

A decorative border with a double-line inner frame and a thick outer frame. The corners are rounded and feature a stylized, geometric design. The text is centered within the inner frame.

TRAVER  
COMMUNITY PLAN

1989





# TRAVER COMMUNITY PLAN

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

PREPARED FOR  
TULARE COUNTY PLANNING AND DEVELOPMENT DEPARTMENT

PREPARED BY  
QUAD CONSULTANTS

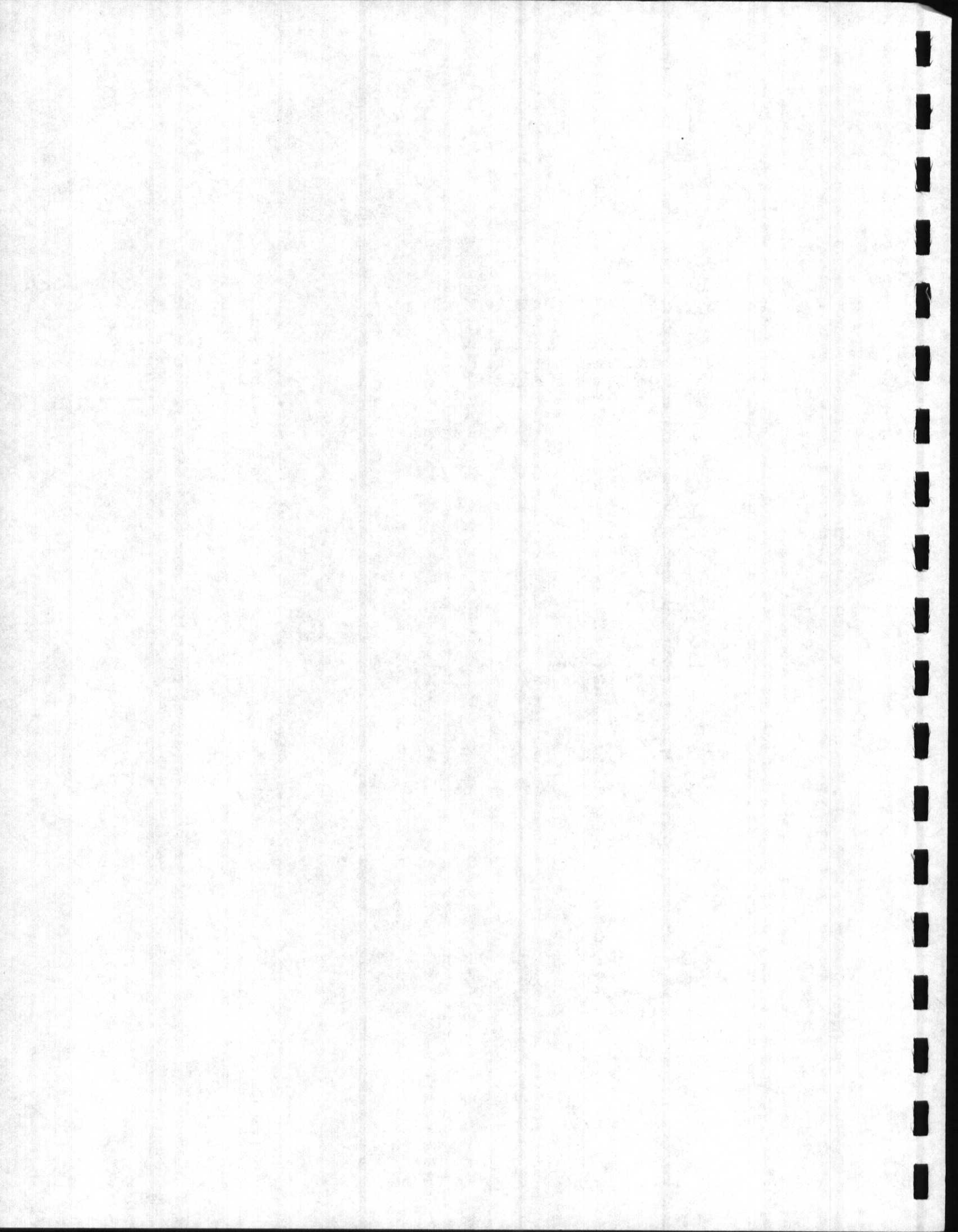
APPROVED  
TULARE COUNTY PLANNING COMMISSION, RESOLUTION No. 6657, JUNE 14, 1989

ADOPTED  
TULARE COUNTY BOARD OF SUPERVISORS, RESOLUTION No. 89-0947, July 18, 1989



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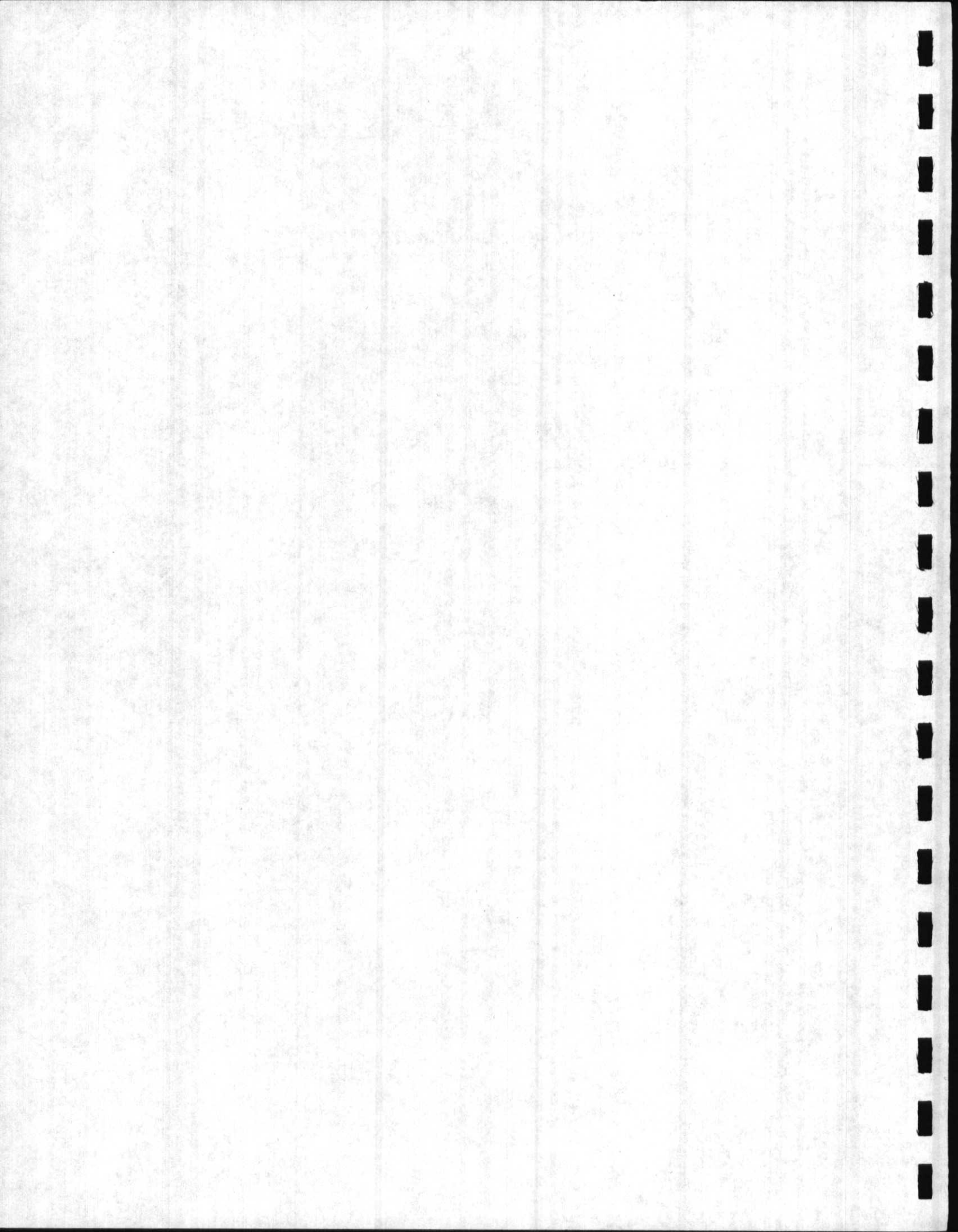


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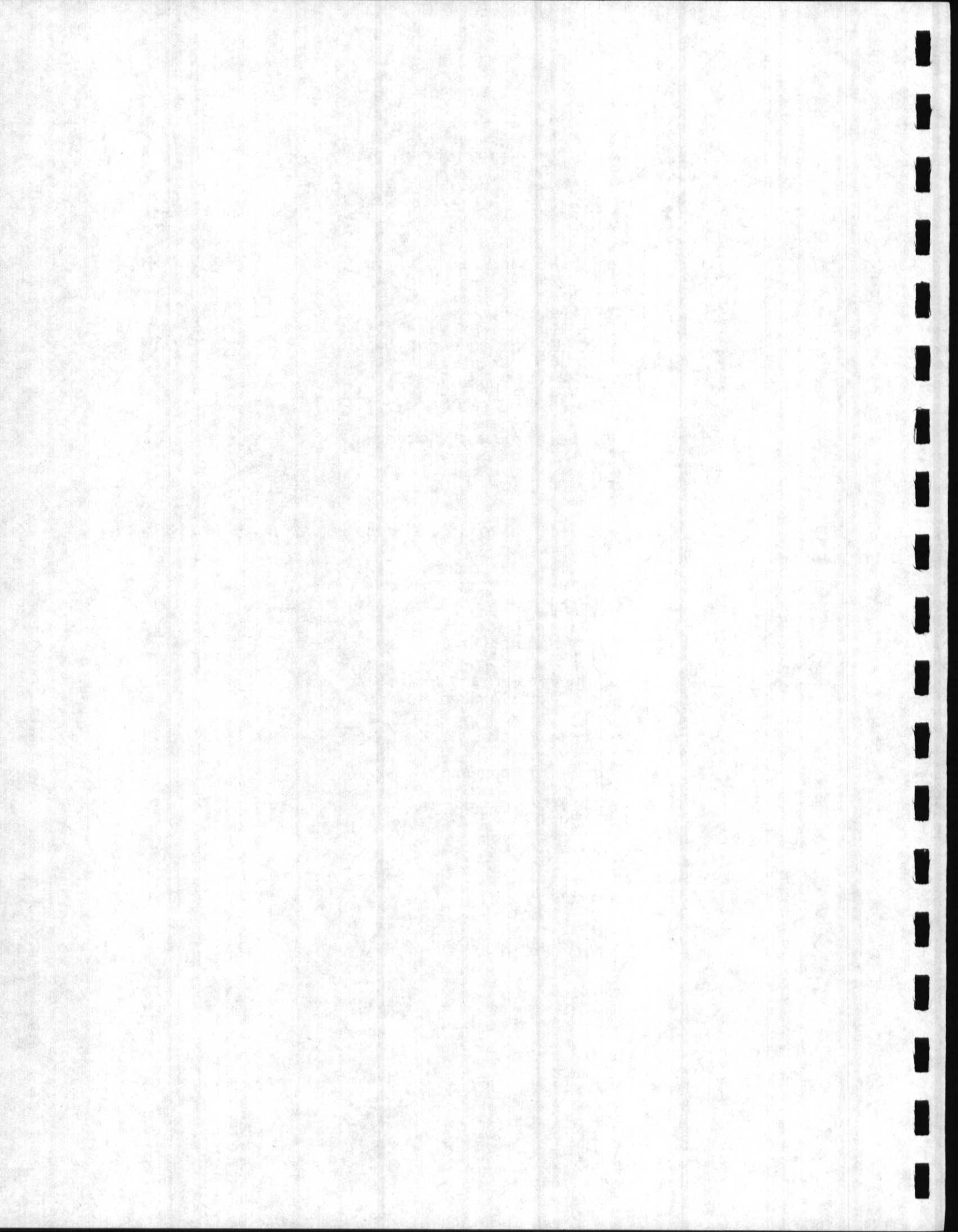
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CHAPTER ONE:

INTRODUCTION



## CHAPTER ONE

### INTRODUCTION

The Traver Community Plan has been prepared to establish and describe the extent and character of future development to occur in the community. State of California planning law, in the form of Government Code Section 65300 *et. seq.*, requires every city and county to prepare, adopt and implement a comprehensive long-range general plan to guide the physical, economic and social development of the jurisdiction. Such general plans are comprised principally of statements of generalized land use patterns, development policies, and recommended approaches and programs to facilitate the accomplishment of the goals and objectives of the community.

Tulare County has fulfilled the requirements of State planning law by adopting and implementing a County-wide general plan, comprised of the seven distinct elements mandated by the State and a series of optional elements, as well. Supplementing the general plan, the County has also prepared a number of more precise community plans, for the larger unincorporated communities located in the County. The Traver Community Plan is one such plan.

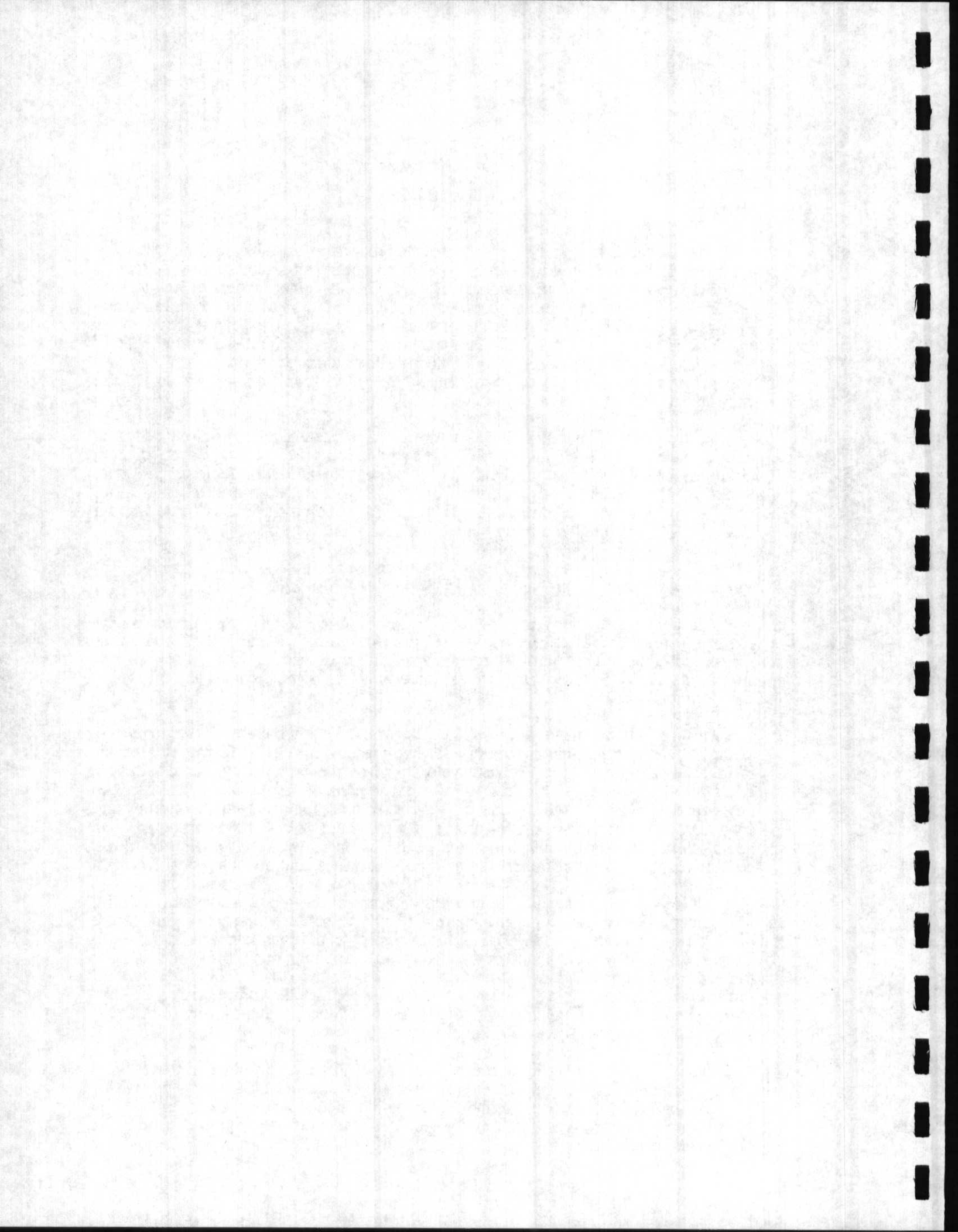
#### Purpose and Scope of the Plan

The purpose of the Traver Community Plan is to establish and prescribe the pattern, extent, character and quality of future development and redevelopment of the community. The plan is intended to make clear what the future of the community will be, in terms of its long-range physical, economic and social development.

Toward this end, the plan includes several key components. It provides a description of the existing community setting, identifying specific factors potentially influential in determining future development of the community. It establishes goals for the development of the local environment. It identifies and prescribes development policies and standards, to ensure that the physical, economic and social evolution of Traver are consistent with the County's and the community's own goals for itself. And finally, it designates the overall layout and pattern of future community land uses, traffic circulation, public facilities, and other physical features.

While State planning law establishes the issues and topics a locality's general plan must address, the scope and content of this community plan is subject to the discretion of Tulare County. Based upon existing conditions in the community of Traver, upon the present scope of the County's general plan and corresponding need for this community plan to address specific issues, and upon the general requirement that planning documents of this type include consideration of such matters, treatment of the following aspects of the local planning environment is incorporated into the Traver Community Plan:

**Urban Boundaries** -- How much land area will be required to accommodate future urban growth in Traver? In what direction(s) should urban growth be distributed? In what manner should the demand for urban growth be reconciled with existing County policies intended to protect productive agricultural land?





**Land Use** -- Within the community's designated urban boundaries, how can land uses be distributed in an efficient, economically sound, and environmentally sensitive manner? What is the appropriate mix of residential, commercial, industrial, public, and other land uses? What can be done to improve the condition of existing development within the community?

**Traffic Circulation** -- What improvements to the local network of streets and roads are desirable to support prescribed land use patterns for the community? Can potential traffic circulation system improvements enhance the economic feasibility of developing portions of Traver?

**Public Facilities and Infrastructure** -- Are existing and planned public facilities and infrastructure capable of sustaining projected community growth? What potential improvements to local public facilities and infrastructure are economically feasible and desirable to accommodate and support future community development?

### Relationship of the Plan to the Tulare County General Plan

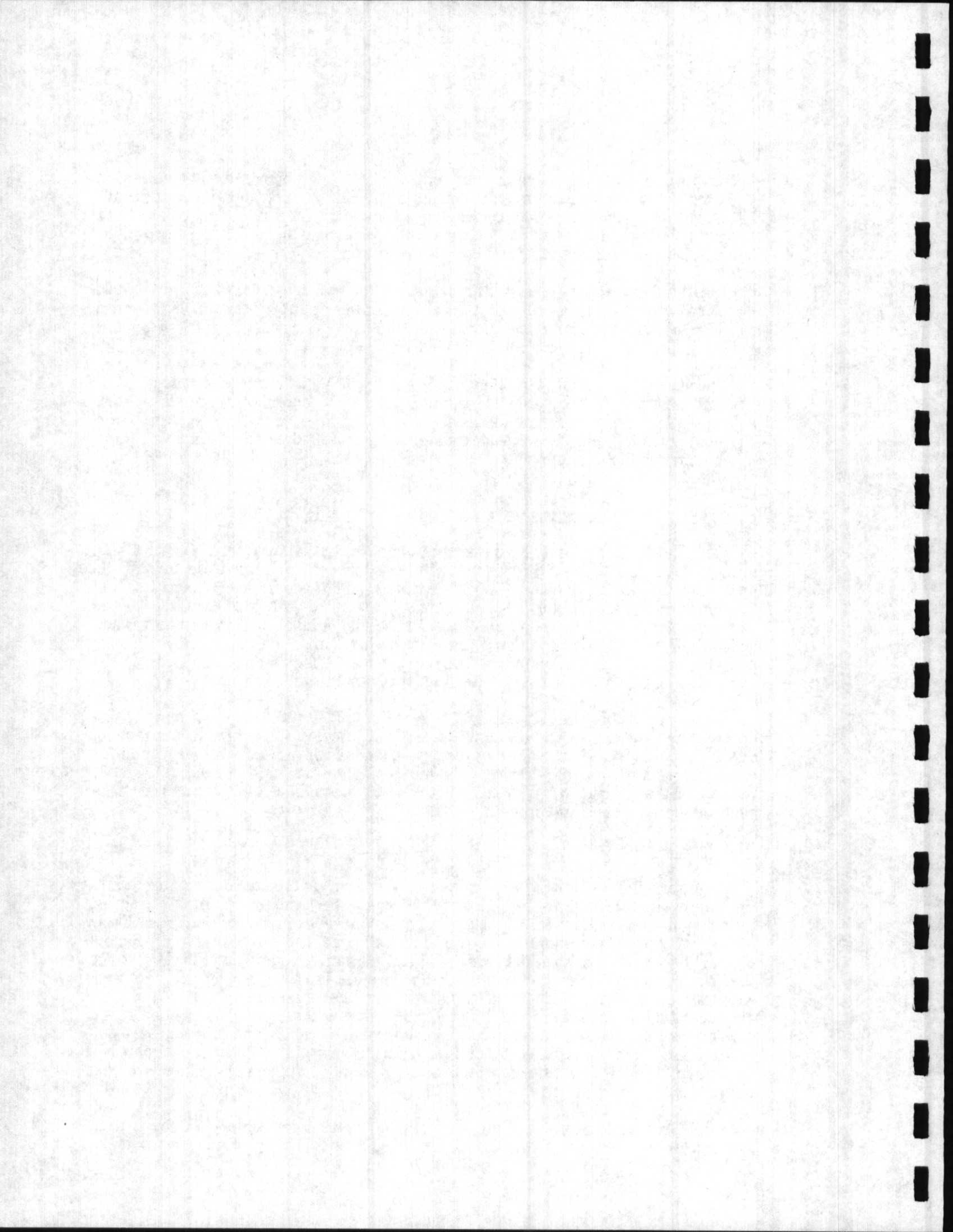
The Traver Community Plan is a component of the Tulare County General Plan and, as such, has the same force and effect as any other adopted element of the general plan. Structurally, the Traver Community Plan is part of the Land Use and Circulation Element of the overall general plan. The principal emphasis of the community plan is on establishing local land use and circulation system patterns and prescribing associated standards and policies. In addition to the specific prescriptions of the community plan, the broader policies and standards of the overall Land Use and Circulation Element apply to Traver.

Also applicable to Traver, and governing all future development in the community, are the other elements (e.g. Environmental Resource Management, Safety, etc.) of the Tulare County General Plan. In instances where the policies and/or standards of the Traver Community Plan are more specific or more restrictive than those in other elements of the general plan, the community plan shall take precedence and prevail.

### Plan Framework

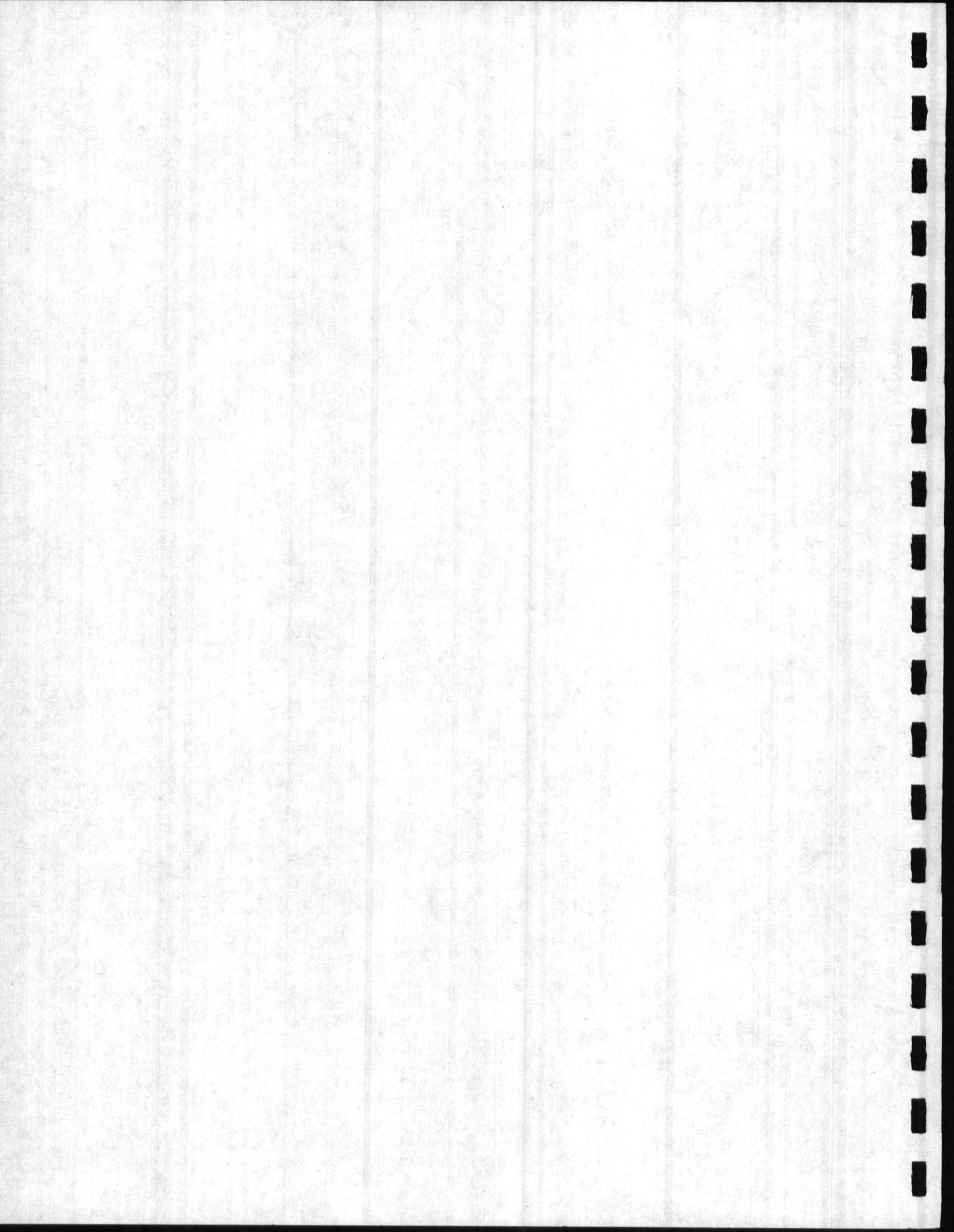
The remaining chapters and content of this plan document are organized into the following components: (1) a description of the existing community setting, including discussion of those aspects of current conditions in Traver which are likely to influence the community's future development; (2) an analysis of factors supporting, and the associated designation of, urban development boundaries for the community; (3) identification of an appropriate land use and circulation plan, with accompanying policies and standards, for the community; and (4) a plan diagram, graphically illustrating the prescribed type, extent, and distribution of land uses and the supportive traffic circulation system. Several technical appendices also accompany the text of this document. A separate environmental impact report has also been prepared on the potential effects of the plan and the closely-related Traver Redevelopment Plan.

The Traver Community Plan is organized to be compatible with the overall County General Plan. Policies are clearly identified in the plan text to make



referencing them comparatively easy. It is intended that this plan be readily accessible and understandable to members of the community, developers, County officials, and the public-at-large.









CHAPTER TWO:

COMMUNITY SETTING



## CHAPTER TWO

### COMMUNITY SETTING

This chapter describes and discusses many of the conditions and characteristics currently prevalent in the community of Traver. To some extent, the goals and directions established by the Traver Community Plan will be significantly influenced, if not actually determined, by existing conditions. At the same time, the plan itself focuses on policies and strategies to change certain present characteristics of the community and to achieve physical, economic and social improvements locally for the overall benefit of Traver's residents, business owners, and the public of Tulare County at-large.

#### Location

Traver is located near the middle of California's San Joaquin Valley, in the extreme northwest corner of Tulare County (see Figure 2-1). The community lies in the midst of one of the most productive agricultural regions in the world, and is virtually surrounded by field crops, orchards and vineyards. The community is situated entirely within Section 16 of Township 17S., Range 23E., Mount Diablo Base and Meridian.

Fresno, the largest nearby metropolitan center, lies approximately twenty-five miles northwest of Traver. Visalia, the County seat of Tulare County, is about fifteen miles to the southeast.

State Highway Route 99, one of the busiest north-south traffic arterial routes in California, passes through Traver, in the westerly portion of the community (see Figures 2-2 and 2-3). Parallel to Highway 99, the Southern Pacific Railroad maintains a line through the community.

#### History

The town of Traver was established in 1884, when the 76 Land and Water Company completed construction of its main canal to a point on the Southern Pacific Railroad a few miles south of where the railroad crosses the Kings River. A detached 2,000-acre segment of the 76 Company's 30,000-acre holdings lay along the railroad at that location. A portion of this 2,000-acre tract was surveyed for the townsite, and the balance subdivided and sold as colony lots. The townsite was named for Charles Traver, one of the company's directors.

Within one year of its establishment, Traver had grown to 400 residents and a thriving commercial district. In 1887, however, a substantial portion of the business district was destroyed by fire. At about the same time, the appearance of alkali in nearby farm soils began to adversely affect local agricultural activities.

In 1888, the Southern Pacific Railroad constructed its line from Fresno to Porterville. The towns of Reedley and Dinuba were established on this new line, about twelve miles to the north and east of Traver, respectively. As local farmers in the Traver area lost their battle with the alkaline soils, they finally abandoned Traver and relocated to these new towns and other areas.



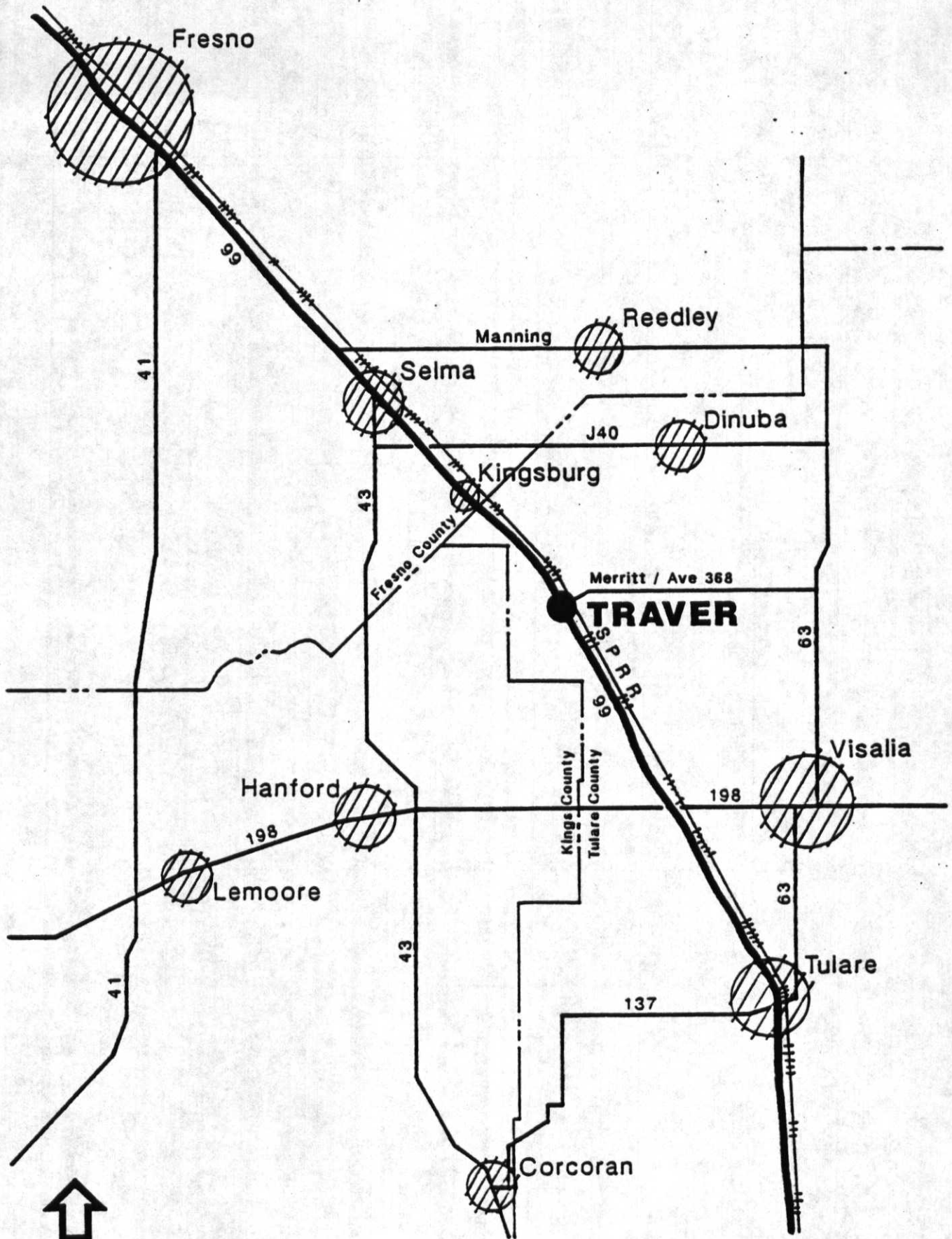
State of California

**QUAD**

**Project Location**

2-1

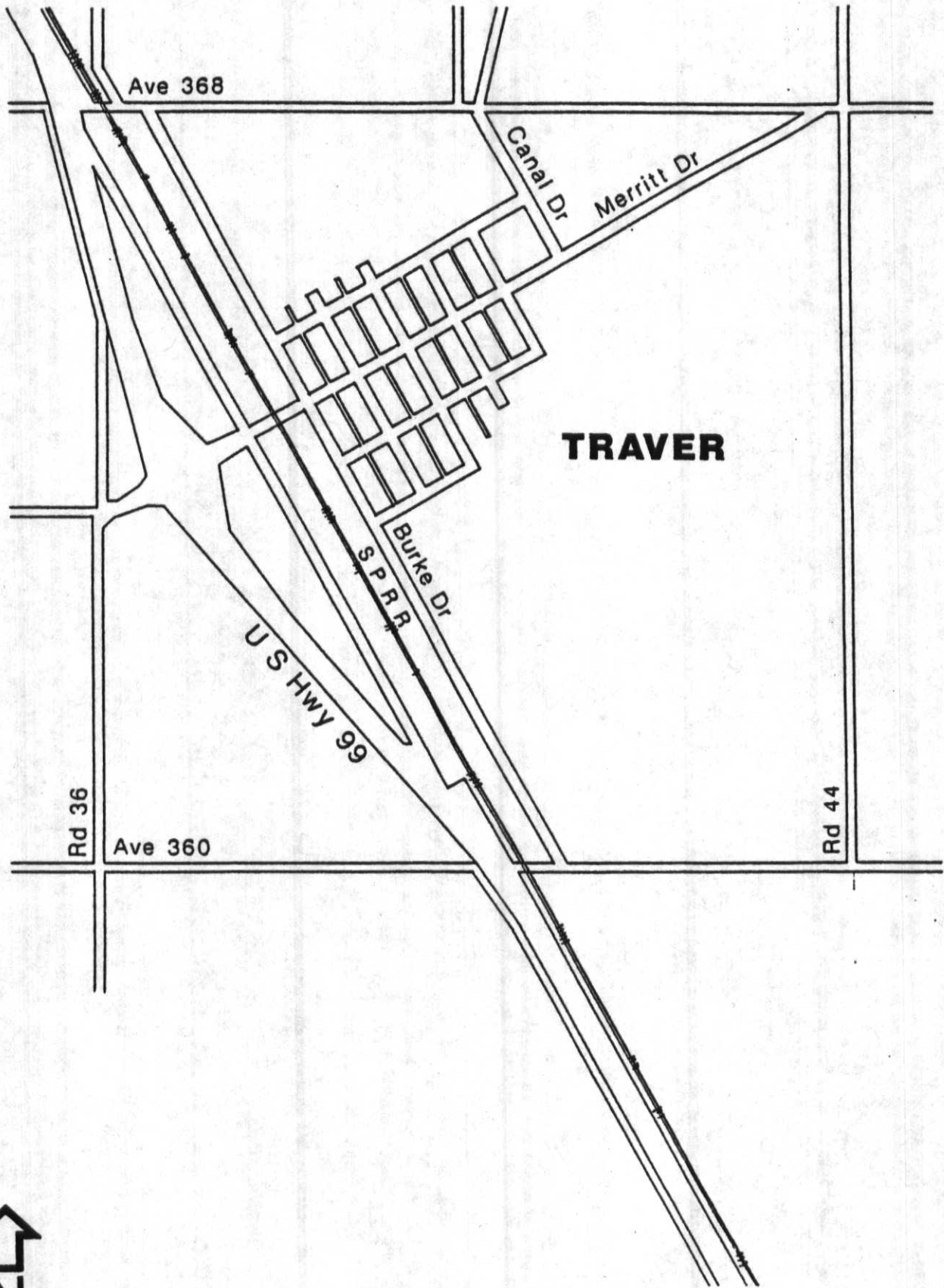




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**Regional Setting**

**2-2**



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**Planning Area and Vicinity**

**2-3**

For years thereafter, Traver continued to subsist as a shipping and warehousing point along the Southern Pacific Railroad line. Ultimately, as trucking began to supplant rail freight for much agricultural shipping, even this status escaped the community.

Today, Traver serves as a residential center for the workforce responsible for the agricultural production of the surrounding region. It also functions as a highway-oriented commercial site along State Route 99 and hosts a small amount of industrial development. In recent years, population of the community has been stable, and steps have been undertaken to provide many physical improvements to the town's environment.

### Land Use

Existing land uses in the community are predominantly residential, highway-oriented retail and service commercial, and industrial. There are also several churches and public uses, such as a post office, a park, and an elementary school. Two neighborhood-level commercial uses (small markets) are the only local businesses established which do not cater largely to highway-generated trade.

The rights-of-way for Highway 99 and the Southern Pacific Railroad dominate local land use patterns. Comprising a substantial proportion of the total area of the community, the highway and railroad have also been determinant in establishing the distribution of land uses in Traver. The limited existing commercial development in Traver, with the exception of the two small markets mentioned above, lies entirely adjacent to the current freeway offramps. Existing industrial development, similarly, lies adjacent to or across Burke Drive from the Southern Pacific rail line. Figure 2-4 depicts the type and distribution of current land uses in and surrounding the community. Table 2-1 summarizes the extent of existing land uses, by type, within the existing Urban Development Boundary of Traver.

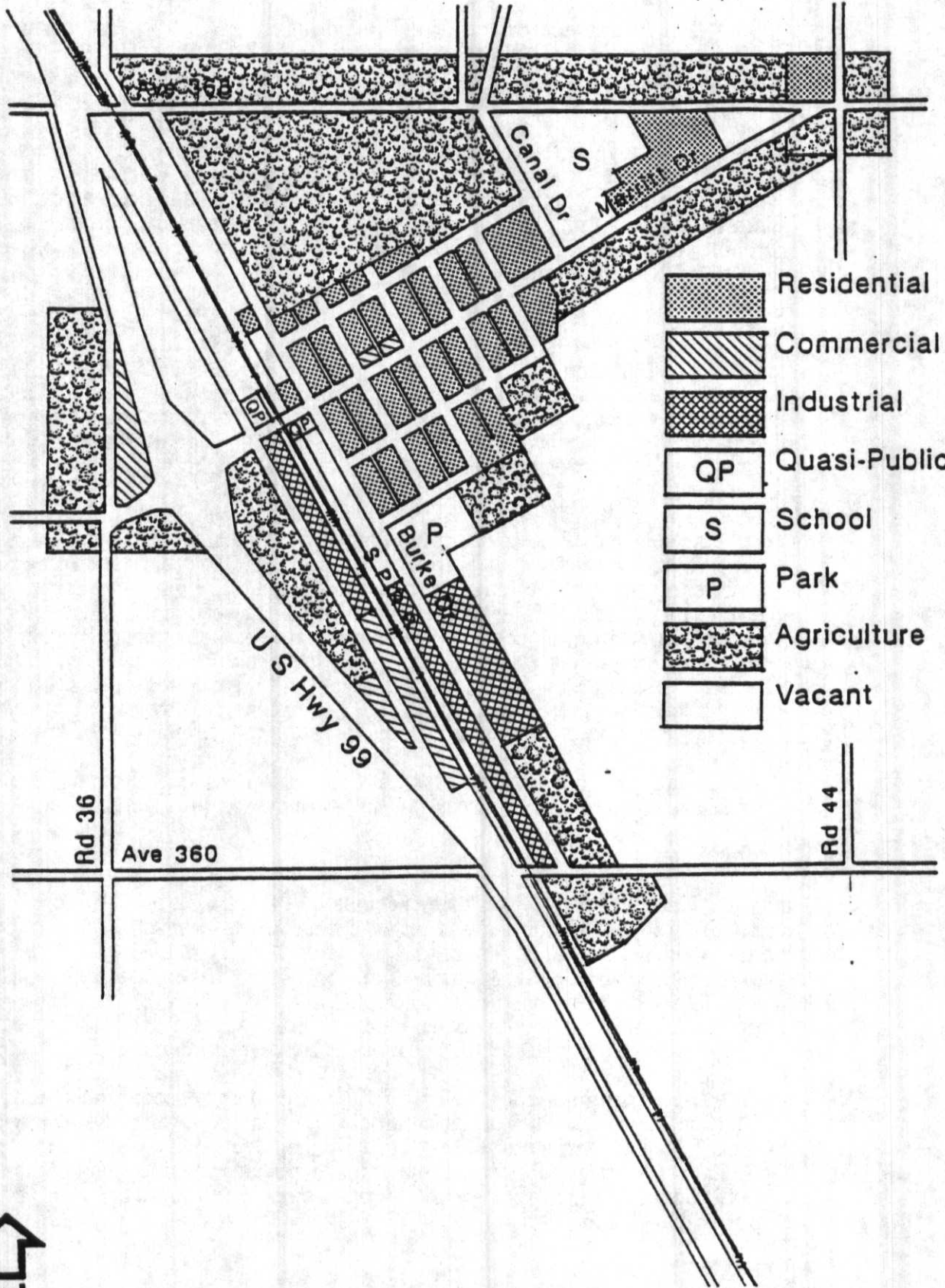
Outside the community's Urban Development Boundary, Traver is completely surrounded by intensively-cultivated agricultural land.


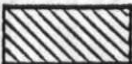
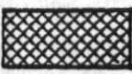

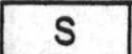
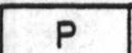

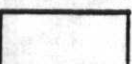
### Population

United States Census data specifically for Traver is not available because the area is included within a much larger census tract. The only reliable population data available for the community was obtained during a 1986 water pollution study conducted by QUAD Engineering and Self-Help Enterprises. This 1986 study established a base population of 612 people, with an average occupancy of 3.6 persons per household. Survey data indicates that approximately sixty percent of the local population is minority, with just over fifty percent identified as Hispanic.

Resident population in Traver fluctuates on a seasonal basis, corresponding to the nearby availability of agricultural employment. During the summer months, when regional agricultural harvest activities are at a peak, the community's population is estimated to be about thirty-five percent (35%) higher than the base population. The current peak seasonal population of Traver, accordingly, is approximately 826.





-  Residential
-  Commercial
-  Industrial
-  Quasi-Public
-  School
-  Park
-  Agriculture
-  Vacant



**Generalized Depiction of Existing Land Uses**

**QUAD**

**2-4**



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**TABLE 2-1**  
**SUMMARY OF EXISTING LAND USES**  
**WITHIN TRAVER URBAN DEVELOPMENT BOUNDARY**

<u>Land Use Designation</u>	<u>Acres</u>
Residential	51.0
Commercial	12.4
Industrial	23.7
Quasi-Public	2.1
School	19.5
Park	8.3
Agriculture	156.9
Vacant	14.0
Right-of-Way	117.1
<hr/>	
TOTAL	405.0

SOURCE:QUAD Consultants, field survey conducted in April, 1989.

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Because of the absence of data from the federal census or other reliable sources, historic population trends and growth patterns in Traver are difficult to identify. However, based upon historic County-wide growth rates for other unincorporated communities, retrospective population estimates for Traver were developed in the *Wastewater Facilities Plan - Final Report* done for the community in April, 1988. Using a factor of 0.50 percent per year, and applying this annual growth rate to the estimated current base population of the community, it has been calculated that Traver had a 1976 base population of approximately 582 residents.

Population growth during the past two years, it should be noted, has been virtually nil in Traver. In February 1987, at the recommendation of the Tulare County Health Department, a moratorium on residential construction was imposed in Traver by the County Board of Supervisors. This moratorium responds to identified concerns that existing on-site wastewater disposal systems in the community have been subject to an unusually high percentage of failures. Further discussion of this issue appears in a subsequent section of this chapter.

### Housing

A total of 171 separate dwelling units presently exist in Traver. These units are comprised of 144 standard single-family homes and twenty-seven mobile homes, including two "house trailers". There are no pending residential development projects in Traver at the time this plan is being prepared. Seventy-two percent (72%) of the housing units in the community are owner-occupied. In comparison,

sixty-three percent (63%) of all homes throughout Tulare County are owner-occupied.

As part of the process of preparing this plan, a comprehensive survey of the condition of the housing units in Traver was conducted. A generalized examination of each unit in the community enabled a determination to be made regarding whether it was:

- **Sound** -- a well-maintained structure in good condition, with no or very few defects of minor consequence;
- **Deteriorated** -- a structure obviously in need of numerous minor repairs and/or several major repairs, including work on plumbing, electrical or roof systems and fixtures; or
- **Dilapidated** -- a structure in need of more than two major repairs and/or a high number of minor repairs which makes the rehabilitation of the structure economically infeasible.

Survey results indicate that fifty-three percent (53%) of the site-built homes in Traver are in sound condition; thirty-nine percent (39%) are deteriorated; and eight percent (8%) are dilapidated. Of the mobile homes and house trailers in the community, seventy percent (70%) are sound; the remaining thirty percent (30%) are considered deteriorated. Figure 2-5 illustrates the distribution of housing, by condition, throughout the community.

In 1988, a total of three vacant housing units were identified at the time of one survey in Traver. This represents a vacancy rate of two percent (2%), regarded to be very low.

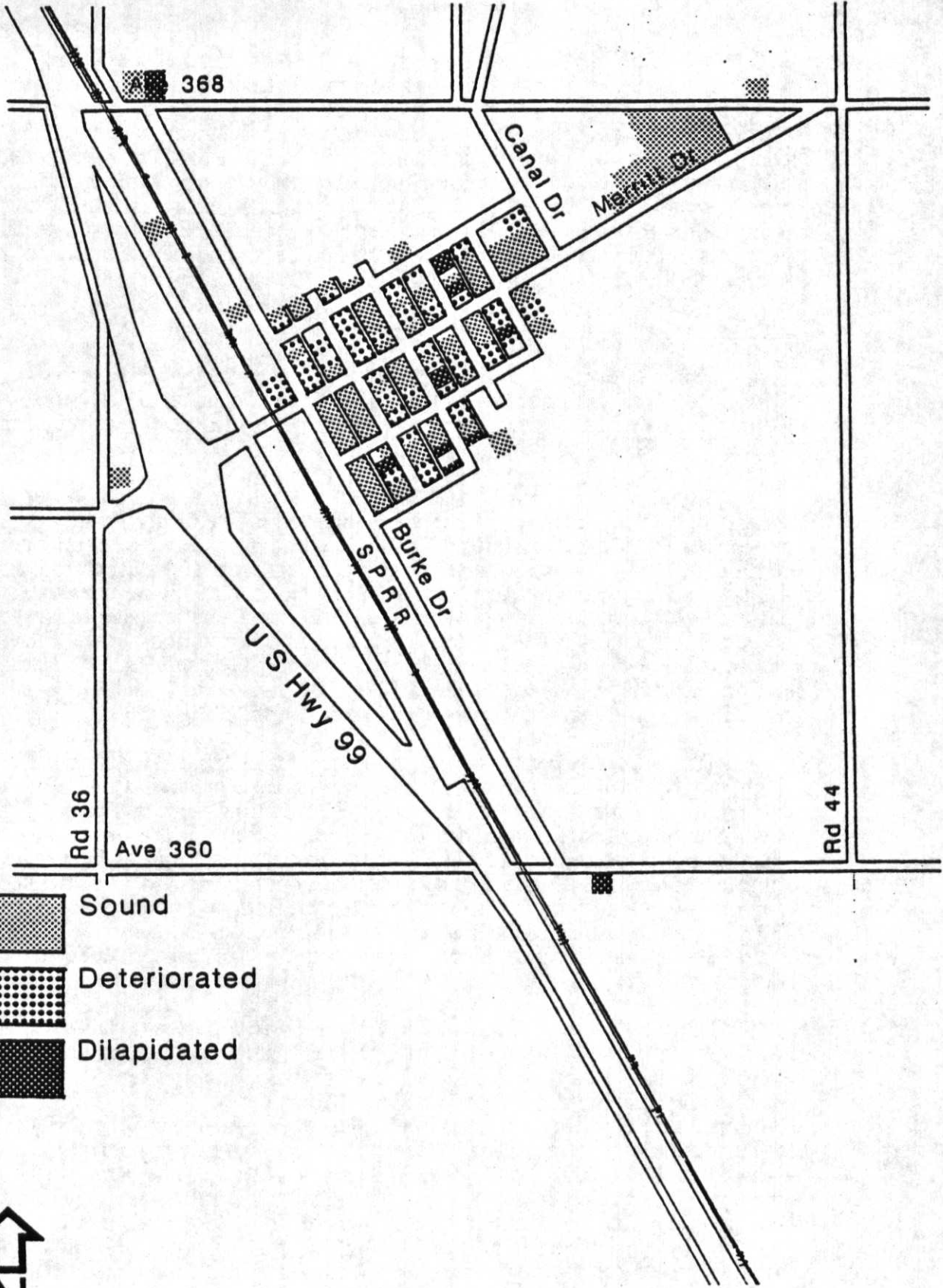
The estimated base household population of 3.6 persons per unit in Traver is high in comparison to the 1980 County-wide average of 2.98 persons per dwelling unit. During peak harvest seasons, the estimated occupancy rate of approximately 4.8 persons per dwelling unit unquestionably results in overcrowded conditions.

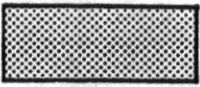


### Economy

Economic activity in Traver is heavily dependent upon the agricultural production of the surrounding region. Extrapolations from 1980 census data applicable to a larger region, as well as general responses from residents surveyed during the preparation of the previously-referenced wastewater facilities plan, indicate that most of the local workforce is employed in agriculture, particularly during harvest seasons. Other existing sources of local employment include Penwalt Industries, which manufactures fruit sorting equipment for packing houses and employs fifty-four workers; the highway-oriented commercial uses along State Route 99; the school; and the two small markets serving the community.

Again, by extrapolating from 1980 census data available for a larger region including Traver, it is possible to estimate local income levels. In 1980, median family income in Traver is calculated to have been just under \$10,200 annually. For comparison purposes, annual median family income County-wide in 1980 was





-  Sound
-  Deteriorated
-  Dilapidated



**Condition of  
Existing Housing**

**QUAD**

2-5

\$16,166; annual median family income in 1980 in Visalia, the county seat, was \$19,434; in Goshen, another Highway 99 community located nine miles south of Traver, this figure was \$12,188; and in Earlimart, on Highway 99 in the southern portion of the County, 1980 annual median family income was \$10,352. The comparatively low annual median family income in Traver reflects the predominantly agricultural orientation of the local workforce. It is estimated that approximately one-third of all local families earn an annual income which places them below the poverty level as defined by the Census Bureau. Once more, for purposes of comparison, the percentage of families below the poverty level was 16.5 percent for the County as a whole in 1980.

### Public Services

Public safety services are provided to the community of Traver by the Tulare County Sheriff's Department and the California Department of Forestry/Tulare County Fire Department. School services are provided to the community by the Traver Joint Elementary School District.

Sheriff's Department services to the community are based at the Department's Cutler-Orosi substation, which serves a total rural population of approximately 40,000 residents. This substation also serves the unincorporated communities of London, Sultana, Yettem, Cutler-Orosi and East Orosi, as well as the surrounding outlying rural areas. The station employs a three-shift staffing pattern, with a total of thirteen deputies, three sergeants, one lieutenant, and two detectives assigned. The detectives rotate among other stations, as well. During any one shift, there are three to four deputies on patrol in the service are covered by this station, with one sergeant on the desk. Calls for service originating Traver are typically related to narcotics transactions or to shoplifting in local retail businesses.

Tulare County contracts with the State of California Department of Forestry (CDF) for fire protection services to the rural portions of the County. Fire response is currently provided by two CDF/County Fire Stations serving Traver. The Kings River Station is located approximately five miles north of Traver, on Avenue 400. This station is staffed by a paid full-time firefighter supported by ten to twenty volunteer firefighters. The London station, about three and a half miles to the northeast, is manned by five to ten volunteers. Both stations are equipped with a 750 gpm pumper truck. CDF staff indicates that most calls for service originating in Traver are for medical aid. If required, backup services are provided to Traver by stations in Goshen and Dinuba. The Dinuba station provides ambulance services.

The Traver Joint Elementary School District serves a large area in the northwest portion of Tulare County, as well as a small segment of northeast Kings County. The Traver School includes grades kindergarten through eighth. Enrollment capacity of the school is about 300 students. Current enrollment is 274 students. June enrollment figures from 1980-81 to 1988-89 have increased from 234 to the present total. The District plans to replace two existing portable classrooms with permanent facilities and to build a new cafeteria. The portable classrooms have been in service for nearly twenty years, and cannot be used for student-occupied activities beyond the 1989-90 school year. A bond measure has been proposed by the District to secure funding for this project. The District does not currently collect school impact fees for new facilities construction.



## Infrastructure

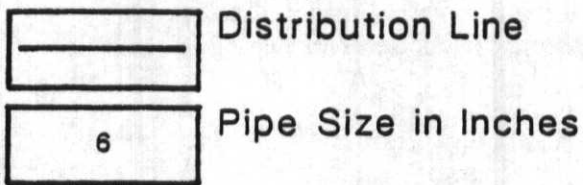
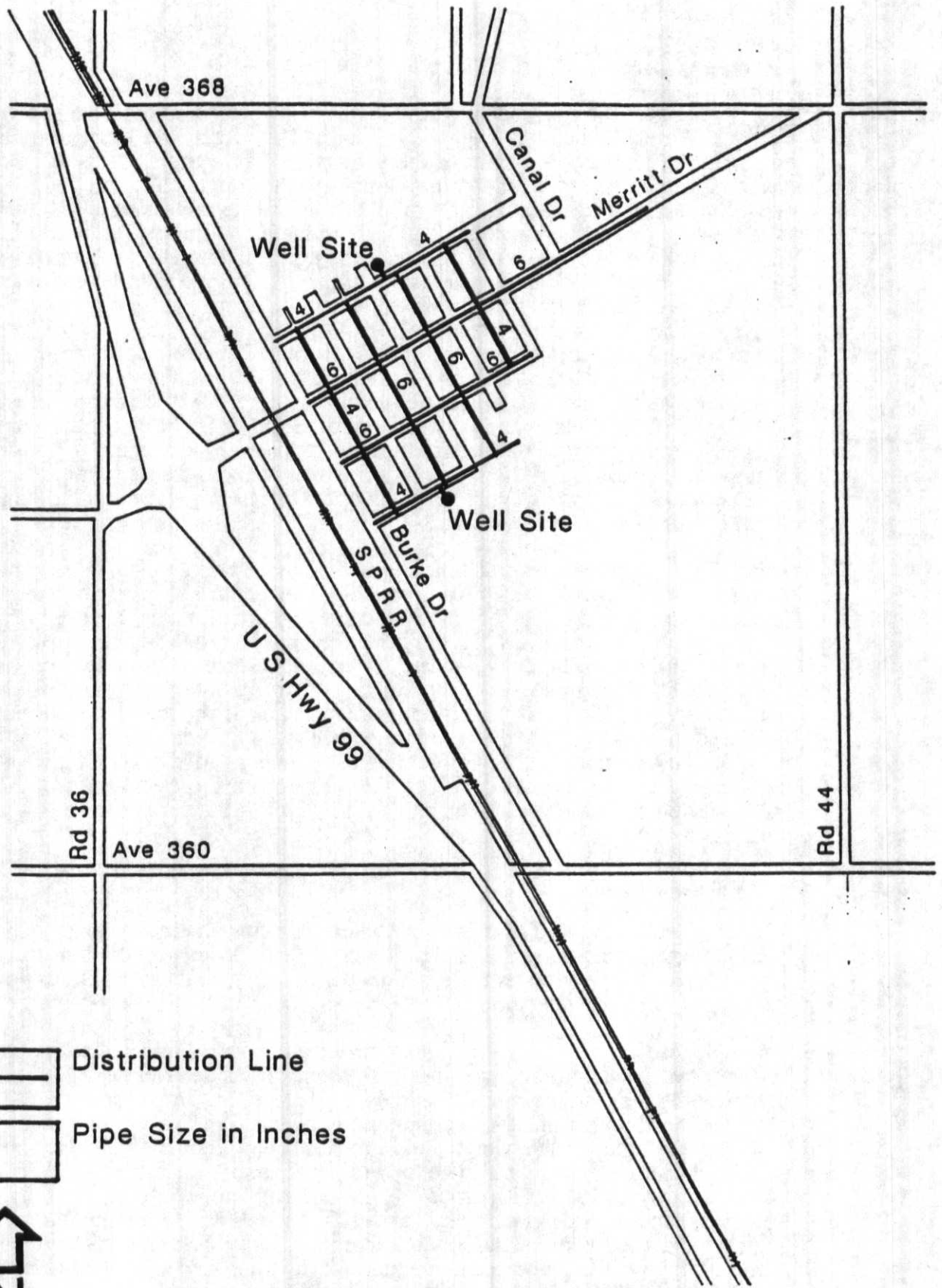
Domestic water and fire flow service is provided to the community by the Traver Water Company. Figure 2-6 depicts the extent and configuration of the distribution and supply system of the Company. This system essentially serves the existing residential portion of the community. Commercial and industrial uses developed along the freeway and railroad alignments are served by individual on-site wells. The primary and backup wells operated by the Traver Water Company provide a water supply which is generally of acceptable quality. It should be noted, though, that intermittently, mineral test results indicate nitrate contents in the backup well just slightly in excess of federal drinking water standards. System service delivery capacity is between 1,100 and 1,500 gallons per minute (gpm). Fire flow standards recommended by the California Department of Forestry/Tulare County Fire Department call for a system delivery capacity of a minimum of 1,500 gpm. It is felt that some deficiencies currently exist in the design and operation of the Traver Water Company's system: distribution lines are generally not looped; some lines are probably undersized; there is no emergency standby power on the pumps at the wells; and the system is generally ageing. In recent years, there have been discussions of the County assuming operation of this system under the auspices of the County-wide Services Area.

As referenced several times previously, wastewater disposal in Traver has been the subject of several recent studies. Currently, all wastewater discharge is disposed of by individual on-site systems. The cited studies have disclosed that there is a comparatively high incidence of failures among these systems. Consequently, a community wastewater collection and disposal system has been designed for Traver, to serve the existing residentially-developed portion of the community (see Figure 2-7). It is anticipated that construction on this system will be initiated in mid-1989. As discussed in the section of this chapter pertaining to soils, it is not likely that further residential development in the community could be adequately served by additional on-site wastewater disposal systems, and would necessitate expansion of the collection system and treatment facilities about to be constructed.

## Traffic Circulation

An efficient traffic circulation system is a fundamental requirements of any well-planned community. The movement of people and goods into, out of, and around the local business and residential environment must be a priority in developing a community plan.

There are currently no traffic circulation concerns of significance in Traver, except that the condition of the local street network is deteriorated. State Highway Route 99 is the dominant traffic circulation feature in the community. A freeway with two northbound and two southbound lanes through Traver, this route connects the two with other Tulare County and Fresno County communities to the north and south. A full freeway interchange, providing access into and from Traver, exists at Merritt Drive. Additionally, an off-ramp for northbound traffic enters Traver at the southerly end of the community, and has enables the development of several highway-oriented commercial establishments at that location. A northbound on-ramp also joins the freeway at Avenue 368, just north of the community. Under normal, day-to-day operating conditions, traffic flows completely unimpeded along Highway 99 in the Traver vicinity, and there is no congestion at any of the local freeway access point.

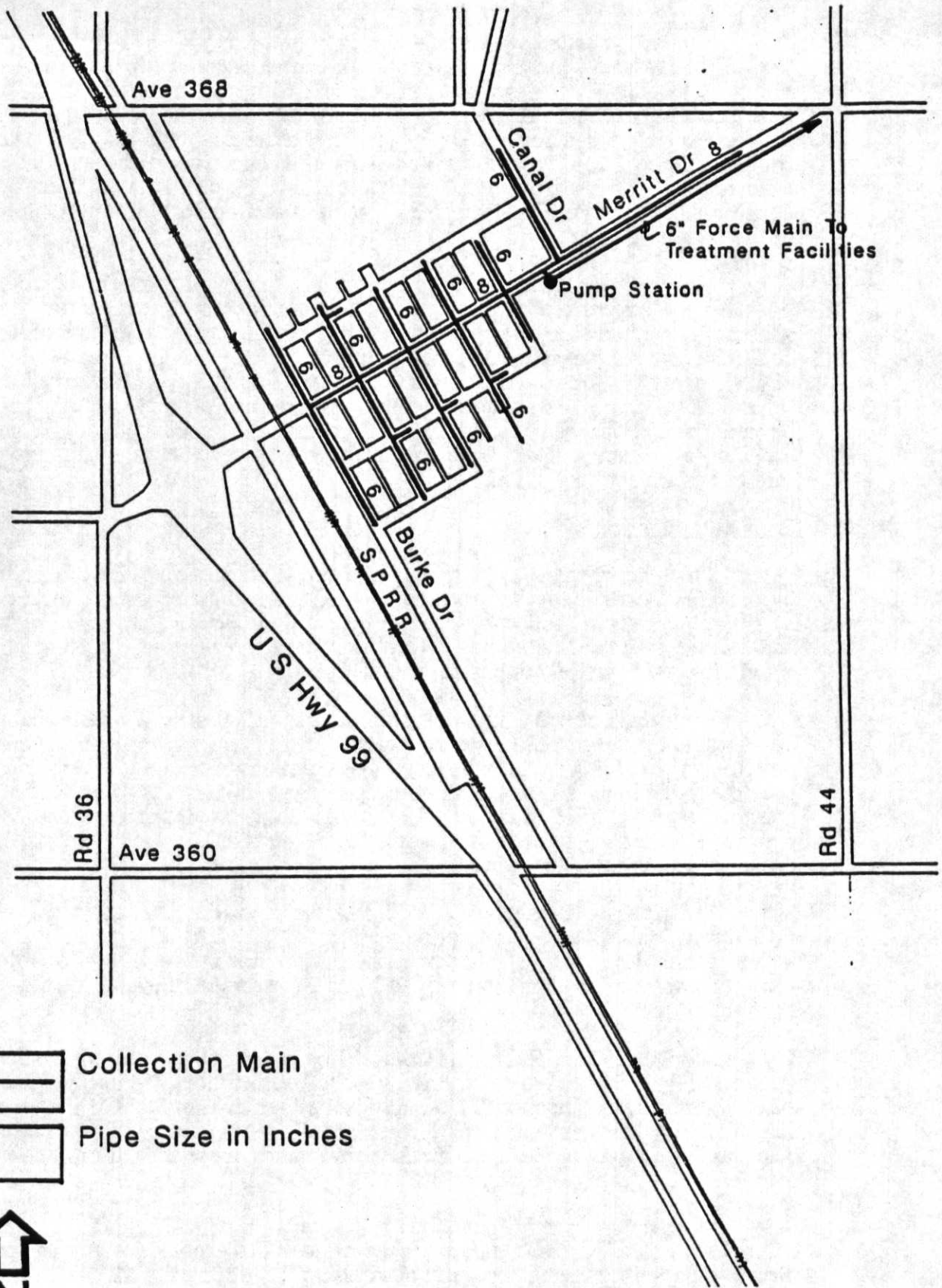


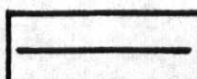
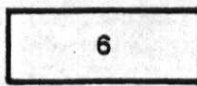
**Service Delivery System**  
**Traver Water Company**

**QUAD**

**2-6**





 Collection Main  
 Pipe Size in Inches



**Proposed Wastewater  
Collection System**

**QUAD**

**2-7**

Similarly, traffic flows through the community on the local street network are virtually always absent any congestion or impediments. Sixth Street, or Old Highway 99, and Burke Drive provide access to local commercial and industrial development parallel to Highway 99 and the Southern Pacific Railroad line. Merritt Drive, crossing the community and quasi-public uses and is also the connecting route for State Route 99 and rural portions of Tulare County east of Traver. The other streets and roads in the planning area function primarily as direct access to abutting land uses, including rural and agricultural properties around the periphery of the community.

The physical condition of the street and road network in Traver is generally poor. Most streets are surfaced with road mix, lack curb and gutter, and show substantial evidence of deterioration. A detailed survey of street conditions in the community was conducted as part of the process of preparing this plan. The results of that survey are illustrated by Figure 2-8. As the figure depicts, over half the local street system can be described as being in "poor" (50.2 percent) or "very poor" (1.3 percent) condition. About a third (33.4 percent) of the street system is regarded to be "fair" condition; only 15.1 percent of the local street network can currently be said to be in "good" condition.

### Soils and Topography

Soils underlying the community and surrounding vicinity have been mapped by the U.S. Department of Agriculture Soil Conservation Service and are depicted by Figure 2-9 on the following page. Generally, these soils are fine sandy loams which have significant amounts of clay in the surface layers. These soils absorb water slowly and are alkaline in nature.

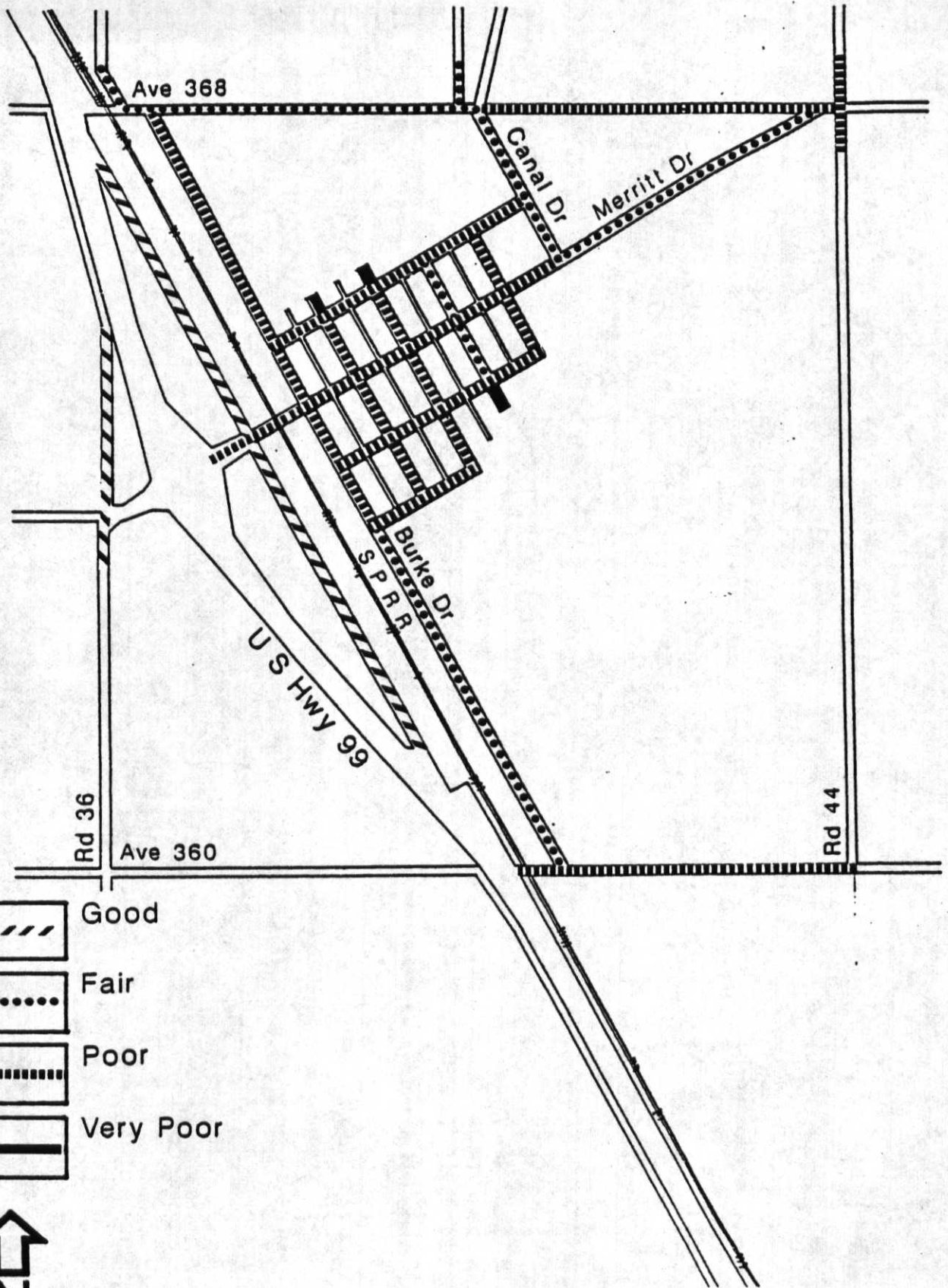
The principal concern regarding the relationship of local soils to community development in Traver is the severe limitations these soils pose for the operation of on-site wastewater disposal systems. Percolation tests undertaken during the previously-referenced 1986 pollution study and interviews with septic system contractors who have installed systems in the community have disclosed the pervasive presence of hardpan lenses at three feet to 3-3/4 feet deep, ranging in thickness from one to two feet.

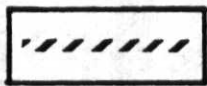
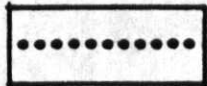

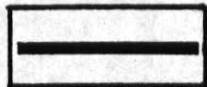
At depths below three to 3-1/2 feet, hardpan was encountered which was sufficiently dense that it could not be penetrated with a hand power auger or hand auger. Interviews with septic tank installation firms who have worked in the community indicated that the hardpan layer is discontinuous and averages one to two feet in thickness.

The State Water Resources Control Board prescribes requirements for septic tank and leach field sewage disposal. The soils distributed within the Traver area exceed septic tank and leach field disposal requirements for existing developed parcel sizes. The hardpan layer further prohibits effective septic tank/leachfield disposal. Even with proper design and maintenance, these soils are not compatible with leach field type disposal systems.

A second aspect of local soils characteristics which potentially affects the community's development potential is the agricultural capabilities and utility of the surrounding soils. Prime agricultural lands are defined as lands which have soil characteristics such that they are rated in production capability Classes I or II, as de-





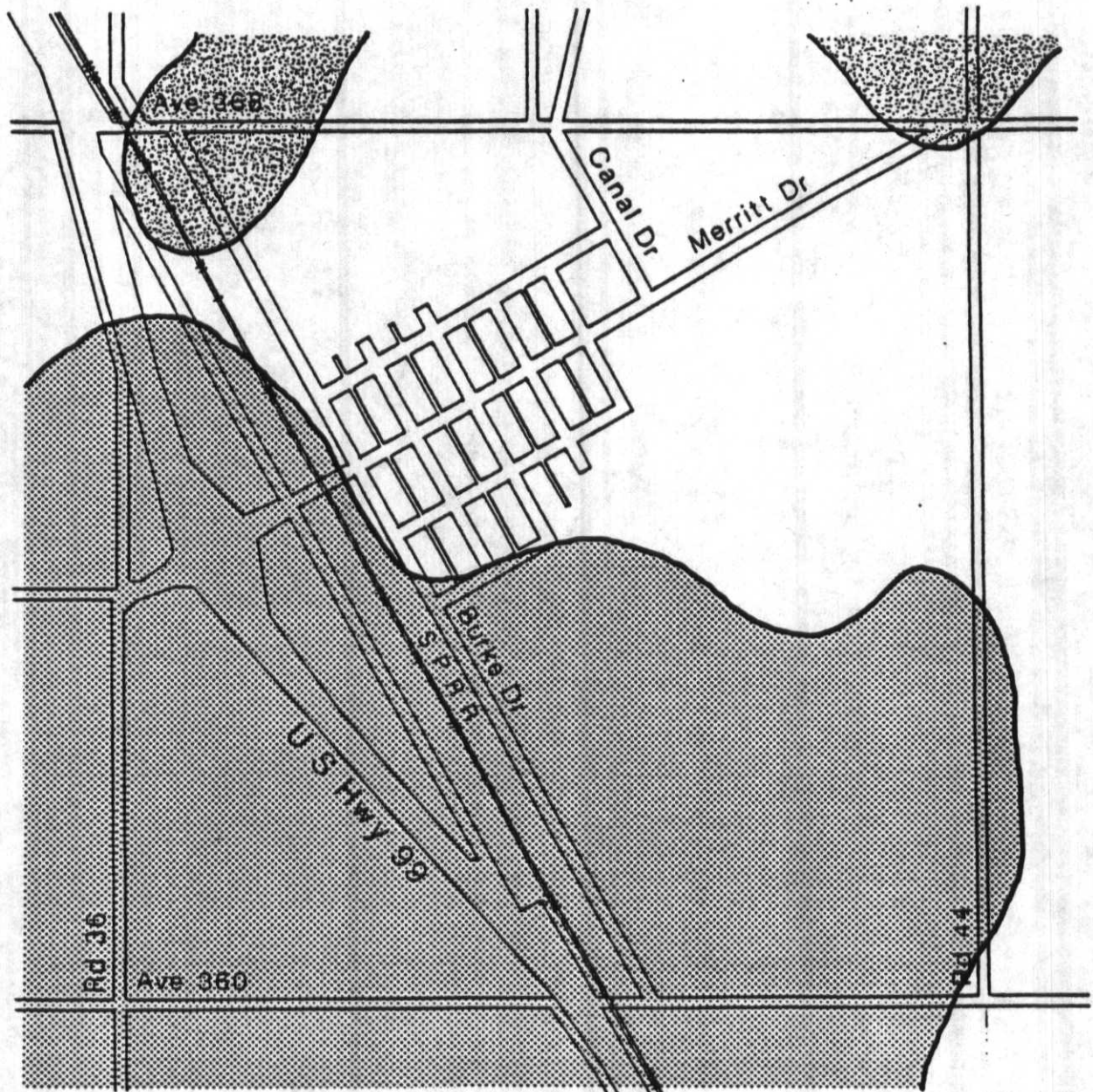
-  Good
-  Fair
-  Poor
-  Very Poor

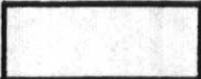




Source: Quad Engineering field surveys. February 1989



**Existing Street Conditions**



-  Traver Loam
-  Cajon Sandy Loam
-  Fresno Fine Sandy Loam



**Planning Area and  
Vicinity Soils**

**QUAD**

2-9



fined by the United States Department of Agriculture Soil Conservation Service. The areas around Traver with Traver fine sandy loam soils are classified in capability Class II, and are considered prime agricultural land. Most of the other soils around Traver are Classes II and III.

As noted in the beginning of this chapter, topography in the vicinity of Traver is comparatively flat and featureless. There are no topographic constraints to development of the community, aside from such man-made features as the railroad and Highway 99 rights-of-way.

### Hydrology

No natural surface water features exist in the community or immediate vicinity. A number of irrigation canals, however, provide water to the agricultural region surrounding Traver, and flow on a seasonal basis. The Kings River channel lies approximately two and a half miles north of the town.

Groundwater in the Traver area generally occurs beginning at depths of thirty-five to forty feet. Analysis of water supplied from the primary well of the Traver Water Company, at Jacob and Church Streets, routinely shows the water to be of acceptable quality and within all applicable drinking water standards. Mineral analysis of the Company's backup well, located at Kitchner and Church Streets, intermittently indicates the presence of nitrates in the forty-eight to fifty parts per million (48-50 ppm) range, above federally-prescribed limits of forty-five parts per million (45 ppm). The possible sources of contamination are thought to include agricultural practices in the area, nearby fertilizer storage, and/or naturally-occurring background nitrate in the aquifer.

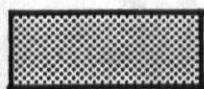
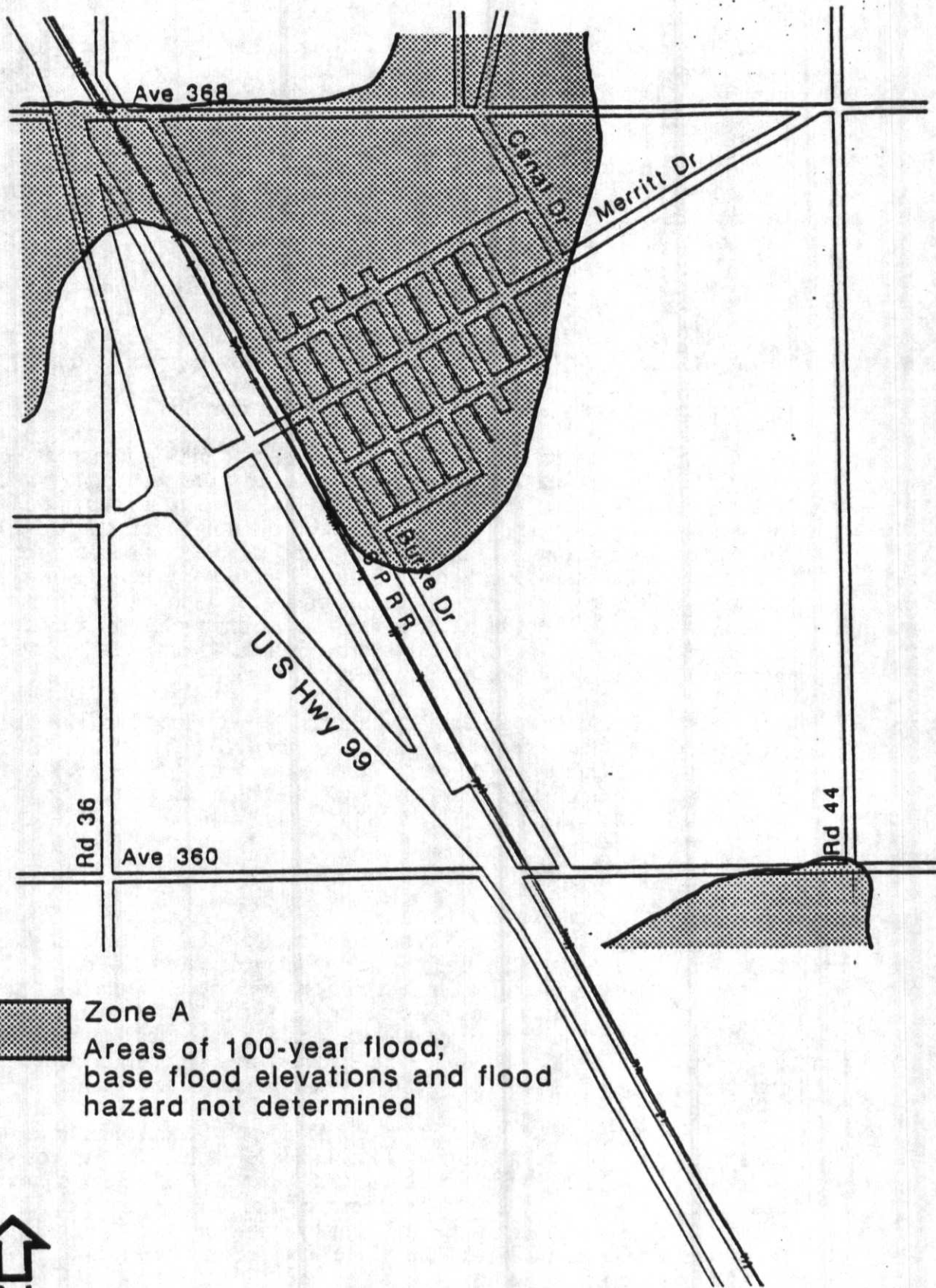
Portions of the community lie within the 100-year flood hazard zone mapped by the Federal Emergency Management Agency (FEMA). Figure 2-10, on the following page, depicts the extent of Zone A, as designated by FEMA as being subject to 100-year floods. The base flood elevation and flood hazard are not determined in this zone.

### Air Quality

Traver lies within the San Joaquin Valley Air Basin which comprises nineteen percent of the State's land area but only 8.2 percent of the State's population. The closest, and only full, air monitoring station in Tulare County is located in Visalia, about fifteen miles southeast of Traver. Table 2-2 summarizes portions of the available air quality data for the general region for the period 1981 to 1985. The maximum annual concentration, as well as the maximum hourly mean, is presented for each pollutant. The standard and number of times that the standard has been exceeded during the five-year period is also presented.

Data provided by the County Health Department also reflects that the Tulare County portion of the San Joaquin Valley Air basin exceeds National Ambient Air Quality Standards (NAAQS) for ozone, a principal component of photochemical smog, by twenty-five percent and State Ambient Air Quality Standards (SAAQS) for the same pollutant by eighty percent. Similarly, NAAQS for particulate matter are exceeded by twenty-six percent annually in Tulare County; SAAQS for particulate emissions are exceeded by seventy-three percent. A comprehensive study of air quality on a region-wide basis has been proposed, and funding commitments are being secured at the time this plan is being written.





Zone A  
 Areas of 100-year flood;  
 base flood elevations and flood  
 hazard not determined



Source: Federal Emergency Management Agency, Flood Insurance Rate Maps

**QUAD**

**Flood Hazard Map**

**2-10**

TABLE 2-2

MEAN ANNUAL CARBON MONOXIDE, NITROGEN DIOXIDE,  
SULFUR DIOXIDE CONCENTRATIONS AND LOCAL STANDARDS - VISALIA

Year	Carbon Monoxide			Nitrogen Dioxide			Sulfur Dioxide					
	(1)	(3)	No. Times Exceeded	(1)	(2)	No. Times Exceeded	(1)	(4)	No. Times Exceeded			
1985	9.0	5.5	9.1	0	.14	.047	.25	0	.05	.046	.05	0
1984	13.0	5.4	9.1	0	.02	.003	.25	0	.02	.014	.05	0
1983	9.0	5.3	9.1	0	.11	.021	.25	0	.02	.01	.05	0
1982	10.0	5.1	9.1	0	.16	.041	.25	0	.02	.005	.05	0
1981	10.0	5.5	9.3	0	.11	.043	.25	0	.02	.01	.05	0

(1) Maximum annual concentration (ppm)  
 (2) Maximum hourly mean (ppm)  
 (3) Maximum 8-hour mean (ppm)  
 (4) Maximum 24-hour mean (ppm) III-22

\* hourly mean  
 \*\* 8-hour mean  
 \*\*\* 24-hour mean



## Climate

The Traver area has a semi-arid climate typical of the central valley of California. Precipitation records from the five nearby weather stations at Hanford, Lemon Cove, Orange Cove, Lindsay and Visalia show an average annual rainfall on the order of ten to twelve inches, occurring primarily between November and April.

Average temperatures range from forty-four degrees Fahrenheit in January to seventy-eight degrees Fahrenheit in August. Normal daily maximum temperatures in the area approach 100 degrees, with extreme maxima exceeding 110 degrees. The average minimum temperature in the winter is generally above freezing. However, extreme minimum temperatures of twenty to twenty-five degrees Fahrenheit are not uncommon.

## Flora and Fauna

The community of Traver and immediately surrounding environs are dominated by urban land uses and intensive agriculture. Accordingly, naturally-occurring flora and fauna species are limited in distribution.

*Eviastrum Hooverii* is the only sensitive plant species that may be present in the vicinity. This species requires relatively sandy soils and will not tolerate repeated disturbance. No known locations of *E. Hooverii* are reported for the Traver vicinity.

The wildlife community is typical of intensive agricultural areas. A relatively large variety of birds can be found, particularly when orchards dominate the agricultural landscape. Finches, sparrows, starlings, robins, scrub jays, crows, valley quail, ring-necked pheasants and mourning doves are representative of avian species common to the planning area. Predatory avian species, including owls and hawks, are also relatively common in the area. Mammals and reptiles are less abundant due to the constant manipulation of local soils as part of agricultural development and use. Historically, several species which are now considered rare, endangered or sensitive, may have occurred in the Traver area. However, the loss of available habitat through agricultural conversion has extirpated these species from the area. A biological field survey was conducted in the course of preparing the EIR on the proposed Traver wastewater facilities encompassing all prospective sites for the proposed facilities. This survey was comprised of a vehicle reconnaissance, a walking of random transects and a nocturnal spotlighting survey of a variety of sites surrounding the community. The survey was performed by qualified biological personnel with significant direct experience in this region of the San Joaquin Valley. No evidence of any threatened, candidate, proposed or endangered wildlife species was found in the area.

## Noise

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

The County of Tulare adopted an updated Noise Element on February 9, 1988. The noise consultant for the County has provided existing (1986) and



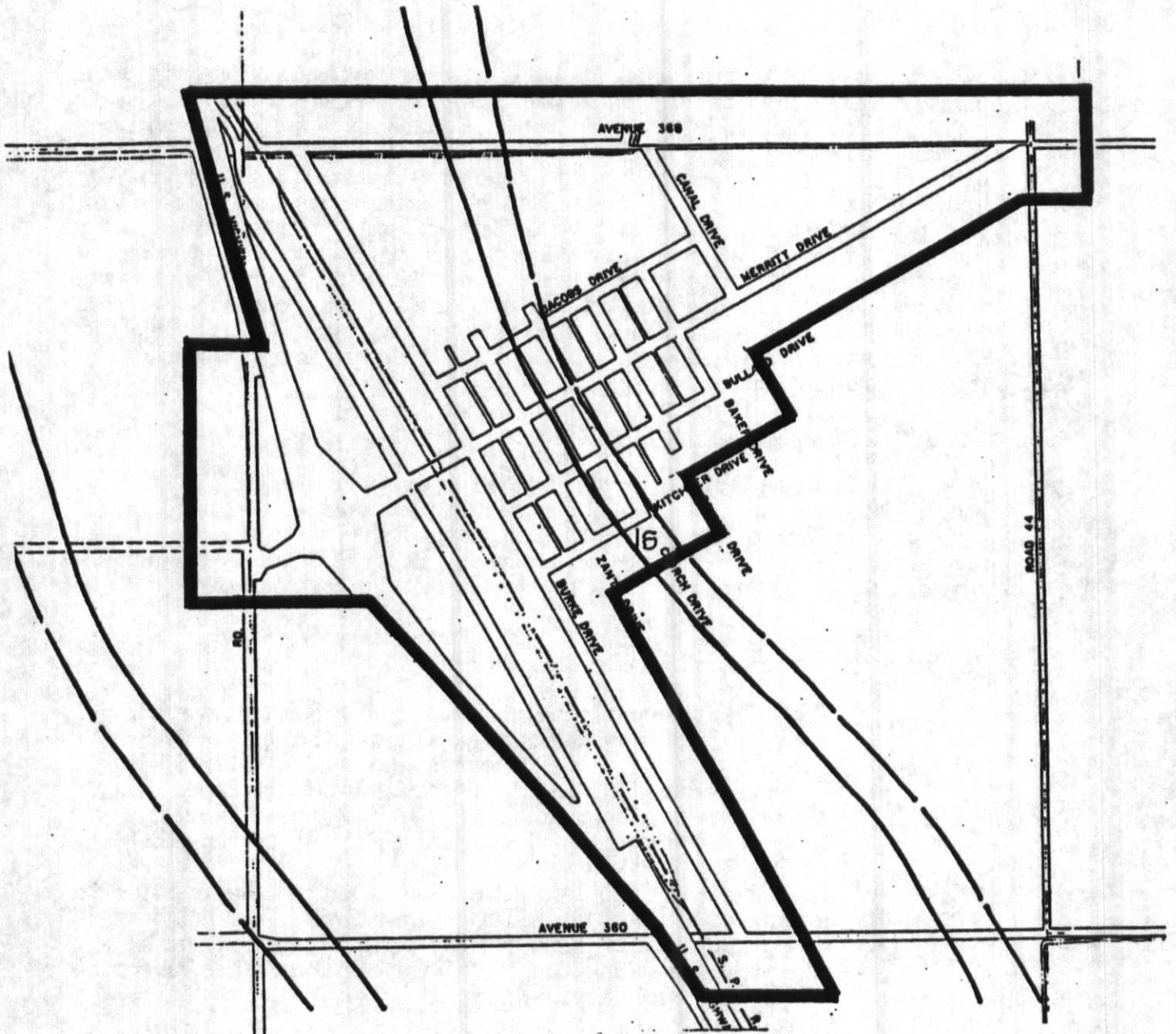
projected (2010) noise contours for lands adjacent to freeways, airports, local industries and railroads (for contours in Traver, see Figure 2-11). The noise contours were prepared in terms of either the Community Noise Equivalent Level (CNEL) or Day-Night Average Decibel Level (Ldn), both of which are descriptive of the total noise exposure at a given location for an annual average day. The updated Noise Element has identified noise-impacted areas throughout Tulare County. These areas include lands which have existing or projected noise levels which exceed 60 decibels (dB) Ldn. This decibel figure is considered to be the maximum normally acceptable noise level for single family residential areas. Traver is primarily impacted by two sources of noise: State Highway 99 and the Southern Pacific Railroad. The noise comes from the auto and truck traffic using the highway and from intermittent train travel on the rail line. In Traver, no sensitive noise receptors lie within current or projected 60 dB contours.

### Existing Planning and Development Policies

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

Policies which refer specifically Traver, and their corresponding reference number in the Comprehensive Policy Plan, are as follows:

- 428.501 Urban Development Boundaries are established around the following unincorporated communities in the County to serve as official urban planning areas for these communities: Cutler-Orosi, Ducor, Earlimart, East Orosi, Goshen, Ivanhoe, Lemon Cove, London, Pixley, Planview, Poplar-Cotton Center, Richgrove, Strathmore, Terra Bella, Tipton, Traver, Woodville, Alpaugh and Springville. (UB)
- 428.501 New or greatly improved sewer systems and facilities should be constructed for Richgrove, Traver, East Orosi, Tract 92, Goshen, Poplar-Cotton Center, Lemon Cove, Terra Bella and Camp Nelson, as feasible, subject to recommendation No. 1-B concerning allocation of county resources. (WLWM: xxv)
- 428.503 Considering existing conditions and the projected increase in population, it is recommended that sewerage facilities be constructed to alleviate the problems associated with septic tank failures. Due to the small population, it is recommended that the treatment facility be limited to a package plant with ponds being used for final polishing of the effluent and for disposal by evaporation and percolation. (WLWM: 296)
- 428.504 Due to the fact that there is no standby power on the existing wells, it is recommended that one well be connected to standby power to provide emergency supply to the system due to power outage



——— 60 dB Ldn (1986)  
 ——— 60 dB Ldn (2010)



**Existing and Projected**  
**60 dBA Contours**

**QUAD**

2-11



conditions. The construction of interconnecting water lines should also be implemented at the earliest possible date to complete a grid system for the provision of water in uniform flows and pressures to all areas of the community. (WLWM: 254)

- 428.505 This plan element recognizes the Urban Improvement Areas which were previously established around cities and unincorporated communities from 1974 to 1983, and which have not been subsequently superseded by Urban Development Boundaries. These Urban Improvement Areas shall remain in effect until superseded by adoption of new Urban Development Boundaries. (GPA 88-01)
- 428.506 All policies of this plan element which related to Urban Development Boundaries shall apply equally to Urban Improvement Areas, except those set forth in policies I.4(1), II.1, VIII.1 and VIII.3. (GPA 88-01).

In addition to these policies, there are other policies which have been adopted by the County which serve to guide development and planning. It is unnecessary to list each policy which could potentially influence the content of the Traver Community Plan; however, it is important to establish a sense of the County's attitude towards planning and development in preparing this plan. The more important policy statements which have an influence on the plan, and their corresponding policy number, are summarized as follows:

- 211.103 Retain community identity.
- 211.107 Control urban sprawl.
- 211.106 New development should be an extension of existing development.
- 211.168 Residential densities less than one dwelling per acre should not benefit from urban services.
- 211.175 Flood prone locations shall be avoided when planning urban development unless flood-proofing can be applied.
- 211.178 Noise sensitive uses should be isolated or buffered from noise sources.
- 211.185 Sensitive land uses should not be located near rail lines.
- 211.186 CALTRANS should insure land uses adjacent to roadways are as noise-free as possible.
- 211.187 Provide for compatible land uses adjacent to heavily-traveled highways.
- 211.190 Urban development should be discouraged on Class I soils.
- 211.194 Urban uses should only be permitted on Class I, II or III soils when these uses are within a community's sphere of influence.
- 211.408 Promote development of "skipped-over" vacant lands.



- 211.409 Adopt community plans which designate adequate sites for residential development.
- 211.213 Provide housing opportunities for farm-related employment.
- 211.437 Develop a strategy to address substandard housing, including code enforcement, housing rehabilitation and public facility improvements.
- 322.123 Protect the citizens of Tulare County from the harmful effects of exposure to excessive noise.
- 322.124 Protect the economic base of Tulare County by preventing the encroachment of incompatible land uses near known noise-producing industries, railroads, airports and other sources.
- 322.314 New development of industrial, commercial or other noise-generating land uses will not be permitted if the resulting noise levels will exceed 60dBLdn (or CNEL) at the boundary of areas planned and zoned for residential or other noise sensitive land uses, unless determined to be necessary to promote the public health, safety and welfare of the County.



CHAPTER THREE:

URBAN DEVELOPMENT  
BOUNDARIES





## CHAPTER THREE

### URBAN DEVELOPMENT BOUNDARIES

#### Introduction

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

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

In addition to defining the area in which future development of the community of Traver will occur, designating an urban boundary can provide local agencies and citizens with other benefits, including:

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

There are no universally-accepted formulas or approaches to establishing an urban boundary or planning area. Many factors must be individually and cumulatively applied and analyzed. Additionally, urban boundaries must respect and support local and regional plans, take into account special local situations, and result in growth patterns which will be sensitive to the environment. To establish the urban boundary/planning area for the Traver Community Plan, the following factors were examined.

- **Population Projections**

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

- **County Policies**

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

- **Development Suitability Analysis**

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

### Population Projections

Population projections are important to the community planning process in a number of respects. Of particular importance is the relationship of projected population growth to the requirement for developable land area in the community.

Anticipated growth in Traver's population was projected in the 1988 *Community Wastewater Facilities Plan* for a portion of the community. However, these projections only provided for the full build-out of that portion of Traver included in the service area for the proposed wastewater facilities.

Accordingly, it is necessary to provide expanded calculations of potential population growth in Traver to adequately account for anticipated population-based community needs over the period addressed by this plan (through the year 2010). On the basis of review of available data, it was determined that an annual growth factor of 2.9 percent is appropriate to utilize for purposes of this plan. This figure corresponds to growth factors recently applied by the County in preparing and adopting a community plan for another unincorporated community located on Highway 99. Table 3-1 illustrates the results of population increase calculations for Traver utilizing the rate of growth discussed.

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



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TABLE 3-1

PROJECTED POPULATION FOR TRAVER  
1988 (ESTIMATED ACTUAL) TO 2010

<u>Year</u>	<u>(Actual) or Projected Population</u>	<u>Increase</u>	<u>Increase From 1988</u>
1988	612	--	--
1990	648	36	36
1995	748	100	136
2000	862	114	250
2005	995	133	383
2010	1,148	153	536

SOURCE: QUAD Consultants, projections May 1989.

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Currently in Traver, approximately 111 acres are developed to urban uses, not including rights-of-way for streets. Were rights-of-way to be factored in, a total commitment of land area of 139 acres to urban uses currently exists. Assuming that the existing ratio of population-to-land use prevails through the plan period, a total of 123 additional acres of land would be required to accommodate anticipated urban growth in the community through the year 2010. It should be noted, however, that the current ratio of population-to-land use in Traver reflects per capita commitment of urban land at a substantially higher acreage than is true for many other communities throughout Tulare County. If a more typical ratio of approximately 100 urbanized acres per 1,000 population were applied to Traver, a total of fifty-four additional acres of land area would be required to accommodate anticipated community growth.

In addition to the acreage minimally required to accommodate projected urban growth, a reasonable amount of land area should be provided for in the planning process to allow for unanticipated increases in forecasted growth rates, as well as, importantly, to avoid artificially constraining or influencing the local real estate market. A "flexibility factor" of fifty percent is commonly used to increase growth-based land area requirement projections. Accordingly, a total acreage of between 220 and 324 would be required within the Traver urban development boundary if population-based factors only were to be considered.

**Policy Framework**

In establishing an urban boundary and planning area for the Traver Community Plan, it is important to not only fulfill the requirements of State planning law, but to the greatest degree possible, fulfill the local goals and policies that regulate land uses in the area, as well. As discussed earlier, there are many County policies that guide development in Traver area. However, those which have



a direct effect on the establishment of the community's urban boundary include the following:

- 211.107 Control urban sprawl.
- 211.106 New development should be an extension of existing development.
- 211.153 Community water systems should be extended in a manner which will promote orderly development.
- 211.175 Flood prone locations shall be avoided when planning urban development unless flood-proofing can be applied.
- 211.408 Promote the development of "skipped over" vacant lands.

#### Development Suitability Analysis

The purpose of a development suitability analysis is to determine the areas of the community and surrounding vicinity which could most appropriately accommodate new growth. It is a means of identifying areas free of development constraints and areas in which improvements must be made before urban development can be allowed. This development suitability analysis will be used not only to determine the location of the Traver Urban Development Boundary, but also to help establish land use patterns for the community's future growth.

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

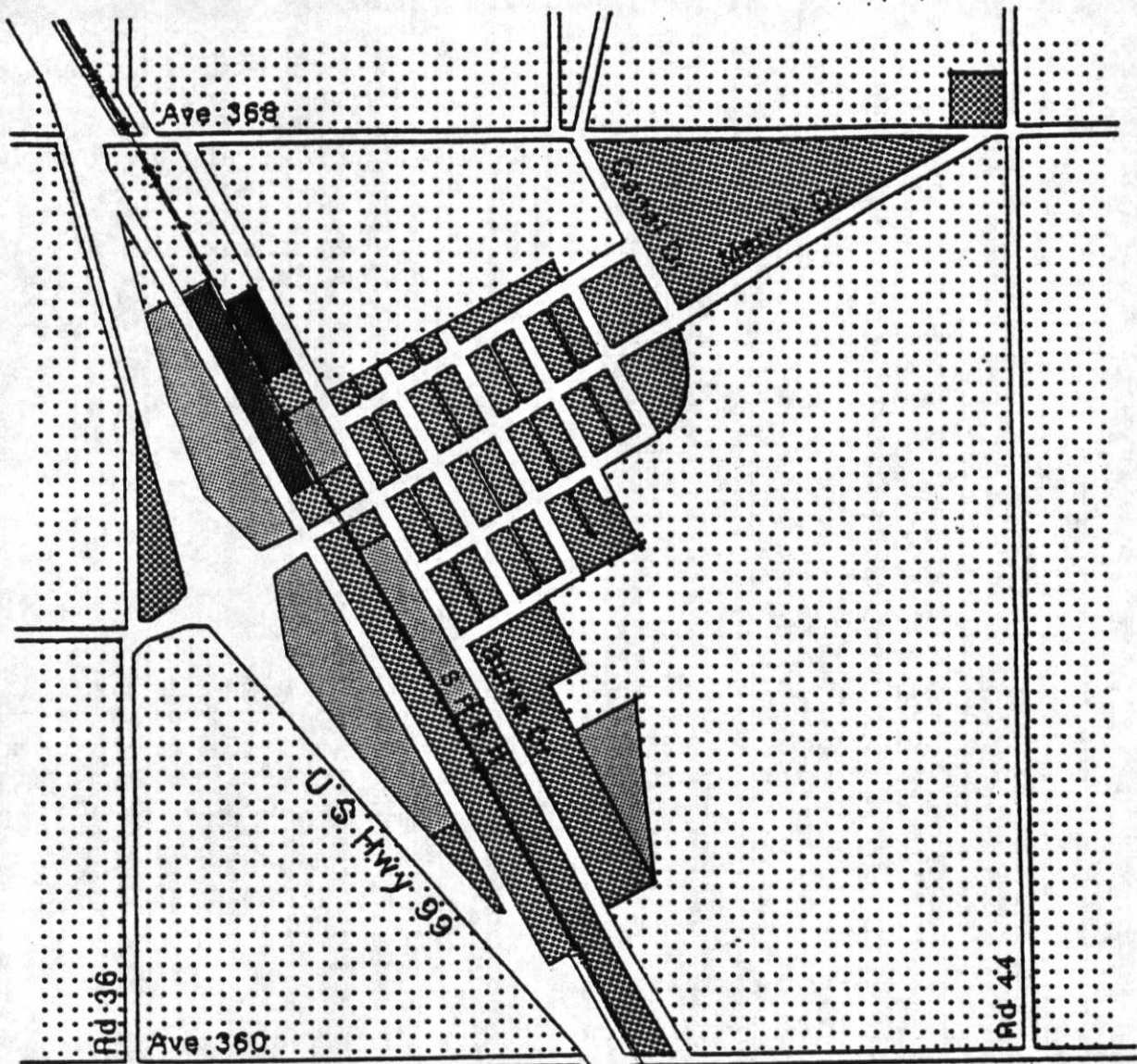
*Very High* - These areas are "infill lands", or are surrounded on three sides by existing urbanized land and are, or can be easily be, serviced with urban services.

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

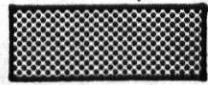
*Moderate* - These lands are outside existing boundaries of local water and wastewater service areas but which are near existing urban development. These lands also exhibit other qualities that make them suitable for future development.

*Low* - These lands should be precluded from intensive development until certain constraining conditions can be changed or corrected. Examples of such constraints include flooding and Williamson Act lands.

From the process of mapping of the various factors potentially influencing the developability of the community and surrounding environs, a composite analysis of the application of these factors to each segment of the planning area is possible. The patterns which emerged from this composite analysis have enabled the overall developed suitability of the planning area to be mapped, in conformance with the ratings described above. This map appears as Figure 3-1, on the following page.



Development Suitability Rating



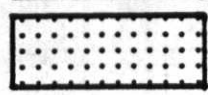
Very High



High



Moderate



Low



**Composite**

**GUAD**

**Development Suitability**

**3-1**



It is important to note that a low development suitability rating does not necessarily mean the land must remain undeveloped. Instead, such a rating serves to identify areas where only low density development may be appropriate or to pinpoint areas where improvements should be made prior to allowing intensive urban development.

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

#### **Existing Urbanized Areas**

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

##### *Suitability Rating:*

Areas within existing urbanized areas - Very High.

#### **Areas Within Water Company and Wastewater Facilities Service Areas**

Areas served with a community sewer or water system are capable of supporting a wider variety of land uses than those served by individual septic systems and wells. Hence, these areas are highly suitable for many urban uses.

##### *Suitability Rating:*

Areas within service area boundaries - Very High.

#### **Land Contiguous To Existing Urbanized Areas**

Contiguous lands are those land within one quarter mile of the existing urbanized area that, because of their proximity to services or existing development, have some increased potential for new development. Development of these areas encourages the implementation of the County's general plan policies which call for the extension of existing development and the orderly extension of sewer and water systems (see policies 211.106 and 211.154).

##### *Suitability Rating:*

Areas within one quarter mile to existing development - High.

#### **Williamson Act lands**

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

The importance of agricultural land is underscored by the level of attention State planning law has placed on it. Three mandatory elements of the overall general plan -- land use, open space and conservation -- all require local



governments to include a discussion of agricultural lands in their general plans. The County's planning policies also emphasize agricultural land's importance to the local economy and environment.

Within the Traver planning area, there are several parcels in Williamson Act agricultural preserves. The Williamson Act is designed to keep productive farmland in use by exchanging lower property tax assessments for promises, in the form of contracts, that the land will not be converted to urban uses. Land under Williamson Act contract is required to remain in agriculture for a ten-year period. Unless a notice of non-renewal is filed, the contract is automatically self-renewing every year for an additional ten-year period.

*Suitability Rating:*

Areas subject to Williamson Act agricultural preserve - Low.

**Flood Prone Areas**

The devastating floods which occurred over much of California in 1986 showed the power and destructive force that uncontrolled water can have. Development within flood prone areas not only results in placing property and life in danger, but can also increase the possibility of flooding downstream. Additionally, the County and its property owners risk the loss of federally-sponsored flood insurance programs if the County's development regulations do not minimize the risks of flooding. The 100-year flood plain is the basic planning criteria to identify areas in which precautions should be taken. The 100-year flood plain boundary defines areas which have a one percent chance of flooding in any given year. According to mapping provided by FEMA, a substantial portion of the planning area is subject to 100-year flood hazard. The implications for planning are that these areas are not well suited for development unless structures are built above the 100-year flood elevation or designated for uses that typically do not require permanent facilities.

*Suitability Rating:*

Areas within FEMA's designated 100-year flood hazard area - Low.

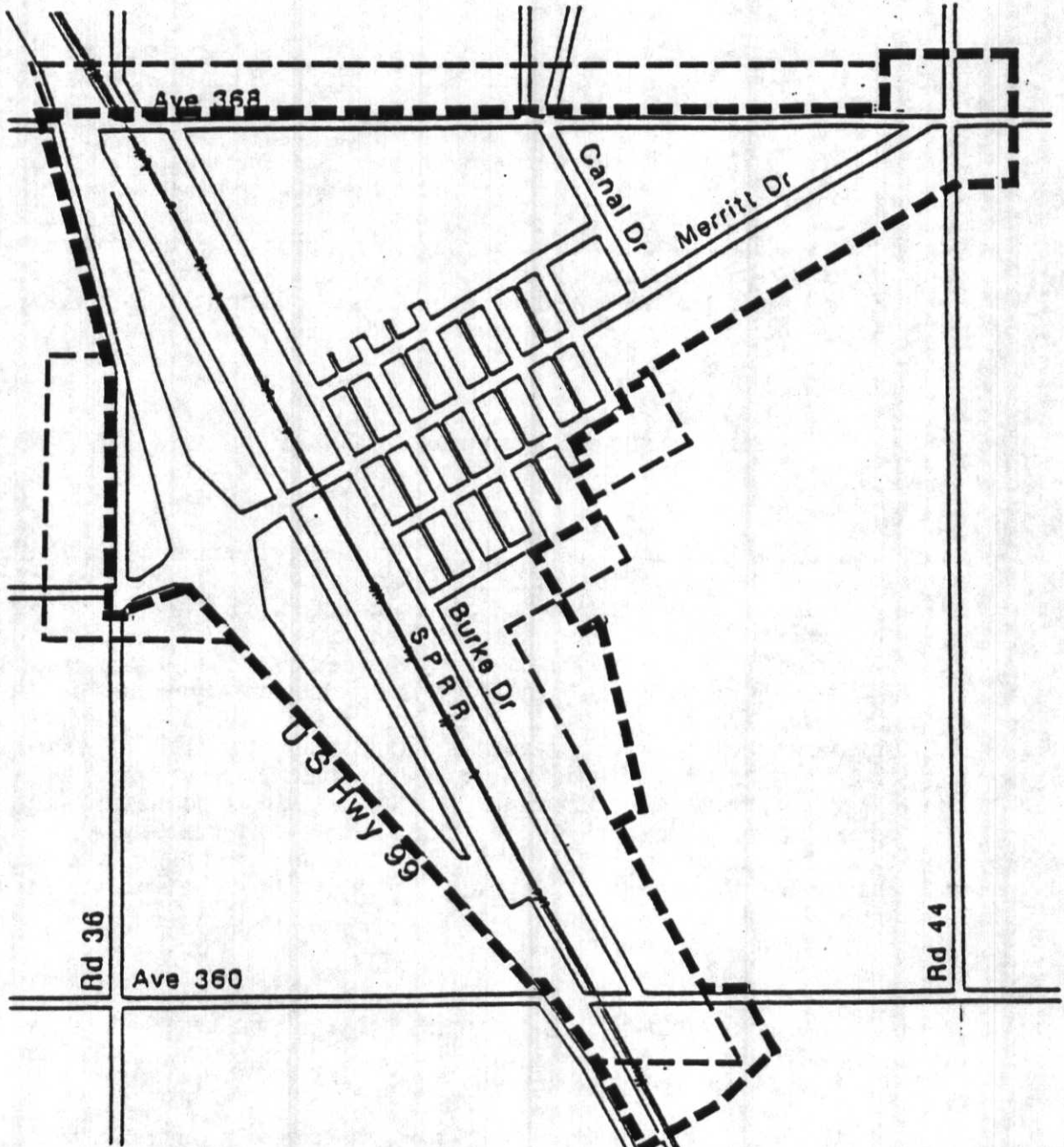
**Composite Development Suitability**

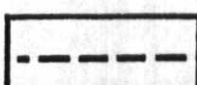
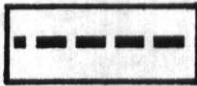
Figure 3-1, previously referenced, is a composite map of the development suitability factors described above. It shows the cumulative results of applying each of these factors to the planning area.

**Establishment of Urban Development Boundary**

The Urban Development Boundary for the community of Traver established by this plan is reflected in Figure 3-2, on the following page. This boundary is the result of examining the three factors (population growth, County policies, and development suitability) discussed previously in this chapter.

Based on population projections, a UDB encompassing from 220 to 324 acres is necessary to accommodate future population growth and to allow a reasonable margin for unforeseen circumstances. The recommended UDB reflects the forecasted population growth rate and contains about 370 acres.



-  Previous Urban Development Boundary
-  Urban Development Boundary Established by Traver Community Plan



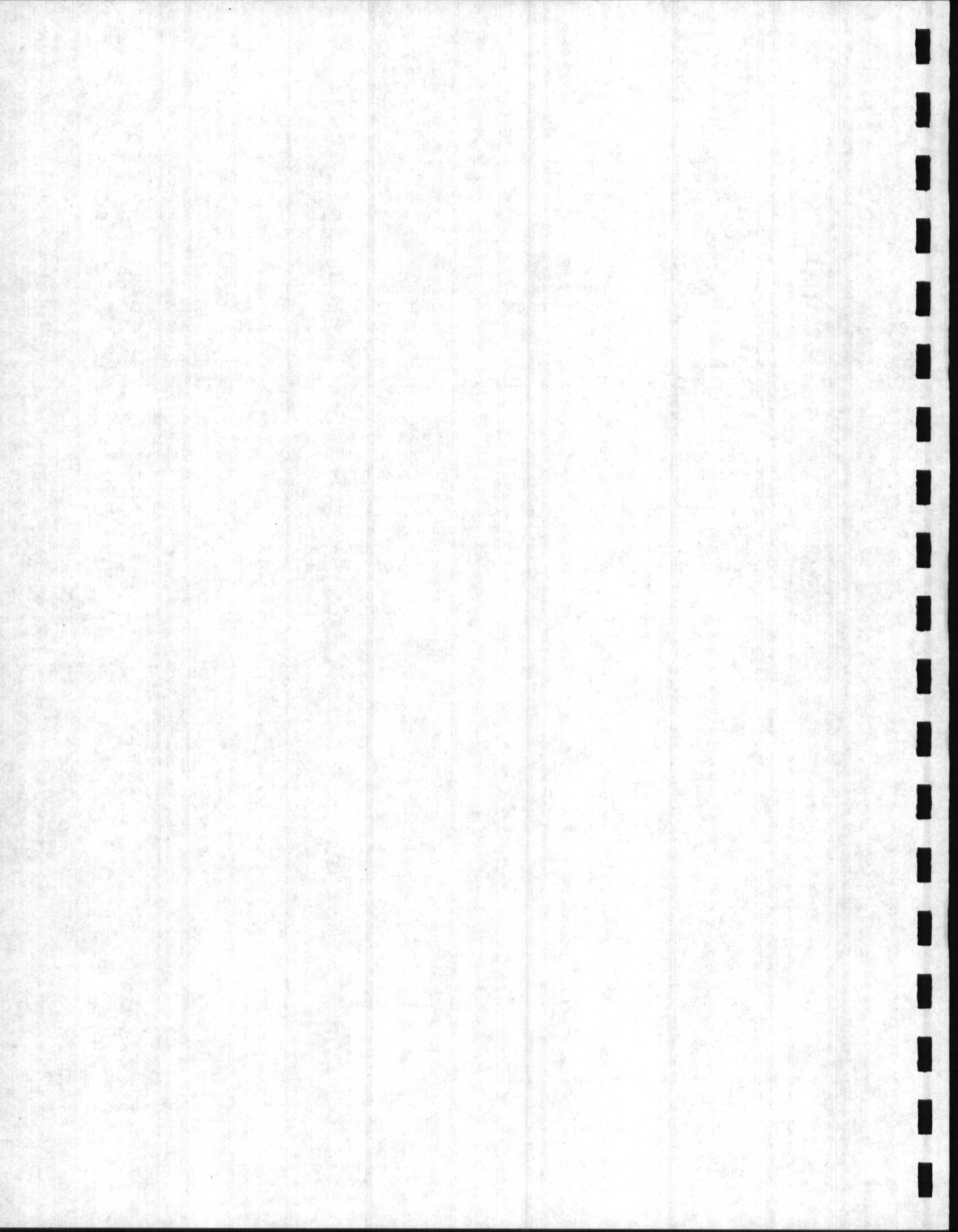
**Urban Development  
Boundaries**

Although it is slightly more land than indicated as required by population projections, the slightly larger size of this Urban Development area is necessary in order to establish an urban boundary that uses existing roads and other natural features to provide a buffer between urban and rural uses. This additional area is consistent with County policies which were evaluated as part of this analysis.

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

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







CHAPTER FOUR:

LAND USE, CIRCULATION  
AND POLICY PLAN





## CHAPTER FOUR

### LAND USE, CIRCULATION AND POLICY PLAN

This chapter of the Traver Community Plan prescribes the policy framework which will govern the development of the community over the term of the planning period (through the year 2010). It includes text which sets out explicit policy statements about the quality, character, and manner in which development in the community will take place. Implementation activities and programs are described. And finally, a plan diagram is provided which depicts the pattern of land uses and the traffic circulation system to be developed and maintained in the community.

The plan, although long range in scope, is to be used on a day-to-day basis to guide the decisions of County staff, the Planning Commission, and the Board of Supervisors as they affect community development. Further, it will provide residents and property owners in the community with direction and guidelines regarding the evolution and growth of their town and its resources. And importantly, this plan will aid other public agencies and entities, such as the school district and the water company, in their own long-range planning and capital expenditure programming.

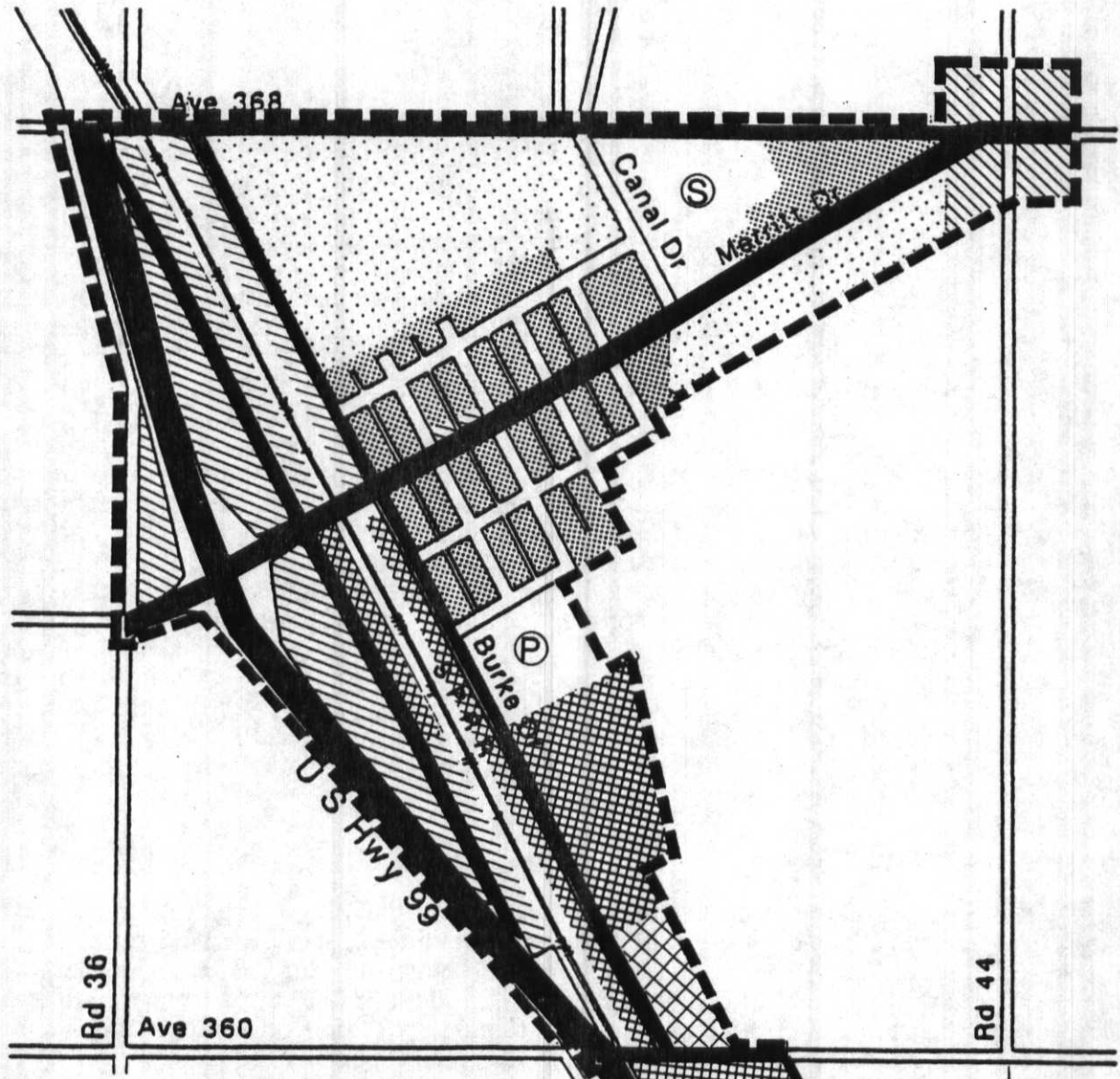
Each subsequent section of this chapter addresses a topical aspect of the community planning environment. For each aspect, background discussion of relevant issues is included, policies are stated, and implementation programs and activities are outlined.









#### Land Use Plan






One of the most important purposes of the Traver Community Plan is to establish land use patterns and development policies and standards for the community for the planning period, through the year 2010. The general intent of the land use plan for Traver is to identify the most appropriate types and distribution of land uses for the community, based on environmental, circulation, infrastructure, services, and other economic capacities and concerns.

The County of Tulare, through existing policies, has encouraged both incorporated and unincorporated communities to establish urban development and land use patterns which are compact and contiguous. This policy position has reduced so-called "leap frog" development County-wide, has helped preserve agricultural lands, and has minimized land use conflicts between urban and agricultural areas. In Chapter Three of this plan document, analysis supporting the establishment of an Urban Development Boundary (UDB) for Traver is described, and the UDB is delineated. This boundary is sensitive to and consistent with the County-wide policy of encouraging compact and contiguous urban growth, and at the same time enables the community to accommodate any foreseen demand for economic and population expansion.

Figure 4-1, on the following page, depicts and prescribes the land use pattern for development of Traver over the next twenty years. As illustrated in this diagram, future urban development of the community will be concentrated on the east side of Highway 99, with the exception of anticipated highway-oriented commercial use of a



- Land Use Designations**
-  Residential (Med. Density)
  -  Residential (Reserve)
  -  Commercial
  -  Industrial
  -  Industrial (Reserve)
  -  Quasi-Public
  -  School
  -  Park

- Street Classifications**
-  State Route
  -  Arterial
  -  Collector
  -  Local Street
-  Urban Development Boundary



**Land Use and**

**Circulation Plan**



a small segment of land at the Merritt Drive overpass west of the highway. The land use plan for the community provides for substantial expansion of other highway commercial development along Highway 99; allows for additional industrial development with good highway and rail access; provides for the development of additional commercial uses potentially serving community-oriented demand; and enables the development of additional residential uses to meet demand generated by forecasted population growth.

In addition to the distribution of land uses provided for by the land use plan and the focus of urban growth provided for by the Urban Development Boundary established in this plan, the following policies will also guide and influence the development of Traver over the next twenty years:

### Policies

- 1.1 Urbanization in the Traver planning area should be contiguous and compact.
- 1.2 In order to provide adequate separation (buffer distance) between future urban and agricultural uses, the UDB line should be established and maintained along roads, railroads and watercourses, if possible.
- 1.3 Residential development in the Traver planning area, except for infilling existing vacant lots, should be limited until the Traver wastewater collection and treatment system can be upgraded to service new areas.
- 1.4 Land uses permitted and maintained in Traver shall reflect the long-term function of the community as a highway-oriented commercial, agriculturally-oriented industrial, and rural residential center.
- 1.5 Development densities and intensities for Traver shall be those prescribed by the Land Use and Circulation Plan diagram (Figure 4-1) accompanying the text of this community plan.
- 1.6 The utilization of "Reserve" designations, in addition to specific land use designations, will identify portions of the planning area to be retained in agricultural use until such time as urban development becomes appropriate. The following criteria shall be applied to determine when the "Reserve" designation may be removed from any parcel and conversion to urban use deemed to be appropriate:
  - (1) The property is not subject to an agricultural preserve contract;
  - (2) Full urban services and infrastructure sufficient to serve urban development either are available or can be made available; and
  - (3) The property is contiguous on at least one side to existing urban development.



- 1.7 Land use designations and permitted development in Traver provided for by this plan shall encourage the creation of opportunities for economic improvement in the community.

### **Implementation**

- 1.11 The effectiveness and appropriateness of the Traver Community Plan shall be reviewed by the County Planning and Development Department at five-year intervals, and the plan shall be updated as necessary.
- 1.21 Development proposals and applications for projects in Traver shall be reviewed for consistency with this plan by County Planning and Development Department staff.

A number of other land use-related policies and implementation activities appear throughout the subsequent sections of this chapter. They are, however, aggregated according to specific issues and areas of concern, identified in the community plan preparation process.

### **Circulation Plan**

An efficient, functional traffic circulation network is an essential component of a well-planned community. The relationship of traffic circulation to the potential for development of the community is a clear one.

In the Traver planning area, traffic congestion is not now, nor is it ever anticipated to become, any kind of problem. The essential circulation needs of the community are comprised of adequate access to residential and commercial uses, including parking; adequate and convenient access off of and onto Highway 99, for local residents commuting to places of employment outside Traver and for prospective patrons of Traver's highway-oriented commercial outlets; and the ability to conveniently serve local industrial operations with truck and rail freight and employee access and parking.

Figure 4-1, previously referenced, illustrates the circulation plan prescribed by the Traver Community Plan. This plan establishes a functional street classification system consistent with that of the Tulare County Circulation Element.

Circulation system-related policies established by this plan, and associated implementation programs and activities, are outlined below.

### **Policies**

- 2.1 Applicants for new development projects shall be required to construct and/or upgrade to County standards the streets and roads which will serve their projects.
- 2.2 Improvement standards for collector streets shall include perpendicular curbs and gutters, and shall also include sidewalks, when the collector street serves as a major pedestrian route for school children.

- 2.3 Improvement standards for local and minor streets shall include perpendicular curbs, gutters, and street lights.
- 2.4 Access to arterials by driveways, local and minor streets, and alleys should be controlled in order to ensure efficient traffic flow and safety along these streets.
- 2.5 Left hand turn pockets shall be provided on arterial streets, where possible, when they intersect with collectors and other arterials.
- 2.6 Where possible, local and minor streets, alleys and driveways which intersect arterials should be concentrated into fewer access points.
- 2.7 Local streets should be designed to discourage high traffic volumes and through traffic.
- 2.8 Local streets should be constructed to improve access and open up land designated for commercial and industrial uses.

#### **Implementation**

- 2.11 The Tulare County Public Works Department shall establish engineering design standards for the streets identified in the Plan.
- 2.12 The Tulare County Planning and Development Department shall cooperate with the Tulare County Public Works Department in evaluating and determining if realignment of Sixth Street (Old Highway 99) would potentially enhance access to and developability of highway-oriented commercial property designated in the southerly portion of the community.
- 2.13 The Tulare County Planning and Development Department shall cooperate with the County Public Works Department in seeking funds for the upgrading and improvement of the existing local street network.

#### **Industrial Development**

Traver's convenient access to both Highway 99 and the Southern Pacific rail line is an attribute which has resulted in the development and operation of one substantial (fifty-four employees), long-term industry (Penwalt) locally. The community is the proposed site of a second agriculturally-oriented industry under active consideration as this plan is being prepared. Notwithstanding its accessibility, however, Traver has a number of environmental constraints which limit the community's potential for general industrial development. Requirements that the community's water and proposed sewer systems be substantially upgraded before many types of industrial uses could be accommodated is one constraint. The comparatively limited size of the local labor force is a second. And the small amount of land area available within the identified Urban Development Boundary is a third potentially constraining factor on future local industrial development. Finally, County-wide, the competitive environment with respect to recruiting new industries is sufficiently intense that those communities with active industrial



promotion and business recruitment programs are likely to preempt what might otherwise be normal consideration of Traver as a prospective industrial site.

At the same time, the attributes of the community as a potentially attractive site for some categories of industry should be noted. The generally central location of Traver in regional and Statewide markets complements the transportation-related advantages of the community's site on Highway 99 and the railroad. Regional wage rates for industrial labor are favorable in comparison to those in many other parts of the State. Similarly, what land there is available for industrial development is comparatively affordable. The inclusion in the Traver Community Plan of acreage designated for additional industrial development is supportable, then.

Policies, and associated implementation programs and activities, applicable to future industrial development provided for by this plan are outlined below.

### **Policies**

- 3.1 The County shall encourage limited additional industrial development in Traver. Industries which require minimal water and wastewater disposal capacities will be priority targets for the community.
- 3.2 Industrial development should be located and improved such that environmental impacts and land use conflicts are minimized.
- 3.3 Industrial development should be located in areas where water and sewer collection services, if required, can be provided in a cost-effective manner.
- 3.4 Lands designated for industry shall be buffered from potentially conflicting land uses by the Southern Pacific Railroad and streets.

### **Implementation**

- 3.11 The County should encourage the Tulare County Economic Development Corporation (EDC) to seek out industries which require or can readily operate in a rural community setting with rail and Highway 99 access.
- 3.12 The Tulare County Planning and Development Department should actively seek and develop methods of assisting industries (e.g. through Redevelopment Agency financial assistance) expressing interest in locating in Traver.
- 3.13 The Tulare County Planning and Development Department should continue to seek and evaluate methods of upgrading and improving local water supply and wastewater disposal systems.

### **Commercial Development**

As described previously in Chapter Two of this plan document, existing commercial development in Traver is comparatively limited. Two small markets, located adjacent to one another on the north side of Merritt Drive, are the only



community-oriented commercial outlets in the town. The balance of existing commercial activity is based on the capture of highway trade from through traffic on State Route 99. As a result, local residents are forced to travel to other nearby communities to fulfill their needs for most commercial goods and virtually all services. The low current population total of the community is a constraint on the potential development of additional locally-oriented commercial outlets. As Traver's population grows, however, the absence of basic goods and services outlets in town will become a more acute problem.

The performance of highway-oriented commercial uses in Traver has been uneven in recent years, but strong enough in several respects to be considered promising. On and off-ramp access to highway commercial properties is very good, for both northbound and southbound traffic. Visibility of commercial uses from approaches to the community is also good, although somewhat confined, corresponding to direction of travel. The most significant limitation on highway-oriented commercial development locally is the shallow and narrow configuration of prospective commercial development sites, attributable to the locations of the Highway 99 right-of-way, the alignment of Sixth Street paralleling the highway, and the Southern Pacific Railroad right-of-way.

Over the term of the planning period, it is perceived that: (1) additional community-level commercial outlets will be required to serve a growing population in the community and surrounding agricultural region; and (2) the potential for capture of highway-oriented commercial trade in the community will remain good. Accordingly, the policies and implementation measures outlined below are prescribed by this plan.

#### **Policies**

- 4.1 The County will support and encourage the development of new community and convenience-oriented commercial uses in Traver to serve the existing and future needs of the local and area populations.
- 4.2 The County will support and encourage the development of new, and/or expansion of existing, highway-oriented commercial uses in Traver to enhance the general condition of the local and County-wide economy and maintain and enhance the image of the community, as perceived by highway travelers, as a prosperous and vital part of Tulare County.
- 4.3 All new commercial uses shall be designed in such a manner that land use compatibility problems will be minimized.

#### **Implementation**

- 4.11 The land use plan set out in the Traver Community Plan designates the intersection of Avenue 368, Road 44 and Merritt Drive for commercial development, with the intent that ultimately one or more sites at that location will be converted to community-oriented commercial use.
- 4.12 The Tulare County Planning and Development Department shall work cooperatively with prospective commercial developers in Traver to identify and make available such funding or other material

assistance as may be feasible (e.g. through redevelopment financing) to create additional commercial opportunities in the community.

- 4.13 The Tulare County Planning and Development Department shall cooperate with the County Public Works Department in evaluating and determining if realignment of Sixth Street (Old Highway 99) would potentially enhance access to and developability of highway-oriented commercial property designated in the southerly portion of the community by this plan.
- 4.14 The County shall work toward enhancing Traver's highway commercial potential by improving, to the extent permitted by CALTRANS, signage, access and infrastructure services to existing and prospective sites.

### Housing

Indications are that Traver's resident population is growing slowly (historically at a rate in recent years of perhaps 0.5 percent annually; projected at a maximum of 2.9 percent per year through the planning period). It has been forecasted, earlier in this plan document, that by the year 2010 Traver will have a population as high as 1,148 residents. An additional 150 to 180 housing units will be necessary to accommodate this increase in population, essentially doubling the current total number of housing units locally. This portion of the Traver Community Plan discusses where new residential development should be located, the appropriate density of such development, and other general standards for new residential construction locally.

In addition to providing the land necessary to accommodate new residential development, the County must also be concerned with improvement of the existing stock in Traver. The planning area suffers from a variety of housing rehabilitation issues that must be resolved if adequate housing is to be provided and the livability of the community is to be improved. This portion of the Traver Community Plan will focus also, therefore, on the issues of housing rehabilitation, overcrowding, affordability, rehabilitation and blight.

In general, it is the intent of this plan to provide for a continuation of the existing single-family character of the community's housing stock. The introduction of apartment housing into the planning area is not expressly provided for by this plan. Characteristic increased levels in traffic, noise, and demands on infrastructure render apartment housing development on any significant scale potentially problematic in Traver, given identified limits on local and infrastructure capacities.

At the same time, housing affordability is an important issue in the planning area. Although the percentage of local owner-occupied homes is comparatively high, family and household income figures for the Traver area are very low. This plan must provide, to the extent possible, for the creation of affordable housing opportunities in the community. While adding multiple-family rental units to Traver's housing stock is discouraged by this plan, other programs and approaches to creating affordable housing, such as mobile home/manufactured housing, are encouraged.



It is reasonable to speculate, based upon the disparity between local family income levels and the percentage of local owner-occupied housing, upon the significant seasonal population fluctuations in Traver, and upon the low average vacancy rate in the community's housing, that some local residents improve their capacity to afford home ownership by rental income from seasonal farm labor sharing their homes. If this speculation is accurate, it is further support for a policy of encouraging the development of single family housing in the community, rather than apartments, to help minimize potential overcrowding of units. Larger, multiple-bedroom homes should also be encouraged to the extent possible.

It is estimated that thirty-seven percent, or sixty-four units, of the total housing stock in Traver is deteriorated. Deterioration is a condition in which the housing unit is in need of repairs, but not to the extent that the repairs are not economically practical. This high percentage of housing in need of repairs is primarily a reflection of weak economic conditions in the community. If steps are not taken to rehabilitate affected units, they will become dilapidated and may have to be replaced, at substantially higher cost.

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

There is evidence of blight in Traver in general and, particularly, in some residential sections of the community. This condition results from poorly maintained housing, mixes of incompatible land uses, sewer and water deficiencies, irregular parcel sizes and shapes, and unsightly conditions, such as abandoned or inoperable cars, littered and unpaved alleys, and unkempt streets. To encourage neighborhood revitalization and rehabilitation, the County must take steps to eliminate blight. Efforts by non-profit organizations to rehabilitate housing should be encouraged and assisted by the County whenever possible. The County should also continue to actively enforce State and local codes regarding the removal of abandoned/inoperable automobiles, the abandonment of unnecessary alleys, and removal of housing units which pose a public health hazard.

Policies and accompanying implementation activities and programs pertaining to residential development and housing in Traver are set forth below.

#### **Policies**

- 5.1 New residential development provided for by the Traver Community Plan shall be designated by the plan as "medium density residential", and shall be permitted at an intensity of between four and fourteen units per gross acre of site area.
- 5.2 New residential development should be permitted only when it is contiguous to existing development and concentric with relationship to the center of the community.



- 5.3 New residential development should be located in areas free of excessive noise and traffic, adequately buffered from incompatible land uses, and serviceable with sewer and water.
- 5.4 The County of Tulare should encourage residential in-fill and redevelopment of existing large and irregular shaped parcels prior to developing agricultural land which surrounds Traver.
- 5.5 The County will encourage and support the efforts of non-profit organizations, the private sector, and public agencies to provide new housing opportunities for lower income households in Traver.
- 5.6 Mobilehome parks and subdivisions that are consistent with other policies of the Traver Community Plan shall be encouraged in the community to provide affordable and seasonal housing opportunities.
- 5.7 The County will encourage and support the efforts of non-profit organizations, the private sector, and public agencies to rehabilitate existing housing for lower income households in Traver.
- 5.8 The County will both actively undertake and support programs and activities to eliminate blighted conditions in the planning area.
- 5.9 The County recognizes that housing overcrowding is a problem in the planning area and will work with all for-profit and non-profit organizations to provide additional housing stock which has a sufficient number of bedrooms per unit to relieve the overcrowding conditions in Traver.

#### **Implementation**

- 5.11 The County will provide technical assistance to Self-Help Enterprises, the Tulare County Housing Authority, and other entities interested in constructing or placing low income housing in the planning area. Examples of technical assistance include identifying sites where new housing will not conflict with adopted development policies; expediting the processing of permits; and assisting groups with informational requirements of State or federal agencies or private sector financial organizations.
- 5.12 The County will encourage and assist non-profit and for-profit groups who demonstrate the ability and skill to undertake rehabilitation programs to apply for State and federal funds for rehabilitation programs.
- 5.13 The County, through the redevelopment process, shall prepare a housing plan which strives to minimize or eliminate blight in Traver.
- 5.14 The Tulare County Planning and Development Department will actively enforce all local and State laws regarding the removal of abandoned or inoperable motor vehicles in the planning area.
- 5.15 The Tulare County Public Works Department shall begin an active program of abandoning unnecessary alleys in the planning area.

Further, the Department shall explore means of upgrading the level of street maintenance in the community.

- 5.16 The Tulare County Housing Authority shall be encouraged to construct or lease public housing in the planning area that shall, to the greatest extent possible, provide housing that will accommodate large families in order to alleviate overcrowded conditions.
- 5.17 The County should consider eliminating all building permit fees for additions on all housing units that would alleviate overcrowded conditions if the family occupying the units is considered to be low income according to standards established by the County Department of Public Social Services.

### Public Services

The continuing delivery of general public services to Traver for the duration of the planning period will be the responsibility of the County of Tulare. Ongoing provision of sheriff and fire protection services is not anticipated to change substantially as a result of development anticipated in accordance with the Traver Community Plan. Implementation activities associated with the plan, however, such as improvements under the auspices of the County's Redevelopment Agency, are expected to appreciably increase the quality of such public services as streets and storm drainage received by local residents and businesses.

The potential impacts of forecasted community growth upon the capacity of the local school district are significant. The current capacity of the school is nearly met by the existing population of the district. A doubling of Traver's residential population by the year 2010 would substantially exceed the capabilities of the school district to accommodate the associated increase in school-age population.

### Policies

- 6.1 Development and growth in Traver shall not be permitted to exceed the capacity of local public service delivery systems, including Sheriff's protection, fire protection, and school capacity.
- 6.2 The County shall encourage the local school district to seek means for expanding its capacity to accommodate forecasted community growth.

### Implementation

- 6.11 The Tulare County Planning and Development Department shall evaluate the potential impacts on public services attributable to any development proposal in Traver and shall recommend appropriate mitigation measures or denial of project applications, as appropriate, if public service delivery system capacities would be exceeded by a project.

### Infrastructure

One of the potentially most significant constraints on future community development in Traver is the existence of limitations in the capacities of local infrastructure. Substantial upgrading of the domestic water supply system owned



and operated by the Traver Water Company is required to accommodate new development locally. The service area and treatment facilities capacity of the proposed new wastewater system would also have to be expanded. There are no identifiable sources of public funds for these needs, and consequently, the costs of system upgrading and expansion will likely have to be borne predominantly by new development itself.

Infrastructure-related policies and associated implementation activities affecting community development in Traver are set out below.

### **Policies**

- 7.1 New residential development in the Traver planning area, except for infilling existing vacant lots, should be limited until the Traver wastewater collection and treatment system can be upgraded to service new areas.
- 7.2 New commercial and industrial development, and/or expansion of existing commercial or industrial uses, may be permitted if it can be demonstrated that adequate water supplies and on-site wastewater disposal capacities are available.
- 7.3 The costs of upgrading and/or expanding water and wastewater systems to serve new development shall be borne by the benefitted development.
- 7.4 As required to promote the public health, safety and welfare of the community and the County-at-large, the County will exercise reasonable powers of eminent domain to acquire easements and/or ownership of property necessary to accommodate community water and wastewater facilities.

### **Implementation**

- 7.11 The County shall complete the construction of the proposed community wastewater collection and treatment system.
- 7.12 The Tulare County Planning and Development Department shall cooperate with the County Public Works Department in evaluating the feasibility of County assumption of ownership and operation of the Traver Water Company's domestic water supply system, under the auspices of the County-wide Services Area.
- 7.13 The County shall continue to actively seek available funding assistance for the improvement of community infrastructure.

### **Community Facilities**

The concept promoted in this plan, continuing the community's functions as a highway-oriented commercial, agriculturally-oriented industrial, and rural residential center, means a comparatively low demand for typical community facilities. As the population of Traver increases, however, the desirability of improving the existing community park facility will also grow. This facility currently



offers acreage well in excess of the total required to serve the community's forecasted population, but improvements are virtually non-existent.

Policies and implementation activities pertinent to local community facilities are set out below.

### **Policies**

- 8.1 Improvement of the community park site in Traver shall be a priority of the County as the community grows.
- 8.2 Park improvement costs will be financed by the County to the extent that new available revenue sources for that purpose can be identified.

### **Implementation**

- 8.11 The County Planning and Development Department shall seek sources of funding (e.g. grants, redevelopment tax increment revenues, etc.) to finance park improvements.
- 8.12 The County Building Services and Parks Department shall prepare a master plan for the ultimate improvement of the community park site.

### **Environmental Concerns**

In establishing land use patterns for the community, noise be considered. If future noise sensitive land uses are located along Highway 99 or the Southern Pacific Railroad, uses must be constructed in a manner which meets the noise standards contained in the Tulare County Noise Element.

Similarly, substantial portions of the planning area lie within the mapped 100-year flood hazard zone (Zone A) determined by the Federal Emergency Agency (FEMA). projects proposed for locations within the flood hazard zone must meet more restrictive construction standards, to protect the lives and property of future occupants of the development.

Air quality concerns are of increasing importance, as regional growth occurs. Federal and State standards, and the enforcement of those standards by responsible agencies, currently largely preempt many local prerogatives in the potential management of the air quality environment. It remains, however, in the best interests of the community and the County at-large to avoid and/or correct adverse air quality conditions attributable to local development.

Policies and implementation activities included in this plan to specifically address selected environmental concerns are outlined below.

### **Policies**

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

- 9.2 New noise generators or new developments locating near noise generators shall incorporate design, operational or construction features required by the Tulare County Noise Element or the State Noise Insulation Standards.
- 9.3 Land designated for residential development along State Highway 99 and/or the Southern Pacific Railroad shall incorporate design measures which meet the noise standards set forth in the Tulare County Noise Element.
- 9.4 New development shall conform to construction standards and guidelines necessary to protect it from flood hazards.
- 9.5 Industrial development within the potential to adversely affect local and regional ambient air quality at significant levels, individually or cumulatively, shall be prohibited from developing in Traver.

#### **Implementation**

- 9.11 County staff will evaluate the noise sensitivity and the noise generating potential of proposed projects and their surrounding uses. If a project is incompatible with uses in the surrounding area, it shall be directed (generally) to a more compatible location in the community.
- 9.12 County staff will review development proposals in the identified flood hazard zone to determine their compliance with local and federal flood-related construction standards.
- 9.13 An assessment of potential air quality impacts will be conducted by the County for any proposed industrial development in Traver.

#### **Agricultural Lands**

Agricultural remains the foundation of Tulare County's economy. For this reason, it is important that agricultural lands be preserved and that agricultural operations remain free of adjacent incompatible land uses which may hamper the operation. The Traver Community Plan takes into consider surrounding agricultural operations and their need to be unconstrained by intruding urban uses. Where possible, the UDB follows a road, railroad, or creek so that there is some buffering distance between future urban uses and agriculture.

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

#### **Policies**

- 10.1 Agricultural land surrounding Traver shall be protected from intruding urban uses.



- 10.2 Land within the Urban Development Boundary of Traver which is designated as residential commercial, or industrial "reserve" shall be retained in agricultural use until such time as conversion to urban use (as defined in the Urban Boundaries Element of the General Plan) is appropriate. The criteria which shall be used to determine when conversion to urban use is appropriate are outlined in Policy No. 1.6, appearing earlier in this Chapter.

### **Implementation**

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

### **Redevelopment**

As documented in previous segments of this plan, portions of Traver's residential neighborhoods and commercial development are deteriorated and meet other criteria constituting "blight" as that term is used in State Community Redevelopment Law. Thirty-seven percent of the community's housing stock is judged to be deteriorated; an additional eight percent is classified as dilapidated. The existing condition of the community's streets is generally very poor. The local water system is characterized by a number of deficiencies. These conditions are of enough concern that they represent potentially significant constraints on local community development.

At the same time, Tulare County, like many other counties in California, is experiencing substantial fiscal hardship and does not have adequate funds to effectively address the overall needs of Traver or any other unincorporated community in the County. Accordingly, in 1986, the County established the Tulare County Redevelopment Agency to take advantage of the tax increment financing provisions of the State Health and Safety code to address pressing community needs throughout the unincorporated portions of the County. The establishment of redevelopment "project areas" under the auspices of the Redevelopment Agency enables the dedication of annual increases in property tax revenues, with no increases in tax rates, specifically to community improvement, revitalization and rehabilitation projects. To generate funds for the purpose of reinvesting in the maintenance and improvement of Traver, this plan proposes that the Tulare County Redevelopment Agency establish a project in the community.

### **Policy**

- 11.1 The County of Tulare shall utilize the redevelopment process, as provided for by California Community Redevelopment Law (State Health and Safety Code Section 63000 et. seq.), for the revitalization and improvement of unincorporated communities.
- 11.2 The utilization of tax increment financing for redevelopment purposes shall be sensitive to the fiscal needs of other taxing agencies servicing communities in the County.



## **Implementation**

- 11.11 The Tulare County Planning and Development Department shall cooperate with the Tulare County Executive's office in the preparation and adoption of a redevelopment plan for the community of Traver.

## **Consistency With the Tulare County General Plan**

State planning law requires that there be consistency among the various elements of the County's General Plan. The Traver Community Plan, as previously noted, is a component of the general plan and, therefore, subject to this requirement. Similarly, State planning law recognizes the important relationships among zoning, subdivisions, and the general plan, and requires the zoning ordinance and the design and improvements of all subdivisions to be consistent with the plan.

Following are the definitions of the land use designations and street classifications shown on the Traver Community Plan diagram. These definitions specify the requirements of the plan with regard to land use and circulation system development. Further, the definitions are helpful for determining which County zoning districts are consistent with the various land use designations. It should be noted that, to the maximum extent possible, land use designations and street classifications used in this plan and defined below are the same as those utilized in the County's overall general plan and in other community plans also recently adopted by the County.

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

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

**Residential (Medium Density):** Land designated for single and two-family development, with a minimum of 3,000 square feet of lot area per dwelling unit. Medium density residential allows four to fourteen per acre.

**Commercial (General):** Land designated for a full range of retail, service and/or highway-oriented commercial uses and for offices.

**Industrial:** Land designated for industrial uses or agriculturally-related industries. Heavy industrial uses shall be processed under a conditional use permit.

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

- (1) The property is not subject to an agricultural preserve contract;

- (2) Full urban services and infrastructure sufficient to serve urban development either are available or can be made available; and
- (3) The property is contiguous on at least one side to existing urban development.

Quasi-Public: Land designated for quasi-public and public uses, including churches, wastewater treatment plants, schools, parks and public offices. This land use designation may be augmented on the plan diagram with a detailed notation regarding the specific use applicable to the site or area in question (e.g. "S" for school, "P" for park, etc.)

### Functional Classification of Routes and Streets

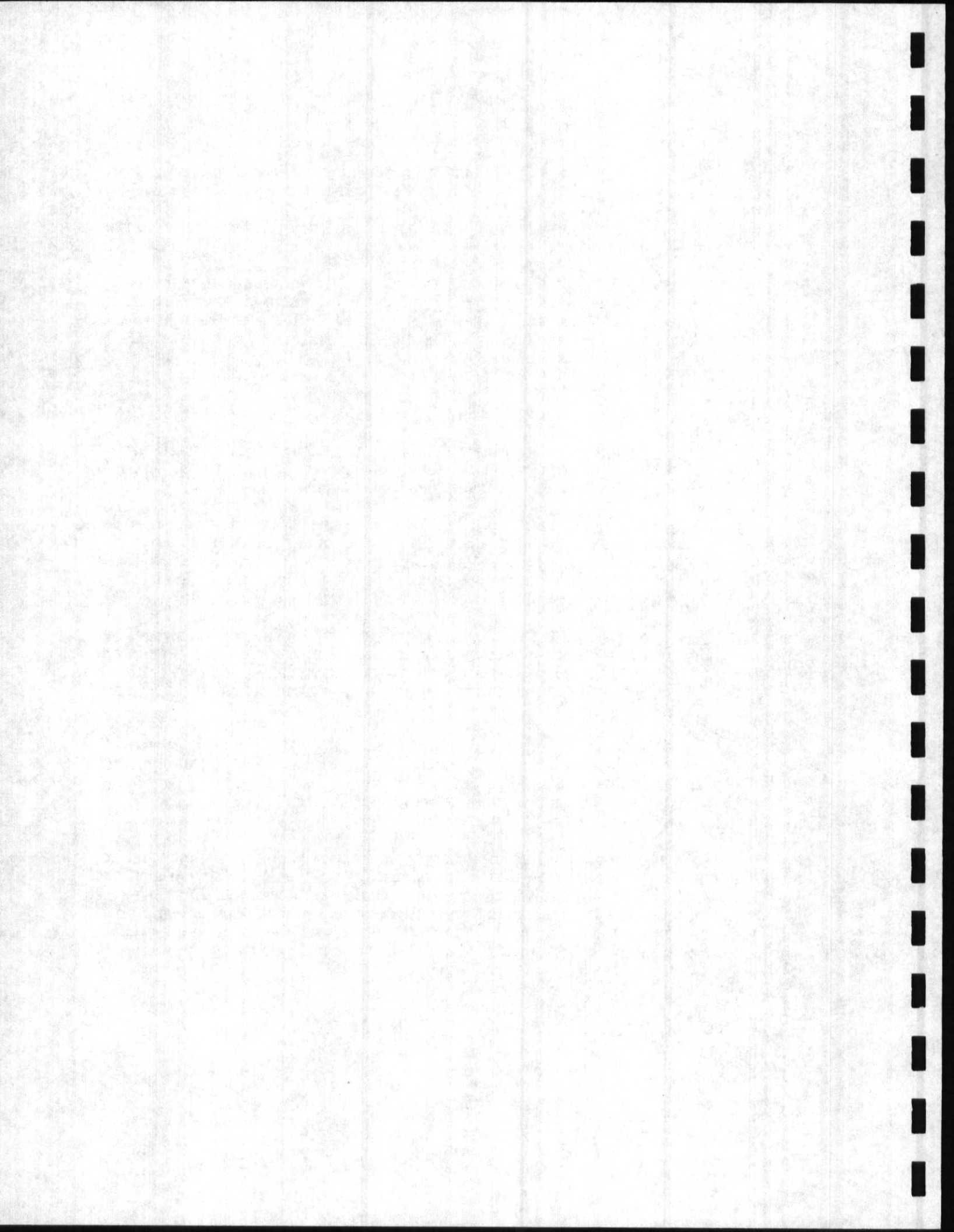
State Route: A State Route is owned and maintained by the State of California. Its primary function is to provide for through traffic. A State Route is a continuous thoroughfare, over a long distance.

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

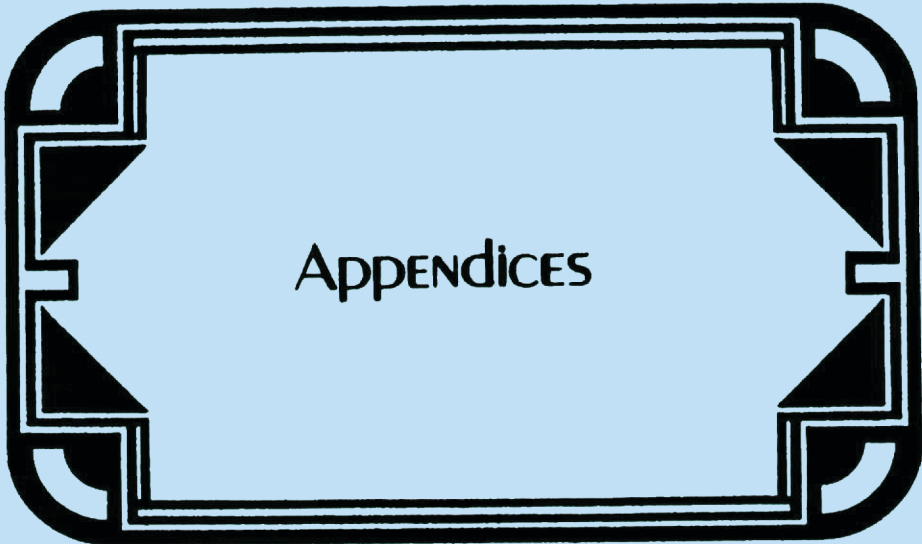
Collector Street: A collector street provides for traffic movement between local streets and arterial streets and/or State Routes. Collector streets are not necessarily continuous for long distances. A collector street is also a Select System Road, as defined by the Improvement Standards of Tulare County.

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

The appendices to this plan document include a "zoning consistency matrix", which graphically illustrates the relationships among the land use designations prescribed by this plan and the current zone districts set out in the Tulare County Zoning Ordinance. Included among the activities required in the implementation of this plan will be the rezoning of certain parcels located in the planning area to achieve conformity between their land use designation and zoning.







APPENDICES



**APPENDIX A**  
**ZONING CONSISTENCY MATRIX**

**TULARE COUNTY ZONE DISTRICT**

<u><b>LAND USE DESIGNATION</b></u>	<u><b>R1</b></u>	<u><b>R2</b></u>	<u><b>R3</b></u>	<u><b>O</b></u>	<u><b>PO</b></u>	<u><b>C1</b></u>	<u><b>C2</b></u>	<u><b>C3</b></u>	<u><b>M1</b></u>	<u><b>M2</b></u>	<u><b>AE20</b></u>	<u><b>RA</b></u>
Quasi-Public	+	+	+	+	+							+
Residential (Medium Density)	+	+										
Residential (Reserve)												+
Commercial						+	+	+				
Industrial								+	+			
Industrial (Reserve)												+

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



## APPENDIX B

### REFERENCES

- QUAD Engineering; *Final Environmental Impact Report, Wastewater Facilities Plan, Traver, California*; January, 1988.
- QUAD Engineering; *Wastewater Facilities Plan for the Community of Traver*, December, 1987.
- QUAD Consultants; *Pollution Study: Traver, California*; October, 1986.
- Federal Emergency Management Agency, National Flood Insurance Program; *Flood Insurance Rate Map*; October, 1986.
- State of California Health and Safety Code, Section 63000 *et. seq.*
- County of Tulare; *Comprehensive Policy Plan*; 1987.
- McCubbin, John C.; *The McCubbin Papers*; published by the Reedley Historical Society; 1988.
- County of Tulare; *Noise Element*; 1988.
- Collins and Castrillo; *Earlimart Community Plan and Draft Environmental Impact Report*; December, 1987.
- Collins and Castrillo; *Cutler-Orosi Community Plan*; 1988.



ENVIRONMENTAL DOCUMENT





**FINAL**  
ENVIRONMENTAL  
IMPACT REPORT

FOR THE  
**TRAVER**  
**REDEVELOPMENT**  
**PROJECT**

JULY 1989

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**TULARE COUNTY**  
**REDEVELOPMENT AGENCY**

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**FINAL**  
**ENVIRONMENTAL IMPACT REPORT**  
**TRAVER COMMUNITY PLAN AND REDEVELOPMENT PROJECT**

**SCH# 89050808**

**Prepared by:**  
**the County of Tulare**  
**as the Lead Agency**

**July, 1989**

**For information, contact:**

**Eugene E. Smith, Director**  
**Tulare County Department of Planning and Development**  
**Room 111, Courthouse**  
**County Civic Center**  
**Visalia, California 93291**  
**(209) 733-6256**

## PREFACE

This document is prepared as a supplement to the Draft Environmental Impact Report on the Traver Community Plan and Redevelopment Project, which was circulated for comment by the Tulare County Planning and Development Department during June and July, 1989. It includes Appendices D, E and F to the EIR, comprised of a listing of organizations, agencies and individuals commenting on the Draft EIR; a summary of the comments received by the County on the draft document; and copies of the actual letters of comment received, reproduced in full.

In combination with the Draft EIR on the Traver Community Plan and Redevelopment Project, this document represents the Final Environmental Impact Report for the project, in conformance with the requirements of 15132 of the State CEQA Guidelines.



**APPENDIX D**

**LIST OF ORGANIZATIONS, AGENCIES AND INDIVIDUALS  
COMMENTING UPON THE DRAFT EIR**

**LIST OF ORGANIZATIONS, AGENCIES AND INDIVIDUALS  
COMMENTING UPON THE DRAFT EIR**

- A. Mike Whitlock, Engineer; Tulare County Public Works Department
- B. Donna McIntosh, Graduate Student Assistant; State of California,  
Department of Food and Agriculture, Agricultural Resources Branch

**APPENDIX E**  
**SUMMARY OF COMMENTS, AND RESPONSES TO COMMENTS,**  
**ON THE DRAFT EIR**



## SUMMARY OF COMMENTS, AND RESPONSES TO COMMENTS ON THE DRAFT EIR

### Introduction

The Tulare County Planning and Development Department received two letters from agencies commenting on the Draft EIR addressing the proposed Traver Community Plan and Redevelopment Project. Each of these letters is reproduced in full in a subsequent appendix of this document (see Appendix F).

The following sections of this appendix excerpt the substantive comments from each of the referenced letters and present the response of the Tulare County Planning and Development Department to each. No other comments, either in writing or verbal at the July 11, 1989 public hearings conducted by the County on the proposed projects, were received on environmental issues.

### Comment Letter A -- Letter dated June 15, 1989; from Mike Whitlock, Engineer; Tulare County public Works Department

*Comment A-1: The report indicates that an upgrading to community storm drainage facilities is planned as a redevelopment activity. Please note that there are generally no existing storm drainage facilities within the community of Traver. The report gives a misleading representation between building foundation and curb heights. With respect to Federal Emergency Management Agency (FEMA) National Flood Insurance Program (NFIP) and adopted County ordinance related to the FEMA program, minimum finished floor elevations in Zone A regions shall be at or above 18 inches above the top of curb or 2 feet above natural adjacent ground.*

**Response A-1:** The comment provides an appropriate clarification to the discussion of storm drainage facilities and flood hazard potential in the community included in the Draft EIR. No further response is required.

*Comment A-2: Domestic water and fire flow service delivery capacity is currently in minimum conformance with applicable State and County regulations as indicated in this report. As future development is anticipated in conjunction with this redevelopment project, we recommend upgrading the water system in conformance to accepted regulations by use of redevelopment funding. Furthermore, redevelopment funding should be sought to study the potential desirability and feasibility of the County acquiring, operating and maintaining this community water system as suggested in this document.*

**Response A-2:** The comment repeats, and reinforces, the recommended mitigation measures outlined in the Draft EIR pertinent to the long-term operation of the community's water supply system. No further response is required.

### Comment Letter B -- Letter dated June 29, 1989; from Donna McIntosh, Graduate Student Assistant; State of California Department of Food and Agriculture, Agricultural Resources Branch

*Comment B-1: The Cdfa appreciates the discussions relating to agricultural issues contained in the DEIR. The Department recommends that the General Plan discuss*

*the use of buffers to help mitigate land use conflicts between residences and adjacent agricultural operations.*

**Response B-1:** The draft Community Plan document for the Traver Community Plan outlines the methodology by which the proposed Urban Development Boundary for the community was established. One of the criteria utilized in determining this boundary was the extent to which roads, canals, and other physiographic features could be used as "buffers" to protect remaining agricultural lands from the ultimate urban development of the community. Because of the very limited size of the urban development area of Traver and the comparatively small size of the parcels included within the Urban Development Boundary, the establishment of on-site buffers on any parcel has been judged to be infeasible.

**Comment B-2:** *The CDFA prefers the smaller area community plan alternative, and recommends approval of the DEIR.*

**Response B-2:** The comment expresses the preference of its author for one of the alternatives discussed in Chapter Four of the Draft EIR. No further response is required.

**Comment B-3:** *The CDFA supports the right of local agencies to develop and implement land-use policy in its area of influence, but also wants to assure that agricultural land is not prematurely and irreversibly lost due to development which is not accurately assessed for environmental impact.*

**Response B-3:** The Draft EIR included both provisions for mitigating, and deferring as long as possible, potential impacts from the proposed community and redevelopment plans on agricultural lands. The establishment of "reserve" designations and the imposition of criteria which must be met prior to such lands being converted from agricultural to urban uses are examples of such measures. The Draft EIR also acknowledges, however, the ultimate irreversible loss of productive agricultural land as a result of urban development in accordance with the proposed plans.

**APPENDIX F**  
**COPIES OF WRITTEN COMMENTS RECEIVED**  
**ON THE DRAFT EIR**



# COMMENT LETTER A

## M E M O R A N D U M

June 15, 1989



TO: Janet Jiggerian  
Countywide Planning Division

FROM: Mike Whitlock *Dihe*  
Public Works Department

SUBJECT: Draft EIR Traver Community Plan and Redevelopment Project

Upon review of the subject document the following comments are offered for your consideration in preparation of the final EIR.

The report indicates that an upgrading to community storm drainage facilities is planned as a redevelopment activity. Please note that there are generally no existing storm drainage facilities within the community of Traver. The report gives a misleading representation between building foundation elevations and curb heights. With respect to the Federal Emergency Management Agency (FEMA) National Flood Insurance Program (NFIP) and adopted County ordinance related to the FEMA program, minimum finished floor elevations in Zone A regions shall be at or above 18 inches above top of curb or 2 feet above natural adjacent ground.

Domestic water and fire flow service delivery capacity is currently in minimum conformance with applicable State and County regulations as indicated in this report. As future development is anticipated in conjunction with this redevelopment project, we recommend upgrading the water system in conformance to accepted regulations by use of redevelopment funding. Furthermore, redevelopment funding should be sought to study the potential desirability and feasibility of the County acquiring, operating and maintaining this community water system as suggested in this document.

Thank you for the opportunity to comment on the Draft EIR for the Traver Redevelopment Project. We look forward to working with you in upgrading the public facilities and road system in the community of Traver.

MW:ns

# Memorandum

# COMMENT LETTER B

John Keene  
State Clearinghouse  
Office of Planning and Research  
1400 Tenth Street, Room 121  
Sacramento, California 95814

Date : June 29, 1989

Place : Sacramento

From : Department of Food and Agriculture--1220 N Street, P.O. Box 942871  
Sacramento, CA 95814-0001

Subject: SCH No. 89050808 -- Tulare County Traver Community & Redevelopment  
Plans

The California Department of Food and Agriculture (CDFA) has reviewed the Draft Environmental Impact Report (DEIR) concerning the above referenced project which would involve the implementation of a community and redevelopment plan.

The CDFA appreciates the discussions relating to agricultural issues contained in the DEIR. The Department recommends that the General Plan discuss the use of buffers to help mitigate land use conflicts between residences and adjacent agricultural operations. The CDFA prefers the smaller area community plan alternative, and recommends approval of the DEIR.

The CDFA supports the right of local agencies to develop and implement land-use policy in its area of influence, but also wants to assure that agricultural land is not prematurely and irreversibly lost due to development which is not accurately assessed for environmental impact.

Sincerely,



Donna McIntosh  
Graduate Student Assistant  
Agricultural Resources Branch  
(916) 322-5227

cc: Tulare County Agricultural Commissioner  
California Association of Resource Conservation Districts

## OFFICE OF PLANNING AND RESEARCH

60 TENTH STREET  
SACRAMENTO, CA 95814

July 13, 1989

Ms. Janet Jiggerian  
Tulare Co. Planning  
Courthouse, Room 111  
Visalia, CA 93291-4593Subject: Traver Community Plan  
SCH# 89050808

Dear Ms. Jiggerian:

The State Clearinghouse has submitted the above named draft Environmental Impact Report (EIR) to selected state agencies for review. The review period is now closed and the comments from the responding agency(ies) is(are) enclosed. On the enclosed Notice of Completion form you will note that the Clearinghouse has checked the agencies that have commented. Please review the Notice of Completion to ensure that your comment package is complete. If the comment package is not in order, please notify the State Clearinghouse immediately. Remember to refer to the project's eight-digit State Clearinghouse number so that we may respond promptly.

Please note that Section 21104 of the California Public Resources Code requires that:

"a responsible agency or other public agency shall only make substantive comments regarding those activities involved in a project which are within an area of expertise of the agency or which are required to be carried out or approved by the agency."

Commenting agencies are also required by this section to support their comments with specific documentation.

These comments are forwarded for your use in preparing your final EIR. Should you need more information or clarification, we recommend that you contact the commenting agency(ies).

This letter acknowledges that you have complied with the State Clearinghouse review requirements for draft environmental documents, pursuant to the California Environmental Quality Act. Please contact John Keene at 916/445-0613 if you have any questions regarding the environmental review process.

Sincerely,

A handwritten signature in black ink, appearing to read 'David C. Nunenkamp'.

David C. Nunenkamp  
Chief  
Office of Permit Assistance

Enclosures

cc: Resources Agency



TRAVER COMMUNITY PLAN/  
TRAVER REDEVELOPMENT PLAN

MITIGATION MONITORING PROGRAM

Environmental Impact Report SCH# 89050808

Environmental impacts associated with the growth of the community of Traver are mitigated through implementation of the goals and policies set forth in the Traver Community Plan. Monitoring of these mitigation measures will be accomplished by ensuring that future development occurs consistent with the adopted Plan policies. Monitoring of the General Plan consistency requirement will be undertaken by Planning and Development Staff when reviewing applications for development proposals.

The rezoning of the community of Traver consistent with the land use designations adopted as part of the Community Plan constitutes one of the implementation measures for the Community Plan. It is also a requirement of State law. The rezoning action is one of the measures which will mitigate the impacts on agricultural land by preventing its premature conversion to urban development through the use of agricultural zoning as a holding zone. This feature will also mitigate impacts on schools, circulation, water and sewer services, and fire protection by restricting development until such services can be provided. This rezoning action will be undertaken upon adoption of the Community Plan.

Monitoring of mitigation measures for environmental impacts associated with the Redevelopment Plan will be accomplished by ensuring that any redevelopment projects undertaken are consistent with the policies contained in the Community Plan. Determination of General Plan consistency will be made on a case-by-case basis for each proposed project.

Individual development projects must comply with the requirements of the zone in which they are proposed. Site-specific mitigation measures and a mitigation monitoring program will be developed for individual projects if significant impacts are identified. This need will be evaluated on a case-by-case basis upon application for specific development projects.

**DRAFT**  
**ENVIRONMENTAL IMPACT REPORT**  
**TRAVER COMMUNITY PLAN**  
**AND**  
**REDEVELOPMENT PROJECT**

**Prepared by:**  
**the County of Tulare**  
**as the Lead Agency**

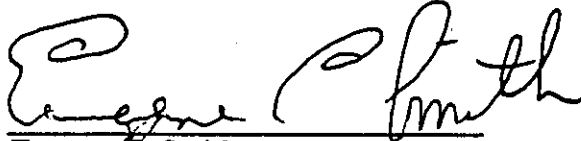
**June, 1989**

**For information, contact:**

**Eugene E. Smith, Director**  
**Tulare County Department of Planning and Development**  
**Room 111, Courthouse**  
**County Civic Center**  
**Visalia, California 93291**  
**(209) 733-6256**

**APPROVAL OF ENVIRONMENTAL ASSESSMENT OFFICER**

This environmental impact report was completed by QUAD Consultants, in accordance with the directives of the Tulare County Board of Supervisors and the CEQA Guidelines, as amended (State of California Administrative Code, Section 15000 *et. seq.*). This report has been reviewed by the staff of the Tulare County Building and Planning Department and the Environmental Assessment Officer.



Eugene E. Smith  
Environmental Assessment Officer

6-6-89

          
Date



## PREFACE

This environmental impact report (EIR) has been prepared by the County of Tulare on the potential effects of adopting and implementing a community plan and a redevelopment plan for the unincorporated community of Traver, in Tulare County. The EIR conforms to the requirements of the California Environmental Quality Act of 1970 (CEQA), as amended, the State CEQA Guidelines, and the administrative procedures prescribed by the County of Tulare for the preparation and processing of EIR's. In accordance with Sections 15050 and 15367 of the State CEQA Guidelines, the County of Tulare is designated as the lead agency for this project.

An EIR is an informational document to provide the general public and appropriate governmental agency decision-makers with a full understanding of the potential environmental effects of a proposed project. The EIR process is intended to enable public agencies to evaluate a project for determination of the significance of its effect on the environment, to examine and institute methods of reducing adverse impacts, and to consider alternatives to the project as proposed. CEQA requires that major consideration be given to preventing environmental damage; at the same time, it is recognized that public agencies have obligations to balance other public objectives, including economic and social factors, in determining whether and how a project should be approved.

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### PREFACE

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## SUMMARY

This EIR addresses the possible project-related impacts associated with the adoption and implementation of a proposed community plan and separate, but closely-related, redevelopment plan for the unincorporated community of Traver, in Tulare County, California. The lead agency for this project is the County of Tulare, the proponent of the proposed community plan. The planning area for the community plan, encompassed by a proposed new Urban Development Boundary for Traver, includes approximately 370 acres. The Project Area contemplated for redevelopment in Traver encompasses 220.3 acres, generally including all of the urbanized portion of the community.

The purpose of the proposed community plan is to establish orderly and efficient land use patterns and a supporting traffic circulation system in Traver and to prescribe appropriate guidelines and standards for the future development of the community. The basic intent of the proposed redevelopment project is to revitalize the Project Area by creating public improvements and stimulating or assisting corresponding private local investment, thereby eliminating existing conditions of blight and blighting influences currently serving to constrain the optimal development of the community. The specific activities to be undertaken in conjunction with the proposed redevelopment plan will emphasize the creation of public infrastructure and improvements to encourage the development and expansion of an industrial and commercial employment base, to remove impediments to the development of the community, and to improve the quality of life available to community residents.

Five selected aspects of the environment were identified by the County as being potentially impacted in the planning and redevelopment areas as a result of plan implementation. These areas, and the possible project-related impacts associated with each, are summarized below. Also summarized are potential mitigation measures identified for each possible significant project-related environmental impact.

- Soils -- Development of the area included within the proposed Urban Development Boundary of Traver would ultimately displace approximately 130 acres of prime agricultural soils from farming use. Urbanization of the proposed redevelopment Project Area would displace 13.7 acres of prime agricultural soils. This impact is irreversible and significant. To some extent, it is deferred, if not mitigated, by policies set out in the Traver Community Plan which call for the community to grow concentrically and contiguously. Moreover, the community plan designates a substantial land area within the Urban Development Boundary as "Reserve" for future residential, commercial and industrial use, requiring that this existing farmland meet certain specified criteria before becoming eligible for conversion to non-agricultural uses. This policy will defer the impact of farmland conversion described as significant in this report.
- Air Quality -- The increased urban development of the planning area provided for by the plan, and the consequent increase in local motor vehicle traffic, will result in the discharge of approximately two thirds of a ton of pollutants into the ambient air quality environment daily.

This impact has been determined to be significant cumulatively with other air quality impacts throughout the San Joaquin Valley Air Basin. Enforcement of air quality regulations by local, State and federal agencies with such responsibilities will only partially mitigate this impact.

- **Traffic/Circulation** -- Development of additional urban uses, as provided for by the community plan and redevelopment plan, will generate as much as 9,600 additional daily vehicle trips in the Traver area. Impacts upon the existing street and road network attributable to this increased traffic will be confined principally to accelerated deterioration of a street system already in poor condition. Traffic congestion will not be a problem in Traver under normal operating conditions. Mitigation of impacts on the condition of the local street system will be accomplished through the utilization of redevelopment funds to upgrade and improve the community-wide street network.
- **Hydrology/Drainage** -- Urban development of the planning area and of the redevelopment project area will increase stormwater runoff during periods of peak or sustained storm conditions. Portions of the planning area and virtually all of the redevelopment project area are included within the mapped 100-year flood hazard zone established by the Federal Emergency Management Agency (FEMA). To mitigate possible storm drainage-related impacts, the redevelopment plan proposes to utilize redevelopment funds for a comprehensive upgrading to community storm drainage facilities. New commercial and industrial development will be required to dispose of storm runoff on-site to the satisfaction of the County Public Works Department. Enforcement of relevant design standards at the time of design review by Tulare County will ensure avoidance of flood exposure-related impacts to new development in the community.
- **Public Services** -- Projected community growth in conformance with the proposed community plan will result in significant impacts upon existing school facility capacity. This impact is to be mitigated through the provision of additional classroom space by the District, supported by several possible funding mechanisms including bond financing and developers' fees. Residential growth in the community will be required to connect to the community water and wastewater systems, however, neither of these systems can accommodate substantial growth without system improvements being made. Benefitted developments will be required to fund necessary system improvements at the time of development approvals by the County. It is suggested that the County study the potential desirability and feasibility of acquiring and operating the community water system.

Although the project has been determined to be growth-inducing, among the various reasonable alternatives to the proposed plans, no alternative emerges from analysis as being clearly environmentally superior to the proposed project itself. The no project alternative enables the persistence of existing blighting influences in the community, with attendant adverse environmental consequences.

Significant irreversible environmental impacts attributable to the plans as they have been proposed include the referenced displacement of prime agricultural

soils and lands and the discharge of additional new mobile source air pollutants into the local and regional air quality environments.



## CHAPTER ONE

### INTRODUCTION

#### 1.1 Proposed Actions

The proposed actions for which this environmental impact report (EIR) has been prepared are the adoption of a community plan and the establishment of a redevelopment project, as defined by State Community Redevelopment Law, for the purposes of eliminating blight and revitalizing portions of the unincorporated community of Traver, in Tulare County, California.

The purpose of the Traver Community Plan is to establish and prescribe the pattern, extent, character and quality of future development and redevelopment of the community. The plan is intended to make clear what the future of the community will be, in terms of its long-range physical, economic and social development. The Traver Community Plan is a component of, and supplement to, the Land Use and Circulation Elements of the Tulare County General Plan.

The general goal of the Traver Redevelopment Project is to revitalize and enhance the Project Area, consistent with the underlying purposes of California Community Redevelopment Law. Overall objectives of the project include:

- Facilitating the creation of local employment and economic opportunities through assistance and support to the development of local agriculturally-related industry.
- Strengthening of the aesthetic image of the community, to help ameliorate existing stigma against local development, with particular emphasis upon enhancement of the aesthetic qualities of the Highway 99 corridor.
- Expansion of community-level and convenience shopping opportunities for residents of the Project Area.
- Increasing the capture of potential commercial trade originating from through traffic on State Highway Route 99.
- Improvement in the quality of the community's existing housing stock, through rehabilitation and replacement programs.
- Improvements to existing infrastructure supporting the Project Area, particularly streets, sewerage, water, storm drainage, curb, gutter and sidewalk, to remove existing impediments to the economic development of the community.
- Enhancement of active and passive recreational opportunities and community facilities available to residents of the Project Area and supportive of the local population at-large.
- Elimination or mitigation, of other existing blighting conditions and influences, including incompatible land uses, obsolete or substandard

structures, inadequate public facilities, and/or small, irregular and landlocked parcels.

All proposed redevelopment project activities would be carried out in accordance with an adopted redevelopment plan for the Project Area, as well as with the provisions of the Traver Community Plan and the County of Tulare's general building and development-related ordinances and codes. The redevelopment project would be implemented under the auspices of the Redevelopment Agency of the County of Tulare.

## 1.2 Procedures

Procedurally, the devising of the Traver Community Plan and the plan for the Traver Redevelopment Project are closely-related. It is the intent of the County to ensure that both plans consistently reflect the goals and priorities of the community and of the County at-large, and that both plans are internally consistent with one another.

Preparation of the Traver Community Plan was initiated in late 1988, beginning with an inventory and evaluation of existing conditions in the community. On the basis of the data available through this early work, local population forecasts have been prepared local and regional development trends and constraints have been identified and analyzed, and recommendations regarding land use patterns, circulation system elements, and development policies have been preliminarily formulated.

Following several meetings with the general population of the community and other interested parties, the Traver Community Plan will be the subject of one public hearing each before the Tulare County Planning Commission and the Tulare County Board of Supervisors. Following such hearings, it is anticipated that the Traver Community Plan will be adopted as a component of, and supplement to, the Land Use and Circulation Elements of the Tulare County General Plan. Carrying out and implementing the plan will then be the responsibility of the County of Tulare.

Preparation of the plan for the Traver Redevelopment Project was initiated by the Redevelopment Agency of Tulare County (the Board of Directors of which is comprised of the Board of Supervisors of the County), also in late 1988. In November 1988, the Agency directed the preparation of a Preliminary Redevelopment Plan for the community, in accordance with Sections 33322 through 33325 of the State Health and Safety Code, Division 24, Part 1. This Preliminary Plan, generally outlining the objectives of the redevelopment process in Traver and establishing the Project Area within which redevelopment would take place in the community was approved by the County of Tulare Planning Commission on May 15, 1989, and forwarded to the Agency board. The Redevelopment Agency reviewed the Preliminary Plan on May 30, 1989, and adopted the Plan on that date. Preparation of a more detailed final Redevelopment Plan was subsequently initiated, and this final Plan is now being completed in draft form for review by the Agency and by other public agencies and interested individuals. The final Redevelopment Plan must be adopted by the Agency and by the Board of Supervisors, the latter by ordinance, in order to actually establish the project.

As part of the plan development process, the Agency has also prepared a document for the community's proposed redevelopment project referred to as a Preliminary Report. This Preliminary Report document describes the proposed redevelopment activities for the community in sufficient detail to enable affected taxing agencies to evaluate the potential fiscal implications of the redevelopment process on them associated with the allocation of tax revenues in accordance with Section 33670 of the Health and Safety Code. Typically, in the process of establishing a redevelopment project, affected taxing agencies constitute what is called a "Fiscal Review Committee" for the purpose of conferring about the fiscal impacts of tax increment financing of the redevelopment plan. In the instance of the Traver Redevelopment Project, however, it is the intention of the Redevelopment Agency to "pass through" anticipated tax increment revenues to all affected taxing agencies as required to ensure such agencies do not experience any revenue reductions as a result of redevelopment project activities. Consequently, the formation of a fiscal review committee for this project is not anticipated.

Adoption of the final redevelopment plan for Traver by the Agency and the Board of Supervisors will empower the Agency to exercise initiative and authority in general and specific improvement projects and other activities, as outlined in the plan, and will begin the flow of tax increment revenues to the Agency.

The State CEQA Guidelines stipulate that "environmental documents should be prepared as early as feasible in the planning process to enable environmental considerations to influence project program and design". Consequently, this EIR on the proposed Traver Community Plan and Traver Redevelopment Project is to be completed prior to formal consideration and action by the Agency and the City Council on the final community plan and redevelopment plan proposals, to ensure that the maximum opportunity exists to develop plan alternatives capable of minimizing the potential for adverse environmental effects attributable to the attainment of project objectives. The environmental process associated with the project would culminate with certification of the EIR by the Agency and the City Council, prior to the adoption of the final community plan and redevelopment plans for the community.

### **1.3 Methodology/Scope of EIR**

This EIR addresses the potential effects of adopting and implementing a community plan and adopting and carrying out a redevelopment plan for the unincorporated community of Traver, in Tulare County, California. The EIR must be completed and certified prior to adoption of these plans by the Redevelopment Agency of the County of Tulare and the County Board of Supervisors.

The potentially significant nature of the proposals set out in the community plan and of the redevelopment process as it will affect the community addressed in this EIR has determined the scope of environmental issues specifically incorporated into the discussion appearing in subsequent chapters. Key aspects of the environment are addressed in this document in conformance with the requirement of the CEQA Guidelines that:

"The EIR shall focus on the significant effects on the environment. The significant effects should be discussed with emphasis in proportion to their severity and probability of occurrence." (Section 15143)

The Guidelines further prescribe that:

"The degree of specificity required in an EIR will correspond to the degree of specificity involved in the underlying activity which is described in the EIR."  
(Section 15146)

It is also appropriate to note that Section 15180 of the State CEQA Guidelines, in conformance with Section 21090 of the Public Resources Code, prescribes that:

"All public and private activities or undertakings pursuant to or in furtherance of a redevelopment plan constitute a single project, which shall be deemed approved at the time of the adoption of the redevelopment plan by the legislative body . . ." and . . . "an EIR on a redevelopment plan shall be treated as a program EIR with no subsequent EIR's required for individual components of the redevelopment plan unless a subsequent EIR or supplement to an EIR would be required . . . (in accordance with other sections of the Guidelines)".

The purpose of these provisions is to obviate the necessity to prepare more than one adequate EIR for the same underlying activity, in this instance the proposed Redevelopment Plan for the community of Traver in its entirety. Consistent with this purpose and the cited CEQA Guidelines and State Resources Code sections, the scope of this EIR encompasses the environmental effects which may potentially be associated with future redevelopment activities in the entire Project Area for the community which are consistent with the objectives of the community's adopted Redevelopment Plan. Only projects which do not conform to the Plan, necessitating a Plan amendment, would be likely to be subject to separate, subsequent environmental review.

It should be noted that, in accordance with the requirements of the CEQA Guidelines, a Notice of Preparation was circulated by the County and its Redevelopment Agency, advising potentially affected agencies and other interested parties that this EIR would be prepared. At the time this notice was distributed, it was anticipated that the scope of the EIR would encompass both projects being considered by the County, i.e., the community plan and the redevelopment project. A copy of the Notice of Preparation and copies of the comments received in response to this notice are attached to this report as Appendix A.

With the referenced CEQA Guidelines and comments on the Notice of Preparation in mind, this EIR discusses the following aspects of the environment in the context of possible impacts associated with the implementation of the proposed community plan and redevelopment project:

- Soils, specifically the loss of agricultural land from production as urban development takes place and the capacity of soils prevalent in the local environment to support and accommodate construction occurring in conjunction with community development and redevelopment activities.
- Traffic/Circulation, specifically how traffic flows in and through the community and the Project Area can be accommodated as the area grows and redevelops and the effects of project-related traffic on the circulation system in the surrounding region.



- Air Quality, specifically the potential for additional mobile source emissions attributable to the development of traffic-generating commercial and industrial employment opportunities, as well as with regard to potential stationary source emissions from possible new industrial development.
- Hydrology/Drainage, specifically the extent to which portions of the community and the Project Area are exposed to potential flood hazard and the possible effects of the community-wide growth and/or the redevelopment project on local storm drainage.
- Public Services, specifically an evaluation of potential impacts attributable to the project on the local water and sewer systems and other municipal and public agency services to the community.

In accordance with the requirements of the CEQA Guidelines, the EIR will also address the issue of growth-inducement as it is related to the proposed community plan and redevelopment project; will discuss viable alternatives to the proposed plan and project, in terms of their potential differential impacts upon the environment; will address the relationship of local short-term uses of the environment to the maintenance and enhancement of its long-term productivity; and will enumerate any significant irreversible environmental changes which would occur as a result of implementation of the proposed plan and project.

The next chapter of this report describes the proposed Traver Community Plan and Traver Redevelopment Project in greater detail and summarizes the general characteristics of the redevelopment Project Area and surrounding community. Chapter Three of this EIR describes specific characteristics of the projects' environmental setting, organized with the framework of the topical areas of focus described in the paragraphs above. This chapter also identifies and discusses potentially significant project-related impacts on those aspects of the environment and sets forth mitigation measures for these impacts. Chapter Four evaluates alternatives to the proposed projects, including the alternative of no project at all. The fifth and final chapter also identifies and discusses potentially significant environmental effects of the projects which cannot be avoided; evaluates the short and long-term value of the projects in relationship to the overall productivity of the local environment; and identifies those significant environmental changes associated with the projects which will be irreversible. Following the text of this report, several technical appendices and references have been included to facilitate a full review of the projects' environmental implications.

## CHAPTER TWO

### PROJECT DESCRIPTION

#### 2.1 Location

Traver is located near the middle of California's San Joaquin Valley, in the extreme northwest corner of Tulare County (see Figure 2-1). The community lies in the midst of one of the most productive agricultural regions in the world, and is virtually surrounded by field crops, orchards and vineyards. The community is situated entirely within Section 16 of Township 17S, Range 23E., Mount Diablo Base and Meridian.

Fresno, the largest nearby metropolitan center, lies approximately twenty-five miles northwest of Traver. Visalia, the County seat of Tulare County, is about fifteen miles to the southeast.

State Highway 99, one of the busiest north-south traffic arterial routes in California, passes through Traver, in the westerly portion of the community (see Figure 2-2). Parallel to Highway 99, the Southern Pacific Railroad maintains a line through the community.

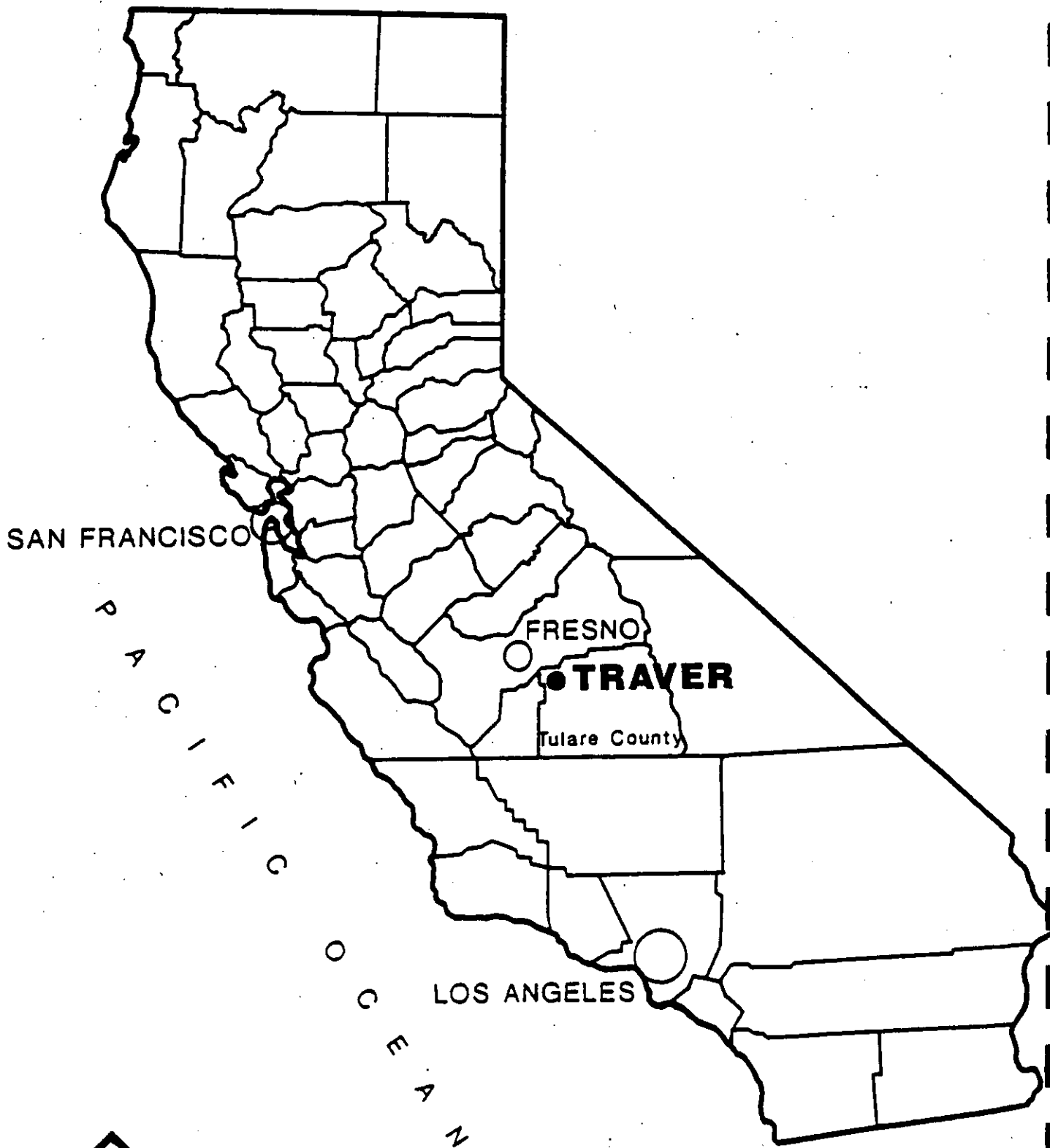
Essentially flat and topographically featureless, Traver lies at an elevation of approximately 285 feet above mean sea level. The community is situated on a very gentle gradient (0.2 percent) to the south.

Figure 2-3 depicts the location and extent of the planning area for the Traver Community Plan. The planning area boundary illustrated by the referenced figure corresponds to the Urban Development Boundary of the community as it would be established by the plan. The total acreage encompassed by this boundary is approximately 370.

Figure 2-3 also depicts the location and the extent of the Project Area for the proposed Traver Redevelopment Project. This area, which principally encompasses the existing urbanized portion of the community and immediately surrounding environs, contains approximately 220.3 acres of residential, commercial, industrial, public/quasi-public, and agricultural land uses. This Project Area was designated from a substantially larger Survey Area, encompassing the entire Urban Development Boundary of the community and surrounding environs.

Designation of the proposed new Urban Development Boundary for the community was based upon a comprehensive "development suitability analysis" performed in preparing the draft Traver Community Plan. This boundary delineates the extent of land area in and around the community upon which the establishment of urban land uses may be appropriate over the course of the plan's term, through the year 2010. A detailed discussion of the factors used to determine the proposed Urban Development Boundary appears in Chapter Three of the Traver Community Plan document.

The selection of the redevelopment Project Area boundaries was guided by a combination of factors. First, the policies of the adopted General Plan of the County of Tulare, in the form of its various elements, as well as those of the proposed Traver Community Plan, encourage the general improvement and



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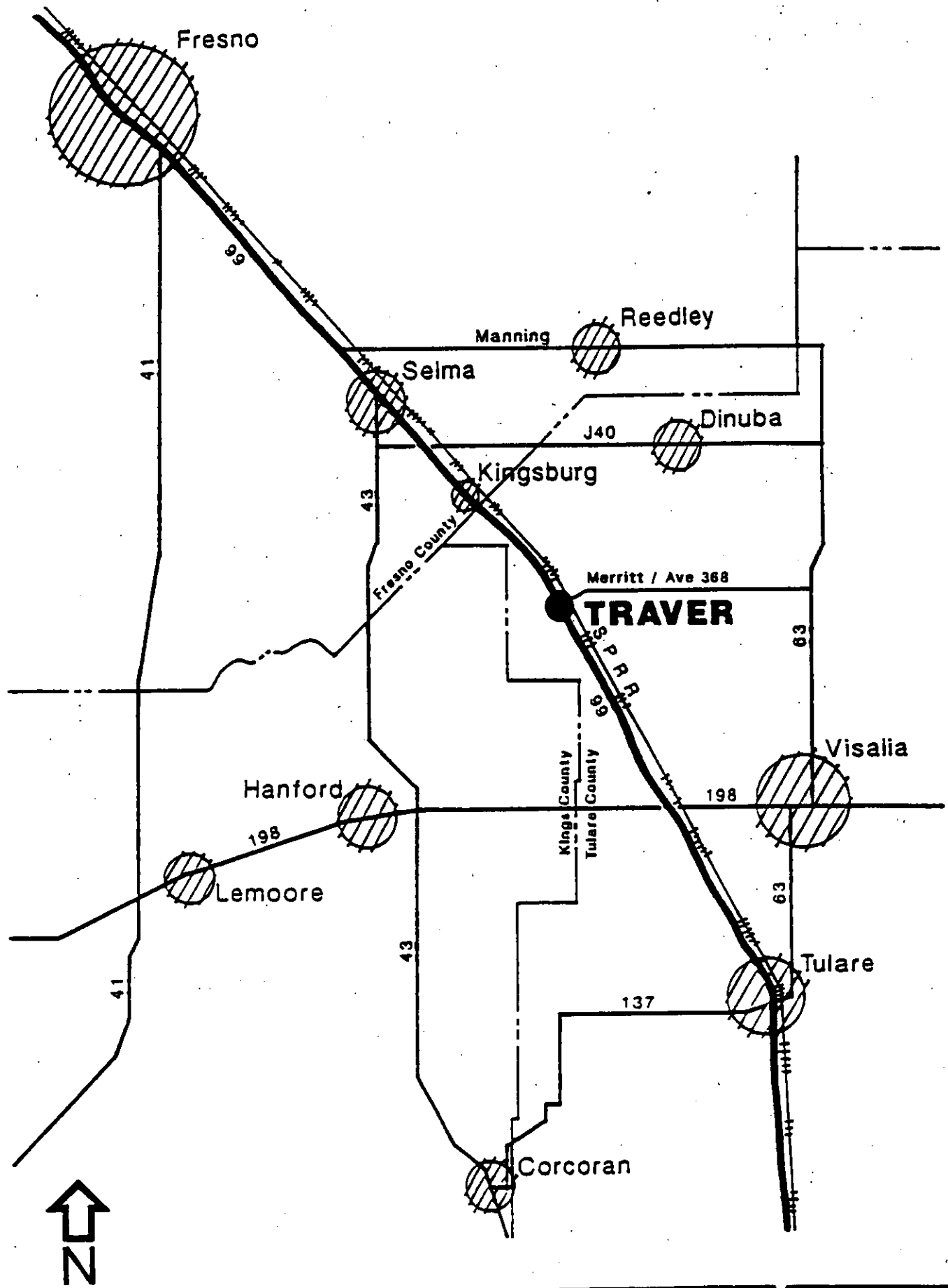


State of California

**GUAD**

**Project Location**

2-1

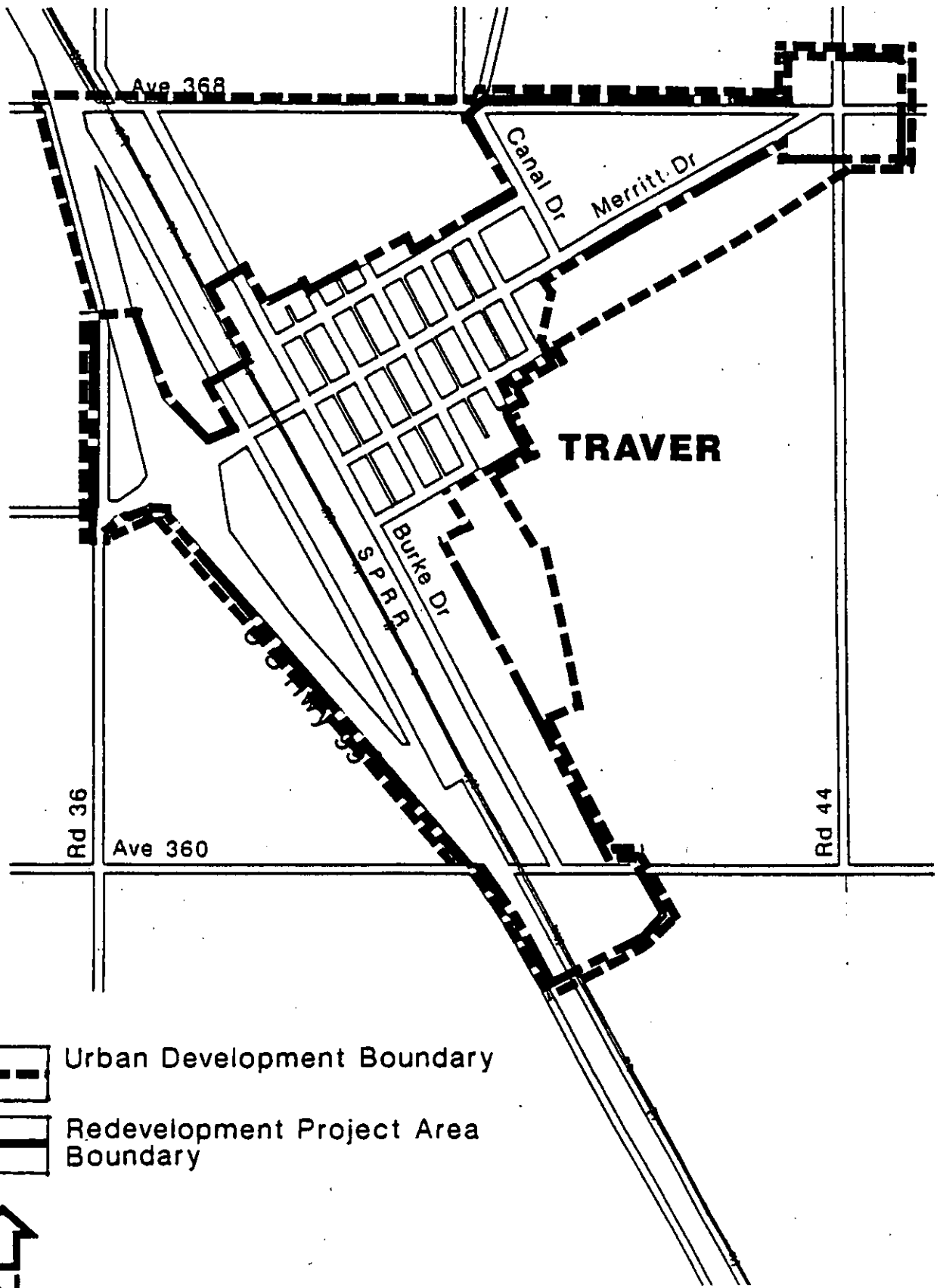


**QUAD**

**Regional Setting**

**2-2**





-  Urban Development Boundary
-  Redevelopment Project Area Boundary



**QUAD**

**Planning Area and Vicinity**

**2-3**

upgrading of the industrial and commercial sectors of the community's economy, promote the growth and expansion of essential community services, infrastructure and housing, and direct the County to work toward the enhancement of the overall quality of life enjoyed by residents of the community. Second, specific physical, social and economic conditions in the Project Area, as described in Chapter Three of the Preliminary Report on the redevelopment project, helped determine which portions of the community should be included in the redevelopment planning process. Third, the requirements of State Health and Safety Code Section 33320.1 stipulate that a redevelopment project area must be "predominantly urbanized". And finally, the selected Project Area conforms to the adopted objectives of the Preliminary Redevelopment Plan approved by the Agency on May 30, 1989, and referenced in the previous chapter of this EIR.

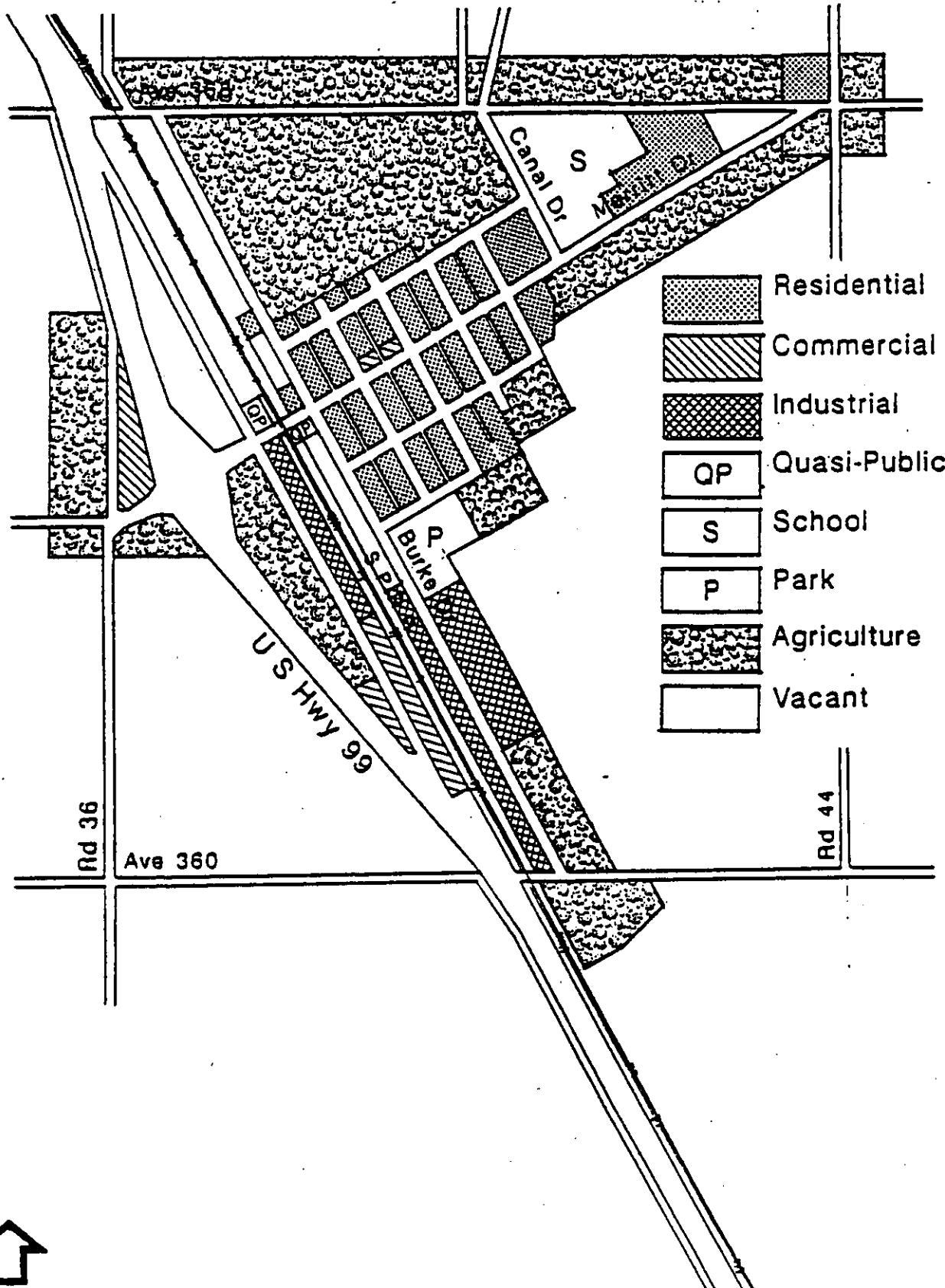
## 2.2 Community and Redevelopment Project Area Characteristics

Traver is an unincorporated rural community, surrounded by an area of intensive agricultural production. The estimated 1988 base population of the community was 612 residents. Seasonal fluctuations in population, corresponding to the nearby availability of agricultural labor, result in an estimated peak population locally of about 826.

The town of Traver was established in 1884. Within a year thereafter, it had a population of about 400 and a thriving commercial district. It was a busy shipping center along the main line of the Southern Pacific Railroad. In 1887, however, a fire destroyed most of the local business district, and simultaneously, local soils began to turn alkaline, discouraging farming. For many years, the community persisted as a grain warehousing and shipping center on the railroad, but eventually, this activity also gave way, and the community entered a lengthy period of decline. Today, Traver serves as a residential center for the workforce responsible for the agricultural production of the surrounding region. It also functions as a highway-oriented commercial site along State Route 99 and hosts a small amount of industrial development. In recent years, population of the community has been stable, and steps have been undertaken to provide physical improvements to the town's environment.

Existing land uses in the community (existing Urban Development Boundary) and in the Redevelopment Project Area are predominantly residential, neighborhood and highway-oriented retail and service commercial, and industrial. Other land uses include churches and various public facilities, such as a school and a post office. A small number of vacant residentially-zoned lots, commercial sites and industrially-zoned parcels also exist. Public rights-of-way and railroad right-of-way comprise a significant amount of land area in the community and the Project area, as well.

Figure 2-4 depicts the current distribution of land uses in Traver. Table 2-1 summarizes the approximate acreages devoted in each major land use within the community's present Urban Development Boundary and within the proposed redevelopment Project Area Boundary.



**Generalized Depiction of  
Existing Land Uses**

**QUAD**

2-4

**TABLE 2-1**  
**SUMMARY OF EXISTING LAND USES**  
**WITHIN TRAVER URBAN DEVELOPMENT BOUNDARY**

<u>Land Use Designation</u>	<u>Acres of Land Use</u>	
	<u>Redevelopment Project Area</u>	<u>Urban Development Boundary</u>
Residential	46.6	51.0
Commercial	12.4	12.4
Industrial	23.7	23.7
Quasi-Public	2.1	2.1
School	19.5	19.5
Park	6.8	8.3
Agriculture	13.7	156.9
Vacant	9.0	14.0
Right-of-Way	<u>86.5</u>	<u>117.1</u>
<b>TOTALS</b>	<b>220.3</b>	<b>405.0</b>

SOURCE: QUAD Consultants, field survey conducted in April, 1989.

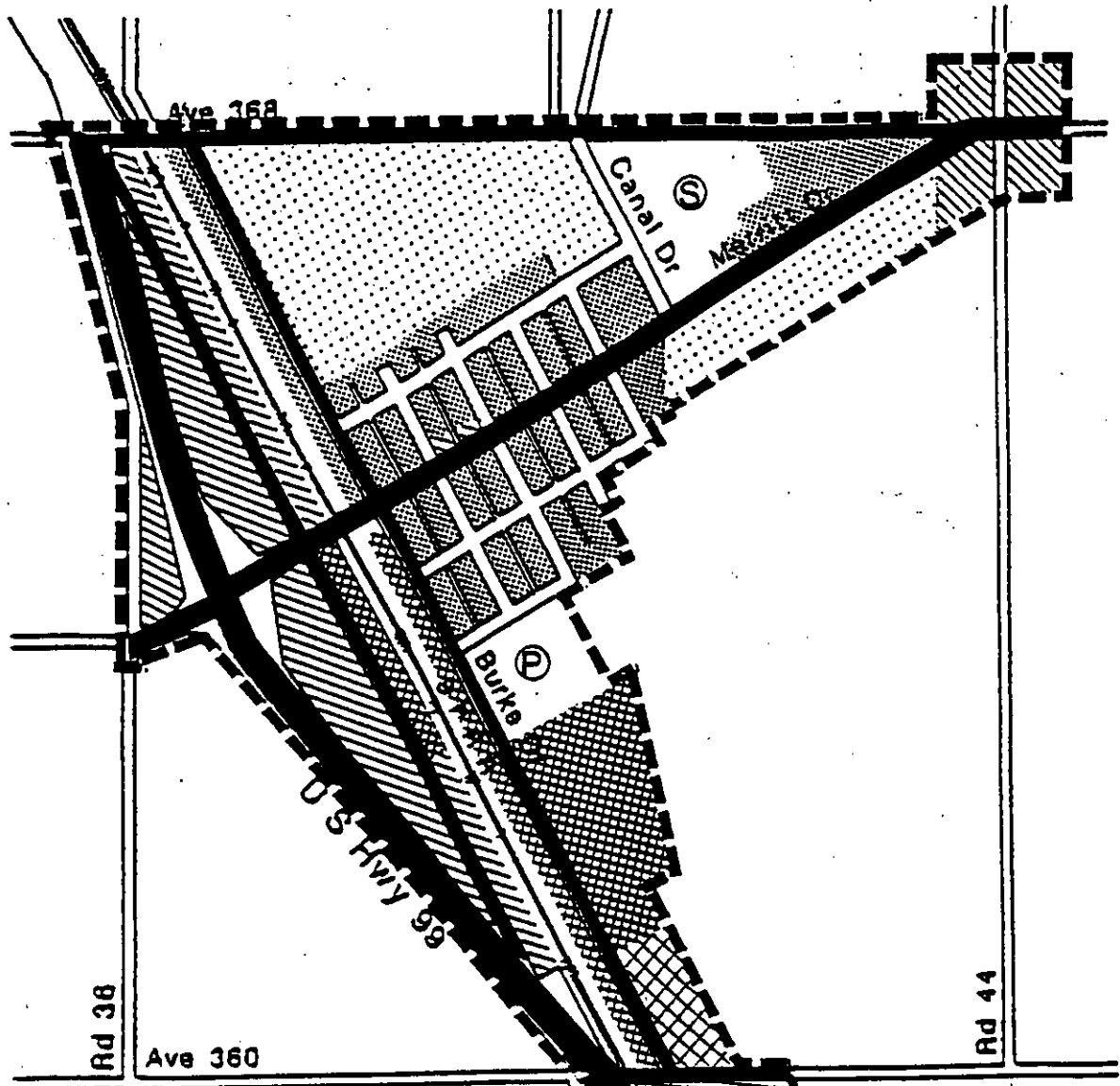
In general, the condition of the proposed redevelopment Project Area is characterized by interspersed structural deterioration, an incompatible mix of adjoining land uses, deficiencies in the local public infrastructure system, irregular parcelization patterns, lack of recreation facilities, and socioeconomic maladjustment. These problems are discussed in greater detail in the remainder of this report. Together, however, they are acting to limit utilization of the Project Area to the extent that the community of Traver suffers blight which has not been, and cannot be, ameliorated by private enterprise acting along.






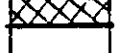


### 2.3 Summary of Traver Community Plan





The Traver Community Plan establishes land use patterns, circulation system characteristics, and development policies and guidelines for the community through the year 2010. Figure 2-5, on the following page, reflects the proposed land use and circulation plan for Traver. In total, 370 acres are included within the Urban Development Boundary established for the community by the plan. This acreage is a net reduction of approximately nine percent from the area included within the community's existing Urban Development Boundary.

Succinctly, the proposed Traver Community Plan provides for an extension of existing land use patterns in the community. It enables additional, contiguous residential development to accommodate forecasted local population growth. It provides for and encourages further development of highway-oriented commercial





- Land Use Designations**
-  Residential (Med. Density)
  -  Residential (Reserve)
  -  Commercial
  -  Industrial
  -  Industrial (Reserve)
  -  Quasi-Public
  -  School
  -  Park

- Street Classifications**
-  State Route
  -  Arterial
  -  Collector
  -  Local Street



**Land Use and**

**Circulation Plan**

**QUAD**

**2-5**

uses in the community, along the State Route 99 corridor. The plan promotes the ultimate introduction of more community-oriented commercial outlets, notably designating an area for this purpose at the intersection of Merritt Drive/Avenue 368/Road 60. And the plan allows for and encourages additional industrial development in the southerly portion of the community.

Policy provisions of the plan, importantly, call for the application of a "Reserve" designation for agricultural lands eventually slated for urban development, until certain criteria are met. Similarly, the plan includes policies restricting local urban growth until existing community infrastructure, notably water and wastewater facilities, can be upgraded and expanded. Overall, the plan anticipates that Traver will continue to be a rural residential, highway-oriented commercial, and agriculturally-oriented industrial center, with total population growth over the plan's term of 536 residents.

For additional details regarding the content of the Traver Community Plan, reference is made to the draft plan document and diagram, on file with the Tulare County Department of Planning and Development.

#### **2.4 Summary of Traver Redevelopment Plan**

The establishment of a redevelopment project in Traver, taking advantage of the provision of State law pertaining to tax increment financing to fund physical improvements in the community is a recommended strategy set out in the Traver Community Plan. The proposed redevelopment plan for the project anticipates the Tulare County Redevelopment Agency undertaking focused efforts to physically improve the community and to facilitate local economic development.

Because of comparatively detrimental physical, social and economic conditions in the Project Area, the Agency will have to undertake a variety of specific activities, including providing needed public improvements, direct financial assistance to stimulate quality private development, financial assistance to rehabilitation of existing improvements, and other related activities which would induce private investment in the Project Area. Needed public improvements not provided by the Agency may require County cooperation through its capital improvement program. Additionally, the Agency may assist owner participants or prospective developers by providing tax exempt financing to reduce project development costs, by assisting with site acquisition and assembly, and by relocating, as necessary, existing tenants of properties involved in redevelopment activities.

The following paragraphs describe and summarize, to the extent feasible at this stage of the redevelopment planning process, the specific project activities the Agency contemplates in furtherance of the Traver Redevelopment Project at this time.

##### **2.41 Public Improvements**

On the basis of research and surveys conducted by the Agency during preparation of the Traver Redevelopment Project plan, and in response to the Agency's plan objectives and identified Project Area conditions, the following public improvements are proposed by the plan:

- Construction of community-wide storm drainage improvements, including a probable stormwater retention basin;
- The installation of curb and gutter improvements throughout the community;
- Minor pavement improvements to support the development of new industry in the vicinity of Burke Drive and Avenue 360;
- Other general, community-wide street repairs and improvements; and
- Improvement and expansion of the community park site currently owned by the school district.

#### 2.42 Agency Development Assistance

In addition to providing assistance with public improvements which will facilitate redevelopment of the Project Area, the Agency contemplates the provision of assistance to private development interests in a variety of forms. Specific projects in conformance with the Redevelopment Plan which the Agency will seek private sector commitment to and may assist are:

- Development of new industrial and commercial uses in the Project Area;
- Commercial building and property renovation and improvement projects; and
- Rehabilitation and expansion of the existing private housing stock in the community.

The Agency may find it necessary to provide tax exempt financing incentives to acquire property to assist in site assembly activities. If Agency land acquisition proves to be necessary, the Agency would also be required to provide relocation assistance to any tenants displaced by such acquisition.

To ensure the financial feasibility of development projects in the Project Area, the Agency may find it necessary to directly reduce the cost of redevelopment. One technique commonly used by redevelopment agencies is the provision of tax exempt financing to reduce the financing costs of a project. Such incentives may take the form of certificates of participation, lease revenue bonds, industrial development bonds and various forms of tax exempt notes at various terms.

Another technique available to the Agency is to acquire property in the Project Area and to "write down" the cost of the land when it is sold to a developer or owner participant. Land write-downs would only occur in accordance with an executed development agreement which provides appropriate assurances that the developer or owner participant would complete the project. In addition, any Agency commitment to reduce the cost of land it had purchased would occur on the basis of a detailed analysis of the developer's cost and revenue pro forma for the proposed project. The purpose of such analysis would be to show that the contribution of tax increment funds to the project through the land write-down process is needed for

the project to occur and does not simply result in extra profit for the owner participant or project developer.



## CHAPTER THREE

### SETTING, IMPACTS AND MITIGATION MEASURES

#### 3.1 Introduction

As discussed in Chapter One, this EIR has been prepared to address the potential environmental implications of the adoption and implementation of a community plan and the carrying out of a redevelopment plan for the unincorporated community of Traver, in Tulare County, California. Chapter One also identified aspects of the environment which might possibly be affected significantly by project-related activities. In the following sections of this chapter, each of these aspects of the environment is discussed. For each topical area considered, the focused environmental setting is discussed. Potential project-related impacts upon that setting are identified. And means of mitigating possible significant environmental impacts are set out.

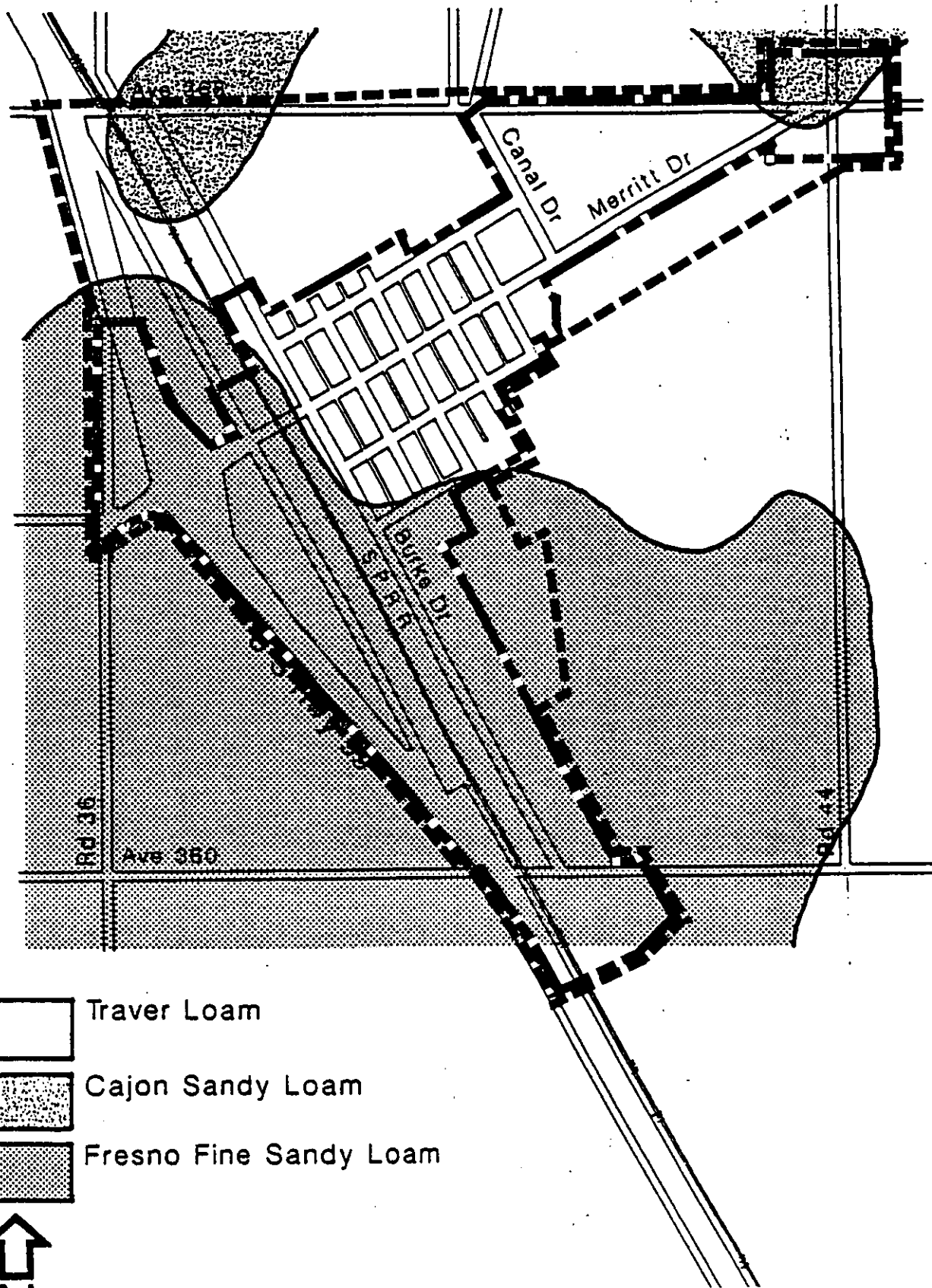
Numerous aspects of the environment are not specifically included in the scope of the topics addressed in this EIR. The County of Tulare and the Redevelopment Agency have made a determination regarding each of these areas that the environment will not be significantly impacted as a result of the projects discussed in this report. In substantial part, this determination has been made based upon the documented analysis conducted in preparing several prior reports on the community, particularly the Final Environmental Impact Report on the Wastewater Facilities Plan for Traver. This prior analysis considered such issues as the plant and animal resources of the Traver area, the geologic/seismic setting of the community, and cultural resources, and concluded in initial studies and in the EIR document itself that these aspects of the environment in the Traver area are not sensitive. Copies of the documentation referenced in this discussion are on file, and may be reviewed with, the Tulare County Planning and Development Department.



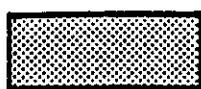
Because of the comparatively general character of the community plan and the indefinite nature of many facets of the redevelopment planning process, a review of potential project impacts must, of necessity, also be somewhat generalized. To provide for the most meaningful environmental review possible, however, some assumptions have been made in this EIR regarding specific aspects of project implementation which would represent "worst case" conditions with regard to potential project-related impacts on the environment. In this manner, the possible environmental implications of any alternative project concepts consistent with the proposed community plan and redevelopment plan will have been fully and adequately addressed.

#### 3.2 Soils

##### 3.21 Setting

Soils underlying the community and surrounding vicinity have been mapped by the United States Department of Agriculture Soil Conservation Service and are depicted by Figure 3-1, on the following page. Generally, these soils are fine sandy loams which have significant amounts of clay in the surface layers. These soils absorb water slowly and are alkaline in nature.



-  Traver Loam
-  Cajon Sandy Loam
-  Fresno Fine Sandy Loam



**Planning Area and  
Vicinity Soils**

**QUAD**

**3-1**

The principal concern regarding the relationship of local soils to community development in Traver is the severe limitations these soils pose for the operation of on-site wastewater disposal systems. Percolation tests undertaken during a 1986 pollution study conducted in Traver (see references) and interviews with septic system contractors who have installed systems in the community have disclosed the pervasive presence of hardpan lenses at three feet to 3-3/4 feet deep, ranging in thickness from one to two feet. At depths below three to 3-1/2 feet, hardpan has been encountered which is sufficiently dense that it cannot be penetrated with a hand auger or a hand power auger. Interviews with representatives of septic tank installation firms who have worked in the community indicate that the hardpan layer is discontinuous and averages one to two feet in thickness.

The State Water Resources Control Board prescribes requirements for septic tank and leach field disposal of domestic wastewater flows. The soils distributed within the Traver area do not meet septic tank and leach field disposal requirements for existing developed parcel sizes in the community. The identified hardpan layer further prohibits effective septic tank/leach field disposal system operations. Even with proper design and maintenance, the soils underlying the community are not conducive to on-site wastewater disposal systems at urban residential densities.

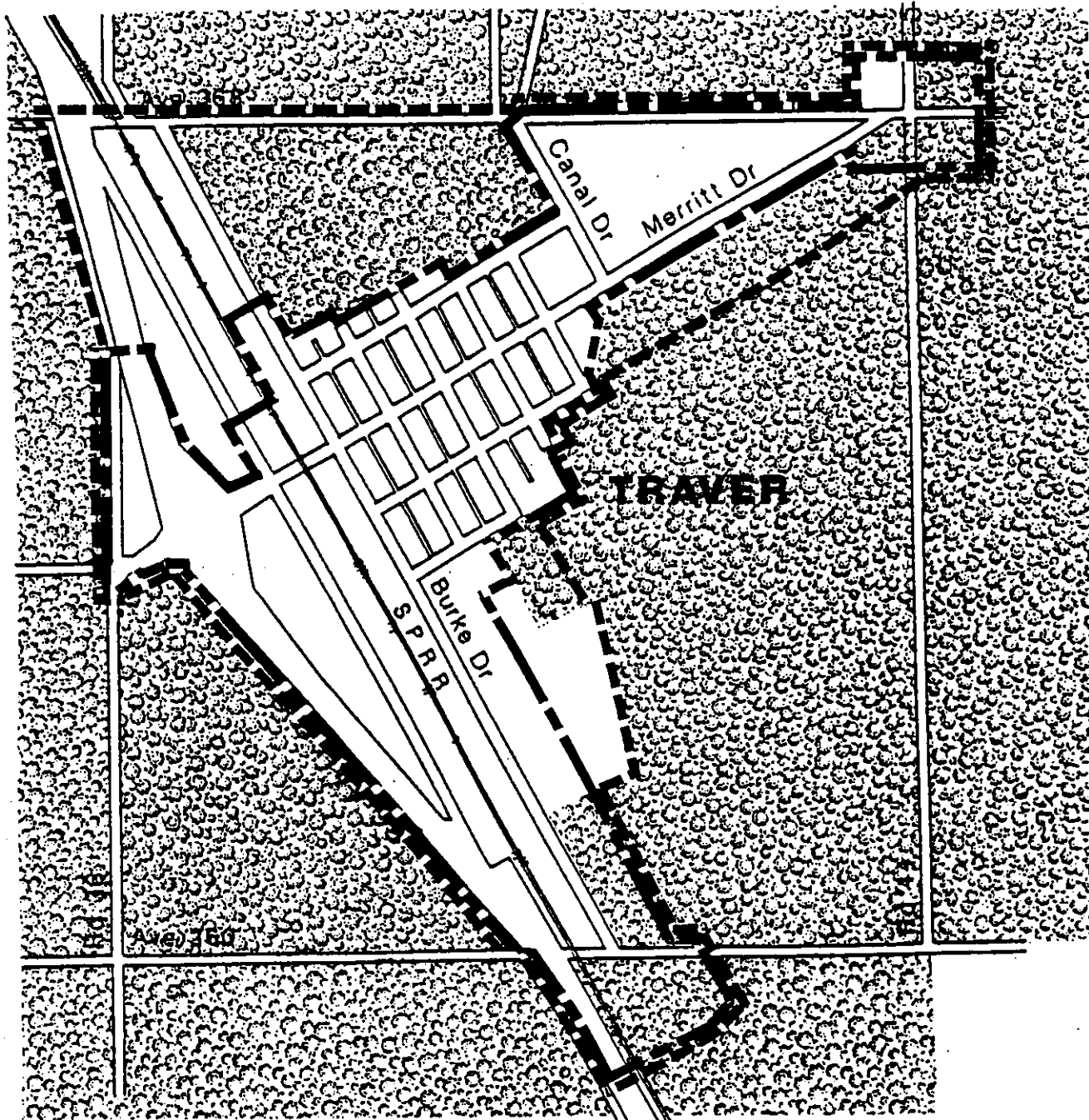
Other construction-related constraints associated with the soils underlying Traver are not significant, so long as current construction codes and practices are followed.

Soils in the vicinity of Traver are assigned an agricultural capability rating by the Soil Conservation Service of Class I, Class II or Class III. Class I and Class II soils, under most conditions, are regarded as prime agricultural soils. Within the proposed Urban Development Boundary identified in the Traver Community Plan, there are approximately 130 acres of land underlain by Class I or Class II soils and still devoted to productive agricultural use. Of this total, nearly 100 acres are comprised of lands included in Williamson Act agricultural preserve contracts. The Williamson Act is designed to keep productive farmland in use by exchanging lower property tax assessments for promises, in the form of contracts, that the land will not be converted to urban uses. Land under Williamson Act contract is required to remain in agriculture for a ten-year period. Unless a notice of non-renewal is filed, the contract is automatically renewed every year for a ten-year period. Figure 3-2 illustrates the distribution of lands in and around the Traver planning area currently subject to Williamson Act contracts. At the time this EIR is being prepared, there have been no notices of non-renewal filed for any of the Williamson Act contracts in the planning area.

### 3.22 Impacts

Existing data from previous detailed studies indicates that the future development of urban density residential uses in the planning area utilizing on-site septic tank/leach field wastewater disposal systems will result in a high incidence of system failures, with consequent risks to local public health. This potential impact is regarded to be significant.

Full urban development of the area included within the Urban Development Boundary of Traver as proposed by the draft community plan will result in the ultimate displacement of approximately 130 acres of prime agricultural soils from farming use. This impact is regarded as significant, inasmuch as prime agricultural



Agricultural Preserve Lands



**Agricultural Preserves in**

**QUAD**

**Vicinity of Traver**

**3-2**



soils are an irreplaceable resource. It is particularly significant in the agriculturally-dependent San Joaquin Valley, the economy of which is diversifying but still reliant upon the vitality of local and regional agriculture.

Conversion of that portion of the planning area lying within the boundaries of the proposed redevelopment Project Area to urban uses will result in the displacement of 13.7 acres of prime agricultural land. Although substantially less acreage than that which would be lost ultimately when the planning area as a whole develops, the County of Tulare has characteristically taken the position that the loss of any prime agricultural soil and land to urban development is a significant impact.

### 3.23 Mitigation Measures

The County of Tulare, already recognizing the potential public health threat associated with the continuing proliferation of on-site residential wastewater disposal systems in the planning area, imposed a moratorium on new residential construction or expansion in Traver in 1987. Following the enactment of the moratorium, the County sponsored the design of a community-wide wastewater collection, treatment and disposal system. This system is anticipated to be constructed beginning in mid-1989 and will serve the existing residentially-developed portion of the community. The utilization of this system will mitigate the current extent of on-site system failures being experienced in the community. Future residential development in Traver, except for the infilling of the comparatively few vacant lots which exist in the established service area of the community wastewater facilities, will necessitate the expansion of the planned community system to mitigate potential health concerns associated with the inability of local soils to accommodate on-site waste disposal. The Traver Community Plan includes a policy to this effect and further prescribes that new development benefitted by such system expansion will also have to bear the cost of constructing such enlarged facilities.

The Traver Community Plan also includes policy statements and land use designations intended to preserve and protect agricultural lands to the fullest extent possible. The Urban Development Boundary proposed in the draft plan reduces the area encompassed within the community's existing Urban Development Boundary by approximately nine percent. Further, the plan establishes "Reserve" land use designations for lands currently committed to productive agricultural use; to prevent their premature conversion to urban purposes. Only when existing Williamson Act contracts expire on these parcels, and when urban development is contiguous on at least one side and urban infrastructure and services can be efficiently extended to serve them, can affected properties be developed to non-agricultural land uses. Although these policies are not sufficient to fully prevent the ultimately significant impact of displacing prime agricultural soils, these measures will defer the onset of this impact for the longest timeframe reasonable in the context of the community's and County's other goals for the evolution and development of Traver.

### 3.3 Traffic/Circulation

#### 3.31 Setting

State Highway Route 99, one of California's busiest north-south arterial traffic routes runs through the westerly portion of the Traver planning area. This route conveys through traffic the length of the central valleys (San Joaquin and Sacramento) of the State. It is heavily utilized by agricultural and industrial freight

carriers and is characterized by substantial twenty-four hour traffic volumes. In the Traver area, northbound Highway 99 narrows from three traffic lanes to two just south of the community. Similarly, southbound Highway 99 includes two travel lanes through Traver, but widens to three lanes south of the community. There is a full freeway interchange at Merritt Drive in Traver, affording access between the community and the freeway. Additionally, there is a northbound off-ramp at the southerly end of the community providing access to the highway-oriented commercial uses developed at that location and continuing onto Sixth Street, which is the "old" Highway 99 alignment. There is a northbound on-ramp north of Traver, where Avenue 368 intersects the Highway 99 right-of-way.

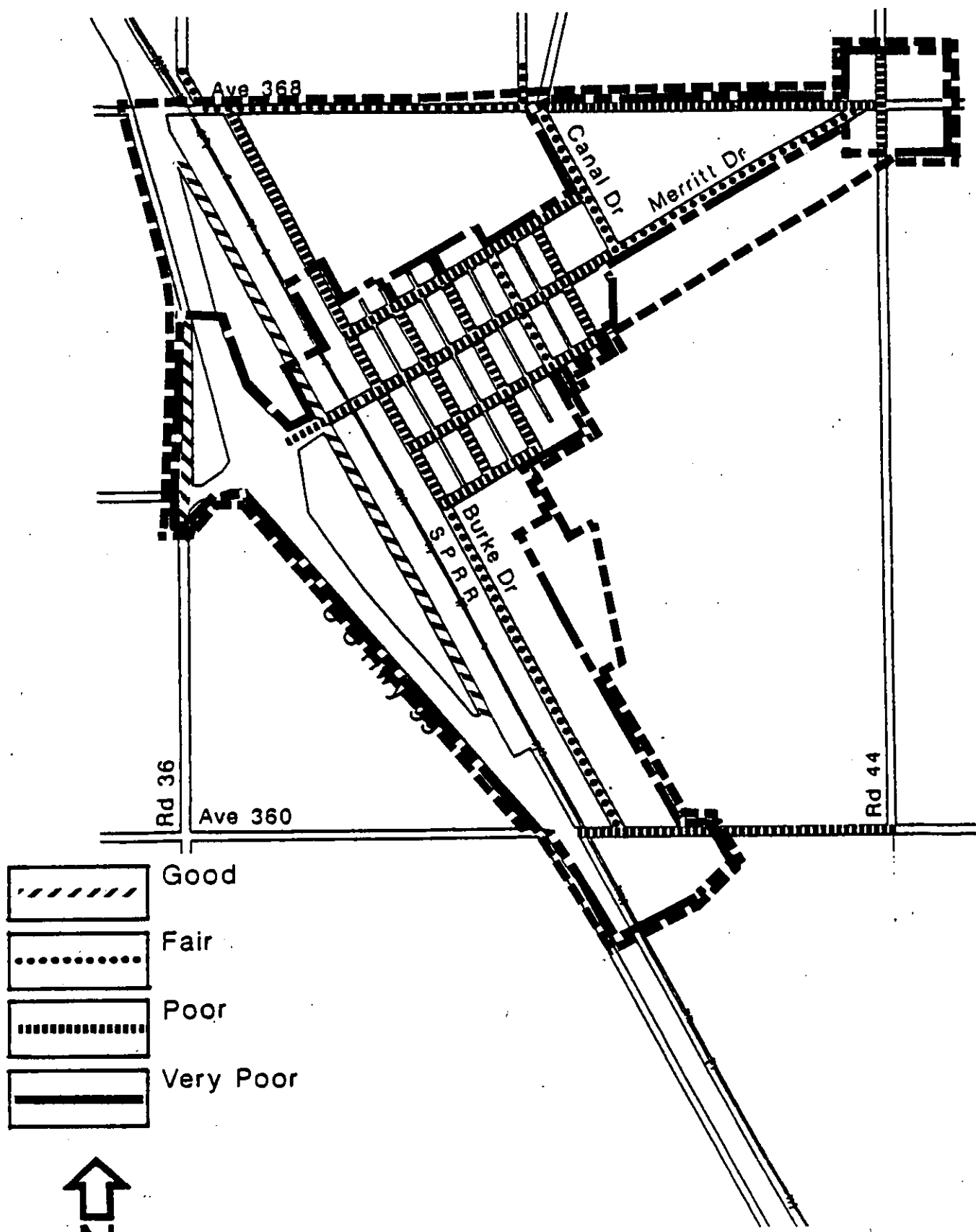
Merritt Drive, a tangential extension of Avenue 368, travels on a generally northeast/southwest alignment through the center of the community. This road connects Traver to rural Tulare County to the east, intersecting with Road 80 (Dinuba Highway), affording access between Traver and Dinuba and Reedley, as well as Visalia, approximately fifteen miles to the southeast. Merritt Drive is improved to one traffic lane in each direction for its length through Traver and terminates just west of Highway 99, intersecting Road 36 after crossing the highway by overpass.

Sixth Street and Burke Drive parallel the highway and lie on opposite sides of the Southern Pacific Railroad line traversing the community in a southeasterly/northwesterly direction. Sixth Street carries traffic through the community and back onto Highway 99 from the highway-oriented commercial development located at the community's southerly freeway access. This street also affords access to abutting commercial and industrial properties for local traffic. Burke Drive extends from Avenue 360 at the southerly edge of the planning area boundary to Avenue 368 at the northerly end of the community. It carries traffic generated by local industrial and residential development and affords access to abutting commercial and industrial properties.

All other streets and roads in the community's planning area function essentially as local streets, carrying only traffic accessing abutting urban and rural properties.

In the absence of detailed current traffic count data, field observations and discussion with local residents and County officials indicate that overall traffic volumes and flows throughout the planning area are comparatively low and that operating levels of service on all streets comprising the local circulation network, including at intersections, are comparatively good. Under normal existing conditions, there are no perceptible deficiencies in traffic flow and operations anywhere in the community.

A survey of the physical condition of streets in the planning area was conducted during the process of preparing the Traver Community Plan. The results of this survey are illustrated in Figure 3-3. As this figure depicts, the condition of the overall street network serving the planning area is not good. Most streets are surfaced with road mix, lack curb and gutter, and show substantial evidence of deterioration. Over half the local street system can be described as being in "poor" (50.2 percent) or "very poor" (1.3 percent) condition. About a third (33.4 percent) of the street system is regarded to be in "fair" condition. Only 15.1 percent of the total local street mileage can currently be said to be in "good" condition.



Source: Quad Engineering field surveys, February 1989



**Existing Street Conditions**

3-3

### 3.32 Impacts

Impacts of the proposed community plan and the recommended redevelopment project on the local circulation system will be the result of increased traffic volumes attributable to additional commercial, industrial and residential development in the planning area. Determination of the quantitative magnitude of these impacts is a speculative exercise at this time, inasmuch as the precise type and intensity of such development is not determinable. However, based upon trip generation standards for various types of land uses promulgated by the Institute of Transportation Engineers (ITE), the proposed buildout of the planning area provided for by the proposed Traver Community Plan would add approximately 9,600 average daily vehicle trips (ADT) to the local street network. Anticipated development in the redevelopment project area would add about 8,100 ADT of that total. The balance of the total would come from residential and a small amount of industrial development in the planning area not included within the redevelopment Project Area boundaries. Distribution of these additional vehicle trips would be generally throughout the community, but would particularly impact the arterial and collector street network (Merritt Drive, Sixth Street, Burke Drive, and the freeway access points). Disaggregating total projected average daily traffic volumes attributable to planning area and redevelopment Project Area build-out, however, yields peak hour traffic volumes which would not significantly alter existing levels of service on any portion of the local circulation network. Accordingly, traffic-related impacts attributable to the proposed community plan and redevelopment plan are not anticipated to be significant on a community-wide basis.

Any increases in traffic volumes locally will, however, exacerbate the effects felt by the local population from the existing deteriorated condition of the community's street system. Increased traffic volumes will accelerate the deterioration of this system, and the traveling public will be very aware of deficiencies in and deterioration to some street segment surfaces.

### 3.33 Mitigation Measures

The Traver Community Plan calls for the upgrading of the community's street system to current County standards. Any streets constructed to serve new development in the planning area will also have to built, at developer expense, to County standards.

The proposed Traver Redevelopment Project includes provisions to utilize tax increment financing to upgrade and improve the existing street system community-wide. The availability of funds through the redevelopment process for this purpose will mitigate the potential impacts of community growth on the street system to insignificant levels.

## 3.4 Air Quality

### 3.41 Setting

Traver lies in the San Joaquin Valley Air Basin, which comprises nineteen percent of the State's land area but only 8.2 percent of the State's population. The closest, and only full, air monitoring station in Tulare County is located in Visalia which, as previously noted, is approximately fifteen miles southeast of Traver. Table 3-1, on the following page, summarizes portions of the available air quality data for the general region for the period 1981 to 1985. Ambient air quality conditions are



TABLE 3-1

MEAN ANNUAL CARBON MONOXIDE, NITROGEN DIOXIDE,  
SULFUR DIOXIDE CONCENTRATIONS AND LOCAL STANDARDS -- VISALIA

Year	Carbon Monoxide			Nitrogen Dioxide			Sulfur Dioxide		
	(1)	(3)	No. Times Exceeded	(1)	(2)	No. Times Exceeded	(1)	(4)	No. Times Exceeded
	9.0	5.5	9.1	.14	.047	0	.05	.046	0
1985	9.0	5.5	9.1	.14	.047	0	.05	.046	0
1984	13.0	5.4	9.1	.02	.003	0	.02	.014	0
1983	9.0	5.3	9.1	.11	.021	0	.02	.01	0
1982	10.0	5.1	9.1	.16	.041	0	.02	.005	0
1981	10.0	5.5	9.3	.11	.043	0	.02	.01	0

- (1) Maximum annual concentration (ppm)
- (2) Maximum hourly mean (ppm)
- (3) Maximum 8-hour mean (ppm)
- (4) Maximum 24-hour mean (ppm)

\* hourly mean  
 \*\* 8-hour mean  
 \*\*\* 24-hour mean

III-22

thought to have changed proportionately little since that time. In the referenced table, the maximum annual concentration, as well as the maximum hourly mean, is presented for each pollutant. The applicable standard and the number of times that standard has been exceeded during the referenced five-year period is also presented for each pollutant in the table.

Data provided by the County Health Department also reflects that the Tulare County portion of the San Joaquin Valley Air Basin exceeds National Ambient Air Quality Standards (NAAQS) for ozone, a principal component of photochemical smog, by twenty-five percent and State Ambient Air Quality Standards (SAAQS) for the same pollutant by eighty percent. Similarly, NAAQS for particulate emissions are exceeded by twenty-six percent annually in Tulare County; SAAQS for particulate emissions are exceeded by seventy-three percent. In 1987, the California Air Resources Board released a report citing Visalia as having the thirty-ninth poorest air quality among communities in the State.

### 3.42 Impacts

The primary air quality effect that may be anticipated from any urban development is an increase in the level of vehicle-related contaminants such as carbon monoxide (CO), nitrogen dioxide (NOX), and hydrocarbons (COH) and photochemical oxidants.

Suspended particulates are currently a significant airborne contaminant in the Traver air quality environment. Their primary component, however, is airborne dust caused by land cultivation in Valley agricultural areas. This dust, combined with smoke from home fireplaces and/or agricultural burning, creates the haze conditions which intermittently prevail in the area. Based upon the general nature of the planned residential, commercial and industrial uses called for by the community plan and redevelopment plan, no additional long-term particulate emissions should occur as a result of the projects addressed in this EIR. However, the construction phases of project implementation will produce air pollutant emissions from heavy equipment exhaust and from the generation of dust as a result of construction grading activities. Equipment emissions are difficult to quantify because of the long-term nature of the build-out anticipated in the community plan and redevelopment plan, the current lack of specificity regarding future development projects, and day-to-day variability in construction activities and equipment utilization for any new development. However, at typical fuel consumption rates of about five gallons per hour, emission rates for heavy construction equipment range from about two to six pounds per hour per piece of equipment. The use of this type of equipment may also produce impacts from diesel fuel odors. As with construction equipment exhaust emissions, it is difficult to estimate the short-term impact from dust generated by earthwork activities due to the potential long-term phasing of development anticipated in the planning and redevelopment project areas. However, a dust generation factor of 1.2 tons per day of activity (U.S. EPA AP-42, August 1977) is typical for large construction projects. The dust from construction may cause a temporary nuisance to persons residing near areas of earth movement if proper mitigation (e.g. soil dampening) is not applied. These impacts would occur sporadically over the construction phases of development in the planning and project areas.

Motor vehicle emissions generated by traffic associated with new development in the planning area, including the redevelopment Project Area, are estimated in Table 3-2. Assumptions used in this estimate include a trip generation

rate of 9,600 daily vehicle trips and an average trip length of five miles per trip, for 48,000 daily vehicle miles of travel. Emission rates used are California State Composite Moving Exhaust Emission Rates for calendar year 2000, the most advanced year for which rates are available from this source (SCAQMD *Air Quality Handbook*; December 1983), and assume an average speed of thirty-five miles per hour. It should be noted that emission rates for traffic generated by development which occurs in later phases of the project may be lowered by engineering technologies for pollution reduction. As a result, potential project-generated emissions may be less than those indicated in Table 3-2.

**TABLE 3-2**  
**ESTIMATED MOTOR VEHICLE EMISSIONS**  
**TRAVER COMMUNITY PLAN AND REDEVELOPMENT PROJECT**

<u>Pollutant</u>	<u>Emission Factor (grams/mile)</u>	<u>Project Emissions (tons/day)</u>
Carbon Monoxide	10.67	0.47
Total Hydrocarbons	1.07	0.05
Non-methane Hydrocarbons	0.92	0.05
Nitrogen Oxides	1.78	0.08
Sulfur Oxides	0.29	0.01
Particulates	0.38	0.02

As shown by the data in the preceding table, the pollutant emissions attributable to the potential build-out of the Traver planning area amount to about two-thirds of a ton per day. Arguably, a portion of the development in the planning area to which this analysis assigns responsibility for the estimated pollutant emissions might take place without the proposed community plan and redevelopment project. On the basis of this "worst case scenario" analysis, however, which assigns to the proposed projects the "responsibility" for all planning area development, it appears that the air quality impacts of the proposed plans are potentially significant.

### 3.43 Mitigation Measures

Short-term, construction-related air quality impacts potentially attributable to the proposed plans can partially be mitigated by watering to control dust during construction activities and by other typical sound construction site management practices.

With regard to longer-term air quality impacts potentially attributable to the proposed plans, emissions from stationary and fixed sources are regulated by County, regional, State and federal agencies. The ARB maintains and regulates emission standards for vehicles in California. The Federal Environmental Protection Agency, in addition, sets standards for vehicle emissions. Enforcement

by these agencies of existing administrative and statutory air pollution control guidelines should reduce urban development-related pollutant levels potentially associated with the project to comparative insignificance in the local air quality environment. Cumulatively, however, the addition of project-generated motor vehicle pollutant emissions to the regional air basin will contribute to a significant impact which cannot currently be fully mitigated.

The Traver Community Plan includes policy commitments to the discouragement of new development which would create significant stationary source air pollution. This policy will effectively prevent the contribution of stationary source pollutants to the ambient air quality environment.

### 3.5 Hydrology/Drainage

#### 3.51 Setting

No natural surface water features exist in the community or immediate vicinity of Traver. A number of irrigation canals, however, provide water to the agricultural region surrounding Traver and flow on a seasonal basis. The Kings River channel lies approximately two and a half miles north of town.

The comparatively mild slope of the local terrain, averaging about 0.2 percent, has contributed to some storm drainage difficulties. Moreover, the community's street network lacks curb and gutter, and the overall extent of storm drainage related improvements locally is very minimal. Consequently, in periods of heavy and/or prolonged rainfall, instances of localized ponding and stormwater accumulation occur.

Portions of the community lie within the 100-year flood hazard zone mapped by the Federal Emergency Management Agency (FEMA). Figure 3-4, on the following page, depicts the extent of Zone A, designated by FEMA as being subject to 100-year floods. The base flood elevation and flood hazard are not determined in this zone.

#### 3.52 Impacts

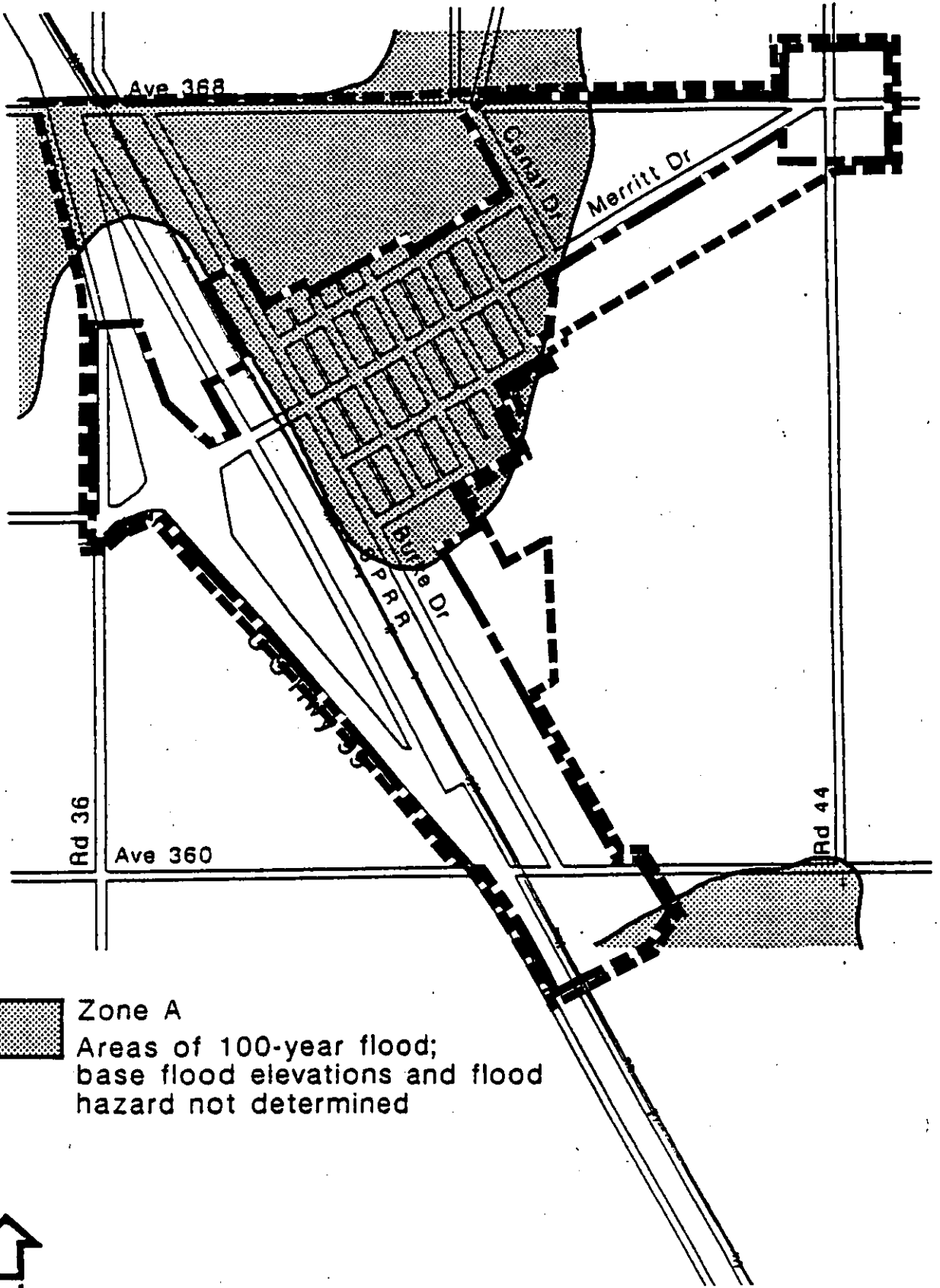
According to mapping prepared by the Federal Emergency Management Agency, development in substantial portions of the planning area and redevelopment Project Area would be exposed to hazard from flooding during 100-year conditions. The depth of flooding likely to occur in those portions of the community affected was not determined as part of the FEMA study.

Further build-out and intensification of urban improvements in the planning area and/or the redevelopment Project Area would exacerbate existing deficiencies in the capacity of the community to accommodate storm runoff. More frequent and widespread ponding of stormwater would be anticipated as hardscape surfaces replaced more permeable agricultural and vacant lands during the course of planning area and Project Area build-out.

#### 3.53 Mitigation Measures

Mitigation of flood hazard exposure to which new development in the planning area and redevelopment Project Area would potentially be subjected can be accomplished by the enforcement of the FEMA Flood Damage Reduction





**Zone A**  
 Areas of 100-year flood;  
 base flood elevations and flood  
 hazard not determined



Source: Federal Emergency Management Agency, Flood Insurance Rate Maps

**GUAD**

**Flood Hazard Map**

**3-4**

program adopted and in force in the County of Tulare. The provisions of this program (e.g. building foundation elevation standards vis-a-vis curb heights, etc.) would be enforced at the time of development design review by the County of Tulare.

Mitigation of potential development-related impacts upon local storm drainage conditions can be accomplished in part by requiring the construction and maintenance of on-site storm drainage systems for new commercial and industrial development, to the satisfaction of the County Public Works Department, and the installation of storm drainage improvements by the developer(s) of any new residential projects. Additionally, the proposed redevelopment plan specifically includes community-wide storm drainage improvements, including the establishment of a stormwater retention basin, as a project to be undertaken by the Redevelopment Agency utilizing tax increment and related available funds (see Chapter Two).

### 3.6 Public Services

#### 3.61 Setting

Public safety services are provided to the community of Traver by the Tulare County Sheriff's Department and the California Department of Forestry/Tulare County Fire Department. School services are provided to the community by the Traver Joint Elementary School District.

Sheriff's Department services to the community are based at the Department's Cutler-Orosi substation, which serves a total rural population of approximately 40,000 residents. This substation also serves the unincorporated communities of London, Sultana, Yettem, Cutler-Orosi and East Orosi, as well as the surrounding outlying rural areas. The station employs a three-shirt staffing pattern, with a total of thirteen deputies, three sergeants, one lieutenant, and two detectives assigned. The detectives rotate among other stations, as well. During any one shift, there are three to four deputies on patrol in the service area covered by this station, with one sergeant on the desk. Calls for service originating Traver from are typically related to narcotics transactions or to shoplifting in local retail businesses.

Tulare County contracts with the State of California Department of Forestry (CDF) for fire protection services to the rural portions of the County. Fire response is currently provided by two CDF/County Fire Stations serving Traver. The Kings River Station is located approximately five miles north of Traver, on Avenue 400. This station is staffed by a paid full-time firefighter supported by ten to twenty volunteer firefighters. The London station, about three and a half miles to the northeast, is manned by five to ten volunteers. Both stations are equipped with a 750 gpm pumper truck. CDF staff indicates that most calls for service originating in Traver are for medical aid. If required, backup services are provided to Traver by stations in Goshen and Dinuba. The Dinuba station provides ambulance services.

The Traver Joint Elementary School District serves a large area in the northwest portion of Tulare County, as well as a small segment of northeast Kings County. The Traver School includes grades kindergarten through eighth. Enrollment capacity of the school is about 300 students. Current enrollment is 274 students. June enrollment figures from 1980-81 to 1988-89 have increased from 234 to the present total. The District plans to replace two existing portable classrooms

with permanent facilities and to build a new cafeteria. The portable classrooms have been in service for nearly twenty years, and cannot be used for student-occupied activities beyond the 1989-90 school year. A bond measure has been proposed by the District to secure funding for this project. The District does not currently collect school impact fees for new facilities construction.

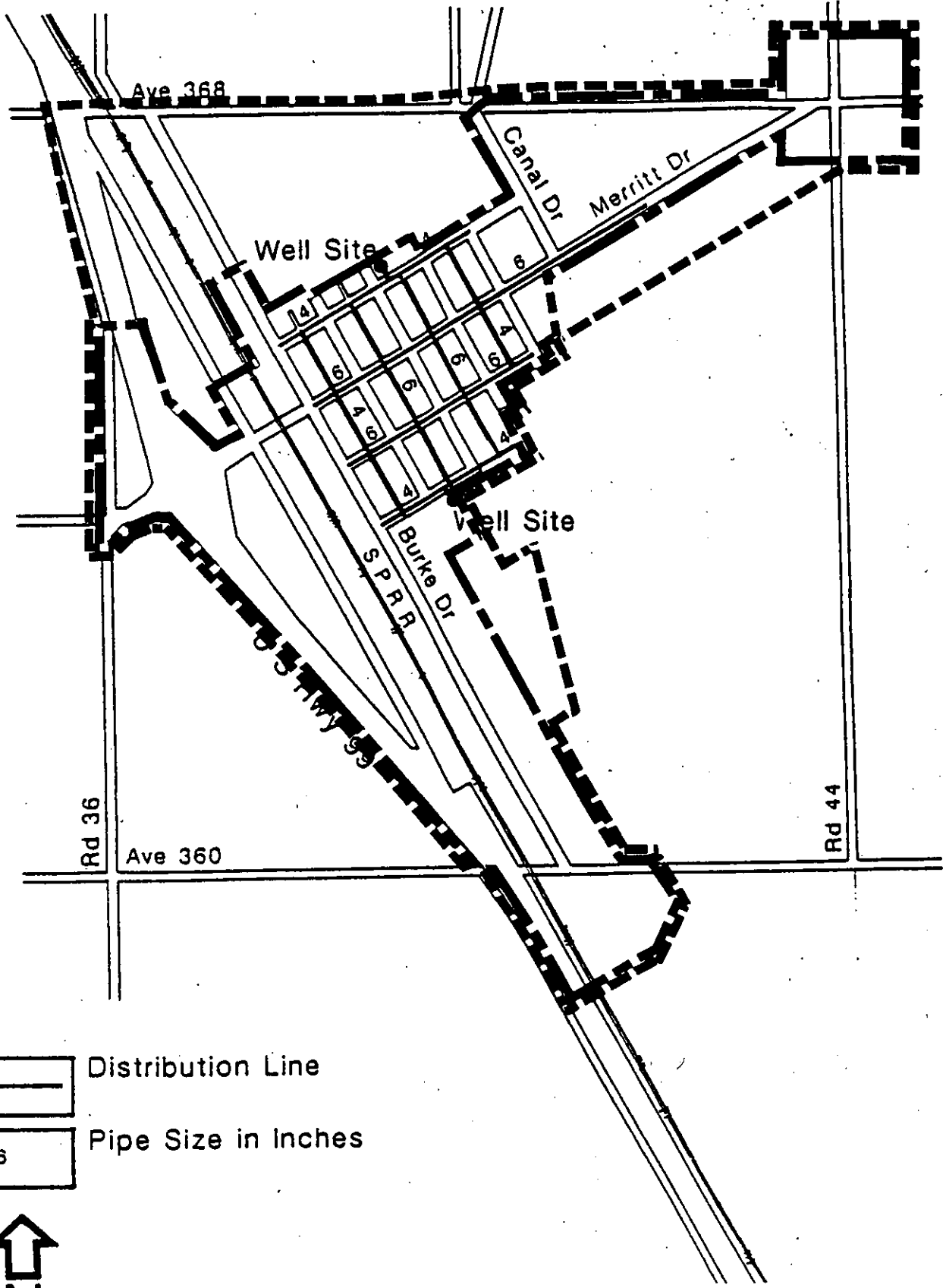
Domestic water and fire flow service is provided to the community by the Traver Water Company. Figure 3-5 depicts the extent and configuration of the distribution and supply system of the Company. This system essentially serves the existing residential portion of the community. Commercial and industrial uses developed along the freeway and railroad alignments are served by individual on-site wells. The primary and backup wells operated by the Traver Water Company provide a water supply which is generally of acceptable quality. It should be noted, though, that intermittently, mineral test results indicate nitrate contents in the backup well just slightly in excess of federal drinking water standards. System service delivery capacity is between 1,100 and 1,500 gallons per minute (gpm). Fire flow standards recommended by the California Department of Forestry/Tulare County Fire Department call for a system delivery capacity of a minimum of 1,500 gpm. It is felt that some deficiencies currently exist in the design and operation of the Traver Water Company's system: distribution lines are generally not looped; some lines are probably undersized; there is no emergency standby power on the pumps at the wells; and the system is generally ageing. In recent years, there have been discussions of the County assuming operation of this system under the auspices of the County Services Area.

As referenced in a previous section of this chapter (see section pertaining to Soils), wastewater disposal in Traver has been the subject of several recent studies. Currently, all wastewater discharge is disposed of by individual on-site systems. The cited studies have disclosed that there is a comparatively high incidence of failures among these systems. Consequently, a community wastewater collection and disposal system has been designed for Traver, to serve the existing residentially-developed portion of the community (see Figure 3-6). It is anticipated that construction on this system will be initiated in mid-1989. As discussed in the section of this chapter pertaining to soils, it is not likely that further residential development in the community could be adequately served by additional on-site wastewater disposal systems, and would necessitate expansion of the collection system and treatment facilities about to be constructed.

### 3.62 Impacts

Full build-out of the planning area, and of the redevelopment Project Area, as contemplated in the proposed Traver Community Plan and Traver Redevelopment Project will result in increased demands upon local public services. It is not anticipated that Sheriff's Department services to the community will be significantly affected, since projected population growth for the community is comparatively small (536 residents by the year 2010). Similarly, projected population growth and the prospective associated growth in the number of residences and businesses in the community is not expected to significantly affect CDF/County Fire Department capabilities to protect life and property in Traver.

School capacity, however, would be significantly exceeded if the community develops in accordance with the recommended plans. Current demand for student enrollment would increase by approximately forty percent, and the existing school



Distribution Line



Pipe Size in Inches

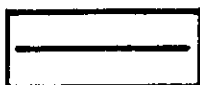
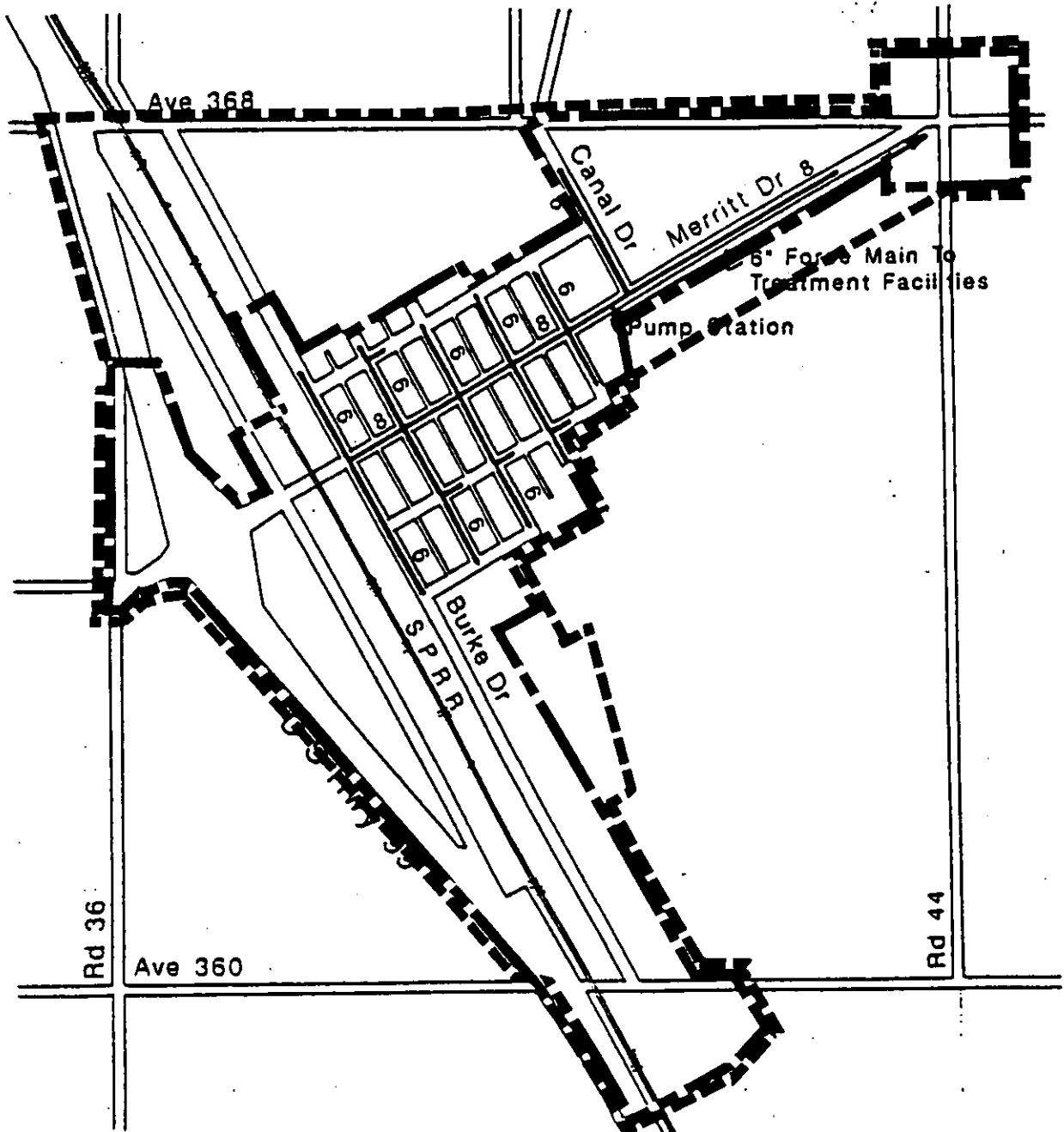


**Service Delivery System  
Traver Water Company**

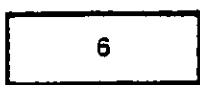
**QUAD**

**3-5**





Collection Main



Pipe Size in Inches



**Proposed Wastewater  
Collection System**

**QUAD**

**3-6**

facility could not accommodate such an enrollment increase with present classroom and cafeteria space.

Additional industrial and commercial development called for by the community plan and redevelopment plan would, by policy set out in the community plan, be served by on-site wells and on-site wastewater disposal systems. Planned residential growth, however, would be required to connect to the existing Traver Water Company distribution system and the proposed community wastewater collection and disposal system. Neither system has sufficient design capacity to absorb development in excess of infill of existing residential lots. Moreover, the delivery capacity of the water distribution system currently falls slightly short of meeting County fire flow standards, and new development would, therefore, be inadequately served by the system in terms of fire protection.

### 3.63 Mitigation Measures

Mitigation of anticipated impacts on local school capacity is problematic, inasmuch as school funding for capital facilities is constrained severely. However, the District is currently sponsoring a bond issue which would finance the construction of two additional classrooms and an enlarged cafeteria facility. Simultaneously, two ageing portable classroom facilities would be retired, as required by the State after twenty years, to usage for storage. To accommodate additional student population projected in conjunction with the proposed community plan, additional classroom space will have to be provided. The most economical way in which such space can be added is with the eventual acquisition of additional portable classrooms. Funding for facilities necessary to accommodate increases in student enrollment should be pursued in the form of the District's proposed bond issue, and possible subsequent similar initiatives, and through the imposition of developer fees. Currently, the District could elect to levy fees of as much as \$1.56 per square foot of residential construction and \$0.25 per square foot of commercial and industrial construction taking place in District boundaries.

New residential development taking place in the community will be required to expand, at the developers' cost, the existing water and proposed wastewater systems to accommodate the impacts of growth upon these systems. Additionally, the Traver Community Plan recommends that the County of Tulare study the possible acquisition and operation of the community water system, to ensure its conformance with long-term community requirements for domestic water supply and fire flow delivery. Residential development in the community is prohibited by policies set out in the Traver Community Plan unless it can be demonstrated that adequate water and wastewater service can be extended to serve such development.

## CHAPTER FOUR

### PROJECT ALTERNATIVES

#### 4.1 Alternative Project Concepts

Several basic alternative concepts are regarded to be worth evaluating as potentially feasible in place of the proposed community plan and redevelopment plan as they have been recommended to date. Additionally, the alternative of no project at all, in lieu of either plan, will be discussed in a subsequent section of this chapter.

The first category of alternatives reviewed includes variations in the size and/or configurations of the proposed planning area and redevelopment Project Area. A larger planning area would potentially displace more agricultural land with eventual urban uses, or may result in noncontiguous development patterns with attendant inefficiencies in extensions of public infrastructure and services. Similarly, a larger redevelopment Project Area than that proposed could encourage urbanization of lands currently devoted to agriculture and which would otherwise not be susceptible to pressure from urban uses. It should be noted that expansion of the redevelopment Project Area at this time is legally precluded by the restriction in redevelopment law limiting agricultural or vacant privately-owned land to twenty percent of any project area. The area proposed for the Traver redevelopment project currently includes the maximum amount of vacant and agricultural land area permitted by law.

A smaller planning area, achieved by drawing the proposed Urban Development Boundary more tightly around the community, would help avoid the conversion of peripheral agricultural lands to urban uses over the term of the community plan. It would also conceivably reduce the growth potential of the community sufficiently to avoid or defer such population-based impacts as increased demands upon local public services and the generation of air pollutant emissions. At the same time, a reduced planning area might artificially increase the price of local housing stock by reducing the opportunity to create new housing in response to projected community demand. A smaller redevelopment Project Area, while minimizing impacts on the environment in much the same manner as a reduced planning area might, could also fail to fully encompass the areas determined by the County to be blighted and would, therefore, fail to be as effective in correcting the adverse environmental conditions already present in the form of existing blighted properties. Similarly, alternative Project Area configurations would potentially affect the extent to which blighted portions of the community were adequately encompassed.

A second category of alternatives to the proposed community plan includes the designation of alternate land uses within the Urban Development Boundary. The analysis of environmental constraints conducted during the planning process and documented in the community plan itself, however, suggests that more intensive development of the townsite is probably precluded by limitations on public services and by such other restrictions as freeway and railroad-generated noise, flood hazard, deficiencies in underlying soils, and the comparative difficulty in extending public infrastructure to serve denser or more urban development. Designation of

residential, rather than commercial and/or industrial uses for portions of the planning area is precluded environmentally by many of the same factors.

Among alternatives to the proposed redevelopment plan are those other financial and governmentally-inducible tools to accomplish revitalization of the Project Area without the utilization of tax increment financing. The differential impacts associated with any such approach can ordinarily be identified as being principally an avoidance of the temporary incremental "loss" of tax revenues by other taxing agencies affected by the project. In the case of the project being addressed in this report, however, the County and Redevelopment Agency are intending to "pass through" tax increment revenues to each affected taxing agency, except for the local school district whose revenues are replaced by the State of California. Consequently, none of the taxing agencies affected by the project in theory will, in practice, be significantly impacted by the financing approach anticipated in the Traver Redevelopment Plan.

Consideration of alternative planning periods for the community plan would be essentially meaningless; the development of the planning area over time will be determined by a series of economic factors, enhanced, it is planned, by redevelopment activities. However, conversion of portions of the planning area to urban uses from their existing agricultural production must meet a set of criteria set out in the community plan, and cannot precede expiration of existing Williamson Act contracts expected to extend for at least ten more years. The planning period through the year 2010 corresponds to that established for other community plans recently adopted by the County of Tulare. Alternative project durations for the proposed redevelopment project would generate no significantly different levels of environmental impacts except to potentially defer the attainment of the objectives of the redevelopment project, which have been determined to be beneficial, rather than detrimental, to the environment.

#### 4.2 No Project Alternative

The State CEQA Guidelines mandate that the "no project" alternative be considered in an environmental impact report. The Guidelines further stipulate that when the no project alternative is environmentally superior, the EIR shall also identify an environmentally superior alternative among the other project alternatives. In this section, the environmental effects of the no project alternative are identified and discussed. The final section of this chapter represents an assessment of the comparative environmental superiority of all the project alternatives.

The option of preparing and adopting no community plan for Traver would likely create long-term effects on the environment more adverse than any potential impacts of the proposed plan. Embodied in the plan are explicit policies directed toward the preservation of agricultural lands, restriction of industrial development to low-impact uses, and a reduction of acreage in the Urban Development Boundary currently drawn around the community. Moreover, State planning law requires the adoption and enforcement of a general plan for the County as a whole, and the proposed Traver Community Plan is a specific implementation component of the County's General Plan. The community plan will provide for an orderly transition among land uses, the efficient extension of public infrastructure and services, and the associated minimization of potential impacts from less well-planned urban expansion of the community.

If no redevelopment plan and project were approved at this time for Traver, it is likely that blight in the Project Area and overall economic distress in the community would persist, resulting in adverse economic, social and aesthetic impacts. It is unlikely that free market conditions would stimulate the revitalization of the Project Area, probably meaning that blighting influences would continue to manifest themselves and that the quality of the local environment with respect to housing and public infrastructure and services would continue to deteriorate.

#### **4.3 Comparative Environmental Superiority of Alternatives**

In accordance with the State CEQA Guidelines, all reasonable project alternatives have been evaluated for their comparative environmental superiority. Based on this evaluation, it has been determined that the recommended community plan and proposed redevelopment plan represent the environmentally superior alternatives. The no project alternative is the least beneficial to the environment, because of the persistence of blighting influences in the community which would be attributable to this alternative. Among the remaining alternatives, any which would enable the attainment of the County and Agency's objectives as spelled out in the community and redevelopment plans, specifically to protect and revitalize the community's environment, can be construed as being environmentally superior.



## CHAPTER FIVE

### CONSEQUENCES OF PROJECT IMPLEMENTATION

#### 5.1 Significant Environmental Effects Which Cannot be Avoided

Since the phrase "significant effect on the environment" occupies such a critical role in the preparation and review of an EIR, the following definition, as contained in the State CEQA Guidelines, is provided for reference:

"Significant effect on the environment" means a substantial, or potentially substantial, adverse change in any of the physical conditions within the area affected by the project including land, air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance. An economic or social change by itself shall not be considered a significant effect on the environment. A social or economic change related to a physical change may be considered in determining whether the physical change is significant (Section 15382)."

The environmental effects of adopting and carrying out the proposed community plan and redevelopment plan and project on selected aspects of the environment are discussed in some detail in Chapter Three of this EIR. Most of the impacts identified in that chapter as potentially significant can be mitigated entirely to levels of insignificance through the application of various measures also described in the Chapter Three text. Some significant impacts, however, cannot evidently be fully mitigated or reduced to insignificant levels by any reasonably practical measure. A summary of these significant environmental effects which cannot be avoided if the proposed Plans are approved and carried out is presented below:

- Consumption of a small acreage of land currently utilized or available for agricultural production and conversion to non-agricultural use, including the effective loss of prime agricultural soils.
- The generation of additional mobile source air pollutant emissions from activities and development related to community growth and at least indirectly related to the proposed redevelopment project.

#### 5.2 Short-term Uses vs. Long-term Productivity

The proposed community plan and the anticipated redevelopment project have the inherent purposes of emphasizing the long-term productivity of the community, as opposed to an emphasis on short-term usages. The intent of the redevelopment plan is to reduce present blighting influences, increase property values, improve the quality of public services available to the area, and help alleviate the overall economic distress currently prevalent in the community.

#### 5.3 Growth-Inducing Impacts

Approval of the proposed community plan and the anticipated redevelopment of the Project Area are viewed as potentially growth-inducing, but the speculative nature of future specific redevelopment activities prevents, to some

extent, a quantitative analysis of this possible impact. Community plan population projections call for an increase of 536 residents over the present base population of the community by the year 2010.

It is a specific objective of the Traver Redevelopment Plan to attract new highway-oriented commercial development and new industry to the Project Area and the community to help create new local employment opportunities. Based on historic experience with other employment-generating uses requiring unskilled and semi-skilled labor in Tulare County, the development of new industrial uses in Traver is not likely to cause workers to relocate their residences to that community. It is probable that at least some labor will be provided from the existing local workforce or by persons commuting to Traver from other nearby towns.

#### 5.4 Significant Irreversible Environmental Changes

Potentially significant irreversible environmental project impacts are limited to:

- The conversion of approximately 130 acres from agricultural to urban usage when the area encompassed by the proposed Urban Development Boundary is fully built-out; the loss of 13.7 acres of productive agricultural land when the redevelopment Project Area is fully converted to urban uses.
- The generation of slight increases in mobile source air pollutant emissions from activities at least indirectly related to the long-term development of the community and redevelopment of the Project Area.

**APPENDIX A**

**NOTICE OF PREPARATION  
AND RESPONSES TO NOTICE**

NOTICE OF PREPARATION

TO: \_\_\_\_\_  
\_\_\_\_\_  
(Address)

FROM: County of Tulare  
Redevelopment Agency  
Room 204, Courthouse  
County Civic Center  
(Address)  
Visalia, CA 93291

SUBJECT: Notice of Preparation of a Draft Environmental Impact Report  
The County of Tulare  
Redevelopment Agency will be the Lead Agency and will prepare an environmental impact report for the project identified below. We need to know the views of your agency as to the scope and content of the environmental information which is germane to your agency's statutory responsibilities in connection with the proposed project. Your agency will need to use the EIR prepared by our agency when considering your permit or other approval for the project.

The project description, location, and the probable environmental effects are contained in the attached materials. A copy of the Initial Study    <sup>x</sup> is,    is not, attached.

Due to the time limits mandated by State law, your response must be sent at the earliest possible date but not later than 30 days after receipt of this notice.  
County of Tulare Redevelopment Agency

Please send your response to Attn: Rita B. Hill, Community Development Manager at the address shown above. We will need the name for a contact person in your agency.

Project Title: Traver Redevelopment Project and Community Plan

Project Applicant, if any:

DATE March 28, 1989 Signature \_\_\_\_\_  
Title Gene Smith  
Director of Planning and Building  
Telephone (209) 733-6284

Reference: California Administrative Code, Title 14, Sections 15082(a), 15103, 15375.

## NOTICE OF PREPARATION TRAVER

The proposed project is the adoption and subsequent implementation of a redevelopment plan for the community of Traver. The project will also consist of an adoption of a community plan, augmenting the land use and circulation elements of the Tulare County General Plan.

The general goal of the Traver Redevelopment Project is to revitalize and enhance the Project Area, consistent with the underlying purposes of California Community Redevelopment Law. Overall objectives of the project include:

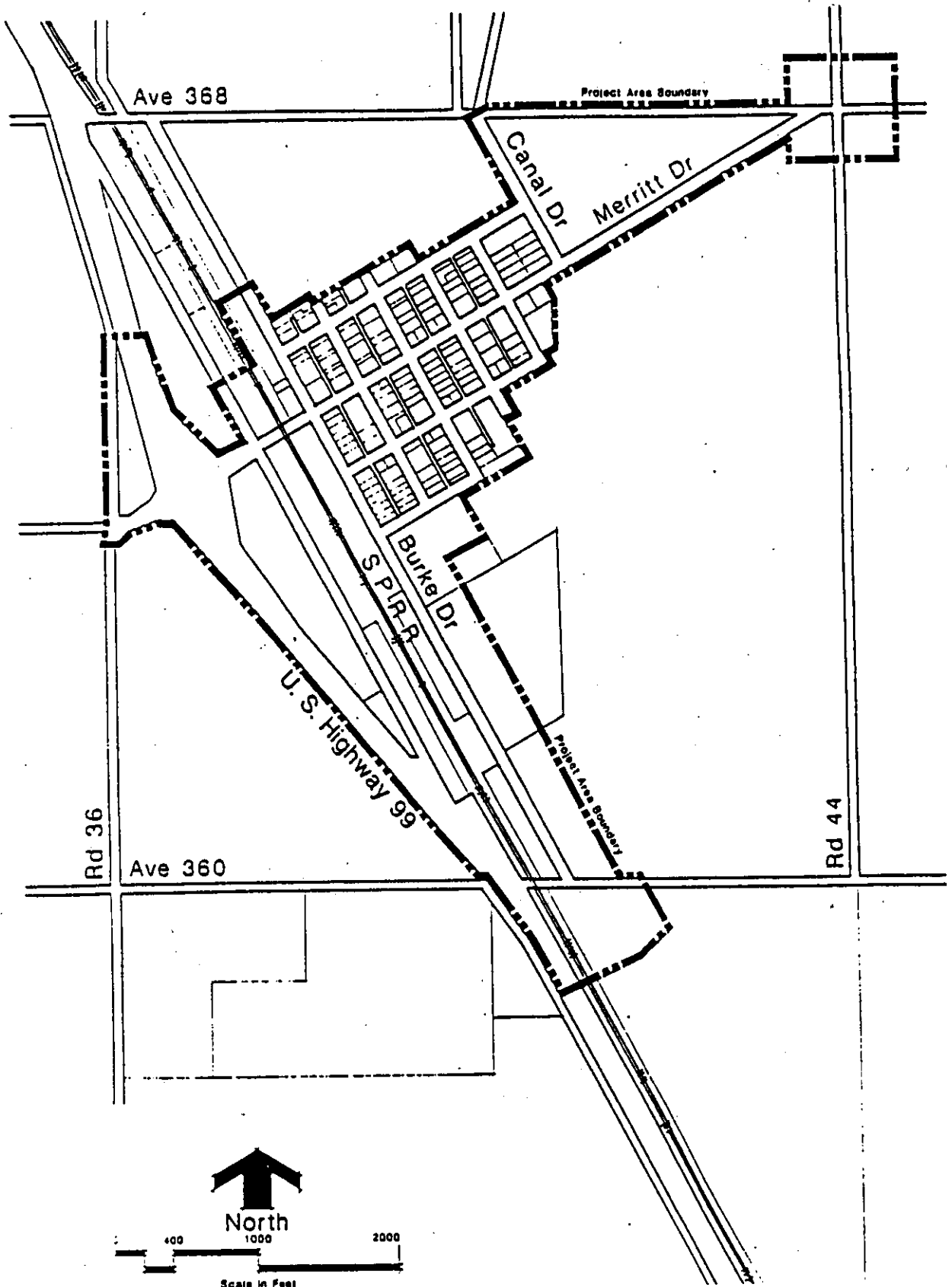
- Facilitating the creation of local employment and economic opportunities through assistance and support to the development of local agriculturally-related industry.
- Strengthening of the aesthetic image of the community, to help ameliorate existing stigma against local development, with particular emphasis upon enhancement of the aesthetic qualities of the Highway 99 corridor.
- Expansion of community-level and convenience shopping opportunities for residents of the Project Area.
- Increasing the capture of potential commercial trade originating from through traffic on State Highway Route 99.
- Improvement in the quality of the community's existing housing stock, through rehabilitation and replacement programs.
- Improvements to existing infrastructure supporting the Project Area, particularly streets, sewerage, water, storm drainage, curb, gutter and sidewalk, to remove existing impediments to the economic development of the community.
- Enhancement of active and passive recreational opportunities and community facilities available to residents of the Project Area and supportive of the local population at-large.
- Elimination or mitigation, of other existing blighting conditions and influences, including incompatible land uses, obsolete or substandard structures, inadequate public facilities, and/or small, irregular and landlocked parcels.

All of the foregoing objectives are directly related to and supportive of the intent of the California Community Redevelopment Law. Project activities to be pursued by the Agency in furtherance of these objectives, including planning, design, financing assistance, property acquisition and/or sale, construction of improvements, and other activities permitted to the Agency under law, will all be undertaken in a manner consistent with the purposes of California Community Redevelopment Law.



The community plan will prescribe land use designations, the community's traffic circulation system, and policies and standards for the urban development of Traver. Anticipated environmental effects of plan adoption and implementation include:

- The permanent displacement of land and soils currently utilized for agricultural production. This impact cannot be fully mitigated.
- An increase in local traffic generation, attributable to the development of new industrial commercial and residential uses. This impact will be mitigated through improvements to the community's traffic circulation system funded partly through Redevelopment Agency assistance.
- An increase in mobile source, air pollutant emissions attributable to traffic generation. Enforcement of regional, state and federal air quality standards and programs will partially offset this impact.
- Increases in stormwater runoff and demand for storm drainage facilities will result from urban development of the plan area. This impact will be mitigated through improvements to local storm drainage systems financed with redevelopment funds.
- Increased demands for sewer and water will also result from increased urban development of the plan area. This impact will be mitigated through infrastructure improvements assisted by the Redevelopment Agency .
- The project is construed to be growth inducing. Redevelopment activities will result in enhancement to the community which will help offset any potentially adverse growth-related impacts.



Traver Redevelopment Project

**QUAD**

**Project Area Boundary**



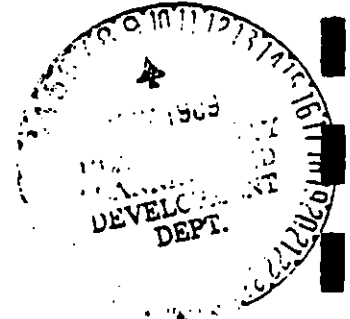
# TULARE COUNTY FIRE DEPARTMENT

1968 South Lovers Lane Visalia, California 93277-5650 Telephone (209) 732-5954

EVAN D. LONG  
CHIEF

May 8, 1989

County of Tulare  
Planning and Development Department  
Tulare County Courthouse  
Civic Center, Room 111  
Visalia, CA 93291



Attention: Janet Jiggerian, Project Planner

Re: Notice of Preparation of a Draft EIR/Traver Redevelopment Project

The Tulare County Fire Department submits the following comments relative to the above-mentioned project.

As you are aware, the Tulare County Fire Flow Ordinance adopted in 1981, was created to protect the health, safety, and welfare of the residents of the County and to safeguard property from damage caused by fire.

In the process of applying the Fire Flow Ordinance, staff utilizes the Tulare County Improvement Standards as a base for determining fire flow needs.

Our records indicate available fire flows ranging from 1100-1500 GPM in the community of Traver. The Improvement Standards establishes a fire flow requirement of 1,500 GPM for typical commercial development. With the understanding that one of the objectives of the Redevelopment Project is to encourage further development and growth, a complete study should be made to assure that the water improvements proposed will improve upon or maintain the present level of fire flow availability.

The Tulare County Fire Department would like to be included in the review of the proposed water system improvements. Our Department's contact person is Battalion Chief Jim Barron.

EVAN D. LONG  
Chief

By *James S. Barron*

James S. Barron  
Fire Protection Planning Officer

JSB:tc

May 16, 1989

Tulare County  
Planning and Development Department  
Civic Center, Room 111  
Visalia, CA 93291-9593

Attention: Janet Jiggerian, Project Planner

Subject: EIR for the Community of Traver

Dear Ms. Jiggerian:

This letter is in response to your letter dated May 1, 1989 concerning the above named project. We have no major concerns with the proposed project. We will need sufficient time to complete any work requested by your agency. All our work will be done in conjunction with local and state laws. If you have any questions please contact me on (209) 228-7044.

Yours truly,



J. A. "Pete" Caldwell  
Public Works Coordinator  
05PCLET.16

cc: R. Rachunok



# Delta Vector Control District

TULARE COUNTY

1737 West Houston Avenue • Visalia, California 93291  
Telephone (209) 732-8606

John C. Combs  
Manager

James R. Caton  
Biologist

May 25, 1989

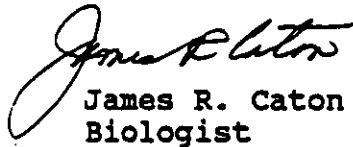
Ms. Janet Jiggerian, Project Planner  
Planning and Development  
Civic Center, Room 111  
Visalia, CA 93291-4593

Re: Traver Redevelopment Project

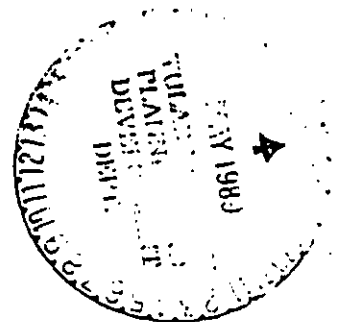
Dear Ms. Jiggerian,

In reviewing the objectives of the proposed Redevelopment Project, District staff feel that vector control operations will not be adversely affected by the project.

Sincerely,

  
James R. Caton  
Biologist

JRC:eg





## PUBLIC UTILITIES COMMISSION

505 VAN NESS AVENUE  
SAN FRANCISCO, CA 94102-3298



May 22, 1989

Janet Jiggerian  
Tulare County Planning  
Room 111, Courthouse  
Visalia, CA 93291-4593

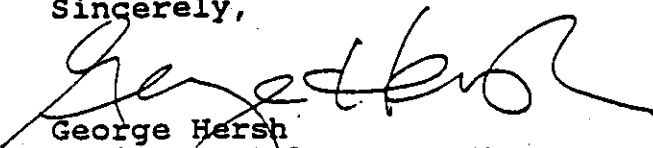
Subject: California Public Utilities Commission (CPUC) Response  
to NOP for Traver Community and Redevelopment Plan  
(SCH #89050808)

Dear Ms. Jiggerian,

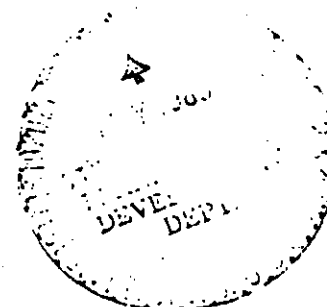
The California Public Utilities Commission's staff has reviewed the NOP for the above-mentioned project.

Please note that altering at-grade crossings of rail tracks requires the authorization of the CPUC. In addition, the CPUC requires that control of signalized intersections within 200 feet of railroad track crossings be pre-empted by train traffic. Please call Roy Lathrop (415-557-1429) if you have any questions about this comment.

Sincerely,

  
George Hersh  
Environmental Program Manager  
Environmental Section  
Commission Advisory and Compliance Division

cc: State Clearinghouse



M E M O R A N D U M

May 16, 1989

TO: Janet Jiggerian,  
Planning and Development Department

FROM: Mike Whitlock, *Diwa*  
Public Works Department,  
Flood Control District

SUBJECT: EIR and Community Plan for Traver  
Redevelopment Project

Relevant to our Department's statutory responsibilities in connection with the proposed project are issues related to traffic circulation, stormwater runoff, sewerage and related infrastructure facilities supporting the project area. Improvements to the traffic circulation system and infrastructure facilities within the project area shall be accomplished with funds independent of the current Public Works Department budget. Such improvements should be considered for funding under future redevelopment activities. The capacity of the sewage system and waste water treatment facility currently being proposed in Traver should be investigated to determine the feasibility of connecting additional services within the project area.

MW:mm



**APPENDIX B**

**REFERENCES**

## REFERENCES

- QUAD Consultants; Draft Traver Community Plan; June, 1989.
- Federal Emergency Management Agency, National Flood Insurance Program;  
Flood Insurance Rate Map; October, 1986.
- County of Tulare; Comprehensive Policy Plan; 1987.
- State of California Air Resources Board; Guidelines for Air Quality Impact  
Assessments: General Development and Transportation Projects (Report  
No. RP-83-002); 1984.
- State of California, Office of Planning and Research; State CEQA Guidelines; as  
amended through June, 1988.
- QUAD Engineering; Wastewater Facilities Plan for the Community of Traver;  
December, 1987.
- QUAD Engineering; Final Environmental Impact Report, Wastewater Facilities  
Plan, Traver, California; January, 1988.

**APPENDIX C**

**LISTING OF PERSONS AND ORGANIZATIONS  
CONTACTED DURING PREPARATION OF THIS EIR**



**LISTING OF PERSONS AND ORGANIZATIONS  
CONTACTED DURING PREPARATION OF THIS EIR**

**Tulare County Planning and Development Department**

- Rita B. Hill, Community Development Manager
- Roberta MacGlashan, Countywide Planning

**Tulare County Department of Public Works**

- Mike Whitlock, Engineer

**Tulare County Sheriff's Department**

- John Zapolac, Sergeant

**California Department of Forestry/Tulare County Fire Department**

- Jim Barron, Battalion Chief

**Traver Joint Elementary School District**

- George Nord, Principal

**Penwalt Industries**

- Debbie Reeves, personnel

**EIR prepared under direction of:**

Eugene E. Smith, Director  
Tulare County Building and Planning Department

**EIR prepared by:**

QUAD Consultants; Visalia, California  
John F. Tow, A.I.C.P., Project Director  
Roger R. Richards, Analyst  
Daniel Paulson, graphics  
Wendy Wilson, graphics  
Cheryl Simonelli, production  
Stephanie Bertram, production

