



**Resource Management  
Agency  
COUNTY OF TULARE  
AGENDA ITEM**

**BOARD OF SUPERVISORS**

KUYLER CROCKER  
District One  
PETE VANDER POEL  
District Two  
AMY SHUKLIAN  
District Three  
EDDIE VALERO  
District Four  
DENNIS TOWNSEND  
District Five

**AGENDA DATE:** August 11, 2020 – REVISED

Public Hearing Required	Yes	<input checked="" type="checkbox"/>	N/A	<input type="checkbox"/>
Scheduled Public Hearing w/Clerk	Yes	<input checked="" type="checkbox"/>	N/A	<input type="checkbox"/>
Published Notice Required	Yes	<input checked="" type="checkbox"/>	N/A	<input type="checkbox"/>
Advertised Published Notice	Yes	<input checked="" type="checkbox"/>	N/A	<input type="checkbox"/>
Meet & Confer Required	Yes	<input type="checkbox"/>	N/A	<input checked="" type="checkbox"/>
Electronic file(s) has been sent	Yes	<input checked="" type="checkbox"/>	N/A	<input type="checkbox"/>
Budget Transfer (Aud 308) attached	Yes	<input type="checkbox"/>	N/A	<input checked="" type="checkbox"/>
Personnel Resolution attached	Yes	<input type="checkbox"/>	N/A	<input checked="" type="checkbox"/>
Agreements are attached and signature line for Chairman is marked with tab(s)/flag(s)	Yes	<input type="checkbox"/>	N/A	<input checked="" type="checkbox"/>
CONTACT PERSON: Celeste Perez    PHONE: (559) 624-7010				

**SUBJECT:** Adopt General Plan Amendment GPA 20-003

**REQUEST(S):**

That the Board of Supervisors:

1. Hold a Public Hearing at 9:30 a.m. or shortly thereafter.
2. Adopt and Certify the Addendum to the Tulare County General Plan, Environmental Impact Report, under the California Environmental Quality Act (CEQA), and the Mitigation Monitoring and Reporting Program (MMRP) for the proposed 2020 Transportation and Circulation Element Amendment and Vehicle Miles Traveled Guidelines (SB 743 Implementation) and Complete Streets Policy (AB 1358) (SCH #2006041162) consistent with Planning Commission Resolution No. 9751; and
3. Adopt General Plan Amendment No. GPA 20-003 for the Proposed 2020 Transportation and Circulation Element Amendment and Vehicle Miles Traveled Guidelines (SB 743 Implementation) and Complete Streets Policy (AB 1358) consistent with Planning Commission Resolution No. 9752.

**SUMMARY:**

The Tulare County Board of Supervisors on October 15, 2019 approved General Plan Initiation (GPI 19-004) for the Proposed 2020 Transportation and Circulation Element Amendment, Vehicle Miles Traveled Guidelines (VMT, SB 743 Implementation) and Complete Streets (AB 1358) through Resolution Number 2019-0884. The GPI gave staff direction to meet the State's requirement to reduce greenhouse gas emissions through reducing vehicle miles traveled by building multi-modal means of transportation. Therefore, to assist in mitigating VMT, the County

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is proposing to add Complete Streets Policies to the General Plan, as required under AB 1358 (2011). Given most Complete Streets Programs were approved through the Community Plans; it makes sense that the General Plan directly reflect these policies.

Additionally, SB 743 creates a feasible mechanism to assist in paying for Complete Streets Projects in the County through the CEQA process. Hence, this General Plan Amendment will further limit greenhouse gas emissions for larger residential and commercial developments, or the largest scaled transportation projects that may generate significant VMT. The mitigation measures for significant VMT projects are to be feasible, “fair share”, alternative means of transportation projects (See Table C-1 of the SB 743 Guidelines for a list of the County’s ATP projects).

### **Complete Streets (AB 1358)**

Legislatively, the California Complete Streets Act (AB 1358) requires counties to identify how to provide for routine accommodation for all roadway users. Beginning in the fall of 2013, TCAG and Sustainable Growth Counsel (SGC) funding provided for community outreach, planning and engineering design work to complete 18 Complete Streets Programs, with twenty-six (26) roadways designed to 30% (“Projects”). The County also has an adopted Active Transportation Program (2016) and pursues ATP grants every year.

The current Tulare County General Plan Transportation and Circulation Element does not specifically include “Complete Streets” in the policy section of the element. The proposed Complete Streets Policy builds on the existing adopted Complete Street Programs (including the ATP list), and formalizes the existing and future Complete Streets Framework for SB 743 mitigation purposes, through inclusion in the Tulare County General Plan Transportation and Circulation Element (See PC Agenda Attachment 2 Exhibit B).

### **Vehicle Miles Traveled (VMT) Guidelines (SB 743 Implementation)**

In the fall of 2013, Senate Bill 743 (SB 743) was passed by the legislature and signed into law. This legislation required that starting on July 1, 2020, transportation impacts be measured by VMT (evaluating greenhouse gas emissions as represented by vehicle per mile) and not through Level of Service (LOS, evaluating automobile delay through analyzing traffic volumes), under the California Environmental Quality Act (CEQA). As the existing General Plan has established CEQA traffic thresholds for LOS, the Proposed 2020 Transportation and Circulation Element Amendment and VMT Guidelines will implement SB 743, and the Governor’s Office of Planning and Research’s (OPR) Guidance, through amending the County’s General Plan and CEQA Policy (See PC Agenda Attachment 2 Exhibit A).

OPR guidance for SB 743 allows lead agencies the latitude to determine their own methodologies and significance thresholds for CEQA technical studies. The Legislation specifically exempts trips generated for goods movement, so typical agriculturally related truck trips will be exempt. OPR’s Guidelines also allow for

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local clarifications and details tailored for specific Tulare County conditions. Therefore, based on a typical 50-unit subdivision (as in our Tulare County Climate Action Plan for GHG mitigations), the significance threshold to do VMT analysis shall begin at 500 Average Daily Trips (ADT), or a 50-unit equivalent, versus the LOS threshold in the General Plan of 100 peak trips. For reference, this number is consistent with other cities (Fresno, and San Jose) and models throughout the State (SANDAG), and guarantees that smaller projects would not have to prepare a VMT analysis.

Given the concerns over SB 743 being overly burdensome, the Goals of the Tulare County Transportation and Circulation GPA and VMT Guidelines are to use CEQA mitigation to combine the principles of:

- 1) Providing for transportation improvements that benefit the residents and facilitate travel by walking, bicycling, and transit through providing funding for the County's Complete Streets / Active Transportation Program (ATP) Projects; and
- 2) Providing for analysis and mitigation of VMT impacts in a way that is feasible and within the scale of land development projects in Tulare County by requiring limited "fair share" amounts to assist in paying for the Complete Streets / ATP projects.

In combining the principles and in order to provide VMT mitigation, the cost of the mitigation will not exceed either \$20 per average daily trip generated by the project or 0.5% of the total construction cost of the project (not including land acquisition) based on a typical statewide roadway mitigation value of \$2,000 per single-family dwelling unit. While walking, biking, and transit make up less than 1% of all trips, as long as the project is contributing its fair share to reducing VMT through assisting in the completion of ATP projects, it will reduce its VMT to less than significant.

The Guidelines proposed are a "how to" for VMT analysis in nearly every scenario in the County, so there is no confusion, and it includes 3 case studies for easy use. Screening Criteria will limit projects that require analysis and assures "local serving projects" (i.e. local retail, farmworker and affordable housing) are "screened out" of VMT analysis. Land development projects with over 500 ADT will have to analyze project VMT per capita or VMT per employee depending on type of use compared to the average of the Project's, Tulare County Association of Government's (TCAG's), Traffic Analysis Zones (TAZ). If equal to or above the average for the TAZ, a project would be required to provide mitigation. In order to address the concerns of mitigations being overly burdensome, the County is proposing to only utilize 0.5% of the project's construction costs, or \$20 per average daily trip (or 500 trips x \$20 = \$10,000), as a "fair share" amount to assist ATP Projects within one half mile of the project. This would be in addition to any existing sidewalks already required for projects but could result in extending the sidewalks / bike lanes if in conjunction with ATP projects.

Transportation projects under CEQA review, including bicycling, walking, and transit

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projects have a less than significant impact. Roadway projects that anticipate accommodating projected growth and/or are planned improvements to the roadway system for safety, or to meet current roadway standards, or to improve roads that are functionally obsolete are considered consistent with the General Plan; and are thus, exempt. Only the largest roadway projects not included in the General Plan that add additional motor vehicle capacity to an arterial, or greater, would need to conduct a VMT analysis and would need to consider providing mitigation, if the project is forecasted to cause an increase in average VMT through the TAZ.

CEQA Section 15064.3 requires use of VMT, which is also found in CEQA Guidelines Appendix G Question XVII. Transportation: a) "Conflict with [transportation] program, plan, or policy...." It also aligns with question b) "consistency with Section 15064.3 [(VMT) policy]." However, questions c) "hazards due to design or incompatible use", which can include safety standards and functional impact to roads, and d) "inadequate emergency access" still require volumetric analysis. Therefore, it is recommended that the current Tulare County General Plan adopted Level of Service (LOS) standards remain in effect and retained for roadway operational analysis in the project approval process to provide roadway improvements under General Plan Policy. **TC-1.16 County Level Of Service (LOS) Standards** states, "The County shall strive to develop and manage its roadway system (both segments and intersections) to meet a LOS of "D" or better. If signalization requirements are not met by the "warrants" for mitigating LOS which is sometimes the case even with a LOS D or worse, than those funds too could be used to apply to local ATP projects.

In the rare case that the VMT mitigation becomes infeasible, the Board of Supervisors will always have the ability to find that feasible mitigation does not exist, and that a Statement of Overriding Consideration is appropriate.

### **Environmental Summary**

The Addendum Environmental Impact Report is consistent with the California Environment Quality Act (CEQA) and the State CEQA Guidelines, pursuant to Title 14 Cal. Code Regulations, Section 15090 (State Clearinghouse No. 2006041162).

The Environmental Assessment Officer has approved the Addendum Environmental Impact Report for public review indicating an Addendum Environmental Impact Report is the appropriate environmental document for the project and that the proposed project is consistent with the Tulare County General Plan Environmental Impact Report.

### **FISCAL IMPACT/FINANCING:**

The costs associated with this proposed General Plan Amendment will not cause any additional Net County Cost to the General Fund beyond what is currently budgeted in the appropriate fiscal year budget.

As a result of VMT analysis, certain larger projects may be required to mitigate transportation impacts by funding or supporting nearby transportation improvements



**SUBJECT:** Adopt General Plan Amendment GPA 20-003

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that reduce vehicle miles traveled, such as sidewalk and transit projects.

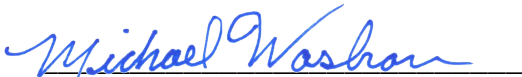
**LINKAGE TO THE COUNTY OF TULARE STRATEGIC BUSINESS PLAN:**

The update of this Transportation and Circulation Element General Plan Amendment can implement Tulare County's five-year Strategic Business Plan. For example, the Business Plan's Quality of Life Goal can be achieved because improved complete streets infrastructure opportunities and improved air quality through the Vehicle Miles Travelled Guidelines are likely to occur from updated planning. The Economic Well-Being Goal can be achieved because business opportunities are likely to be facilitated through updated planning and transportation infrastructure, thereby contributing to an increase in jobs, income and property value.

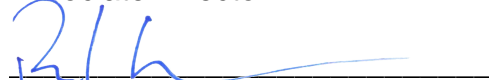
**ADMINISTRATIVE SIGN-OFF:**



Aaron R. Bock, MCRP, JD, LEED AP  
Assistant Director, Economic Development & Planning



Michael Washam  
Associate Director



Reed Schenke, P.E.  
Director

cc: County Administrative Office

Attachment(s) Attachment No. 1 – Planning Commission Agenda Package  
Attachment No. 2 – Letter of Support

**BEFORE THE BOARD OF SUPERVISORS  
COUNTY OF TULARE, STATE OF CALIFORNIA**

IN THE MATTER OF ADOPT GENERAL ) Resolution No. \_\_\_\_\_  
PLAN AMENDMENT GPA 20-003 )

UPON MOTION OF SUPERVISOR \_\_\_\_\_, SECONDED BY  
SUPERVISOR \_\_\_\_\_, THE FOLLOWING WAS ADOPTED BY THE  
BOARD OF SUPERVISORS, AT AN OFFICIAL MEETING HELD \_\_\_\_\_, BY  
THE FOLLOWING VOTE:

AYES:  
NOES:  
ABSTAIN:  
ABSENT:

ATTEST: JASON T. BRITT  
COUNTY ADMINISTRATIVE OFFICER/  
CLERK, BOARD OF SUPERVISORS

BY: \_\_\_\_\_  
Deputy Clerk

\* \* \* \* \*

1. Held a Public Hearing at 9:30 a.m. or shortly thereafter.
2. Adopted and Certified the Addendum to the Tulare County General Plan, Environmental Impact Report, under the California Environmental Quality Act (CEQA), and the Mitigation Monitoring and Reporting Program (MMRP) for the proposed 2020 Transportation and Circulation Element Amendment and Vehicle Miles Traveled Guidelines (SB 743 Implementation) and Complete Streets Policy (AB 1358) (SCH #2006041162) consistent with Planning Commission Resolution No. 9751; and
3. Adopted General Plan Amendment No. GPA 20-003 for the Proposed 2020 Transportation and Circulation Element Amendment and Vehicle Miles Traveled Guidelines (SB 743 Implementation) and Complete Streets Policy (AB 1358) consistent with Planning Commission Resolution No. 9752.

Attachment No. 1 – Planning Commission Agenda Package



**RESOURCE MANAGEMENT  
AGENCY  
COUNTY OF TULARE  
PLANNING COMMISSION  
SUMMARY**

5961 S. Mooney  
Blvd  
Visalia, CA 93277  
624-7000 Phone  
730-2653 Fax

**PLANNING COMMISSION**

**CHAIRMAN:** Bill Whitlatch  
**VICE-CHAIR:** Maria McEloy  
**COMMISSIONERS:**  
John Elliott  
Gil Aguilar (Alternate)  
Wayne O. Millies  
Ed Dias  
Steve Pearson  
Vacant

**AIRPORT LAND USE COMMISSIONERS  
(ALUC)**

Bill Whitlatch  
Vacant  
Steve Dwelle

<p><b>Project Number(s):</b> 2020 Transportation and Circulation Element Amendment- Vehicle Miles Traveled Guidelines (SB 743 Implementation) and Complete Streets Policy (AB 1358) <u>General Plan Amendment</u> GPA 20-003 – 2020 Transportation and Circulation Element Amendment- Vehicle Miles Traveled Guidelines (SB 743 Implementation) and Complete Streets Policy (AB 1358)</p>	<p><b>Agenda Date:</b></p>	<p><b>July 22, 2020</b></p>
<p><b>Applicant:</b> TC Board of Supervisors</p>	<p><b>Agenda Item Number:</b></p>	
<p><b>Agent:</b> N/A</p>	<p style="text-align: center;"><b>AGENDA ITEM TYPE</b></p>	
<p><b>Subject:</b> Recommendations to the Board of Supervisors:</p> <p>Planning Commission Public Hearing on the Proposed 2020 Transportation and Circulation Element Amendment – Vehicle Miles Traveled Guidelines (SB 743 Implementation) and Complete Streets Policy (AB 1358)</p> <p><b>Exceptions:</b> N/A <b>Waiver:</b> N/A <b>Environmental Review:</b> Addendum EIR</p>	<p>Presentation</p>	
	<p>Consent Calendar</p>	
	<p>Unfinished Business</p>	
	<p>New Business</p>	
	<p>Public Hearing</p>	<p style="text-align: center;">X</p>
<p><b>Motion(s):</b> 2 Motions to Recommend Approval</p>	<p style="text-align: center;"><b>ACTION REQUESTED</b></p>	
<p><b>Contact Persons:</b> Aaron R. Bock and Dave Bryant</p>	<p>Resolution – Board of Supervisors</p>	
	<p>Resolution(s) – Planning Commission</p>	<p style="text-align: center;">X</p>
	<p>Decision - Director</p>	

**RECOMMENDATION(S):**

**That the Planning Commission:**

1. Hold a Public Hearing
2. Receive a Staff Presentation on the Proposed 2020 Transportation and Circulation Element Amendment- Vehicle Miles Traveled Guidelines (SB 743 Implementation), Complete Streets Policy (AB 1358) and Proposed Addendum Environmental Impact Report;
3. Open the Public Hearing and receive public comment regarding the Proposed 2020 Transportation and Circulation Element Amendment- Vehicle Miles Traveled Guidelines (SB 743 Implementation), Complete Streets Policy and the Proposed Addendum Environmental Impact Report);

**SUBJECT:** Transportation and Circulation Element SB 743 & AB 1358 (GPA 20-003)

4. Close the Public Hearing and approve, by separate motion, approve the following Planning Commission recommendations to the Board of Supervisors:
  - A. Certification and adoption of the Addendum Environmental Impact Report, under the California Environmental Quality Act (CEQA), and the Mitigation Monitoring and Reporting Program (MMRP Proposed 2020 Transportation and Circulation Element Amendment- Vehicle Miles Traveled Guidelines (SB 743 Implementation)/Complete Streets Policy (AB 1358) (SCH #2006041162);
  - B. Adoption of General Plan Amendment No. GPA 20-003 for the Proposed 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation) and Complete Streets Policy (AB 1358).

**PLANNING COMMISSION ALTERNATIVES:**

**Alternative No. 1:** Move to recommend approval, subject to modifications as discussed by the Planning Commission.

**Alternative No. 2:** Move to recommend denial.

**Alternative No. 3:** Refer back to Staff for further study and report.

**ENVIRONMENTAL SUMMARY:**

Proposed 2020 Transportation and Circulation Element Amendment- Vehicle Miles Traveled Guidelines (SB 743 Implementation) and Complete Streets Policy - An Addendum Environmental Impact Report, State Clearinghouse Number (SCH#2006041162) has been approved for this project by the Environmental Assessment Officer indicating that the proposed project will not have a significant effect on the environment (**See Attachment No. 1 Exhibit A Addendum Environmental Impact Report**).

**PROJECT SUMMARY:**

**Vehicle Miles Traveled Guidelines (SB 743 Implementation)**

The Proposed 2020 Transportation and Circulation Element Amendment- Vehicle Miles Traveled Guidelines would establish Tulare County's Vehicle Miles Traveled Guideline (VMT Guidelines or Guidelines) for the implementation of Senate Bill 743 (SB 743) in the unincorporated area of Tulare County (See Attachment 2). SB 743 was passed by the legislature and signed into law in the fall of 2013. This legislation led to a change in the way that transportation impacts will be measured under the California Environmental Quality Act (CEQA).

Starting on July 1, 2020, automobile delay and level of service (LOS) may no longer be used as the performance measure to determine the transportation impacts of land development projects under CEQA and the new performance measure will be vehicle miles traveled (VMT). Although statewide guidance for the implementation of SB 743 has been written by the Governor's Office of Planning and Research (OPR), CEQA allows lead agencies (including Tulare County) the latitude to determine their own methodologies and significance thresholds for CEQA technical studies. The SB 743 guidelines provided in proposed guidelines are based on the statewide guidance provided by OPR, but they include clarifications and details tailored for and specific to local conditions in Tulare County.

**SUBJECT:** Transportation and Circulation Element SB 743 & AB 1358 (GPA 20-003)

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

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

VMT analysis for land development projects is to be conducted by comparing a project's VMT/capita or VMT/employee to the average VMT/capita or VMT/employee for the traffic analysis zone (TAZ) in which the project is located. Projects that have a VMT/capita or VMT/employee equal to or above the average for the TAZ are required to provide mitigation in the form of relatively low-cost improvement projects that would support travel by bicycling or walking or provide justification that improvements at the regional level are sufficient to mitigate their VMT impacts. Certain projects such as small projects and local-serving retail projects would be presumed to have a less than significant impact and would not be required to do a VMT analysis. It is important to note that goods movement (e.g., the transport of raw or finished products from one location to another, for example, transfer of milk to an ice cream producing plant and then the transfer of ice cream to a distributor or directly to a retailer) is not subject to SB 743 and only passenger trips need to be considered in a VMT analysis.

Transportation projects that are focused on improvements to travel by bicycling, walking, and transit would be presumed to have a less than significant impact (as these modes of travel eliminate or reduce miles travelled by a vehicle) and would not be required to do a VMT analysis. Certain small roadway projects and all roadway projects that are consistent with the General Plan would be presumed to have a less than significant impact (as these projects have been anticipated to accommodate projected growth and/or are planned improvements to the roadway system for safety, to meet current roadway standards, or to improve roads that are functionally obsolete). Larger roadway projects that are inconsistent with the General Plan would need to conduct a VMT analysis and would need to consider providing mitigation if the project is forecasted to cause an increase in VMT.

Although VMT will be the performance measure for CEQA transportation studies, California jurisdictions may still require consideration of roadway operational analysis in the project approval process and may condition projects to provide roadway improvements. Guidelines are provided for the evaluation of the effect of projects on roadways, including the determination of appropriate roadway improvements.

It is recommended that the current Tulare County General Plan adopted Level of Service (LOS) standards remain in effect and be retained for roadway operational analysis in the project approval process and may be utilized to condition projects to provide roadway improvements as feasible and appropriate:

**SUBJECT:** Transportation and Circulation Element SB 743 & AB 1358 (GPA 20-003)

### **TC-1.16 County Level Of Service (LOS) Standards**

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

#### Complete Streets

Legislatively, the California Complete Streets Act (AB 1358) requires all cities and counties to identify how to provide for routine accommodation of all roadway users, including motorists, pedestrians, bicyclists, people with disabilities, seniors, and users of public transportation. Beginning in the fall of 2013, through funding from TCAG and intensive community outreach, RMA staff has worked diligently to complete 16 Complete Streets Programs, with twenty-six (26) roadways designed to 30% (“Projects”). Six Programs were approved through the Community Plan Updating Process, nine were approved independently; and recent plans including, Three Rivers, which was completed upon the adoption of the Three Rivers Community Plan in June 2018 and Lemon Cove in February 2020.

The adopted Tulare County General Plan Transportation and Circulation Element includes policies that support a balanced multi-modal transportation network including policies that support the development of bicycle and pedestrian facilities, but does not specifically include the term “Complete Streets” in the policy section of the element.

The proposed Complete Streets policy will build on the existing adopted Complete Street Plans and formalize the existing and future Complete Streets Framework through inclusion in the Tulare County General Plan Transportation and Circulation Element (See Attachment 2).

The Tulare County Board of Supervisors, on October 15, 2019, approved a General Plan Initiation (GPI 19-004) for the Proposed 2020 Transportation and Circulation Element Amendment- Vehicle Miles Traveled Guidelines (SB 743 Implementation) and Complete Streets (Resolution Number 2019-0884).

The Initial Addendum Environmental Impact Report can be found on the Tulare County Web Site: <https://tularecounty.ca.gov/rma/index.cfm/planning-building/environmental-planning/environmental-impact-reports/addendum-eir-for-the-2020-transportation-and-circulation-element-amendment/>

#### **Overview of the VMT analysis:**

The VMT analysis methodology for land development projects was developed in order to accomplish the following:

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

**SUBJECT:** Transportation and Circulation Element SB 743 & AB 1358 (GPA 20-003)

The starting point for the VMT analysis provided in these Guidelines was OPR's December 2018 technical advisory. OPR recommends determining the project VMT/capita or VMT/employee and comparing it to regional and/or citywide averages. For urban, suburban, and rural areas within counties that are part of Metropolitan Planning Areas (MPO's), OPR recommends use of VMT/capita and VMT/employee significance thresholds that are 15% below the appropriate averages. OPR also states that for rural areas outside MPO's, significance thresholds may be best determined on a case-by-case basis.

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

Building on the OPR guidance, these Guidelines provide a refined VMT analysis specifically tailored to the unincorporated areas within the County of Tulare's jurisdiction. These Guidelines extend OPR's concept of determining significance thresholds for rural areas on a case-by-case basis to Tulare County based on the concept that travel behavior in the small town and rural areas of Tulare County is similar to travel behavior in the rural portions of non-MPO counties.

#### Significance Thresholds

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

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



**SUBJECT:** Transportation and Circulation Element SB 743 & AB 1358 (GPA 20-003)

Appendix B includes information on project types not described above.

### Mitigation

The preferred method of VMT mitigation in Tulare County is for projects applicants to provide transportation improvements that facilitate travel by walking, bicycling, or transit. This can be accomplished as follows:

- A survey should be conducted within one-half mile of the project site to determine any gaps in facilities for walking, bicycling, or transit. For example, this could include repair of damaged or construction of new sidewalks, installation of curb ramps, provision of bicycle facilities lanes, or improvement to transit stops or access to transit routes stops. For bicycle facilities, the improvement could be a Class I, II, or III bicycle facility consistent with TCAG's Regional Active Transportation Plan or Tulare County Complete Streets plans and programs.
- If suitable improvements are not found within one-half mile of the project site, improvements could be suggested in more distant remote locations as long as they support walking, bicycling, and transit in the unincorporated area of Tulare County.
- The project list in Appendix F, based on the TCAG Regional Active Transportation Plan, can be consulted for potential projects that could be used for VMT mitigation.
- In order to provide VMT mitigation for CEQA purposes, the cost of the mitigation provided should exceed either \$20 per average daily trip generated by the project or 0.5% of the total construction cost of the project (not including land acquisition). The \$20 value per average daily trip is based on a generally typical statewide minimum roadway mitigation value of \$2,000 per single family dwelling unit and an assumption that transit, bicycling, and walking make up approximately 1% of all trips in Tulare County. The value of 0.5% of construction cost is meant to be roughly equivalent to this value but expressed in dollar equivalents.
- If a project provides mitigation that meets either or both of the VMT mitigation costs described above, it can presume a 1% reduction in VMT for reporting purposes. The goal of this mitigation is that it will be sufficient to reduce a project's VMT impacts to a level of insignificance.

In some cases, it may be infeasible for projects to meet the requirements described earlier. In these cases, a project applicant may submit reasonable justification to the County and request mitigation of VMT impacts on a regional basis. The project would then provide documentation (i.e., evidence) of how its implementation would provide funding toward unfunded projects. Suitable projects may be found in the TCAG Regional Active Transportation Plan, transit development plans, bicycle and pedestrians plans adopted at the local level, or as part of complete streets projects. Payment could be made through direct or indirect payment of fees or other monetary contributions that would be used to fund relevant improvements. In order for a project to demonstrate a 1% reduction in VMT for reporting purposes, a reasonable argument must be made and submitted by the project applicant to the County for review and subsequent approval.

### Community Plan Updates

VMT analysis for the General Plan or Community Plans would generally be conducted by comparing the total VMT/capita of the study area with the plan in the planning horizon year to the VMT/capita of the study area in the base year. This analysis would be

**SUBJECT:** Transportation and Circulation Element SB 743 & AB 1358 (GPA 20-003)

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

### Transportation Projects

SB 743 also applies to transportation projects. Consistent with the adoption language when SB 743 was incorporated into CEQA by the Natural Resources Agency, lead agencies have the discretion to continue using level of service and delay as the performance measure to determine the impacts of transportation projects or to choose a different performance measure. As recommended in OPR's Technical Advisory, Tulare County has determined that it is appropriate to use VMT as the performance measure for transportation projects.

Consistent with OPR's Technical Advisory, certain types of transportation projects are presumed to have a less than significant impact on transportation. A list of these project types is shown below. Additional project types that have similar VMT characteristics to the projects described below can also be presumed to have a less than significant impact. A determination of whether a proposed project has similar VMT characteristics to the project types listed below will need to be conducted at the time of analysis.

Certain roadway projects would also have a less than significant impact. This could occur when a new roadway is proposed that would reduce the lengths required between local origins and destinations. For example, a proposed new roadway could reduce VMT if it allowed for less out of direction travel to key destinations than existing available travel routes.

The projects that meet the screening criteria have been categorized into different project types and they include the following:

### Maintenance

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

### Safety

- Roadside safety devices or hardware installation such as median barriers and guardrails

**SUBJECT:** Transportation and Circulation Element SB 743 & AB 1358 (GPA 20-003)

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

#### Operational Improvements

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

#### Transit

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

#### Reductions in Roadway Capacity

- Reduction in number of through lanes

#### Pedestrian and Bicycle Facilities

- Addition of new or enhanced bike or pedestrian facilities on existing streets/highways or within existing public rights-of-way
- Addition of Class I bike paths, trails, multi-use paths, or other off-road facilities that serve non-motorized travel

#### **General Plan Amendments:**

##### Vehicle Miles Traveled Guidelines (SB 743 Implementation)

The Proposed 2020 Transportation and Circulation Element Amendment- Vehicle Miles Traveled Guidelines (SB 743 Implementation) established with this proposed General Plan Amendment implements the Tulare County General Plan and Tulare County Climate Action Plan. A key element of the Tulare County’s Climate Action Plan (Updated

**SUBJECT:** Transportation and Circulation Element SB 743 & AB 1358 (GPA 20-003)

December 2018) is the reduction of VMT. These Guidelines will help support Tulare County's Climate Action Plan through implementation of VMT-reducing strategies at a project level.

In addition to the Climate Action Plan, the Tulare County General Plan includes a number of goals that relate to climate change, sustainability, and multimodal transportation networks. The implementation of SB 743 will support these goals by measuring the CEQA transportation impacts of land development and transportation projects in terms of vehicle miles traveled. Use of this performance measure will encourage projects to provide improvements that will support walking, bicycling, and travel by transit, all of which will support the County's climate change and sustainability goals. In some cases, project applicants may incorporate multimodal improvements as a project feature and in other cases, they may be encouraged to provide appropriate levels of improvements as mitigation for significant VMT impacts.

The Transportation and Circulation Element of the General Plan identifies a target goal of level of service D (LOS D) for roadway operations. Historically, LOS D has also been used as a significance threshold for CEQA transportation analysis. After July 1, 2020, as specified in SB 743, roadway operations will no longer be an appropriate CEQA significance threshold and the County Transportation and Circulation Element will be amended to reflect this change. Maintenance of level of service D or better roadway operations will still be an important goal for the County, but actions to achieve this goal will be outside the CEQA process. Chapter 6 of this report provides a recommended methodology for conducting roadway operational analysis and the provision of roadway improvements after the implementation of SB 743.

As previously mentioned, it is recommended that the current Tulare County General Plan adopted Level of Service (LOS) standards remain in effect and be retained for roadway operational analysis in the project approval process and may be utilized to condition projects to provide roadway improvements as feasible and appropriate:

#### **TC-1.16 County Level Of Service (LOS) Standards**

The County shall strive to develop and manage its roadway system (both segments and intersections) to meet a LOS of "D" or better in accordance with the LOS definitions established by the Highway Capacity Manual.

##### Complete Streets

The adopted Tulare County General Plan Transportation and Circulation Element includes policies that support a balanced multi-modal transportation network including policies that support the development of bicycle and pedestrian facilities, but does not specifically include the term "Complete Streets" in the policy section of the element.

The proposed Complete Streets policy will build on the existing adopted Complete Street Plans and formalize the existing and future Complete Streets Framework through inclusion in the Tulare County General Plan Transportation and Circulation Element (See Attachment 2).

**SUBJECT:** Transportation and Circulation Element SB 743 & AB 1358 (GPA 20-003)

**ENVIRONMENTAL SUMMARY:**

The Addendum Environmental Impact Report consistent with the California Environment Quality Act (CEQA) and the State CEQA Guidelines, pursuant to Title 14 Cal. Code Regulations, Section 15090, (State Clearinghouse# 2006041162.

The Environmental Assessment Officer has approved the Addendum Environmental Impact Report for public review indicating an Addendum Environmental Impact Report is the appropriate environmental document for the project and that the proposed project. The Notice of Public Hearing to Adopt an Addendum Environmental Impact Report was published on July 8, 2020 Ten (10) days before the scheduled public hearing on July 22, 2020.

**PUBLIC NOTICE:**

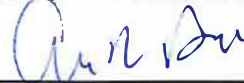
Government Code §65009(b) requires the County to include in any public notice pursuant to Government Code, Title 7, Planning and Land Use, a notice substantially stating all of the following: "If you challenge the project in court, you may be limited to raising only those issues you or someone else raised at the public hearing described in this notice, or in written correspondence delivered to the County of Tulare at, or prior to, the public hearing."

**SPECIAL PROJECTS**



Dave Bryant, Chief Planner

**PROJECT PROCESSING**



Aaron R. Bock, MCRP, JD, LEED AP  
Assistant Director  
Economic Development & Planning Branch

**ENVIRONMENTAL PLANNING**

  
Hector Guerra, Chief Planner  
Environmental Planning Division

**RESOURCE MANAGEMENT AGENCY**

  
Michael Washam,  
Associate Director  
Economic Development & Planning Branch

**ATTACHMENTS:**

Attachment No. 1 – Planning Commission Resolution Recommending the Board of Supervisors Certify and Adopt an Addendum Environmental Impact Report.

Exhibit "A" – 2020 Vehicle Miles Traveled Guidelines (SB 743 Implementation) and 2020 Complete Streets Policy Transportation and Circulation Element Policy Amendment Addendum Environmental Impact Report

**SUBJECT:** Transportation and Circulation Element SB 743 & AB 1358 (GPA 20-003)

Attachment No. 2 – Planning Commission Resolution – General Plan Amendment (GPA 20-003)

Exhibit “A” – 2020 Vehicle Miles Traveled Guidelines (SB 743 Implementation)

Exhibit “B” – 2020 Complete Streets Transportation and Circulation Element Policy Amendment

Attachment No. 3 – Staff Report

Attachment No. 4 – General Plan Initiation (GPI 19-004)

Attachment No. 5 – Public Hearing Notice

Attachment No. 6 – Notice of Determination

**Attachment No. 1 – Planning Commission Resolution Recommending the  
Board of Supervisors Certify and Adopt an Addendum  
Environmental Impact Report**

BEFORE THE PLANNING COMMISSION

COUNTY OF TULARE, STATE OF CALIFORNIA

IN THE MATTER OF THE ADDENDUM )  
ENVIRONMENTAL IMPACT REPORT )  
FOR THE 2020 TRANSPORTATION )  
AND CIRCULATION ELEMENT AMENDMENT ) RESOLUTION NO. 9751  
VEHICLE MILES TRAVELLED GUIDELINES )  
(SB 743 IMPLEMENTATION) AND )  
COMPLETE STREETS POLICY (GPA 20-003) )

Resolution of the Tulare County Planning Commission (“Commission”) recommending adoption to the Board of Supervisors (“Board”) of the Addendum to the (2012) Tulare County 2030 General Plan Final Environmental Impact Report (State Clearinghouse No. 2006041162) for the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets policy. The General Plan Amendment is required to (i) Meet the requirements of CEQA, including the new SB 743 regulations that were adopted into CEQA in December 2018 and go into effect on July 1, 2020, (ii) Provide for transportation improvements to be built that benefit Tulare County residents and facilitate travel by walking, bicycling, and transit, (iii) Provide for analysis and mitigation of VMT impacts in a way that is feasible and within the scale of land development projects in Tulare County, and (iv) the Complete Streets policy will build on the existing adopted Complete Street Plans and formalize the existing and future Complete Streets Framework through inclusion in the Tulare County General Plan Transportation and Circulation Element (See Attachment 2) pursuant to Section 15164 of the CEQA Guidelines.

WHEREAS, on October 15, 2019, the Board, by Resolution No. 2019-0884, approved the Economic Development and Planning Branch’s proposal to prepare the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies; and

WHEREAS, The County prepared a Final EIR for the 2010 draft Tulare County General Plan 2030 Update (SCH #2006041162) and released the Final EIR for public review on or about August 30, 2011. The FEIR for the General Plan 2030 Update was prepared in compliance with the CEQA (Public Resources Code Section 21000 et seq. and the CEQA Guidelines (California Code of Regulations, Title 14). The Final EIR was distributed on CD to the State Clearinghouse, and all agencies who commented on the RDEIR. Individual notices of the FEIR availability were sent to agencies, organizations, and individuals who commented on the RDEIR. The Final EIR was available in all Tulare County Libraries, at the Tulare County Resource Management Agency and the following website, <http://generalplan.co.tulare.ca.us>; and,

WHEREAS, The Board of Supervisors has given notice of the proposed amendment to the General Plan as provided in Sections 65355, 65090, and 65091 of the Government Code of the State of California. A public notice was printed in the Dinuba Sentinel on August 23, 2012 the



Visalia Times Delta, Porterville Recorder, and the Tulare Advance Register on August 17, 2012 at least ten days prior to the public hearing before the Board of Supervisors on August 28, 2012.; and,

WHEREAS, this Addendum EIR for the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies, inclusive of: General Plan Amendment No. GPA 20-003 an amendment to the Transportation and Circulation Element; and

WHEREAS, on July 8, 2020, pursuant to State CEQA Guidelines, the Notice of Intent to Adopt the Addendum EIR for the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies, was published in the Foothills Sun-Gazette (a newspaper of general circulation in Tulare County) and posted on the Tulare County Resource Management Agency (RMA) website <https://tularecounty.ca.gov/rma/index.cfm/planning-building/environmental-planning/environmental-impact-reports/addendum-eir-for-the-2020-transportation-and-circulation-element-amendment/>; and

WHEREAS, through a good faith and substantial analysis of environmental impacts from this Project in the Addendum EIR, staff found, and the Commission agrees, that all impacts are less than significant, and that an addendum to a previously certified EIR is appropriate as some changes or additions are necessary but none of the conditions described in Section 15162 calling for preparation of a subsequent EIR have occurred; and therefore, the Addendum EIR is the appropriate level of environmental review under CEQA for this Project; and

WHEREAS, the Environmental Assessment Officer has reviewed and authorized the processing of the Addendum Environmental Impact Report for the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets;

WHEREAS, the Addendum Environmental Impact Report (Exhibit "A"), is attached and incorporated by reference herein; and

WHEREAS, the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies will become consistent with the Tulare County General Plan 2030 Update, and will include the following primary goals and objectives;

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

- c) Reduce vehicle miles travelled throughout the County, thereby positively affecting air quality and greenhouse gas reduction; and
  - d) Help to improve the circulation and transit systems within this community, including, but not limited to, laying the groundwork for the construction of key projects such as Safe Routes to Schools, Complete Streets, and Bike Lanes/Pedestrian Paths.
- 2) Complete Streets - It is expected that the community planning areas will be improved for the following reasons:
- a) To design and implement a multi-modal transportation system that will serve projected future travel demand, minimize congestion, and address future growth; and
  - b) Provide designated routes and loading standards that reduce the noise and safety concerns associated with truck traffic; and
  - c) Provide safe and convenient pedestrian access between residential neighborhoods, parks, open space, and schools that service those neighborhoods; and
  - d) Ensure the provision of adequate off-street parking for all land uses; and
  - e) Provide a transportation system that is integrated with the region; and
  - f) Encourage the use of public transit services to reduce reliance on the automobile; and
  - g) Provide efficient goods movement; and
  - h) Provide safe and convenient facilities for non-motorized modes of transportation that enhance the future livability and character of unincorporated communities.
- 3) Strengthening Relationship with TCAG - An important benefit of the Complete Streets process will be the opportunity for RMA to strengthen the County's relationship with the Tulare County Association of Governments (TCAG) in that this and other transportation plans will help to facilitate the funding and implementation of several key transportation programs such as Safe Routes to Schools, and other Bike/Pedestrian Projects. By pursuing these transportation programs through a heightened collaborative process, the likelihood of getting actual projects in the ground will be realized faster than historically achieved. In doing so, these communities and others can become safer and healthier by providing a more efficient transportation network.

WHEREAS, on Wednesday, July 2, 2020, a Notice of Public Hearing was duly sent to public agencies, pertinent departments, and interested parties, and published on July 8, 2020 in the Foothill Sun-Gazette (a newspaper of general circulation in Tulare County) for a Commission meeting set for Wednesday, July 22, 2020; and

WHEREAS, a public hearing was conducted on July 22, 2020, at the regular Planning Commission in the Board of Supervisors Chambers, where there was an opportunity for public testimony to be received on 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies; and

WHEREAS, at that meeting on July 8, 2020, Staff presented evidence to the Planning Commission,

WHEREAS, this resolution recommended approval and certification of the Addendum EIR for the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies;

WHEREAS, the Commission finds that the Staff of the Tulare County RMA has conducted the necessary investigations (including environmental review of this matter); prepared a written Staff Report (made a part hereof), and provided additional information affecting this Addendum EIR, at the public hearing noticed, convened and conducted for this matter; and based on substantial evidence, submitted this Addendum EIR, for the consideration of, and action by, the Commission; and

NOW, THEREFORE, BE IT RESOLVED as follows:

1. This Commission hereby recommends certification by the Board based on their findings and substantial evidence in the record that the analysis presented in the Addendum EIR (SCH #2006041162), for the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies (GPA 20-003) has been completed in compliance with CEQA and the State CEQA Guidelines.

2. This Commission further finds that a Public Hearing was opened and closed at the conclusion of the items discussion, at a regular meeting of the Commission held on July 22, 2020.

3. This Commission is deemed the recommending body, and the Board is the approving body, with respect to the Addendum EIR for the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies. In the context of CEQA, the County is the "Lead Agency."

4. Therefore, the findings made in regards to the Addendum EIR, for the Project, are recommended by the Commission for the County as Lead Agency on July 22, 2020, by Resolution No. 9751.

5. Consistent with Public Resource Code section 21081 and State CEQA Guidelines sections 15091 through 15093 (including Public Resources Code section 21061.1 and State CEQA Guidelines section 15364 relating to the definition of "feasibility"), the Commission hereby makes various findings relating to the less than significant effects identified in the Project Addendum EIR. Based on substantial evidence in the Addendum EIR and pursuant to the discussion in each section of the Addendum EIR, and the Public Record of Proceedings, the Commission finds and declares that the an addendum to the previously certified EIR is appropriate as some changes or additions are necessary but none of the conditions described in Section 15162 calling for preparation of a subsequent EIR have occurred.

AND, BE IT FURTHER RESOLVED as follows:

A. The Commission, after considering all of the evidence presented, hereby determines the following findings to be relevant in evaluating the General Plan Amendment:

1. The 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies is recommended to the Board for approval.
2. The amendment of the General Plan Transportation and Circulation Element to incorporate “Complete Streets Policies” contained in the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies is recommended to the Board for approval.
3. The amendment of the General Plan Transportation and Circulation Element to incorporate “Vehicle Miles Traveled Guidelines (SB 743 Implementation)” contained in the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies is recommended to the Board for approval.
4. State law requires that the County General Plan shall be internally consistent. The amendments are consistent with the Transportation and Circulation, Element of the Tulare County General Plan.
5. The Environmental Assessment Officer approved the Addendum EIR, prepared for the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies.
6. This Commission hereby finds, based on substantial evidence that the analysis presented in the Addendum EIR, for the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies (GPA 20-003) has been completed in compliance with CEQA and the State CEQA Guidelines.
7. RMA Staff coordinated with Caltrans as part of the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets policies.

B. The Commission finds that the County is required to implement Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets policies (AB 1358). Therefore, the public will benefit from the Project as it will implement the General Plan and advance socially desirable community improvements that are environmentally and economically sound.

C. The Commission confirms that the Addendum EIR, is available at the Tulare County Resource Management Agency at 5961 South Mooney Boulevard, Visalia, California 93277, (559) 624-7000. The custodian for these documents and other material is Mr. Hector Guerra, Chief Environmental Planner, Environmental Planning Division, Tulare County Resource Management Agency.

D. The Commission hereby recommends that the Board: (i) certify and adopt the Addendum EIR, for the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies and (ii) direct the Environmental Assessment Officer, or designee, to file the Notice of Determination for the Project upon approval of the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies.

The foregoing resolution was adopted upon motion of Commissioner Millies, seconded by Commissioner Pearson, at a regular meeting of the Planning Commission on July 22, by the following roll call vote:

AYES: Whitlatch, McEloy, Elliott, Aguilar, Millies, Dias, Perterson  
NOES:  
ABSTAIN:  
ABSENT:

TULARE COUNTY PLANNING COMMISSION

  
\_\_\_\_\_  
Michael Washam, Secretary

Exhibits:

A – Addendum Environmental Impact Report

**Exhibit "A" – Addendum Environmental Impact Report**

**2020 Vehicle Miles Traveled Guidelines and 2020 Complete Streets  
Policy Transportation and Circulation Element Policy Amendment**

**TULARE COUNTY  
RESOURCE MANAGEMENT AGENCY**



5961 South Mooney Boulevard  
Visalia, CA 93277

**FINDING OF CONSISTENCY WITH AND ADDENDUM  
TO THE FINAL PROGRAM ENVIRONMENTAL IMPACT  
REPORT (SCH NO. 2006041162) FOR THE  
TULARE COUNTY GENERAL PLAN 2030 UPDATE  
CERTIFIED ON AUGUST 28, 2012**

FOR GENERAL PLAN AMENDMENT NO. 20-003  
TO ADOPT SB 743 GUIDELINES

July 2020

Prepared by

Tulare County Resources Management Agency  
Planning Branch  
Environmental Planning Division

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## **I. INTRODUCTION**

General Plan Amendment No. 20-003 (“GPA 20-003”) is necessary, for California Environmental Quality Act (“CEQA”) purposes, to amend the County of Tulare’s use of automobile delay and Level of Service (“LOS”) matrix to Vehicle Miles Travelled (“VMT”<sup>1</sup>) as required by SB 743. The County of Tulare will implement SB 743 through the use of the SB 743 Guidelines (“Guidelines”, included in Appendix “A” of this document). The Guidelines exclusively apply within unincorporated areas within Tulare County, that is, incorporated cities (e.g., Visalia) will not be subject to these Guidelines. SB 743 is scheduled to be implemented effective July 1, 2020, or as soon thereafter as approved by the Tulare County Board of Supervisors.

### **A. DETERMINATION**

This document is a Finding of Consistency to examine the environmental effects of the proposed SB 743 Guidelines (the “Guidelines”). This document has been prepared in accordance with the relevant provisions of the California Environmental Quality Act (CEQA) of 1970 (as amended) and the State CEQA Guidelines as implemented by the County of Tulare. According to Section 15168(c)(2) of the State CEQA Guidelines, a program EIR can be used in compliance with CEQA to address the effects of a subsequent activity so long as the activity is within the scope of the project covered by the program EIR and no new effects are found and no new mitigation measures would be required. As supported by the analysis presented in this document, the SB 743 Guidelines would not result in any new or substantially greater significant environmental effects or require any new mitigation measures not identified in the Tulare County General Plan 2030 Update.

This document is a Finding of Consistency (Finding) with the 2012 Program Environmental Impact Report (“EIR”) that was certified by the Tulare County Board of Supervisors (“Board”) on August 28, 2012, Tulare County General Plan 2030 Update (“General Plan” or “General Plan Update”) via Resolution 2012-0699. This Finding examines the environmental effects of proposed GPA 20-003 SB 743 Guidelines. This document has been prepared in accordance with the relevant provisions of the California Environmental Quality Act (“CEQA”) of 1970 (as amended) and the Guidelines for Implementation of the California Environmental Quality Act (“CEQA Guidelines”) as implemented by the County of Tulare. According to Section 15168(c)(2) of the State CEQA Guidelines, a program EIR can be used in compliance with CEQA to address the effects of a subsequent activity so long as the activity is within the scope of the project covered by the program EIR and no new effects are found and no new mitigation

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<sup>1</sup> “Vehicle miles traveled (VMT) is a performance measure used in transportation planning for a variety of purposes. It measures the amount of vehicle travel in a geographic region over a given period of time. When one vehicle travels a distance of one mile, it generates one vehicle mile traveled.” Draft Tulare County SB 742 Guidelines. Page 1. Prepared by VRPA Technologies, June 2020. Included as Appendix “A” of this document.

measures would be required. As supported by the analysis presented in this document, the SB 743 Guidelines would not result in any new or substantially more great significant environmental effects or require any new mitigation measures not identified than what was analyzed in the Tulare County General Plan 2030 Update Recirculated Program Environmental Impact Report.

As verified in this Finding, the analyses and conclusions in the 2012 EIR remain current and valid. As noted earlier, SB 743 requires the County to use VMT, as a replacement to LOS, as the metric when analyzing impacts of land development project's CEQA impacts. As such, the proposed Project, would not cause new significant effects not identified in the 2012 EIR nor increase the level of environmental effect to substantial or significant, and, hence, no new mitigation measures would be necessary to reduce significant effects. No change has occurred with respect to circumstances surrounding the Proposed Project that would cause new or substantially more severe significant environmental effects than were identified in the 2012 EIR. In addition, no new information has become available that shows that the project would cause new or substantially more severe significant environmental effects which have not already been analyzed in the 2012 EIR. Therefore, no further environmental review is required beyond this Finding.

This Finding incorporates all of the applicable mitigation measures detailed in the 2012 EIR for the Air Quality, Energy, Greenhouse Gases, and Traffic and Circulation (Transportation) resources. With this Finding, the proposed Project would still be within the framework of the evaluation for the 2012 Tulare County General Plan 2030 Recirculated EIR.

## **B. BACKGROUND**

The intent of SB 743 is to bring CEQA transportation analyses into closer alignment with other statewide policies regarding greenhouse gases, complete streets, and smart growth. Using VMT as a performance measure instead of LOS is intended to discourage suburban sprawl, reduce greenhouse gas emissions, and encourage the development of smart growth, complete streets, and multimodal transportation networks.

On April 29, 2006, in accordance with CEQA, the County of Tulare filed a Notice of Preparation ("NOP") with the California State Clearinghouse in the Governor's Office of Planning and Research as notification that a Draft EIR would be prepared for the Tulare County General Plan 2030 Update (General Plan Update EIR). The NOP was distributed to involved public agencies and other interested parties for a 30-day public review period (ending May 29, 2006). The purpose of the public review period was to solicit comments on the scope and content of the environmental analysis to be included in the EIR.

*Finding of Consistency/Addendum  
To the 2012 Tulare County General Plan 2030 Update  
Recirculated Environmental Impact Report SCH No. 2006041162  
July 2020*

On January 14, 2008, a Notice of Completion for a Draft EIR for the General Plan Update EIR, was filed with the State Clearinghouse, together with the requisite number of copies of the Draft EIR to be mailed to affected public agencies and interested parties, indicating a 90-day review period commencing on January 14, 2008, and ending on April 15, 2008.

On March 25, 2010, a Notice of Completion for a Recirculated Draft EIR for the General Plan Update was posted by the OPR/SCH indicating a 60-day review period commencing on March 25, 2010 and ending on May 27, 2010.

On March 25, 2010, a Notice of Availability of a Recirculated Draft EIR was duly published in the Visalia Times-Delta, Porterville Recorder, Tulare Advance Register, Valley Voice, Dinuba Sentinel, Foothills Sun-Gazette, and Kaweah Commonwealth.

On August 20, 2011, the Final EIR was released for public review and distributed to the State Clearinghouse and all agencies who commented on the Recirculated EIR. The Final EIR was also made available in all Tulare County Libraries, the Tulare County Resource Management Agency office, and on the Tulare County Website at <http://generalplan.co.tulare.ca.us/>.

On October 16, 2011, The Tulare County Planning Commission (“Commission”) held a duly noticed meeting where staff presented evidence regarding the Final EIR and the Project to the Planning Commission and answered Planning Commission questions, and the Commission held a duly notice public hearing where public testimony was received and recorded regarding the Project and Final EIR. The matter was continued to the Commission’s November 16, 2011 meeting.

On November 16, 2011, the Commission meeting continued the public hearing to receive testimony from interested parties; the matter was continued to the Commission’s December 7, 2011 meeting.

On December 7, 2011, the Commission meeting continued the public hearing to receive testimony from interested parties. The Planning Commission reviewed the Final EIR, Findings of Fact, Statement of Overriding Considerations, and Mitigation Monitoring and Reporting Program (“MMRP”) for the Project and recommended by Resolution Nos. 8636, 8637, and 8638 that the Board of Supervisors certify the Final EIR and adopt the Findings of Fact, Statement of Overriding Considerations, and MMRP that the Board of Supervisors (“Board”): approve the certification of the proposed Final Environmental Impact Report (“FEIR”) for the proposed General Plan 2030.

A Notice of Public Hearing was published in the Dinuba Sentinel, Porterville Recorder, Tulare Advance Register, and Visalia Times-Delta (all newspapers of general circulation) at least 10 days prior to the public hearing before the Board at its regular meeting on August 28, 2012.

*Finding of Consistency/Addendum  
To the 2012 Tulare County General Plan 2030 Update  
Recirculated Environmental Impact Report SCH No. 2006041162  
July 2020*

The Board reviewed and considered a FEIR for the adoption of the Tulare County General Plan 2030 Update at a duly advertised public hearing regarding the Project and Final EIR, at which time oral and documentary evidence was presented.

At its August 28, 2012 public hearing, the Board certified that the FEIR had been completed in compliance with CEQA; the FEIR was presented to the Board, AND THE Board reviewed and considered the information contained in the FEIR prior to approving the project; and the FEIR reflects Tulare County's independent judgment and analysis. Further, the Board adopted the CEQA Finding of Fact and Statement of Overriding Consideration; adopted the MMRP; and directed the Clerk of the Board to issue a Notice of Determination.

On August 29, 2012, a directed by the Board, a Notice of Determination was filed at the Tulare County Clerk's Office by the Resource Management Agency in compliance with CEQA Guidelines Section 15094.

The full original Draft EIR, Recirculated Draft EIR, and Final EIR documents and other materials that constitute the record of proceedings (which supports the Board of Supervisors decision, resolution, findings of fact, and overriding considerations) are located and available for public review at Tulare County Resource Management Agency at 5961 South Mooney Boulevard, Visalia, California 93277 (Telephone No. (559) 624-7000). The documents are also available online at: <http://generalplan.co.tulare.ca.us/>. The custodian for these documents and other materials is Mr. Hector Guerra, Chief Environmental Planner, Environmental Planning Division, Tulare County Resource Management Agency.

As discussed below in Section II.B. of this Finding of Consistency for GPA 20-003 applies to the proposed adoption of SB 743 Guidelines for the County of Tulare as applicable to CEQA analyses and determinations. This Amendment to the 2012 ACFP and 2017 Dairy CAP constitutes project modifications that could not have been evaluated in the 2012 Recirculated EIR as SB 743 was signed not into law until 2013 and the CEQA Guidelines were not updated to include VMT until December 2018, with an effective date of July 1, 2020. As such, implementation of SB 743, through the use of the proposed SB 743 Guidelines, necessitates subsequent environmental review/documentation under CEQA.

According to Section 15164(a) of the CEQA Guidelines, the lead agency or responsible agency shall prepare an addendum to a previously certified EIR if some changes or additions are necessary but none of the conditions described in Section 15162 calling for preparation of a subsequent EIR have occurred (further described below under Section I.D).

The Tulare County Board of Supervisors is the Lead Agency under CEQA and has prepared this Finding of Consistency to address the potential environmental impacts of implementing the proposed Project.

### **C. PURPOSE OF THIS FINDING OF CONSISTENCY AND ADDENDUM**

The purpose of this Finding of Consistency is to evaluate whether the proposed Project would result in any new or substantially greater significant effects or require any new mitigation measures not identified in the 2012 Tulare County General Plan 2030 Update Recirculated EIR. This Finding of Consistency, together with the 2012 Recirculated EIR, will be used by the Board when considering the proposed Project.

The Tulare County General Plan includes a number of goals that relate to climate change, sustainability, and multimodal transportation networks. The implementation of SB 743 will support these goals by measuring the CEQA transportation impacts of land development and transportation projects in terms of vehicle miles traveled. Use of this performance measure will encourage projects to provide improvements that will support walking, bicycling, and travel by transit, all of which will support the County's climate change and sustainability goals. In some cases, projects may incorporate multimodal improvements as a project feature and in other cases, they may be encouraged to provide appropriate levels of improvements as mitigation for significant VMT impacts.

The Circulation Element of the General Plan identifies a target goal of level of service D (LOS D) for roadway operations. Historically, LOS D has also been used as a significance threshold for CEQA transportation analysis. After July 1, 2020, roadway operations will no longer be an appropriate CEQA significance threshold and the County Circulation Element will be amended to reflect this change. Maintenance of level of service D or better roadway operations will still be an important goal for the County, but actions to achieve this goal will be outside the CEQA process. Chapter 6 of the SB 743 Guidelines provides a recommended methodology for conducting roadway operational analysis and the provision of roadway improvements after the implementation of SB 743.

Also, a key element of the Tulare County Climate Action Plan (December 2018) is the reduction of VMT. The proposed Guidelines will help support Tulare County's Climate Action Plan through implementation of VMT-reducing strategies at the project level.

The CEQA Guidelines establish the type of environmental documentation which is required for subsequent actions in a program. Section 15168(c)(1-5) states the following:

“Use with Later Activities: Later activities in the program must be examined in the light of the program EIR to determine whether an additional environmental document must be prepared.

1. If a later activity would have effects that were not examined in the program EIR, a new initial study would need to be prepared leading to either an EIR or a negative declaration. The later analysis may tier from the program EIR as provided in Section 15152.
2. If the agency finds that pursuant to Section 15162, subsequent EIR would be required, the agency can approve the activity as being within the scope of the project covered by the program EIR, and no new environmental document would be required. Whether a later activity is within the scope of a program EIR is a factual question that the lead agency determines based on substantial evidence in the record. Factors that an agency may consider in making that determination include, but are not limited to, consistency of the later activity with the type of allowable land use, overall planned density and building intensity, geographic area analyzed for environmental impacts, and covered infrastructure, as described in the program EIR.
3. An agency shall incorporate feasible mitigation measures and alternatives developed in the program EIR into later activities in the program.
4. Where the later activities involve site specific operations, the agency should use a written checklist or similar device to document the evaluation of the site and the activity to determine whether the environmental effects of the operation were within the scope of the program EIR.
5. A program EIR will be most helpful in dealing with later activities if it provides a description of planned activities that would implement the program and deals with the effects of the program as specifically and comprehensively as possible. With a good and detailed project description and analysis of the program, many later activities could be found to be within the scope of the project described in the program EIR, and no further environmental documents would be required.”<sup>2</sup>

The purpose of this Finding of Consistency is to analyze whether the SB 743 Guidelines is within the scope of the project described (in this instance the SB 743 Guidelines to analyze VMT rather than LOS from development projects for CEQA purposes) with the 2012 Tulare County General Plan 2030 Update Recirculated EIR, and whether it could result in any new or substantially more severe significant environmental impacts that would be greater than those identified in the 2012 Tulare County General Plan 2030 Update Recirculated EIR or require new mitigation measures.

As determined in the analysis provided herein, the SB 743 Guidelines will not involve “new significant environmental effects or a substantial increase in the severity of previously identified

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<sup>2</sup> California Code of Regulations, Title 14, Natural Resources, Division 6 Resources Agency, Chapter 3: Guidelines for the Implementation of the California Environmental Quality Act Guidelines. As amended December 28, 2018. Section 15168.

significant effects” which was not previously identified in the 2012 Tulare County General Plan 2030 Update Recirculated EIR; it is merely changing the CEQA analysis from LOS to VMT to be compliant with SB 743 and consistent with the updated CEQA Guidelines effective January 1, 2019.

It should be noted that upon adoption of the SB 743 Guidelines, future projects within the unincorporated area within the County of Tulare’s purview may be subject to their own environmental review on a case-by-case basis in accordance with CEQA. If necessary, these future projects will be required to have their own CEQA documentation prepared to analyze project-specific environmental effects that have not been sufficiently analyzed in previous EIRs.

Therefore, based on the analysis provided below, a Finding of Consistency with the 2012 Tulare County General Plan 2030 Update Recirculated Environmental Impact Report and an Addendum to the Recirculated EIR is the appropriate CEQA document.

#### **D. CEQA FRAMEWORK FOR ADDEDNDUM**

According to Section 15164(a) of the CEQA Guidelines, the lead agency or responsible agency shall prepare an addendum to a previously certified EIR if some changes or additions are necessary but none of the conditions described in Section 15162 calling for preparation of a subsequent EIR have occurred. An addendum does not need to be circulated for public review but can be included in or attached to the final EIR. The decision making body shall consider the addendum with the final EIR prior to making a decision on the project. A brief explanation of the decision not to prepare a subsequent EIR pursuant to Section 15162 should be included in an addendum to an EIR, the lead agency’s findings on the project, or elsewhere in the record. The explanation must be supported by substantial evidence.

Section 15162(a) of the CEQA Guidelines states that when an EIR has been certified for a project, no subsequent EIR shall be prepared for that project unless the lead agency determines, on the basis of substantial evidence in light of the whole record, one or more of the following:

1. Substantial changes are proposed in the project which will require major revisions of the previous EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects;
2. Substantial changes occur with respect to the circumstances under which the project is undertaken which will require major revisions of the previous EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects; or

3. New information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the previous EIR was certified as complete, shows any of the following:
  - a. The project will have one or more significant effects not discussed in the previous EIR;
  - b. Significant effects previously examined will be substantially more severe than shown in the previous EIR;
  - c. Mitigation measures or alternatives previously found not to be feasible would in fact be feasible, and would be substantially reduce one or more significant effects of the project, but the project proponents decline to adopt the mitigation measure or alternative; or
  - d. Mitigation measures or alternatives which are considerably different from those analyzed in the previous EIR would substantially reduce one or more significant effects on the environment, but the project proponents decline to adopt the mitigation measure or alternative.

This Addendum evaluates the proposed Project as a revision of the 2012 Tulare County General Plan 2030 Update Recirculated EIR. Further, this Addendum demonstrates that these modifications do not trigger any of the conditions described above. Based on the analysis provided below, an Addendum to the 2017 EIR is the appropriate CEQA document

## **II. PROJECT INFORMATION**

### **A. SUMMARY OF SENATE BILL (SB) 743**

“SB 743 was passed by the legislature and signed into law in the fall of 2013. This legislation led to a change in the way that transportation impacts will be measured under the California Environmental Quality Act (CEQA). Starting on July 1, 2020, automobile delay and level of service (LOS) may no longer be used as the performance measure to determine the transportation impacts of land development projects under CEQA. Instead, an alternative metric that supports the goals of the SB 743 legislation will be required. Although there is no requirement to use any particular metric, the use of [vehicle miles traveled] VMT has been recommended by the Governor’s Office of Planning and Research (OPR). This requirement does not modify the discretion lead agencies have to develop their own methodologies or guidelines, or to analyze impacts to other components of the transportation system, such as walking,



bicycling, transit, and safety.”<sup>3</sup> “The intent of SB 743 is to bring CEQA transportation analyses into closer alignment with other statewide policies regarding greenhouse gases, complete streets, and smart growth. Using VMT as a performance measure instead of LOS is intended to discourage suburban sprawl, reduce greenhouse gas emissions, and encourage the development of smart growth, complete streets, and multimodal transportation networks.”<sup>4</sup>

“Under CEQA, lead agencies can determine their own methodologies and significance thresholds for CEQA technical analyses, but they are also required to provide substantial evidence as a basis of their decisions, if challenged. In its Technical Advisory, OPR generally provides substantial evidence for its recommendation. However, even OPR’s recommendations are subject to challenge, and if an agency were to rely on the Technical Advisory recommendations, that agency would need to be prepared to defend the recommendations and produce the substantial evidence. OPR is not in a position to defend the Technical Advisory recommendations on behalf of agencies that choose to use it. While OPR provides recommendations on many aspects of conducting a CEQA transportation analysis using VMT, OPR’s guidance is not comprehensive and some key decisions are left for lead agencies to determine.”<sup>5</sup>

## **B. SUMMARY OF THE PROPOSED PROJECT**

The Proposed 2020 Transportation and Circulation Element Amendment- Vehicle Miles Traveled Guidelines would establish Tulare County’s Vehicle Miles Traveled Guideline (VMT Guidelines or Guidelines) for the implementation of Senate Bill 743 (SB 743) in the unincorporated area of Tulare County. As noted earlier, SB 743 was passed by the legislature and signed into law in the fall of 2013. This legislation led to a change in the way that transportation impacts will be measured under the California Environmental Quality Act (CEQA). Starting on July 1, 2020, automobile delay and level of service (LOS) may no longer be used as the performance measure to determine the transportation impacts of land development projects under CEQA and the new performance measure will be vehicle miles traveled (VMT). SB 743 applies to both land development and transportation projects. The SB 743 Guidelines provided in this report are based on the statewide guidance provided by OPR, but they include clarifications and details tailored for and specific to local conditions in Tulare County. The VMT analysis methodology for land development projects was developed in order to accomplish the following:

- Meet the requirements of CEQA, including the new SB 743 regulations that were adopted into CEQA in December 2018 and go into effect on July 1, 2020.

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<sup>3</sup> Draft Tulare County SB 742 Guidelines. Page 1. Prepared by VRPA Technologies, June 2020. Included as Appendix “A” of this document.

<sup>4</sup> Ibid.

<sup>5</sup> Op. Cit.

- Provide for transportation improvements to be built that benefit Tulare County residents and facilitate travel by walking, bicycling, and transit.
- Provide for analysis and mitigation of VMT impacts in a way that is feasible and within the scale of land development projects in Tulare County.

VMT analysis for land development projects is to be conducted by comparing a project's VMT/capita or VMT/employee to the average VMT/capita or VMT/employee for the traffic analysis zone (TAZ) in which the project is located. Projects that have a VMT/capita or VMT/employee equal to or above the average for the TAZ are required to provide mitigation in the form of relatively low-cost improvement projects that would support travel by bicycling or walking or provide justification that improvements at the regional level are sufficient to mitigate their VMT impacts. Certain projects such as small projects and local-serving retail projects would be presumed to have a less than significant impact and would not be required to do a VMT analysis. It is important to note that goods movement (e.g., the transport of raw or finished products from one location to another, for example, transfer of milk to an ice cream producing plant and then the transfer of ice cream to a distributor or directly to a retailer) is not subject to SB 743 and only passenger trips need to be considered in a VMT analysis.”<sup>6</sup>

“Transportation projects that are focused on improvements to travel by bicycling, walking, and transit would be presumed to have a less than significant impact (as these modes of travel eliminate or reduce miles travelled by a vehicle) and would not be required to do a VMT analysis. Certain small roadway projects and all roadway projects that are consistent with the General Plan would be presumed to have a less than significant impact (as these projects have been anticipated to accommodate projected growth and/or are planned improvements to the roadway system for safety, to meet current roadway standards, or to improve roads that are functionally obsolete). Larger roadway projects that are inconsistent with the General Plan would need to conduct a VMT analysis and would need to consider providing mitigation if the project is forecasted to cause an increase in VMT.

Although VMT will be the performance measure for CEQA transportation studies, California jurisdictions may still require consideration of roadway operational analysis in the project approval process and may condition projects to provide roadway improvements. Guidelines are provided for the evaluation of the effect of projects on roadways, including the determination of required roadway improvements.”<sup>7</sup>

### **III. ANALYSIS OF POTENTIAL ENVIRONMENTAL EFFECTS**

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<sup>6</sup> Op. Cit. iv.

<sup>7</sup> Op. Cit. iv and v.

The following section discusses environmental topics and related environmental effects in the 2012 Tulare County General Plan 2030 Update Recirculated EIR (2012 Recirculated EIR or EIR) and the proposed Project. These topics are listed in the sequence that they are addressed in the 2012 Recirculated EIR and remain applicable to this Project. This section concludes by determining that all of the mitigation measures (for the Air Quality, Energy, Global Climate Change (Greenhouse Gases), and Traffic/Circulation (Transportation) resources) from the 2012 EIR applicable to this Project remain intact.

#### **A. ENVIRONMENTAL TOPICS ANALYZED IN THE TULARE COUNTY GENERAL PLAN 2030 UPDATE RECIRCULATED EIR AND THE SB 743 GUIDELINES**

Chapter Three of the 2012 EIR discusses the following resources:

- Aesthetics
- Agricultural Land/Forest Resources
- Air Quality
- Biological Resources
- Cultural Resources
- Geology, Soils and Mineral Resources
- Global Climate Change (Greenhouse Gases)/Energy Impact Analysis
- Hazards and Hazardous Materials
- Hydrology/Water Quality
- Land Use/Population/Housing
- Noise
- Public and Utility Services
- Recreation
- Traffic/Circulation (Transportation)

The only resources from the 2012 Recirculated EIR that need to be discussed in this Finding of Consistency are Air Quality, Energy, Global Climate Change (Greenhouse Gases), and Traffic/Circulation (Transportation). It is noted that the Energy Conservation guidance (Appendix F of the CEQA Guidelines) was discussed in the 2012 DEIR; however, effective 2019 this resource has also migrated to its own resource section as “Energy” in the updated CEQA Guidelines (2019). It is further noted that since adoption of the 2012 EIR, the CEQA Guidelines have been updated to include Tribal Cultural Resources and Wildfire resources; as these resources will not be impacted by this Project, they will not be discussed in this Finding of Consistency. All of the other resources would have no change whatsoever in relation to impacts and mitigation measures as a result of this Addendum and no additional analysis of those resources is necessary. As shown in Tulare County General Plan 2030 Update Recirculated EIR,

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applicable Mitigation Policies and Implementation Measures<sup>8</sup> are shown as an excerpt in **Table 1 Mitigation Policies and Implementation Measures.**

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<sup>8</sup> 2012 Tulare County General Plan 2030 Update. Recirculated Environmental Impact Report. Pages 3.4-27 and -28. Accessed at: <http://generalplan.co.tulare.ca.us/documents/generalplan2010/RecirculatedDraftEIR.pdf>

<b>Table 1 Mitigation Policies and Implementation Measures</b>	
<b>Land Use, Air Quality, Health and Safety, and Foothill Growth Management Plan Elements</b>	<b>Transportation and Circulation Element</b>
<b>Policies designed to minimize vehicle miles traveled through the support of future development patterns that increase the use of alternative forms of transportation and non-motorized transportation.</b>	
LU-6.3 Schools in Neighborhoods	FGMP Implementation Measure #1
LU-7.3 Friendly Streets	TC-1.6 Intermodal Connectivity
AQ-2.1 Transportation Demand Management Programs	TC-1.18 Balanced System
AQ-2.2 Indirect Source Review	TC-2.1 Rail Service
AQ-2.3 Transportation and Air Quality	TC-2.4 High Speed Rail (HSR)
AQ-2.4 Transportation Management Associations	TC-3.7 Multi-modal Development
AQ-2.5 Ridesharing	TC-4.2 Determine Transit Needs
AQ-3.3 Street Design	TC-4.3 Support Tulare County Area Transit
AQ Implementation Measure #1	TC-4.4 Nodal Land Use Patterns that Support Public Transit
AQ Implementation Measure #8	TC-4.7 Transit Ready Development
HS-9.1 Healthy Communities	TC Implementation Measure #8
HS-9.2 Walkable Communities	TC Implementation Measure #18
HS Implementation Measure #24	TC Implementation Measure #19
FGMP-8.16 Proximity to Transportation	
FGMP-8.17 Reduce Vehicle Emissions	
<b>Transportation and Circulation Element</b>	
TC-2.6 Rail Abandonment	TC Implementation Measure #16
TC-5.1 Bicycle/Pedestrian Trail System	TC Implementation Measure #21
TC-5.2 Consider Non-Motorized Modes in Planning and Development	TC Implementation Measure #22
TC-5.3 Provisions for Bicycle Use	TC Implementation Measure #23
TC-5.4 Design Standards for Bicycle Routes	TC Implementation Measure #24
TC-5.6 Regional Bicycle Plan	TC Implementation Measure #25
TC-5.7 Designated Bike Paths	TC Implementation Measure #26
TC-5.9 Existing Facilities	TC Implementation Measure #27
<b>Land Use Element</b>	<b>Planning Framework, Air Quality, Public Facilities and Services, and Foothill Growth Management Plan Elements</b>
LU-1.1 Smart Growth and Healthy Communities	LU Implementation Measure #14
LU-1.2 Innovative Development	PF-1.2 Location of Urban Development
LU-1.4 Compact Development	PF-1.3 Land Uses in UDBs/HDBs
LU-1.8 Encourage Infill Development	PF-3.4 Mixed Use Opportunities
LU-3.1 Residential Developments	PF Implementation Measure #21
LU-3.2 Cluster Development	AQ-3.1 Location of Support Services
LU-3.3 High Density Residential Locations	AQ-3.2 Infill Near Employment
LU-4.1 Neighborhood Commercial Uses	AQ-3.6 Mixed Land Uses
LU Implementation Measure #3	AQ Implementation Measure #11
LU Implementation Measure #7	PFS-8.3 Location of School Sites

<b>Table 1 Mitigation Policies and Implementation Measures</b>	
LU Implementation Measure #8	FGMP-3.1 Innovative Residential Design
LU Implementation Measure #9	
LU Implementation Measure #10	

**1. Air Quality**

Section 3.3 of the 2012 Recirculated EIR analyzed Air Quality impacts of the 2012 Tulare County General Plan 2030 Update and found that they would have the following impacts:

**Impact 3.3 – The proposed project would result in a cumulatively considerable net increase of criteria air pollutants result in a violation of an air quality standard:**

**Conclusion:** The Recirculated EIR concluded the overall Air Quality resource would result in a significant and unavoidable impact. However, SB 743 was not signed into law until 2013 and implementation of SB 743 was not required until July 1, 2020; therefore, the beneficial air quality impacts of SB 743 could not have been considered nor included in the 2012 EIR. As the SB 743 Guidelines consider vehicle miles travelled (VMT) and contains potential migration when certain VMT thresholds are exceeded, this Project will enhance mitigation measures contained in the 2012 Recirculated EIR. As the Project is merely proposing adoption of VMT guidelines to define thresholds, quantifying VMT, and mitigating VMT, it also indicates that case-by-case analyses of development projects will be undertaken as specified in the VMT Guidelines; and where appropriate, mitigation measures will be activated following quantification of VMT by a development project as applicable. As such, this Project will not result in additional air quality impacts; rather, it will contribute to reductions in air quality impacts.

**Mitigation:** The draft SB 743 Guidelines clearly notes that the Guidelines are consistent with Tulare County General Plan goals related to climate change, sustainability and transportation.<sup>9</sup> As shown in Tulare County General Plan 2030 Update Recirculated EIR, applicable Mitigation Policies and Implementation Measures are shown in **Table 1 Mitigation Policies and Implementation Measures**:

**Significance after Mitigation:** Conflicts with applicable air quality plans would remain significant because it cannot be guaranteed that all future project-level air quality impacts would be below SJVAPCD significance thresholds. As the SB 743 Guidelines document is not an “action” plan and it will not result in any physical changes to the environment; it is, however, necessary to comply with SB 743 and CEQA Guidelines requirements. As such, the Guidance

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<sup>9</sup> Draft Tulare County SB 742 Guidelines. Page 2. Prepared by VRPA Technologies, June 2020. Included as Appendix “A” of this document.

document will not result in significant impacts beyond those contained in the Recirculated EIR and no additional mitigation is necessary or required.

The 2012 Tulare County General Plan 2030 Update Recirculated EIR does not contain any other mitigations nor does it contain any discussion relative to the transportation resource that would impact, or be impacted by, the SB 743 Guidelines document. To reiterate, the project is merely implementation of SB 743 Guidance to satisfy SB 743 and the CEQA Guidelines in regards to VMT superseding LOS as the metric in regards to transportation impacts from land development project.

## **2. Energy and Global Climate Change (Greenhouse gases)**

Section 3.4 of the 2012 Recirculated EIR included an analysis of Energy and Global Climate Change (Greenhouse gases, GHG) Impacts as related to transportation and land use planning and how this impacts greenhouse gases and energy. GHG would primarily result from the use of petroleum based fuels by on-road vehicles and vehicle miles traveled, while energy consumption would also be based on vehicle miles traveled (i.e., the use of petroleum based fuels used by motor-driven vehicles and the distances covered (traveled) by vehicles over time) , and operation of additional residential, office, industrial, and agricultural uses. However, as noted earlier, the project is merely proposing adoption of VMT guidelines to define thresholds, quantifying VMT, and mitigating VMT. It also indicates that case-by-case analyses of development projects will be undertaken as specified in the VMT (SB 743) Guidelines; and where appropriate, mitigation measures will be activated following quantification of VMT by a development project as applicable. As such, this Project will not result in additional greenhouse gases or energy consumption; rather, it will contribute to reductions in greenhouse gases and provides guidance on conducting VMT analyses for land development projects (e.g., single-use projects, mixed-use projects, re-use (redevelopment) of new development on land that has already been developed).

Lastly, as noted in the draft SB 743 Guidelines, one of the emphasis of Tulare County's Climate Action Plan (CAP, December 2019) is the reduction of VMT.<sup>10</sup> As such, the Guidelines support the CAP through VMT reducing strategies at a project level.

**Impact 3.4 1– The proposed project (the General Plan 2030 Update) could result in the wasteful, inefficient, or unnecessary consumption of energy by residential, commercial, industrial, or public uses associated with increased demand due to anticipated population growth in the County.**

**Conclusion:** The County General Plan 2030 Update Recirculated EIR concluded that the Update would result in a Less Than Significant Impact to Energy and GHG emissions. However, SB 743 was not signed into law until 2013 and implementation of SB 743 was not required until

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<sup>10</sup> Ibid.

July 1, 2020; therefore, the beneficial energy and GHG impacts of implementing SB 743 could not have been considered nor included in the 2012 EIR. As noted in the draft SB 743 Guidelines, “The implementation of SB 743 will support these goals by measuring the CEQA transportation impacts of land development and transportation projects in terms of vehicle miles traveled. Use of this performance measure will encourage projects to provide improvements that will support walking, bicycling, and travel by transit, all of which will support the County’s climate change and sustainability goals. In some cases, project applicants may incorporate multimodal improvements as a project feature and in other cases, they may be encouraged to provide improvements as mitigation for significant VMT impacts.”<sup>11</sup> As the SB 743 Guidelines consider VMT (and contains potential migration when certain VMT thresholds are exceeded), this Project will enhance mitigation measures contained in the 2012 Recirculated EIR. As the Project is merely proposing adoption of VMT guidelines to define thresholds, quantifying VMT, and mitigating VMT, it also indicates that case-by-case analyses of development projects will be undertaken as specified in the VMT Guidelines; and where appropriate, mitigation measures will be activated following quantification of VMT by a development project as applicable.

**Mitigation:** In addition to adopted Tulare County General policies shown in **Table 1**, and are complemented by the SB 743 Guidelines, following are other General Plan policies which encourage energy conservation in new and developing developments<sup>12</sup>:

- ERM-4.1 Energy Conservation and Efficiency Measures
- ERM-4.2 Streetscape and Parking Area Improvements for Energy Conservation
- ERM-4.3 Local and State Programs
- ERM-4.4 Promote Energy Conservation Awareness
- ERM-4.5 Advance Planning
- ERM-4.6 Renewable Energy

**Significance after Mitigation:** As stated in the Recirculated EIR; “A number of policies referenced above in the impact analysis and included in the proposed project were specifically designed to minimize impacts to pedestrian and bicycle facilities and opportunities. With implementation of the above mentioned policies, this impact is considered less than significant.”<sup>13</sup> Further, as noted earlier, the Project is merely proposing adoption of VMT guidelines to define thresholds, quantifying VMT, and mitigating VMT. It also indicates that case-by-case analyses of development projects will be undertaken as specified in the VMT Guidelines. As such, in addition to continued implementation of adopted Tulare County General policies shown in earlier **Table 1**, implementation of the SB 743 Guidelines will complement

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<sup>11</sup> Op. Cit.

<sup>12</sup> 2012 Tulare County General Plan 2030 Update. Recirculated Environmental Impact Report. Pages 3.3-22. Accessed at: <http://generalplan.co.tulare.ca.us/documents/generalplan2010/RecirculatedDraftEIR.pdf>

<sup>13</sup> Ibid. 3.4-29.



those policies that encourage energy conservation in new and developing developments. Therefore, the impact remains less than significant.

**Impact 3.4-2: The proposed project (of the General Plan 2030 Update) could result in the wasteful, inefficient, or unnecessary consumption of energy in the construction and operation of new buildings**

**Conclusion:** The County General Plan 2030 Update Recirculated EIR concluded that the Update would result in a Less Than Significant Impact to this resource. However; as noted previously, SB 743 was not signed into law until 2013 and implementation of SB 743 was not required until July 1, 2020; therefore, the beneficial energy and GHG impacts of implementing SB 743 could not have been considered nor included in the 2012 EIR. The draft SB 743 Guidelines are not intended to dictate land use patterns, development type (i.e., residential, commercial, industrial, etc.), densities, etc. As noted earlier, implementation of SB 743 is intended to measure the CEQA transportation impacts of land development and transportation projects in terms of vehicle miles traveled. To that end, the use of this performance measure will encourage projects to provide improvements that will support walking, bicycling, and travel by transit, all of which will support the County’s climate change and sustainability goals. In some cases, project applicants may incorporate multimodal improvements as a project feature and in other cases, they may be encouraged to provide improvements as mitigation for significant VMT impacts. As the SB 743 Guidelines consider VMT (and contains potential migration when certain VMT thresholds are exceeded), this project will enhance mitigation measures contained in the 2012 Recirculated EIR. As the project is merely proposing adoption of VMT guidelines to define thresholds, quantifying VMT, and mitigating VMT. It also indicates that case-by-case analyses of development projects will be undertaken as specified in the VMT Guidelines, and where appropriate, mitigation measures will be activated following quantification of VMT by a development project, as applicable. Therefore, adoption of the SB 743 Guidelines is consistent with the Recirculated EIR’s conclusion that impacts to this resource would remain less than significant.

**Mitigation:** In addition to adopted Tulare County General policies shown in **Table 1**, which are complemented by the SB 743 Guidelines, following are other General Plan policies which encourage energy conservation in new and developing developments:

- LU-7.15 Energy Conservation
- LU Implementation Measure #24
- AQ-3.5 Alternative Energy Design
- AQ Implementation Measure #12
- ERM-4.1 Energy Conservation and Efficiency Measures
- ERM-4.2 Streetscape and Parking Area Improvements for Energy Conservation
- ERM-4.3 Local and State Programs

ERM-4.4 Promote Energy Conservation Awareness

ERM-4.5 Advance Planning

ERM-4.6 Renewable Energy

**Significance after Mitigation:** As noted in the Recirculated EIR, “A number of policies referenced above in the impact analysis and included in the proposed project as well as the additional new policies are intended to improve energy efficiency and minimize wasteful use of energy. With implementation of the above mentioned policies, this impact is considered less than significant.”<sup>14</sup> As noted earlier, this Project is merely proposing adoption of VMT guidelines to define thresholds, quantifying VMT, and mitigating VMT. It also indicates that case-by-case analyses of development projects will be undertaken as specified in the SB 743 Guidelines. As such, in addition to continued implementation of adopted Tulare County General policies shown in earlier **Table 1**, implementation of the SB 743 Guidelines will complement those General Plan policies that encourage energy conservation in new and developing developments. Therefore, the impact remains less than significant.

**Impact 3.4-3: The proposed project (the General Plan 2030 Update) would potentially conflict with the State goal of reducing greenhouse gas emissions in California to 1990 levels by 2020, as set forth by the timetable established in AB 32, California Global Warming Solutions Act of 2006**

**Conclusion:** The County General Plan 2030 Update Recirculated EIR concluded that the Update would result in a significant and unavoidable impact to this resource. However; as noted previously, SB 743 was not signed into law until 2013 and implementation of SB 743 was not required until July 1, 2020; therefore, the beneficial energy and GHG impacts of implementing SB 743 could not have been considered nor included in the 2012 EIR. As noted earlier, implementation of SB 743 is intended to measure the CEQA transportation impacts of land development and transportation projects in terms of vehicle miles traveled. To that end, the use of this performance measure will encourage projects to provide improvements that will support walking, bicycling, and travel by transit, all of which will support the County’s climate change and sustainability goals. In some cases, project applicants may incorporate multimodal improvements as a project feature and in other cases, they may be encouraged to provide improvements as mitigation for significant VMT impacts. As the SB 743 Guidelines consider VMT (and contains potential migration when certain VMT thresholds are exceeded), this project will enhance mitigation measures contained in the 2012 Recirculated EIR. As the project is merely proposing adoption of VMT guidelines to define thresholds, quantifying VMT, and mitigating VMT; it also indicates that case-by-case analyses of development projects will be undertaken as specified in the SB 743 Guidelines, and where appropriate, mitigation measures will be activated following quantification of VMT by a development project. Therefore,

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<sup>14</sup> Op. Cit. 3.4-30.

adoption of the SB 743 Guidelines is consistent with the Recirculated EIR's conclusion that impacts to this resource would remain less than significant.

**Mitigation Measure(s):** See **Table 1**, no additional or alternative mitigation would be required. This Project is merely adoption of the SB 743 Guidelines document which will not result in any physical change to the environment and is consistent and complements the overall policies contained in the 2012 Tulare County General Plan 2030 Update and mitigation contained in the Recirculated EIR.

**Significance after Mitigation:** As noted in the 2012 Tulare County General Plan 2030 Update Recirculated EIR; "As previously described, the proposed project addresses the issue of climate change in a variety of ways that include adopting a land use plan that is consistent and supports regional blueprint principles along with implementation of a variety of policies designed to reduce both mobile (i.e., supporting transportation alternatives to the motor vehicle) and stationary sources (i.e., supporting energy efficiency and conservation measures that exceed State Title 24 standards) of GHG emissions.

Depending on the feasibility and level of implementation as applied to individual development projects consistent with the General Plan, the inclusion of additional trip reduction measures identified under Impact 3.4-1 [in the Recirculated EIR], would help to reduce vehicle-related CO<sub>2</sub> emissions. Future project specific compliance with SJVAPCD permitting would also help to reduce air quality emissions associated with individual projects. Revised Policy AQ-1.7, new Policies AQ-1.8 and AQ-1.9, and new AQ Implementation Measure #16 require the County to monitor State GHG emissions reduction requirements and prepare a Greenhouse Gas Emissions Reduction Plan, which would help bring the County into compliance with AB 32.

The emission level at which project generated CO<sub>2</sub>e would result in or contribute to a significant impact has not been defined. Consequently, the increase in greenhouse gases by the proposed project of 0.5 percent of the State AB 32 goal places the proposed project in conflict with the goal of the State to reduce up to 174 million metric tons CO<sub>2</sub>e/yr. Therefore, as a conservative determination, this impact would remain significant. Implementation of the proposed project including the adoption of the policies listed above would still result in a significant and unavoidable impact."<sup>15</sup>

However, as noted earlier, this Project is merely proposing adoption of VMT guidelines to define thresholds, quantifying VMT, and mitigating VMT. It also indicates that case-by-case analyses of development projects will be undertaken as specified in the VMT Guidelines. As such, in addition to continued implementation of adopted Tulare County General policies shown earlier in **Table 1**, implementation of the SB 743 Guidelines will complement those General Plan policies that encourage reduction in GHG in new and developing developments. This

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<sup>15</sup> Op. Cit. 3.4-39.

Project reflects the County’s commitment to implementing the mitigation and policies shown in **Table 1**. Therefore, similar to the determination contained in the Recirculated EIR, the impact remains significant and unavoidable.

### **3. Traffic/Circulation (Transportation)**

#### **Impact 3.2-1: The proposed project would result in a substantial increase in vehicular traffic.**

**Conclusion:** The County General Plan 2030 Update Recirculated EIR concluded that the Update would result in a significant and unavoidable impact to this resource. The Recirculated EIR notes; “Implementation of the proposed project would result in additional Countywide residential and non-residential land use developments, with many of the resulting population growth contributing additional vehicle use on local and regional streets and highways within all of the County’s individual planning areas. Table 3.2-7 [in the EIR] identifies traffic impacts to streets and roads in the County under the proposed project. It should be noted that the LOS standard for Tulare County is “D” as stated in Policy TC-1.6-County LOS Standard. As shown in the table [in the EIR] and as more fully described above under the “Methodology” section, there are some roadway facilities where it is not possible to achieve the County’s desired level of service (LOS D) given the presence of local physical and environmental constraints. Table 3.2-7 [in the EIR] identifies those facilities where operations at LOS E or F are projected.”<sup>16</sup>

“Policies and implementation measures included as part of the proposed project that would minimize this impact are summarized below by general plan element. Policies from the Transportation and Circulation Element are designed to minimize transportation impacts through the establishment of design and LOS standards for a variety of circulation, traffic, transit, and non-motorized transportation modes. Other policies in the Land Use Element are designed to integrate land use and circulation concepts early during the design phases of Countywide development to minimize land use conflicts. However, even with implementation of the below mentioned policies and implementation measures, this impact is considered potentially significant.”<sup>17</sup>

However; as noted previously, SB 743 was not signed into law until 2013 and implementation of SB 743 was not required until July 1, 2020; therefore, the beneficial transportation impacts of implementing SB 743 could not have been considered nor included in the 2012 EIR. As noted earlier, implementation of SB 743 is intended to measure the CEQA transportation impacts of land development and transportation projects in terms of vehicle miles traveled. To that end, the use of this performance measure (i.e., VMT) will encourage projects to provide improvements that will support walking, bicycling, and travel by transit, all of which will support the County’s

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<sup>16</sup> Op.Cit. 3.2-26

<sup>17</sup> Op. Cit.3.2-31.

climate change and sustainability goals. In some cases, project applicants may incorporate multimodal improvements as a project feature and in other cases, they may be encouraged to provide improvements as mitigation for significant VMT impacts. As the SB 743 Guidelines consider VMT (and contains potential migration when certain VMT thresholds are exceeded), this Project will enhance mitigation measures contained in the 2012 Recirculated EIR. As the Project is merely proposing adoption of VMT guidelines to define thresholds, quantifying VMT, and mitigating VMT; it also indicates that case-by-case analyses of development projects will be undertaken as specified in the SB 743 Guidelines, and where appropriate, mitigation measures will be activated following quantification of VMT by a development project. Therefore, adoption of the SB 743 Guidelines is consistent with the Recirculated EIR's conclusion that impacts to this resource would remain potentially significant.

**Mitigation Measure(s):** See **Table 1**, no additional or alternative mitigation would be required. This Project is merely adoption of the SB 743 Guidelines document which will not result in any physical change to the environment and is consistent and complements the overall policies contained in the 2012 Tulare County General Plan 2030 Update and mitigation contained in the Recirculated EIR.

**Significance after Mitigation:** As concluded in the Recirculated EIR, "As stated above, no additional technologically or economically feasible mitigation measures are currently available to reduce this impact to a less than significant level. Consequently, this impact is considered significant and unavoidable."<sup>18</sup> However, as noted earlier, this Project is merely proposing adoption of VMT guidelines to define thresholds, quantifying VMT, and mitigating VMT. It also indicates that case-by-case analyses of development projects will be undertaken as specified in the VMT Guidelines. As such, in addition to continued implementation of adopted Tulare County General policies shown earlier in **Table 1**, implementation of the SB 743 Guidelines will complement those General Plan policies that encourage reductions in vehicular traffic in new and developing developments. This Project reflects the County's commitment to implementing the mitigation and policies shown in Table 1. Therefore, similar to the determination contained in the Recirculated EIR, the impact remains significant and unavoidable.

**Impact 3.2-4 The proposed project could result in a substantial increase in public transit usage.**

**Conclusion:** The County General Plan 2030 Update Recirculated EIR concluded that the Update would result in a less than significant impact to this resource. As noted in the EIR, "A qualitative analysis has been applied to assess environmental impacts related to public transit in Tulare County. Implementation of the proposed project would result in additional population growth, which would result in increased demand for Countywide transit services, within all of the County's individual planning areas. Tulare County Area Transit (TCaT) is the County's

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<sup>18</sup> Op. Cit.3.2-32.

transit provider. It serves rural communities and provides links to all of Tulare County's cities via a fleet of shuttle buses. Impacts due to increased growth will be identified through updates of short and long range transit development plans and the annual unmet transit needs hearing. As new population growth occurs and transit demand increases, additional transit services will be developed to ensure that adequate supply exists.”<sup>19</sup>

**Mitigation Measure(s):** See **Table 1**, no additional or alternative mitigation would be required. This Project is merely adoption of the SB 743 Guidelines document which will not result in any physical change to the environment and is consistent and complements the overall policies contained in the 2012 Tulare County General Plan 2030 Update and mitigation contained in the Recirculated EIR. In addition to adopted Tulare County General policies shown in **Table 1**, and are complemented by the SB 743 Guidelines, following are other General Plan policies which encourage transit services:

TC-4.1 Transportation Programs  
TC-4.2 Determine Transit Needs  
TC-4.3 Support Tulare County Area Transit  
TC-4.4 Nodal Land Use Patterns that Support Public Transit  
TC-4.5 Transit Coordination  
TC-4.6 San Joaquin Valley Intelligent Transportation System Strategic Deployment Plan  
TC-4.7 Transit Ready Development  
Implementation Measures #18, #19, and #20

#### **Significance after Implementation of Mitigation for Impact 3.2-4**

A number of policies referenced above in the impact analysis and included in the proposed project were specifically designed to minimize impacts to public transit. With implementation of the above mentioned policies, this impact is considered less than significant. Further, the SB 743 Guidelines strongly encourage the use of transit services to reduce VMT; as such, implementing the Guidelines complements the policies and measures contained in the Recirculated EIR.

#### **B. MITIGATION MEASURES**

The 2012 Final EIR identified mitigation measures that would reduce or eliminate potential environmental effects of the Tulare County General Plan 2030 Update (General Plan Update or General Plan). However, after implementing all feasible mitigation measures the General Plan Update will result in significant adverse environmental impacts that cannot be avoided. At its August 28, 2012 public hearing, the Board certified that the FEIR had been completed in compliance with CEQA; the FEIR was presented to the Board, and the Board reviewed and considered the information contained in the FEIR prior to approving the project; and the FEIR

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<sup>19</sup> Op. Cit.3.2-36.

reflects Tulare County's independent judgment and analysis. Further, the Board adopted the CEQA Finding of Fact and Statement of Overriding Consideration; adopted the MMRP; and directed the Clerk of the Board to issue a Notice of Determination. On August 29, 2012, as directed by the Board, a Notice of Determination was filed at the Tulare County Clerk's Office by the Resource Management Agency in compliance with CEQA Guidelines Section 15094. All of the applicable mitigation measures regarding the Air Quality, Energy, Global Climate Change (Greenhouse Gases), and Transportation resources approved in the 2012 Recirculated EIR will also apply to the proposed Project, and no additional mitigation measures are necessary for the proposed Project.

#### **IV. CONCLUSION**

On the basis of the evaluation presented in Section III, the modifications and refinements of the proposed Project would not trigger any of the conditions listed in Section I.D of this Addendum, requiring preparation of a subsequent or supplemental environmental impact report or negative declaration. Thus, this Addendum satisfies the requirements of CEQA Guidelines sections 15162 and 15164. The proposed Project does not introduce new significant environmental effects, substantially increase the severity of previously identified significant environmental effects, or show that mitigation measures or alternatives previously found not to be feasible would in fact be feasible.

Overall, the components of the proposed Project would be similar to those Air Quality, Energy Global Climate Change (GHG), and Transportation resources of the General Plan Update, and would result in environmental effects similar to those of the General Plan Update. The proposed Project would not result in new significant effects or effects that would be substantially more severe than those identified in the 2012 General Plan Update Final EIR. The mitigation measures included in the 2012 Final EIR would remain applicable.

The analyses and conclusions in the 2012 Final EIR remain current and valid. The proposed revisions of the proposed Project would not cause new or substantially more severe significant effects than identified in the 2012 Final EIR, and thus no new mitigation measures would be required. No change has occurred with respect to circumstances surrounding the proposed Project that would cause new or substantially more severe significant environmental effects than identified in the 2012 Final EIR, and no new information has become available that shows that the project would cause significant environmental effects not already analyzed in the 2012 Final EIR. Lastly, the SB 743 Guidelines would complement those General Plan policies applicable to the Air Quality, Energy Global Climate Change (GHG), and Transportation resources of the General Plan Update. Therefore, no further environmental review is required beyond this Addendum to the 2012 Final EIR.

**Attachment No. 2 – Planning Commission Resolution – General Plan Amendment  
(GPA 20-003)**



BEFORE THE PLANNING COMMISSION

COUNTY OF TULARE, STATE OF CALIFORNIA

IN THE MATTER OF AN AMENDMENT )  
TO THE TRANSPORTATION AND )  
CIRCULATION ELEMENT ) RESOLUTION NO. 9752  
OF THE TULARE COUNTY GENERAL PLAN )  
(GPA 20-003). )

Resolution of the Tulare County Planning Commission recommending the adoption of the amendment to the Transportation and Circulation Element of the Tulare County General Plan for the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets by the Board of Supervisors.

WHEREAS, on October 15, 2019, the Board, by Resolution No. 2019-0884, approved the Economic Development and Planning Branch's proposal to prepare the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies; and

WHEREAS, the Planning Commission has been given notice of the amendment to the General Plan as provided in Section 65854 of the Government Code of the State of California; and

WHEREAS, staff has performed necessary investigations of fact bearing upon the amendments to assure action consistent with the procedures and purposes set forth in the California Government Code, the State General Plan Guidelines, and other elements of the Tulare County General Plan; and

WHEREAS, a public notice was printed in the Foothills Sun-Gazette on Wednesday, July 8, 2020, at least ten days prior to the public hearing before the Planning Commission on July 22, 2020; and

WHEREAS, the Chairman of the Planning Commission Opened the Public Hearing and thereby an opportunity for public testimony was provided at a regular meeting of the Planning Commission on July 22, 2020; and

WHEREAS, at the July 22, 2020 meeting of the Planning Commission, Staff presented the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets; and

WHEREAS, the Complete Streets policy will build on the existing adopted Complete Street Plans and formalize the existing and future Complete Streets Framework through inclusion in the Tulare County General Plan Transportation and Circulation Element; and

WHEREAS, at that meeting of the Planning Commission, Staff presented the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets.

NOW, THEREFORE, BE IT RESOLVED as follows:

A. This Planning Commission hereby certifies that it has reviewed and considered the information contained in the Addendum Environmental Impact report for compliance with the California Environmental Quality Act (CEQA), and the State CEQA Guidelines for the Implementation of CEQA, prior to taking action on the amen. The 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets amendment to the Transportation & Circulation Element of the Tulare County General Plan.

B. This Planning Commission, after considering all the evidence presented, hereby determines the following findings to be relevant in evaluating the proposed General Plan Amendment:

1. The amendment of the Transportation and Circulation Element to incorporate the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets is recommended to the Board of Supervisors for approval.
2. State law requires that the County General Plan shall be internally consistent. The amendments are consistent with Transportation and Circulation Element of the Tulare County General Plan.
3. The Environmental Assessment Officer approved the Addendum Environmental Impact Report (AEIR) prepared for the project.
4. This Planning Commission hereby finds, based on substantial evidence, that the analysis presented in the Addendum EIR for GPA 20-003 has been completed in compliance with the California Environmental Quality Act and the State CEQA Guidelines for the Implementation of the California Environmental Quality Act of 1970.
5. RMA Staff conducted coordination with Caltrans as part of the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets.

AND, BE IT FURTHER RESOLVED as follows:

.C. This Planning Commission hereby recommends that the Tulare County Board of Supervisors certify the Addendum EIR and adopt the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies (GPA 20-003).

D. The Planning Commission hereby recommends that the Tulare County Board of Supervisors adopt General Plan Amendment No. GPA 20-003 for the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies and amendments to the Transportation and Circulation, Element of the Tulare County General Plan.

The foregoing Resolution No. 9752 was adopted upon motion by Commissioner Millies, seconded by Commissioner Dias, at a regular meeting of the Planning Commission on July 22, 2020, by the following roll call vote for the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets.

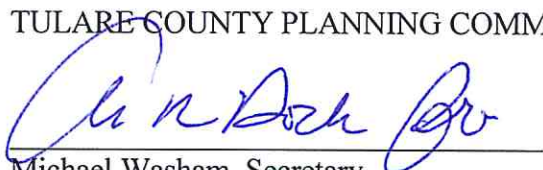
AYES: Whitlatch, McEloy, Elliott, Aguilar, Millies, Dias, Pearson

NOES:

ABSTAIN:

ABSENT:

TULARE COUNTY PLANNING COMMISSION

  
Michael Washam, Secretary

Exhibits:

Exhibit "A" – 2020 Vehicle Miles Traveled Guidelines (SB 743 Implementation)

Exhibit "B" – 2020 Complete Streets Transportation and Circulation Element Policy Amendment

**Exhibit "A" – 2020 Vehicle Miles Traveled Guidelines (SB 743 Implementation)**



County of Tulare

*DRAFT*

# SB 743 GUIDELINES

June 8, 2020



# County of Tulare



## SB 743 Guidelines

### Prepared for:

County of Tulare  
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Visalia, CA 93277

### Prepared By:

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## EXECUTIVE SUMMARY

This report provides Tulare County's Vehicle Miles Traveled Guidelines (VMT Guidelines or Guidelines) for the implementation of Senate Bill 743 (SB 743) in the unincorporated area of Tulare County. SB 743 was passed by the legislature and signed into law in the fall of 2013. This legislation led to a change in the way that transportation impacts will be measured under the California Environmental Quality Act (CEQA). Starting on July 1, 2020, automobile delay and level of service (LOS) may no longer be used as the performance measure to determine the transportation impacts of land development projects under CEQA and the new performance measure will be vehicle miles traveled (VMT). Although statewide guidance for the implementation of SB 743 has been written by the Governor's Office of Planning and Research (OPR), CEQA allows lead agencies (including Tulare County) the latitude to determine their own methodologies and significance thresholds for CEQA technical studies. The SB 743 Guidelines provided in this report are based on the statewide guidance provided by OPR, but they include clarifications and details tailored for and specific to local conditions in Tulare County.

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

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

VMT analysis for land development projects is to be conducted by comparing a project's VMT/capita or VMT/employee to the average VMT/capita or VMT/employee for the traffic analysis zone (TAZ) in which the project is located. Projects that have a VMT/capita or VMT/employee equal to or above the average for the TAZ are required to provide mitigation in the form of relatively low-cost improvement projects that would support travel by bicycling or walking or provide justification that improvements at the regional level are sufficient to mitigate their VMT impacts. Certain projects such as small projects and local-serving retail projects would be presumed to have a less than significant impact and would not be required to do a VMT analysis. It is important to note that goods movement (e.g., the transport of raw or finished products from one location to another, for example, transfer of milk to an ice cream producing plant and then the transfer of ice cream to a distributor or directly to a retailer) is not subject to SB 743 and only passenger trips need to be considered in a VMT analysis.<sup>1</sup>

Transportation projects that are focused on improvements to travel by bicycling, walking, and transit would be presumed to have a less than significant impact (as these modes of travel eliminate or reduce miles travelled by a vehicle) and would not be required to do a VMT analysis. Certain small roadway projects and all roadway projects that are consistent with the General Plan would be presumed to have a

<sup>1</sup> California Public Resources Code, Section 21000 et seq., Title 14, Division 6, California Natural Resources Agency, Chapter 3, Section 15064.3, subdivision (a), states, "For the purposes of this section, vehicle miles traveled refers to the amount and distance of automobile travel attributable to a project. Here, the term 'automobile' refers to on-road passenger vehicles, specifically cars and light trucks." Accessed May 2020 at: [https://resources.ca.gov/CNRALegacyFiles/ceqa/docs/2018\\_CEQA\\_FINAL\\_TEXT\\_122818.pdf](https://resources.ca.gov/CNRALegacyFiles/ceqa/docs/2018_CEQA_FINAL_TEXT_122818.pdf).



less than significant impact (as these projects have been anticipated to accommodate projected growth and/or are planned improvements to the roadway system for safety, to meet current roadway standards, or to improve roads that are functionally obsolete). Larger roadway projects that are inconsistent with the General Plan would need to conduct a VMT analysis and would need to consider providing mitigation if the project is forecasted to cause an increase in VMT.

Although VMT will be the performance measure for CEQA transportation studies, California jurisdictions may still require consideration of roadway operational analysis in the project approval process and may condition projects to provide roadway improvements. Guidelines are provided for the evaluation of the effect of projects on roadways, including the determination of required roadway improvements.

Draft



# 1 BACKGROUND

This chapter provides background information on Senate Bill 743 (SB 743) and the need to conduct vehicle miles traveled (VMT) analyses for CEQA transportation studies.

## 1.1 SB 743 Legislation

SB 743 was passed by the legislature and signed into law in the fall of 2013. This legislation led to a change in the way that transportation impacts will be measured under the California Environmental Quality Act (CEQA). Starting on July 1, 2020, automobile delay and level of service (LOS) may no longer be used as the performance measure to determine the transportation impacts of land development projects under CEQA. Instead, an alternative metric that supports the goals of the SB 743 legislation will be required. Although there is no requirement to use any particular metric, the use of VMT has been recommended by the Governor's Office of Planning and Research (OPR). This requirement does not modify the discretion lead agencies have to develop their own methodologies or guidelines, or to analyze impacts to other components of the transportation system, such as walking, bicycling, transit, and safety. SB 743 also applies to transportation projects, although agencies were given flexibility in the determination of the performance measure for these types of projects.

The intent of SB 743 is to bring CEQA transportation analyses into closer alignment with other statewide policies regarding greenhouse gases, complete streets, and smart growth. Using VMT as a performance measure instead of LOS is intended to discourage suburban sprawl, reduce greenhouse gas emissions, and encourage the development of smart growth, complete streets, and multimodal transportation networks.

## 1.2 Governor's Office of Planning and Research (OPR) Technical Advisory

The SB 743 legislation designated OPR to write detailed guidelines for implementation. The process of writing guidelines started in January 2014 and concluded in 2018. SB 743 was incorporated into CEQA by the Natural Resources Agency in December 2018 with a required implementation date of July 1, 2020. The incorporation documents included a December 2018 Technical Advisory written by OPR which represents the current statewide guidance for the implementation of SB 743.

Under CEQA, lead agencies can determine their own methodologies and significance thresholds for CEQA technical analyses, but they are also required to provide substantial evidence as a basis of their decisions, if challenged. In its Technical Advisory, OPR generally provides substantial evidence for its recommendation. However, even OPR's recommendations are subject to challenge, and if an agency were to rely on the Technical Advisory recommendations, that agency would need to be prepared to defend the recommendations and produce the substantial evidence. OPR is not in a position to defend the Technical Advisory recommendations on behalf of agencies that choose to use it.

While OPR provides recommendations on many aspects of conducting a CEQA transportation analysis using VMT, OPR's guidance is not comprehensive and some key decisions are left for lead agencies to determine.



### 1.3 Definition of Vehicle Miles Traveled (VMT)

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

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

### 1.4 Consistency with Other County Transportation Policies

A key element of the Tulare County's Climate Action Plan (December 2018) is the reduction of VMT. These Guidelines will help support Tulare County's Climate Action Plan through implementation of VMT-reducing strategies at a project level.

In addition to the Climate Action Plan (CAP), the Tulare County General Plan includes a number of goals that relate to climate change, sustainability, and multimodal transportation networks. The implementation of SB 743 will support these goals by measuring the CEQA transportation impacts of land development and transportation projects in terms of vehicle miles traveled. Use of this performance measure will encourage projects to provide improvements that will support walking, bicycling, and travel by transit, all of which will support the County's climate change and sustainability goals. In some cases, project applicants may incorporate multimodal improvements as a project feature and in other cases, they may be encouraged to provide improvements as mitigation for significant VMT impacts.

The Circulation Element of the General Plan identifies a target goal of level of service D (LOS D) for roadway operations. Historically, LOS D has also been used as a significance threshold for CEQA transportation analysis. After July 1, 2020, as specified in SB 743, roadway operations will no longer be an acceptable CEQA significance threshold and the County Circulation Element will be amended to reflect this change. Maintenance of level of service D or better roadway operations will still be an important goal for the County, but actions to achieve this goal will be outside the CEQA process. Chapter 6 of this report provides a recommended methodology for conducting roadway operational analysis and the provision of roadway improvements after the implementation of SB 743.



## 2 PURPOSE AND OBJECTIVE OF VMT ANALYSIS

### 2.1 Purpose of VMT Analysis

Given the information provided in Chapter 1, the purposes of VMT analysis can be stated as follows:

- VMT analysis is needed to meet statewide requirements for transportation analyses conducted under CEQA.
- VMT analysis (along with efforts to reduce VMT) can help support Tulare County's climate goals for climate change, sustainability, and multimodal transportation networks as described in the General Plan and adopted Climate Action Plan.

### 2.2 Purpose of SB 743 Guidelines

The SB 743 Guidelines provide direction to county staff, consultants, and project applicants regarding the methodologies and thresholds to be used for VMT analysis within the unincorporated area of Tulare County. Basic principles for conducting VMT analysis are obtained from OPR's Technical Advisory revisions have been made to reflect local characteristics.

Although these Guidelines are intended to be comprehensive, not all aspects of VMT analysis can be addressed in a single document. County staff will need to use judgment in applying these Guidelines to specific projects and situations. Exceptions and additions to the Guidelines will need to occur on a case-by-case basis.

### 2.3 Coordination with Other Agencies

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

- Caltrans will review and provide comments on certain VMT analyses, particularly if the project requires a Caltrans encroachment permit or if it is considered to have a substantial effect on state highway facilities (such as freeways, on and off ramps, rural state routes, roundabouts, etc.).
- Although most VMT analyses are expected to be conducted using the methodology included in these Guidelines, it may be determined that a regional travel demand model is the most acceptable methodology for some projects. In these cases, use of the Tulare County Association of Governments (TCAG) model is recommended and coordination with TCAG should occur.
- Additional coordination with adjacent counties and incorporated cities within Tulare County will not typically be necessary to implement SB 743 unless a proposed mitigation measure crosses jurisdictional boundaries. It should be noted that detailed coordination on transportation issues already exists between the county and the incorporated relating to the adoption of development impact fees. Consultation with potentially impacted jurisdictions should occur early in the process to ensure compatible methodologies and ultimate results are mutually agreed upon.



## 3 LAND DEVELOPMENT PROJECTS

This chapter provides guidance on conducting VMT analyses for land development projects, including single-use projects, mixed-use projects, redevelopment projects (i.e. any project that replaces an existing development rather than being built on vacant/undeveloped land), and specific plans.

### 3.1 Overview of Analysis

The VMT analysis methodology for land development projects was developed in order to accomplish the following:

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

The starting point for the VMT analysis provided in these Guidelines was OPR's December 2018 technical advisory. OPR recommends determining the project VMT/capita or VMT/employee and comparing it to regional and/or city-wide averages. For urban, suburban, and rural areas within counties that are part of Metropolitan Planning Areas (MPO's), OPR recommends use of VMT/capita and VMT/employee significance thresholds that are 15% below the relevant averages. OPR also states that for rural areas outside MPO's, significance thresholds may be best determined on a case-by-case basis.

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

Building on the OPR guidance, these Guidelines provide a refined VMT analysis specifically tailored to the unincorporated areas within the County of Tulare's jurisdiction. These Guidelines extend OPR's concept of determining significance thresholds for rural areas on a case-by-case basis to Tulare County based on the concept that travel behavior in the small town and rural areas of Tulare County is similar to travel behavior in the rural portions of non-MPO counties.

Project VMT/capita and VMT/employee can be most easily determined using a travel demand model, either by running the model for each specific project VMT analysis or by creating maps and tables showing average VMT/capita and VMT/employee values for the area of interest. Many types



of transportation analyses in Tulare County should be conducted using the TCAG regional travel demand model and this model can potentially be used for VMT analysis if a model run is conducted for each project. However, TCAG does not provide map or table based VMT/capita and VMT/employee values. Instead VMT analysis can be conducted using the California Statewide Travel Demand Model (CSTDM), developed and maintained by Caltrans. Caltrans has provided base-year (2010) and horizon year (2040) VMT/capita and VMT/employee values for the entire state broken down by county and by geographical units known as traffic analysis zones (TAZ's) within each county.

In its Technical Advisory, OPR refers to the process described earlier for small projects as “map-based screening”. OPR recommends this methodology for determining which projects are located in VMT-efficient areas and can therefore be “screened out” from requiring a VMT analysis. For Tulare County, this process is extended to allow for the map-based analysis of VMT/capita and VMT/employee values.

Thresholds of significance for VMT analysis are also based on OPR's recommendations, but some refinements have been made to reflect the predominantly rural character of Tulare County; following are refinements applicable to Tulare County:

- OPR recommends that residential and office projects compare project VMT/capita or VMT/employee to regional or city-wide average. For Tulare County, due to its predominantly rural character, these comparisons are made between project VMT and the average VMT/capita or between project VMT/employee for the average VMT/employee in the TAZ in which the project is located.
- OPR recommends a significance threshold of 15% below average. For Tulare County, the significance threshold is below the TAZ average. Therefore, projects that have a VMT/capita or VMT/employee equal to or above the average VMT/capita or VMT/employee in the TAZ in which the project is located would be presumed to have a significant transportation impact.
- OPR recommends that local-serving retail projects can be presumed to have a less than significant transportation impact. This is because local-serving retail typically reduces trip lengths by providing additional destinations that tend to replace trips to more distant retail locations. For Tulare County, this concept is also used and it is extended to other types of local-serving projects such as schools, public facilities, parks, and local-serving medical offices.
- OPR recommends that a regional retail project may have a significant impact if results in a net increase in total VMT. This threshold is also used by Tulare County.
- OPR does not recommend a specific threshold for industrial projects. For Tulare County, an industrial project has a significant impact if its VMT/employee equals or exceeds average VMT/employee for the TAZ in which the project is located. It should be noted that goods movement is not subject to VMT analysis. Therefore, goods movement trips associated with an industrial project would not be included when determining VMT/employee.





While many projects will go through the process described above to analyze VMT, some projects will be determined to be “screened out” due to project size or project type. These projects are described in Section 3.2.

Figure 3-1 shows a flow chart that summarizes the VMT analysis process. Tulare County Traffic Zone Analysis Maps are shown in Figure 3-2. These maps provide a general indication of the location of TAZ’s within Tulare County. At the time of preparation of this report, more detailed TAZ maps were available on the website of the Northern California Section of the Institute of Transportation Engineers ([www.norcalite.org](http://www.norcalite.org)). In the future these maps may be available from Tulare County staff or the Caltrans SB 743 website (<https://dot.ca.gov/programs/transportation-planning/office-of-smart-mobility-climate-change/sb-743>). VMT/capita and VMT/employee values for base year conditions based on the CSTDM are shown in Table 3-1.

It should be noted that some projects include a mix of land uses. For these projects, one way to conduct the VMT analysis would be to use the methodology described above and analyze VMT impacts and mitigation for each land use type separately. An alternative approach would be to conduct an analysis determine the VMT reduction that would occur due to internal capture (i.e. trips between different land uses that occur within the project site). The information in Appendix A may be helpful in determining VMT reductions for mixed use projects.

## 3.2 Screening Criteria

Following is a description of projects that would have a less than significant transportation impact due to project size or project type. If a project meets at least one of the following screening criteria, it would not require a detailed VMT analysis.

### 3.2.1 Small Projects

Some projects are small enough that they can be presumed to have a less than significant transportation impact without doing a detailed VMT analysis. For Tulare County, projects that generate less than 500 trips per day can be presumed to have a less than significant impact (see Appendix D for additional information on how this value was determined). Trip generation would normally be determined using the current edition of the Institute of Transportation Engineers (ITE) Trip Generation Manual. Other potential sources include the San Diego Association of Governments (SANDAG) trip generation guide (Not So Brief Guide of Vehicular Traffic Generation Rates in the San Diego Region, April 2002), articles in the ITE Journal, as well as trip generation rates obtained from other accepted sources. In some cases, project applicants may choose to conduct counts of existing similar facilities in order to determine trip generation rates.

### 3.2.2 Local-Serving Retail and Similar Land Uses

Consistent with OPR’s Technical Advisory, local-serving retail uses are presumed to have a less than significant impact on VMT since they tend to attract vehicle trips from adjacent areas that would have otherwise been made to more distant retail locations. This presumption also applies in Tulare County.





Most retail developments in the unincorporated area of Tulare County are anticipated to be local serving. In cases where there is reasonable doubt on whether a project is local serving or regional, County staff can exercise an option of requesting, or requiring, a market study to assist in the evaluation/determination of localness or regionality.

Other developments that are not technically retail may fall under this category such as medical offices, insurance agents, and other offices that are intended to serve the general public. See Appendix E for a list of projects that would fall into this category based on the County's zoning code. Project applicants are encouraged to submit a written analysis to Tulare County for a determination on whether the local serving status applies.

### 3.2.3 Local-Serving Public Facilities

Similar to retail land uses, local-serving public facilities are presumed to have a less than significant impact on VMT. This would include government facilities intended to typically serve the local public, parks, and public elementary schools, public middle schools, and high schools.

### 3.2.4 Affordable and Farmworker Housing Projects

OPR's Technical Advisory allows for a less than significant finding for transportation impacts of residential projects that are 100% affordable housing located in infill areas. For Tulare County, affordable housing is defined as affordable to all persons with a household income equal to or less than 50% of the area median income (as defined by California Health and Safety Code Section 50093), housing for senior citizens, housing for transitional foster youth, disabled veterans, and homeless persons. In addition, this screening category applies to all 100% affordable housing projects that meet the detailed criteria above, regardless of whether they are located in infill areas. It also applies to all developments intended primarily for farm worker housing regardless of their status with respect to affordability.

### 3.2.5 Redevelopment Projects That Result in a Net Reduction of VMT

According to CEQA, projects are considered to have a less than significant impact if they result in a net reduction in the relevant performance measure (in this case VMT). Therefore, redevelopment projects in Tulare County that generate less VMT than the existing project they are replacing would be considered to have a less than significant impact on VMT. For the purposes of VMT analysis, a redevelopment project is any project that replaces an existing development rather than being built on vacant/undeveloped land. Since VMT/capita and VMT/employee are efficiency metrics, a redevelopment project that would produce more VMT than the existing project it is replacing would need to conduct a VMT analysis assuming the proposed land use (with no credit taken for the existing land use) to determine whether the proposed project meets the applicable significance thresholds (i.e. a value below the average VMT/capita or VMT/employee of the TAZ in which the project is located).



### 3.2.6 Mixed-Use Projects That Result in a Net Reduction of VMT

Mixed-use projects typically generate less VMT than the individual component land uses would generate if they were built on separate project sites because mixed-use projects allow some trips to be made by walking or by short vehicle trips which would occur within or very near the project site. Mixed-use projects that wish to demonstrate a net reduction in VMT would need to conduct an internal capture analysis using the methodology described in the current edition Institute of Transportation Engineers Trip Generation Handbook. Once a reduction in VMT is demonstrated through internal capture, the VMT reduction would be used to indicate a reduced level of VMT/capita or VMT/employee for one or more of the individual land uses. After applying this reduction, the individual land use components of the project would be analyzed separately with respect to applicable significance thresholds.

### 3.3 Significance Thresholds

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

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

Appendix B includes information on project types not described above.

### 3.4 Mitigation

The preferred method of VMT mitigation in Tulare County is for project applicants to provide transportation improvements that facilitate travel by walking, bicycling, or transit. This can be accomplished as follows:

- A survey should be conducted within one half mile of the project site to determine any gaps in facilities for walking, bicycling, or transit. For example, this could include repair of damaged or construction of new sidewalks, installation of curb ramps, provision of bicycle facilities, or improvement to transit stops or access to transit routes. For bicycle facilities, the improvement could be a Class I, II, or III bicycle facility consistent with TCAG's Regional Active Transportation Plan or Tulare County Complete Streets plans and programs.
- If suitable improvements are not found within one half mile of the project site, improvements could be suggested in more remote locations as long as they support walking, bicycling, and transit in the unincorporated area of Tulare County.



- The project list in Appendix F, based on the TCAG Regional Active Transportation Plan, can be consulted for potential projects that could be used for VMT mitigation.
- In order to provide VMT mitigation for CEQA purposes, the cost of the mitigation provided should exceed either \$20 per average daily trip generated by the project or 0.5% of the total construction cost of the project (not including land acquisition). The \$20 value per average daily trip is based on a generally typical statewide minimum roadway mitigation value of \$2,000 per single family dwelling unit and an assumption that transit, bicycling, and walking make up approximately 1% of all trips in Tulare County. The value of 0.5% of construction cost is meant to be roughly equivalent to this value but expressed in a different way.
- If a project provides mitigation that meets either or both of the VMT mitigation costs described above, it can presume a 1% reduction in VMT for reporting purposes. The goal of this mitigation is that it will be sufficient to reduce a project's VMT impacts to a level of insignificance.
- In some cases, it may be infeasible for projects to meet the requirements described earlier. In these cases, a project may submit reasonable rationale to the County and request mitigation of VMT impacts on a regional basis. The project applicant would then provide reasonable documentation (i.e., evidence) of how its implementation would provide funding toward unfunded projects. Suitable projects may be found in the TCAG Regional Active Transportation Plan, transit development plans, bicycle and pedestrians plans adopted at the local level, or as part of complete streets projects. Payment could be made through direct or indirect payment of fees or other monetary contributions that would be used to fund relevant improvements. In order for a project to demonstrate a 1% reduction in VMT for reporting purposes, a reasonable argument must be made and submitted by the project applicant to the County for review and subsequent approval.

### 3.5 Step by Step Summary of VMT Analysis for Land Development Projects

Following is a step by step summary of the process for VMT analysis of land development projects. Case studies of example projects are provided in Appendix D.

- Determine whether the project is relieved of the requirements to conduct a VMT analysis using the screening criteria described in Section 3.2.
- If the project is not relieved, determine the TAZ where the project is located based on the maps shown in Figure 3-2 or the more detailed maps available from the ITE or Caltrans sources noted at the end of Section 3.1.
- Determine the average VMT/capita or VMT/employee for the TAZ in which the project is located based on Table 3-1.
- Unless the project has unique characteristics that would result in less VMT generation than a typical project, assume the project VMT/capita or VMT/employee is the same as the average for the TAZ in which the project is located. This would typically result in a significant VMT impact.



- Provide VMT mitigation as described in Section 3.4.

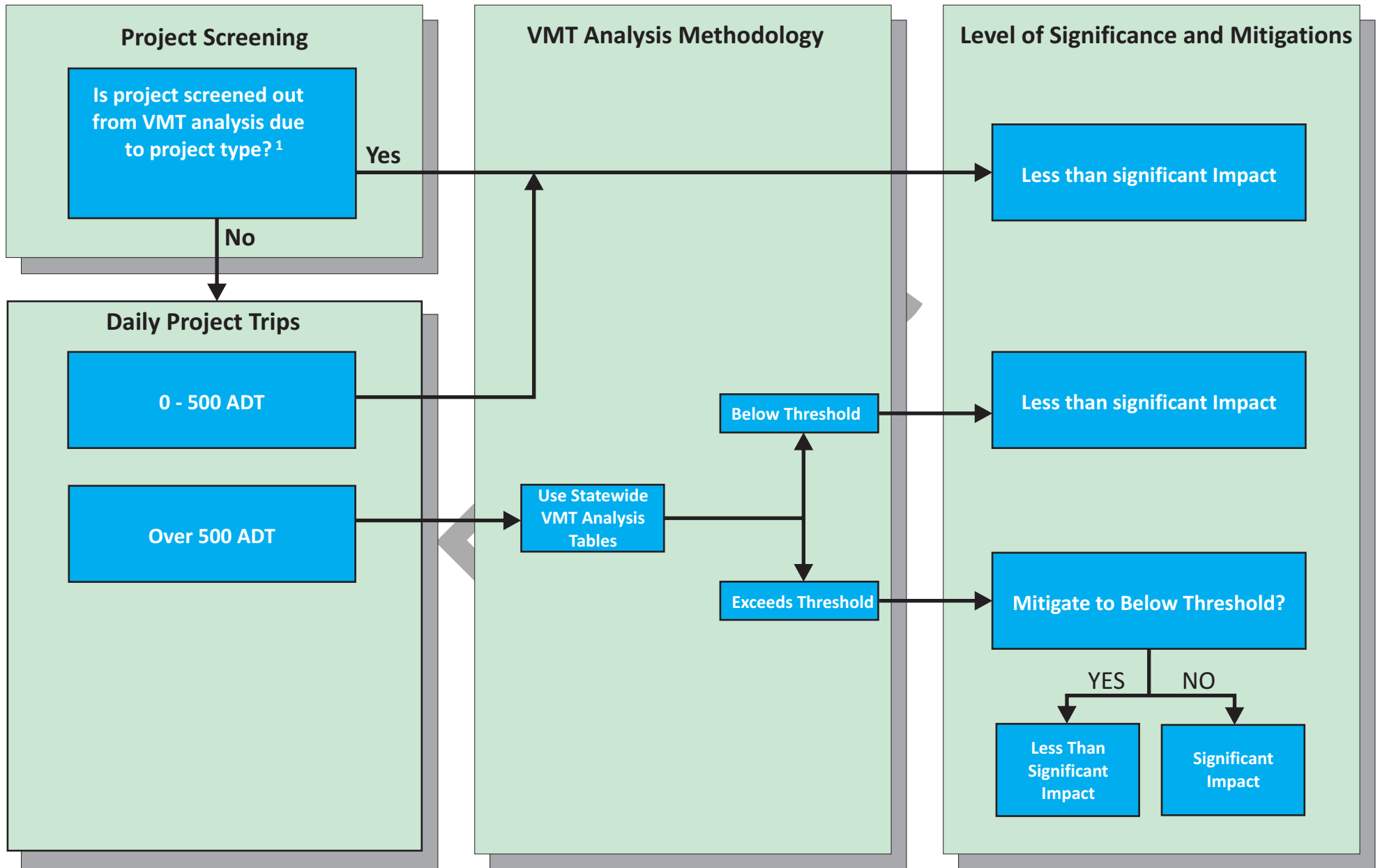
### 3.6 Additional VMT Methodologies for Unique Situations

For some projects, it may be acceptable to conduct VMT analysis in an alternative manner than what is described above. This could apply to proposed very large projects that would require a model run rather than the methodology described above. It could also apply to projects that have unique VMT characteristics for which the average VMT/capita or VMT/employee in the TAZ where the project is located would not be applicable.

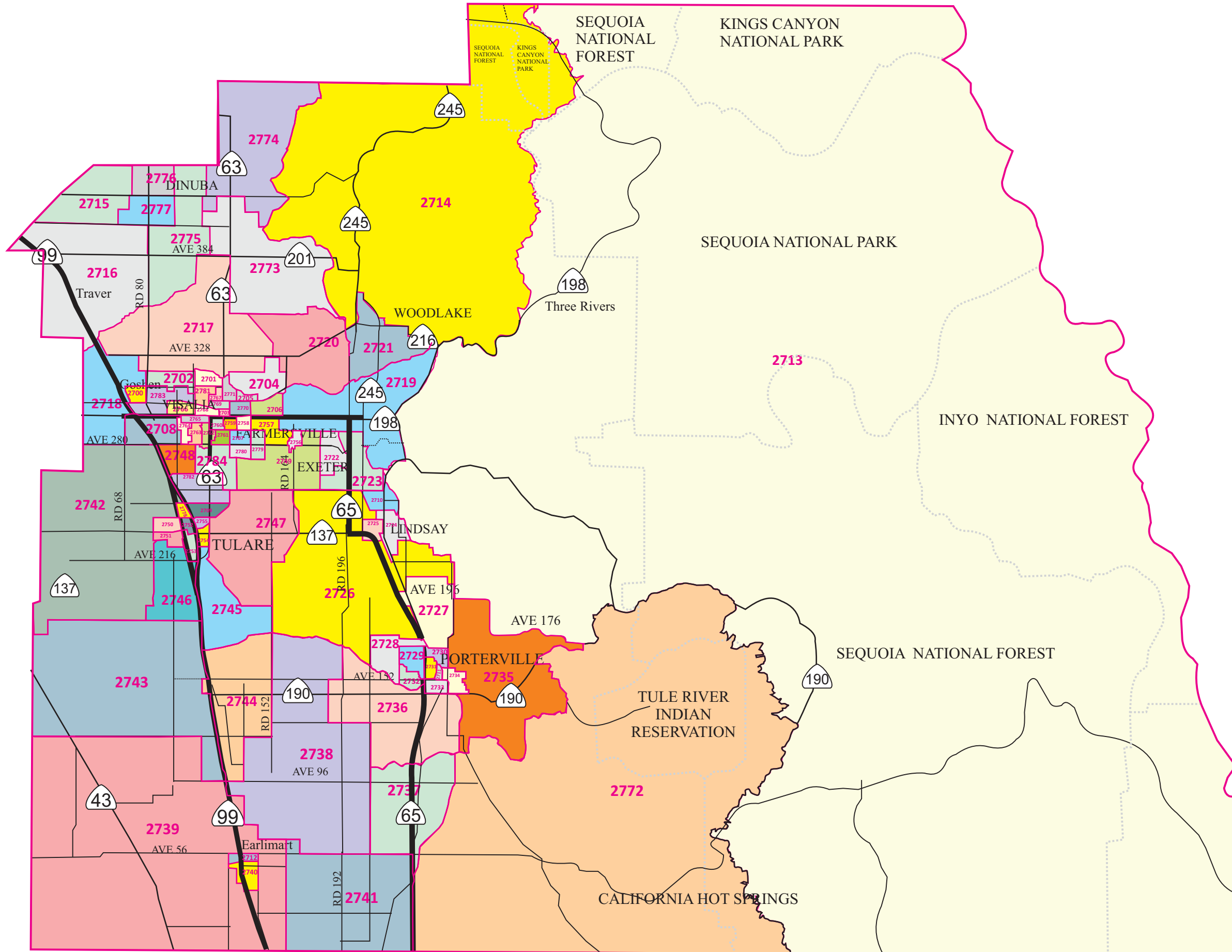
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Figure 3-1  
VMT Analysis for Land Development Projects



1. VMT impacts presumed to be less than significant for certain projects, including local-serving retail projects, other local-serving projects, and affordable housing projects. See section 3.2

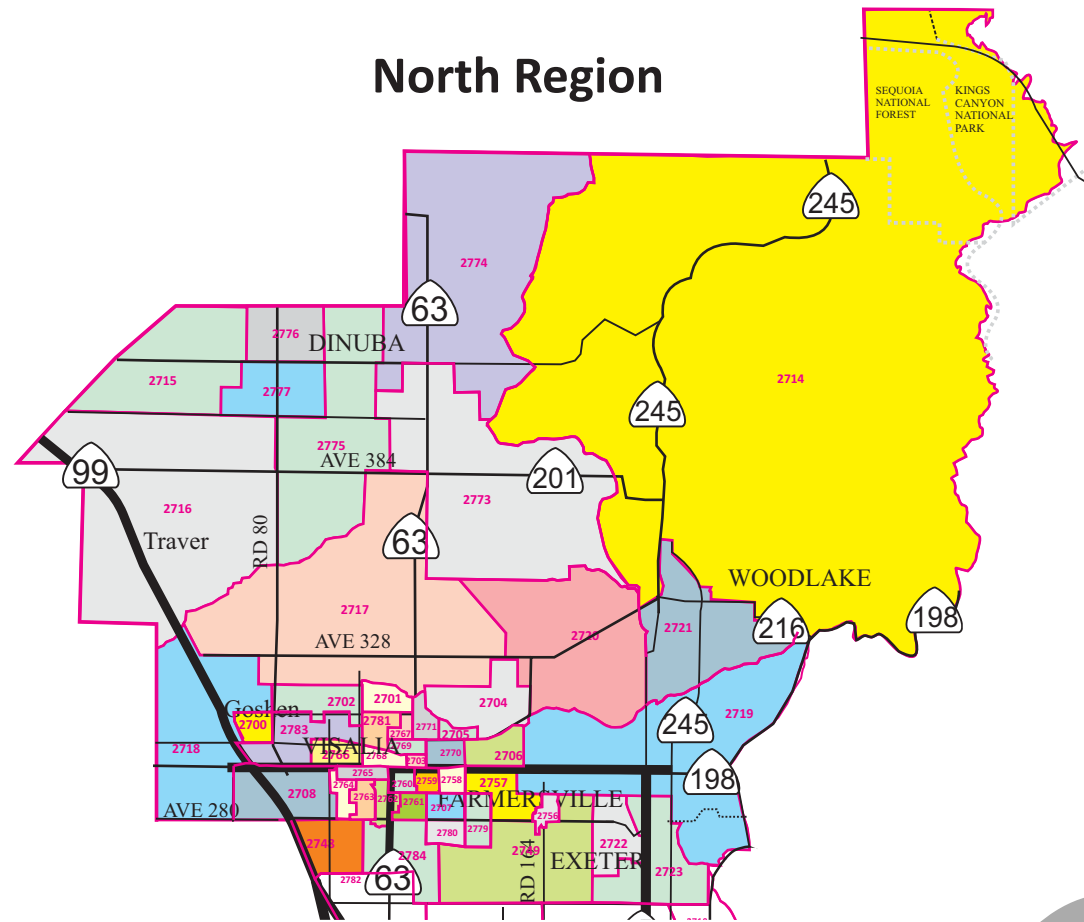


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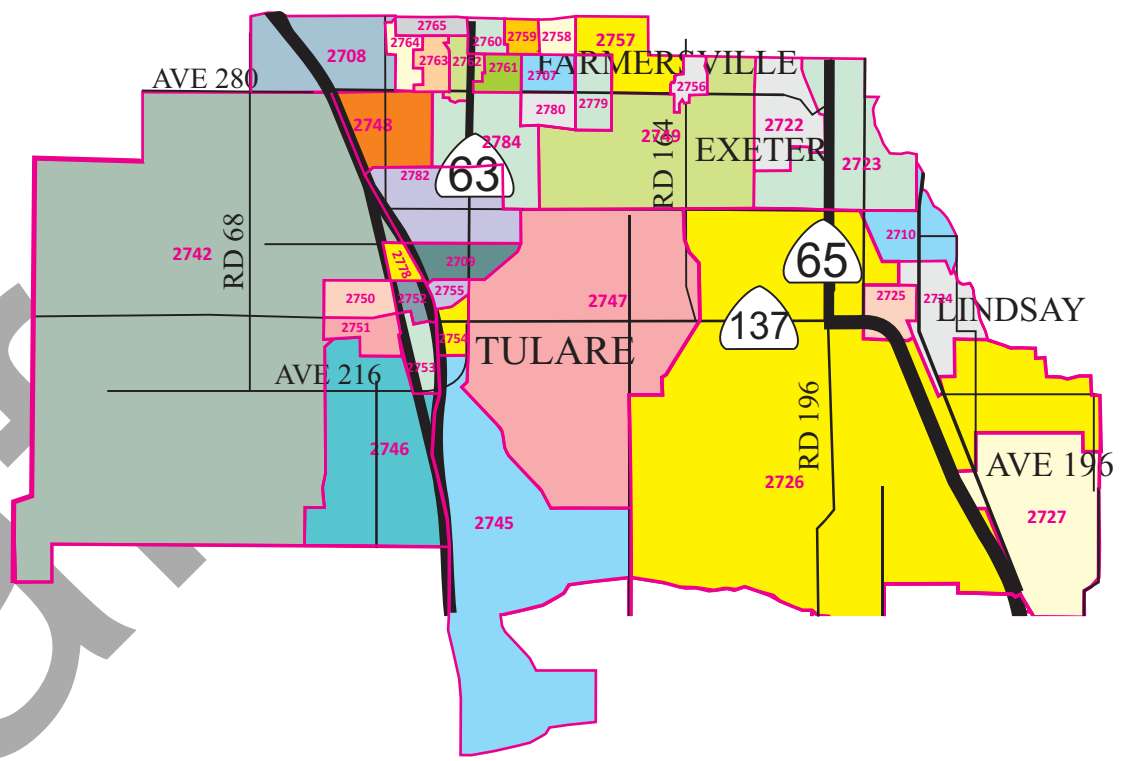
-  Freeways
-  Other Roadways
-  National Park/Forest Borders



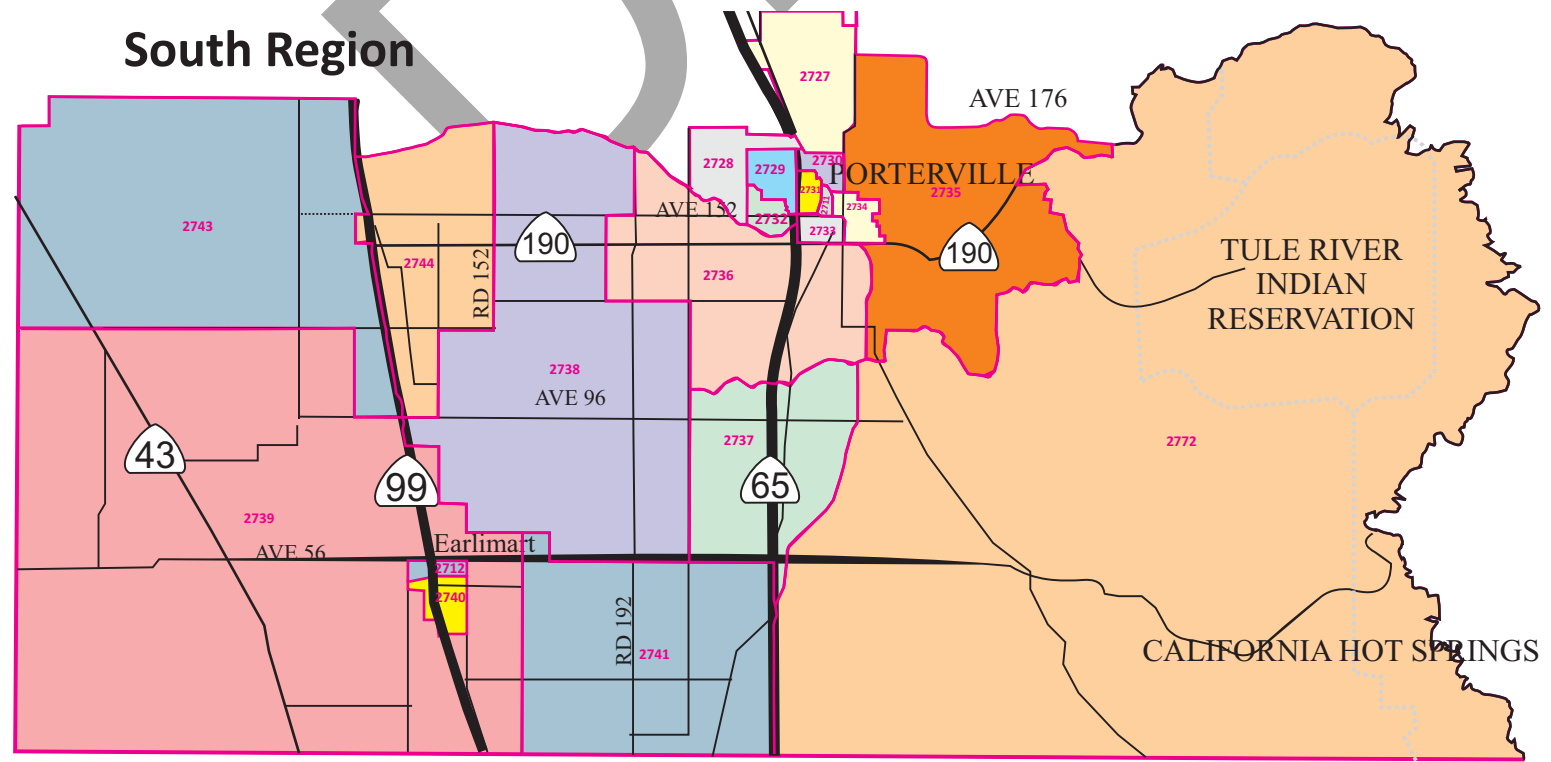
### North Region



### Central Region



### South Region

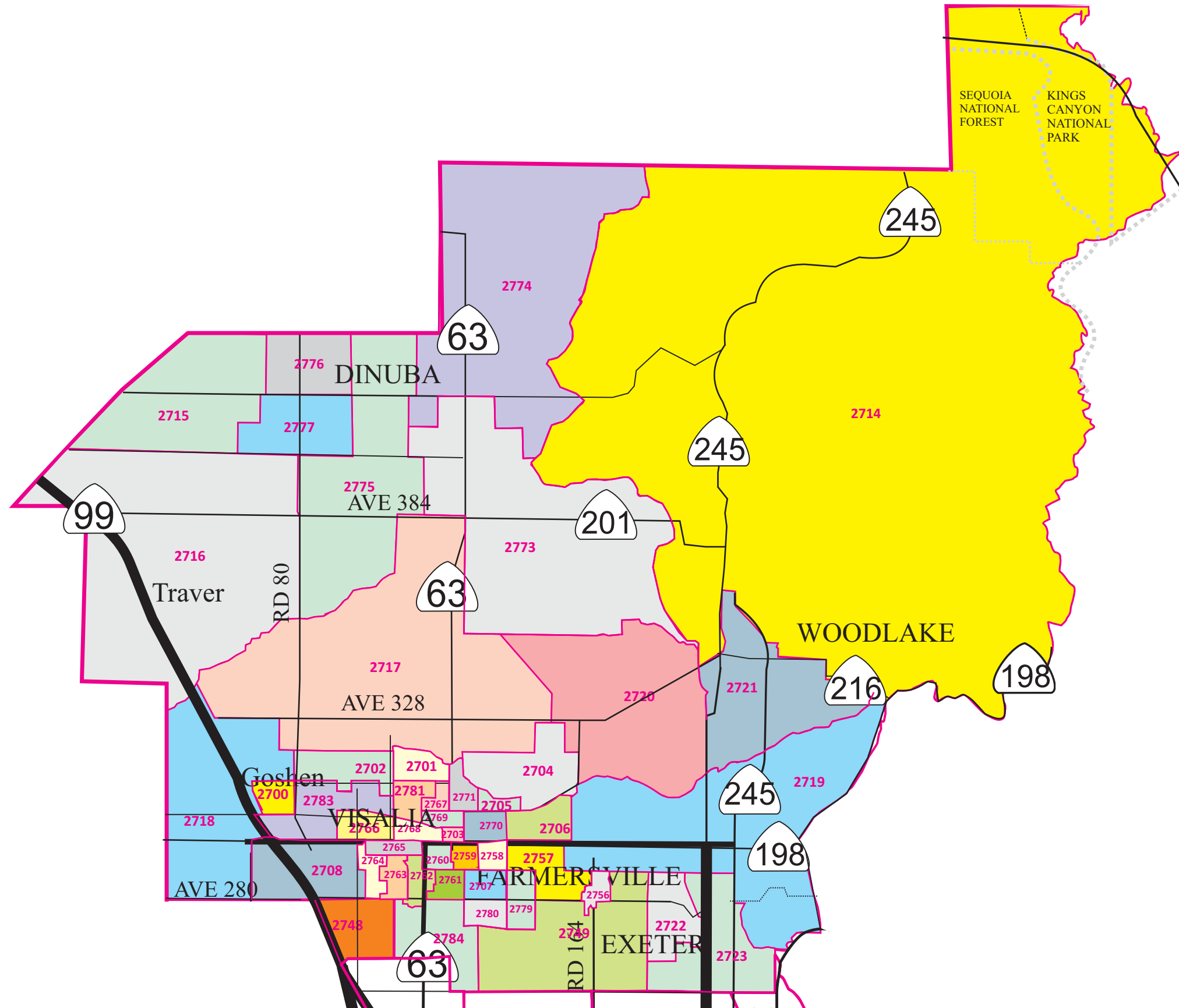


VRPA TECHNOLOGIES, INC.




#### Legend

- Freeways
- Other Roadways
- National Park/Forest Borders

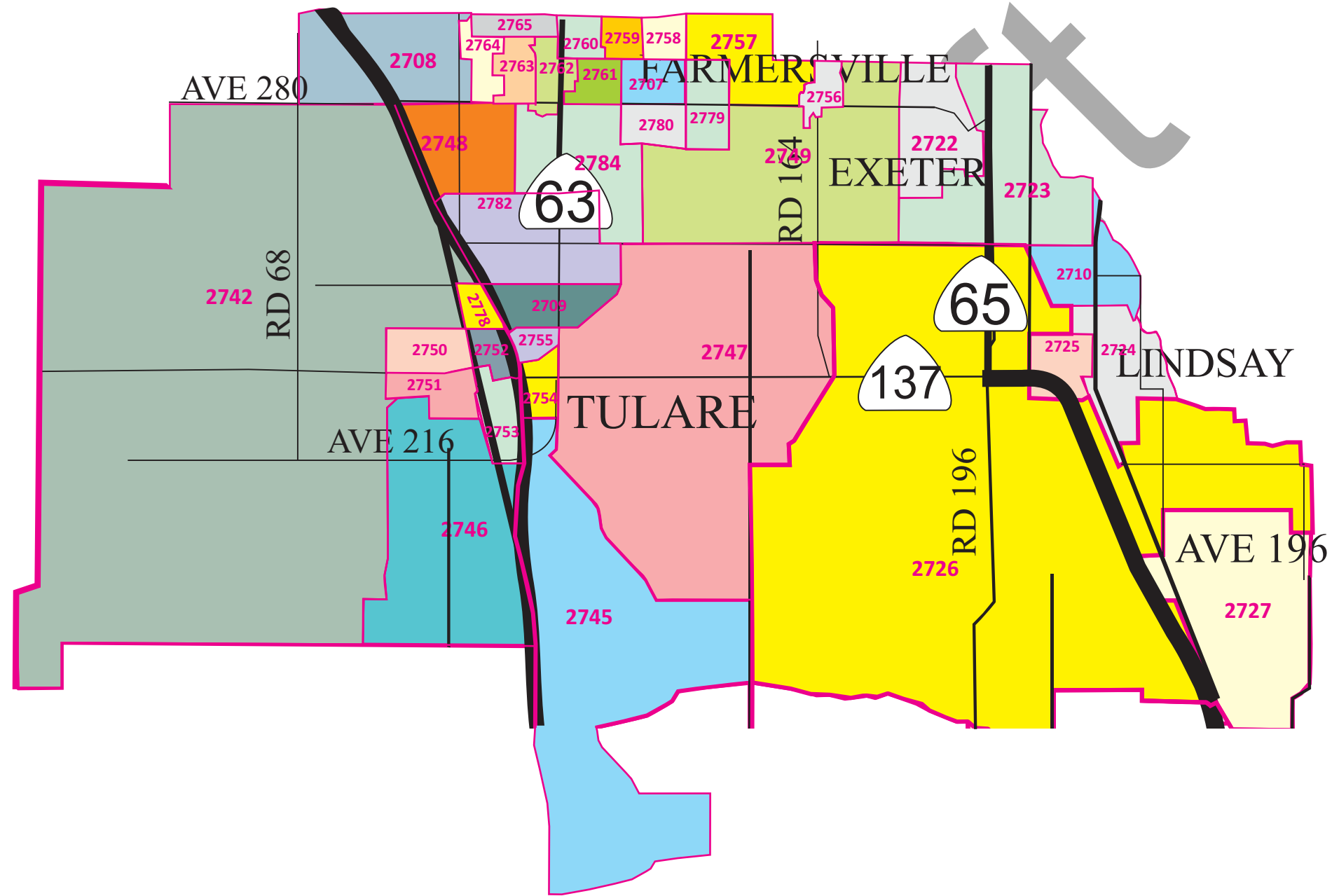







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-  Freeways
-  Other Roadways
-  National Park/Forest Borders

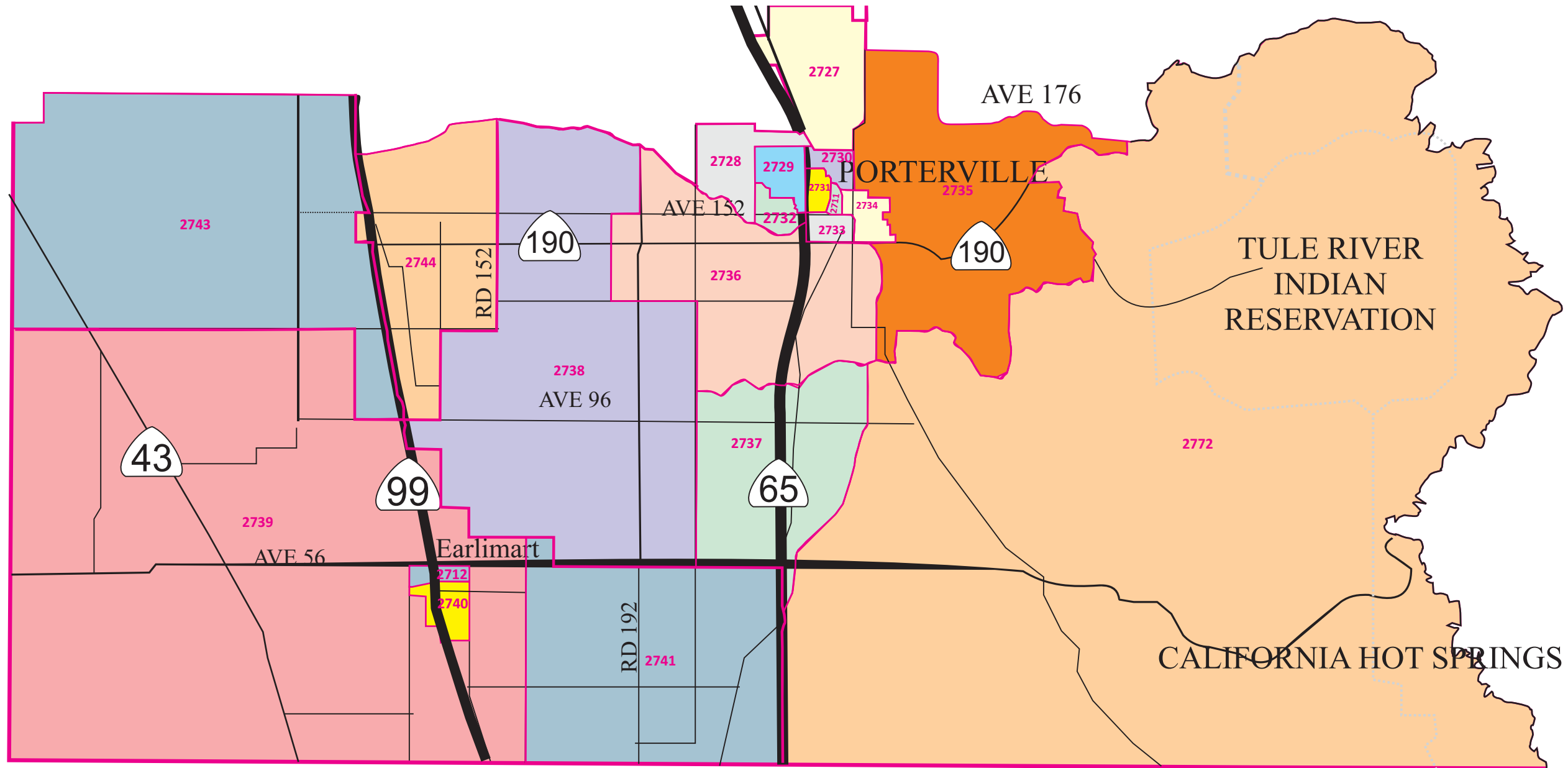




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-  Freeways
-  Other Roadways
-  National Park/Forest Borders





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- Freeways
- Other Roadways
- National Park/Forest Borders



**Table 3-1**  
**Vehicle Miles Traveled Analysis For**  
**Tulare County Traffic Analysis Zones**

<b>Zone Number</b>	<b>Community or Hamlet</b>	<b>Daily VMT Per Capita</b>	<b>Daily VMT Per Employee</b>
2700	Goshen	14.55	30.92
2701	-	11.15	29.28
2702	-	14.15	26.10
2703	-	6.04	35.06
2704	-	15.71	28.35
2705	-	10.65	29.20
2706	-	10.71	38.62
2707	-	9.86	43.54
2708	-	12.58	30.19
2709	-	12.63	34.53
2710	Tonyville	19.05	56.72
2711	-	6.32	33.21
2712	Earlimart	9.15	31.06
2713	Springville/Three Rivers	42.71	10.59
2714	Three Rivers	31.93	20.35
2715	El Monte Mobile Village	19.09	27.40
2716	Delft Colony/London/ Traver	25.44	29.38
2717	-	12.38	33.38
2718	Goshen/West Goshen	17.04	32.70
2719	Lindcove	21.77	29.63
2720	Ivanhoe	17.19	29.83
2721	-	18.69	27.50
2722	-	13.50	30.85
2723	Tooleville	14.79	31.46
2724	-	11.81	30.44
2725	-	13.31	29.41
2726	-	20.24	34.32
2727	Strathmore	16.10	33.58
2728	-	9.82	32.62
2729	-	8.09	30.10
2730	-	8.01	32.60
2731	-	6.66	30.62
2732	-	8.88	30.30
2733	-	7.21	30.79
2734	-	8.03	29.61
2735	-	11.51	21.49
2736	-	11.44	24.87
2737	Ducor/Terra Bella	19.68	29.09
2738	Pixley	20.12	30.16

**Table 3-1**  
**Vehicle Miles Traveled Analysis For**  
**Tulare County Traffic Analysis Zones**

<b>Zone Number</b>	<b>Community or Hamlet</b>	<b>Daily VMT Per Capita</b>	<b>Daily VMT Per Employee</b>
2739	Allensworth/Alpaugh/ Pixley/Teviston	30.12	29.82
2740	Earlimart	11.64	21.63
2741	Richgrove	18.37	26.05
2742	Waukena	17.78	26.01
2743	Pixley/Tipton	27.56	24.40
2744	Pixley/Tipton	20.76	26.87
2745	-	16.65	32.27
2746	Matheny Tract	12.85	29.18
2747	East Tulare Villa	16.42	28.45
2748	-	12.60	26.38
2749	Hypericum	16.19	33.14
2750	-	9.01	28.45
2751	-	9.33	32.38
2752	-	10.02	30.39
2753	-	9.56	32.21
2754	-	11.09	29.55
2755	-	10.95	27.58
2756	-	11.72	31.01
2757	-	11.27	32.23
2758	-	9.42	30.43
2759	-	8.03	34.14
2760	-	7.61	31.43
2761	-	9.14	35.02
2762	-	7.71	31.64
2763	-	9.38	28.72
2764	-	8.84	30.90
2765	-	7.67	29.21
2766	-	9.38	30.28
2767	-	8.62	27.66
2768	-	7.22	28.65
2769	-	7.06	33.28
2770	-	8.25	30.83
2771	-	8.76	32.23
2772	Springville	31.70	16.76
2773	Cutler-Orosi/Seville	16.75	30.49
2774	Cutler-Orosi/ East Orosi/ Yetttem	17.01	27.17
2775	Monson/Sultana	19.27	25.81

**Table 3-1**  
**Vehicle Miles Traveled Analysis For**  
**Tulare County Traffic Analysis Zones**

<b>Zone Number</b>	<b>Community or Hamlet</b>	<b>Daily VMT Per Capita</b>	<b>Daily VMT Per Employee</b>
2776	-	11.95	24.62
2777	-	10.70	26.16
2778	-	13.40	30.99
2779	-	12.98	26.01
2780	-	9.82	31.55
2781	-	8.35	29.40
2782	-	15.04	25.60
2783	Goshen	10.50	27.12
2784	-	10.31	24.49

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## 4 UPDATE OF THE GENERAL PLAN AND COMMUNITY PLANS

This chapter provides guidance on VMT analysis for updates to the General Plan and Community Plans.

### 4.1 VMT Analysis

VMT analysis for the General Plan or Community Plans would generally be conducted by comparing the total VMT/capita of the study area with the plan in the planning horizon year to the VMT/capita of the study area in the base year. This analysis would be conducted using the TCAG regional travel for updates to the General Plan. For updates to community plans, the VMT analysis could be conducted using the TCAG regional travel demand model or using sketch planning techniques. The base year of the analysis would typically be the base year of the model if a travel demand model is used for the calculations or existing conditions if sketch planning techniques are used.

### 4.2 Significance Thresholds

A significant impact would result if the VMT/capita of the study area within the planning horizon year exceeds the VMT/capita of the study area in the base year.

### 4.3 Mitigation

VMT mitigation for the General Plan and Community Plans would typically consist of adding new facilities or improvements to facilitate walking, bicycling, or transit or by reducing the level of roadway improvements included in the applicable plan.



## 5 TRANSPORTATION PROJECTS

SB 743 also applies to transportation projects. Consistent with the adoption language when SB 743 was incorporated into CEQA by the Natural Resources Agency, lead agencies have the discretion to continue using level of service and delay as the performance measure to determine the impacts of transportation projects or to choose a different performance measure. As recommended in OPR's Technical Advisory, Tulare County has determined that it is acceptable to use VMT as the performance measure for transportation projects.

### 5.1 Screening Criteria

Consistent with OPR's Technical Advisory, certain types of transportation projects are presumed to have a less than significant impact on transportation. A list of these project types is shown below. Additional project types that have similar VMT characteristics to the projects described below can also be presumed to have a less than significant impact. A determination of whether a proposed project has similar VMT characteristics to the project types listed below will need to be conducted at the time of analysis.

Certain roadway projects would also have a less than significant impact. This could occur when a new roadway is proposed that would reduce the lengths required between local origins and destinations. For example, a proposed new roadway could reduce VMT if it allowed for less out of direction travel to key destinations than existing available travel routes.

The projects that meet the screening criteria have been categorized into different project types and they include the following:

#### Maintenance

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

#### Safety

- Roadside safety devices or hardware installation such as median barriers and guardrails
- Roadway shoulder enhancements to provide "breakdown space," dedicated space for use only by transit vehicles, to provide bicycle access, or to otherwise improve safety, but which will not be used as automobile vehicle travel lanes
- Addition of an auxiliary lane of less than one mile in length designed to improve roadway safety
- Grade separation to separate vehicles from rail, transit, pedestrians or bicycles



- Addition of passing lanes, truck climbing lanes, or truck brake-check lanes in rural areas that do not increase overall vehicle capacity along the corridor

#### Operational Improvements

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

#### Transit

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

#### Reductions in Roadway Capacity

- Reduction in number of through lanes

#### Pedestrian and Bicycle Facilities

- Addition of new or enhanced bike or pedestrian facilities on existing streets/highways or within existing public rights-of-way
- Addition of Class I bike paths, trails, multi-use paths, or other off-road facilities that serve non-motorized travel

## 5.2 Vehicle Miles Traveled Analysis

VMT analysis of roadway projects that do not meet the screening criteria described above is conducted by determining whether the project was included in the General Plan

For projects that do require VMT analysis, the typical approach would be to use the TCAG regional travel demand model and compare a model run without the project to a model run with the project and determine the net change in total VMT. Any net increase in VMT would result in a significant





impact. It may also be possible to use sketch planning techniques to calculate VMT for a small-scale transportation project if the size of the project would so small as to be unreasonable for inclusion in a regional travel model. The methodology would vary depending on the project and would most likely include estimating VMT based on key origins and destinations of travelers using the facility.

### 5.3 Significance Thresholds

Following is the significance threshold for transportation projects:

- Transportation Projects: A significant transportation impact occurs if the proposed project would result in a higher level of VMT than was anticipated for the project in the General Plan Circulation Transportation and Circulation Element or Community Plan or if a capacity increasing project is proposed that was not included in the General Plan Transportation and Circulation Element.

### 5.4 Mitigation

VMT mitigation measures for roadway projects could include the provision of improvements that facilitate walking, bicycling, or transit.

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## 6 LOCAL TRANSPORTATION ANALYSIS

Although SB 743 changes the CEQA transportation performance measure from level of service to vehicle miles traveled (VMT), it does not affect a local agency's ability to analyze roadway operations and require land development projects to provide improvements when the traffic generated by a project will affect the local roadway system. In Tulare County, a local transportation analysis (LTA) should be generally be provided for land development projects that generate more than 100 peak hour trips. The purpose of the LTA is to analyze traffic generated by the project and recommend transportation improvements to accommodate increases in traffic. An LTA should generally be provided for transportation projects that add 100 or more trips to other roadways or intersections. While the focus of the analysis will typically be on the roadway system, the LTA should also recommend any improvements needed to facilitate walking, bicycling, and transit in the area of the project site, regardless of whether the project has significant or less than significant impact on VMT. This section describes the recommended methodology for analysis of local roadway conditions.

The purpose of an LTA is to forecast, describe, and analyze how a development will affect existing and future circulation infrastructure for users of the roadway system, including vehicles, bicycles, pedestrians, and transit. The LTA assists transportation engineers and planners in both the development community and public agencies when making land use, mobility infrastructure, and other development decisions. An LTA quantifies the expected changes in transportation conditions and translates these changes into transportation system effects in the vicinity of a project.

The roadway transportation analysis included in an LTA is separate from the transportation impact analysis conducted as part of the environmental (CEQA) project review process described earlier. The purpose of the roadway transportation analysis is to ensure that all project applicants provide reasonable transportation infrastructure improvements in order to accommodate their multimodal transportation demands.

Unique situations may call for variation from these Guidelines. It is recommended that consultants who prepare an LTA conduct early coordination with Tulare County staff. This could include submitting a scoping letter (e.g., a methodology memorandum) for review by Tulare County to verify the application of these Guidelines and to identify any analysis needed to address unique circumstances. Caltrans and lead agencies may need to consult and agree on the specific methods used in local transportation analysis studies involving any State Route facilities

### 6.1 Need for a Study

An LTA is required for all projects which generate traffic greater than 100 peak-hour trips in the AM or PM peak hours.

### 6.2 Study Parameters

It is recommended that the geographic area examined in the LTA include all key intersections, local roadway segments between signalized intersections, intersections, freeway entry and exit ramps, and mainline freeway locations where the proposed project will add 50 or more peak hour trips in either direction to the existing roadway traffic.

The data used in the LTA should not be more than two years old and should not reflect a temporary interruption (special events, construction detour, etc.) in the normal traffic patterns unless that is the



nature of the project itself. If recent traffic data is not available, current counts should be made by the project applicant's consultant.

Tulare County's goal for roadway level of service (LOS) on all freeways, roadway segments, and intersections is LOS D. Roadway capacity analysis shall be conducted for the study area described earlier and improvements shall be considered for locations which are projected to operate worse than level of service D (i.e. level of service E or F). Projects shall provide physical improvements or a fair share payment toward physical improvements when it contributes a 5% or higher increase in traffic to a roadway facility anticipated to operate at level of service E or F.

### 6.3 Scenarios to be Studied

The following scenarios are required to be addressed in the roadway analysis (unless there is concurrence with the lead agency that one or more of these scenarios may be omitted). Situations where a one or more scenarios may be omitted include the following:

- Small projects in areas where roadways are known to be adequate for anticipated future conditions would not require a Horizon Year or Horizon Year + Proposed Project scenario.
- In areas where there are no nearby cumulative developments and substantial increases in near-term traffic are not anticipated would not require a Near-term or Near-term + Proposed Project scenario.

Existing Conditions: Document existing traffic levels and peak-hour levels of service in the study area. Identify locations where roadways do not meet target levels of service for existing conditions.

Existing Plus Project Conditions: Analyze the effect of the proposed project in addition to existing conditions. This scenario identifies the effect of a project on the transportation network with no other changes in conditions.

Near-term (approved and pending): Analyze the cumulative conditions resulting from the development of "other" approved and "reasonably foreseeable" pending projects that are anticipated to influence the study area. This is the baseline against which project effects are assessed. Tulare County (or adjacent jurisdictions) can provide copies of the traffic studies of previously-approved projects. If data is not available for near-term cumulative projects, a percentage per year growth factor should be used. If applicable, transportation network improvements should also be included in this scenario. This would include programmed and fully funded network improvements that are scheduled to open prior to the project's anticipated opening day.

Near-term + Proposed Project: Analyze the effects of the proposed project at its anticipated opening day in addition to near-term baseline conditions.

Horizon Year: Identify traffic forecasts, typically approximately 20 years into the future, through the output of a TCAG model forecast or other traffic forecast methodology approved by the County of Tulare.

Horizon Year + Proposed Project: Analyze the additional project traffic effect to the horizon year condition. When reasonable, and particularly in the case of very large developments or new general/community plans, the TCAG model should be run with, and without, the additional development to show the net effect on all parts of the area's transportation system.



## 6.4 Project Trip Generation and Distribution

Project trip generation would normally be determined using the current edition of the Institute of Transportation Engineers (ITE) Trip Generation Manual. Other potential sources include the San Diego Association of Governments (SANDAG) trip generation guide (Not So Brief Guide of Vehicular Traffic Generation Rates in the San Diego Region, April 2002), articles in the ITE Journal, as well as trip generation rates obtained from other accepted sources. In some cases projects may choose to conduct counts of existing similar facilities in order to determine trip generation rates.

Reasonable reductions to trip rates should also be considered with proper analysis of pass-by and diverted traffic on adjacent roadways and for mixed-use developments.

Project trips shall be assigned and distributed either based on estimated trip distribution patterns or through use of the TCAG model. The magnitude of the proposed project will usually determine which method is employed.

For projects using the manual method the trip distribution percentages shall be derived from existing local traffic patterns using professional judgement. For projects using the computer model, the trip distribution percentages shall be derived from a select zone assignment. The centroid connectors should accurately represent project access to the street network.

## 6.5 Analysis of Project Effect on the Roadway System

The LTA shall include a roadway analysis to determine the effect that the project will have for each of the previously outlined study scenarios. This will include daily or peak-hour capacity analyses for freeways and roadway segments. Intersections and freeway ramp merge/diverge areas shall be conducted based on AM and PM peak hour conditions. The capacity analysis shall be conducted for all of the traffic analysis scenarios described earlier. The analysis will typically be conducted using the most recent edition of the Highway Capacity Manual for intersections and freeway ramp merge/diverge areas.

## 6.6 Need for Roadway Improvements

Roadway improvements or a fair share contribution for roadway improvements shall be recommended for any roadway facilities that are anticipated to operate worse than the target of level of service D. Following is specific guidance for individual situations:

- For unsignalized intersections that are anticipated to operate at LOS E or F, a signal warrant analysis shall be conducted using peak hour warrants. If this analysis indicates that a traffic signal is not warranted, alternative improvements to achieve LOS D or better should be recommended, if feasible. If no feasible improvements to achieve LOS D or better are available, the intersection can be determined to operate at LOS D and no improvements would be needed.
- For roadway segments that are anticipated to operate at LOS E or F using roadway segment analysis, consideration shall be given to the operation of the traffic signals at either end of the segment (if applicable). If the adjacent traffic signals are anticipated to operate at LOS D or better, the roadway segment shall not need improvements.



- For all facilities, roadway improvements will not be needed if the project traffic is less than 5% of total traffic with the project.
- In cases where a fair share payment is recommended it shall be based on the project's share of total future traffic with the project. The fair share shall be determined based on the project's anticipated traffic increase divided by the total of anticipated traffic increases from the project and all other traffic increases.

## 6.7 Effect of Trucks on Pavements

For projects with large concentrations of truck traffic, the LTA shall include an analysis of the effect of truck traffic on the pavement condition of affected roadways. Such projects would include industrial developments of all types, sand and gravel mining, landfills, and batch processing plants. The pavement analysis shall be conducted for the same study area as the remainder of the LTA. Improvements shall be recommended whenever the project would have a substantial effect on the roadway pavement and the intent of the improvement would be to restore the pavement to the pre-project condition or better.

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## 7 ADDITIONAL RESOURCES FOR VEHICLE MILES TRAVELED ANALYSIS

This chapter provides locations of websites that can be used to locate additional resources that may be useful in conducting VMT analyses in Tulare County and a list of reference documents.

### 7.1 Websites with Additional Resources

- Detailed TAZ Maps for the California Statewide Model: [www.norcalite.org](http://www.norcalite.org)
- Governor’s Office of Planning and Research (ORP): <http://www.opr.ca.gov/ceqa/updates/sb-743/>
- California Air Pollution Control Officers Association (CAPCOA). This organization has provided one of the most widely used resources for VMT mitigation (Quantifying Greenhouse Gas Mitigation Measures, August 2010). It can be found at the following website: <http://www.capcoa.org/wp-content/uploads/2010/11/CAPCOA-Quantification-Report-9-14-Final.pdf>
- SANDAG Mobility Management Project and VMT Reduction Tool: <https://www.icommutesd.com/planners/tdm-local-governments>
- Caltrans SB 743 Website: <https://dot.ca.gov/programs/transportation-planning/office-of-smart-mobility-climate-change/sb-743>

### 7.2 References

Technical Advisory on Evaluating Transportation Impacts in CEQA, Governor’s Office of Planning and Research, December 2018: [http://opr.ca.gov/docs/20190122-743\\_Technical\\_Advisory.pdf](http://opr.ca.gov/docs/20190122-743_Technical_Advisory.pdf)

Climate Action Plan, Tulare County, December 2018 Update: <http://generalplan.co.tulare.ca.us/> then click on “Climate Action Plan 2018 Update”

Tulare County General Plan, 2030 Update, August 2012: <http://generalplan.co.tulare.ca.us/>

Trip Generation, Institute of Transportation Engineers, 10<sup>th</sup> Edition: <https://itetripgen.org/index.html>

(Not So) Brief Guide of Vehicular Trip Generation for the San Diego Region, San Diego Association of Governments, April 2002:

[https://www.sandag.org/uploads/publicationid/publicationid\\_1140\\_5044.pdf](https://www.sandag.org/uploads/publicationid/publicationid_1140_5044.pdf)

Trip Generation Handbook, Institute of Transportation Engineers, 3<sup>rd</sup> Edition, September 2017:

<https://ecommerce.ite.org/IMIS/ItemDetail?iProductCode=RP-028D-E>

Regional Active Transportation Plan (with amendments): <https://tularecog.org/tcag/programs-funding/active-transportation-program-atp/regional-active-transportation-plan/tcag-regional-active-transportation-plan-walk-and-bike-tulare-county-with-amendments/>

California Health and Safety Code:

<https://leginfo.legislature.ca.gov/faces/codesTOCSelected.xhtml?tocCode=HSC>



California Public Resources Code. Section 21000 et seq. Title 14. Division 6. California Natural Resources Agency. Chapter 3. Section 15064.3, subdivision (a). Accessed May 2020 at:  
[https://resources.ca.gov/CNRALegacyFiles/ceqa/docs/2018\\_CEQA\\_FINAL\\_TEXT\\_122818.pdf](https://resources.ca.gov/CNRALegacyFiles/ceqa/docs/2018_CEQA_FINAL_TEXT_122818.pdf).

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**APPENDIX A**  
**ALTERNATIVE**  
**VEHICLE MILES**  
**TRAVELED**  
**ANALYSIS FOR**  
**NON-STANDARD**  
**LAND USE TYPES**





TABLE A-1: VMT ANALYSIS OF NON-STANDARD LAND USE TYPES

LAND USE TYPE	BASIS FOR DETERMINATION OF A SIGNIFICANT VEHICLE MILES TRAVELED (VMT) IMPACT
Religious	See local-serving retail
Education	See local-serving retail
Hotel	See office
Medical Office or Hospital	See local-serving retail
Library	See local-serving retail

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VEHICLE MILES TRAVELED ANALYSIS GUIDELINES

**APPENDIX B**  
**SCREENING**  
**CRITERIA AND**  
**THRESHOLD**  
**EVIDENCE**

## SCREENING CRITERIA AND THRESHOLD EVIDENCE

This appendix provides context and evidence for the screening criteria and threshold evidence included in Chapters 3 for Land Development Projects, Chapter 4 for Update of the General Plan and Community plans, and Chapter 5 for Transportation Projects.

### Screening Criteria

Certain types of development projects are presumed to have less than significant impacts to the transportation system, and therefore would not be required to conduct a VMT analysis if any of the following criteria (that is, small projects, local-serving retail and similar uses, local-serving public facilities, affordable housing, and redevelopment projects that results in less VMT) are established, based on substantial evidence.

#### Small Projects

Small projects, which are whole projects with independent utility that would generate less than 500 average daily vehicle trips (ADT), would also not result in significant transportation impacts on the transportation system:

**Evidence** – Traffic impact analysis conducted using level of service and delay as a performance measure has traditionally used minimum values for projects that are considered large enough that an analysis is required to determine whether the project has CEQA transportation impacts. In many agencies, these minimum project sizes are documented in an agency’s traffic impact study guidelines. Although some agencies are carrying the small project size threshold forward from level of service and delay-based analyses to VMT analyses, Tulare County does not have published traffic impact study guidelines. In order to establish a minimum project size for which a project is required to conduct a VMT analysis, current minimum project sizes for VMT analysis were gathered from statewide sources as shown in Table B-1. Of the agencies listed in the table, The Sacramento region and the San Diego region stand out as jurisdictions that include rural areas such as Tulare County. The Sacramento region uses VMT specific to the region and this is considered less applicable to Tulare County than the San Diego minimum project size which is based on previous experience in conducting transportation analyses for CEQA. Of the two values listed for the San Diego region, the value of 500 ADT (i.e. 500 daily trips) for projects inconsistent with the General Plan is considered to be more applicable to Tulare County. This is because the value of 1,000 ADT for projects consistent with the General Plan is based on individual projects in the San Diego region comparing level of service and delay-based analyses with a General Plan specific to their location. However, the value of 500 ADT for projects inconsistent with the General Plan fits the situation of VMT analyses conducted in Tulare County since no previous VMT analysis will have been conducted on a project basis. Therefore, absent substantial evidence otherwise, it is reasonable to conclude that the addition of 500 or fewer daily trips could be considered not to lead to a significant impact. It should be noted that consistency with the General Plan for the purpose of this discussion means that the proposed project would be anticipated to generate equal to or fewer trips than the land use designated in the General Plan.

#### Local-Serving Retail and Similar Uses

Local-serving retail is defined in Tulare County as any retail development, regardless of size, that is anticipated to serve local customers. These types of developments would reduce trip lengths (and therefore VMT) by offering

Table B-1  
Sample Minimum Project Size Requirements for SB 743 Analysis

Agency	Minimum Project Size	Basis for Determination
City of San Jose	Based on OPR Technical Advisory but stated in terms of sq. ft.	OPR Technical Advisory
City of Elk Grove	10 d.u. or 50,000 sq.ft. commercial	N/A
Sacramento Area Council of Governments	237 ADT	Statistical analysis of regional VMT data
City of Los Angeles	250 ADT	N/A
City of Pasadena	10 d.u./10,000 sq.ft. commercial/300 ADT	N/A
City of San Diego	Based on OPR guidelines but using local trip generation. Result is 300 ADT.	Based on OPR guidelines but using local trip generation. Result is 300 ADT.
City of Fresno	500 ADT	Comparison to greenhouse gas emissions thresholds
San Diego Region	500 ADT (for projects inconsistent with the General Plan)	Previous Traffic Impact Study Guidelines
San Diego Region	1,000 ADT (for projects consistent with the General Plan)	Previous Traffic Impact Study Guidelines

additional retail choices allowing customers to make shorter trips than they would make to more distant retail developments. This would apply to retail developments intended to serve customers in the immediate area (such as a convenience store located in a rural area). It would also apply to retail developments that would serve customers in located anywhere in the unincorporated area or Tulare County, as long as the project would reduce the need for travel to more remote retail developments in adjacent counties.

**Evidence** – The OPR Technical Advisory provides that “because new retail development typically redistributes shopping trips rather than creating new trips, estimating the total change in VMT (i.e., the difference in total VMT in the area affected with and without the project) is the best way to analyze a retail project’s transportation impacts.” Local serving retail generally shortens trips as longer trips from regional retail are redistributed to new local retail.

### Local-Serving Public Facilities

Similar to local-serving retail, local-serving public facilities such as schools, government offices, medical offices, and parks serve the community and either produce very low VMT or divert existing trips from established local facilities.

**Evidence** – Similar to local serving retail, local serving public facilities would redistribute trips and would not create new trips. Thus, similar to local serving retail, trips are generally shortened as longer trips from a regional facility are redistributed to the local serving public facility. The evidence from the OPR Technical Advisory described above also applies to local-serving public facilities.

### Affordable Housing Projects

Residents of affordable residential projects typically generate less VMT than residents in market rate residential projects. In recognition of this effect, and in accordance with the OPR Technical Advisory, deed-restricted affordable housing projects meet the region’s screening criteria and would not require a VMT analysis.

Projects that provide affordable housing affordable to persons with a household income equal to or less than 50 percent of the area median income as defined by California Health and Safety Code Section 50093, housing for senior citizens (as defined in Section 143.0720(e)), housing for transitional foster youth, disabled veterans, or homeless persons (as defined in 143.0720(f)) are not required to complete a VMT analysis.

**Evidence** –Affordable residential projects generate fewer trips than market rate residential projects. This supports the assumption that the rate of vehicle ownership is anticipated to be less for persons that qualify for affordable housing. Additionally, senior citizens, transitional foster youth, disabled veterans, and homeless individuals also have low vehicle ownership rates.

### Redevelopment Projects That Result in a Net Reduction in VMT

A redevelopment project that demonstrates that the total project VMT is less than the existing land use’s total VMT is not required to complete a VMT analysis. For the purposes of VMT analysis, a redevelopment project is defined as a land development project that is proposed for a project site that already is developed as opposed to a project that is proposed to be built on a project site that is vacant.

**Evidence** – Consistent with the OPR Technical Advisory, “[w]here a project replaces existing VMT-generating land uses, if the replacement leads to a net overall decrease in VMT, the project would lead to a less-than-significant transportation impact. If the project leads to a net overall increase in VMT, then the thresholds described above should apply.”

## Thresholds

If a project is required to complete a VMT analysis, the project’s impacts to the transportation system would be significant if the VMT would exceed the average VMT/capita or VMT/employee of the traffic analysis zone (TAZ) in which the project is located.

### Residential Projects

**Threshold** – below average household VMT/capita in the TAZ where the project is located.

**Evidence** – The OPR Technical Advisory recommends the use of VMT/capita as the performance measure for VMT analysis of residential projects. It provides specific recommendations for numerical thresholds to be used on a statewide basis, but also includes the following statement: “In rural areas of non-MPO counties (i.e., areas not near established or incorporated cities or towns), fewer options may be available for reducing VMT, and significance thresholds may be best determined on a case-by-case basis. Note, however, that clustered small towns and small town main streets may have substantial VMT benefits compared to isolated rural development, similar to the transit oriented development described above.” Although Tulare County is an MPO county, these guidelines recommend the use of significance thresholds developed for the local characteristics of small town and rural areas of Tulare County. These guidelines extend the concept of rural guidelines in non-MPO counties developed on a case by case basis to the unincorporated area of Tulare County that may not be considered rural by other definitions. For the purpose of VMT analysis, the same characteristics of rural areas of non-MPO counties mentioned by OPR apply to all of Tulare County. These include lack of a high concentration of transit, pedestrian, and bicycle facilities and a high degree of reliance on the automobile mode for basic transportation. However, these guidelines acknowledge the VMT benefits of providing transit, bicycle, and pedestrian improvements in small towns and small town main streets by encouraging the use of these types of improvements as mitigation measures.

### Office/Employment Projects

**Threshold** – below average VMT/employee in the TAZ where the project is located.

**Evidence** – See evidence provided above for residential projects.

## Transportation Project Screening Criteria

This section provides a list of transportation projects that are presumed to have a less than significant impact; and therefore, would not be require a VMT analysis. In addition, information is provided on significance thresholds for projects that would require a VMT analysis.

Consistent with OPR’s Technical Advisory, project types that would not result in increased vehicle travel have, by the very nature of the project, a less than significant impact and can be screened out from conducting a VMT analysis. These types of projects include, but are not limited to:

- Rehabilitation/maintenance projects intended to maintain transportation facilities that do not add motor vehicle capacity or an increase of VMT
- Addition of bicycle facilities (i.e., Class I, II, or III facilities and bicycle parking).
- Intersection traffic signal improvements/turn-lane configuration changes
- Additional capacity on local/collector streets if conditions are substantially improved for active transportation modes
- Installation of roundabouts and other traffic calming devices

The following specific project types are presumed to have a less than significant impact to VMT:

- Rehabilitation, maintenance, replacement, safety, and repair projects designed to improve the condition of or replace existing transportation assets for example highways; roadways; bridges; culverts; etc.; that are structurally deficient or functionally obsolete (e.g., using Caltrans and/or County of Tulare criteria) to current engineering standards and that do not add additional motor vehicle capacity
- Roadside safety devices or hardware installation such as median barriers and guardrails
- Roadway shoulder enhancements to provide “breakdown space,” dedicated space for use only by transit vehicles, to provide bicycle access, or to otherwise improve safety, but which will not be used as automobile vehicle travel lanes
- Addition of an auxiliary lane of less than one mile in length designed to improve roadway safety
- Installation, removal, or reconfiguration of traffic lanes that are not for through traffic, such as left, right, and U-turn pockets, two-way left turn lanes, or emergency breakdown lanes that are not utilized as through lanes
- Addition of roadway capacity on local or collector streets provided the project also substantially improves conditions for pedestrians, cyclists, and, if applicable, transit
- Conversion of existing general purpose lanes (including ramps) to managed lanes or transit lanes, or changing lane management in a manner that would not increase vehicle travel
- Addition of a new lane that is permanently restricted to use only by transit vehicles
- Reduction in number of through lanes
- Timing of signals to optimize vehicle, bicycle, or pedestrian flow
- Installation of roundabouts or traffic circles
- Initiation of new transit service

- Rehabilitation and maintenance projects that do not add motor vehicle capacity
- Addition of new or enhanced bike or pedestrian facilities on existing streets/highways or within existing public rights-of-way
- Installation of publicly available alternative fuel/charging infrastructure
- Addition of passing lanes, truck climbing lanes, or truck brake-check lanes in rural areas that do not increase overall vehicle capacity along the corridor

**Evidence** – The list above is consistent with recommendations in the OPR Technical Advisory that indicates projects that can be presumed to have a less than significant impact on VMT due to overall project characteristics.

#### Threshold

For transportation projects, significant impact occurs if the project results in a net increase in VMT as compared with the level of VMT anticipated to occur through implementation of the Transportation and Circulation Element of the General Plan or Community Plan. In practice, this means that projects included in the Transportation and Circulation Element would have a less than significant VMT impact and VMT-increasing projects that are not included in the Transportation and Circulation Element would have a significant impact. Projects that replace a project in the Transportation and Circulation Element would have a significant impact if they would be anticipated to generate more VMT than the project they are replacing.

**Evidence** – OPR's Technical Advisory does not have a recommended threshold for transportation projects and leaves this determination up to lead agencies. It is more applicable and appropriate that a VMT analysis for roadway projects is considered at a planning level when developing regional or agency-specific transportation plans. The transportation plan for the region or agency is developed in consideration of the need to reduce vehicle miles traveled and the plan provides a coordinated effort to achieve this goal. Projects approved at the planning level support regional or agency-specific goals with respect to VMT. In Tulare County, the relevant transportation plans are the Regional Transportation Plan/Sustainable Communities Strategies prepared by the Tulare County Association of Governments and the Transportation and Circulation Element of the General Plan prepared by Tulare County.



**APPENDIX C**  
**POTENTIAL**  
**PROJECTS FOR**  
**USE IN VMT**  
**MITIGATION**

Table C-1  
Tulare County - Bicycle & Pedestrian Projects

TAZ	Agency - Project Description	Project Type	Cost (\$1,000s)	Source Document
All	Tulare County Active Transportation Campaign	Other/Safe Route to School (SRTS)	\$ 263	ATP
2776	Dinuba Elementary School Multi-Use Path	Trail-Path	\$ 550	ATP
2776/77	Dinuba Safe Route to School	Sidewalk/ Crossing/SRTS	\$ 530	ATP
2777	Dinuba Downtown Sidewalk Improvements	Sidewalk	\$ 334	ATP
2777	Dinuba Ventura Street Ped Path & Rail Crossing	Trail-Path/Crossing	\$ 500	ATP
2777	Dinuba Kamm/Greene Intersection Improvements	Crossing/SRTS	\$ 250	ATP
2776/77	Dinuba Citywide Bikeway	Bike	\$ 572	ATP
2776/77	Dinuba USD Safe Route To School	Other/SRTS	\$ 1,504	ATP
2722/23	Exeter Safe Route To School	Sidewalk/SRTS	\$ 998	ATP
2723	Exeter Rocky Hill Dr Ped & Bike Improvements	Sidewalk/Bike/ SRTS	\$ 1,000	ATP
2722	Exeter Road Path, Phase II	Trail-Path	\$ 1,750	ATP
2722/23	Exeter Citywide Bike Network	Bike	\$ 325	ATP
2756	Farmersville East Walnut Ave Sidewalks and Bike Lanes	Sidewalk/Bike/ SRTS	\$ 2,858	ATP
2719/2749/ 2756/2757	Farmersville Citywide Bikeway Network	Bike/Trail-Path	\$ 1,513	ATP
2724	Lindsay Page-Moore Tract Sidewalk Improvements City Project	Sidewalk	\$ 600	ATP
2724	Lindsay Page-Moore Tract Sidewalk Improvements Lindsay USD Project	Sidewalk	\$ 830	ATP
2724/25/26	Lindsay Citywide Bikeway Network	Bike	\$ 236	ATP
2711/2729/ 2731/2732/ 2734	Porterville Morton Ave Crosswalk Warning Lights	Crossing/SRTS	\$ 242	ATP
2732	Porterville Orange Ave Crosswalk Warning Lights	Crossing/SRTS	\$ 301	ATP
2711/2732/ 2733	Porterville Main Street Crosswalk Warning Lights	Crossing/SRTS	\$ 360	ATP
2732/33	Porterville Tule River Parkway Multi-Use Trail	Trail-Path	\$ 6,362	ATP
All Porterville City TAZ's	Porterville Citywide Bikeway Network	Bike/Trail-Path	\$ 1,677	ATP
2739	Tulare County, Allensworth Sidewalk Improvements	Sidewalk/SRTS	\$ 290	ATP
2739	Tulare County, Alppaugh Sidewalk Improvements	Sidewalk/SRTS	\$ 870	ATP
2773	Tulare County, Cutler-Ave 408 Improvements	Sidewalk	\$ 440	ATP
2773	Tulare County, Cutler-George Rd/2nd Dr Improvements	Sidewalk	\$ 3,000	ATP
2737	Tulare County, Ducor-Avenue 56/Carlisle Road Improvements	Sidewalk/SRTS	\$ 1,660	ATP

Table C-1  
Tulare County - Bicycle & Pedestrian Projects

TAZ	Agency - Project Description	Project Type	Cost (\$1,000s)	Source Document
2712/2740	Tulare County, Earlimart-State Street Sidewalk Improvements Phase I	Sidewalk/SRTS	\$ 1,460	ATP
2712/2740	Tulare County, Earlimart-State Street Sidewalk Improvements Phase II	Sidewalk/SRTS	\$ 2,100	ATP
2712/2740	Tulare County, Earlimart-State Street Sidewalk Improvements Phase III	Sidewalk/SRTS	\$ 2,270	ATP
2712	Tulare County, Earlimart Middle School Crossing Improvements	Crossing/SRTS	\$ 63	ATP
2740	Tulare County, Earlimart - Washington Avenue Sidewalk Improvements	Sidewalk/SRTS	\$ 490	ATP
2740	Tulare County, Earlimart Elementary School Crossing Improvements	Crossing/SRTS	\$ 80	ATP
2712	Tulare County, Earlimart-Alila School Crossing Improvements	Crossing/SRTS	\$ 70	ATP
2700/2718	Tulare County, Goshen - Avenue 308 Improvements	Sidewalk/Bike	\$ 920	ATP
2700/2718/ 2783	Tulare County, Goshen - Goshen Avenue Improvements	Sidewalk/Bike	\$ 4,670	ATP
2720	Tulare County, Ivanhoe - Avenue 3w32/Road 159 Improvements	Sidewalk	\$ 847	ATP
2720	Tulare County, Ivanhoe - Road 160 Improvements	Sidewalk/SRTS	\$ 735	ATP
2746	Tulare County, Matheny Tract Roadway Improvements	Sidewalk	\$ 4,850	ATP
2773	Tulare County, Orsi - Avenue 416 Improvements	Sidewalk	\$ 1,910	ATP
2773	Tulare County, Orsi - Avenue 413 Improvements	Sidewalk/SRTS	\$ 630	ATP
2773	Tulare County, Seville - Road 156 Improvements	Sidewalk/SRTS	\$ 223	ATP
2727	Tulare County, Strathmore- Avenue 198 Improvements	Sidewalk/SRTS	\$ 230	ATP
2727	Tulare County, Strathmore- Avenue 198 Improvements	Sidewalk	\$ 1,300	ATP
2744	Tulare County, Tipton - Evans Road Sidewalk Improvements	Sidewalk/SRTS	\$ 3,900	ATP
2716	Tulare County, Traver - 6th Street Sidewalk Improvements	Sidewalk	\$ 1,170	ATP
2716	Tulare County, Traver - Merritt Drive Sidewalk Improvements	Sidewalk/Bike/SRTS	\$ 1,300	ATP
2742	Tulare County, Waukena Elementary School Improvements	Sidewalk/SRTS	\$ 210	ATP
All	Tulare County, Countywide Bikeway Network	Bike/Trail-Path	\$12,630	ATP
2700/2783/ 2718	Tulare County, Goshen Area Bike/Ped Improvements	Bike/Trail-Path/SRTS	\$ 250	ATP
2747/2755	City of Tulare, Santa Fe Trail Crossing @ Mooney Blvd	Crossing	\$ 574	ATP

Table C-1  
Tulare County - Bicycle & Pedestrian Projects

TAZ	Agency - Project Description	Project Type	Cost (\$1,000s)	Source Document
2751/52	City of Tulare, Santa Fe Trail Crossing @ E, M, and Blackstone Streets	Crossing	\$ 255	ATP
All Tulare City TAZ's	City of Tulare, Tulare Citywide Bikeway Improvements	Bike/Trail-Path	N/A	ATP
2772	Tule River Indian Reservation, North Reservation Road Improvements	Sidewalk	\$ 2,399	ATP
2718	City of Visalia, Westerly Extension of Goshen Avenue Trail	Trail-Path	\$ 2,000	ATP
2760	City of Visalia, Evans Ditch Trail @ Rotary Park	Trail-Path/SRTS	\$ 635	ATP
2701/02	City of Visalia, Santa Fe Trail Crossing @ Rikken Avenue	Crossing	\$ 350	ATP
2770	City of Visalia, Mill Creek Trail From Burke Street to Ben Maddox Way	Trail-Path	N/A	ATP
TBD	City of Visalia, Greenway Trail From SCE Rector Station to St. John's River Trail	Trail-Path	\$ 3,500	ATP
2757	City of Visalia, Packwood Creek Trail North of Tulare Avenue	Trail-Path	\$ 500	ATP
2757	City of Visalia, Packwood Creek Trail Bridge North of Tulare Avenue	Crossing	\$ 275	ATP
2757/58	City of Visalia, Packwood Creek Trail Crossing @ Lovers Lane	Crossing	\$ 350	ATP
2707/2758/2759	City of Visalia, Walnut Avenue Trail Crossing @ San Joaquin Valley Railroad	Crossing	\$ 1,100	ATP
2707	City of Visalia, K Avenue Regional Trail - Santa Fe Street to Lovers Lane	Trail-Path	\$ 1,425	ATP
2722/2723/2749/2756/2757/2779	City of Visalia, K Avenue Regional Trail - Lovers Lane to Rocky Hill	Trail-Path	\$ 8,500	ATP
All Visalia City TAZ's	City of Visalia, Citywide Bikeway Network	Trail-Path	\$12,100	ATP
All Visalia City TAZ's	City of Visalia, Citywide Safe Routes to School Master Plan	Other/SRTS	\$ 75	ATP
2721	City of Woodlake, Kaweah Street Pedestrian Pathway	Sidewalk/SRTS	\$ 730	ATP
2721	City of Woodlake, Valencia Boulevard/Sequoia Avenue Improvements	Sidewalk/SRTS	\$ 515	ATP
2721	City of Woodlake, Magnolia Street Pedestrian Pathway	Sidewalk	\$ 775	ATP
2721	City of Woodlake, Woodlake Citywide Bikeway Network	Bike	\$ 73	ATP

TULARE SENATE BILL 743 GUIDELINES

APPENDIX D  
**CASE STUDIES**

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# APPENDIX D

## CASE STUDIES

### Introduction

This appendix summarizes analysis of VMT impacts of four case study projects in Tulare County. All four are hypothetical projects (one residential, one office, and two retail). The locations of these projects are shown in Figure D-2.

### Case Study 1: Residential Project

Following is a VMT estimate for a residential project. This case study project is presumed to be located west of Visalia, south of the Visalia Airport on Avenue 280 east of SR 99. It consists of 214 multifamily rental dwelling units and 24 single family dwelling owner-occupied units.

#### ***Analysis overview***

The analysis uses data from the California Statewide Travel Demand Model (CSTDm).

This residential project is located in Traffic Analysis Zone 2708 (TAZ 2708) with an average VMT/capita of 12.58 (see Table 3-1). This is a typical project and there is no reason to expect that it would have a higher or lower VMT/capita than the average for the TAZ. Since project VMT/capita is assumed to be equal to or above the VMT/capita of the zone in which the project is located, it has a significant VMT impact

#### ***Mitigation of Residential Project VMT***

A survey of pedestrian facilities near the project site indicates that the installation of curb ramps and sidewalk repairs are needed. Based on the ITE Trip Generation Manual, this project is expected to generate 1,857 daily trips. At a mitigation cost of \$20/daily trips, the target value of pedestrian improvements is \$37,120. The county and the applicant agree on a set of off-site pedestrian improvements with an estimated minimum cost of \$37,120. The applicant provides the pedestrian improvements as a condition of approval of the project. For reporting purposes, the assumed VMT/capita reduction is 1% of 12.58 or 0.12. The resulting VMT/capita after mitigation is 12.46 which is below the average VMT/capita in the TAZ which the project is located. After mitigation, the project has a less than significant impact.

### Case Study 2: Office Project

This case study provides an example of a VMT analysis for an office project. This hypothetical project would be located on Avenue 216 east of SR 65 in unincorporated Tulare County south of the City of Lindsay. It is an office building consisting of 200,000 square feet of office space.

#### ***Analysis overview***

The analysis used data from the California Statewide Travel Demand Model (CSTDm).

This office project is located in Traffic Analysis Zone (TAZ 2726) with an average VMT/employee of 34.32 (see Table 3-1). This is a typical project and there is no reason to expect that it would have a higher or lower VMT/employee than the average for the TAZ. Since project VMT/employee is assumed to be equal to or above the VMT/employee of the zone in which the project is located, it has a significant VMT impact

### ***Mitigation of Residential Project VMT***

Based on the ITE Trip Generation Manual, this project is expected to generate 2,078 daily trips. At a mitigation cost of \$20/daily trip, the target value of pedestrian improvements is \$41,560. A survey of transit, bicycle, and pedestrian facilities near the project site indicates that there are no suitable improvement projects in the vicinity of the project site. A review of Table C-1 in Appendix C indicates that there are no projects in TAZ 2726 that the project could use to provide mitigation. However, Table C-1 includes a project in TAZ 2712 to install crossing improvements at the Earlimart Middle School at a cost of \$63,000. While this cost exceeds the minimum mitigation cost of \$41,560, the applicant has decided to provide this improvement in order to demonstrate a full mitigation of VMT impacts. The applicant agrees to implement this project as a condition of approval of the project. For reporting purposes, the assumed VMT/employee reduction is 1% of 34.32 or 0.34. The resulting VMT/capita after mitigation is 33.98 which is below the average VMT/capita in the TAZ in which the project is located. After mitigation, the project has a less than significant impact.

## Case Study 3: Three Rivers Variety Store Project

The project is a 9,100 square foot retail store proposed to be located in the unincorporated Tulare County community of Three Rivers along SR 198. It also located in TAZ 2713 of the Statewide Travel Demand Model.

### Project Trip Generation

This analysis utilizes trip generation rates from the Institute of Transportation Engineers (ITE) publication Trip Generation, 10th Edition, specifically rates for “Variety Store” (Code 813). The project is expected to generate approximately 578 daily trips on a weekday basis.

### Need for SB 743 Analysis

OPR recommends that local-serving retail projects can be presumed to have a less than significant transportation impact. This is because local-serving retail typically reduces trip lengths by providing additional destinations that tend to replace trips to more distant retail locations. As local-serving retail it would be screened out from VMT analysis because the project would serve to shorten shopping trips

## Case Study 4: Large Retail Project

### Project Description

The project is a proposed 87,035 sq. ft. retail store, located to the west of SR 99 in the unincorporated community of Goshen. The project is located in TAZ 2718 of the Statewide Travel Demand model.

### Project Trip Generation

The trip generation of the proposed project was based on the Institute of the Transportation Engineers Trip Generation Manual, 10th Edition. The proposed project would generate 6,252 daily trips.

### Need for SB 743 Analysis

OPR recommends that local-serving retail projects can be presumed to have a less than significant transportation impact. This is because local-serving retail typically reduces trip lengths by providing additional destinations that tend to replace trips to more distant retail locations. For this project, the key question is whether it fits into the category of local serving. Expressed in terms of VMT generation, the question is whether the project would attract local shoppers who would otherwise travel to more distant retail locations. The County requests a market survey.

The market survey shows that the project would attract local trips and would shorten trip lengths, the project is considered to decrease VMT and the impact of the project is considered less than significant. No mitigation measures are needed.





VEHICLE MILES TRAVELED ANALYSIS GUIDELINES

# APPENDIX E

# **GLOSSARY**

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## GLOSSARY OF TERMS

Key Terms	
Term	Definition
Affordable Housing Projects	Housing projects or developments designed and built specifically to be affordable to those with a median household income or below.
Average Daily Traffic	The average 24-hour traffic count at a given location.
Breakdown Space or Breakdown Lane	An area along the side of a highway where vehicles are able to stop for an emergency; in some areas these lanes or spaces are opened during high volume travel times to reduce congestion.
California Environmental Quality Act (CEQA)	A state of California statute that requires local agencies to identify significant environmental impacts of their actions and avoid or mitigate those impacts, if feasible.
Climate Action Plan	The Climate Action Plan (CAP) is designed to reduce Tulare County's greenhouse gas (GHG) emissions.
Delay	The additional travel time experienced by a driver, passenger, or pedestrian due to circumstances that impede the desirable movement of traffic. It is measured as the time difference between actual travel time and free-flow travel time.
Detection Systems	A set of traffic flow sensors that indicate the presence or passage of vehicles and provides data or information that supports traffic management applications such as signal control, freeway mainline and ramp control, incident detection, and gather of vehicle volume and classification data to meet State and Federal reporting requirements.
Development	Construction, re-construction, re-model or alteration of the size of any building structure, or area of occupancy, requiring a development permit; any grading activities requiring a development permit; change in the density or intensity of use of land requiring a development permit.
New Development	Construction of a new building structure on vacant land or to replace demolished/razed property.

## Key Terms

Term	Definition
Governor's Office of Planning and Research (OPR)	The office of Planning and Research (OPR), created by statute in 1970, is part of the Office of the Governor. OPR serves the Governor and his Cabinet as staff for long-range planning and research and constitutes the comprehensive state planning agency. (Government Code §65040).
Greenhouse Gas (GHG)	Gases that trap heat in the atmosphere. Principal GHGs include carbon dioxide (CO <sub>2</sub> ), methane (CH <sub>4</sub> ), nitrous oxide (N <sub>2</sub> O), ozone (O <sub>3</sub> ), and water vapor (H <sub>2</sub> O).
Institute of Transportation Engineers (ITE)	The Institute of Transportation Engineers is an international education and scientific association of transportation professionals who are responsible for meeting mobility and safety needs.
Level of Service (LOS)	Level of service (LOS) is a qualitative measure used to relate the quality of vehicle traffic service. LOS is used to analyze roadways and intersections by categorizing traffic flow and assigning quality levels of traffic based on performance measures like vehicle speed, density, congestion, etc.
Mitigation (as used in the California Environmental Quality Act)	An improvement that addresses the significant CEQA impacts of a project.
Mixed-Use Projects or Developments	A type of urban development, urban planning, or zoning type that blends residential, commercial, cultural, institutional, entertainment, or other uses into one space, where those functions are to some degree physically and functionally integrated.
Multimodal	Multimodal refers to multiple modes or ways of travel, such as walking, biking, riding transit or carpooling. Typically, multimodal is used in reference to street design or commuter benefits programs, designed to encourage people to use alternatives to the most common mode of travel, driving alone.
Non-Residential Development	Non-residential or commercial development includes the following land uses: industrial, retail, hotel, office, manufacturing, and mixed-use.
Tulare County Association of Governments (TCAG)	The Tulare County Association of Governments is an association of local Tulare County governments which serves as the metropolitan planning organization for the County.



## Key Terms

Term	Definition
Screening Criteria	Values, targets, or performance standards used to evaluate or compare the significance of an identified hazard, event, or associated risk to determine the tolerability. They may be defined both in quantitative and qualitative terms.
Senate Bill 743 (SB 743)	Senate Bill 743 (SB 743) requires the Governor’s Office of Planning and Research (OPR) to identify new metrics for identifying and mitigating transportation impact within CEQA.
Significance Thresholds (as used in the California Environmental Quality Act)	An identifiable quantitative, qualitative, or performance level of a particular environmental effect, non-compliance with which means the effect will normally be determined to be significant by the agency and compliance with which means the effect normally will be determined to be less than significant
Threshold Evidence	Justification for use of a particular threshold
Traffic Analysis Zone (TAZ)	A traffic analysis zone (TAZ) is a special area delineated by state and/or local transportation officials for tabulating traffic-related data – especially journey-to-work and place-of-work statistics. A TAZ usually consists of one or more census blocks, or block groups, or census tracts.
Traffic Calming	Traffic calming is a set of street designs and traffic rules that slow and reduce traffic while encouraging walkers and cyclists to share the street.
Traffic Calming Devices	Sidewalk extensions, roundabouts and traffic circles, street narrowing, speed humps
Traffic Signal Priority (TSP)	A general term for a set of operational improvements that use technology to reduce dwell time at traffic signals for transit vehicles by holding green lights longer or shortening red lights. TSP may be implemented at individual intersections or across corridors or entire street systems.
Vehicle Miles Traveled (VMT)	Vehicle miles traveled is a measure used in transportation planning for a variety of purposes. It measures the amount of travel for all vehicles in a geographic region over a given period of time, typically a one-year period. It is calculated by adding up all of the miles driven by all cars and trucks on all of the roadways in a region. In this Guideline, VMT is measured in terms of vehicle miles of travel per day. In case of VMT analyses conducted for CEQA transportation studies, the vehicles to be analyzed are autos and light trucks. Goods movement is specifically excluded from a requirement to conduct VMT analyses.

## Key Terms

Term	Definition
Wayfinding Signage	Wayfinding signage is concerned with helping to direct travelers from point to point, or confirming progress along a route.

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**Exhibit “B” – 2020 Complete Streets Transportation and Circulation Element Policy  
Amendment**



## 13. Transportation & Circulation

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

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

### **Key Terms**

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

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

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

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

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



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

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

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

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

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

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

### **Existing Conditions Overview**

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

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

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

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

## 13. Transportation & Circulation

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

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

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

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

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

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

### 13.1 Roadways and Highways

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#### TC-1

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

#### TC-1.1 Provision of an Adequate Public Road Network

The County shall establish and maintain a public road network comprised of the major facilities illustrated on the Tulare County Road Systems to accommodate projected growth in traffic volume.

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

**TC-1.2 County Improvement Standards**

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

**TC-1.3 Regional Coordination**

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

**TC-1.4 Funding Sources**

The County shall work to enhance funding available for transportation projects. This includes:

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

**TC-1.5 Public Road System Maintenance**

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

**TC-1.6 Intermodal Connectivity**

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

**TC-1.7 Intermodal Freight Villages**

The County shall consider the appropriate placement of intermodal freight villages in locations within the Regional Growth Corridors.

**TC-1.8 Promoting Operational Efficiency**

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

**TC-1.9 Highway Completion**

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

**TC-1.10 Urban Interchanges**

The County shall work with TCAG to upgrade State highway interchanges from rural to urban standards within UDBs.

**TC-1.11 Regionally Significant Intersections**

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

**TC-1.12 Scenic Highways and Roads**

The County shall work with appropriate agencies to support the designation of scenic highways and roads in the County.



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

**TC-1.13 Land Dedication for Roadways and Other Travel Modes**

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

**TC-1.14 Roadway Facilities**

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

**TC-1.15 Traffic Impact Study**

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

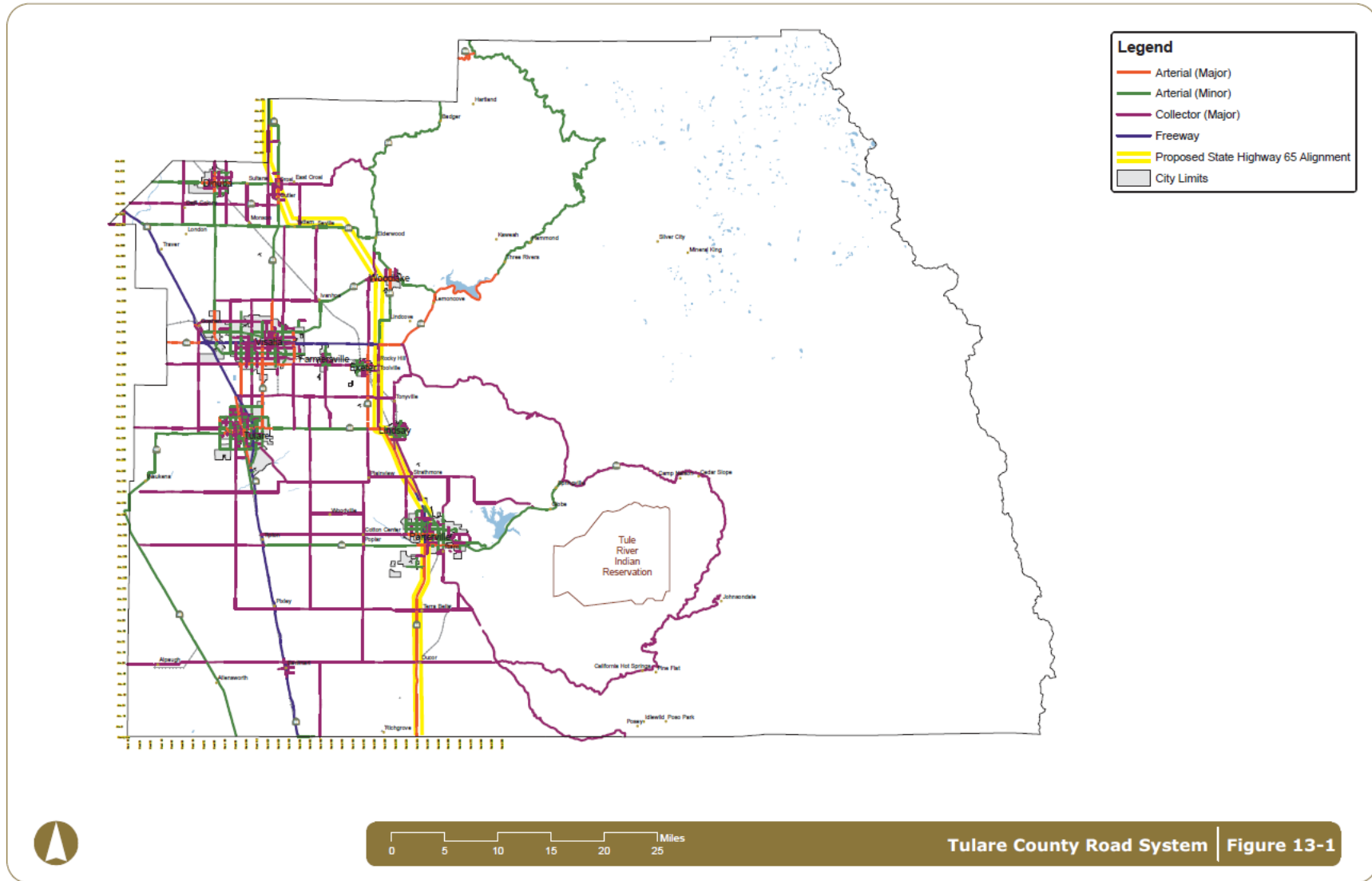
**TC-1.16 County Level Of Service (LOS) Standards**

The County shall strive to develop and manage its roadway system (both segments and intersections) to meet a LOS of "D" or better in accordance with the LOS definitions established by the Highway Capacity Manual.

*Please see next page.*

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



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① See Tables 13.1 and 13.2: Traffic Flow Facilities below.

**Table 13.1 Uninterrupted Traffic Flow Facilities LOS**

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

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

**Table 13.2 Interrupted Traffic Flow Facilities LOS**

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

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



**TC-1.17 Level of Service Coordination**

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

**TC-1.18 Balanced System**

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

**TC-1.19 Balanced Funding**

The County shall promote a balanced approach to the allocation of transportation funds to optimize the overall County transportation system.

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**13.2 Rail Transportation**

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

**TC-2.1 Rail Service**

The County shall support improvements to freight and expanding passenger rail service throughout the County.

**TC-2.2 Rail Improvements**

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

**TC-2.3 Amtrak Service**

The County shall encourage Amtrak to add passenger service to the Union Pacific corridor in the County.

**TC-2.4 High Speed Rail (HSR)**

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

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

**TC-2.5 Railroad Corridor Preservation**

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

**TC-2.6 Rail Abandonment**

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

### **TC-2.7 Rail Facilities and Existing Development**

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

### **13.3 Aviation**

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

#### **TC-3.1 Enhancement of Countywide Airport System**

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

#### **TC-3.2 Airport System Development**

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

#### **TC-3.3 Airport Enhancement**

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

#### **TC-3.4 Airport Compatibility**

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

#### **TC-3.5 Private Ownership**

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

#### **TC-3.6 Airport Encroachment**

The County shall seek to avoid encroachment on airports by incompatible urban land uses.

#### **TC-3.7 Multi-modal Development**

The County shall support the development of multi-modal terminal facilities at County airports.

## 13.4 Public Transportation

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

**TC-4.1 Transportation Programs**

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

**TC-4.2 Determine Transit Needs**

The County will continue to work with TCAG, cities, and communities in the County to evaluate and respond to public transportation needs.

**TC-4.3 Support Tulare County Area Transit**

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

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

**TC-4.4 Nodal Land Use Patterns that Support Public Transit**

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

**TC-4.5 Transit Coordination**

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

**TC-4.6 San Joaquin Valley Intelligent Transportation System Strategic Deployment Plan**

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

**TC-4.7 Transit Ready Development**

The County shall promote the reservation of transit stops in conjunction with development projects in likely or potential locations for future transit facilities.

### 13.5 Other Transportation Modes

#### TC-5

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

##### TC-5.1 Bicycle/Pedestrian Trail System

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

##### TC-5.2 Consider Non-Motorized Modes in Planning and Development

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

##### TC-5.3 Provisions for Bicycle Use

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



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

##### TC-5.4 Design Standards for Bicycle Routes

The County shall utilize the design standards adopted by Caltrans and as required by the Streets and Highway Code for the development, maintenance, and improvement of bicycle routes.

##### TC-5.5 Facilities

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

##### TC-5.6 Regional Bicycle Transportation Plan

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

##### TC-5.7 Designated Bike Paths

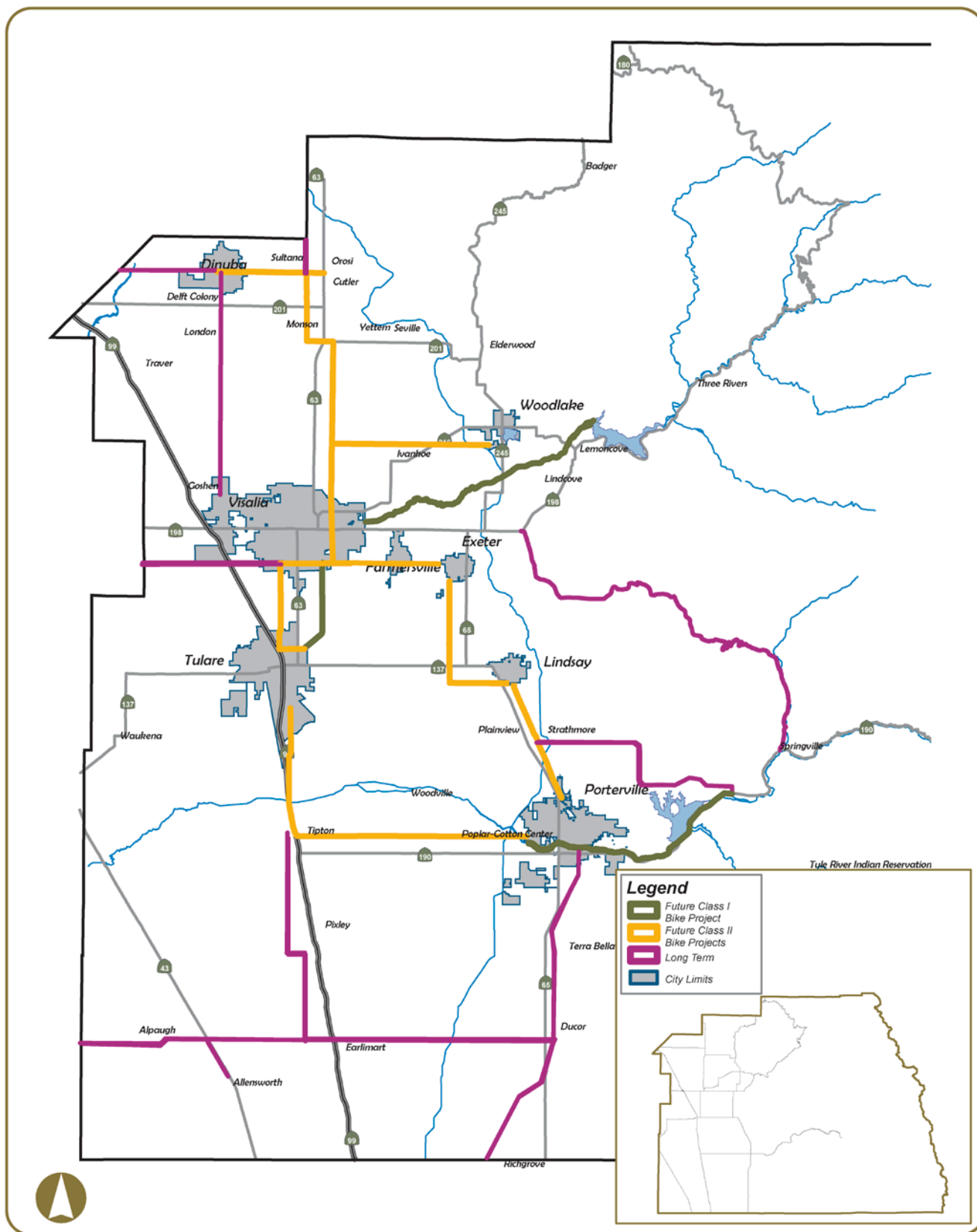
The County shall support the creation and development of designated bike paths adjacent to or separate from commute corridors.

##### TC-5.8 Multi-Use Trails

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

##### TC-5.9 Existing Facilities

The County shall support the maintenance of existing bicycle and pedestrian facilities.



0 3 6 9 12 Miles **Regional Bicycle Transportation Plan | Figure 13-2**

## 13.6 Complete Streets

### TC-6

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

- TC-6.1 Multi-modal Transportation System**  
Design and implement a multi-modal transportation system that will serve projected future travel demand, minimize congestion, and address future growth.
- TC-6.2 Provide Designated Routes and Loading Standards for Trucks**  
Provide designated routes and loading standards that reduce the noise and safety concerns associated with truck traffic.
- TC-6.3 Provide Safe and Convenient Pedestrian Access**  
Provide safe and convenient pedestrian access between residential neighborhoods, parks, open space, and schools that service those neighborhoods.
- TC-6.4 Adequate Off-Street Parking**  
Ensure the provision of adequate off-street parking for all land uses.
- TC-6.5 Integrated Transportation System**  
Provide a transportation system that is integrated with the region.
- TC-6.6 Public Transit Services**  
Encourage the use of public transit services to reduce reliance on the automobile.
- TC-6.7 Goods Movement**  
Provide efficient goods movement.
- TC-6.8 Safe and Convenient Facilities for Non-Motorized Transportation Modes**  
Provide safe and convenient facilities for non-motorized modes of transportation that enhance the future livability and character.
- TC-6.9 Transportation System Design, Construction and Operation**  
Design, construct, and operate the transportation system in a manner that maintains a high level of environmental quality.
- TC-6.10 Transportation Demand Management (TDM)**  
Support the use of Transportation Demand Management (TDM) strategies to reduce dependence on the single-occupant vehicle, increase the ability of the existing transportation system to carry more people, and enhance mobility along Congested corridors.
- TC-6.11 Intelligent Transportation Systems (ITS)**  
Utilize Intelligent Transportation Systems (ITS) to improve the safety and performance of the surface transportation system using new technology in detection, communication, computing, and traffic control.



### 13.7 Vehicle Miles Travelled

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**TC-7**

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

**TC-7.1 Vehicle Trip Generation Reduction**

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

**TC-7.2 Development and Transportation Project Review**

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

**TC-7.3 Project Benefit Consideration**

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

**TC-7.4 Screening Criteria**

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

### **TC-7.5 VMT Applicability**

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

### **TC-7.6 Significance Thresholds**

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

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

### **TC-7.7 Transportation Projects**

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

#### **Maintenance**

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

#### **Safety.**

- Roadside safety devices or hardware installation such as median barriers and guardrails.



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

### *Operational Improvements*

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

### *Transit*

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

### *Reductions in Roadway Capacity*

- *Reduction in number of through lanes*

### *Pedestrian and Bicycle Facilities*

- *Addition of new or enhanced bike or pedestrian facilities on existing streets/highways or within existing public rights-of-way*
- *Addition of Class I bike paths, trails, multi-use paths, or other off-road facilities that serve non-motorized travel*

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

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

### **TC-7.9 Coordination with Other Agencies**

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

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

### **TC-7.10 Local Transportation Analysis**

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

**13.8 Work Plan/Implementation Measures**

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

Implementation	Implements what Policy	Who is Responsible	2012-2015	2015-2020	2020-2030	On-Going
1. Through the Pavement Management System (PMS), the County shall continue to maintain a database of all County maintained roadways to determine which roadways should no longer be maintained and allowed to return to rural/agricultural roads.	TC-1.1 TC-1.3	RMA	■			■
2. The County shall develop an impact fee program to offset the cost of development and maintenance of the County roadway system as necessitated by new development.	TC-1.1 TC-1.3 TC-1.5 TC-1.14 TC-7.2	RMA	■			■
3. The County shall utilize local community road improvement funds under Measure R to upgrade local community roads and farm to market roads.	TC-1.1 TC-1.5	RMA; TCAG				■
4. Prior to approval of Special Use Permits and/or site plan review for any new facility with truck traffic generating characteristics, the County shall require the applicant to demonstrate an adequate on-site truck parking/staging/maneuvering facility that precludes the need for truck queuing and parking on adjacent public roadways.	TC-1.8	RMA				■
5. The County shall require new subdivisions to join or create an assessment district for maintaining public roads installed with the development.	TC-1.2	RMA				■
6. The County shall update the County Improvement Standards for roadways to:	TC-1.2 SL-4.2 LU-7.3	RMA				■
a. Reflect urban improvement standards for projects inside UDBs, HDBs and/or UABs,						

## 13. Transportation & Circulation

Implementation	Implements what Policy	Who is Responsible	2012-2015	2015-2020	2020-2030	On-Going
<ul style="list-style-type: none"> <li>b. Reflect standards to be used outside of UDBs, HDBs and UABs,</li> <li>c. Reduce air emissions related to construction and operations,</li> <li>d. Enhance public safety, and</li> <li>e. Accommodate smart growth design principles by developing standards for pedestrian facilities, bike paths, cycle shoulder lanes, and traffic calming devices such as bulb-outs at intersections, etc..</li> </ul>						
7. The County shall coordinate with TCAG during their update to the Regional Transportation Plan (RTP).	TC-1.3 TC-1.4	RMA				■
8. The County shall maintain efforts to seek Federal and State funding for roadway construction, transit services, alternative modes, and capital improvements at public airports.	TC-1.4	RMA				■
9. To decrease deterioration of County maintained roadways or State highways, the County shall amend the Zoning Ordinance to require that the access apron between the existing road and new driveways and other access points are paved, as a condition of approval for private development projects affecting the County road system.	TC-1.5	RMA	■			
10. The County shall regularly review and update the Pavement Management System as part of the annual budget process.	TC-1.5 TC-1.6	RMA, Engineering				■
11. During development or maintenance of a regional growth corridor plan, the County shall evaluate appropriate locations for an intermodal freight village.	TC-1.7	RMA, Planning				■
12. The County shall coordinate with Caltrans and TCAG on planning, engineering, and advanced design of State highway projects including future routes, such as the Highway 65 extension.	TC-1.9	RMA				■
13. The County shall promote cooperative City-County-State	TC-1.13	RMA				■

# Tulare County General Plan

Implementation	Implements what Policy	Who is Responsible	2012-2015	2015-2020	2020-2030	On-Going
<p>efforts to protect existing and future alignments of major streets, highways, and interchanges from encroachment. Three legal devices may be used to protect future highway alignments:</p> <p>a. The precise thoroughfare plan (official plan lines), which can be used either for entirely new sections of highway or to protect areas required for the widening of existing highways,</p> <p>b. Building line setbacks along existing highways, and</p> <p>c. Conditions of approval on discretionary approvals.</p>						
14. The County shall investigate a formal system for collecting a pro-rata share of roadway improvements to address project impacts and future regional needs.	TC-1.13 TC-1.14	RMA				■
15. The County shall evaluate its LOS standards and road standards every five (5) years in coordination with the five year General Plan review.	TC-1.16 TC-1.17	RMA				■
16. The County shall work with new subdivision proposals or other development to protect rail corridors for future linear uses, such as rail reuse or new trails.	TC-2.5	RMA				■
17. The County shall ensure the compatibility of the CALUP with the General Plan.	TC-3.3 TC-3.4 TC-3.6	RMA, Planning				■
18. The County shall encourage agencies and organizations to pursue available Federal and State funding, grants, and other funds that can be applied to transportation and transit projects.	TC-1.4	County				■
19. The County shall work annually with TCAG to program transit projects through the Federal Transportation Improvement Program (FTIP) and	TC-4.2	RMA				■

## 13. Transportation & Circulation

Implementation	Implements what Policy	Who is Responsible	2012-2015	2015-2020	2020-2030	On-Going
Regional Transportation Improvement Program (RTIP).						
20. The County shall work with transit system operators to develop a "Fast Pass" type system that allows for seamless transfers between transit systems within the County.	TC-4.5	RMA				■
21. As part of the development review process, projects will be conditioned to incorporate appropriate trail facilities in keeping with plans for a Countywide trail system.	TC-5.1	RMA				■
22. The County shall evaluate the need for facilities for non-motorized users (e.g., bicycles, pedestrians) in new development projects.	TC-5.1 TC-5.2	RMA				■
23. The County shall evaluate the Tulare County Regional Bicycle Plan every five (5) years in coordination with the five year General Plan review.	TC-5.3 TC-5.5	RMA; TCAG				■
24. The County shall coordinate with TCAG to develop and implement a trails master plan.	TC-5.3	RMA; TCAG		■		
25. The County shall ensure implementation of the Tulare County Regional Bicycle Plan during the project entitlement process.	TC-5.6	RMA, Planning				■
26. The County shall work with TCAG to update the Regional Bicycle Plan to connect the core areas of the unincorporated communities and prioritize provision of those portions of the regional routes within the UDBs of these communities.	TC-5.6	RMA, Planning	■			
27. The County shall seek funding sources to acquire and consolidate properties comprising old rail corridors if beneficial to future transportation use, including trails, and will encourage regional and local transportation agencies to assist as a partner in this effort.	TC-5.2 TC-5.8 TC-5.9	RMA				■
28. The County shall develop and maintain a database of roadways	TC-5.8	RMA	■			■

# Tulare County General Plan

Implementation	Implements what Policy	Who is Responsible	2012-2015	2015-2020	2020-2030	On-Going
and railways that are no longer in service to be used as pedestrian and equestrian trails.	TC-5.9					
29. The County shall develop and implement a Complete Streets Program.	TC-6.1-6.12	RMA; TCAG		■		■
30. The County shall develop and implement a Vehicle Miles Travelled Guidelines Program.	TC-7.1-7.10	RMA, Planning TCAG		■		■

*Please see next page.*

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### 13.9 Implementation Program – Roadway Standards

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#### **Roadway Functional Classification System**

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

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

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

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

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

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

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



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## **Program 1**

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

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

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## **Program 2**

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

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

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

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## **Program 3**

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

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## **Program 4**

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

## 13. Transportation & Circulation

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- Major Urban Arterials, Other Urban Arterials, Urban Collectors Within Urban Improvement Boundaries (Urban Development Boundaries): urban improvement standards shall be required, including curb and gutter, sidewalks, and street lights;
  - Major Rural Arterials, Other Rural Arterials: Rural improvement standards (emphasizing higher profile grades and all weather shoulders) shall be applied. Curb and gutter shall not be provided;
  - Rural Collectors: Rural improvement standards shall be applied to include all weather shoulders; and
  - Rural Local Roads: County rural facility standards shall be applied.
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**Attachment No. 3 – Staff Report**

**TULARE COUNTY RESOURCE MANAGEMENT AGENCY**  
**-Planning and Project Processing Division-**  
**Staff Report**

**The 2020 Transportation and Circulation  
Element Amendment- Vehicle Miles  
Traveled Guidelines (SB 743  
Implementation), Complete Streets Policy  
(AB 1358) and the Addendum  
Environmental Impact Report**

**I. GENERAL:**

**1. Background:**

On October 15, 2019, the Board, by Resolution No. 2019-0884, approved the Economic Development and Planning Branch's proposal to prepare the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies. This recommendation for the 2020 Transportation and Circulation Element Amendment will become consistent with the adopted General Plan 2030 Update (2012).

The 2020 Transportation and Circulation Element Amendment- Vehicle Miles Traveled Guidelines (SB 743 Implementation) established with this General Plan Amendment implements the Tulare County General Plan and Tulare County Climate Action Plan. A key element of the Tulare County's Climate Action Plan (Updated December 2018) is the reduction of VMT. These Guidelines will help support Tulare County's Climate Action Plan through implementation of VMT-reducing strategies at a project level.

In addition to the Climate Action Plan, the Tulare County General Plan includes a number of goals that relate to climate change, sustainability, and multimodal transportation networks. The implementation of SB 743 will support these goals by measuring the CEQA transportation impacts of land development and transportation projects in terms of vehicle miles traveled. Use of this performance measure will encourage projects to provide improvements that will support walking, bicycling, and travel by transit, all of which will support the County's climate change and sustainability goals. In some cases, project applicants may incorporate multimodal improvements as a project feature and in other cases, they may be encouraged to provide appropriate levels of improvements as mitigation for significant VMT impacts.

The adopted Tulare County General Plan Transportation and Circulation Element includes policies that support a balanced multi-modal transportation network including policies that support the development of bicycle and pedestrian facilities, but does not specifically include the term "Complete Streets" in the policy section of the element.

The Complete Streets policy will build on the existing adopted Complete Street Plans and formalize the existing and future Complete Streets Framework through inclusion in the Tulare County General Plan Transportation and Circulation Element.

The 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies will become consistent with the Tulare County General Plan 2030 Update, and will include the following primary goals and objectives;

1) Meet the requirements of CEQA, including the new SB 743 regulations that were adopted into CEQA in December 2018 and go into effect on July 1, 2020:

a) Provide for transportation improvements to be built that benefit Tulare County residents and facilitate travel by walking, bicycling, and transit.

b) Provide for analysis and mitigation of VMT impacts in a way that is feasible and within the scale of land development projects in Tulare County.

c) Reduce vehicle miles travelled throughout the County, thereby positively affecting air quality and greenhouse gas reduction.

d) Help to improve the circulation and transit systems within this community, including, but not limited to, laying the groundwork for the construction of key projects such as Safe Routes to Schools, Complete Streets, and Bike Lanes/Pedestrian Paths.

2) Complete Streets - It is expected that the community planning areas will be improved for the following reasons:

a) To design and implement a multi-modal transportation system that will serve projected future travel demand, minimize congestion, and address future growth.

b) Provide designated routes and loading standards that reduce the noise and safety concerns associated with truck traffic.

c) Provide safe and convenient pedestrian access between residential neighborhoods, parks, open space, and schools that service those neighborhoods.

d) Ensure the provision of adequate off-street parking for all land uses.

e) Provide a transportation system that is integrated with the region.

f) Encourage the use of public transit services to reduce reliance on the automobile.

g) Provide efficient goods movement.

h) Provide safe and convenient facilities for non-motorized modes of transportation that enhance the future livability and character of unincorporated communities.

3) Strengthening Relationship with TCAG - An important benefit of the Complete Streets process will be the opportunity for RMA to strengthen the County's relationship with the Tulare County Association of Governments (TCAG) in that this and other transportation plans will help to facilitate the funding and implementation of several key transportation

programs such as Safe Routes to Schools, and other Bike/Pedestrian Projects. By pursuing these transportation programs through a heightened collaborative process, the likelihood of getting actual projects in the ground will be realized faster than historically achieved. In doing so, these communities and others can become safer and healthier by providing a more efficient transportation network.

**2. Requested Action:**

The Recommended Actions by the Planning Commission to the Board of Supervisors for the approval of the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies GPA 20-003:

- i) Certification and adoption of the Addendum Environmental Impact Report, under the California Environmental Quality Act (CEQA), and the Mitigation Monitoring and Reporting Program (MMRP the 2020 Transportation and Circulation Element Amendment- Vehicle Miles Traveled Guidelines (SB 743 Implementation)/Complete Streets Policy (AB 1358) (SCH #2006041162);
- ii) Adoption of General Plan Amendment No. GPA 20-003 for the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation) and Complete Streets Policy (AB 1358) ;

**3. Location:**

Unincorporated areas of Tulare County.

**4. Background:**

The 2020 Transportation and Circulation Element Amendment- Vehicle Miles Traveled Guidelines would establish Tulare County's Vehicle Miles Traveled Guideline (VMT Guidelines or Guidelines) for the implementation of Senate Bill 743 (SB 743) in the unincorporated area of Tulare County (See Attachment 2). SB 743 was passed by the legislature and signed into law in the fall of 2013. This legislation led to a change in the way that transportation impacts will be measured under the California Environmental Quality Act (CEQA).

Starting on July 1, 2020, automobile delay and level of service (LOS) may no longer be used as the performance measure to determine the transportation impacts of land development projects under CEQA and the new performance measure will be vehicle miles traveled (VMT). Although statewide guidance for the implementation of SB 743 has been written by the Governor's Office of Planning and Research (OPR), CEQA allows lead agencies (including Tulare County) the latitude to determine their own methodologies and significance thresholds for CEQA technical studies. The SB 743 guidelines provided in guidelines are based on the statewide guidance provided by OPR, but they include clarifications and details tailored for and specific to local conditions in Tulare County.

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

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

VMT analysis for land development projects is to be conducted by comparing a project's VMT/capita or VMT/employee to the average VMT/capita or VMT/employee for the traffic analysis zone (TAZ) in which the project is located. Projects that have a VMT/capita or VMT/employee equal to or above the average for the TAZ are required to provide mitigation in the form of relatively low-cost improvement projects that would support travel by bicycling or walking or provide justification that improvements at the regional level are sufficient to mitigate their VMT impacts. Certain projects such as small projects and local-serving retail projects would be presumed to have a less than significant impact and would not be required to do a VMT analysis. It is important to note that goods movement (e.g., the transport of raw or finished products from one location to another, for example, transfer of milk to an ice cream producing plant and then the transfer of ice cream to a distributor or directly to a retailer) is not subject to SB 743 and only passenger trips need to be considered in a VMT analysis.

Transportation projects that are focused on improvements to travel by bicycling, walking, and transit would be presumed to have a less than significant impact (as these modes of travel eliminate or reduce miles travelled by a vehicle) and would not be required to do a VMT analysis. Certain small roadway projects and all roadway projects that are consistent with the General Plan would be presumed to have a less than significant impact (as these projects have been anticipated to accommodate projected growth and/or are planned improvements to the roadway system for safety, to meet current roadway standards, or to improve roads that are functionally obsolete). Larger roadway projects that are inconsistent with the General Plan would need to conduct a VMT analysis and would need to consider providing mitigation if the project is forecasted to cause an increase in VMT.

Although VMT will be the performance measure for CEQA transportation studies, California jurisdictions may still require consideration of roadway operational analysis in the project approval process and may condition projects to provide roadway improvements. Guidelines are provided for the evaluation of the effect of projects on roadways, including the determination of appropriate roadway improvements.

It is recommended that the current Tulare County General Plan adopted Level of Service (LOS) standards remain in effect and be retained for roadway operational analysis in the project approval process and may be utilized to condition projects to provide roadway improvements as feasible and appropriate:

Legislatively, the California Complete Streets Act (AB 1358) requires all cities and counties to identify how to provide for routine accommodation of all roadway users, including motorists, pedestrians, bicyclists, people with disabilities, seniors, and users of public transportation. Beginning in the fall of 2013, through funding from TCAG and intensive community outreach, RMA staff has worked diligently to complete 16 Complete Streets Programs, with twenty-six (26) roadways designed to 30% (“Projects”). Six Programs were approved through the Community Plan Updating Process, nine were approved independently; and recent plans including, Three Rivers, which was completed upon the adoption of the Three Rivers Community Plan in June 2018 and Lemon Cove in February 2020.

The adopted Tulare County General Plan Transportation and Circulation Element includes policies that support a balanced multi-modal transportation network including policies that support the development of bicycle and pedestrian facilities, but does not specifically include the term “Complete Streets” in the policy section of the element.

The Complete Streets policy will build on the existing adopted Complete Street Plans and formalize the existing and future Complete Streets Framework through inclusion in the Tulare County General Plan Transportation and Circulation Element.

## **II. COMPATIBILITY WITH EXISTING PLANS:**

The 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation) and Complete Streets Policy (AB 1358) is compatible with the implementation of the San Joaquin Valley Regional Blueprint, Tulare County Regional Blueprint, and the adopted Tulare County 2030 General Plan.

### **San Joaquin Valley Regional Blueprint**

“The San Joaquin Valley Blueprint is the result of an unprecedented effort of the eight Valley Regional Planning Agencies (RPA), that include the Fresno Council of Governments, the Kern Council of Governments, the Kings County Association of Governments, the Madera County Transportation Commission, the Merced County Association of Governments, the San Joaquin Council of Governments, the Stanislaus Council of Governments, and the Tulare County Association of Governments, to develop a long-term regional growth strategy for the future of the San Joaquin Valley. Following three years of visioning and outreach by the eight Valley RPAs, the Regional Policy Council (RPC), the decision-making body for the Valleywide process, adopted the Valley Blueprint in April 2009.

The Blueprint is a long-range vision for a more efficient, sustainable, and livable future for the Valley. The Valleywide Blueprint is made up three elements: a 2050 growth scenario diagram that identifies areas of existing development, new development, and future regional transit and



highway improvements; a Valleywide average target density of 6.8 units per acre for new residential growth to the year 2050; and a set of 12 Smart Growth Principles. Importantly, the Blueprint recognizes and incorporates by reference the visioning and outreach efforts undertaken by the eight Valley Regional Planning Agencies.”<sup>1</sup>

### Tulare County Regional Blueprint

“TCAG and its member agencies felt that it was important to prepare a Tulare County Regional Blueprint that clarified Tulare County’s role in the Blueprint process. The Tulare County Regional Blueprint is stand-alone policy document that is consistent with the San Joaquin Valley Regional Blueprint. This document represents Tulare County’s local vision and goals as a participant in the San Joaquin Valley Regional Blueprint process.”<sup>2</sup> Key elements of the preferred growth scenario outlined in the Tulare County Regional Blueprint include a 25% increase in overall density and focused growth in urban areas.

### General Plan Consistency:

The County’s General Plan Amendment Policy provides that *the Board shall, among other considerations give consideration as to the public need or necessity of the amendment and whether the amendment would further the goals, objectives, policies of the general plan and not obstruct their attainment* (Policies and Procedures 391).

The Project is consistent with, and implements, the following applicable Tulare County General Plan Policies:

### Air Quality:

#### AQ-2.3 Transportation and Air Quality

When developing the regional transportation system, the County shall work with TCAG to comprehensively study methods of transportation which may contribute to a reduction in air pollution in Tulare County. Some possible alternatives that should be studied are:

1. Commuter trains (Light Rail, Amtrak, or High Speed Rail) connecting with Sacramento, Los Angeles, and San Francisco, with attractive services scheduled up and down the Valley,
2. Public transportation such as buses and light rail, to serve between communities of the Valley, publicly subsidized if feasible,
3. Intermodal public transit such as buses provided with bicycle racks, bicycle parking at bus stations, bus service to train stations and airports, and park and ride facilities, and
4. Community transportation systems supportive of alternative transportation modes, such as cycling or walking trails, with particular attention to high-density areas.

### AQ-3.3 Street Design

The County shall promote street design that provides an environment which encourages transit use, biking, and pedestrian movements.

#### Land Use:

### LU-7.3, Friendly Streets:

The County shall encourage new streets within UDBs to be designed and constructed to not only accommodate traffic, but also serve as comfortable pedestrian and cyclist environments.

#### Transportation and Circulation:

### TC-1.18 Balanced System

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

### TC-1.19 Balanced Funding

The County shall promote a balanced approach to the allocation of transportation funds to optimize the overall County transportation system.

### TC-1.16, County Level of Service (LOS) Standards:

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

### TC-5.2, Consider Non-Motorized Modes in Planning and Development:

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

## **III. ENVIRONMENTAL IMPACTS CHECKLIST/DISCUSSION: (see attached documents)**

## **IV. ENVIRONMENTAL DETERMINATION:**

The Environmental Assessment Officer has approved the Addendum Environmental Impact Report for public review indicating an Addendum Environmental Impact Report is the appropriate environmental document for the project and that the project could not have a significant effect on the environment. A Notice of Public Hearing and Completion of Environmental Documents was published on July 8, 2020 10 days before the scheduled public hearing. Based on substantial evidence in the AEIR and pursuant to the discussion in the AEIR, and the Public Record of Proceedings, the addendum to the previously certified EIR is appropriate as some changes or additions are necessary but none of the conditions described in Section 15162 calling for preparation of a subsequent EIR have occurred.

**V. SUBSEQUENT ACTION:**

Action by the Planning Commission is to recommend approval of the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies. The Planning Commission recommends that the Board of Supervisors take the following actions and render a final decision as follows:

- 1) Certification and adoption of the Addendum Environmental Impact Report, under the California Environmental Quality Act (CEQA), the 2020 Transportation and Circulation Element Amendment- Vehicle Miles Traveled Guidelines (SB 743 Implementation)/Complete Streets Policy (AB 1358) (SCH #2006041162);
- 2) Adoption of General Plan Amendment No. GPA 20-003 for the 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation) and Complete Streets Policy (AB 1358).

**VI. CORRESPONDENCE:**

Correspondence was received from Caltrans District 6 staff.

**Meeting with Caltrans District 6 Staff on June 23, 2020**

**Attachment No. 4 – General Plan Initiation (GPI 19-004)**

# BEFORE THE BOARD OF SUPERVISORS COUNTY OF TULARE, STATE OF CALIFORNIA

IN THE MATTER OF APPROVE GENERAL )  
 PLAN INITIATION NO. GPI 19-004 FOR ) Resolution No. 2019-0884  
 THE COMMUNITY AREA PLANS )  
 (KINGSBURG & DELANO) AND )  
 NECESSARY STATE LEGISLATIVE )  
 GENERAL PLAN AMENDMENTS )

UPON MOTION OF SUPERVISOR TOWNSEND, SECONDED BY SUPERVISOR SHUKLIAN, THE FOLLOWING WAS ADOPTED BY THE BOARD OF SUPERVISORS, AT AN OFFICIAL MEETING HELD OCTOBER 15, 2019, BY THE FOLLOWING VOTE:

AYES: SUPERVISORS CROCKER, VANDER POEL, SHUKLIAN, VALERO AND TOWNSEND  
 NOES: NONE  
 ABSTAIN: NONE  
 ABSENT: NONE



ATTEST: JASON T. BRITT  
 COUNTY ADMINISTRATIVE OFFICER/  
 CLERK, BOARD OF SUPERVISORS

BY: *[Signature]*  
 Deputy Clerk

\*\*\*\*\*

Approved General Plan Initiation No. GPI 19-004 to authorize a General Plan Amendment for two Community Area Plans (Kingsburg & Delano), to update the Tulare County General Plan Planning Framework Element, Land Use Element, Environmental Resources Management, Open Space Element (SB 2), Water Resources Element (AB 1739), Transportation and Circulation Element (SB 743), Health and Safety Element, Adaptation and Resiliency Element (SB 379), and Environmental Justice Element (SB 1000)..

**Attachment No. 5 – Public Hearing Notice**

NOTICE OF INTENT TO ADOPT AN  
ADDENDUM ENVIRONMENTAL IMPACT REPORT  
NOTICE OF PUBLIC HEARING AND AVAILABILITY  
OF ENVIRONMENTAL DOCUMENT

**NOTICE IS HEREBY GIVEN** of Tulare County’s intent to adopt an **Addendum Environmental Impact Report consistent with the California Environmental Quality Act (“CEQA”) and the State CEQA Guidelines** for the approval of **General Plan Amendment GPA 20-003**. The **Addendum Environmental Impact Report is consistent with the California Environmental Quality Act (“CEQA”) and the State CEQA Guidelines; for the Proposed 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation) and Complete Streets**, and has been approved for public review by the Tulare County Environmental Assessment Officer. Copies are available for review and comment at the Resource Management Agency, Permit Center, 5961 South Mooney Blvd., Visalia, California 93277-9394. Comments and recommendations on the adequacy of the environmental document may be filed at the aforementioned address during the public review period established for the project.

**PROJECT DESCRIPTION: RECOMMENDING ADOPTION OF ONE GENERAL PLAN AMENDMENT (GPA 20-003), FOR THE FOLLOWING PROJECT:**

Vehicle Miles Traveled Guidelines (SB 743 Implementation)

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

Complete Streets

Legislatively, the California Complete Streets Act (AB 1358) requires all cities and counties to identify how to provide for routine accommodation of all roadway users, including motorists, pedestrians, bicyclists, people with disabilities, seniors, and users of public transportation. The adopted Tulare County General Plan Transportation and Circulation Element includes policies that support a balanced multi-modal transportation network including policies that support the development of bicycle and pedestrian facilities, but does not specifically include the term “Complete Streets” in the policy section of the element. The proposed Complete Streets policy will build on the existing adopted Complete Street Plans and formalize the existing and future Complete Streets Framework through inclusion in the Tulare County General Plan Transportation and Circulation Element.

**APPLICANT/AGENT:** County of Tulare

**LOCATION:** Countywide (Unincorporated Tulare County)

**ENVIRONMENTAL DOCUMENT:** Addendum Environmental Impact Report consistent with the California Environmental Quality Act (“CEQA”) and the State CEQA Guidelines; and adopt the Mitigation Monitoring and Reporting Program for Proposed 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation) and Complete Streets (State Clearinghouse #2006041162).

**REVIEW PERIOD:** 10 days until Monday, July 20, 2020 at 5:00 p.m.

**PUBLIC HEARING:** Planning Commission on Wednesday, July 22, 2020, at 9:00 a.m.

This meeting will be held at the Tulare County Board of Supervisors Chambers, 2800 W. Burrel Avenue Visalia, California 93291

**PLANNING COMMISSION** meetings start at 9:00 a.m.

All interested parties are invited to attend and be heard. For further information regarding this project, please call Dave Bryant, Chief Planner, Special Projects at (559) 624-7130 or for environmental questions please call Hector Guerra, Chief Environmental Planner at 624-7121.

If you challenge the decision on any of the foregoing matters in court, you may be limited to raising only those issues you or someone else raised at the public hearing described in this notice, or in written correspondence delivered to the Tulare County Resource Management Agency, Economic Development and Planning Branch, within the review period described herein.

In compliance with the Americans with Disabilities Act, if you need special assistance to participate in meetings call (559) 624-7000 48-hours in advance of the meeting.

HECTOR GUERRA, CHIEF ENVIRONMENTAL PLANNER

REED SCHENKE, ENVIRONMENTAL ASSESSMENT OFFICER

=====

TO BE PUBLISHED ONCE ONLY ON: Wednesday July 8, 2020

SEND BILL AND TEAR SHEET TO:  
TUL CO RESOURCE MGMT.  
5961 SOUTH MOONEY BLVD.  
VISALIA, CA 93277-9394

SEND TO: Foothill Sun Gazette



**Attachment No. 6 – Notice of Determination**

## NOTICE OF DETERMINATION

### Fee Exempt per Government Code Section 6103

- To:**  Tulare County Clerk  
Room 105, Courthouse  
221 South Mooney Blvd.  
Visalia, CA 93291
- Office of Planning and Research  
1400 Tenth Street, Room 121  
Sacramento, CA 95814

**Lead Agency:** Tulare County Resource Management Agency  
5961 South Mooney Blvd.  
Visalia, CA 93277  
(559) 624-7000  
Attn: [hguerra@co.tulare.ca.us](mailto:hguerra@co.tulare.ca.us)

DATE RECEIVED FOR FILING AT TULARE COUNTY CLERK

**Applicant(s):** Tulare County Resource Management Agency  
5961 South Mooney Blvd.  
Visalia, CA 93277  
(559) 624-7000

**Subject: Filing of Notice of Determination in Compliance with Section 21108 or 21152 of the Public Resources Code**

**Project Title:** 2020 Transportation and Circulation Element Amendment- Vehicle Miles Traveled Guidelines (SB743 Implementation) and Complete Streets Policy (AB 1358) GPA 20-003.

**State Clearinghouse Number:** 2006041162

**Contact Person:** Hector Guerra **Telephone Number:** 559-624-7121

**Project Location:** Unincorporated areas of Tulare County.

**Project Description:** The 2020 Transportation and Circulation Element Amendment-Vehicle Miles Traveled Guidelines (SB 743 Implementation), and Complete Streets Policies. The 2020 Transportation and Circulation Element Amendment will allow consistency with the adopted General Plan 2030 Update (2012).

The 2020 Transportation and Circulation Element Amendment- Vehicle Miles Traveled Guidelines (SB 743 Implementation) established with this General Plan Amendment implements the Tulare County General Plan and Tulare County Climate Action Plan. A key element of the Tulare County's Climate Action Plan (Updated December 2018) is the reduction of VMT. These Guidelines will help support Tulare County's Climate Action Plan through implementation of VMT-reducing strategies at a project level.

The Complete Streets policy will build on the existing adopted Complete Street Plans and formalize the existing and future Complete Streets Framework through inclusion in the Tulare County General Plan Transportation and Circulation Element.

This is to advise that the **TULARE COUNTY BOARD OF SUPERVISORS**, as  Lead Agency  Responsible Agency, has approved the above-described project on                     , **2020**, and has made the following determinations regarding the above-described project:

1. The project [ will  will not] have a significant adverse impact on the environment.
2.  Addendum to FEIR SCH# 2006041162 was prepared for this project pursuant to the provisions of CEQA.
3. Mitigation Measures [ were  were not] made a condition of approval of this project.
4. A Mitigation Monitoring and Reporting Plan [ was  was not] adopted for this project.
5. A Statement of Overriding Considerations [ was  was not] adopted for this project.
6. Findings [ were  were not] made pursuant to the provision of CEQA.

This is to certify that the environmental document and record of project approval is available to the General Public and may be examined at Tulare County Resource Management Agency, 5961 S Mooney Blvd., Visalia CA 93277.

By: \_\_\_\_\_ Date: \_\_\_\_\_  
 Hector Guerra, Chief Environmental Planner

By: \_\_\_\_\_ Date: \_\_\_\_\_  
 Reed Schenke, Director and Environmental Assessment Officer

- |   |   |
|---|---|
| <input checked="" type="checkbox"/> Signed by Lead Agency | <input type="checkbox"/> Dept. of Fish & Wildlife Fees Required |
| <input type="checkbox"/> Signed by Applicant              | <input checked="" type="checkbox"/> Addendum to SCH#200641162   |

Note: Authority cited: Section 21083, Public Resource Code; Reference: Sections 21108, 21152 and 21167, Public Resource Code.

Attachment No. 2 - Letter of Support



210 North Church St. Suite B.  
Visalia, California 93291  
Phone (559)623-0450  
Fax (559)733-6720  
[www.tularecog.org](http://www.tularecog.org)

Aaron Bock, Assistant RMA Director  
County of Tulare Resource Management Agency  
5961 South Mooney Blvd.  
Visalia, CA 93277

**SUBJECT: Comments on DRAFT County of Tulare SB 743 Guidelines**

TCAG Staff appreciates the opportunity to review and comment on the County of Tulare Draft SB 743 Guidelines for the unincorporated area of the TCAG Region. Although statewide guidance for the implementation of SB 743 has been written by the Governor's Office of Planning and Research (OPR), CEQA allows lead agencies to determine their own methodologies and significance thresholds for CEQA technical studies. The SB 743 guidelines provided in this report are based on the statewide guidance provided by OPR, but they include clarifications and details tailored for local conditions in Tulare County. TCAG Staff supports this approach considering the rural nature of the area, the agriculture based economy, and the many small communities that make up the unincorporated area of Tulare County.

TCAG Staff has reviewed the Tulare County Draft SB 743 Guidelines and finds that they are consistent with the 2018 RTP Sustainable Community Strategy, Tulare County Community Plans, and Tulare County Complete Streets Plans which allow for a modicum of growth in small communities and an emphasis on active transportation projects to increase accessibility to town centers thereby reducing VMT in those communities while protecting and enhancing the vitality of small communities in the region.

TCAG Staff also concurs with the proposed screening criteria for Small Projects, Local-Serving Retail, Local-Serving Public Facilities, Affordable housing and for Redevelopment and Mixed-use projects that result in a net reduction of VMT considering that many of the proposed projects in the unincorporated area are quite small with minimal VMT impacts. TCAG Staff is confident that any proposed large development projects would not be screened out and would be analyzed under CEQA for VMT transportation impacts and corresponding mitigations.

TCAG Staff congratulates the county on being a leader in SB 743 implementation in the San Joaquin Valley and look forward to working together on comprehensive long-range planning that results in land-use and transportation projects that enhance a community's economic vitality and accessibility to transportation options.

Sincerely,

A handwritten signature in black ink that reads 'Ted Smalley'.

Theodore Smalley  
Executive Director, TCAG