

# CHAPTER 1

## INTRODUCTION

### I. PURPOSE

The chief purpose of this Regional Transportation Plan (RTP) is to show ways that transportation can complement regional goals and objectives. Transportation not only influences, but it is also affected by, local public policy planning for land use, infrastructure, housing, and economic development. Because the need exists to coordinate all facets of community structure, this plan takes into account a broad range of policy matters affecting transportation.

This plan is designed to comply with the 2017 Regional Transportation Plan Guidelines for Metropolitan Planning Organizations adopted by the California Transportation Commission (CTC) on January 18, 2017. It is expected to be used as a guide by state and local officials as they strive to upgrade the overall transportation system in Kings County. In addition, this plan is a data source and information document for the general public. As such, it will be of value as a decision-making tool to anyone having the desire to improve and benefit from an upgraded regional transportation system in Kings County.

### II. REGIONAL SETTING

The study area includes all of Kings County's 1,396 square miles. Located in the south-central San Joaquin Valley, Kings County is bounded by Fresno, Tulare, Kern, Monterey, and San Luis Obispo counties. Elevations range from 175 feet in the Tulare Lake Basin to 3,473 feet at Table Mountain in the extreme southwestern portion of the county. Two-thirds (613,373 acres) of the county's land area is level, irrigated farmland.

### III. BACKGROUND TO THIS PLAN

#### A. Participating Agencies

This 2018 RTP update was prepared by the staff of the Kings County Association of Governments (KCAG) with the assistance from each of its member agencies: the cities of Avenal, Corcoran, Hanford, and Lemoore and the County of Kings. The Santa Rosa Tachi-Yokut tribe was also consulted during the development of the RTP. Caltrans District 6 and the San Joaquin Valley Air Pollution Control District staff provided an invaluable service by furnishing helpful information, comments, and general support.

#### B. KCAG Organization

As a council of governments, KCAG addresses inter-jurisdictional public policy matters. Transportation is a major area of concentration. KCAG is a state-designated Regional Transportation Planning Agency (RTPA) recognized by the state's Transportation Agency (CalSTA) and a federally recognized Metropolitan Planning Organization (MPO). As an MPO/RTPA, KCAG prepares and maintains the Regional Transportation Plan, prepares the Regional Transportation Improvement Program (RTIP), and the Federal Transportation Improvement Program (FTIP). KCAG also reviews the State Transportation Improvement Program (STIP) and other state transportation programs, monitors local public transit operations, and oversees federal transportation grant proposals. KCAG is also charged with administering the Local Transportation Fund (LTF) and State Transit Assistance (STA) fund.

FIGURE 1-1

Location Map

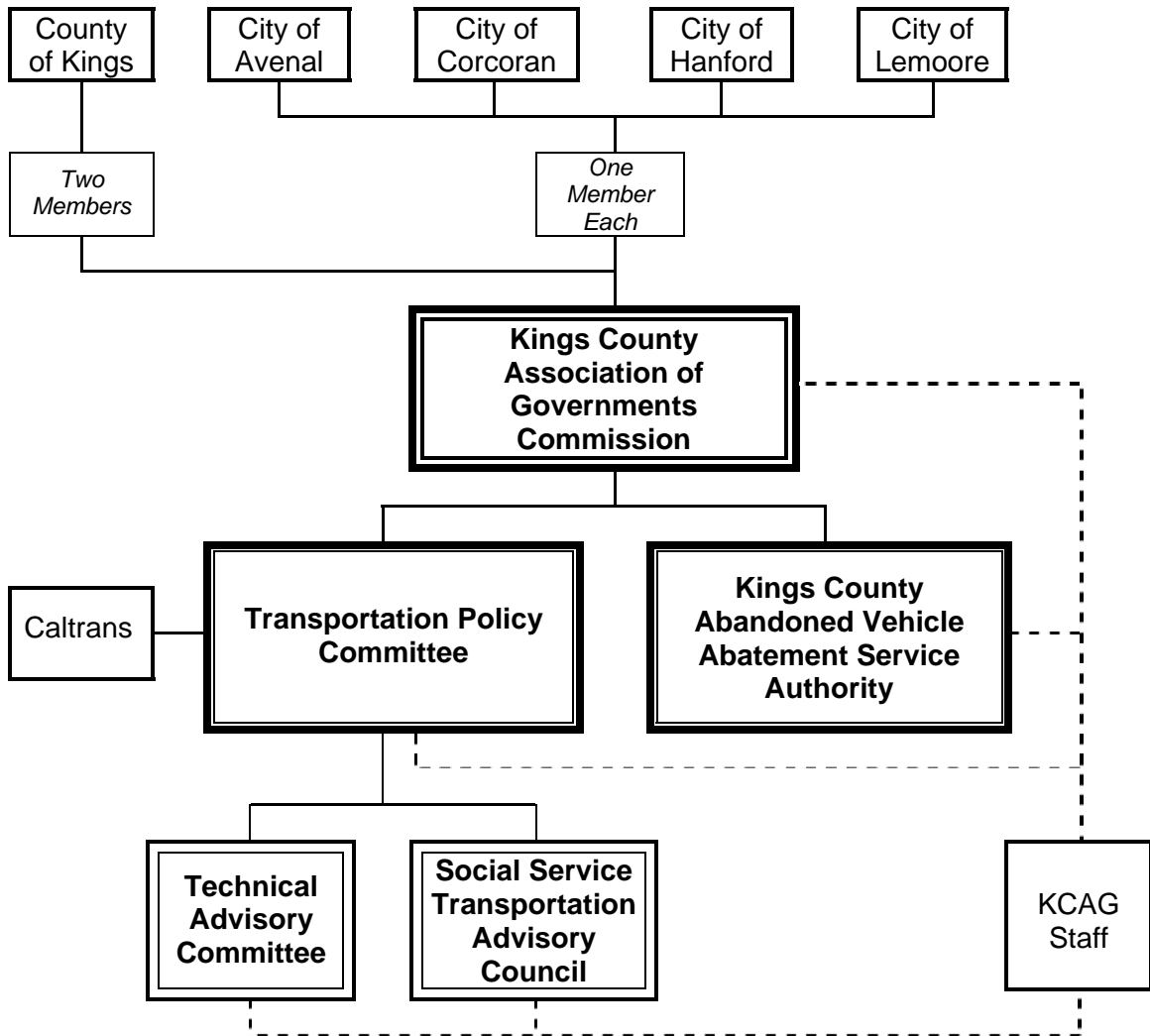


All RTPA activities are governed by the Transportation Policy Committee (TPC) composed of local elected officials from each of the member agencies and the Director of Caltrans.

The TPC is advised by two committees: 1) A Technical Advisory Committee (TAC) whose members include: KCAG staff, county and city public works and planning directors, city managers, county administrative officer, Caltrans District 6 staff, a Kings County Area Public Transit Agency (KCAPTA) representative, a Lemoore Naval Air Station (LNAS) representative, a San Joaquin Valley Air Pollution Control District representative, and a Santa Rosa Rancheria Tachi Yokut Tribe representative; and 2) A Social Service Transportation Advisory Council (SSTAC) whose members include appointed representatives of social service providers and transit users. The SSTAC provides input to the RTPA on the transit needs of transit dependent and transit disadvantaged persons, including elderly, disabled, and low income persons. Other citizen committees are formed on an ad hoc basis by the TPC.

**FIGURE 1-2**

**KCAG ORGANIZATION**



IV. ORGANIZATION OF THIS PLAN

It is the intent of KCAG to produce an informative, readable, and persuasive document that provides a clear exposition of transportation needs and demands in Kings County. To do so, the following format is generally followed:

- A. Relevant socio-economic and transportation assumptions are stated. These are supported by inventories and forecasts.
- B. Emerging and recurring transportation issues are identified and evaluated.
- C. In response to the assumptions and issues, relevant objectives and policies are stated. These are the guidelines for decision making.
- D. To carry out the objectives and policies in light of the issues and assumptions, an implementation strategy for improvements is identified.
- E. Financial resources needed to cover the costs of recommended projects and programs are discussed.

V. RELATIONSHIP TO OTHER PLANS

This plan is a continuation of the transportation planning process that began in Kings County in 1975 with the adoption of the first Kings County Regional Transportation Plan. In general, that plan has provided a foundation for each of KCAG's subsequent RTP updates. Since today's political and economic climate bears little resemblance to that of 1975, this update examines the need for improved facilities and services, while acknowledging current budget constraints. Most importantly, this plan sheds new light on the need for specific major improvements to the regional highway system.

A number of other state and local plans were examined for consistency with this plan. For the most part, there were no areas where these plans conflicted with this document. There were several minor differences among other Regional Transportation Plans in the San Joaquin Valley, but no major policy conflicts. The plans reviewed include:

- 1. City of Avenal, 2016, Active Transportation and Safe Routes to School Plan
- 2. City of Avenal, 2018 General Plan Enhancement
- 3. City of Avenal, 2017, Economic Development Plan
- 4. California Department of Corrections, 1994, EIR, Emergency Bed Project, California State Prison at Avenal
- 5. City of Corcoran, 2014, General Plan Enhancement
- 6. County of Kings and City of Corcoran, 1997, Corcoran Area Plan
- 7. California Department of Corrections, 1994, EIR, Emergency Bed Project, California Substance Abuse Treatment Facility and State Prison at Corcoran
- 8. California Department of Corrections, 1995, EIR, California Substance Abuse Treatment Facility and State Prison at Corcoran
- 9. City of Hanford, 2017, 2035 General Plan Update

10. City of Hanford, 2018, [Pedestrian and Bicycle Master Plan](#)
11. City of Lemoore, 2008, [Lemoore General Plan and 2008 EIR](#)
12. City of Lemoore, 1997, [EIR, College Park at West Hills Development](#)
13. County of Kings, 2010, [Kings County General Plan and 2010 EIR](#)
14. California Transportation Commission, 2017, [Regional Transportation Plan Guidelines](#)
15. KCAG, 2014, [Kings County Regional Transportation Plan Update](#)
16. KCAG, 2017, [Kings County Federal Transportation Improvement Program](#)
17. KCAG, 2018, [Draft 2019 Federal Transportation Improvement Program](#)
18. KCAG, 2018, [Kings County Regional Transportation Improvement Program](#)
19. KCAG, 2011, [Kings County Regional Bicycle Plan](#)
20. KCAG, 2018, [Draft Kings Regional Walk and Bike Plan](#)
21. KCAG, 2015, [Kings County Transit Development Plan](#)
22. KCAG, 2001 [Social Service Transportation Provider Inventory](#)
23. KCAG, 2008 [Human Services Transportation Coordination Plan](#)
24. County of Kings, 1989, [Kings County Hazardous Waste Management Plan](#)
25. KCAG, 1988, [Urban Service Areas Policy Plan](#)
26. KCAG, 1979, [Airport Systems Study](#)
27. City of Hanford, 2010, [Hanford Municipal Airport Master Plan](#)
28. City of Hanford, 2010, [EIR, Airport Master Plan Improvements](#)
29. U.S. Department of the Navy, 1992, [NAS Lemoore Master Plan](#)
30. Naval Facilities Engineering Command, 2014, [NAS Lemoore Master Plan 2030](#)
31. U.S. Department of the Navy, 1983, [Air Installation Compatible Use Zones Study, NAS Lemoore](#)
32. U.S. Department of the Navy, 1998, [Final EIS for Development of Facilities to Support Basing US Pacific Fleet F/A-18E/F Aircraft on the West Coast of the United States](#)
33. Caltrans, 1998, [Central California Aviation System Plan](#)
34. Caltrans, 2017, [California Aviation System Plan, Capital Improvement Plan, 2017-2026](#)
35. Caltrans, 2016, [The California Aviation System Plan, Policy Elements](#)
36. Caltrans, 2010, [CASP General Aviation System Needs Assessment](#)

37. Caltrans, 1994, Draft Summary Report, Los Angeles - Bakersfield High Speed Ground Transportation Preliminary Engineering Feasibility Study
38. California Intercity High Speed Rail Commission, 1996, Summary Report and Action Plan, Executive Summary
39. California High Speed Rail Authority, 2005, Final Program EIR/EIS for the Proposed California High-Speed Train System
40. California High Speed Rail Authority, 2011, Draft EIR/EIS: Fresno to Bakersfield
41. California High Speed Rail Authority, 2012, Revised Draft EIR/Supplemental Draft EIS: Fresno to Bakersfield
42. California High Speed Rail Authority, 2014, Final EIR/EIS: Fresno to Bakersfield
43. California High Speed Rail Authority, 2017, Draft Supplemental EIR/EIS: Fresno to Bakersfield
44. California High Speed Rail Authority, 2018, 2018 Business Plan
45. Caltrans, 2018 California State Rail Plan
46. San Joaquin's Joint Powers Authority, 2018, San Joaquin Corridor Business Plan
47. KCAG, 2010, Kettleman City Safety & Community Study
48. San Joaquin Valley Air Pollution Control District, 1992, 1991 Air Quality Attainment Plan, San Joaquin Valley Air Basin
49. SJVAPCD, 1994, Transportation Control Measures Program
50. SJVAPCD, 2016, Moderate Area Plan for the 2012 PM2.5 Standard
51. SJVAPCD, 2015, Plan for the 1997 PM2.5 Standard
52. SJVAPCD, 2012, PM2.5 Plan
53. SJVAPCD, 2008, PM2.5 Plan
54. SJVAPCD, 2007, PM10 Maintenance Plan
55. SJVAPCD, 2016, Plan for the 2008 8-Hour Ozone Standard
56. SJVAPCD, 2016, Plan for the 2008 8-Hour Ozone Standard
57. SJVAPCD, 2014, Reasonably Available Control Technology (RACT) Demonstration for Ozone SIP
58. SJVAPCD, 2013, Plan for the Revoked 1-Hour Ozone Standard
59. SJVAPCD, 2007, Ozone Plan
60. Council of Fresno County Governments, 2014 Regional Transportation Plan
61. Kern Council of Governments, 2014 Regional Transportation Plan

62. Madera County Transportation Commission, 2014 Madera County Area Regional Transportation Plan
63. Merced County Association of Governments, 2014 Regional Transportation Plan Update
64. San Joaquin County Council of Governments, 2014 Regional Transportation Plan
65. Stanislaus Council of Governments, 2014 Stanislaus Area Regional Transportation Plan
66. Tulare County Association of Governments, 2014 Regional Transportation Plan
67. Tachi Yokut Tribe of the Santa Rosa Rancheria, 2001, Transportation Planning Study, Interim Report

## VI. MOVING AHEAD FOR PROGRESS IN THE 21st CENTURY (MAP-21) COMPLIANCE

### A. Introduction

The Moving Ahead for Progress in the 21st Century (MAP-21) two-year surface transportation authorization bill was signed into law on July 6, 2012. MAP-21 made major changes in the programmatic structure for both highways and public transportation and included initiatives intended to increase program efficiency through performance-based planning and the streamlining of project development. It is the most significant reformation of the surface transportation program since the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991.

This section discusses the development of the 2018 Regional Transportation Plan (RTP) and provides an overview of how KCAG and the San Joaquin Valley as a whole coordinated the development of the 2018 RTP.

### B. Chronology

In preparation for the 2011 RTP, the eight San Joaquin Valley (SJV) Metropolitan Planning Organizations coordinated with the Federal Highways Administration (FHWA), and the California Department of Transportation (Caltrans) on the technical aspects and the federal requirements related to the RTP. The Valley MPOs also began the coordination with the California Air Resources Board (ARB) to prepare for the state requirements established by Assembly Bill 32 (AB 32), the Global Warming Solutions Act of 2006, and Senate Bill 375 (SB 375), the California Sustainable Communities and Climate Protection Act of 2008, and how they would affect the 2011 and subsequent RTPs.

The coordination of the MPOs continued through the preparation of the 2011 RTP and into a valley-wide model improvement program for each of the MPOs. The program is divided into four phases. In the first phase, the less than 200,000 population MPOs received minor upgrades to the models and the larger MPOs received additional sensitivity and options to recognize a broader spectrum of land use and transportation changes.

### C. AB 32 and SB 375

Although AB 32 did not have a direct effect on the transportation plans, SB 375 is a supplement to AB 32 that directly impacts the plans. SB 375 requires that each metropolitan planning organization prepare a Sustainable Communities Strategy (SCS) as an integrated element of the Regional Transportation Plan (RTP) that is updated every

four years. The SCS is intended to show how integrated land use and transportation planning can lead to lower greenhouse gas (GHG) emissions from passenger vehicles and light duty trucks. See Chapter 12 for the SCS.

D. Continuing Partnership

In 2010, the Valley was awarded a \$1 million grant from the Strategic Growth Council for valleywide model improvements to meet the requirements of AB 32 and SB 375. The Strategic Growth Council is charged with, among other things, making Proposition 84 funds available for data gathering and model development necessary to comply with SB 375.

The eight SJV MPOs have also continued to work cooperatively in the development of their planning and programming documents. KCAG and the other MPOs routinely participate in an Interagency Consultation (IAC) process that includes the MPOs, FHWA, the Federal Transit Administration (FTA), Caltrans, the Air District, and the Environmental Protection Agency (EPA), and have held workshops to coordinate the development of the 2018 RTPs and 2019 FTIPs.

VII. FIXING AMERICA'S SURFACE TRANSPORTATION ACT OF 2016 (FAST ACT)

The Moving Ahead for Progress in the 21st (MAP-21) is the Federal transportation funding bill signed into law in 2012. A key feature of MAP-21 is the establishment of a performance- and outcome- based program, known as "Performance Based Planning", with the objective to invest in projects that will make progress toward the achievement of the national goals for the transportation. The most recent Federal transportation bill, Fixing America's Surface Transportation Act of 2016 (FAST Act), carries forward the same performance management framework. The Federal Highway Administration (FHWA) worked with state and regional agencies to identify performance measures that meet the requirements. Beginning in 2018, state Departments of Transportation (DOTs) and Metropolitan Transportation Organizations (MPOs) will be required to implement the Federal performance measures.

VIII. PUBLIC PARTICIPATION PROGRAM

In June 2013, KCAG adopted a Supplemental Public Participation Plan to the comprehensive KCAG Public Participation Plan adopted on December 7, 2011, to meet the requirements of SB 375. KCAG adopted on February 22, 2017 an updated Supplemental Public Participation Plan for the 2018 RTP/SCS effort that identifies the following methodologies to carry out the public participation process:

- Consultation with various public and local agency representatives who are representatives of the KCAG Technical Advisory Committee (TAC) was undertaken. The Committee's responsibilities were to provide information about their general plans and land use decisions to help develop a foundation for the 2018 RTP. The agencies were also asked to identify their priorities for RTP improvement projects and review and comment on various RTP elements. Meetings were also requested with each of the four cities and the county planning departments to gather the above information.
- The Santa Rosa Tachi-Yokut tribe has a representative member on the TAC and was included in the public participation process. KCAG's adopted Public Participation Plan outlines various outreach activities required to meet the federal planning process, including a process for consultation with Federally recognized Native American Tribal Governments. KCAG adopted a policy for government-to-government consultation with federally recognized Native American Tribal Governments in Kings County. Other disadvantaged communities were invited to public meetings and workshops to ensure that their input was reflected throughout the RTP/SCS development process. (See Chapter 4 for Kings County Disadvantaged Communities Maps, Figures 4-33 through 4-35).



- At meetings of the KCAG Technical Advisory Committee there was a discussion of the current influences to the RTP effort (climate change, greenhouse gases, AB 32, and SB 375). The TAC members were informed about the process, the approach to the project, and the timeline of the development of the 2018 RTP.
- KCAG acquired a Public Outreach Consultant through standard procurement procedures to assist in the public participation process. The consultant and KCAG staff hosted public meetings and met with the city councils and Board of Supervisors for each of the member jurisdictions and provided a presentation on the entirety of the 2018 RTP and answered questions from the councils, board, and the public.
- KCAG staff formulated a focus group, the RTP Stakeholder Advisory Group, to gather, review, analyze, and formulate the information from the local agency general plans and the desires expressed by the local residents at the outreach workshops into inputs for the Sustainable Communities Strategy scenarios.
- KCAG staff then requested meetings with the four cities and the county planning departments to provide them with the information from the Stakeholder Advisory Group and to ask them to review the inputs and compare them with their general plans and land use policies for consistency.
- After the Stakeholder inputs were evaluated, the travel demand forecasting model was utilized to develop the conformity and greenhouse gas reductions data associated with the scenarios.
- When the model data was received, the draft Sustainable Communities Strategy (SCS) scenarios were made public. KCAG sent out a news release to all area news media announcing the availability of the draft RTP and SCS scenarios for review and comment. The draft 2018 RTP documents were also placed on the KCAG website to provide widespread review and to allow comments from many agencies, groups, and individuals.
- KCAG held noticed public workshops to explain the scenarios and to provide an opportunity for the public to comment on the scenarios. KCAG staff attended city council meetings for the four cities and the Board of Supervisors meeting to provide the same information as was provided to the public.
- Public hearings were noticed and held before the KCAG Transportation Policy Committee and KCAG Technical Advisory Committee regarding review of the 2018 RTP/SCS. The general public is invited to attend the KCAG Transportation Policy Committee and KCAG Technical Advisory Committee meetings and meeting announcements are posted at the meeting locations, KCAG office, local newspapers, and the KCAG website. Copies of all notices, persons/agency comments, and the KCAG responses are on file at the KCAG office.

The KCAG outreach efforts for the development of the documents resulted in comments received from member agencies, the Kings County Area Public Transit Agency, several divisions of Caltrans, and the California High Speed Rail Authority.