

# Tulare County General Plan

# POLICY ALTERNATIVES

August 2005

Board of Supervisor's Edition



**Tulare County General Plan**  
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## Public Involvement in the General Plan

**Website** [www.co.tulare.ca.us](http://www.co.tulare.ca.us)  
 From the County's website, a link to the General Plan can be found under the "Quality of Life" heading. The General Plan website contains schedules for future meetings and provides a location to download documents prepared during the project.

**Newsletters**  
 During the General Plan Update, a series of newsletters will be prepared to provide an overview of the progress being made and the direction of the work.

**Community Workshops**  
 A number of community workshops will be held to gain input on issues and opportunities, alternative futures, and the General Plan documents. Dates will be posted on the website when they are available.

**Technical Advisory Committee (TAC)**  
 The County has set up an advisory committee to help in the development of the General Plan. This advisory committee, the TAC, is designed to be a work with County staff and the General Plan consulting team on refining the plan. While not a decision making body, the TACs input is vital to preparing a plan that will work for the County. These meetings are open to the public.

**Workshops / Hearings**  
 Workshops will be held with the Planning Commission and the Board of Supervisors throughout the development of the General Plan. At the end of the process, formal public hearings will also be held to consider the General Plan and environmental impact report.

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The purpose of this report is to solicit input from the Board of Supervisors and Planning Commission on the policy directions and land use alternatives highlighted in this report.

## What is a General Plan?

Every county and city in California is required by state law to prepare and maintain a planning document called a general plan. A general plan is designed to serve as the jurisdiction's "constitution" or "blueprint" for future decisions concerning land use and resource conservation. Decision makers in the county will use the Tulare County General Plan to provide direction when making future land use and public service decisions. All specific plans, subdivisions, public works projects, and zoning decisions made by the County must be consistent with their General Plan.

The Tulare County General Plan Update will serve several purposes:

- Provide the public opportunities for meaningful participation in the planning and decision-making process;

- Provide a description of current conditions and trends shaping Tulare County;
- Identify planning issues, opportunities, and challenges that should be addressed in the General Plan;
- Explore land use and policy alternatives;
- Ensure that the General Plan addresses the needs of all communities, regardless of size;
- Ensure that the General Plan is current, internally consistent, and easy to use;
- Provide guidance in the planning and evaluation of future land and resource decisions; and
- Provide a vision and framework for the future growth of the Tulare County.

## General Plan Overview

The General Plan will provide policy direction on a broad range of issues concerning community development and environmental quality. These policy directives will be organized by topic headings (or "elements") as follows:

- Land Use and Urban Boundaries
- Scenic Landscapes

- Circulation
- Public Facilities and Services
- Safety
- Environmental Resource Management
- Noise

**NOTE:** This edition reflects direction provided by the Planning Commission at their August 3, 2005 workshop. Direction on topical issues is shown on pages 2-7. The Planning Commission's preferred land use alternative is a mixture of ideas shown in this newsletter. Their alternative is shown on the insert page.



**Workshop Step #1  
Topical Alternatives**

- #1 Lindsay  
Visalia  
Goshen  
Visalia EDC  
Orosi  
Springville  
Tipton

- #4 Tulare  
Three Rivers

**Workshop Step #2  
Land Use Alternatives**

- #2 Orosi  
Pixley  
Lindsay

- #3 Dinuba  
Porterville  
Tipton

**Envisioning the Future - Public Input**

Two types of alternatives are presented in this report: topical alternatives and land use alternatives. The topical alternatives addressed in this section were developed based on the key issues (“topics”) raised through the public input on the General Plan. The land use alternatives are covered later in this report.

The lists on the left side of the page show the locations of workshops held to date. The flowchart on the bottom of the page gives an overview of the process described below.

During preparation of the General Plan, input from the public will be a vital and ongoing component. There will be five series of community workshops during the development of the General Plan, organized into three steps:

- Step 1. Topical Alternatives
- Step 2. Land Use Alternatives
- Step 3. General Plan Review

Each series of workshops was/will be held in multiple locations throughout the county to ensure everyone has a chance to be involved.

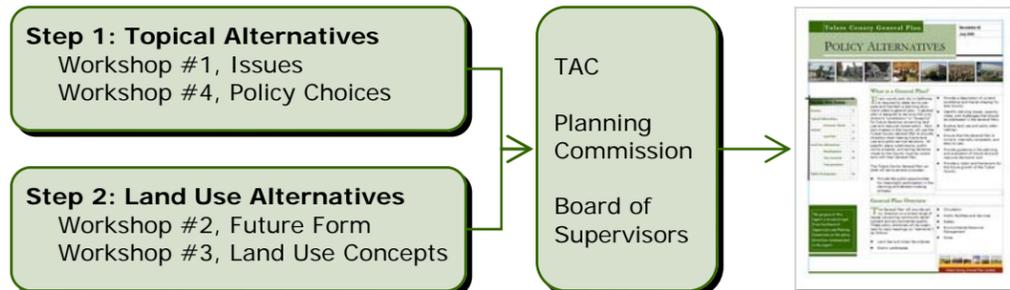
Step #1 relates to “Topical Alternatives.” That is, alternatives that address a topic of interest, like economic development. During the first workshop series, the public was asked to identify the key challenges and opportunities that will face the county in the coming years. Generally, all the workshops demonstrated concerns about air and water quality.

The availability of water was also a key issue. There was also concern about the image and economic impacts of the continued conversion of agricultural land to residential development. As in many Central Valley communities, people identified the need to diversify the economic base and provide higher paying year-round employment.

The leading assets identified at workshops featured the county’s natural and cultural diversity. Natural and working landscapes (farms) were both linked to an overall quality of life, and also as part of a growing visitor industry. Outstanding farming due to high quality soils was an obvious choice too. The people and communities of the county were put forward as popular assets.

Following the first series of workshops, Workshops 2 and 3 focused on land use alternatives, which are covered later in this report.

From the list of issues and opportunities gathered during Workshop 1, the consulting team, County staff, and the Technical Advisory Committee (TAC) were able to identify 11 topics that were key areas of interest with the public. These 11 “topical issues” were stated in the form of a question and used during Workshop 4 to get public input on the potential solutions or actions that they felt the County should evaluate as part of the General Plan. The 11 topical issues are shown in the text box on the facing page.



**Economic Development**

- Results in the need for more commercial development in the unincorporated communities to serve the larger populations.
- Provides for job growth in unincorporated communities.
- Uses future financing capacity of unincorporated communities with Redevelopment Project Areas.

**Land Use**

- Results in conversion of more prime agricultural land around the eleven unincorporated communities.
- Requires the expansion of UABs/UDBs in Goshen, Ivanhoe, and Richgrove.

**Infrastructure**

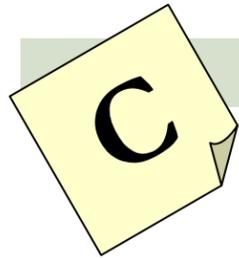
- Takes advantage of existing water or sewer capacity in Earlimart, Goshen, Ivanhoe, Pixley, and Poplar.
- Would require significant infrastructure investment in Cutler-Orosi, Ducor, Richgrove, Terra Bella, and Traver.
- Continues to utilize existing infrastructure in cities.

**Natural Resources**

- Results in higher air pollution emissions due to more travel between communities.
- Lower density in communities may increase overall pressure on prime agricultural land conversion.
- Begin active review of strategic non-renewals of Williamson Act contracts in UDBs to support projected growth.

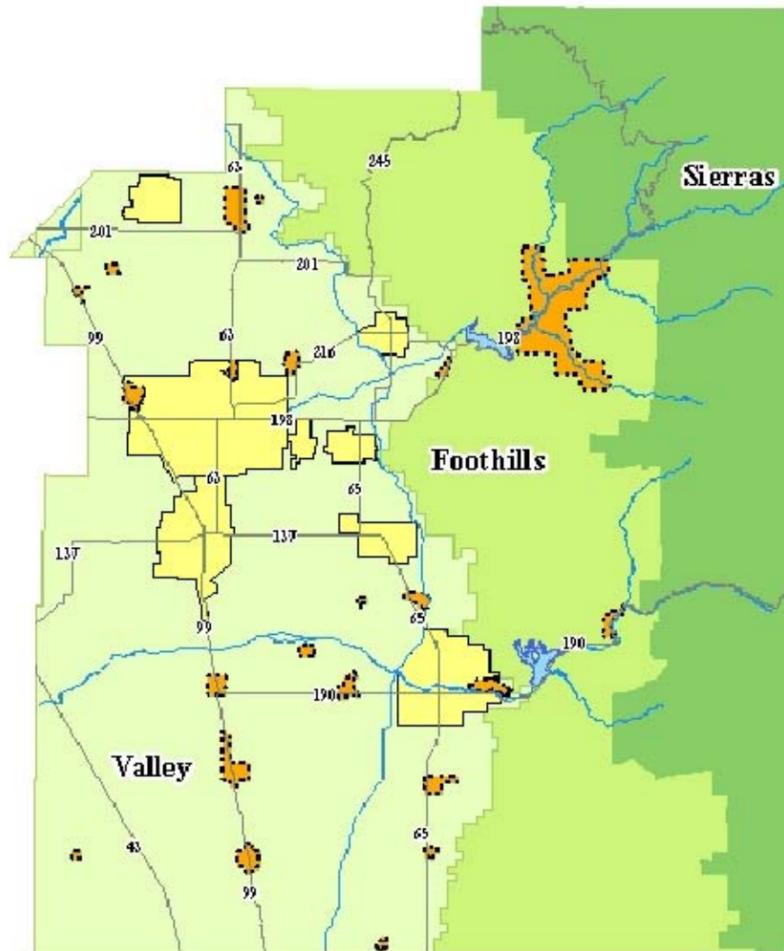
**Policy Commitments**

- County limits rural residential development and concentrates unincorporated growth in communities.
- County commits to providing significant infrastructure improvements in the eleven communities with redevelopment agencies and plans.
- Unincorporated communities provide for more commercial development.
- County provides for more job growth in unincorporated communities.



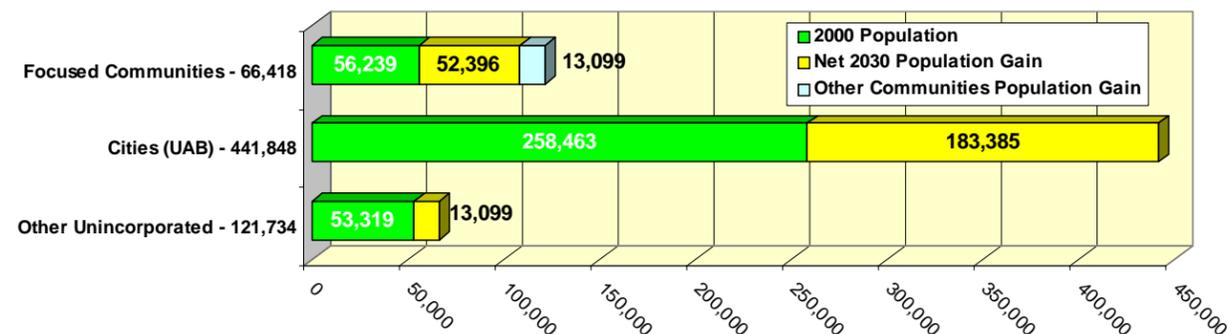
## Rural Communities Alternative

The Rural Communities Alternative emphasizes growth in the eleven unincorporated communities that have or are expected to soon have an adopted Redevelopment Project Area (RPA) and Community Plan. Key advantages for this scenario include the utilization of existing infrastructure, services, and community cooperation while protecting agricultural lands and maintaining the rural character of the county. It also can be more readily supported by existing infrastructure, roadways, and community cooperation.



The distribution of future growth under this alternative is as follows:

- 25 percent of new population is directed to the 20 unincorporated communities. Of this amount, 80 percent is targeted to the eleven unincorporated communities that have an adopted, or are expected to soon have adopted, a RPA and Community Plan. Distribution of new population is based on each community's share of total UAB/UDB population of the eleven communities in 2000. The eleven communities are Cutler-Orosi, Ducor, Earlimart, Goshen, Ivanhoe, Pixley, Poplar, Richgrove, Terra Bella, Tipton, and Traver. The other 20 percent is allocated to the other nine communities based on each community's percentage share of total UAB/UDB population of those nine communities in 2000.
- 70 percent of new population growth is directed to incorporated cities. This 70 percent is allocated to cities based on each city's percentage share of total city UAB population in 2000.
- 5 percent of new population is directed to other unincorporated areas (rural areas).



## Envisioning the Future - Public Input

Workshop Series #1 was used to identify the wide range of opportunities and issues that should be discussed during the preparation of the General Plan. While all input will be used, a majority of the input was found to fall into 11 key issue areas.

For each of the 11 key issues, a question was developed to capture the essence of the public's input. These questions formed the basis of the topical alternatives discussion in this section. The following are the 11 key issues and their related questions.

- A. Air Quality.** What specific land use and transportation measures should the County undertake to reduce air pollution?
- B. Water Supply.** What measures can the County take to reduce groundwater overdraft/depletion and improve groundwater quality?
- C. Water Quality.** What can the County do to ensure an adequate water supply to meet future needs?
- D. Education and Training.** How can the County encourage higher education and training?

- E. Infrastructure.** How can the County prevent deterioration of current infrastructure and meet the needs of new development?

- F. Economic Diversity.** How can the County promote economic diversification?

- G. Expanding Tourism.** How can the County expand the tourism industry utilizing existing recreational resources?

- H. Natural Resources.** How can the County meet the needs of a growing population and protect natural resources?

- I. Planning Consistency.** How can the County achieve greater consistency among plans?

- J. Housing for All Incomes.** How can the County provide housing opportunities for all income levels?

- K. Agriculture.** What is the future of agriculture in Tulare County?

- L. Land Use.** What growth patterns will the County use to accommodate future development?



## Topical Alternatives

Based on input from Workshop 4 and subsequent discussions with the Technical Advisory Committee (TAC), Planning Commission, and Board of Supervisors, the 11 topical issues were refined into four key topic areas, and are used to present the Topical Alternatives in this report.

- Economic Development
- Land Use
- Infrastructure
- Natural Resources

The following four pages provide a summary of these four key topic areas. For each one, a summary of the issue is provided. This is followed by two key questions and a series of potential policy responses. The answers to these questions, which were discussed with the TAC and will be discussed with the Planning Commission and Board of Supervisors, will be the basis for the direction taken in preparing the General Plan.





## Economic Development

Economic diversity is one of the primary issues in determining the future physical development of Tulare County. Tulare County's economy is primarily driven by three economic sectors: agriculture, food processing, and tourism. Agriculture has been the traditional mainstay of the Tulare County economy. Approximately 29 percent of all jobs in the county are in agriculture, compared to 21 percent of the three-county region consisting of Tulare, Kings, and Kern counties. In 1995 (latest statistics), agriculture and food processing industries comprised 47 percent of the employment in industries considered to be growing, underscoring the importance of these industries throughout the late 1990s.

In addition to the agricultural and food processing industries, the future jobs of Tulare County will most likely diversify, with a focus on durable goods manufacturing, which increased 19 percent between 2000 and 2002, and tourism.

Other areas of potential economic development growth may include:

- Eco- and Agri-tourism business opportunities
- Industrial incubator zones
- Commercial / industrial development along Highway 99
- Historical sites / scenic highway program

### Economic Focus

*To what extent should the County rely on traditional agriculture in its economic future versus diversifying the county's economy?*

- Strive to maintain agriculture's role in the economy
- Increase agriculture's role in the economy by diversifying value-added agricultural products
- Transportation-oriented industries (i.e., distribution and advanced logistics centers)
- Pursue/develop alternative employment generators (agri-, eco-, national parks-tourism) in unincorporated communities. Expand cooperative marketing efforts with Sequoia National Park/Sequoia National Monument
- Establish business incubators for small business and food processing enterprise
- ~~Make~~ Facilitate the expansion of broadband/high speed internet service ~~available~~ throughout the county

### Agricultural Sector

*What new measures should the County adopt to foster greater productivity in the agricultural sector?*

- Utilize higher density standards for development to preserve agriculture
- Restrict urban development outside of Urban Area Boundaries (UABs)/ Urban Development Boundaries (UDBs) to protect prime agricultural lands
- Continue to ~~promote and~~ pursue the development/expansion of confined animal operations (additional dairies/processing)
- Pursue/develop additional/specialty (e.g., wine making, juice) value-added agricultural products
- Pursue agricultural related energy industries (e.g., ethanol production, methane capture, biomass)

The structure of a community's economy plays an important role in the physical development of a planning area and the stability of the local tax base.

**NOTE:**

The Planning Commission's recommendations on the Topical Alternatives (pages 4-7) are noted with a checkmark (✓). Changes made to the choices are highlighted with a redline (additions) and ~~strike-out~~ (deletions) format.



## Economic Development

- Results in the need for more commercial development in the unincorporated communities to serve the larger populations.
- Provides for job growth in unincorporated communities.



## Land Use

- Results in conversion of more prime agricultural land along Highway 99 and 65 corridors.
- Requires the expansion of UABs/UDBs in Goshen, Richgrove, Strathmore, Terra Bella, Tipton, and Traver.
- Requires the adoption or update of community plans in the eight transportation corridor communities.



## Infrastructure

- Takes advantage of existing highways, but will drive the need for improvements.
- Takes advantage of existing water or sewer capacity in the communities of Earlimart, Goshen, Pixley, and Tipton.
- Would require significant infrastructure investment in Ducor, Strathmore, Terra Bella, and Traver.
- Continues to utilize existing infrastructure in cities.

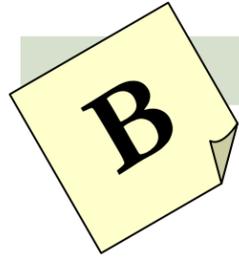


## Natural Resources

- Results in higher air pollution emissions due to more travel between communities.
- Lower density in communities may increase overall pressure on prime agricultural land conversion.
- Begin active review of strategic non-renewals of Williamson Act contracts in UDBs to support projected growth.

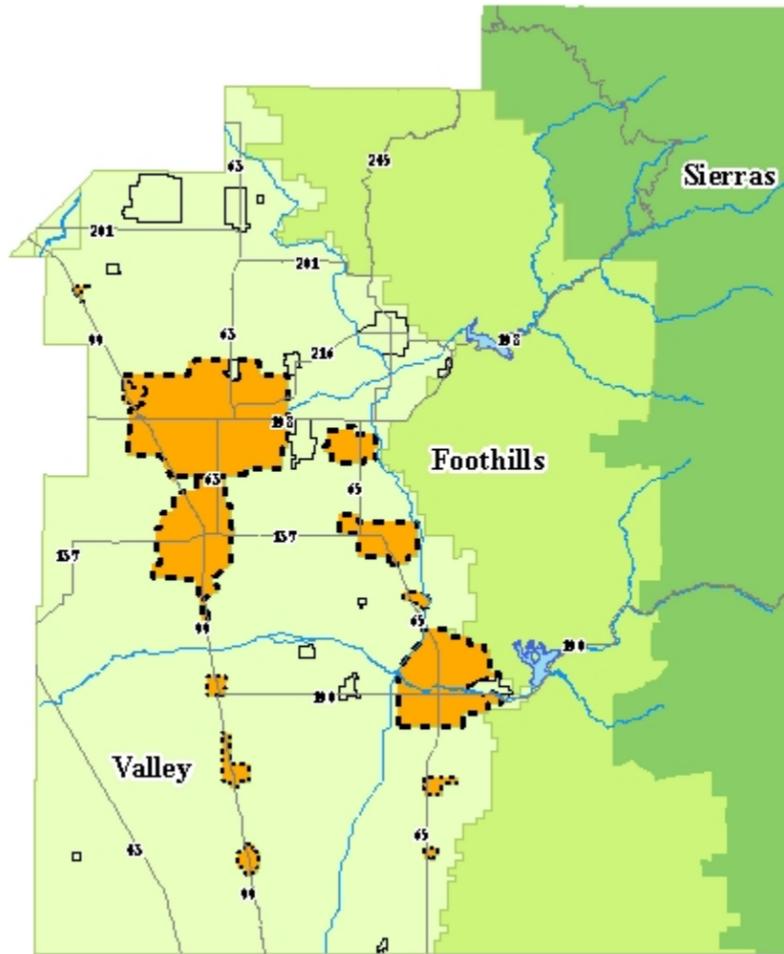
### Policy Commitments

- County limits rural residential development and concentrates unincorporated growth in communities.
- County commits to providing higher levels of services in eight transportation corridor communities.
- County provides for more commercial development in unincorporated communities.
- County provides for more job growth in unincorporated communities.
- County defines growth areas to avoid sprawl along corridors.



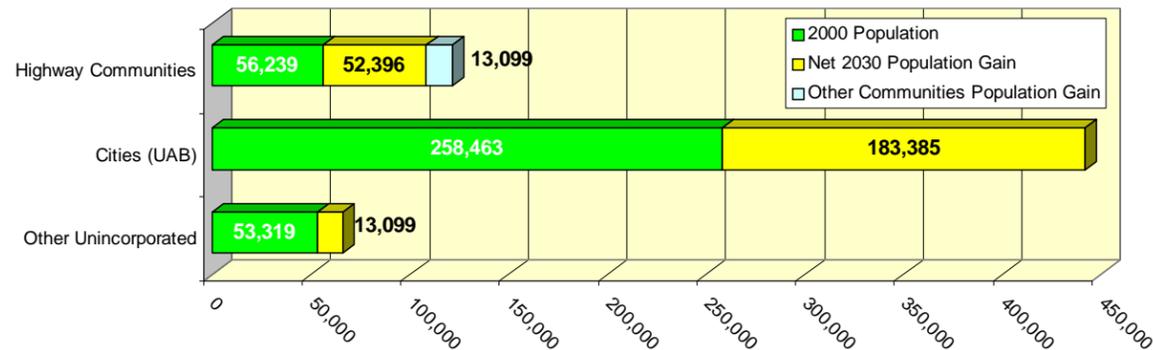
## Transportation Corridors Alternative

The Transportation Corridors Alternative assumes that cities and communities along Highways 99 and 65, will accept additional population by increasing the density and developing contiguous land within their UDB or UAB. These communities and cities would also continue to provide sites for urban commercial services and industry. This approach would not ignore the needs of other unincorporated communities. Better housing, services, and infrastructure would be developed for rural communities to adequately meet the needs of future growth.



Key advantages for this scenario include the utilization of existing transportation routes and maintaining the rural character of the county. The Transportation Corridors Alternative emphasizes growth in the cities and unincorporated communities along the Highway 99 and Highway 65 corridors. The distribution of future growth under this alternative is as follows:

- 25 percent of new population is directed to the county's 20 unincorporated communities. Of this amount, 80 percent is allocated to the eight communities located on Highways 99 and 65. The population in each community is based on each community's percentage share of the UAB/UDB population for those eight communities in 2000. These eight communities are Ducor, Earlimart, Goshen, Pixley, Strathmore, Terra Bella, Tipton, and Traver. The other 20 percent is allocated to the other 12 unincorporated communities based on each community's share of the total UAB/UDB population of those 12 communities in 2000.
- 70 percent of new population growth is directed to incorporated cities. This 70 percent is allocated to each city based on each city's percentage share of the total city UAB population in 2000.
- 5 percent of new population directed to other unincorporated areas (rural areas).



## Land Use



Tulare County has grown by over 122,000 in the past 20 years (1980 through 2000) and is predicted to grow by over 58 percent by 2030 (estimated 2030 population 630,000). Past County growth policies and market forces have directed much of this growth in and immediately around incorporated cities. As of 2000, 61.6 percent of the county population lived in an incorporated city, with another 8.6 percent living within an Urban Area Boundary surrounding the cities. The remaining 29.8 percent of the population was split between unincorporated communities (15.3 percent) and other unincorporated areas (14.5 percent). The General Plan will play a big role in determining future direction (mix of growth in cities and unincorporated communities).

The County will play a role in determining the level of revitalization that occurs in existing communities, economic development efforts, infrastructure improvements, and a concerted effort between community members and County officials/staff to address social issues. Other key facts to consider in determining future land use patterns:

- 38 percent of housing in unincorporated areas are classified as deteriorated or dilapidated.
- There is significant pressure for development of the Highway 99 corridor.
- In 2000, Tulare County had the third highest unemployment rate in CA.

### Where to Grow

*How much of the future growth (residential, retail and employment) should the County direct to incorporated cities versus unincorporated County?*

- Continue with the current population split between city urban areas and unincorporated communities
- Direct more population growth toward unincorporated communities
- Direct more population growth toward city urban areas
- Identify existing communities to support incorporation and growth
- Encourage development in existing UDBs until additional land is required
- Begin active review of strategic non-renewals of Williamson Act contracts in UDBs to support projected growth
- Limit the range of non-agricultural uses in the areas designated/zoned for agriculture and outside UABs/UDBs
- Allow small, non-productive acreage parcels out of Williamson Act contracts

### New Towns

*Should the County support new town proposals?*

The following are mutually exclusive (i.e., only one can be chosen)

- No, consolidate growth within existing urban growth areas to preserve agricultural land
- Yes, Maybe, but the General Plan needs to identify parameters (i.e., criteria, measurements, etc.) of growth, such as location, land use mix, etc.
- Yes, define areas for new town growth (defined UAB)
- Maybe, consider them on a case-by-case basis

Today Tulare County is composed of mainly open space (52.2%) and agriculture (43.5%).

What is the future land use composition of Tulare County?



## Infrastructure

Domestic water and sewer systems in the unincorporated areas of Tulare County are generally small isolated systems providing service to individual communities. Many of these communities do not have adequate infrastructure (parks, water, sewer, streets, etc.) to support anticipated population growth. In most unincorporated communities, inadequate and outdated water supply and sewer systems continue to require repairs while increasing water quality problems underscore the need for updated treatment facilities. In addition, infrastructure improvement financing is limited, limiting the repair and upgrade to these systems. If the county is to continue to grow and add population in any of its unincorporated communities and move towards economic diversity, ade-

quate infrastructure is needed to maintain and enhance the quality of life for county residents.

Other interesting issues that may impact infrastructure upgrades and improvements include:

- Total vehicle miles projected to increase from 9.9 million VMT to 17.1 VMT between 2005 and 2030
- Federal funding may be withheld if clean air efforts are unsuccessful
- Automobiles are projected to remain as the primary transportation mode

### Directed Infrastructure

*Where should infrastructure investments be directed to obtain the greatest pay-off in terms of economic development and improving the quality of life for residents of the unincorporated county?*

- ~~Direct Focus~~ infrastructure investments in the communities with the greatest need
- ~~Direct Focus~~ infrastructure investments in the communities with the greatest economic potential
- ~~Direct Focus~~ infrastructure investments in the communities with redevelopment areas
- Consolidate service districts
- Ensure that sufficient water/wastewater treatment is available for unincorporated communities prior to directing additional growth to them
- Change emphasis on roadway maintenance
- Partner with surrounding incorporated areas to build off their infrastructure backbone

### Financing Infrastructure

*How should new / upgraded infrastructure be financed?*

- Continue to pursue State and Federal financing for water and sewer systems and road improvements
- Implement Development Impact Fees which require new development/developers (residential/commercial/industrial) to finance water and sewer systems and roadway improvements
- Develop funding mechanisms for future water and sewer systems and roadway maintenance, including sales tax, Homeowner's Associations, etc.
- ~~Sales tax increase for repair/construction (provide project specific to gain voter support)~~
- Develop Assessment Districts for maintenance
- Partner with surrounding incorporated areas to build off their infrastructure backbone
- Require urban improvements in communities, establish guidelines

The development and quality of life for Tulare County is dependent on the availability of adequate infrastructure.



## Economic Development

- Concentrates new commercial development in cities where the population is concentrated.
- Concentrates new employment growth in cities where there is infrastructure and a workforce.
- County residents continue to drive to cities for major shopping, services, and jobs. Continued limited growth of these in communities is envisioned.
- Strengthens the competitive position of the larger cities and promotes economic diversification.
- Provides for only limited job growth in unincorporated communities.



## Land Use

- Growth can be accommodated within existing city UABs and community UABs/UDBs.
- Results in substantial agricultural land conversion within city UABs.
- Reduces the encroachment of low density rural residential development on agricultural lands, foothills, and Sierra gateway communities.



## Infrastructure

- Takes advantage of the existing well-developed infrastructure systems of the cities.
- Requires only modest infrastructure improvements in unincorporated communities.
- May limit ability of some communities to upgrade infrastructure due to insufficient growth to finance improvements.

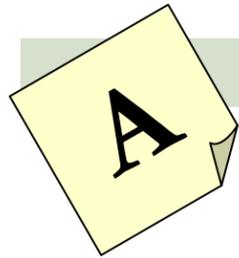


## Natural Resources

- Results in lower air pollution emissions due to less travel between communities, but County residents continue to travel to the cities for shopping, services, and jobs.
- Concentrates growth on cities with well established water/wastewater systems.
- Higher density in cities may reduce overall pressure on prime agricultural land conversion.
- Begin active review of strategic non-renewals of Williamson Act contracts in UDBs to support projected growth.

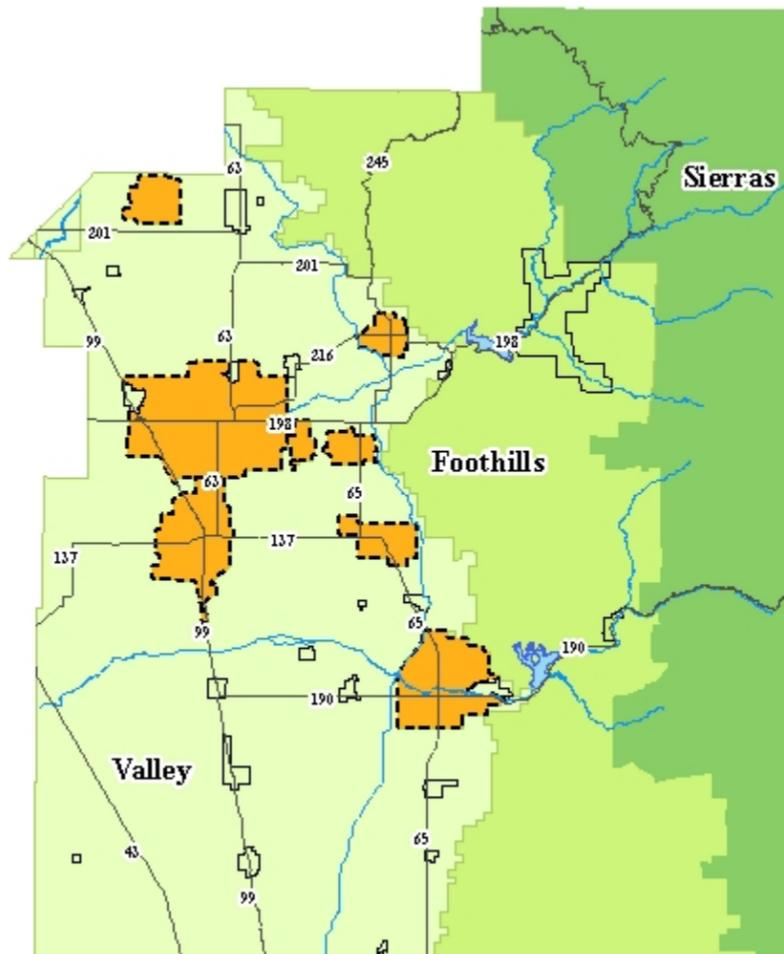
### Policy Commitments

- Cities accept significant growth and accommodate it through infill development, higher densities, and transportation infrastructure.
- County limits rural residential development.
- County continues to improve quality of life and services in unincorporated communities but does not make growth inducing infrastructure improvements.
- County limits commercial development to local serving in unincorporated communities.
- County continues to focus on facilitating/managing agricultural development.
- County and cities need to evaluate revenue-sharing agreement.



## City Centered Alternative

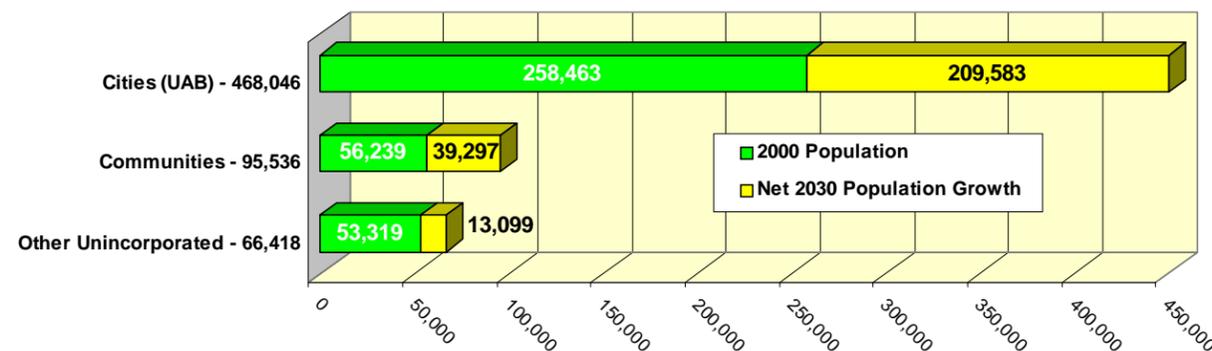
The City Centered Alternative assumes that cities will accept additional population by increasing the density and developing contiguous land in and around incorporated cities. The cities will also continue to provide sites for urban commercial services and industry. This approach would not ignore the needs of unincorporated communities, and would look at policy solutions to address housing, services, and infrastructure needs to meet future growth.



Key advantages for this scenario include protecting agricultural land and maintaining the rural character of the county. It also can be more readily supported by a regional transit system. The distribution of future growth under the City Centered Alternative is as follows:

The City Centered Alternative emphasizes growth in the eight incorporated cities of Tulare County: Dinuba, Exeter, Farmersville, Lindsay, Porterville, Tulare, Visalia, Woodlake.

- 15 percent of new population is directed to 20 unincorporated communities. The 15 percent allocated to communities is based on each community's percentage share of total community UAB/UDB population in 2000.
- 80 percent of new population growth is directed to incorporated cities. This 80 percent is allocated to cities based on each city's percentage share of total city UAB population in 2000.
- 5 percent of new population is directed to other unincorporated areas (rural areas).



## Natural Resources



Tulare County sits in the southern portion of the San Joaquin Valley, where water resources are limited and air quality is declining in quality. Groundwater levels are continuing to drop in portions of the county as usage increases. In some communities in the county, increased water quality issues are also noted.

county residents with asthma and other related diseases.

Both water and air must be addressed as natural resources and be maintained and protected if the county is to continue to grow and provide its residents with adequate and clean water and air.

Poor air quality in Tulare County is primarily the result of vehicle emissions and agricultural related emissions. The quality of air impacts not only the health of county residents, but also the visual beauty of the county. Since 1990, air quality has improved, likely due to increased vehicle emission controls, but poor air quality continues to affect

### Water Resources

*What can Tulare County do to better manage its water resources?*

- ✓ Support increased utilization of surface water sources, water import
- ✓ Increase groundwater recharge programs
- ✓ Meter (price) urban water to manage use
- ✓ Implement conservation options by water use type (i.e., landscaping use)
- ✓ Protect riparian habitats/waterways
- ✓ Upgrade water treatment facilities, encourage recycling/reduction
- ✓ Address water contamination sources
- ✓ Consolidate single user wells into community service districts (with management plans) when feasible
- ✓ Prepare a water export ordinance
- ✓ [Require long-term water availability / reliability / usability study](#)
- ✓ [Promote more storage/capture](#)
- ✓ [Improve water quality](#)
- ✓ [Promote water reuse/recycling](#)

### Air Quality

*What can Tulare County do to improve air quality beyond what is already required by the SJVAPCD?*

- ✓ Use low emission vehicles for County use
- ✓ Encourage the use of low emission vehicles in industry
- ✓ Encourage/pursue alternative agriculture practices [to reduce emissions for the storage/treatment of confined animal operation byproducts](#)
- ✓ Develop/promote the use of transit (and alternative transportation), including land use designs that support transit
- ✓ Encourage employers to locate in communities to be closer to residential uses and transit services
- Encourage federal agencies to comply with California air quality regulations
- Encourage a high-speed rail stop in Tulare County
- ✓ [Encourage worker van/car pooling](#)

Many people see the natural beauty and rural nature of the County as a key to it's quality of life.

### Capacity to Grow

The table on the next page shows a breakdown of county population by unincorporated communities and incorporated cities as of 2000. The table also shows the projected population capacity of each community and city based on adopted land use plans and other assumed development patterns as explained in below.

The General Plan Consulting Team conducted an analysis of the remaining residential holding capacity by assessing adopted plans for the communities and the cities. The analysis was organized geographically according to Urban Area Boundaries (UABs), the County adopted ultimate growth boundary for a city or community or Urban Development Boundaries (UDBs), the County adopted 20 year growth boundary.

The first step was assessing available land. This was calculated by measuring the amount of vacant, underutilized residential land, and agricultural land within the UAB/UDB area. Next, where there was an adopted land use plan, the consultants made assumptions on typical residential densities that could be expected based on the density range stated in the adopted plan. In portions of the UAB/UDB where there wasn't an adopted land use plan, the consultants calculated build out based on a set of assumptions, which included the following.

- 90% percent of available land was assumed developable (for Three Rivers, only 10 percent was assumed for development)
- 18% of land was assumed to be used for non-residential uses (commercial, industrial, public, open space)

- 82% was assumed to develop for residential uses. Residential uses were distributed as follows:
  - 25% Very Low Density (1 unit/acre)
  - 35% Low-Medium Density (4 units/acre)
  - 25% Medium Density (7 units/acre)
  - 10% Medium-High Density (12 units/acre)
  - 5% High Density (20 units/acre)

Based on these assumptions, the analysis showed that the county could hold an additional 950,000 people without designating more land for residential use. The table on the next page shows the estimated remaining population for each area. The three communities with the most available land for development are Cutler-Orosi, Earlimart, and Pixley. The three largest cities in the county - Visalia, Porterville, and Tulare - also have the greatest amount of available land for residential development.

As a basis for assessing available capacity, the three conceptual land use scenarios developed earlier in the program were analyzed. The analysis found that the cities had more than enough capacity to meet future growth in each alternative scenario. The unincorporated communities could meet assumed growth in the City Centered scenario, but some could not in the Community Oriented or Proportional Growth scenarios. However, in all alternative scenarios, the collective available land within the communities was more than enough to meet the assumed growth for non-city development.

### Key Terms

The County uses two key terms when defining areas for future growth around existing unincorporated communities and the incorporated cities. **Urban Development Boundary (UDB)** represents the area the County designated as a 20 year growth boundary. The **Urban Area Boundary (UAB)** represents the area designated by the County as an ultimate growth boundary for a city or community.

As a starting point in looking towards future growth, the capacity of the designated urban growth areas was assessed.

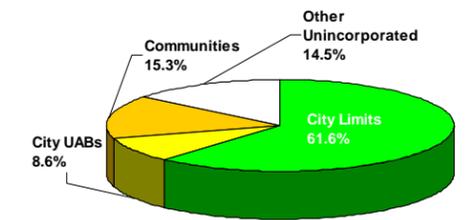
In Tulare County today, there are 29 adopted land use plans:  
 -5 Regional Plans  
 -14 Community Plans  
 -8 City General Plans

### Stacking Up The Alternatives

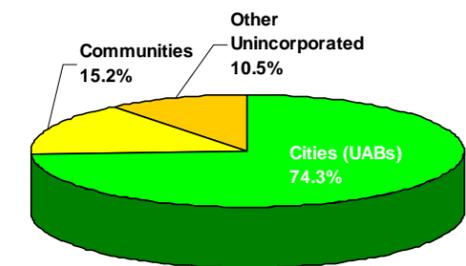
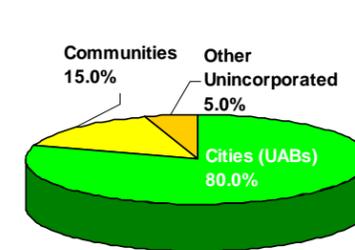
Based on the alternatives described, how do they compare? The pie charts on this page are designed to provide an easy comparison of the growth distribution assumed by the model (percent in cities, in communities, and in other unincorporated areas) and the resulting distribution of population in 2030.

For each alternative, the left pie chart shows the assumed distribution of future population. The right pie chart shows the distribution of population in 2030 when current and future population is combined.

### Existing Population Distribution

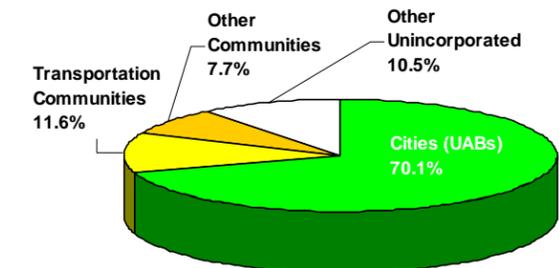
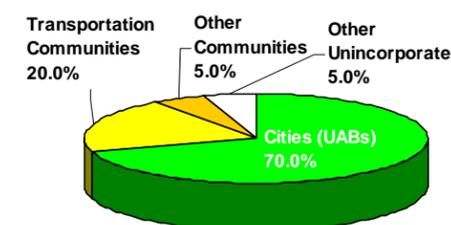


### City Centered Alternative

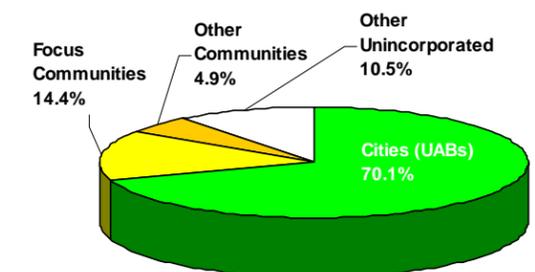
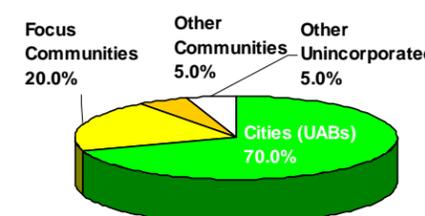


In the City Centered Alternative, if it was assumed that the cities in Tulare County would account for 90% of new growth, they would reach 78.5% of the total population in 2030.

### Transportation Corridors Alternative



### Rural Communities Alternative



### Selecting Focus Communities for Community Centered Alternatives

	SR 99/65	RDA	Water	Sewer
Alpaugh	.	.	n/a	Septic
Cutler-Orosi	.	◆	○	○
Ducor	◆	◆	n/a	Septic
Earlimart	◆	◆	●	●
East Orosi	.	.	n/a	○
East Porterville	.	.	●	n/a
Goshen	◆	◆	n/a	●
Ivanhoe	.	◆	●	●
Lemon Cove	.	.	n/a	n/a
London	.	.	n/a	●
Pixley	◆	◆	●	○
Poplar	.	◆	●	●
Richgrove	.	◆	○	○
Springville	.	.	●	○
Strathmore	◆	.	n/a	●
Terra Bella	◆	◆	n/a	○
Three Rivers	.	.	●	Septic
Tipton	◆	◆	●	●
Traver	◆	◆	n/a	○
Woodville	.	.	●	●

The two community centered alternatives (Transportation Corridors Alternative and Rural Communities Alternative) are based on the premise that some communities will grow faster in the future based on their locations or capabilities to handle growth (the two alternatives are described in more detail on pages 16 - 19).

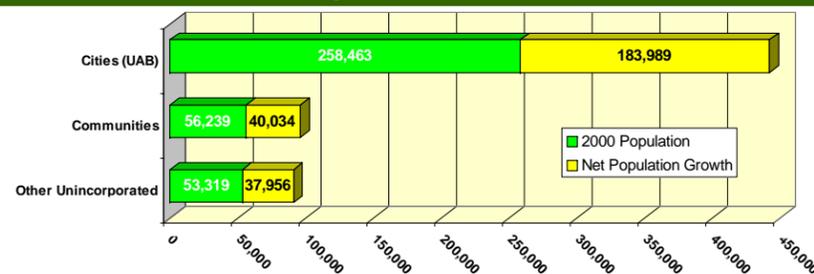
For the **Transportation Corridors Alternative**, communities adjacent to either State Routes 65 or 99 were selected to take on a greater share of the growth projected for the communities. For the **Rural Communities Alternative**, communities with established or pending Redevelopment Project Area (RPA) were selected to handle additional growth. The availability of an RPA was seen as a tool to assist in preparing the communities to support the growth.

A third item that was not used at this time was the capacity of water and sewer systems. This information is presented here as an informational item.

- ◆ Meets Criteria
- Remaining Capacity
- At or Over Capacity
- n/a Not Available

### Other Alternatives Considered

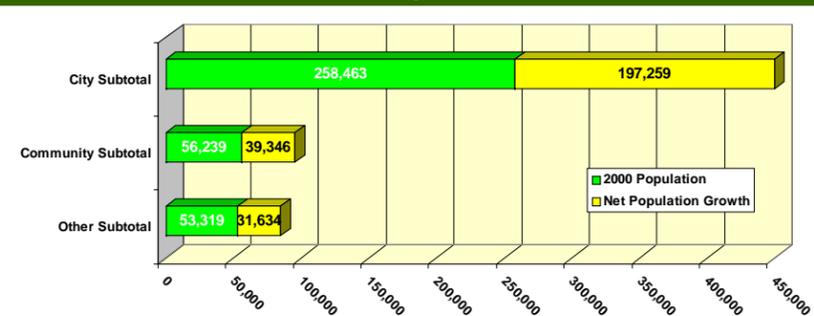
Proportional Growth



During development of the land use alternatives, two additional alternatives were discussed and determined to not be viable for continued evaluation (see charts to the left).

**Proportional Growth.** The Proportional Growth Alternative looked at the total county population and the population for each city, community, and rural unincorporated area within the county. The ratio of existing population to the total county population was held constant (i.e., the cities and communities will maintain the same percentage of the total population in the future).

Existing Trends



**Existing Trends.** The TAC requested a look at continuing the growth rate projections for the population distribution if the county continued to grow as it did from 1990 through 2000.

### Capacity within Tulare County\*

	2000 City Limits Population	2000 UAB/ UDB Population	Percent of Total	Remaining Capacity	2000 Pop + Capacity
Alpaugh		761	0.2%	721	1,482
Cutler-Orosi		11,809	3.2%	26,753	38,562
Ducor		504	0.1%	4,992	5,496
Earlimart		6,583	1.8%	16,981	23,564
East Orosi		426	0.1%	1,468	1,894
East Porterville		6,730	1.8%	7,358	14,088
Goshen		2,394	0.7%	1,038	3,432
Ivanhoe		4,474	1.2%	4,375	8,849
Lemon Cove		298	0.1%	2,913	3,211
London		1,848	0.5%	4,136	5,984
Pixley		2,586	0.7%	12,114	14,700
Poplar		1,496	0.4%	6,023	7,519
Richgrove		2,723	0.7%	62	2,785
Springville		1,109	0.3%	1,422	2,531
Strathmore		2,584	0.7%	5,416	8,000
Terra Bella		3,466	0.9%	7,221	10,687
Three Rivers		2,248	0.6%	9,889	12,137
Tipton		1,790	0.5%	5,111	6,901
Traver		732	0.2%	1,285	2,017
Woodville		1,678	0.5%	5,083	6,761
<b>Community Subtotal</b>		<b>56,239</b>	<b>15.3%</b>	<b>124,360</b>	<b>180,599</b>
Dinuba UAB	16,844	18,582	5.0%	60,103	78,685
Exeter UAB	9,168	9,963	2.7%	36,055	46,018
Farmersville UAB	8,737	9,910	2.7%	24,269	34,179
Lindsay UAB	10,297	12,629	3.4%	78,080	90,709
Porterville UAB	39,615	51,268	13.9%	128,169	179,437
Tulare UAB	43,994	48,585	13.2%	106,906	155,491
Visalia UAB	91,565	100,178	27.2%	339,968	440,146
Woodlake UAB	6,651	7,348	2.0%	52,963	60,311
<b>City UAB Subtotal</b>	<b>226,871</b>	<b>258,463</b>	<b>70.2%</b>	<b>826,514</b>	<b>1,084,977</b>
<b>Other Unincorporated</b>		<b>53,319</b>	<b>14.5%</b>	--	
<b>TOTAL</b>	<b>226,871</b>	<b>368,021</b>	<b>100.0%</b>	<b>950,873</b>	<b>1,265,575</b>

\* Based on existing land use designations in adopted plans.

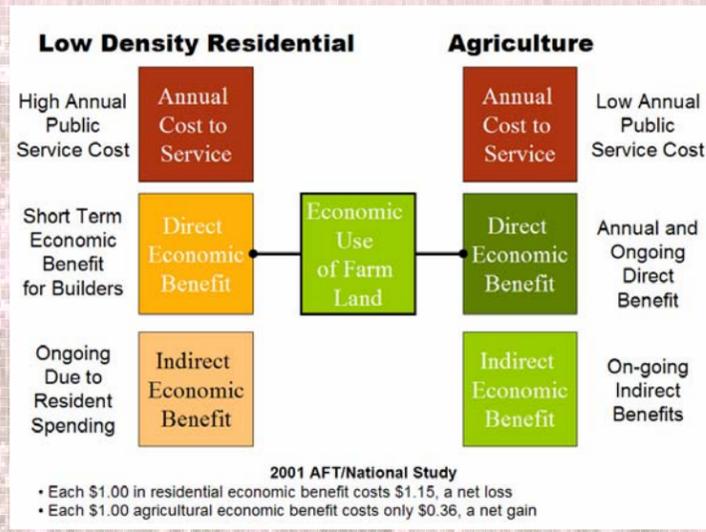
## Tulare County Quick Facts

Population (2000):	368,021
Unincorporated Pop:	38.2%
Growth (1980–2000):	50%
Unemployment (2005):	8.1%
Non-farm Labor (2005):	75.1%
Avg. Wage (2000):	\$23,317
Below Poverty (1999):	23.9%
Per Capita Property Tax:	\$79.54
Per Capita Debt Service:	\$60.89

- A high percentage of population lives in unincorporated areas compared to peer counties
- The per capita debt for Tulare County, compared to peer counties, is relatively higher (4th highest in CA based on fiscal year 1999-2000)
- Tulare County consistently ranks first or second in agricultural revenues (currently about \$4 billion/year)
- Tulare County has a lower percentage of financing coming from property taxes than peer counties (47th in CA based on fiscal year 1999-2000)
- Southern San Joaquin Valley has the highest percent of farming employment (17%). California as a whole is 2.5%.

## Implications of Agriculture Loss

- Much of the fiscal gain for local communities from urban development is short-run, generated by initial development and construction activities. In the long run, it is far more costly for local governments to provide public services and facilities to urban areas than to agricultural areas.
- Opportunities for turning rural land into residential and other urban uses are generally confined to the fringes of expanding cities and other urban areas, mainly because few farmland owners actually have the immediate or foreseeable opportunity to sell, simply because their parcels are not in the right place, as dictated by local land markets and city/county growth policies.
- Large-scale farmland conversions that reduce the production of certain commodities could affect local and even international food markets. For example, if a large share of California's dairy, almond, avocado, or artichoke land was converted, regional and national market prices would be significantly affected.
- Communities and regions generally gain in overall economic terms when farmland conversions occur through economic diversification, new jobs, and higher incomes
- To the extent that farmland provides aesthetic or other non-market values to urban and suburban residents, it becomes a socially valuable public good, having value



Agricultural land provides open space, environmental, and social amenities to a community.

## Developing Land Use Alternatives

The land use alternatives described in this report were developed through a process that involved input from the public and technical comments from County staff and the TAC. The initial set of conceptual land use scenarios, presented in the December 2004 newsletter, were developed based on input from Community Workshop Series 2. These scenarios included three land use concepts: City Centered Growth, Community Oriented Growth, and Proportional Growth. The City Centered Scenario focused growth in the cities, while the Community Oriented Growth focused more growth in the unincorporated communities. The Proportional Growth distributed growth among all cities and unincorporated communities based on their 2000 population distribution.

the first focusing on communities with State highway accessibility and the second focusing on communities with institutional and financial capacity. The Proportional Growth concept was not carried forward as an alternative.

The three land use alternatives presented in this report are still conceptual in nature. Their purpose is to illustrate three alternative scenarios for future growth in order to frame a discussion with the public, TAC, Planning Commission, and Board of Supervisors concerning the preferred pattern of future growth. This preferred concept may be one of the three concepts presented in this report or it may be a hybrid that combines features of two or more alternatives. The preferred concept developed during the review of this report will serve as the basis for the development of the General Plan and associated environmental impact report (EIR).

The land use concepts were presented for review by the TAC, Planning Commission, and Board of Supervisors. Based on input from the TAC and comments from the Planning Commission and Board of Supervisors, the land use concepts were redefined, resulting in the land use alternatives described in this report. The City Centered alternative is essentially the same as the City Centered land use concept with a slightly higher percentage of population directed to cities (80/20 percent versus 75/25 percent). The original Community Oriented concept was refined into two new alternatives,

The chart below provides a comparison of the three alternatives. The pie charts on the next page provide pie charts that better illustrate each alternative.

For each alternative, the pie chart on the left side shows the assumed distribution of future population. The pie chart on the right side shows the distribution of population in 2030 when current and future population is combined.

For each alternative, the population target was held constant. Each alternative will have a population of about 630,000 person by the year 2030 (a growth of about 262,000 persons).

## Comparative Summary of Alternatives

