is that none of its provisions will be interpreted by the County in a manner that violates State or Federal law. For example, PFS-1.3:Impact Mitigation, requires new development to pay for its proportionate share of the costs of infrastructure required to serve the project. This policy will be implemented subject to applicable legal standards, including but not limited to the U.S. Constitution's "Takings" clause. In reading every provision of the General Plan, one should infer that it is limited by the principle: "to the extent legally permitted".

Policies throughout the General Plan use the terminology "shall" and "should." For the purposes of interpreting the policies in this General Plan, the term "shall" indicates a mandatory or required action or a duty to undertake an action unless the context indicates otherwise, in which case the term is synonymous with "should." The term "should" indicates a directive subject to discretion and requires at least review or consideration and, in that context, substantial compliance with the spirit or purpose of these General Plan policies. The term "may" indicates at the sole discretion of the County.

1.6 Cross Element or Chapter Considerations

The General Plan 2030 Update combines and reorganizes the County's historical Elements under modern concepts. However, it still segregates policies into specific subjects. It is generally recognized that certain land use planning concerns "cross" subject lines.

For example, two of the current "hot topic" concerns in 2010 that cross subject lines are the marshalling of resources in light of growing populations and reducing activities emitting greenhouse gases that may impact climate. Three factors are common to both of these concerns: resources, emissions, population growth. Resources are finite and therefore the use must be balanced. A population must be provided adequate services. As the population grows, more resources are required and used. Using certain resources results in greenhouse gas emissions. These emissions may impact the climate ultimately resulting in a difference in the availability resources to support or provide adequate services to the growing population.

In addition to crossing subject lines, the greenhouse gas emission concerns are regional and maybe even global in nature. To that end, the California Governor and State Legislature have charged the California Air Resources Board and the Office of Planning and Resources to develop regulations to assist in addressing these concerns. In addition, the San Joaquin Valley Air Pollution Control District is also establishing guidelines for addressing greenhouse gases and climate change for development projects, and regulations pertaining to site specific operations.

Under the California Land Use and Planning laws, the County is generally charged with adopting a General Plan to plan the location and regulate new development and land uses in the unincorporated

areas within its jurisdiction. In recognition of these concerns pertaining to greenhouse gas emissions and the need for sustainability of resources in face of growing populations and in recognition of the County's limited role through the General Plan process, the County has adopted policies to address these concerns in addition to and in conjunction with the other concerns particular to this County. There are policies spread throughout the General Plan 2030 Elements that address these concerns. Used together, these policies provide an overall approach to the concerns of sustainability and climate changes in addition to the traditional concerns addressed through the General Plan concept.

A Policy Glossary by Subject is appended to this document (as Appendix B). It illustrates how modern land use concerns cross subject or Element lines in the Tulare County General Plan 2030 and is organized alphabetically by concern. In reference to the example described above, please see the section on "Sustainability and Greenhouse Gas Emission". This Glossary will be used to assist the County in ensuring that these "cross over" concerns are fully addressed from various subject or Element perspectives.

1.7 In Summary

In summary, this introduction provides an explanation and guide for interpretation and understanding of the structure, format, and substance of this General Plan 2030 Update. As such, it should be used to help explain, interpret, and impose the policies, standards, and requirements set forth in this General Plan.

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