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Tulare Transit-Oriented Development Plan

For the City of Tulare

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Introduction 1

The City of Tulare and its citizens are engaged in a groundbreaking effort to plan for a new type of development that will create walkable, bikeable, neighborhoods with easy access to bus service. The Tulare Transit-Oriented Development (TOD) Plan provides direction on how the City can encourage transit-friendly land uses to make it easier for residents to walk or bike to meet some of their daily needs. This chapter provides an overview of the purpose and contents of the TOD Plan, as well as the Plan's background, its process, and vision statement.

A. Overview of Transit-Oriented Development

TOD is a planning and urban design concept that calls for a mix of land uses centered on access to public transit. Typical TOD areas have higher-intensity uses located near transit, with the intensity of uses decreasing the further from the transit center. The following characteristics are key components of a successful TOD:

- ◆ **Transit.** Access to a robust transit network (within ¼-mile) is key to any TOD site. Ideally, development would be constructed around a transit center which provides connection points between various transit routes and modes, drawing riders to and from several local and regional destinations.
- ◆ **Land Use Mix.** TOD areas typically have a good mix of housing types (apartments, townhomes, and single-family homes), businesses (retail, restaurants, and offices), and public uses (parks, libraries, and schools) at medium to high densities. Neighboring land uses with compatible densities, uses, and connectivity are also important in developing a successful TOD area. Auto-oriented land uses, such as gas stations, auto-sales locations, or auto-repair businesses, are typically discouraged.
- ◆ **Pedestrian and Bicycle Facilities.** Providing safe pedestrian and bicycle access between transit and the surrounding land uses is an important feature in the design of a TOD area. People are more likely to walk or bicycle in an attractive environment where they feel comfortable and safe. Streetscape enhancements including trees, lighting, benches, building awnings, and paving can be used to make streets more attractive to non-motorized patrons.

Although there may one day be light rail transit in Tulare and surrounding cities, TOD in Tulare will likely be oriented around high-frequency inter-city bus service in the foreseeable future. In order to be successful and attract residents and businesses, this new type of development will also need to appeal to non-transit-riders by providing a range of housing types, including townhouses, apartments, flats,



small-lot single-family homes, duplexes, and traditional detached single-family homes. As some of these are not readily available in Valley towns, people who are looking for these housing types can find them in TOD. In addition, the TOD Plan will need to serve people who simply want to be able to walk or bike to meet some of their daily needs: taking their kids to school or the park, going to the grocery store, or visiting a coffee shop.

B. Project Background and Process

The City of Tulare is a member of the Smart Valley Places partnership, a consortium of cities, government agencies, and non-government organizations throughout the San Joaquin Valley. In 2010, the Smart Valley Places partnership received a \$4 million grant from the U.S. Department of Housing and Urban Development to implement smart growth goals at the local level. The City of Tulare used its portion of the grant funding to prepare this TOD Plan.

To assist the City with the preparation of the TOD Plan, the City hired a consultant team of PlaceWorks (planning and urban design), BAE Urban Economics (economics), and Fehr & Peers Associates (transportation). This team prepared a location analysis memorandum, analyzing the potential of three sites in the north and east of the city for TOD. The Planning Center | DC&E presented the results of this analysis at a public workshop in December 2011. At this workshop, the City solicited input from the public about whether the City should implement TOD principles and, if so, what area of town the TOD Plan should focus on. Of the approximately 15 workshop participants, there was near unanimous support to implement TOD principles throughout the city and to focus the TOD Plan on the following areas: the west side of town, the Downtown, and the area just north of the Tulare College of the Sequoias (COS) campus. In addition, workshop participants expressed the desire for a variety of housing types, mixed uses, bike and pedestrian facilities, and access to public transportation spread more broadly throughout Tulare.

Based on input received at the first public workshop, City staff and consultants prepared land use concepts for the three plan areas. These land use concepts were presented at the second public workshop in April 2012. At this workshop, participants provided feedback on the draft land use concepts. The Planning Center | DC&E made adjustments to the land use concepts based on public comments and presented the final concepts to the General Plan Review Committee.

Following publication of the Draft TOD Plan, the City presented the plan to the Planning Commission for review. Commissioner comments and comments from the public at this meeting were incorporated in this Final TOD Plan. The land use

and policy guidance from the TOD Plan are reflected in the Tulare General Plan and Zoning Code.

C. Vision

As described above, at the first public workshop for the TOD Plan, community members were asked to describe what TOD should look like in Tulare. The following vision is based on this input.

In Tulare, pedestrian-friendly neighborhoods and employment centers are conveniently located close to transit and interwoven harmoniously into the surrounding local context. Infill revitalization and mixed-use development creates thriving local businesses which provide residents and office-workers a variety of goods and services within a short walking distance. A variety of housing types attract young couples, families, retirees, and single students to vibrant neighborhoods. Some buildings feature cafes or offices on the ground floor with apartments above, keeping commercial areas busy into the evening. Leafy parks and community gathering places are a focal point of the neighborhood. Residents, school children, and workers have the option to walk on continuous sidewalks shaded by street trees, bike along established bike lanes, or take extended and strengthened public transit to their destinations, creating a more active streetscape, and reducing dependency on automobile transportation. With less dependence on automobile transportation the citizens of Tulare reap positive health benefits and enjoy improved air quality.

D. Transit-Oriented Development Plan Organization and Contents

The TOD Plan includes the following chapters:

- 1. Introduction.** This chapter provides a description of TOD, project background, the plan vision, and how the TOD Plan relates to other planning efforts.
- 2. Context.** This chapter describes the existing conditions and regulatory setting that will affect TOD in Tulare.
- 3. Land Use.** This chapter provides the land use framework and designations for the TOD Plan areas.
- 4. Transportation.** This chapter discusses the proposed circulation improvements in the TOD Plan areas, including vehicular, pedestrian, bicycle, and transit improvements.

5. Design Guidelines. This chapter describes the development guidelines for the TOD Plan areas.

6. Infrastructure. This chapter describes the existing infrastructure conditions and anticipated improvements needed to meet increased demand for services.

7. Implementation. This chapter provides specific strategies for implementing the TOD Plan.

Context 2

This chapter describes the existing conditions of the City of Tulare and the regulatory setting affecting future development within the Transit-Oriented Development (TOD) Plan areas.

A. Citywide Context

This section discusses the regional setting, the TOD Plan area locations, the city's existing socio-economic conditions and transit options, and plans and policies applicable to TOD in Tulare.

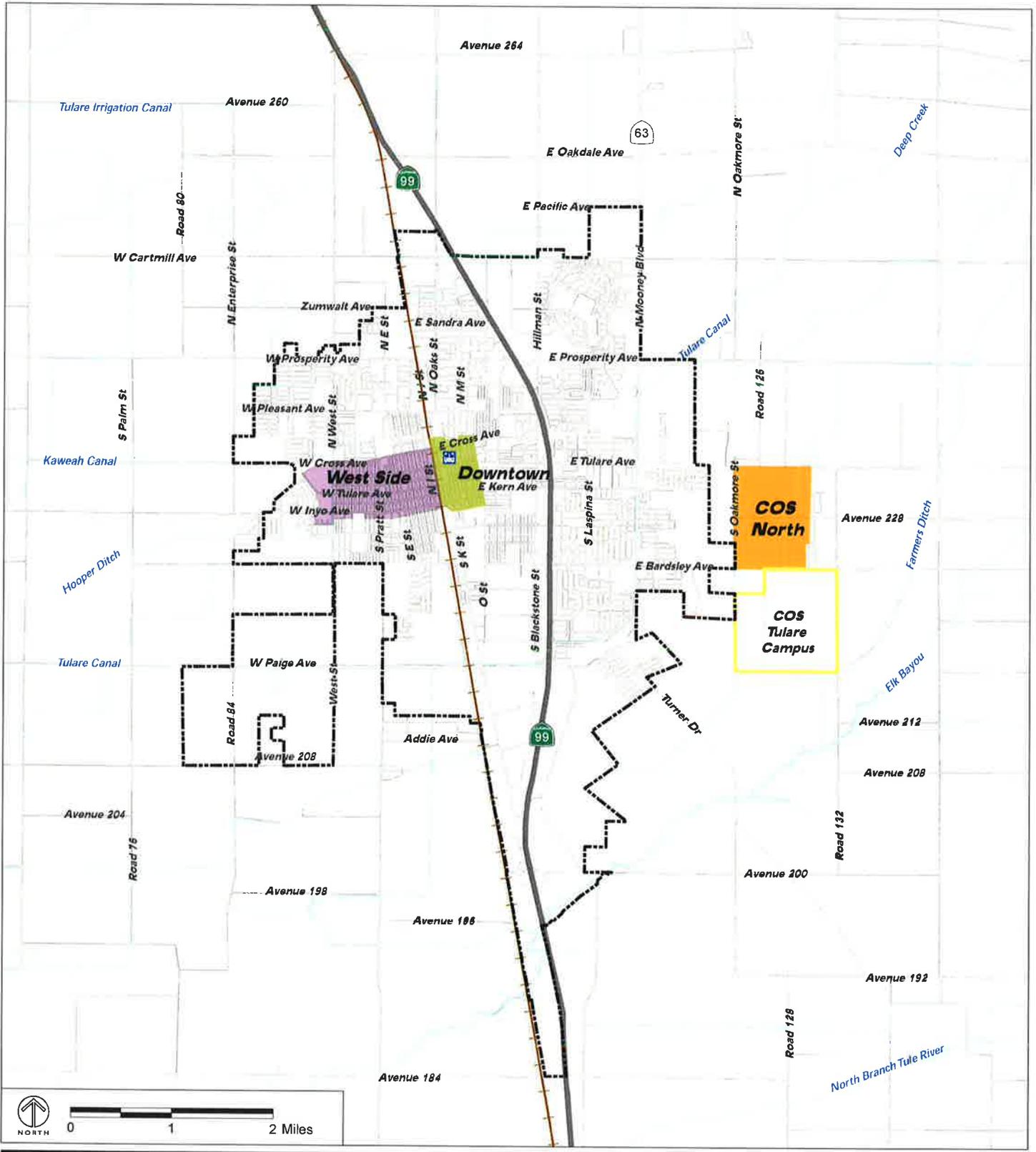
1. Regional Setting

The City of Tulare is located in the San Joaquin Valley, part of California's Central Valley, one of the most important and productive agricultural regions in the United States. The City of Tulare is in the central western portion of Tulare County, approximately 45 miles southeast of Fresno and about 60 miles northwest of Bakersfield. While surrounded by agriculture, Tulare is a growing city, home to regional shopping destinations, employment centers, and the future site of a College of Sequoias (COS) campus. Tulare benefits from easy access to Highway 99 which runs north-south through the city and is served by local and regional transit. Additionally, Tulare has a central downtown area, the Tulare Outlet Center, a major regional shopping destination to the northeast, a large dairy manufacturing industry, and a mix of housing options.

2. Locations of TOD Plan Areas

The TOD Plan focuses on three areas: West Side, Downtown, and COS North. Figure 2-1 shows the location of the three plan areas. These plan areas were chosen by the City in response to feedback received at a public workshop, as well as through guidance from City staff and the General Plan Review Committee.

As its name suggests, the West Side plan area is in west Tulare and immediately adjacent to the Downtown plan area. The West Side plan area is bounded by Tulare Avenue to the west, North J Street and the railroad tracks to the east, West Cross Avenue to the north, and West Shasta Avenue and West Owens Avenue to the south.



Source: City of Tulare, Tulare County, and PlaceWorks.



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FIGURE 2-1
 TOD PLAN AREAS

The Downtown plan area is centrally located and bounded by North J Street to the west, North O Street to the east, Welch Drive and North Place to the north, and South K Street and East Owens Avenue to the south.

COS North is located just outside of the existing city limits along the eastern boundary of Tulare and is bounded to the west by the Tulare city limits, Road 124, and South Oakmore Street, to the east by Road 130, to the north by Tulare Avenue, and to the south by East Bardsley Avenue. This plan area is completely outside the existing city limits, but it is envisioned that this area would be incorporated within the city limits prior to development. Although the City anticipates the annexation process for the COS Tulare campus to begin in 2012, land within the COS North plan area would only be annexed if the property owner initiates the process. In addition, the Tulare County Local Agency Formation Commission (LAFCO) would need to approve the inclusion of the COS North study area within the City's Sphere of Influence (SOI).

3. Demographic and Economic Context

This section summarizes the demographic and economic conditions affecting future TOD in Tulare. Information in this section is based on BAE's TOD Opportunities Analysis memo, published on November 30, 2011, which analyzed demographic, economic, and real estate information in order to build an understanding of the unique local context for possible TOD development in Tulare, the potential magnitude of demand for TOD in the coming years, and the locations within the city that would be most conducive to successful TOD.

- ◆ In order to tap into the largest segment of housing demand, plans for TOD will need to take into account the needs of **Tulare's large portion of households with children**, including features of the housing itself as well as neighborhood amenities. This might include a preference for proximity to schools, parks, and locations on safe, pedestrian-friendly streets. In addition, TOD planning in Tulare should broadly consider the objective of enhancing mobility via modes other than autos for youth as well as for people of working age.
- ◆ While the goal of TOD is often to facilitate use of transit for workers to travel between their homes and jobs, in Tulare, **the proportion of the population participating in the workforce is relatively low**, given a high proportion of children under the age of 18. As a result, it is particularly important to consider development opportunities that might facilitate travel in addition to the journey to work, such as travel to schools, shopping, and services. In Tulare, the benefits of TOD could be maximized by focusing on the creation of "complete neighborhoods," which allow residents to undertake basic shopping, school, and recreational trips without getting in their cars.
- ◆ Successful TOD depends on a mix of housing, office, commercial, and public uses. Outside of northeast Tulare, the city's retail spaces are mainly in unan-

chored, aging strip centers. The lack of high quality, attractive retail spaces that can cater to convenience-oriented neighborhood retail and service needs may signal a **market opportunity for new retail development** that could be integrated into horizontal or vertical mixed-use development in a TOD setting. In addition, **Tulare has an undersupply of small office spaces** of less than 1,000 square feet in size. Smaller offices filling this niche would fit well with the scale of smaller horizontal or vertical mixed-use developments of the type that Tulare could expect in its first wave of higher density, TOD development.

- ◆ Current demographic trends point to **strong demand for housing units that offer multiple bedrooms**, to accommodate a large existing segment of local households with children, households with extended families, and the frequency of multiple families sharing a single dwelling unit.
- ◆ In the future, due to prevailing national trends towards an **aging population** and increasing proportions of households without children and individuals living alone, there could be demand for a larger proportion of multi-family units. At present, the city's supply of multi-family units is relatively small compared to statewide averages.
- ◆ When economic conditions improve, and the rate of household formation begins to increase as a result of more people being able to afford to move into their own homes (e.g. young adults currently living with their parents, or sharing homes with roommates due to affordability concerns), the **city's currently modest supply of vacant housing and lower unemployment rate compared to the County¹** will translate into earlier demand for new home construction as compared to some California markets that have fared considerably worse than Tulare.
- ◆ BAE estimates find that approximately 2,900 existing households in Tulare have the characteristics of households that could be expected to seek to live near transit if given the option, and that over the next two decades an additional 3,300 new households might exhibit similar preferences. These demand estimates should be viewed as baseline projections, with the potential for demand to exceed these levels as conditions change in the future. Other factors such as improved transit availability, increases in the cost of automobile ownership, and rising populations of elderly, students, and single persons living alone might increase interest in denser, more mixed-use environments.

¹ While the city's unemployment rate, at 14.4 percent, is higher than the State average of 12.4 percent, it is more than two points lower than the County average.

4. Transit

As mentioned previously, the success of a TOD depends on access to transit and a safe and comprehensive pedestrian and bicycle network. This section describes existing transit service, as well as existing bicycle and pedestrian facilities.

Transportation

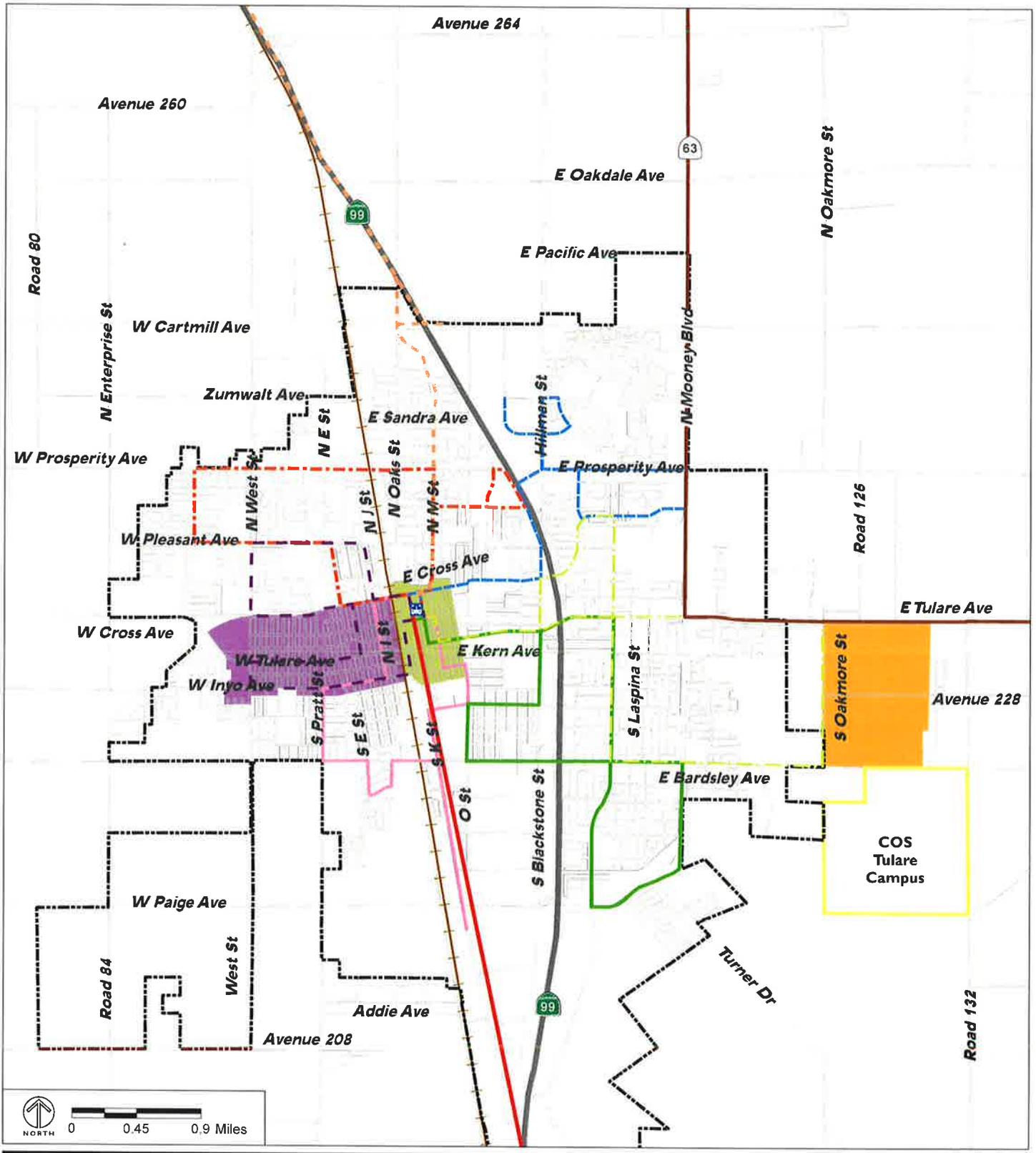
Figure 2-2 displays the existing transit routes within the City of Tulare. As shown, there are currently two regional Tulare County Area Transit (TCaT) bus routes that serve the City of Tulare (Routes 20 and 40) and seven Tulare InterModal Express (TIME) Routes, including an express route (11X) connecting the Tulare and Visalia Transit Centers.

The TCaT bus routes serving the City of Tulare are as follows:

- ◆ **TCaT Route 20.** Route 20 serves the southern part of Tulare County operating between the Tulare Transit Center to the north and the Delano Transit Center to the south. TCaT Route 20 currently operates with weekday headways that vary between 42 minutes and 2 hours, 16 minutes, depending on the time of day, with 3-hour weekend headways. The Tulare Transit Center is currently the only TCaT Route 20 stop located within the City of Tulare.
- ◆ **TCaT Route 40.** Route 40 serves the southeastern part of Tulare County connecting the cities of Visalia, Tulare, Lindsay, Strathmore, and Porterville. In Visalia, Route 40 connects to Visalia Transit's Route 1, which serves the commercial areas along the Mooney Boulevard corridor, the Visalia COS campus, and Downtown Visalia and terminates at Visalia's Downtown transit center. TCaT Route 40 currently operates with 1-hour headways during typical weekdays and 2-hour headways during weekends. The intersection of Highway 137 and Mooney Boulevard is currently the only TCaT Route 40 stop located within the City of Tulare.

The Tulare InterModal Express (TIME), operated by the City of Tulare, provides seven local bus routes throughout the city with one express bus route, Route 11X, described in more detail below. Each TIME route is a one-way loop operating between the Tulare Transit Center and various key destinations throughout the city, such as employment centers, retail centers, outlet malls, and schools. All routes operate on a fixed time schedule, operating with 30-minute headways, designed to arrive and depart from the Tulare Transit Center at the same time to allow for easy transfers between the routes. As of 2011, the TIME program had around 380,000 riders annually.

TIME Route 11X provides an express connection between the Tulare and Visalia Transit Centers, with an additional stop near the COS Visalia campus. By connecting the two transit centers, this route provides transit patrons access to the robust



Source: City of Tulare, Tulare County, and PlaceWorks.



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FIGURE 2-2
 EXISTING TRANSIT

transit networks provided by both cities. Similar to the other TIME routes, Route 11X operates on 30-minute headways arriving and departing from the Tulare Transit Center at the same time as the other TIME routes. This route is jointly operated by TIME and Visalia City Coach (VCC).

Bicycle and Pedestrian Facilities

The City of Tulare has a regional Class 1 Bikeway (a path exclusively for bikes and pedestrians) located along the old Atchison, Topeka, and Santa Fe Railroad right-of-way, known as the Santa Fe Trail. The 5-mile corridor extends from Prosperity Avenue in the east across town to Inyo Avenue to the west, connecting the central business district and Transit Center located downtown to the retail centers along Prosperity Avenue. As a Class 1 Bikeway, the Santa Fe Trail accommodates multiple uses, including bicyclists, pedestrians, and skaters. There are 13 miles of other bike-only routes provided throughout the community, including a bike lane on an approximately 2.75-mile north-south segment of Laspina Street.² However, many of the city's key civic locations (i.e. schools, parks, institutions, and the downtown) do not adequately provide clear connections to existing bicycle and pedestrian facilities.³

5. General Plan Goals, Policies, and Actions

The City of Tulare General Plan 2035 addresses TOD in its Land Use and Transportation and Circulation Elements, as listed in Table 2-1.

6. Other Related Plans and Policies

This section summarizes regional, County, and City planning documents that would influence TOD in Tulare. It is organized from plans with the largest geographic scope to those covering the smallest geographic area.

HUD-DOT-EPA Livability Principles

The U.S. Department of Housing and Urban Development (HUD), the U.S. Department of Transportation (DOT), and the Environmental Protection Agency (EPA) partnered to develop a set of livability principles. Since a majority of funding for this project came from a HUD Sustainable Communities grant, the TOD Plan must strive to meet the livability principles established by HUD and the DOT. The livability principles are as follows:

² City of Tulare, August 2005, *Pedestrian and Bicycle Trail Master Plan*, pages 8 to 9; City of Tulare, City Goals and Priorities, "Smart Growth Principles and the City of Tulare's Efforts," http://www.ci.tulare.ca.us/local_government/smartgrowth.asp?ID=1184, accessed on June 7, 2012; Google, Google Maps, "City of Tulare," <http://maps.google.com/maps?q=city%20of%20tulare&oe=utf-8&rls=org.mozilla:en-US:official&client=firefox-a&um=1&ie=UTF-8&hl=en&sa=N&tab=wl>, accessed on June 7, 2012.

³ City of Tulare, August 2005, *Pedestrian and Bicycle Trail Master Plan*, page 12.

TABLE 2-1 **CITY OF TULARE GENERAL PLAN 2035 POLICIES RELEVANT TO TRANSIT-ORIENTED DEVELOPMENT**

Policy No.	Policies
LU-P2.2	The City shall promote development patterns that are compact and use space in an efficient but aesthetic manner to promote more walking, biking and use of public transit.
LU-P4.13	Commercial facilities should be designed to encourage and promote transit, pedestrian, and bicycle access. The City shall require, when feasible, that new commercial development be designed to encourage and facilitate pedestrian circulation within and between commercial sites and nearby residential areas.
LU-P7.1	The City shall encourage mixed use development near and in Downtown and adjacent to existing transit routes.
LU-P9.4	The City will look at the following design concepts in the village areas: provide a variety of transportation choices, offer housing choices and opportunities, take advantage of compact development, mixed land uses, preserve open space and natural beauty through natural resources conservation, and preserve farmland in the surrounding unincorporated areas through design measures designed to avoid land use conflicts, encourage distinctive, attractive communities with quality design, incorporate park and open space areas within the Village Center, a neighborhood commercial center should complement other community areas within the Village Center, and the Village Center shall provide a convenient hub for accessing transit services, and be supported by adequate parking and trail access.
LU-P9.5	The City shall require that new villages provide connectivity to the developed portions of the city. This connectivity shall be in the form of roadways, transit connections, and bicycle and pedestrian linkages.
TR P1.1	The City shall continue to work cooperatively with the various local, state, and federal transportation agencies (i.e. Caltrans, TCAG, Tulare County, and regional transit providers) to maintain a multimodal transportation system that is well-integrated and interconnected in terms of service, scheduling, and capacity, and that effectively accommodates planned land uses and related transportation needs, and that promotes the safe movement of people and goods and the efficient use of limited public resources.
TR-P4.1	The City shall encourage the increased use of public transit as a means to reduce traffic congestion and air quality impacts.
TR-P4.2	The City shall evaluate new development proposals to ensure adequate public transportation facilities (e.g. a continuous parking lane with bus stops, special bus turnouts, etc.) are incorporated.
TR-P4.3	The City shall ensure pedestrian access to transit along arterials and collectors is available where security walls, noise barriers, or fences are proposed adjacent to residential development.
TR-P4.4	The City shall encourage bus stop seating and shelters to be integrated into wall designs along arterials or collectors adjacent to residential neighborhoods.
TR-P4.5	The City shall encourage the provision of adequate public transportation links with other communities in Tulare County and adjacent counties.
TR-P4.6	The City shall support and facilitate reasonable proposals to bring regional public transportation service (including Amtrak or other passenger rail service) to Tulare.

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Policy No.	Policies
TR-P4.7	The City shall work to preserve the right-of-way of abandoned railroads for future transit routes.
TR-P4.8	The City shall encourage the clustering of land uses that generate high trip volumes and other transit oriented designs to foster the demand needed to support transit activity. Transit-oriented designs should include: provision of sheltered bus stops to be provided with new development; location of medium and high-density development shall be located near transit services; linking of residential uses to transit stops via continuous sidewalks or pedestrian paths; and incorporation of park-and-ride lots to accommodate not only motorists, but also other users of public transit and van or carpooling.
TR-P6.11	The City shall coordinate the location of bicycle and pedestrian facilities (sidewalks, bicycle lockers/storage, etc.) with transit stops fostering a multi-modal environment.
TR-P7.3	To improve air quality and reduce congestion, the City shall seek to reduce vehicle-miles-traveled per household by making efficient use of existing and planned transportation facilities. Measures that can be applied include: promoting efficient arrangement of land uses, improving public transportation and ridesharing, facilitating more direct routes for pedestrians and bicyclists and other nonpolluting modes, and encouraging large employers to use transportation demand management techniques to reduce peak hour traffic.

Source: City of Tulare General Plan 2035.

- ◆ Provide more transportation choices.
- ◆ Promote equitable, affordable housing.
- ◆ Enhance economic competitiveness.
- ◆ Support existing communities.
- ◆ Coordinate and leverage federal policies and investment.
- ◆ Value communities and neighborhoods.⁴

San Joaquin Valley Blueprint

Eight regional Councils of Government (COGs) created the San Joaquin Valley Blueprint to guide development in the southern San Joaquin Valley through 2050. The San Joaquin Valley Blueprint identifies twelve smart growth principles for development which have been adopted by the COGs and will be incorporated into cities' general plans. The adopted smart growth principles are:

- ◆ Create a range of housing opportunities and choices.
- ◆ Create walkable neighborhoods.
- ◆ Encourage community and stakeholder collaboration.
- ◆ Foster distinctive, attractive communities with a strong sense of place.

⁴ EPA, Smart Growth, HUD-DOT-EPA Partnership for Sustainable Communities, <http://www.epa.gov/dced/partnership/>, accessed on January 5, 2011.

- ◆ Make development decisions predictable, fair, and cost effective.
- ◆ Mix land uses.
- ◆ Preserve open space, farmland, natural beauty, and critical environmental areas.
- ◆ Provide a variety of transportation choices.
- ◆ Strengthen and direct development towards existing communities.
- ◆ Take advantage of compact building design.
- ◆ Enhance the economic vitality of the region.
- ◆ Support actions that encourage environmental resource management.

Tulare County Blueprint

The Tulare County Regional Blueprint focuses on Tulare County's specific role in the San Joaquin Valley Blueprint process and provides local-level goals and principles. The Tulare County Regional Blueprint goals are:

- ◆ Achieve an average of 5.3 dwelling units per acre.
- ◆ Provide clean air for residents and the economy through a variety of measures including meeting the United States Environmental Protection Agency standards for 8-hour ozone and PM_{2.5}.
- ◆ Provide residents with the opportunity to use multiple types of efficient transportation by creating a well-integrated multi-modal transportation system, improving roadways, circulation and coordination, and instituting supportive policies.
- ◆ Create sustainable communities that promote a positive image by implementing connected, sustainable, and efficient land use policies and encouraging related development initiatives.
- ◆ Ensure a variety of housing options are available to all income, age, and cultural groups by encouraging many different types of affordable and quality housing.
- ◆ Protect agricultural lands by promoting long-term preservation and productivity.
- ◆ Protect scarce and finite natural resources by preserving natural areas and open space.

Additionally, the Tulare County Regional Blueprint identifies Preferred Growth Scenario principles based on input from residents, city councils, and local government agencies. These principles are:

- ◆ Increase densities county-wide by 25 percent.
- ◆ Establish a light rail between cities.
- ◆ Extend Highway 65 north to Fresno County.
- ◆ Expand transit throughout the county.

- ◆ Maintain urban separators around cities.
- ◆ Direct growth to incorporated cities and communities with existing urban development and existing or proposed comprehensive services and infrastructure.

County of Tulare General Plan

Tulare County delineates land around the incorporated cities, including the City of Tulare, with Urban Boundaries. Urban Boundaries include both an Urban Development Boundary and an Urban Area Boundary. Urban Boundaries describe the jurisdictional extent of a city for city-County coordination, planning, and policy-making purposes and delineate the location of future urban and agricultural land uses (i.e. urban development will occur only within the boundary).⁵ Tulare County adopted the 2030 General Plan on August 28, 2012. The General Plan Goals and Policies Report incorporates several policies that would encourage TOD. The policies are described in Table 2-2 below.

Tulare County LAFCO

In California, independent regulatory bodies, known as Local Agency Formation Commissions (LAFCOs), govern city and special district boundaries. To apply for land annexation or a boundary change in Tulare County, a city or special district must provide the LAFCO with a certified resolution or a petition signed by landowners/registered voters and pay all required fees. Typically, the process takes several months.

LAFCOs maintain documents detailing an area's SOI, a projection of future boundaries and potential annexations. The West Side and Downtown plan areas are within the SOI. However, COS North is outside of the current SOI.⁶ The COS North plan area would need to be annexed into the City limits (which are within the SOI) before development occurs under this TOD Plan.

⁵ County of Tulare, *Tulare Urban Boundaries*, <http://generalplan.co.tulare.ca.us/documents/GeneralPlan2010/Plans/005Part%20III%20County%20Adopted%20City%20Plans%204%20of%205/001TULARE/GPA%2094-006%20TULARE%20URBAN%20BOUNDARIES.pdf>, accessed on November 16, 2011.

⁶ Tulare County Local Agency Formation Commission, *Policy and Procedure Manual*, <http://co.tulare.ca.us/lafco/documents/PolicyProcedure.pdf>, accessed November 15, 2011; Tulare County Local Agency Formation Commission, July 17, 2007, *City of Tulare* map, <http://lafco.co.tulare.ca.us/documents/tulare.pdf>, accessed on July 16, 2012

TABLE 2-2 ***TULARE COUNTY GENERAL PLAN POLICIES RELEVANT TO TRANSIT-ORIENTED DEVELOPMENT***

Policy No.	Policies
ED-6.5	The County shall work with communities and transit providers to develop intermodal hubs that focus on both local and regional bus service.
LU-1.1	The County shall promote the principles of smart growth and healthy communities UDBs and HDBs, including: creating walkable neighborhoods, providing a mix of residential densities, creating a strong sense of place, mixing land uses, directing growth toward existing communities, building compactly, discouraging sprawl, encouraging infill, preserving open space, creating a range of housing opportunities and choices, and encouraging connectivity between new and existing development.
LU-1.2	The County shall promote flexibility and innovation through the use of planned unit developments, development agreements, specific plans, mixed-use projects, and other innovative development and planning techniques.
LU-1.4	The County shall actively support the development of compact mixed use projects that reduce travel distances.
LU-1.9	The Circulation Framework will include the proposed circulation network, system elements, connectivity on all sides of the project, design standards, and system phasing. This framework will address all components of the circulation system, including vehicular traffic, bicycles, pedestrian movement, transit, rail, air and intermodal connectivity. The design of transportation systems will be included to discourage reliance on vehicular travel and focus increased opportunities for the provision of alternative modes of travel (public transit, bicycle, and pedestrian). This component will also address parking and loading standards if different from the standard County requirements.
LU-3.3	The County shall encourage high-density residential development (greater than 14 dwelling units per gross acre) to locate along collector roadways and transit routes, and near public facilities (e.g. schools, parks), shopping, recreation, and entertainment.
LU-6.1	The County shall encourage the development of centrally located public activity centers that include parks, schools, libraries, and community centers in communities via accessible, multiple modes of travel.
SL-4.3	The County shall encourage rail infrastructure for freight and passenger service to be planned and designed to limit visual impacts on scenic landscapes by: concentrating infrastructure in existing railroad rights-of-ways, avoiding additional grade separated crossings in viewshed locations, and using new transit stations supporting rail transit as design features in existing and future core community areas.
AQ-2.2	The County shall require major development projects, as defined by the SJVAPCD, to mitigate air quality impacts associated with the project. As feasible the County shall work with SJVAPCD to determine mitigations that may include, but are not limited to the following: providing bicycle access and parking facilities, increasing density, encouraging mixed use developments, providing walkable and pedestrian-oriented neighborhoods, providing increased access to public transportation, providing preferential parking for high occupancy vehicles, car pools, or alternative fuels vehicles, and establishing telecommuting programs or satellite work centers.
AQ-2.3	When developing the regional transportation system, the County shall work with TCAG to comprehensively study methods of transportation which

TABLE 2-2 **TULARE COUNTY GENERAL PLAN POLICIES RELEVANT TO TRANSIT-ORIENTED DEVELOPMENT** (CONTINUED)

Policy No.	Policies
	may contribute to a reduction in air pollution in Tulare County. Some possible alternatives that should be studied are: commuter trains (Light Rail, Amtrak, or High Speed Rail) connecting with Sacramento and San Francisco, with attractive services scheduled up and down the valley, public transportation such as buses and light rail, to serve between communities of the valley, publicly subsidized if feasible, intermodal public transit such as buses provided with bicycle racks, bicycle parking at bus stations, and park and ride facilities, and community bus or other public transportation systems, such as cycling or walking trails, with particular attention to high-density areas.
AQ-3.3	The County shall promote street design that provides an environment which encourages transit use, biking, and pedestrian movements.
AQ-3.6	The County shall encourage the clustering of land uses that generate high trip volumes, especially when such uses can be mixed with support services and where they can be served by public transportation.
TC-1.6	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-1.18	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-2.1	The County shall support improvements to freight and expanding passenger rail service throughout the County.
TC-2.2	The County shall work with cities to support improvement, development, and expansion of passenger rail service in Tulare County.
TC-2.3	The County shall encourage Amtrak to add passenger service to the Union Pacific corridor in the County.
TC-2.4	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.
TC-2.5	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	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-3.7	The County shall support the development of multimodal terminal facilities at County airports.
TC-4.1	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	The County will continue to work with TCAG and the cities and communities in the County to evaluate and respond to public transportation needs.
TC-4.3	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: encour-

TABLE 2-2 **TULARE COUNTY GENERAL PLAN POLICIES RELEVANT TO TRANSIT-ORIENTED DEVELOPMENT** (CONTINUED)

Policy No.	Policies
	aging new and improving existing transportation services for the elderly and disabled, and providing intercommunity services between unincorporated communities and cities.
TC-4.4	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	The County shall encourage regional coordination to facilitate improved connectivity between County and City operated transit systems and other transportation modes.
TC-4.6	The County shall utilize the San Joaquin Valley Intelligent Transportation System Strategic Deployment Plan to facilitate public transportation services.
TC-4.7	The County shall promote the reservation of transit stops in conjunction with development projects in likely or potential locations for future transit facilities.

Source: Tulare County, *Tulare County General Plan Update 2030*.

City of Tulare Climate Action Plan

In order to meet State-recommended greenhouse gas (GHG) reduction targets, the City of Tulare developed a Climate Action Plan (CAP).⁷ The CAP provides goals and GHG reduction measures for energy use, water use, transportation, land use, solid waste, and agriculture. The CAP consists of a GHG inventory and forecast, an adjusted forecast and reduction target, GHG reduction strategies, and an implementation program. Many GHG reduction goals are supportive of TOD, such as shifting single-occupancy vehicle trips to alternative modes and increasing accessible land uses to reduce vehicular trips.

Downtown Tulare Vision 2040 Plan

The *Downtown Tulare Vision 2040 Plan* (Vision 2040) provides ideas for future development and improvements in the Downtown, an area described as extending from J Street to the west, Inyo Avenue to the south, O Street to the east, and Cross Avenue to the north. Vision 2040 divides the area into districts for improvements tailored to the distinct opportunities and needs of each location:

- ◆ **Zumwalt Park/Civic Center.** Located in the southwest corner of downtown, suggested improvements for this district include enhancing the park, encouraging development of a hotel/conference facility and a performing arts center, adding a parking structure, and promoting mixed-uses.

⁷ City of Tulare, 2011. *Climate Action Plan*, pages ES-1 to ES-8.

- ◆ **Mixed-Use Transit Village.** The Transit Center is at the heart of this district, located in the northwest corner of Downtown. Some suggestions for this district include further developing the area as a transit node, encouraging development of an event center and a satellite location of a community college, enhancing the shopping center, and supporting light rail.
- ◆ **Santa Fe Neighborhood.** Situated along the Santa Fe Trail in the northeast corner of downtown, improvements for this district include encouraging new residential development, neighborhood shops, and medical offices along Cross Avenue, and enhancing both Cross Avenue and the Santa Fe Trail.
- ◆ **K Street Corridor.** In the southwest corner of Downtown, suggestions for this district include developing it as the core of Downtown with space for living, working, dining, shopping, and social activity. Part of this development would include creating a Tower square plaza, encouraging residential uses above retail and office uses, adding parking structures, and enhancing the Linder building.

College of Sequoias Transit Plan

COS opened the Tulare campus in January 2014 with approximately 1,300 students. By 2040, the Tulare campus enrollment is expected to increase to 10,000 students. Currently, the Tulare campus site is not served by public transit. The Tulare County Community College Transit study (i.e. the COS Transit Plan) recommends that COS addresses existing and future transit demand by implementing the following strategies by 2015:

- ◆ Extend the existing TIME Route 7 to the Tulare Campus.
- ◆ Reroute the existing TCaT Route 40 to the Tulare Campus.
- ◆ Construct a Tulare Campus Transit Hub.
- ◆ Continue existing levels of service to COS Visalia and Hanford Campuses.
- ◆ Secure additional funding.
- ◆ Implement a marketing plan.⁸

Also, in keeping with the goals of COS Transit Study, COS has included a transit station in its facility design plans and established a Student Transit Pass Program.

⁸ TPG Consulting, 2011. *Tulare County Community College Transit Study Final Report.*

B. Planning Areas

This section describes the key characteristics of the three TOD Plan areas.

1. West Side

Existing Land Use

Residential housing, along with accompanying schools and parks, constitutes the predominant land use in the western third of the city. At present, the existing uses along North West Street between West Cross Avenue and West Tulare Avenue include service commercial uses, a gas station, a mini-storage facility, an auto body shop, a welding company, and several large, vacant parcels. In addition, there are two recently built multi-family housing developments at the southwest and southeast corners of North West Street and West Cross Avenue. The area along North West Street between West Tulare Avenue and West Inyo Avenue includes a grocery store, gas station, CVS drug store, laundromat, a former indoor flea market, and the Tulare Beauty College. With the exception of the CVS store, the shopping center is relatively old and in poor condition. Immediately to the west of the shopping center are two parcels currently being occupied by a church and a farming equipment dealer. South of West Inyo Avenue is a gas station, a mini-mart/liquor store, and small single-family houses.



WEST SIDE TOD AREA

AAR00024

Road Network

The existing vehicular circulation network is composed of city arterials, collectors, and local streets. Regional vehicular access to the West Side plan area is provided via State Route 137, also known as Inyo Avenue. Within the West Side, there are crosswalks at major intersections, sidewalks lining the streets, and bike lanes on the largest roadways, but crosswalks are widely dispersed and infrequently signalized for pedestrians, buildings are set back on lots, and there are few street trees.

Existing and Planned Transit

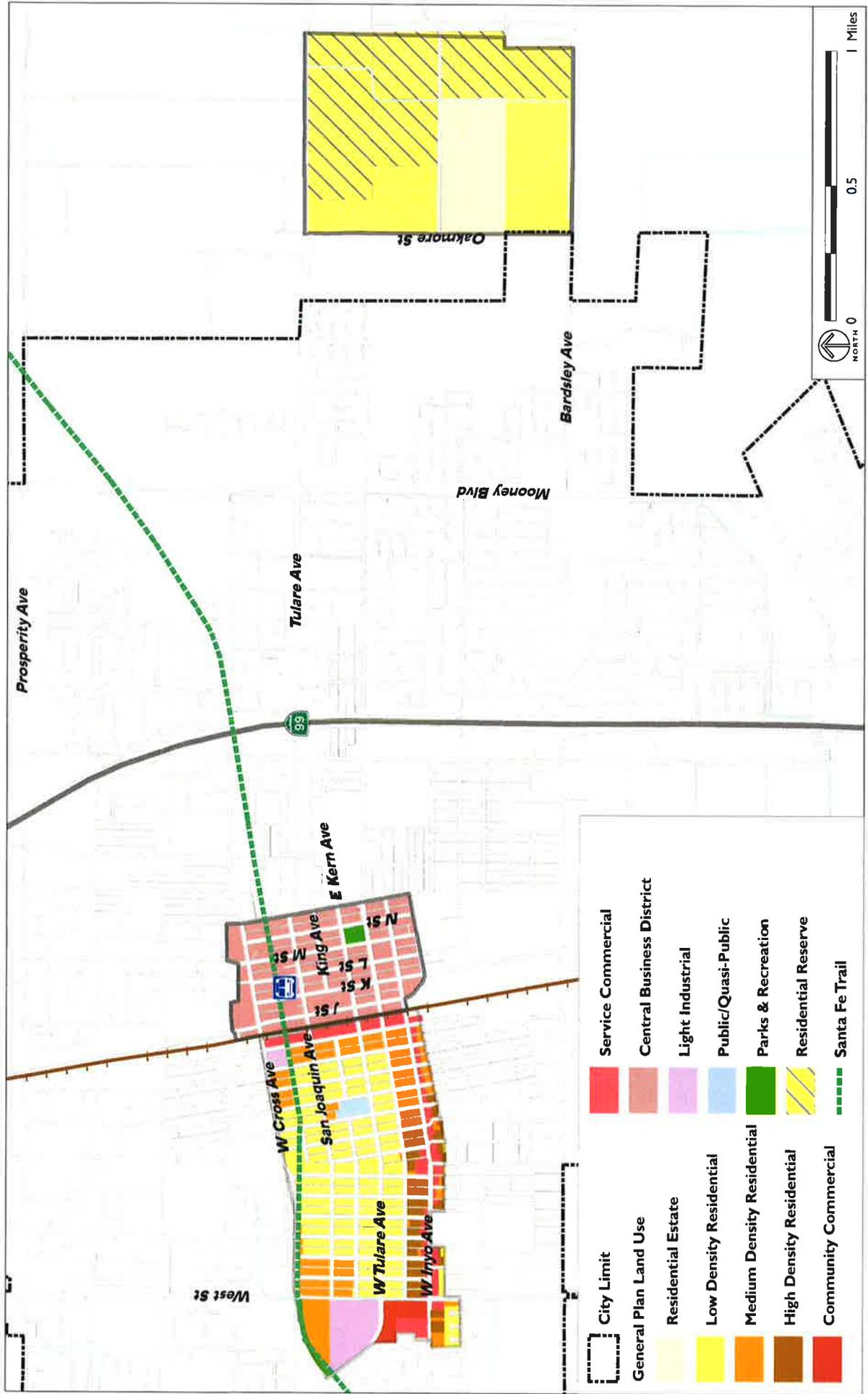
TIME Routes 1, 3, and 5 are the bus transit routes providing service in the West Side plan area. Currently there are bus stops at the intersections of West Cross Avenue and North West Street, West Tulare Avenue and North West Street, and West Inyo Avenue and between North B Street and Pratt Street. The Santa Fe Trail also runs along the north side of the West Side plan area, providing good regional access for both cyclists and pedestrians. Currently, there are no planned transit improvements within the West Side plan area.

General Plan Land Use

The General Plan 2035 land use designations in the West Side plan area include low, medium, and high density residential, community and service commercial, central business district, light industrial, public, and park. Industrial and commercial designations are primarily concentrated along the western boundary of the West Side plan area, although there are also commercial designations allowed along West Inyo Avenue along the southern boundary of the plan area and along the eastern boundary of the plan area. Much of the interior of the plan area is designated low density residential, occasionally interspersed with medium density residential designations as housing nears the commercial areas, and public. High density residential designations are adjacent to commercial uses. There is also a small park designation where the Santa Fe Trail passes through the northwest portion of the plan area.

City of Tulare General Plan 2035 land use designations for the West Side plan area are shown in Figure 2-3. They are:

- ◆ **Low Density Residential** has a minimum lot size of 4,000 square feet and allows from 3.1 to 7.0 dwelling units per acre, with typical uses including detached single-family homes, secondary dwellings, and supportive uses such as churches, schools, and public utilities.
- ◆ **Medium Density Residential** has a minimum lot size of 6,000 square feet and allows from 7.1 to 14.0 dwelling units per acre, with typical uses including single-family dwellings, second units, town homes, duplexes, triplexes, and mobile home parks.



Source: City of Tulare and PlaceWorks.

- ◆ **High Density Residential** has a minimum lot size of 1,500 square feet and allows from 14.1 to 29.0 dwelling units per acre, with typical uses including duplexes, tri-plexes, townhomes, and apartments near schools, parks, and other public services.
- ◆ **Community Commercial** has a minimum development size of 7 acres, allowing for a 0.27 FAR, with typical uses including community commercial centers, shopping plazas, and shopping centers.
- ◆ **Service Commercial** has a minimum development size of 20,000 square feet, allowing for a 0.6 FAR, with typical uses including automotive-related or heavy equipment sales and services, construction sales and services, and mini-storage.
- ◆ **Light Industrial** has a minimum development size of 20,000 square feet, allowing for a maximum 0.6 FAR, with typical uses including warehousing, welding and fabrication shops, and business support uses such as retail or eating establishments that serve adjacent light industrial uses and employees.
- ◆ **Public** has no minimum lot size. It permits a 0.6 FAR, with typical uses including government facilities, schools, libraries, municipal corporation yards, sewer and water facilities, police and fire stations, and hospitals.
- ◆ **Park** has no minimum development size and no maximum density. However, the intent is that areas would be used for outdoor recreational facilities, with typical uses including pocket, neighborhood, community, regional, natural parks, and other outdoor recreation facilities, such as, golf courses, trails, and open space/habitat preserves.



DOWNTOWN TOD AREA

Zoning

Zoning in the West Side plan area ranges from light industrial, retail, and service commercial, and multiple-family residential zones in the west to a large pocket zoned single-family residential in the center of the plan area, gradually giving way to higher density residential and commercial zones in the east and along the southern boundary of the plan area. In the eastern portion of the West Side plan area there is also a small public lands zoning district and a small area zoned light industrial. Figure 2-4 shows the zoning for the plan area.

2. Downtown

Existing Land Use

This northern downtown area contains several strong community assets, including the Tulare Adult School, the Transit Center, the library, City Hall, Zumwalt Park, and the Santa Fe Trail. These spaces are hubs that attract a notable volume of visitors, customers, and travelers. The Downtown plan area is also home to some multi- and single-family housing, and a few restaurants.

Road Network

The existing vehicular circulation network is composed of city arterials, collectors, and local streets. Regional vehicular access to the Downtown plan area is provided via State Route 137 to the south and Highway 99 to the east of the plan area. East Cross Avenue and North J Street are heavily traveled. The Downtown plan area has a traditional, gridded street network which supports a pedestrian environment. Some of the Downtown streets have been improved with enhanced crosswalks and bulbouts. The Santa Fe trail runs along the north of the plan area.

Existing and Planned Transit

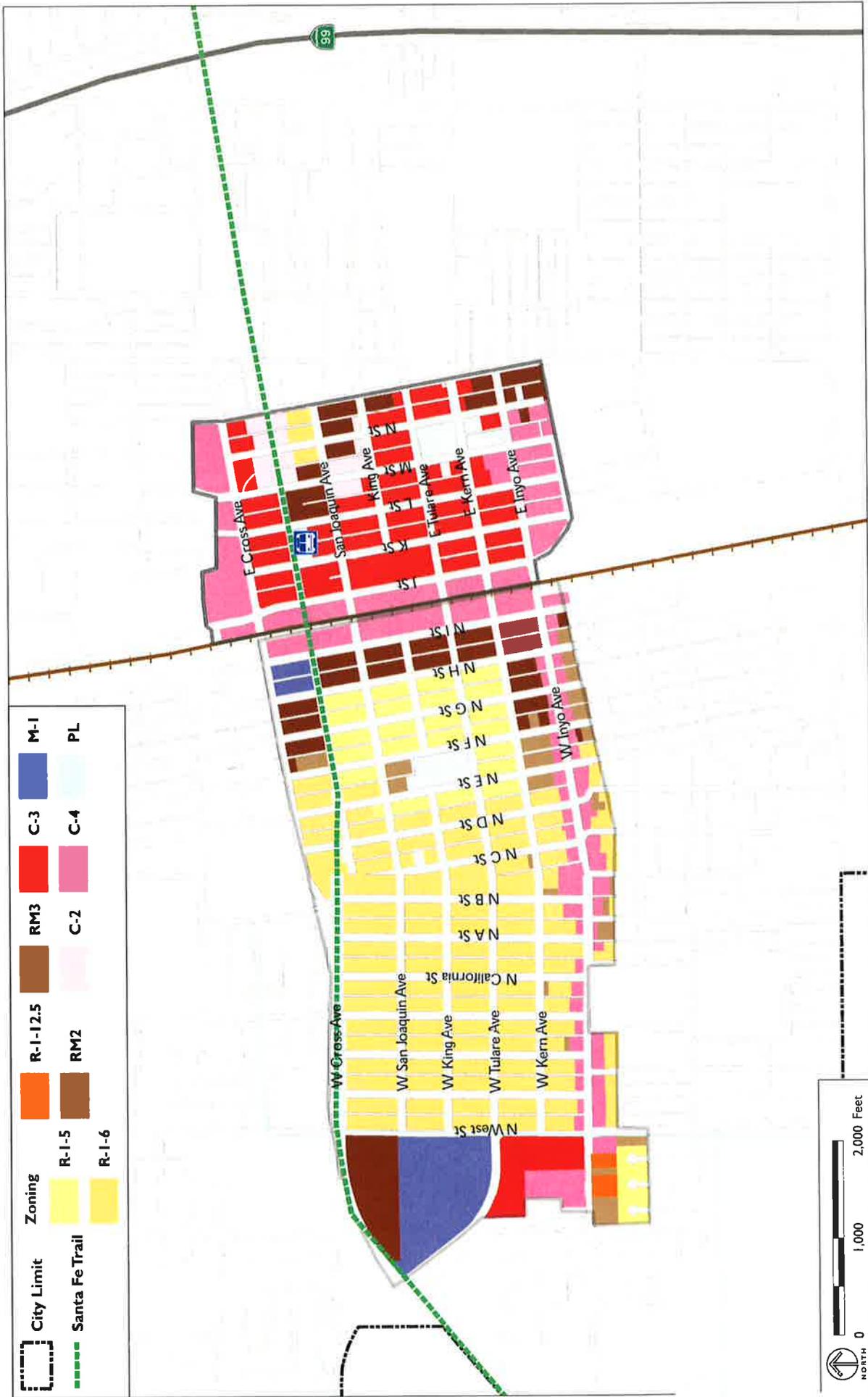
TIME Routes 1, 2, 3, 4, 5, 7, and 11X and TCaT Route 20 are the bus transit routes providing service in the Downtown plan area. The Tulare Transit Center and a Greyhound station are located in the northwest corner of the Downtown plan area.

As identified by the 2007 *Regional Light Rail Feasibility Study*, light rail may one day connect the City of Tulare Transit Center to the Visalia Transit Center. Although the light rail alignment is yet to be determined, all the proposed alignments would pass through the Tulare Transit Center.⁹

General Plan Land Use

Land use designations in the Downtown plan area, under the General Plan 2035, include community commercial, central business district, and park and are shown in Figure 2-3. The majority of the plan area is designated central business district.

⁹ Tulare County Association of Governments (TCAG), 2007. *Tulare County Regional Light Rail Feasibility Study*, pages 3-4 to 3-6.



Source: City of Tulare.
Note: COS North is outside of the city limit, so there are no City zoning designations for this Plan area.

City of Tulare General Plan 2035 land use designations for the Downtown plan area are shown in Figure 2-3. They are:

- ◆ **Central Business District** has no minimum development size, but it does have a maximum density of 29.0 dwelling units per acre and a 3.0 FAR. Typical uses include eating and drinking establishments, personal, medical, and professional services, retail sales, medium-high and high density residential dwellings, and mixed-use development.
- ◆ **Community Commercial** has a minimum development size of 7 acres, allowing for a 0.27 FAR, with typical uses including community commercial centers, shopping plazas, and shopping centers.
- ◆ **Park** has no minimum development size and no maximum density. However, the intent is that areas would be used for outdoor recreational facilities, with typical uses including pocket, neighborhood, community, regional, natural parks, and other outdoor recreation facilities, such as, golf courses, trails, and open space/habitat preserves.

Zoning

The northern, western, and southern extents of the Downtown plan area are zoned service commercial, which much of the interior of the plan area is a retail commercial zone as shown in Figure 2-4. Along the eastern portion of the Downtown plan area, there are professional office zones, multiple residential housing zones, public lands zones, and a small pocket zoned single-family residential.

3. COS North

Existing Land Use

As of 2014, active agricultural uses comprise the majority of the COS North plan area. Mission Oak High School (MOHS) is on the west border of the plan area and the Tulare COS campus, currently under construction, is to the south of the study area. An established single-family residential neighborhood borders the east side of the study area.

Road Network

The existing vehicular circulation network is composed of arterials, collectors, and local streets. Regional vehicular access to the COS North plan area is provided via State Route 137, to the north and State Route 63 to the west of the plan area. The COS North plan area has no bicycle or pedestrian amenities; there are no crosswalks, sidewalks, or bike lanes or paths.

Existing and Planned Transit

TIME Route 7 and TCaT Route 40 are the bus transit routes providing service in the COS North plan area. There is an existing bus stop for TIME Route 7 located at MOHS on the corner of South Oakmore Street and East Bardsley Avenue.

Additionally, the COS Transit Plan recommends extending TIME Route 7 and rerouting TCaT Route 40 to the new Tulare campus, which would be adjacent and to the south of the COS North plan area. The COS Transit Plan also recommends constructing a Tulare Campus Transit Hub along Bardsley Avenue.

General Plan Land Use

The General Plan 2035 designates land uses in the COS North plan area as low density residential and residential estate as shown in Figure 2-3 and described as:

- ◆ **Low Density Residential** has a minimum lot size of 4,000 square feet and allows from 3.1 to 7.0 dwelling units per acre, with typical uses including detached single-family homes, secondary dwellings, and supportive uses such as churches, schools, and public utilities.
- ◆ **Residential Estate** has a minimum lot size of 12,500 square feet and allows from 2.1 to 3.0 dwelling units per acre, with typical uses including detached single-family homes, secondary dwellings, and supportive uses such as servant quarters or a pool house.

Zoning

Since the COS North plan area is outside the city limits, City zoning does not apply to this area.



COS NORTH TOD AREA

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Land Use 3

Planning for transit-oriented development within Tulare presents a great opportunity to realize a new type of neighborhood that is walkable and lively. Chapter 1 discussed the process of developing this Transit-Oriented Development (TOD) Plan, which was undertaken as a collaborative effort between the City and the community. This chapter presents possible land use concepts for the three TOD areas. It should be remembered that additional planning will need to be done before a final development concept can be agreed upon for the TOD Plan areas, particularly in the College of the Sequoias (COS) North area. However, this plan is a carefully conceived first step.

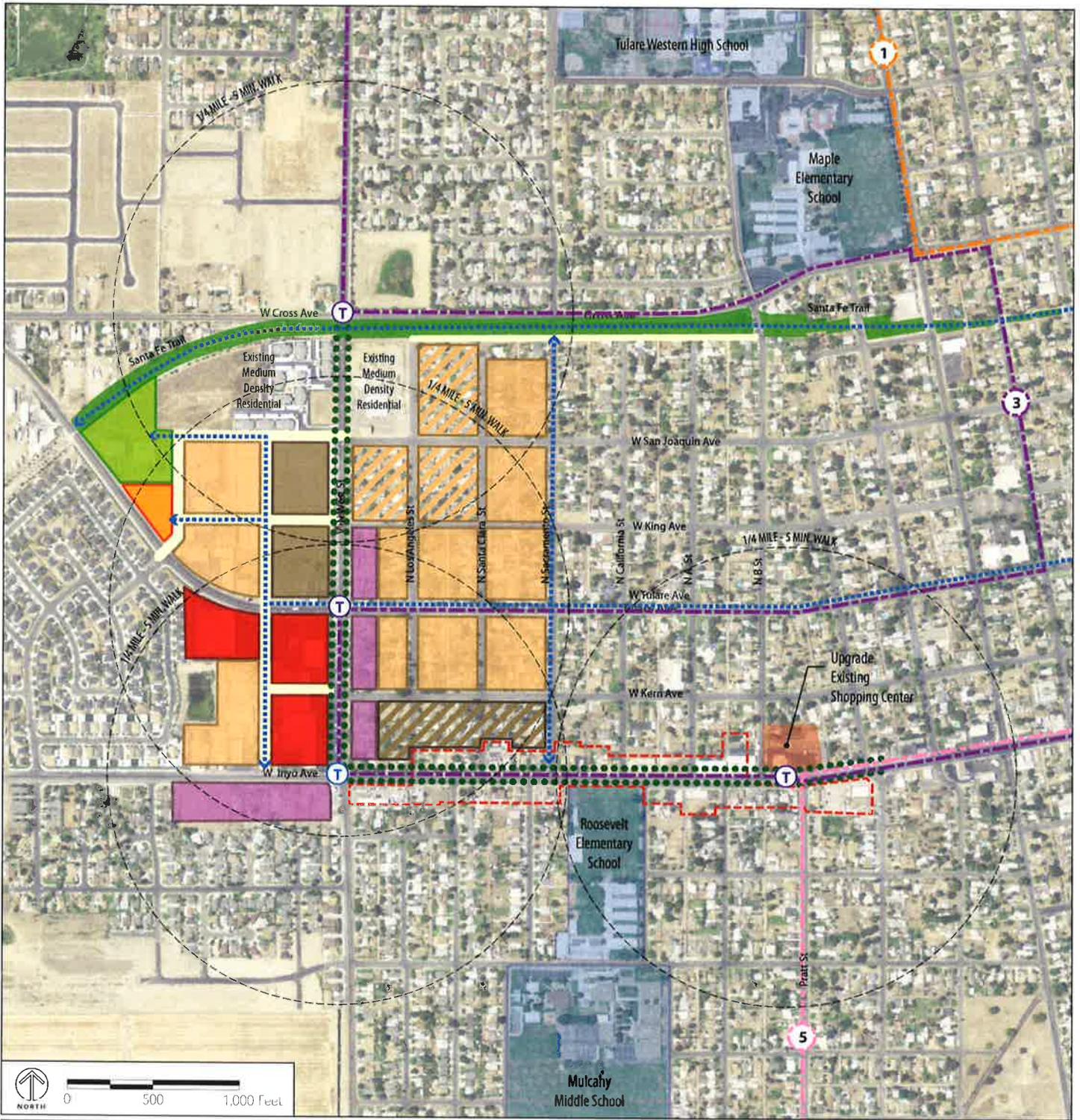
A. TOD Plan Concepts

This section describes the TOD Plan areas: West Side, Downtown, and COS North. Figure 2-1, in Chapter 2, shows the location of the three TOD Plan areas.

1. West Side

The purpose of the West Side land use concept is to provide general ideas and suggestions about how to accommodate TOD in the West Side plan area. The land use concept for the West Side is shown on Figure 3-1. The goal of TOD development on the West Side is to improve the number and range of commercial services available to West Side residents and to future residents. Table 3-1 shows the potential development of the land use concept. As a point of comparison, the existing land uses within the areas identified for potential change include approximately 110 single-family homes, 300,000 square feet of industrial uses, and 135,000 square feet of commercial uses.

The land use types in the land use concept are all based on General Plan land use designations. Should a landowner or developer choose to pursue TOD in this area, a specific or area plan would need to be developed. The land use concept would be implemented as an overlay designation on the General Plan Land Use Map, allowing property owners the choice to use either their base General Plan land use designation or the TOD overlay designation. All new roads shown in the land use concept are for illustrative purposes only.



New Designations:

- | | | |
|---|---|-------------------|
| High Density Residential (14-29 DU/ac) | Commercial Mixed-Use Overlay (Office/ Residential Uses Allowed) | Existing Bus Stop |
| Medium Density Residential (7-14 DU/ac) | Existing Designation: Medium Density Residential | Proposed Bus Stop |
| Mixed Use Retail/ Medium Density Residential (7-14 DU/ac) | Existing Designation: High Density Residential | TIME Route 1 |
| Neighborhood Commercial | New Street | TIME Route 3 |
| Public/ Cultural/ Community Use | Streetscape Improvements | TIME Route 5 |
| Park | Pedestrian/ Bike Connections | |
- DU/ac = Dwelling Units/Acre

AAR00034

FIGURE 3-1

WEST SIDE LAND USE CONCEPT

TABLE 3-1 **POTENTIAL DEVELOPMENT OF WEST SIDE PLAN AREA**

Land Use	Low Intensity Development	Maximum Allowed Development
Residential Uses		
High Density Residential (14.1-29 DU/ac)	83 units	171 units
Medium Density Residential (7.1-14 DU/ac)	244 units	413 units
Mixed-Use: Medium Density Residential (7.1-14 DU/ac) ^a	35 units	70 units
Total Residential Units	362 units	654 units
Other Uses		
Mixed-Use: Retail (5-25% of Mixed-Use Site) ^b	10,900 sq ft	55,000 sq ft
Neighborhood Commercial (0.27-0.6 FAR) ^c	103,600 sq ft	230,200 sq ft
Public/Cultural/Community Use (0.6 FAR)	31,700 sq ft	31,700 sq ft
Park	4.4 ac	4.4 ac

^a The maximum allowed FAR for the Mixed-Use designation is 3.0. PlaceWorks assumed 75% of the site would be developed with residential uses. To calculate the number of DU/ac, PlaceWorks used 7.1 DU/ac for the low intensity scenario and 14 DU/ac for the maximum allowed scenario.

^b The maximum allowed FAR for the Mixed-Use designation is 3.0. For the low intensity scenario, PlaceWorks assumed 5% of the site would develop as retail. For the maximum allowed scenario, PlaceWorks assumed 25% of the site would develop as retail.

^c The maximum FAR the City allows for Neighborhood Commercial is 0.6. However, average Neighborhood Commercial projects on the West Side tend to be 0.27 FAR. Therefore, PlaceWorks used 0.27 FAR for the low intensity development scenario and 0.6 FAR for the maximum allowed scenario.

Source: PlaceWorks, 2012.

Should a land owner pursue the TOD overlay designation, the land use concept would replace the existing light industrial and commercial designations with high-density residential (14.1 to 29 dwelling units per acre (DU/ac)), medium-density residential (7.1 to 14 DU/ac), a public/community building such as a library branch or community center, and a park adjacent to the Santa Fe Trail. The parcels currently designated as retail would retain their commercial uses, but if redeveloped, the quantity of retail would double from 103,000 to over 200,000 square feet. The parcels west of the shopping center would be changed from commercial to medium-density residential (7.1 to 14 DU/ac), and the parcels across West Inyo Avenue would be changed to mixed-use commercial and medium-density residential (also 7.1 to 14 DU/ac). In addition, several blocks of residential parcels on the east side of West Street between Cross Avenue and Inyo Avenue would be changed from

low density residential to medium density residential. This change is suggested to bring these parcels into conformity with the existing designations to the north and south: the blocks to the north of these parcels are already designated as medium density residential and the blocks to the south are designated as high density residential. Lastly, the commercial mixed-use overlay on parcels along West Inyo Avenue would give property owners the choice to develop mixed uses on their properties.

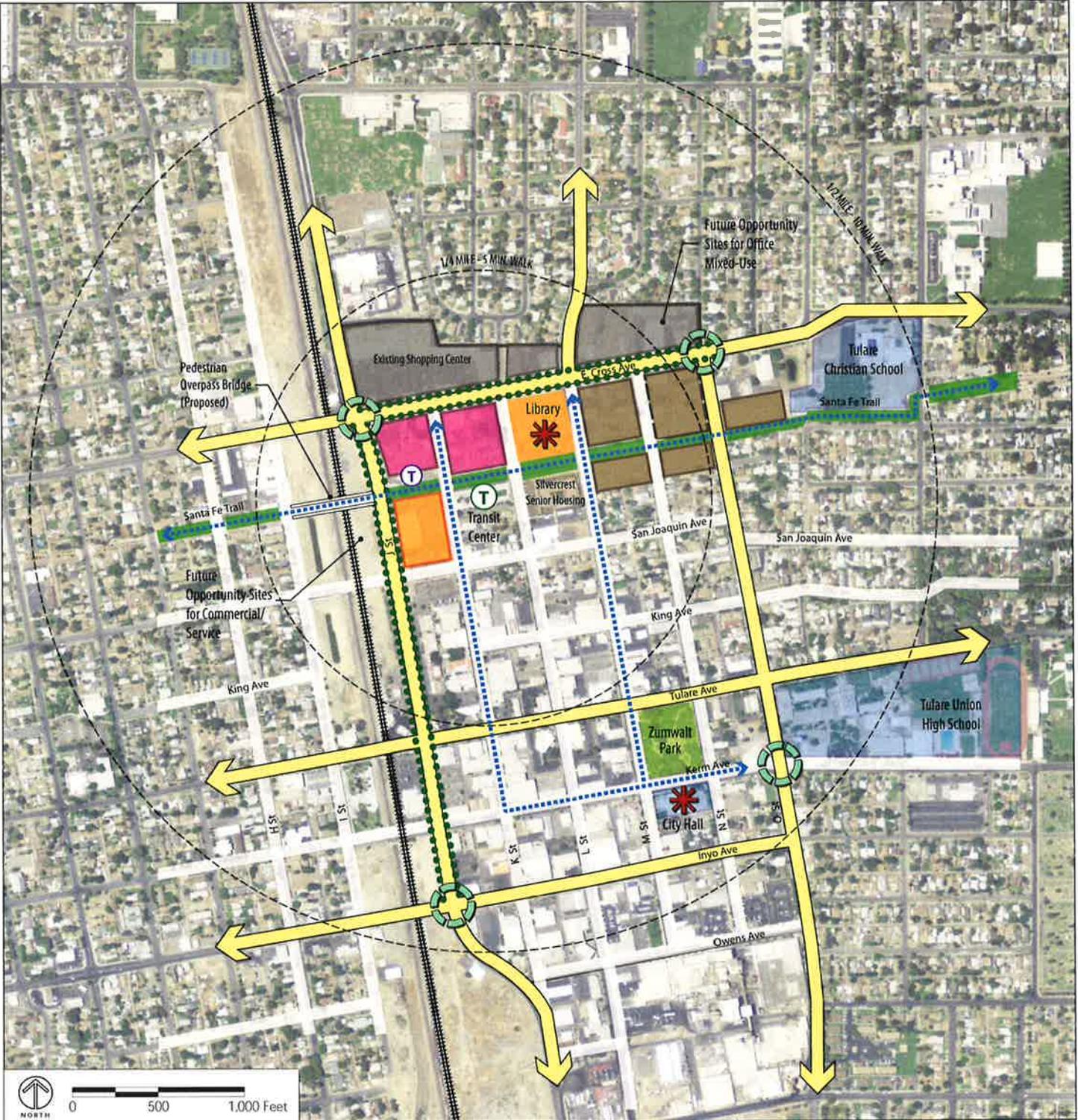
2. Downtown

Figure 3-2 shows the conceptual land uses for the Downtown. The land use concept for the Downtown area seeks to encourage creative infill, which might generate mixed-use developments that complement the existing character of the Downtown and reduce the supply of vacant parcels and other under-utilized spaces. TOD in the Downtown would maximize the potential of the area and leverage its existing infrastructure, schools, retail, and services in to accommodate TOD demand. The feasibility of mixed-use development in the Downtown is improved by the fact that three of the parcels on these two blocks are City-owned.

The land use concept would be implemented as an overlay designation on the General Plan Land Use Map, allowing property owners the choice to use either the base General Plan Land Use designation or the TOD overlay designation. The land use types in the land use concepts are all based on General Plan Land Use designations.

The land use concept consolidates and intensifies the remaining commercial uses, creating a core, pedestrian-friendly retail node oriented toward the busy East Cross Avenue, transforming the inefficient pattern of scattered and aging commercial parcels found in the general area adjacent to the Santa Fe Trail and east of the Tulare public library. The two remaining blocks of mixed-use commercial space would be able to accommodate between 63,900 and 159,700 square feet of office uses, and between 53,200 and 106,500 square feet of retail uses as shown in Table 3-2. As a point of comparison, existing land uses within the areas identified for potential change include about 98,000 square feet of commercial and office uses and 30,500 square feet of public uses.

Another component in the land use concept to revitalize the northern Downtown area is the inclusion of high-density residential units along the Santa Fe Trail, between M Street and the Tulare Christian School, and within the mixed-used developments at the East Cross/North J intersection. These housing developments would range between 14.1 and 29 DU/ac, yielding between 175 and 360 units. These buildings would be subject to a maximum height limit of 50 feet.



- | | | |
|--|----------------------------|------------------------------|
| High Density Residential (14-29 DU/ac) | Future Opportunity Sites | Pedestrian/ Bike Connections |
| Retail/ Office/ Residential Flexible Mixed-Use | Existing Major Street | Existing Bus Stop |
| Public/ Cultural/ Community Use | Streetscape Improvements | Gateway Opportunity |
| Park | Pedestrian Overpass Bridge | Existing Landmark |
| | Railroad | Tulare Transit Center |

AAR00037

FIGURE 3-2
 DOWNTOWN LAND USE CONCEPT

TABLE 3-2 POTENTIAL DEVELOPMENT OF DOWNTOWN STUDY AREA

Land Use	Low Intensity Development	Maximum Allowed Development
Residential Uses		
High Density Residential (14.1-29 DU/ac)	127 units	262 units
Mixed-Use: High Density Residential (14.1-29 DU/ac) ^a	48 units	98 units
Total Residential Units	175 units	360 units
Other Uses		
Mixed-Use: Retail (0.5 FAR, 25-50% of Mixed-Use Site) ^b	53,200 sq ft	106,500 sq ft
Mixed-Use: Office (1.0-2.5 FAR; 30% of Mixed-Use Site) ^c	63,900 sq ft	159,700 sq ft
Public/Cultural/Community Use (0.6 FAR)	72,000 sq ft	72,000 sq ft

^a The maximum allowed FAR for the Mixed-Use designation is 3.0. PlaceWorks assumed 2.5 of the 3.0 FAR would be developed with residential or office uses. Of this 2.5 FAR, PlaceWorks assumed 70% of the site would be developed with residential uses. To calculate the number of DU/ac, PlaceWorks used 14.1 DU/ac for the low intensity scenario and 29 DU/ac for the maximum allowed scenario.

^b The maximum allowed FAR for the Mixed-Use designation is 3.0. PlaceWorks assumed 0.5 of the 3.0 FAR would be developed with ground floor retail uses. For the low intensity scenario, PlaceWorks assumed 25% of the 0.5 FAR would develop as retail. For the maximum allowed scenario, PlaceWorks assumed 50% of the 0.5 FAR would develop as retail.

^c The maximum allowed FAR for the Mixed-Use designation is 3.0. PlaceWorks assumed 2.5 of the 3.0 FAR would be developed with residential or office uses. Of this 2.5 FAR, PlaceWorks assumed 30% of the site would be developed with office uses. For the low intensity scenario, PlaceWorks assumed a 1.0 FAR. For the maximum allowed scenario, PlaceWorks assumed a 2.5 FAR.

Source: PlaceWorks, 2012.

The development of standalone high-density residential would transform the character of the streetscape along Cross Avenue east of M Street. The street currently boasts a hub of retail around the North J/East Cross intersection that gradually gives way to generally aging, older businesses that are not dependent on foot traffic or vacant commercial ventures interspersed with single-family homes. The commercial nature of the street wanes with an Army Reserves recruitment center adjacent to the Tulare Christian School. By changing the uses from commercial to high-density residential, the land use concept would eliminate this gradual transition to lower intensity retail, lending the southern side of East Cross Avenue a clear residential character east of the library.

In addition, the Downtown area land use concept suggests that the City’s General Plan could be amended to recognize the importance of preserving the library and Adult School as public/community uses, as opposed to maintaining the zoning for

these parcels for commercial uses. Alternatively, should the Tulare Adult School move, this parcel could be used to accommodate a performing arts center, as envisioned in the Tulare Downtown Vision Plan, or other similar civic use.

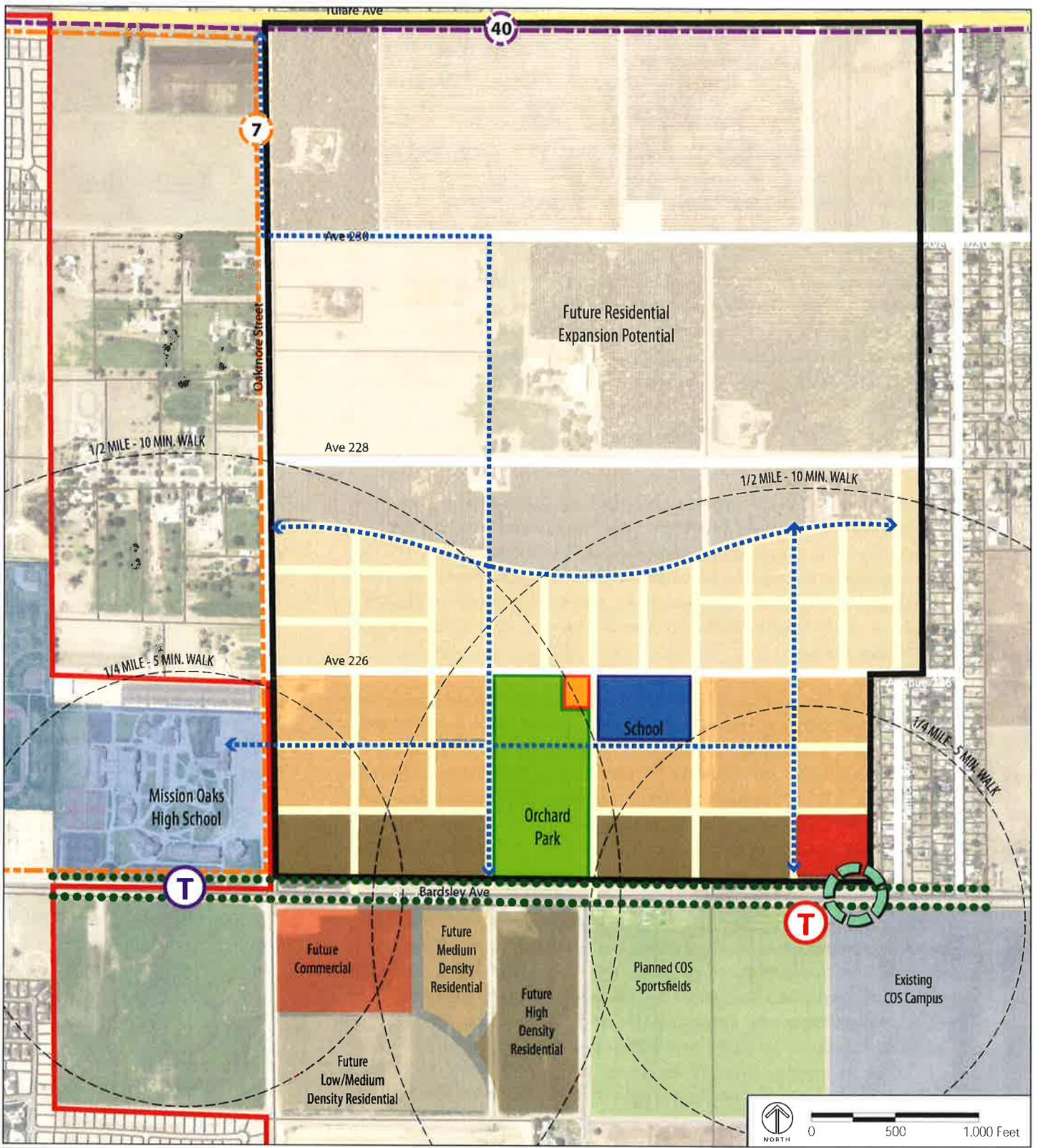
3. COS North

The land use concept for the COS North plan area is intended to create a new community to serve COS students and staff, as well as existing and future Tulare residents, with retail services, housing, and a new park and school. The land use concept would develop an existing greenfield area on the southeast edge of the city. Figure 3-3 shows the land use concept and Table 3-3 shows the potential development allowed by the land use concept. As noted in Chapter 2, the COS North plan area currently contains active agricultural land and several scattered farmsteads and outbuildings.

The COS North land use concept has a base land use designation of Transit Oriented Development in General Plan 2035. Since this plan area includes mostly undeveloped parcels, it is essentially a blank slate for future development. The City has an opportunity to steer the future land uses of this plan area toward TOD-friendly land use designations. To maximize the plan area's potential for TOD, it is important to establish higher residential densities as well as some commercial uses along Bardsley Avenue.

The COS North plan area would be centered on access to local and regional bus routes. The southeastern portion of the City has a relatively weak supply of retail. What little exists is mostly aging, unanchored strip centers and shopping centers oriented towards traffic from Highway 99. With the new COS Tulare campus expected to grow to 10,000 students by 2040, an adjacent TOD development in the COS North plan area could cater to the housing and retail needs of COS employees and students. In order to meet the needs of this target population, the land use concept offers a mix of housing.

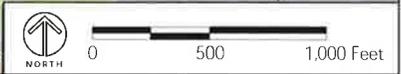
The land use concept for the COS North plan area includes child- and family-oriented neighborhood amenities in a central location within the development. The land use concept proposes creating a 15.8-acre park, a school, and a community center building within the heart of the neighborhood. The central location of the park, school, and community building would help to create a "complete neighborhood," where residents can access many of their basic activities and needs via walking or biking. In order to maximize the synergy between the school and the surrounding neighborhood, an adequate supply of three- and even four-bedroom housing units will be necessary.



- High Density Residential (14-20 DU/ac)
- Medium Density Residential (7-14 DU/ac)
- Low Density Residential (3-7 DU/ac)
- Neighborhood Commercial
- Public/ Cultural/ Community Use
- School
- Park

- COS North Study Area Boundary
- New Street
- Streetscape Improvements
- Pedestrian/ Bike Connections
- Gateway Opportunity

- T Existing Bus Stop
- T Future COS Transit Center
- TIME Bus Route
- TCAT Bus Route
- City Limits



AAR00040

FIGURE 3-3
 COS NORTH LAND USE CONCEPT

TABLE 3-3 **POTENTIAL DEVELOPMENT OF COS NORTH STUDY AREA**

Land Use	Low Intensity Development	Maximum Allowed Development
Residential Uses		
High Density Residential (14.1-29 DU/ac)	303 units	623 units
Medium Density Residential (7.1-14 DU/ac)	310 units	612 units
Low Density Residential (3.1-7 DU/ac)	158 units	342 units
Total Residential Units	771 units	1,577 units
Other Uses		
Neighborhood Commercial (0.27-0.6 FAR)	41,800 sq ft	92,000 sq ft
Park	15.8 ac	15.8 ac
School	4.9 ac	4.9 ac
Public/Cultural/Community Use (0.6 FAR)	15,000-30,000 sq ft	34,000 sq ft

Source: PlaceWorks, 2012.

As shown in Table 3-3, the land use concept includes 21 acres of high-density residential uses located adjacent to the COS campus along Bardsley Avenue, which could accommodate between 303 and 624 housing units if designated as High Density Residential (between 14.1 and 29 DU/ac). The density of the land use concept's housing decreases as the distance from Bardsley Avenue increases, transitioning to approximately 42 acres of medium-density residential (7.1 to 14 DU/ac) and 50 acres of low-density residential uses (3.1 to 7 DU/ac). Under Low Density and Medium Density Residential designations, these areas could accommodate between 468 and 954 housing units. The development would give way to existing agriculture to the north, which could in turn be developed into low-density residential uses in the future. This gradual transition from high-density to low-density will allow for a more active streetscape connecting MOHS to the COS Tulare campus along Bardsley Avenue, while maintaining a residential character within the COS North neighborhood.

The land use concept includes one retail node in the southeastern portion of the development, directly across the street from the COS Tulare campus and adjacent to an existing residential neighborhood of small single-family homes. Under the

commercial General Plan land use designations the quantity of retail space could range between 41,800 square feet (0.27 FAR) and 92,900 square feet (0.6 FAR). The former would be consistent with a typical auto-oriented suburban shopping center, while the latter would resemble a more pedestrian-oriented retail hub.

In addition, the land use concept includes a 4.9-acre school site, a 15.8-acre park site, and a site for a public or community use such as a library or community center. Once this area begins to develop, the City should coordinate with the Sundale Union School District and/or Tulare Joint Union School District to determine whether a school site will be necessary. Providing access to a park in this area is important. The City should strive to encourage a Neighborhood Park of at least 15 acres, but no less than 10 acres. This acreage could be split into two parks if necessary.

The COS North land use concept would be included in the General Plan for illustrative purposes. The actual layout of the development would be determined by future site planning. However, Land Use Element Policy P8.1 in General Plan 2035 calls for the City to implement a TOD land use pattern in the same spirit as the COS North land use concept.

B. Land Use Framework

The following is a summary of the land use designations and associated development intensities that are found in the TOD Plan areas.

Residential densities are stated as the number of housing units per acre of developable land. Development is required within the density range, both maximum and minimum, as stipulated in the land use designation.

1. Low Density Residential

This designation establishes areas for single-family residences in a suburban configuration. Uses typically allowed include detached single-family homes, secondary dwellings, and residential support uses such as churches, schools, and other necessary public utilities and safety facilities.

Density Range	3.1 to 7.0 DU/ac
Minimum Lot Size	6,000 Square Feet

2. Medium Density Residential

This land designation establishes areas for single-family and low-density multi-family dwellings located near neighborhood serving uses such as, grocery stores, schools, parks, and other public services. Uses typically allowed include single-



family dwellings, second units, town homes, duplexes, triplexes, and mobile home parks.

Density Range 7.1 to 14.0 DU/ac
 Minimum Lot Size 3,000 Square Feet

3. High Density Residential

This designation established areas for multi-family dwellings in urbanized areas with access to public transportation and residential-serving uses (i.e. grocers and drug stores). Uses typically allowed include duplexes, triplexes, townhomes, and apartments near schools, parks, and other public services.

Density Range 14.1 to 29.0 DU/ac
 Minimum Lot Size 1,500 Square Feet

4. Neighborhood Commercial

This designation establishes areas for daily convenience shopping services adjacent to residential neighborhoods. Uses typically allowed include supermarkets, drug stores, and other residential-serving uses that are convenient to vehicular access and highly accessible for pedestrians and bicyclists. These centers typically contain 30,000 to 100,000 square feet of floor area on approximately 2 to 5 acres. Neighborhood centers usually include a grocery store as a leading tenant, and generally require a support population of 3,000 to 40,000 people.

Maximum Intensity 0.6 FAR
 Minimum Development Size 2 Acres

5. Mixed-Use

This designation provides for a vibrant mix of compatible land uses in activity nodes outside the Downtown area that can include residential, administrative, and professional offices; retail and commercial service uses; and public and quasi-public facilities. Development standards would be determined through a Design Review.

Maximum Density 0.0 to 29.0 DU/ac
 Minimum Intensity 3.0 FAR
 Minimum Lot Size N/A

6. Public/Quasi-Public

This designation establishes areas for public and institutional uses that serve the local community. Uses typically allowed include government facilities, schools, libraries, municipal corporation yards, sewer and water facilities, police and fire stations, and hospitals located throughout the community to serve neighborhoods and businesses and promote public safety.

Maximum Intensity 0.6 FAR
 Minimum Lot Size N/A





7. Park

This designation establishes areas for outdoor recreation facilities that serve local and regional users. Uses typically allowed in this designation include pocket, neighborhood, community, regional, natural parks, and other outdoor recreation facilities, such as, golf courses, trails, and open space/habitat preserves. Recreation facilities should be connected with accessibility to pedestrians and bicyclists.

Maximum Intensity None

Minimum Lot Size None

C. Land Use Goals, Policies, and Actions

Existing policies supportive of TOD are found in the General Plan. This plan respects and builds on those policies. The following are goals, policies, and actions specific to the TOD Plan areas. They promote a mix of uses that will create lively and transit-friendly neighborhood hubs in Tulare.

Goal LU-1 – Encourage land uses that support the use of the Tulare Intermodal Express, Tulare County Area Transit system and other transit providers, and make the TOD Plan areas places where daily needs can be met by walking, cycling, and taking transit.

Policy LU-1.1 – Encourage a mix of land uses within the TOD Plan areas.

Policy LU-1.1 – Encourage development at the high end of the permitted density.

Goal LU-2 – Provide a variety of housing types and densities in the TOD Plan areas.

Policy LU-2.1 – Utilize existing City programs and policies to encourage and facilitate development of affordable housing in the TOD Plan areas.

Policy LU-2.2 – Encourage the development of housing in appropriate locations, near transit and other amenities within the TOD Plan areas.

Goal LU 3 – Encourage development projects that will improve the quality of life in the TOD Plan areas and draw new residents into these areas.

Policy LU-3.1 – Attract a grocery store to the Downtown and a local market to the COS North areas.

Policy LU-3.2 – Pursue development of new civic and public uses in the TOD Plan areas.

Policy LU-3.3 – Encourage development of neighborhood-serving retail uses in areas adjacent and accessible to residential neighborhoods.

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Policy LU 3.4 – Pursue public-private partnership opportunities to develop mixed-use projects on City-owned, vacant parcels in the Downtown area.

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Transportation 4

This chapter describes the transportation system in and around the Tulare Transit-Oriented Development (TOD) Plan areas. It includes recommendations to develop interconnected and safe pedestrian, bicycle, and transit networks.

A. West Side

This section describes the connectivity and street network, transit, and bicycle and pedestrian circulation of the West Side Plan area.

1. Connectivity and Street Network

Existing

There are three vital east-west and one north-south multi-lane roadways providing access to and through the West Side Plan area. West Cross Avenue, West Tulare Avenue, and West Inyo Avenue extend through the Plan area and provide the main connections between Downtown, the West Side, and residential neighborhoods further west. North West Street traverses the western portion of the Plan area and connects residential neighborhoods and the Santa Fe Trail to the north with residential neighborhoods to the south. These roadways are lined with street trees, sidewalks, curb cuts, and residential houses set back from the roadway. However, the sidewalks are discontinuous and not buffered from roadway traffic. Landscaped strips and street trees are intermittently placed and frequently located more internally to the lot, rather than near the right-of-way. The street network in the West Side also contains a series of collector and local streets. Collector streets are striped and are primarily two lanes. Local streets include more informal roadways that are un-striped and do not have curbs.

Planned

New streets, including an east-west roadway running parallel to and just below the Santa Fe Trail, will help connect residential blocks, and improve the neighborhood's pedestrian environment. Additionally, providing a new street network in the western portion of the Plan area, will connect the area internally, and create more walkable block lengths. Streetscape improvements, such as street trees, lighting, benches, and paving, will be made to North West Street between West Cross Avenue and West Inyo Avenue, and to West Inyo Avenue between North West Street and North C Street. The City has applied for grant funding to construct a pedestrian/bicycle grade separation over J Street at West Cross Avenue, connecting the Santa Fe Trail on either side of J Street.

2. Transit

Existing transit routes serving the West Side and the other two TOD areas are shown on Figure 2-3 in Chapter 2. TIME Route 3 serves the West Side and provides an important connection from the West Side to the Tulare Transit Center and Downtown Tulare. This connection to the Tulare Transit Center provides patrons access to the other six TIME routes, including express Route 11X to Visalia and TCaT Route 20 to Delano.

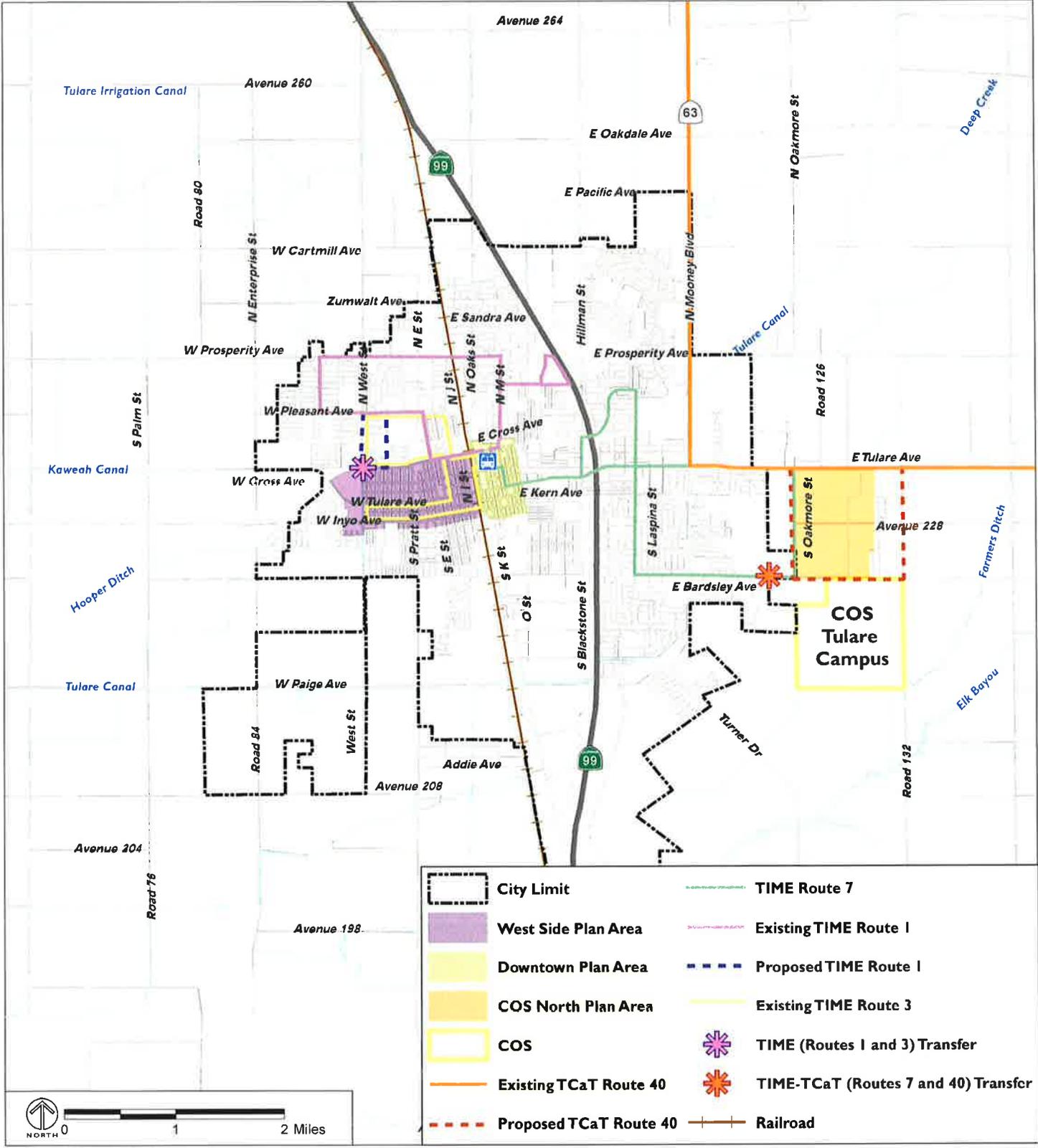
As suggested in the West Side land use concept and shown on Figure 4-1, the existing West Street/Cross Avenue bus stop will be used as a transfer point between TIME Routes 1 and 3 with minimal rerouting of TIME Route 1. TIME Route 1 will be rerouted to head south on West Street (after the Pleasant Elementary School stop), turn east on Cross Avenue (at the proposed transfer location), and finally turn north on Sacramento Street where it will continue along its current route. This will provide bus riders a faster route to the Tulare Transit Center (i.e. 5 minutes on Route 1 as opposed to 13 minutes on Route 3) with minimal additional delay to TIME Route 1 riders. In addition, the West Side land use concept also includes a proposed bus stop along TIME Route 1 at the intersection of West Inyo Avenue and North West Street.

3. Bicycle Circulation

The City of Tulare constructed a regional Class I bikeway along the Santa Fe Trail. The 5-mile corridor extends from Prosperity Avenue to Inyo Avenue to the west, connecting the retail centers along Prosperity Avenue to the Downtown and the Tulare Transit Center and the residential neighborhoods further west. The Santa Fe Trail provides excellent regional access for both bicycles and pedestrians to the West Side. Additionally, there is a Class II bike lane extending from the Santa Fe Trail along West Street northwards to Prosperity Avenue.

The 2005 *City of Tulare Pedestrian and Bicycle Trail Master Plan* (Master Plan) identified Inyo Avenue and West Street within the West Side Plan area for future development as a striped Class II bike lane.

Bicycle circulation improvements will focus on providing convenient and direct access between Downtown and the Santa Fe Trail and the West Side's major features, including Roosevelt and Maple Elementary schools, Mulcahy Middle School, Tulare Western High School, the new housing developments at the corner of West Street and Cross Avenue, existing retail along West Inyo Avenue and West Cross Avenue, and the new retail and residences that could result from development of the land use concept. This may manifest as new bicycle facilities within the new roadway network proposed for the area west of North West Street; from the Santa Fe Trail through the West Side Plan area; and between existing points of interest (e.g. from residential neighborhoods to each of the area schools).



Source: City of Tulare, Tulare County, and PlaceWorks

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FIGURE 4-1
 PROPOSED TRANSIT IMPROVEMENTS

4. Pedestrian Circulation

As mentioned earlier, the Santa Fe Trail is a source of regional access for pedestrians to the West Side Plan. Similar to bicycle circulation, pedestrian improvements under the TOD Plan will focus on providing convenient and direct access between the trail and the West Side's major features.

As described further in Chapter 6, Design Guidelines, new pedestrian facilities are proposed for the area west of North West Street, West Tulare Avenue, and North Sacramento Street to improve circulation from downtown to the western residential neighborhoods, from the Santa Fe Trail through the West Side Plan area, and between existing points of interest (e.g. from residential neighborhoods to each of the area schools).

B. Downtown

This section describes the connectivity and street network, transit, and bicycle and pedestrian circulation of the Downtown Plan area.

1. Connectivity and Street Network

Existing

Three major streets provide complementary east-west local access to Downtown: East Cross Avenue, Tulare Avenue, and Inyo Avenue. These east-west roadways supply the main connections through the Downtown from residential neighborhoods to the east to the West Side. J Street extends through the western portion of Downtown connecting other major corridors (e.g. East Cross Avenue, Tulare Avenue, and Inyo Avenue), the Santa Fe Trail, residential neighborhoods, and a shopping center to the north with the Plan area and an industrial area to the south. M Street, north of East Cross Avenue, in the northern portion of the Plan area, connects northern residential areas with the library and the existing shopping center. O Street traverses the eastern portion of the Plan area and connects with other major corridors (e.g. East Cross Avenue, Tulare Avenue, and Inyo Avenue), the Santa Fe Trail, residential neighborhoods, and the Tulare Union High School.

Planned

Because of Downtown's historic grid pattern, the Plan area already enjoys a high degree of connectivity, and no new roadways are needed to support the TOD Plan. Instead, improvements to the street network will focus on enhancing the unique character of historic Downtown Tulare.

The street network will be enhanced by the articulation of gateways. One gateway opportunity site of particular importance is the intersection of J Street and East

Cross Avenue. This intersection provides access to Downtown from Highway 99 and will, at minimum, be identified as a gateway into Downtown via signage.

2. Transit

Downtown is already well served by local and regional transit. The Tulare Transit Center, located in the northwest portion of the Downtown Plan area, provides connections to both TCaT Route 20 and all six TIME Routes. TCaT Route 20 serves the southern part of Tulare County, operating between the Tulare Transit Center to the north and the Delano Transit Center to the south. The Tulare Transit Center is currently the only TCaT Route 20 stop located within the City of Tulare.

The 2007 *Regional Light Rail Feasibility Study* identified three potential light rail routes, all of which would potentially connect with the Downtown Plan area's Transit Center. However, the development of a light rail system in Tulare County is not expected to occur for several decades.

3. Bicycle Circulation

Existing

The Santa Fe Trail runs through the center of the Downtown study area and provides good regional access for both cyclists and pedestrians to the study area. The trail already adjoins important destinations like the Transit Center, the library, and the Silvercrest Senior Housing development. Additionally, a Class II bike lane runs along M Street from north of the Plan area to Tulare Avenue.

Planned

Future improvements, as suggested in the Master Plan, include providing striped Class II bike lanes Downtown along Inyo Avenue, I Street, O Street, and a portion of Kern Street. In addition to improvements cited in the Master Plan, new bicycle facilities are suggested along K Street and M Street between East Cross Avenue and Kern Avenue and for Kern Avenue between K Street and M Street. Convenient and direct access will be provided between the Santa Fe Trail and Downtown's major features, including new retail, a new public facility, and existing landmarks such as Zumwalt Park and City Hall.

4. Pedestrian Circulation

Downtown is generally a walkable environment, with an easily navigable grid system, reasonable block lengths, and sidewalks on most streets. In addition, Santa Fe Trail, as previously mentioned, offers regional access for pedestrians to Downtown. Similar to bicycle circulation, pedestrian improvements under the TOD Plan will focus on providing convenient and direct access between the trail and the West Side Plan area's major features.

New pedestrian facilities such as signage and trees are encouraged within the interior of the Plan area, from the Santa Fe Trail to Kern Avenue along K and M Streets and between existing points of interest such as the Transit Center, library Silvercrest Senior Housing, City Hall, Tulare Christian School, and Tulare Union High School.

C. College of the Sequoias North

This section describes the connectivity and street network, transit, and bicycle and pedestrian circulation of the College of the Sequoias (COS) North Plan area.

1. Connectivity and Street Network

Existing

There are three important roadway connections through the COS North Plan area. Tulare Avenue and Bardsley Avenue provide east-west access and Oakmore Street provides north-south access to the Plan area. Additionally, there are several rural County roads comprising the remaining road network within the COS North Plan area. Roadways in the COS North Plan area are not accompanied by sidewalks, curbs, street trees, or crosswalks.

Planned

New streets will create an internal roadway network; promote circulation; and help connect future residential development with the future park, schools, and shopping center and the new Tulare COS campus. Streetscape improvements, such as curbs, sidewalks, crosswalks, street trees, lighting, benches, and paving, will increase safety and sense of place along Bardsley Avenue. A new gateway along Bardsley Avenue will help to define the entrance and connect the COS North Plan area to the COS campus.

2. Transit

Currently, TIME Route 7 travels along South Oakmore Street, the western boundary of the COS North Plan area. Route 7 provides a connection between Mission Oak High School, Downtown, and the Tulare Transit Center. The connection to the Tulare Transit Center provides patrons access to the other six TIME routes, including express Route 11X to Visalia, and TCaT Route 20. The closest TIME Route 7 bus stop is at Mission Oak High School, near the southwest corner of the Plan area. TCaT Route 40 runs along Tulare Avenue/Avenue 232 to the north of the Plan area, but there is currently no stop located adjacent to the COS North study area.

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TCaT is currently planning to realign Route 40 to connect to the planned COS Campus Transit Center on Bardsley Avenue as shown on Figure 4-1. Once Route 40 is realigned, the future COS Campus Transit Center will provide an ideal location for a transfer point between TCaT Route 40 and TIME Route 7 bus routes. A transfer point at this location will provide patrons several different transit options in traveling to/from the Tulare COS campus and the Visalia COS campus; options could include utilizing TIME Route 7 to connect to TIME Route 11X, utilizing TCaT Route 40 to connect to Visalia Route 1, or providing a new transit service that directly connects the two campuses.

3. Bicycle and Pedestrian Circulation

The COS Plan area is currently undeveloped and therefore does not have any bicycle or pedestrian facilities within the site. However, the Master Plan proposes a future Class II bike lane along Bardsley Avenue to the Tulare COS campus.

Bicycle and pedestrian improvements as proposed in this Plan will focus on providing safe bicycle and pedestrian facilities with defined connections between the Plan area and the future Tulare COS campus to the south and to Mission Oak High School to the west. New bicycle and pedestrian connections along the new street network will connect residential neighborhoods with the new park, school, and community facility in the center of the Plan area.

D. Goals, Policies, and Actions

In addition to the Goals, Policies, and Actions below, please see Chapter 6 of this TOD Plan for design guidelines.

Goal TRA-1: Develop and maintain a safe, functional street system in the TOD Plan areas that facilitates movement and connectivity for vehicular, pedestrian, bicycle, and transit modes of travel.

Policy TRA-1.1: Connect new internal street systems of the TOD Plan areas with the surrounding City streets.

Action TRA-1.1.1: In the West Side Plan area, support the construction of an east-west road parallel to and south of the Santa Fe Trail.

Action TRA-1.1.2: Support the construction of an interconnected new street network in the western portion of the West Side Plan area.

Action TRA-1.1.3: In the COS North Plan area, support the construction of a highly connected street network with block lengths no longer than 400 feet.

Policy TRA-1.2: Support the construction of roadways, paths, bikeways, and sidewalks which connect to TOD Plan area gateways, the Santa Fe Trail, major future light rail, and transit stops.

Goal TRA-2: Maintain and enhance the Tulare Transit Center as a multi-modal locus that provides convenient access to local and regional bus service.

Policy TRA-2.1: Enhance safe pedestrian and bicycle access to the Transit Center.

Action TRA-2.1.1: Add new pedestrian safety features at crossings adjacent to the Transit Center.

Action TRA-2.1.2: Add signage establishing Class I bike routes and striping creating Class II bike lanes.

Goal TRA-3: Provide safe and functional pedestrian and bicycle facilities within the TOD Plan areas.

Policy TRA-3.1: Link the pedestrian and bicycle circulation system within the TOD Plan areas to the existing and planned city-wide and regional pedestrian and bicycle circulation facilities.

Action TRA-3.1.1: Provide sidewalks and/or separated paths that directly connect the Santa Fe Trail and the TOD Plan areas' major features.

Action TRA-3.1.3: Complete the segment of the Santa Fe Trail between I Street and J Street.

Policy TRA-3.2: Work with TCAG to ensure that as many resources as possible are focused on creating a regional light rail system providing service between Visalia and the Tulare Transit Center.

Goal TRA-4: Support frequent and convenient bus service in the TOD Plan areas.

Policy TRA-4.1: Work with TCaT and TIME to ensure that as many resources as possible are focused on maintaining and expanding the number of buses running through TOD Plan areas.

Action TRA-4.1.1: Support the creation of new transfer points, bus stops, and bus routes in TOD Plan areas and provide specific location suggestions to TCaT and TIME.

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Design Guidelines 5

The general design guidelines recommended in this chapter will help ensure that new development within the TOD Plan areas corresponds to, supports, and accomplishes the vision and goals set forth in this document. These design guidelines promote vibrant and attractive new development, streetscape improvements, and public gathering places.

A. General Design Guidelines

The following design guidelines should be considered for all future TOD in Tulare.

1. Connectivity

Tulare's street network and urban fabric has traditionally been laid out and designed to accommodate the automobile, making it more difficult for residents to choose alternative modes of transportation, including walking and biking. Large lot sizes and disconnected street patterns make walking and biking unattractive due to large distances, cul-de-sacs, inadequate sidewalks and pedestrian crossings, and lack of pathways.

In Tulare, people's decision to walk or bike is influenced in part by the weather and air quality – factors that are difficult or impossible for the City to control. However, there are steps the City can take to make walking and biking convenient, pleasant, and safe. An interconnected network of streets and pathways, rather than singular routes, is an essential component to increase walkability. Furthermore, a continuous street network also ensures an efficient and flexible system for transit routes. To enhance connectivity, the following guidelines should be followed:

- ◆ New streets should connect to existing streets and function as a logical extension of the existing street grid.
- ◆ Connect new streets to existing streets with perpendicular intersections where feasible.
- ◆ Create block sizes that encourage walking by limiting their length to 300 to 400 feet, similar to the block sizes found Downtown.
- ◆ On larger existing or new blocks that cannot accommodate new streets due to use or spatial constraints, provide mid-block connections for pedestrians and cyclists that connect to the street network or other existing or proposed paths.
- ◆ On high-traffic streets, provide designated pedestrian crossings at regular intervals no further than 600 feet apart.



A pleasant environment designed to the human scale invites to walk



Pedestrian mid-block connections increase walkability by reducing distances in large blocks



Buildings should generally front onto the street or public pathway



- ◆ Design bike and pedestrian paths, including sidewalks, to be continuous in width and keep the main pathway clear of obtrusions such as utility boxes, poles, and signs.
- ◆ Except in parks and along greenways, prefer straight and direct connections over meandering paths.
- ◆ Limit the number of driveways and curb cuts along designated bike routes and on streets with high pedestrian activity to reduce potential conflicts with pedestrians and cyclists at.

2. Public Realm

The public realm includes all exterior spaces including streets, sidewalks, public squares, and parks. In addition to connectivity, the quality and character of the public realm has significant impact on whether or not a street or path is perceived as bike-friendly or walkable. Even if block sizes are small and streets are interconnected, a monotonous, out-of scale, and unattractive environment will not invite pedestrian activity. Long and blank building walls, barren parking lots, wide streets with narrow sidewalks, unsafe crossings, lack of buffer zones to fast moving traffic, and lack of shade create an environment inhospitable to pedestrians. Such an environment will also discourage residents and businesses from contributing to pedestrian activity through outdoor seating, landscaping, and attractive façade improvements. It is important to create a public realm that accommodates all users and balances all transportation needs without giving preference to one transportation mode only. Similarly important is how buildings form street frontages through building placement, dimensions, scale, massing, façade articulation, setbacks, and variety of building types. To create a well-articulated public realm, the following guidelines should be followed:



Shading is important in Tulare's hot summer climate.



Landscaped bulbouts, pedestrian crossings with pavers, and parallel parking on a neighborhood

- ◆ Buildings and building entrances should front onto the sidewalk and, where present, onto public open spaces.
- ◆ Building setbacks from the street should be landscaped or designed as usable open space.
- ◆ Encourage well-articulated buildings with modulated massing and façades along the street frontage that respond to the human scale, particularly at the ground floor level.
- ◆ Design streets, particularly residential streets, to include a variety of surface materials such as different pavers for sidewalks, crossings, and parking strips to visually narrow the perceived street width.
- ◆ Minimize the width of travel and parking lanes on streets, and maximize the width of sidewalks and bike lanes to the extent feasible.

- ◆ Minimize the number and size of driveways and parking lots fronting on a street.
- ◆ Sidewalks should have a minimum clear width of 6 feet; wider sidewalks are encouraged.
- ◆ Provide sufficient shading on sidewalks and pedestrian paths through regularly spaced large canopy trees or shade structures connected to buildings such as awnings, roof overhangs, and arcades.
- ◆ Provide pedestrian-scaled street lighting that is spaced at appropriate intervals to deliver sufficient luminosity. Select a type of street light that is energy sufficient and minimizes light pollution.
- ◆ On streets with pedestrian activity, integrate street furniture such as benches, trash receptacles, directional and informational signs, and bike racks into the street design.
- ◆ Utilize traffic calming measures where appropriate either by design or by installing devices such as speed humps where low speeds are desirable, for example, near schools or in residential neighborhoods.
- ◆ On streets with high volumes of traffic, higher allowable speeds, or greater widths, add landscaped buffers between sidewalks and travel or parking lanes.
- ◆ Use sidewalk bulbouts and refuges at pedestrian crossings to decrease walking distances and turning speeds of cars.
- ◆ Public plazas and open spaces should be visible and accessible from streets and paths and include plenty of seating and shading.
- ◆ Consider the integration of sustainable measures such as bioswales, rainwater collection systems, and porous pavement materials in the streetscape or plaza design.



The visual width of a street can be narrowed by using different pavement on parking strips



Landscaped buffer between the sidewalk and street

3. Access to Transit

Easy access to transit is critical to make it more attractive and convenient to use. Transit stops and routes should be distributed in a manner that serves large parts of the population in the urbanized area of Tulare. As a general rule, walking distances to transit stops should not be greater than a ¼- to ½-mile, which translates into a five to ten-minute walk. At the same time, transit stops should be spaced apart enough to provide efficient and fast service. Frequent bus service, particularly during peak work and school commute times, demand-based routes, and passenger-friendly services such as bike racks, ticket machines, real time schedule information, and wireless internet service, can attract more riders who would otherwise use a car. To create an attractive and convenient transit system, the following guidelines should be employed:



Bus stops can have unique designs and integrate public art

Design Guidelines



Bike parking at a bus stop



Water-permeable paving helps reduce storm water run-off



Building modulation reduces the bulk and adds visual interest

- ◆ Bus stops should be easily identifiable through signage, striping, and design, and should include schedule information, seating, lighting, trash receptacles, and weather protection.
- ◆ Bus stops should include a designated waiting area that is separate from the sidewalk and bike lanes.
- ◆ Integrate public art into bus stops and transit centers to make each stop unique.
- ◆ Use photovoltaic panels as part of the shelter or signage to generate electricity for lighting.
- ◆ Transfer stops should be designed to allow for quick and timed transfers, with stops of lines going in different directions to be located in close proximity to each other.
- ◆ Integrate bus stops in the street design and provide designated, off-street bus bays, where feasible, to minimize potential conflicts with cars and bicycles.

4. Landscaping

Well-landscaped areas help enhance the public realm and create hospitable pedestrian environments by creating a buffer between street traffic and the sidewalk and by offering protection from elements.

- ◆ To reduce water consumption, encourage the use of native and drought-tolerant vegetation throughout the area.
- ◆ If irrigation is needed, prefer drip-irrigation systems and/or reuse water from rainwater collection or gray water systems.
- ◆ Consider the preparation of a street tree plan.
- ◆ To minimize the heat-island effect, reduce water-consumption, and prevent stormwater run-off, private open spaces are encouraged to minimize hard-scaped areas, use permeable materials for paths and driveways, prefer native and drought-tolerant plants, install on-site rainwater collection systems (cisterns), and plant large canopy trees that can complement street trees.
- ◆ To minimize sidewalk buckling, choose trees that do not heap sidewalks.

5. Building Design

Quality building design ensures that individual development projects enhance the TOD environment, particularly the public realm. Buildings need to be designed to facilitate pedestrian activity and access to transit facilities. Buildings should also include architectural features that reflect the neighborhood and are appropriate to the local setting. This section provides guidance for building design that responds to the local context and encourages a neighborhood friendly to TOD.

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Residential

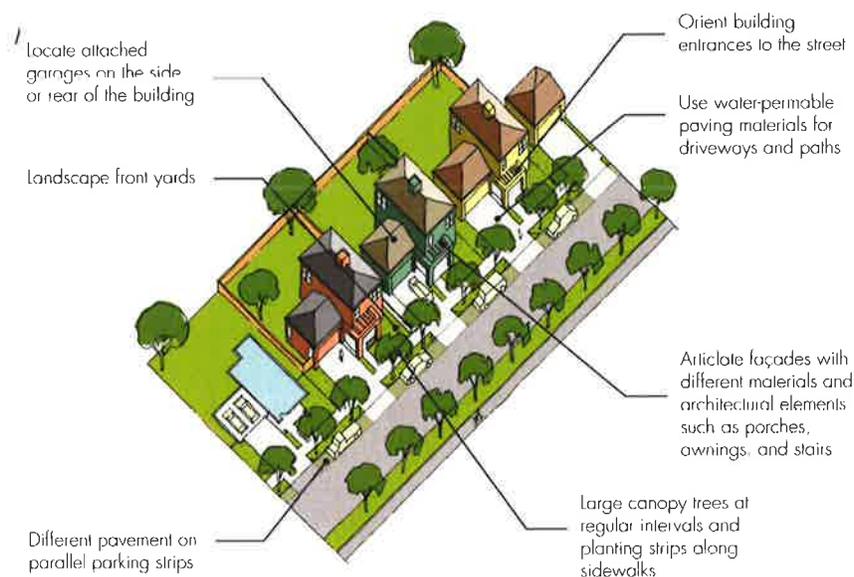
- ◆ Create a variety of housing types and unit sizes.
- ◆ The scale, height, and massing of new residential buildings should fit within the surrounding context.
- ◆ Building orientation should respond to climatic and solar conditions and allow for natural lighting, shading, and ventilation and for passive energy gain and release.
- ◆ Main building entrances should front on to the street or on public pathways if the building is not located at a street.
- ◆ Break up the building massing and create well-articulated building façades, for example through window recesses, roof overhangs, and detailing of architectural elements.
- ◆ All new housing should include areas of private or semi-private open space. Private open space can be backyards, patios, balconies, and roof decks. Multi-family housing should include shared and usable open spaces.
- ◆ Encourage the application of green building principles early in the design process and the use of sustainable materials to reduce impacts on natural resources and the environment.
- ◆ Raised floor levels of up to 4 feet are encouraged to provide a transition from public to private space and allow for building elements such as porches, verandas, and stoops.
- ◆ Place mechanical equipment out of sight or provide appropriate screening.



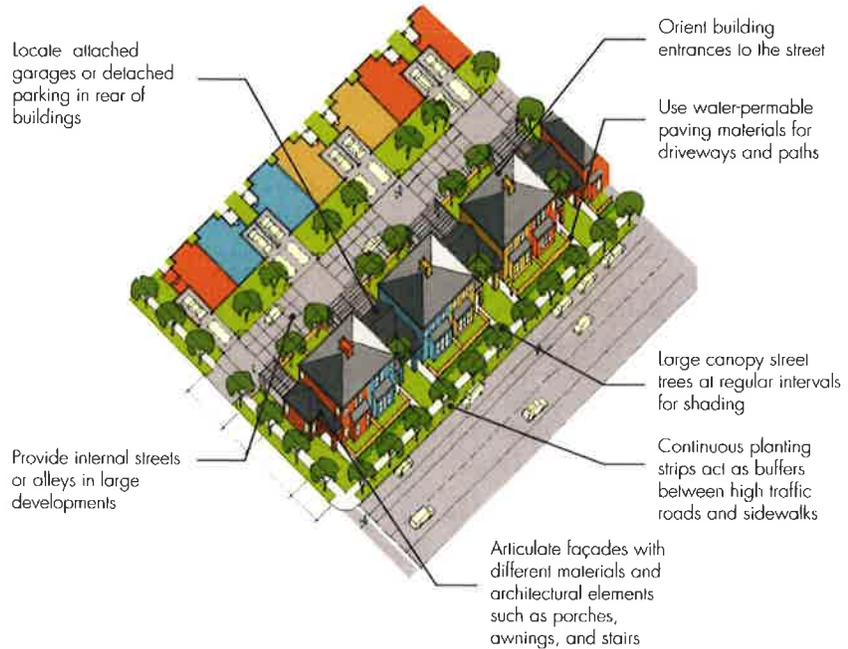
Raised ground floors and landscaped front yards allow for a transition between public and private



Mixed-use residential building with active ground floor



Design Guidelines



Architectural elements and façade rhythm add interest and appropriate scale



The massing of large retail buildings should be broken up and designed to the pedestrian scale

Retail or commercial ground floors should be designed to the pedestrian scale and include building elements that structure the front facade, for example columns, arcades, awnings, and recesses. A high percentage of transparent, non-reflective glass is encouraged.

- ◆ In mixed-use buildings, the ground floor should have a minimum clear height of 14 feet to accommodate commercial or retail uses.
- ◆ Ground floor retail should have a minimum depth of 40 feet.
- ◆ If the ground floor is only partially used for commercial or retail uses, place these uses at the most active and visible corner of the building.
- ◆ Ensure sufficient protection from noise and odors for residential uses through appropriate construction measures.
- ◆ Locate loading areas behind the building, away from the street.
- ◆ Encourage the application of green building principles early in the design process and the use of sustainable materials to reduce impacts on natural resources and the environment.
- ◆ Place mechanical equipment out of sight or provide appropriate screening.

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Neighborhood Commercial

- ◆ The scale, height, and massing of new retail buildings should fit within the surrounding context. The massing of large buildings should be broken up through building modulation and architectural elements such as arcades, awnings, recesses, parapets, screens, and lattices.
- ◆ Front retail buildings on the street and provide at least one entrance from the street.
- ◆ Entrances should be designed to be easily recognizable.
- ◆ Place buildings at the corners of intersections.
- ◆ Discourage drive-throughs.
- ◆ Place loading and service areas behind buildings and away from the street, and provide screening if the areas are visible from the street or from residential uses.
- ◆ Avoid loading and service access from residential streets.
- ◆ Place mechanical equipment out of sight or provide screening.
- ◆ Encourage the use of green building principles and materials.
- ◆ Integrate patios and small plazas near the entrance for outdoor seating and events.



Retail uses should have high ceilings and a well-articulated facade with a high percentage of glazing



Garages should be placed on the side or the rear of a single-family home

6. Parking

A primary goal of TOD is to enable people to modify their travel behavior by using alternate modes of travel, reducing trip length, and combining trips. As a result, communities that reflect the principles of TOD will have a reduced number of vehicle trips and vehicle miles traveled. However, not all vehicle trips will be replaced by transit, walking or bicycling trips. A well-designed place must accommodate all modes of travel, including the automobile. The challenge for designers is to provide a parking supply that accommodates parking while still creating walkable, pedestrian-oriented streets.

- ◆ Place attached parking garages for single-family residential buildings on the side of the building and detached garages behind the building.
- ◆ Combine driveways to minimize curb cuts.
- ◆ Place surface parking for multi-family and mixed-use buildings in the rear, away from the street. Locate access to parking areas from side streets. If feasible, distribute parking areas in clusters and in several locations to minimize the size of parking lots. Provide adequate shading through trees or shading structures.
- ◆ Place surface parking lots for neighborhood retail in the center of the block or to the rear of the buildings.



Neighborhood streets should be designed for pedestrians and slow traffic

Design Guidelines

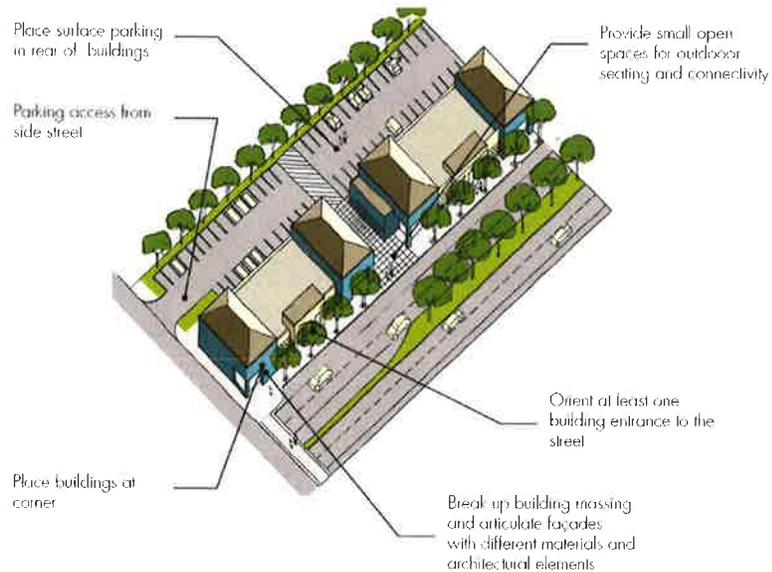


Bioswale integrated in parking lot design

- ◆ If a parking lot is located next to a public sidewalk, create a landscaped buffer with a minimum width of 5 feet.
- ◆ Integrate street trees in parallel on-street parking strips.
- ◆ Encourage the installation of bioswales in landscaped areas of parking lots to reduce stormwater run-off.
- ◆ Locate bicycle and motorcycle parking near the entrances of buildings.



Place surface parking behind higher density residential buildings



B. West Side Design Guidelines

The main objective for the West Side Plan area is to integrate new development into the existing context, both in terms of block pattern and urban form, and to improve the connectivity of the area to the existing street, transit, and open space network. Figure 5-1 shows a conceptual site plan for the West Side Plan area. This diagram is intended for illustrative purposes only as there are many possible site configurations for this area.

1. Streets

- ◆ New streets should align with the existing street grid and extend San Joaquin Avenue, King Avenue, and Kern Avenue into the Plan area. At the intersections, provide crosswalks on all four sides.

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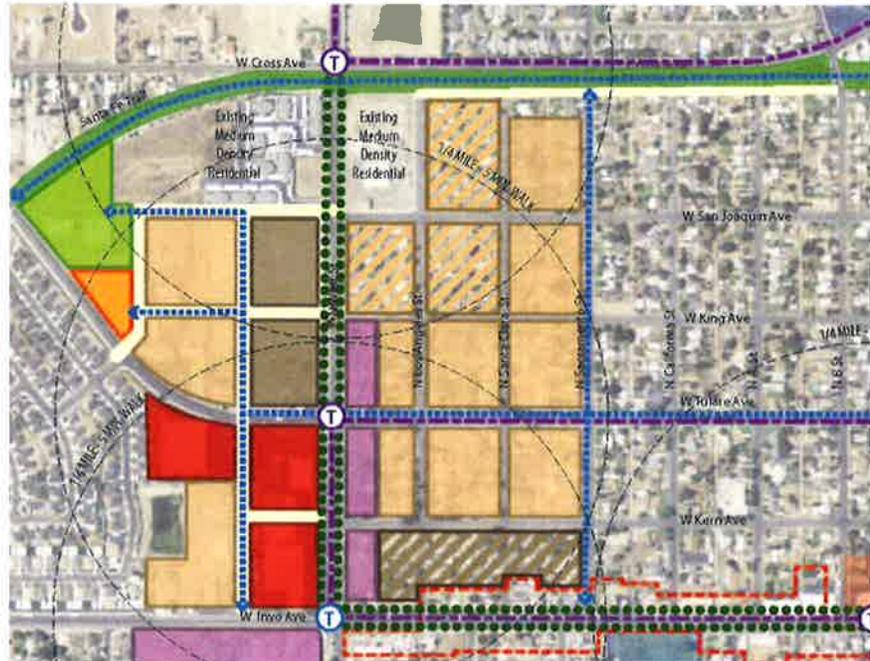


- Mixed-Use Residential/Retail
- Commercial Retail
- Multi-Family Residential
- Single Family Residential
- Public Use: Community

AAR00063

FIGURE 5-1

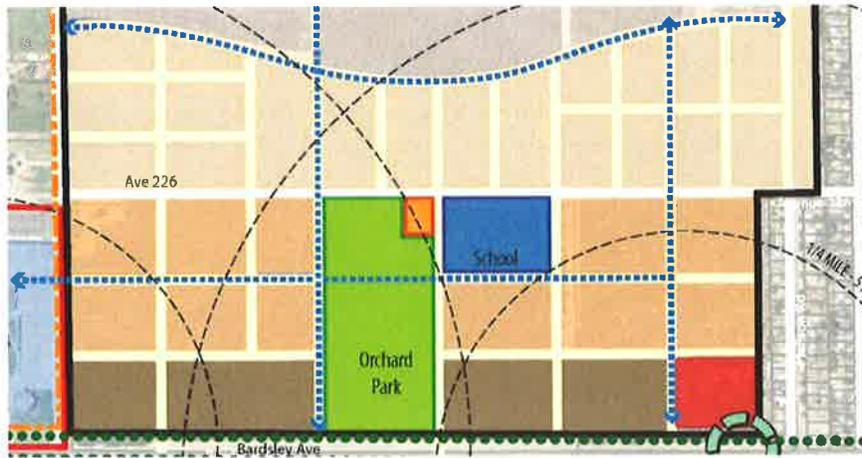
WEST SIDE CONCEPTUAL SITE PLAN



Conceptual street layout for the West Side

- ◆ Provide a new street in north-south direction that connects from the extension of San Joaquin Avenue to Inyo Avenue to the south of the Plan area.
- ◆ The new streets should form blocks that are similar to the blocks on the east side of West Street, both in terms of size and orientation.
- ◆ Streets should be interconnected and laid out on a grid; cul-de-sacs and meandering streets are discouraged.
- ◆ Design all streets north of Tulare Avenue, west of North West Street and south of Cross Avenue, as complete neighborhood streets with sidewalks, parallel on-street parking, street trees, and crosswalks at intersections. The right-of-way should not be greater 60 feet unless wider sidewalks or bike facilities need to be accommodated.
- ◆ Design all streets to the south of Tulare Avenue, west of North West Street and north of West Inyo Avenue, as complete neighborhood streets with sidewalks, parallel on-street parking, street trees, and crosswalks at intersections. Design the street widths to the minimum required to accommodate anticipated traffic in connection with the proposed neighborhood retail center. Wider street widths should be utilized only for the benefit of wider sidewalks, bike facilities, or additional angled on-street parking.

AAR00064



Conceptual street layout for COS North

- ◆ Provide a new center street for the neighborhood retail center as an extension of Kern Avenue.
- ◆ On West Street and Inyo Avenue, implement streetscape improvements over time that complete sidewalks, bike lanes, and street trees on both sides, and add striped crosswalks at all intersections.

2. Pedestrian and Bicycle Connections

- ◆ Implement pedestrian and bike connections along the new extension of San Joaquin Avenue, King Avenue, and along the new north-south street.
- ◆ Pedestrian and bike connections along streets should include bike lanes or bike routes, improved sidewalks, continuous street trees for shading, and signage.
- ◆ Provide a shared bike/pedestrian path through the proposed new park that connects the Plan area with the Santa Fe Trail.
- ◆ Streets with proposed bike and pedestrian improvements should be given priority when considering investment in streetscape improvements.

3. Park

- ◆ Locate a new neighborhood park adjacent to the Santa Fe Trail and connect at least one internal pathway directly to the trail.
- ◆ Ensure access to the park from new and existing development through several, visible entrances.
- ◆ If a new community building is planned close to the park, integrate the building in the design of the park.



Designated bike routes can be separated bike lanes or marked with "sharrows"



Buildings should face the park and it should be designed to become an integral part of the neighborhood through connections, active and passive uses



Retail buildings should be located at the corner and fronting onto a street

- ◆ Evaluate the need for passive and active uses and desired recreational elements before designing the park.
- ◆ Provide plenty of seating and generous shading through large canopy trees and/or shading structures.
- ◆ Define the edges of the park to establish its presence through vertical elements such as a row of trees, public art, or small structures.
- ◆ Provide connections through the park to the surrounding streets to enhance overall connectivity.

4. Landscaping

- ◆ To provide sufficient shading and visual continuity, encourage the use of one or two species of large canopy trees along each new street.
- ◆ Emphasize the boulevard character of West Street with tall, large trees planted at regular intervals and a landscaped median.
- ◆ Trees along neighborhood streets could be less formal and smaller, and include more variety.

5. Buildings

Residential

- ◆ Residential buildings should have a landscaped setback of 15 feet maximum from the sidewalk.
- ◆ If buildings front on a major road, such as West Street and Inyo Avenue, provide appropriate noise protection.

Neighborhood Commercial

- ◆ Place buildings at the corners of intersections, particularly at the intersection of West Street with Tulare Avenue and Inyo Avenue.
- ◆ Orient buildings and at least one entrance to the street, particularly on West Street.
- ◆ Prohibit loading and service access from the new residential street.

6. Parking

- ◆ Place parking for neighborhood retail along West Street in the center of the block and minimize the number of access driveways. Access should be located on Tulare Avenue, Inyo Avenue, or a new center street.

AAR00066

- ◆ Provide access to the parking area for the retail located on the west side from Tulare Avenue.
- ◆ Consider sharing the parking facilities of the neighborhood retail with the mixed-use project south of Inyo Avenue.
- ◆ Locate parking for the park and the community center away from the street and minimize the number of access driveways.



Provide plenty of pedestrian amenities

C. Downtown Design Guidelines

The Downtown Design Guidelines encourage new development to build on these assets and contribute to the revitalization of Downtown as the center of activity in Tulare. Figure 5-2 shows a conceptual site plan for the Downtown Plan area. This diagram is intended for illustrative purposes only as there are many possible site configurations for this area.

1. Streets

- ◆ Upgrade all streets in the Downtown area to include continuous sidewalks on both sides of the street, clearly marked crosswalks at all intersections, and large canopy street trees at regular intervals, particularly along J Street and Cross Avenue.



Downtown Tulare is already walkable



- Mixed-Use: Office/Residential/Retail
- Multi-Family Residential
- Single Family Residential
- Public Use: Community/Cultural/Institutional

AAR00068

FIGURE 5-2
 DOWNTOWN CONCEPTUAL SITE PLAN

- ◆ The existing medians on J Street should be landscaped and include larger trees where feasible.
- ◆ If new development occurs on the parcels on the west side of J Street between Cross Avenue and Tulare Avenue, provide mid-block pedestrian crossings on J Street to reduce the distances between pedestrian crossings.
- ◆ Where feasible, improve the pedestrian environment through bulbouts at crosswalks, extended sidewalks for outdoor seating and patios, added or improved parallel or diagonal parking strips with different pavement materials, pedestrian amenities such as benches, and other street furniture. These elements visually reduce the widths of streets and traffic speeds, and increase walkability.
- ◆ Consider traffic calming measures such as raised or paved crosswalks, different street surface materials, alternating parking areas, reduced lane widths, or speed bumps along streets with higher pedestrian activity, particularly on K and N Streets.



A wide sidewalk can be used for outdoor seating

2. Pedestrian and Bike Connections

- ◆ Give priority to improved pedestrian and bike connections that connect destinations in Downtown with each other.
- ◆ Provide improved sidewalks with bike parking, as well as bike routes, along K Street, M Street, and Kern Avenue.
- ◆ Complete the Santa Fe Trail west of J Street to connect to the existing trail starting at I Street. While a new pedestrian and bike bridge or underpass across the railroad tracks would be the most desirable and direct option, the trail could connect along San Joaquin Avenue or along Cross Avenue. If the connection is implemented along a street, integrate a continuous path that is separated from travel lanes and sidewalks and provide adequate signage and crossings.



Crosswalks with different pavement increase visibility and slow traffic down

3. Gateways

- ◆ The clearly defined boundaries of Downtown present the opportunity to create gateways at its entry points: the intersection of Cross Avenue and J Street, Cross Avenue and O Street, Inyo Avenue and J Street, and Kern Avenue and O Street.
- ◆ Gateways can be created by special architectural treatment of building corners, building orientation, landscape or streetscape elements such as roundabouts or rows of trees, public art, lighting, signage, or singular structures such as gateway arches.
- ◆ Include Downtown directional signage along Cartmill Avenue and Bardsley Avenue. Also consider freeway signage on Highway 99 at J Street off-ramp to guide visitors to the Downtown.



A tower with a plaza can form a distinct gateway



Large canopy trees provide sufficient shading for pedestrians and parking

4. Landscaping

- ◆ Encourage the use of different tree species along different types of streets, with one or two species planted in regular intervals on both sides and along the entire length of a street in Downtown. Since K and L Street function as “Main Streets,” a species that provides enough shade while ensuring visibility of stores and signs should be selected. To emphasize the boulevard character of J Street, the median should be landscaped and be complemented by one or two rows of large, vertical trees.
- ◆ Prefer tree grates over planting strips in the sidewalk to emphasize the urban character of the streetscape.
- ◆ Consider the preparation of a street tree plan for Downtown.

5. Buildings

Residential

- ◆ Residential buildings should have a maximum setback of 10 feet from the street. The setback should be landscaped and used for building elements such as stoops and porches to provide a transition from public to private space. Minimize hardscaped areas in the setback.
- ◆ Main building entrances should front onto the street or on public pathways if the building is not located at a street. Residential buildings fronting on the Santa Fe Trail should have entrances being oriented to the trail.
- ◆ Integrate appropriate sound proofing measures, such as double-pane windows, for buildings fronting on Cross Avenue.

Mixed-Use

- ◆ Mixed-use buildings should have no setback from the street and should form a continuous street wall.
- ◆ Buildings located at the intersection of Cross Avenue and J Street should contribute to forming a gateway by introducing building elements that emphasize the corner. Distinct elements could be a tower, a distinct roof shape, an angled building portion, a small public plaza, façade articulation, lighting, or public art.
- ◆ Buildings fronting on the Santa Fe Trail should integrate this asset into the design and have entrances, seating areas, and small plazas, or access to internal courtyards facing the trail.

Public/Cultural/Community

- ◆ The siting and layout of any new public building should take advantage of the adjacent Santa Fe Trail and the Transit Center by placing the main entrance to-



Example of a mixed-use building with ground floor retail and corner accent

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wards the Transit Center and secondary entrances as well as outdoor patios or access to courtyards towards the trail.

- ◆ Include a highly-visible and usable public plaza in the site design, preferably on K Street across from the Transit Center.

6. Parking

- ◆ Parking for mixed-use and residential buildings should be located in the center of the block and be accessed from minor traffic streets and alleys. Discourage direct vehicular access from Cross Avenue and J Street.
- ◆ Consider shared parking facilities for new mixed-use development and public buildings, including the existing library.



Signage and a vertical element can mark the entrance to Tulare on the east side

D. College of the Sequoias North Design Guidelines

The COS North guidelines encourage the development of a new neighborhood in Tulare with access to amenities within walking and biking distance. The envisioned rigid development pattern uses references to the agricultural context and builds on synergies with the COS Tulare campus.

Figure 5-3 shows a conceptual site plan for the COS North Plan area. This diagram is intended for illustrative purposes only as there are many possible site configurations for this area.

1. Gateway

- ◆ The east side of the Plan area is the point of entry to Tulare when traveling west on Bardsley Avenue and should be articulated as a gateway. A gateway can be created here through building placement and articulation, a roundabout, trees, signage, public art, or architectural elements.
- ◆ The proposed commercial use, combined with the future Campus Transit Center, will create pedestrian activity, so the gateway should include a new pedestrian crossing.

2. Streets

- ◆ New streets should be built on a north-south and east-west grid.
- ◆ Integrate existing streets in the new street system.
- ◆ Create small, walkable blocks with a length not exceeding 750 feet and a typical length of 300 feet.



Example of neighborhood street with large canopy trees, planting strips, and small roundabout



The edge to the open land can be defined with a row of tall, upright trees



- Commercial Retail
- Multi-family Residential
- Single Family Residential
- School

AAR00072

FIGURE 5-3
 COS NORTH CONCEPTUAL SITE PLAN

- ◆ Design block sizes to accommodate different housing typologies, with larger blocks for higher density residential located along Bardsley Avenue, and gradually smaller blocks for detached single-family homes to the north.
- ◆ Connect all streets and discourage cul-de-sacs.
- ◆ Define the northern edge of the development with a curvilinear street or a distinct row of street trees. Include a landscaped buffer between the northern edge of residential development and existing agricultural land to minimize conflicts.
- ◆ Provide new pedestrian crosswalks at key intersections with Bardsley Avenue, at a minimum to the new Campus Transit Center, at the new park, and at Oakmore Street.
- ◆ Design all streets as complete neighborhood streets with sidewalks, parallel on-street parking, street trees, and crosswalks at intersections. The right-of-way should not be greater than 60 feet unless wider sidewalks or bike facilities need to be accommodated.
- ◆ Upgrade existing streets to complete neighborhood streets.
- ◆ Implement street improvements on Bardsley Avenue, including street trees, continuous sidewalks with a minimum width of 6 feet, bike lanes, and bus stop facility.

3. Pedestrian and Bike Connections

- ◆ Accommodate sidewalks along new neighborhood streets to connect the campus and the planned development south of Bardsley Avenue with the open space to the north, with Mission Oak High School to the west, and the existing residential neighborhood to the east.
- ◆ Bike and pedestrian connections should be included on the north-south street along the park, along the north-south street connecting to the Transit Center, along the east-west street at the northern edge of the development, and along the east-west street that connects Mission Oak High School, the proposed school, and the central park.
- ◆ Streets that are designated pedestrian and bike paths should include continuous rows of large canopy trees for shading, landscaped sidewalks, and signage for bike routes.

4. Parks

- ◆ In reference to the former use, integrate a portion of the orchard into the park design.
- ◆ Connect paths to the surrounding street network.



Green streets make preferred pedestrian and bike connections more attractive



Integrate a portion of the existing orchard in the park design



The new park should be designed for a variety of uses and provide plenty of shading

- ◆ Design the park for active and passive uses.
- ◆ Provide plenty of seating and generous shading through large canopy trees and/or shading structures.
- ◆ Accommodate ball fields and other recreational facilities that can be shared with the new school.
- ◆ Locate a new public building for community use at the north end of the park and in proximity to the school.
- ◆ Emphasize the edges of the park with trees, structures, or park buildings, particularly on Bardsley Avenue.
- ◆ Ensure access from the new development through several, visible entrances.
- ◆ Encourage the creation of smaller public or semi-public parks and open spaces within new development.

5. Landscaping

- ◆ To provide sufficient shading and visual continuity, encourage the use of one or two species of large canopy trees along each street, particularly along streets that run across the neighborhood.
- ◆ Use different species along different streets to create variety in street character.
- ◆ Provide landscaped strips along the sidewalks.
- ◆ Consider the integration of bioswales in the landscaped strips to reduce storm-water run-off.

6. Buildings

Residential

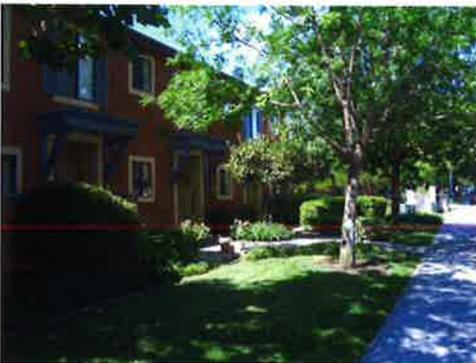
- ◆ High and medium density buildings should have a landscaped setback of 15 feet from the sidewalk.
- ◆ Single family homes should have a front yard of up to 25 feet, measured from the sidewalk.

Neighborhood Commercial

- ◆ Place new buildings at the corner of Bardsley Avenue and the new north-south street.
- ◆ Buildings should front onto the street with at least one entrance located on the side street.
- ◆ Provide pedestrian amenities such as a small plaza or seating areas.



Landscaped strip and setback on a neighborhood street



Multi-family building with landscaped setback and entrances fronting on the street

AAR00074

Public/Cultural/Community

- ◆ Locate the school building close to the park to ensure good connectivity and visibility.
- ◆ A new public building should be located close to the school to create a neighborhood destination.
- ◆ The layout or design of a new public building should take advantage of its location close to the park. Orient open spaces, courtyards, and rooms with high activity towards the park.

7. Parking

- ◆ Place parking for neighborhood retail behind the building and minimize the number of driveways to access the parking lot.
- ◆ Parking access should not conflict with the pedestrian crossing and the new side street or on the eastern end of the parcel at Bardsley Avenue.
- ◆ Locate parking for the park away from Bardsley Avenue along the new side streets.
- ◆ Parking areas for the school and the public building should be located away from the street or include a landscaped buffer of 10 feet minimum.



Retail buildings with small plaza



Provide a landscaped buffer between parking lots and the sidewalk

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Infrastructure 6

As development proceeds in the Transit-Oriented Development (TOD) Plan areas, new water, wastewater, and stormwater infrastructure will be required. This chapter describes anticipated utility infrastructure improvements.

A. Water

Sufficient water supply is important to support development, particularly in drought-prone California. This section evaluates the potential need for water-related infrastructure in the TOD Plan areas.

1. Existing Conditions

Within the city limits, the City of Tulare provides water to users drawn from underground aquifers accessed via 30 active groundwater wells distributed throughout the city.¹ The West Side and Downtown Plan areas are served by existing groundwells, water mains, and pipelines. However, existing groundwells in Tulare have an estimated capacity insufficient to meet peak demand.

There is no existing water infrastructure serving the undeveloped COS North Plan area, which is currently outside city limits.

2. Projected Demand

The 2009 Water System Master Plan recommends improving existing infrastructure and constructing 13 new groundwater wells in the near term to address existing insufficient water supply and 39 additional groundwater wells by 2030 to meet future demand.²

In general, new growth and development, especially in areas without existing infrastructure (i.e. the COS North Plan area), will require capacity improvements and the extension of infrastructure to previously un-served or underserved areas. Projected water demand associated with each of the Plan areas is presented in Table 6-1.

¹ City of Tulare, 2009. *Water System Master Plan*, page ES-3; City of Tulare, 2011. *Urban Water Management Plan*, page 4-2.

² City of Tulare, 2009. *Water System Master Plan*, page ES-11.

TABLE 6-1 **PROJECTED WATER DEMAND IN TOD PLAN AREAS**

	Land Use	Demand Coefficient (gpd/acre)^a	Development (Acres)	Development Demand	Development Demand Total
West Side TOD Plan Area	High Density Residential	4,000	5.9	23,600	
	Medium Density Residential	3,000	11.7	35,100	
	Mixed Use: Medium Density Residential ^b	3,000	5	15,000	86,100
	Neighborhood Commercial	1,300	8.8	11,440	
	Public/Cultural/Community Use	800	1.2	960	
Downtown TOD Plan Area	High Density Residential	4,000	9	36,000	
	Mixed Use: High Density Residential/Retail/Office	4,000	4.9	19,600	57,840
	Public/Cultural/Community Use	800	2.8	2,240	
COS North Plan Area	High Density Residential	4,000	43	172,000	
	Medium Density Residential	3,000	19.6	58,800	
	Low Density Residential	2,400	51.2	122,880	374,290
	Neighborhood Commercial	1,300	3.6	4,680	
	Park	0	2.6	0	
	Public/Cultural/Community Use (and School)	800	20.7	16,560	

^a Gallons per day (gpd). The water demand coefficient is a factor applied to land use designations to determine the Average Day Demand (ADD) generated per acre for each designation. These water demand coefficients are based on the 2005 land use intensity for each designation.

^b For mixed use, the use with the highest flow coefficient was used to ensure a conservative projection.

Sources: City of Tulare, 2009. *Water System Master Plan*, pages 3-11 to 3-14.; PlaceWorks, 2012..

B. Wastewater

New development must be accompanied by adequate wastewater service. This section describes existing wastewater infrastructure and evaluates the potential need for wastewater service and sewer infrastructure in the TOD Plan areas.

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1. Existing Conditions

Wastewater service in the City of Tulare is provided by the Tulare Wastewater Division which oversees the City's collection system facilities, including gravity sewer pipelines, sewer lift stations, and force mains, as well as two wastewater treatment facilities. Existing sewer collection facilities are located throughout both the Downtown and West Side Plan areas. There are no existing sewer collection facilities in the COS North Plan area, but there are some such facilities located nearby. The wastewater collection system does not have sufficient capacity to convey existing peak flow conditions.³

2. Projected Demand

Planned improvements to existing infrastructure are necessary to accommodate existing peak flow. The City's adopted *Sewer System Master Plan* indicates planned improvements for both the West Side and Downtown Plan areas. Additional improvements are likely necessary to provide sufficient wastewater services to meet increased demand associated with intensified land uses and increased development in the Plan areas. Although it would be able to tie into some of the planned improvements, the COS North Plan area would also require the construction of new sewer collection facilities. Projected wastewater flows associated with each of the Plan areas is presented in Table 6-2. After implementation of the Sewer System Master Plan improvements, the wastewater infrastructure will have sufficient capacity to handle projected future growth.⁴

C. Stormwater

This section evaluates stormwater infrastructure in the TOD Plan areas.

1. Existing Conditions

Within the City of Tulare, surface runoff generally drains from impermeable surfaces (e.g. parking lots, streets) either into drain inlets or into basins (e.g. detention, ponding).⁵ Several places in Tulare were not constructed with curbs or gutters and stormwater drains into the sewer rather than into the stormwater system. The stormwater system is sufficient to meet existing needs because new stormwater system construction is required to accompany new growth and development.

³ City of Tulare, July 2009, *Sewer System Master Plan*, page 5-1.

⁴ City of Tulare, July 2009, *Sewer System Master Plan*, page 5-1.

⁵ City of Tulare, Storm Drainage, http://www.ci.tulare.ca.us/local_government/departments/public_works/storm_drainage.htm, accessed on May 2, 2012.

TABLE 6-2 **PROJECTED WASTEWATER FLOW IN TOD PLAN AREAS**

	Land Use	Flow Coefficient (gpd/acre) ^a	Development (Acres)	Development Demand (gpd)	Development Demand Total (gpd)
West Side TOD Plan Area	High Density Residential	2,800	5.9	16,520	
	Medium Density Residential	1,600	11.7	18,720	
	Mixed Use: ² Medium Density Residential/Retail	1,600	5	8,000	4,120
	Public/Cultural/Community Use	500	8.8	4,400	
	Park	0	19.4	0	
Downtown TOD Plan Area	High Density Residential	2,800	9	25,200	
	Mixed Use: High Density Residential/Retail/Office	2,800	4.9	13,720	40,040
	Public/Cultural/Community Use	400	2.8	1,120	
COS North Study Area	High Density Residential	2,800	43	120,400	
	Medium Density Residential	1,600	19.6	31,360	
	Low Density Residential	1,300	51.2	66,560	228,400
	Neighborhood Commercial	500	3.6	1,800	
	Park	0	2.6	0	
	Public/Cultural/Community (and School)	400	20.7	8,280	

^a Gallons per day (gpd). The flow coefficient is a factor applied to land use designations to determine the Average Daily Flow (ADF) generated per acre for each designation. These flow coefficients are based on the 2006 land use intensity for each designation.

^b For mixed use, the use with the highest flow coefficient was used to ensure a conservative projection.

Sources: City of Tulare, July 2009, *Sewer System Master Plan*, pages 3-11 to 3-15; PlaceWorks, 2012..

2. Projected Demand

New development and intensified land uses in the TOD Plan areas are likely to increase impacts to the stormwater system and affect its ability to meet future needs. The Downtown and West Side Plan areas are already developed and served by the existing stormwater system, but could benefit from improvements to the stormwater system as land uses intensify and new development occurs under the TOD Plan. The COS North Plan area is entirely undeveloped and would need stormwater infrastructure. All of the study areas will be subject to regulatory re-

AAR00080

quirements of the City's National Pollutant Discharge Elimination System (NPDES) permit, which, among other things, seeks to address stormwater quality and drainage issues and to prevent or minimize post-construction runoff. Potential stormwater infrastructure enhancements are discussed in Chapter 6, Design Guidelines.

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Implementation 7

This chapter summarizes the actions and tools necessary to successfully implement the recommendations described in this Transit-Oriented Development (TOD) Plan.

Each implementation subject presents a description and recommended actions, along with responsible sponsor or partner, and level of priority. Implementing the recommendations of the plan will require the focused efforts of many, including the City, developers, property owners, business owners, neighbors, and volunteer organizations.

A. Policy Change

1. Implement TOD General Plan Overlay

The West Side and Downtown Plan areas will retain their base General Plan land use designation and will also include a TOD General Plan overlay. Property owners can choose to develop a new project using the underlying General Plan land use designation or the TOD overlay designation. City staff should encourage the application of the TOD overlay whenever possible.

- ◆ Sponsor and Partners: Planning Department, Property Owners, Developers
- ◆ Priority: High

2. Design Guidelines

The Design Guidelines presented in this plan provide a tool to ensure new development helps foster a TOD friendly environment. Additional staff resources may be required to review proposed new development to determine whether it implements the design guidelines.

- ◆ Sponsor and Partners: Planning Department
- ◆ Priority: High

B. Private Development

1. Development Incentives

Incentives to developers can catalyze projects. The City should explore waiving some portion of impact fees or other strategies to help realize desired development.

- ◆ Sponsor and Partners: Planning Department, Economic Development Department
- ◆ Priority: High

2. Catalyst Projects

The City owns several vacant lots in the Downtown Plan area. Realization of projects on these parcels could help spur investment in the area and help transform Downtown into a vibrant, mixed-use area. The City should explore partnering opportunities with developers to implement the ideas included within this plan.

- ◆ Sponsor and Partners: Economic Development, Planning Department, Developers
- ◆ Priority: Medium

3. Land Assembly

Working with multiple owners to assemble sufficiently large sites is complex and can deter developers from entering into projects. The City should assist developers with land assembly as opportunities arise by seeking willing partners among land owners.

- ◆ Sponsor and Partners: Planning Department, Property Owners, Developers
- ◆ Priority: Lower

C. Continue Community Engagement

1. Continue Community Involvement

The City should inform community members and stakeholders of planned improvements or changes within the TOD Plan areas.

- ◆ Sponsor and Partners: Planning Department, Tulare Downtown Association, Community Members
- ◆ Priority: High

2. Engage the School Districts

The City should notify School Districts within the TOD Plan areas of the TOD Plan so that those institutions can coordinate their future planning efforts with the planned growth.

- ◆ Sponsor and Partners: Planning Department, Tulare City School District, Tulare Joint Union High School District, Sundale Union School District
- ◆ Priority: Medium

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D. Public Investment

1. Infrastructure Improvements

The City has identified several infrastructure improvements within the Sewer and Water Master Plans that need to occur in order to accommodate future growth. The City should prioritize improvements that will help facilitate development within the TOD Plan areas.

- ◆ Sponsor: Public Works
- ◆ Priority: High

2. Street Improvements

As private and public investment occurs in the TOD Plan areas, improvements to public streets and roadways (as detailed in the Design Guidelines) should be made concurrently. Pedestrian facilities, including continuous sidewalks and well-marked crosswalks, should be included in every street improvement effort.

- ◆ Sponsor and Partners: Public Works, Private Developers
- ◆ Priority: High

3. Public Facilities and Recreational Improvements

Both the West Side and COS North Plan areas call for new park facilities. The Downtown Plan area calls for a new community facility. The City should explore the feasibility of developing these new parks and community facility and identify strategies to assist developers with including these facilities in any future site plans. In addition, the City should explore potential funding sources for these facilities.

- ◆ Sponsor and Partners: Recreation and Parks Department, Planning Department, Developers
- ◆ Priority: Medium

E. Potential Funding Sources

1. Community Facilities District

The City may create a Community Facilities District (CFD) to finance TOD physical improvements, particularly in the COS North Plan area. A CFD is empowered to levy additional property taxes on land located within the district, and create a revenue stream that can be used to issue bonds to pay for the improvements. CFDs require approval by a public vote. They are enabled by the Mello Roos Law, California Government Code §55311 et seq.

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2. Infrastructure Financing District

California cities and counties may use an Infrastructure Financing District (IFD) to pay for public facilities of “communitywide significance,” using property tax increment. IFDs are empowered to issue bonds to pay for public works and divert property tax increments from other local governments (excluding school districts). Currently, forming an IFD requires an infrastructure plan, a public hearing process, two-thirds voter approval, and several other measures. IFDs are considered a possible replacement for eliminated Redevelopment financing. To date, legislation has been attempted to make IFDs more user-friendly for local jurisdictions; more legislation may be pending. IFDs are enabled by California Government Code §53395 et seq.

3. Development Impact Fees

As Tulare continues to capture interest from businesses, development impact fees can be a dependable way to finance the physical improvements required to make the area a pedestrian-friendly community center. The City can require developers to install or help pay for infrastructure improvements (streets, sidewalks, bus shelters, bike racks, landscaping, etc.) through individual development agreements. This strategy may only be applied where there is a clear nexus between impacts generated by the private project and the facilities to be funded with the fees.

4. Quimby Ordinance

The 1975 Quimby Act (California Government Code Section 66477) authorizes cities and counties to pass ordinances requiring that developers set aside land, donate conservation easements, or pay fees for park improvements. Revenues generated through a Quimby Ordinance cannot be used for the operation and maintenance of park facilities. A Quimby Ordinance would require that, at the time a subdivision map is submitted, the applicant must either identify one or more park sites, or pay in-lieu fees for park development based on the value of the land that is being subdivided. Therefore, a Quimby Ordinance ensures that land for new parks is identified and dedicated as part of the planning approval process for new neighborhoods, as opposed to development impact fees, which are assessed at the time of the building permit, when the land has already been planned and subdivided. The Quimby Act only allows a jurisdiction to exact an amount of parkland that is already provided community-wide. This prevents a new project from bearing an unfair burden in rectifying existing parkland deficiencies.

5. State: Proposition 84

The Proposition 84 Bond Act provides funds to local jurisdictions for sustainable planning, including urban greening and local planning. The Strategic Growth Council administers these funds and anticipates three funding cycles. Projects have already been selected for the first two funding cycles. Sustainable local planning projects help implement California’s Sustainable Communities and Climate Protec-

tion Act (SB 375). Urban greening grants can cover planning or construction of projects that preserve, enhance, increase, or establish community green areas, including community space. Projects have generally received funding between \$75,000 and \$1 million. In the second grant funding cycle, the City of Tulare received \$192,575 for updates to their Subdivision Ordinance and Engineering Improvement Standards.

6. State: Caltrans Transportation Planning Grants

The Environmental Justice (EJ) and Community-Based Transportation Planning (CBTP) Grant Programs provide funding for local jurisdictions to plan for closer connection between transportation and land use. EJ and CBTP grant funded projects should demonstrate a smart growth – livable community approach to collaborative planning. Requests for proposals are typically released in December, and grant applications are typically due late March or early April. Grant awards have been up to \$250,000 or \$300,000.

7. Redevelopment 2.0

Redevelopment 2.0 is proposed California legislation to fill the financing gap left by the recent elimination of California Redevelopment agencies. Redevelopment 2.0 legislation (SB 1156) would authorize cities and counties to form a joint powers authority (JPA) to carry out Community Redevelopment Law using the assets of the former redevelopment agency and other new revenues that the legislation authorizes. In its current iteration, the legislation authorizes the JPA to exercise the powers of an infrastructure financing district to divert property tax increment revenues and issue bonds to pay for public works. The legislation has not yet been adopted as law, as of this writing.

8. Property-Based Business Improvement District

The Downtown Tulare Association (DTA) is considering implementing a Property-Based Business Improvement District (PBID) to increase economic investment in the Downtown. Funds generated from the PBID would help finance security and lighting enhancements, a parking strategic plan, business capitol plan, infrastructure improvements, tenant services, Downtown community activities, marketing, and administration.

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