

CHAPTER 2

OVERVIEW OF TRANSPORTATION PLANNING AND PROGRAMMING

I. OVERVIEW

This chapter seeks to integrate a wide range of social and economic matters that figure into KCAG's transportation planning process. It offers an understanding of how KCAG will approach transportation problems, make decisions, and develop recommendations. Its aims are to set forth the basic socio-economic facts of this region and to spell out important transportation planning and programming issues that KCAG must consider.

II. ASSUMPTIONS AND INVENTORIES

A. POPULATION ASSUMPTIONS

1. Kings County is, and will remain for many years, a predominantly rural, sparsely settled, agricultural county.
2. Kings County is the home of the Lemoore Naval Air Station (LNAS), one of the Navy master jet bases in the United States. The air station will continue to strongly influence the population and cultural characteristics of Kings County by bringing new people into the area. The future role of the U.S. Navy and the closures of military bases around the country may affect LNAS. The Kings County General Plan assumes a constant base population of 7,500 through the year 2030.
3. Kings County will have a large percentage of young adults (due in part to the presence of LNAS), a high birth rate (due in part to the high number of young adults), and a growing elderly population.
4. The surrounding agricultural land preserves, the capacities of sewer and water facilities, and land use policies of the county and cities will restrict growth in the rural communities of Armona, Kettleman City, and Stratford.
5. The community of Armona will continue to grow as a residential community with the possibility of incorporation in the future.
6. The Santa Rosa Rancheria of the Tachi-Yokut Tribe is located 4 miles south of Lemoore on 370-acres of trust land. The Rancheria now includes 370 acres of trust land and 1,500 acres of fee land for roughly 2,300 acres. The Rancheria, first established in 1934 with land purchased by the federal government, is developed as a residential community with 233 homes. Site plans have been prepared for an additional 100+ housing units scheduled for completion within five years. Population of the Rancheria according to the 5-year estimate of the American Community Survey is 997.

The Palace Indian Gaming Center, a Tribal Enterprise, is the main source of livelihood and income for tribal members on the Rancheria, and employs more than 1,400 people. Other sources of employment income include the tribal government, farming, and ranching. In addition, a tribal headquarters building, Head Start facility, park, and playground are located on the Rancheria. The Palace Indian Gaming Center is located at the northern edge of the site. This facility includes a casino, a hotel, and warehouse space. The hotel includes restaurants, a conference center, and an amphitheatre. With the activities at the Palace Indian Gaming Center, it is expected that there will be

an increase of population residing on the Rancheria, an increase in available jobs, and traffic on local and regional roads leading to the Rancheria.

7. Kettleman City will continue as an agricultural employee housing community for the western portion of the County and as a highway service center for statewide travelers on Interstate 5 and State Highway 41.
8. Stratford will continue to function as an agricultural service center and agricultural employee housing community.
9. The California State Prison in Avenal is located about two miles southwest of downtown and occupies about 640 acres. As of June 2013, it employed over 1,400 prison service workers. Over 300 employees live in Kings County, but only less than 20 percent of those employees live in Avenal. The California Department of Corrections is proposing to add emergency housing facilities at the existing prison site that would accommodate almost 2,000 more prison inmates. It would also create an additional 500 jobs at the prison. Based on employment and housing data resulting from the opening of the prison in 1987, it is assumed that 75% of the new employees would come from outside the local area. About 60% of the relocated employees are expected to reside in the communities of Avenal, Hanford, and Lemoore. As a result of these prison facilities, the population of Avenal as well as other cities in Kings County will continue to expand over the next few years. The Kings County General Plan assumes a constant population of 7,200 through the year 2035. As of March 2014, the estimated inmate population of the Avenal State Prison is 3,923.
10. The California State Prison in Corcoran was opened in 1988 and held 11,150 inmates as of January 1, 1999 and employs about 2,300 workers. It is estimated that 15% of the employees live in Corcoran, 35% in Hanford, and the remaining 50% outside Kings County. As of March 2014, the estimated inmate population of the Corcoran State Prison is 4,292.

In addition to CSP-Corcoran, a second state prison and a Substance Abuse Treatment Facility was constructed in 1997 located immediately south of the existing prison. It has the capacity to house 5,130 inmates at the prison and 1,900 inmates at the treatment facility. Employment at these two facilities range from 1,350 to 1,900 persons, depending on the occupancy rate of the facilities. The California Department of Corrections added emergency housing facilities within both prisons. As of March 2014, the estimated inmate population of this facility is 5,561.

11. The average annual population growth rate in Kings County will continue to be about 2%.
12. Between 2000 and 2010, the total Kings County population increased 18.2%. According to the 2010 Census, there were 41,233 households (31,939 family and 9,294 non-family); with an average household size of 3.19 living in Kings County. About 71.8% of households did not include any person aged 60 or above, whereas 28.2% of households did have one or more persons 60 or above. About 7.7% of households have three or more generations living together. Most households included only two people, making up 26.0% of the total. The next closest groups were three people at 17.6%, one person at 17.5%, and four people at 17.3%. Of the total 43,867 housing units, 94% (41,233) were owner-occupied with a 6% (2,634) vacancy rate.

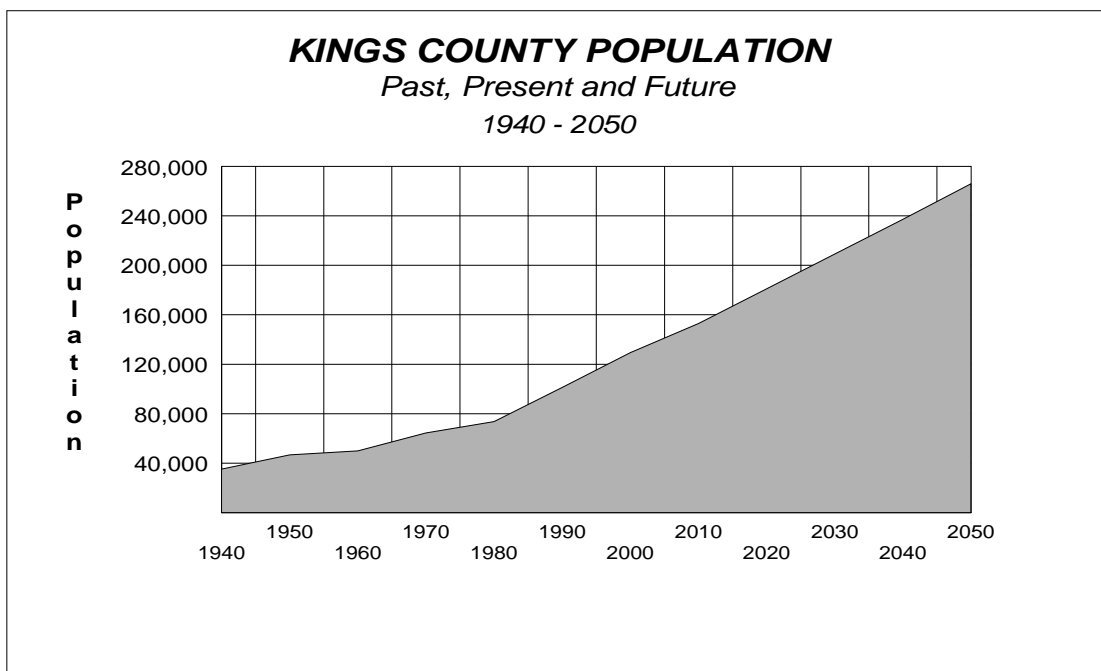
FIGURE 2-1

**POPULATION GROWTH TRENDS IN KINGS COUNTY JURISDICTIONS
1940-2010**

| AREA | 1950 | 1960 | 1970 | 1980 | 1990 | 2000 | 2010 |
|--------------------|--------|--------|--------|--------|---------|---------|---------|
| Kings County | | | | | | | |
| Population | 46,768 | 49,954 | 64,610 | 73,738 | 101,469 | 129,461 | 152,982 |
| Annual Growth Rate | 0.45% | 0.68% | 2.93% | 1.41% | 3.75% | 2.58% | 1.82% |
| Avenal | | | | | | | |
| Population | 3,982 | 3,147 | 3,035 | 4,137 | 9,770 | 14,674 | 15,505 |
| Annual Growth Rate | | -2.09% | -0.36% | 3.63% | 13.61% | 3.21% | 0.57% |
| Corcoran | | | | | | | |
| Population | 3,150 | 4,976 | 5,249 | 6,454 | 13,364 | 14,458 | 24,813 |
| Annual Growth Rate | 5.05% | 5.76% | 0.55% | 2.29% | 10.70% | 1.27% | 7.16% |
| Hanford | | | | | | | |
| Population | 10,028 | 10,133 | 15,179 | 20,958 | 30,897 | 41,686 | 53,967 |
| Annual Growth Rate | 2.18% | 1.00% | 4.98% | 3.81% | 4.74% | 2.59% | 2.95% |
| Lemoore | | | | | | | |
| Population | 2,153 | 2,561 | 4,219 | 8,832 | 13,622 | 19,712 | 24,531 |
| Annual Growth Rate | 2.58% | 1.89% | 6.47% | 10.93% | 5.42% | 3.05% | 2.44% |

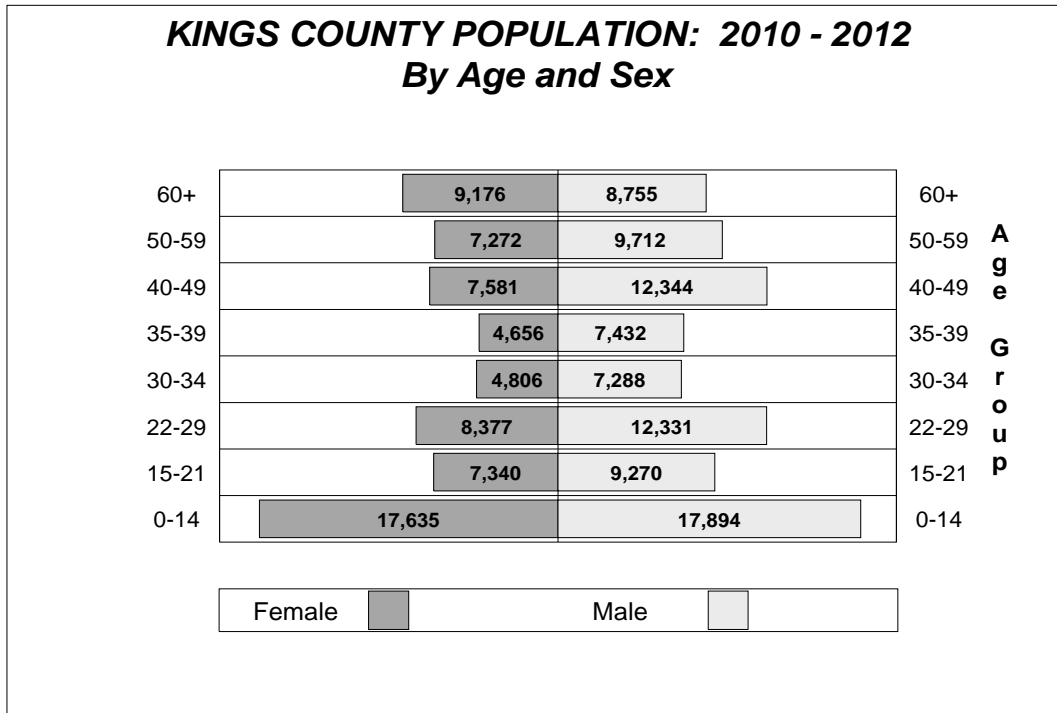
Source: 2010 U.S. Census; *Includes State Prison inmate population.

FIGURE 2-2



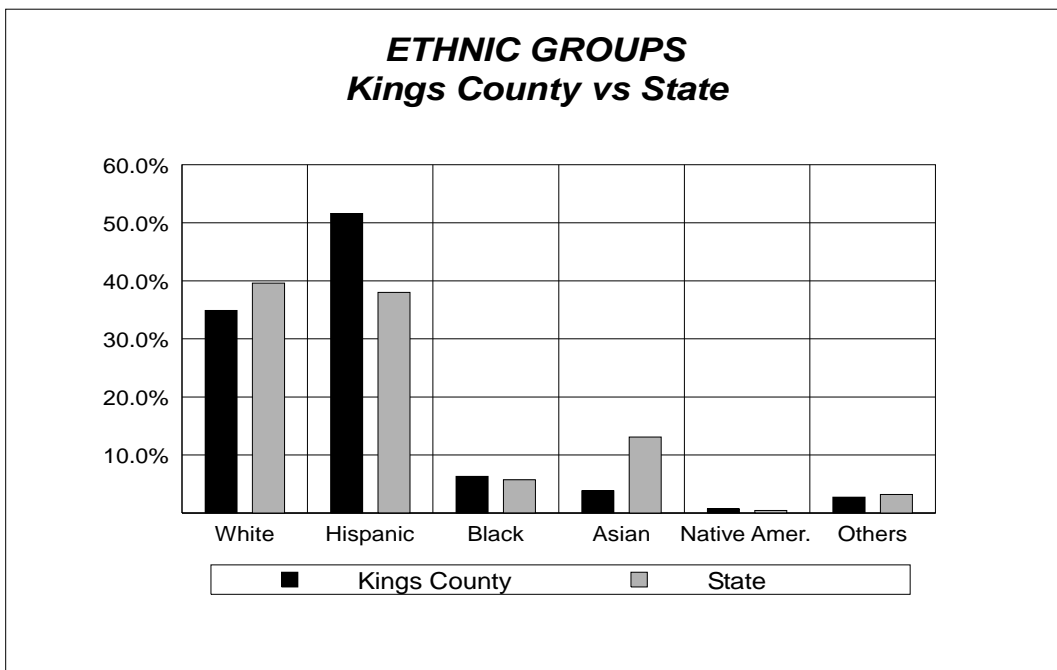
Source: U.S. Census, KCAG (The Planning Center forecast)

FIGURE 2-3



Source: 2010-2012 American Community Survey (3-year estimates)

FIGURE 2-4



Source: 2010-2012 American Community Survey (3-year estimates)

B. ECONOMIC ASSUMPTIONS

1. Agriculture and related industries will remain the dominant sector of this region's economy. That sector, together with LNAS and the California State Prisons in Avenal and Corcoran, will help buffer Kings County from sharp economic fluctuations.
2. Kings County is a low-income county. It will continue having a larger percentage of low-income persons and a smaller percentage of upper-income persons, than does the state overall, due to the large farm worker population and lack of large industries. The annual average unemployment rate for Kings County in 2012 was 15.1%, while the statewide rate was 10.4%.
3. Through the year 2020, most of the non-agriculture jobs created in Kings County are expected to be in retail trade, services, and manufacturing. Even though government is one of the largest employment industries, the retail trade industry will lead in employment gains. Most of the projected growth in agriculture will occur in agriculture services, while moderate growth is expected in agriculture production.

FIGURE 2-5

**KINGS COUNTY EMPLOYMENT BY INDUSTRY
2010 - 2012**

| INDUSTRY | NUMBER | PERCENT |
|---|---------------|-------------|
| Agriculture, Forestry, Mining, Fishing and Hunting | 8,268 | 16.2% |
| Retail Trade | 4,106 | 8.1% |
| Public Administration | 6,804 | 13.4% |
| Educational, Health and Social Services | 10,811 | 21.2% |
| Construction | 1,930 | 3.8% |
| Professional, Scientific, Management, Administrative, and Waste Management Services | 3,378 | 6.6% |
| Transportation and Warehousing, and Utilities | 1,405 | 2.8% |
| Finance, Insurance, Real Estate, and Rental and Leasing | 1,211 | 2.4% |
| Other Services | 1,857 | 3.6% |
| Manufacturing | 4,363 | 8.6% |
| Wholesale Trade | 1,717 | 3.4% |
| Information | 408 | 0.8% |
| Arts, Entertainment, Recreation, Accommodation and Food Services | 4,624 | 9.1% |
| TOTAL | 50,882 | 100% |

Source: 2010-2012 American Community Survey (3-year estimates)

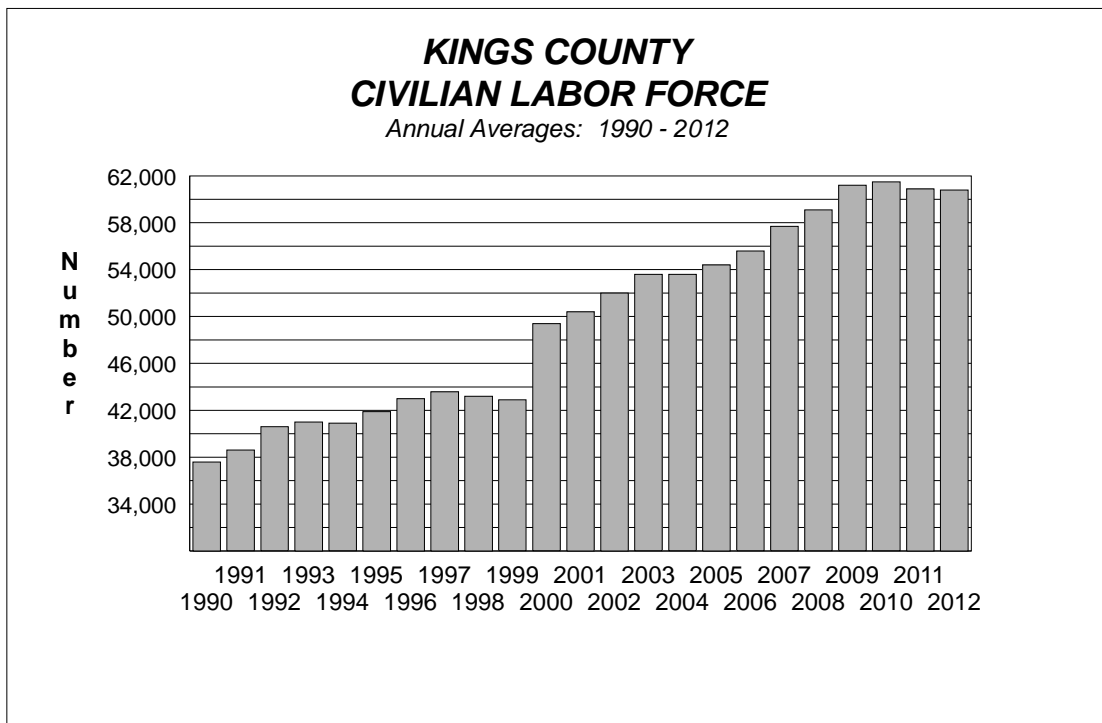
FIGURE 2-6

**REPORTED POVERTY STATUS IN KINGS COUNTY
1969, 1979, 1989, 1999, 2012**

| | TOTAL COUNTY | | | | |
|-----------------------------|--------------|--------|--------|--------|--------|
| | 1969 | 1979 | 1989 | 1999 | 2012 |
| Persons Below Poverty | 12,092 | 10,386 | 16,218 | 21,307 | 27,819 |
| Percent of Group Population | 19.20% | 14.57% | 18.18% | 19.50% | 21.20% |

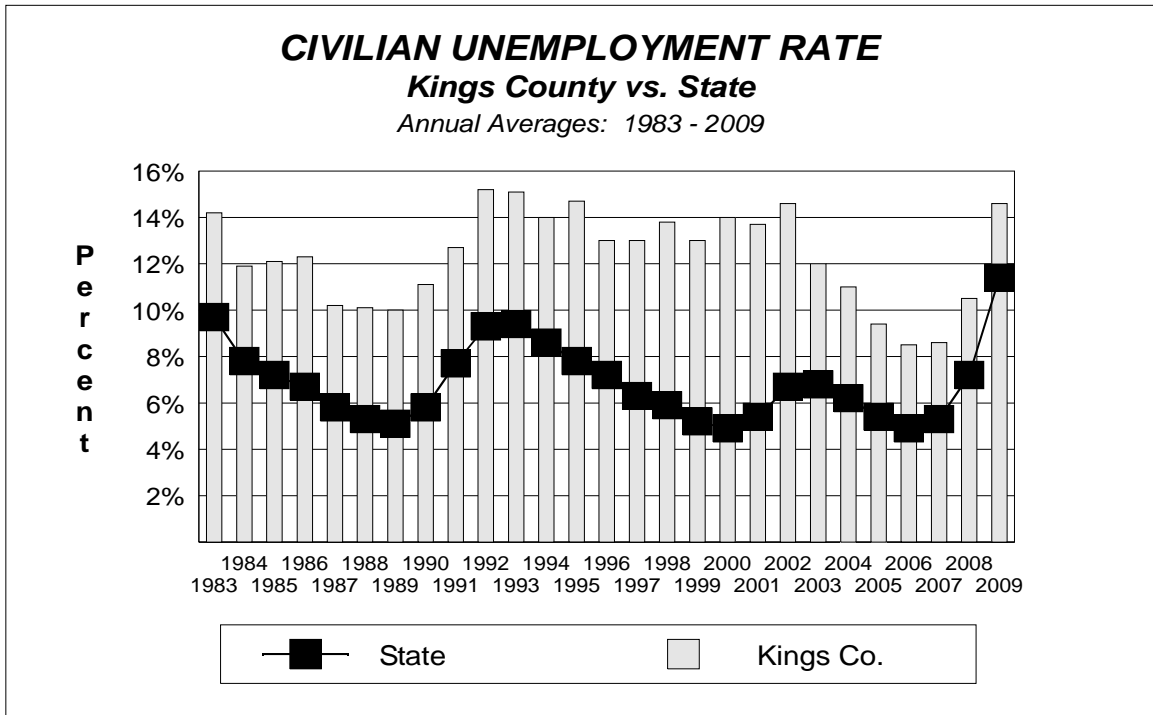
Source: U.S. Census

FIGURE 2-7



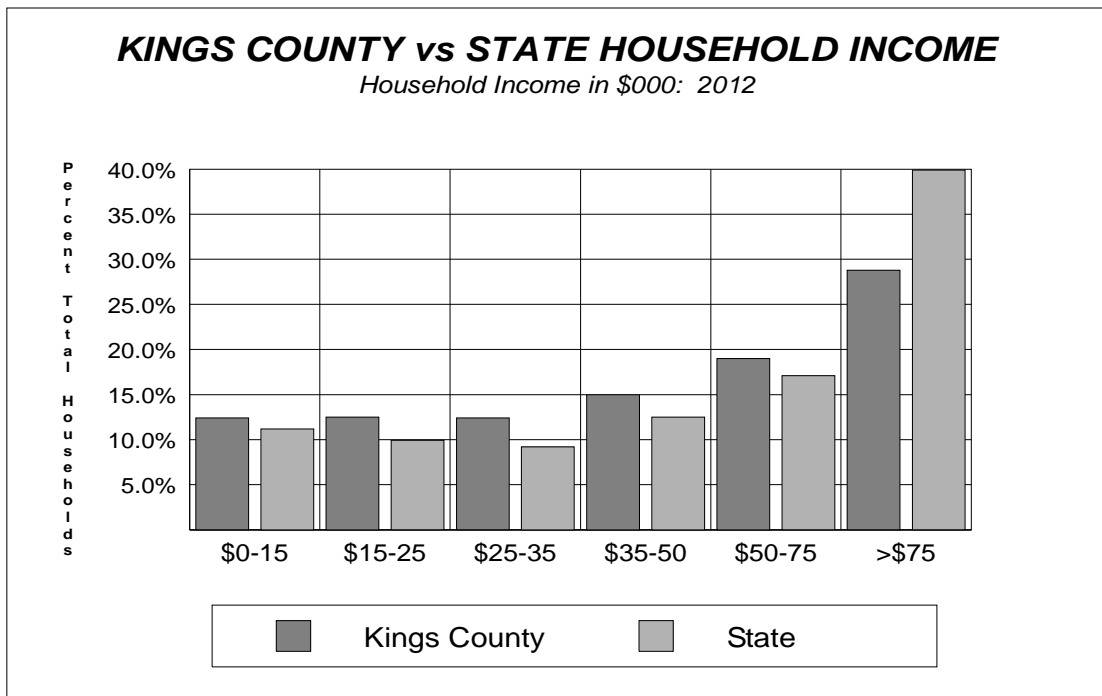
Source: California Economic Development Department

FIGURE 2-8



Source: California Economic Development Department

FIGURE 2-9



Source: 2010-2012 American Community Survey, Selected Economic Characteristics

FIGURE 2-10

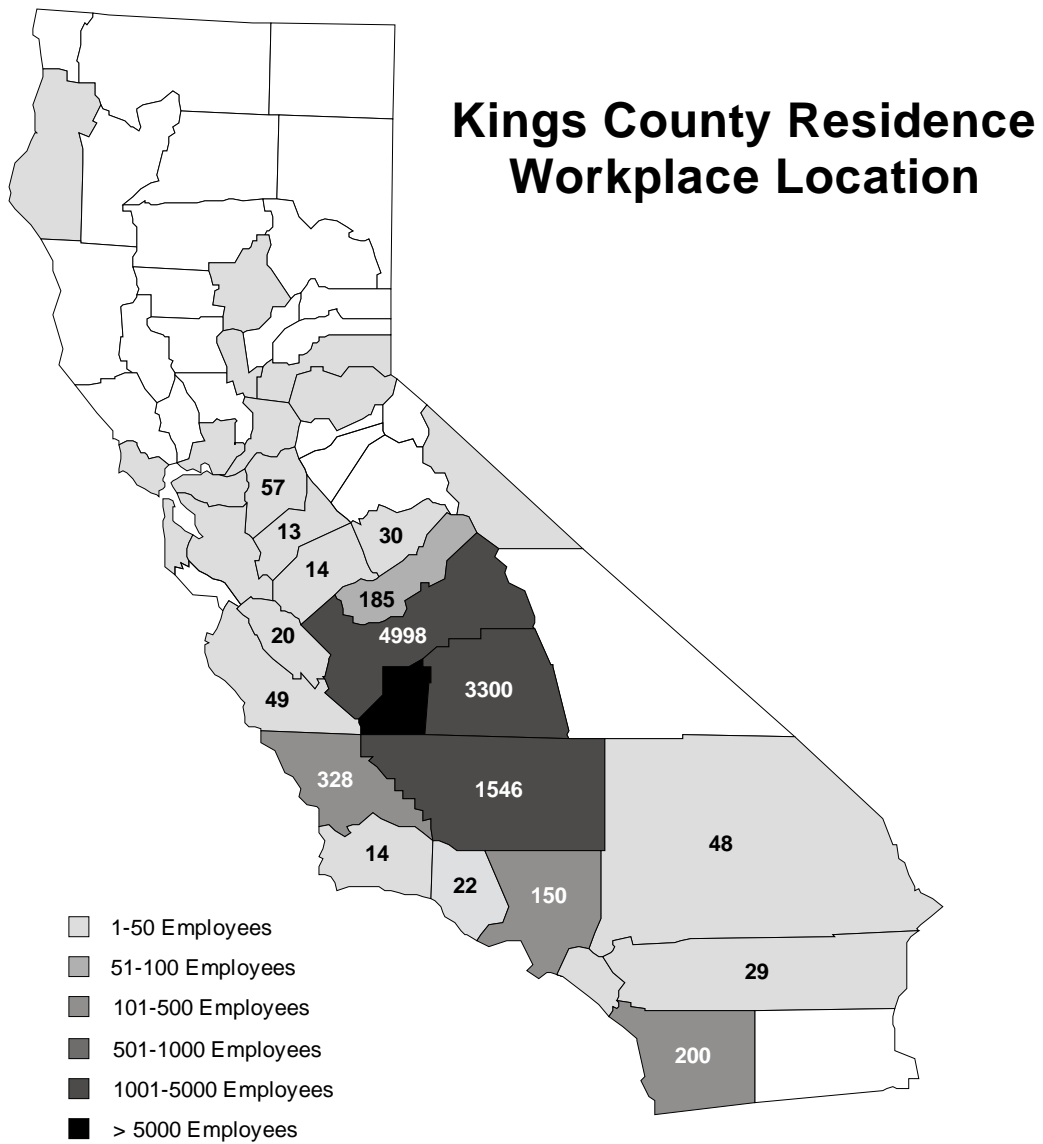
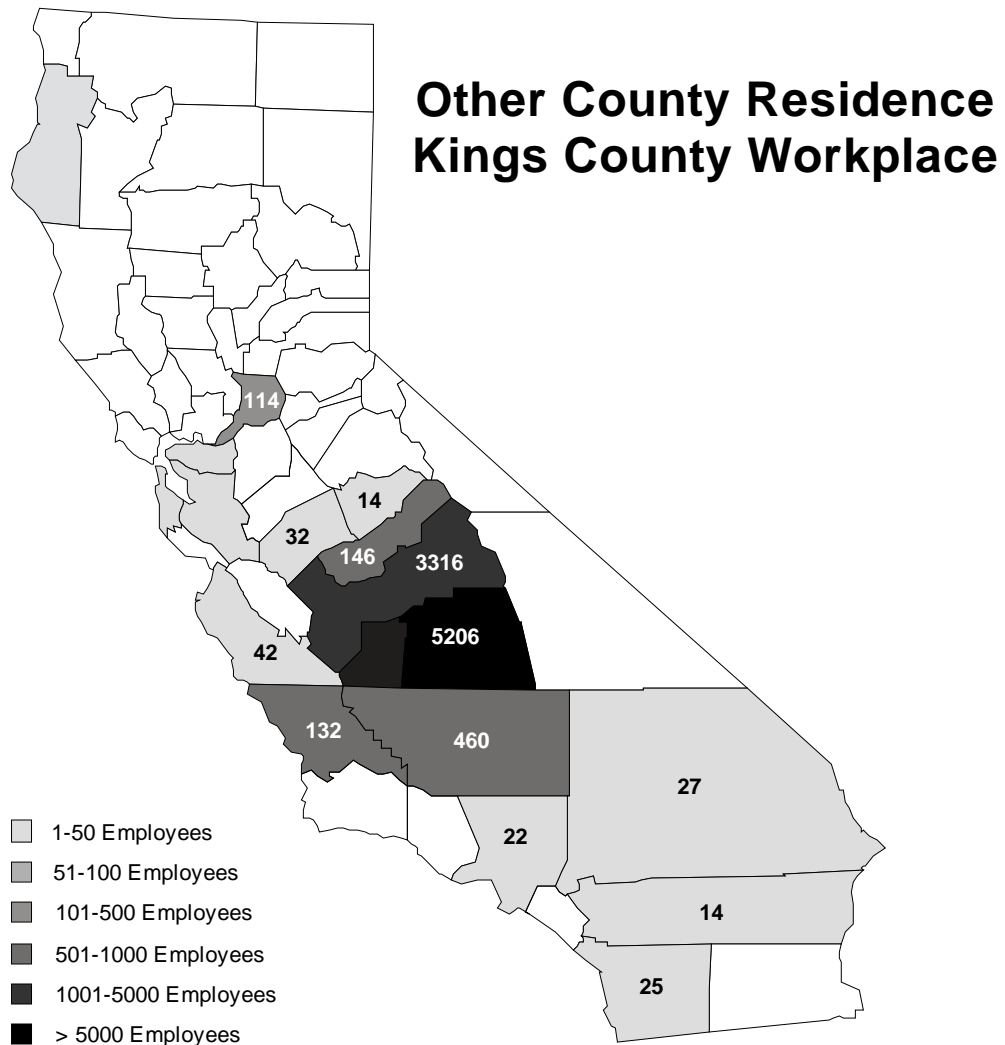


FIGURE 2-11



C. PRINCIPAL LAND USE POLICIES AND ASSUMPTIONS

1. Adopted city and county general plans will continue to direct growth in the region. The following are significant long-term land use policies of city and county general plans. All are based on the premise that development must be contained in those areas where urban services are most readily available. The idea is to lessen public service costs, while slowing the conversion of prime farmland to urban uses. As a whole, these policies will help Kings County maintain its present pattern of development long into the future as a vast expanse of prime farmland with several articulated urban concentrations along state routes.

a. Avenal General Plan

Maintain a growing community that will focus on urban infill and upgrading of its existing urbanized lands. Increase overall residential densities in the city so as to require less urbanization of surrounding agricultural lands.

b. Corcoran Area General Plan

An urban form should be maintained that is compatible with an agricultural setting by accommodating new development within the corporate city limits and encouraging infilling of vacant areas.

c. Hanford General Plan

Guide urban development toward vacant or under-used land within the urbanized area and direct new growth toward contiguous lands to protect agricultural lands and other open spaces used for the managed production of resources from premature urban development.

d. Lemoore General Plan

Promote compact urban growth by providing and maintaining a quantitative balance between various types of land uses. Encourage development of vacant sites by assigning land uses for them based on their locational potential.

Preserve prime farmland while allowing optimum community expansion by encouraging compact urban growth and only selectively allow large lot developments on prime farmlands.

Encourage residential infill on vacant land within developed areas and where adequate infrastructure already exists.

e. Kings County General Plan

The County shall promote the orderly growth of housing along public utility lines and encouraging the infilling of vacant bypassed land within the urban areas in preference to outward expansion.

Require new development in city fringe areas to annex to the city or community services district that provides services. Encourage existing fringe area development to annex to the city or community services district that is providing service.

Require urban growth to be contiguous to existing urban development and to annex to a city or community services district.

f. Urban Service Areas Policy Plan

Promote the orderly growth of Kings County's urban areas by directing new development into incorporated cities where services are provided.

Ensure that growth in unincorporated communities is coordinated with general plan and special district's improvement programs and capabilities.

Prevent haphazard, sprawling, or "leapfrog" growth by infilling vacant or under-utilized lots within the community fringes.

2. As the general plans will guide urban growth into compact, land-sparing configurations, the proportion of persons living in urban and incorporated areas will continue to increase.

FIGURE 2-12

**KINGS COUNTY URBAN POPULATION CHANGE
1960 - 1980 – 1990 - 2010**

| CATEGORY | 1960 | | 1980 | | 1990 | | 2000 | | 2010 | |
|----------------|---------------|-------------|---------------|-------------|----------------|-------------|----------------|-------------|----------------|-------------|
| | POP | % | POP. | % | POP. | % | POP. | % | POP. | % |
| Rural Farm | 2,666 | 5.3% | 4,659 | 6.3% | 2,679 | 2.6% | 2,520 | 1.9% | N/A | N/A |
| Rural Non-Farm | 26,471 | 53.0% | 20,084 | 27.2% | 28,241 | 27.8% | 14,441 | 11.2% | 16,601 | 10.9% |
| Urban | 20,817 | 41.7% | 48,995 | 66.4% | 70,549 | 69.5% | 112,500 | 86.9% | 136,381 | 89.1% |
| TOTAL | 49,954 | 100% | 73,738 | 100% | 101,469 | 100% | 129,461 | 100% | 152,982 | 100% |

Source: 2000 U.S. Census

Notes:

Rural Non-Farm = Unincorporated areas near cities, and rural towns of less than 2,500 persons.

Urban = A community of 2,500 or more persons.

2010 Census did not define Rural as with previous years.

III. SUMMARY OF TRANSPORTATION PLANNING AND PROGRAMMING ISSUES

- A. The chief interest of KCAG is to ensure that transportation decisions, whether they are made at the local, state, or federal level, reflect Kings County area public interests. In terms of state-level decisions, KCAG is aware that rural RTPAs are often overlooked when state officials decide where transportation dollars will be spent. Most of the money goes to northern and southern population centers where the greatest demand exists because of large populations and high densities. Kings and other rural counties are unable to demonstrate as high a degree of urgency (congestion) or political momentum for transportation improvements. Nevertheless, through this document, KCAG intends to make a strong argument for its fair share of the state transportation budget. An overriding goal in Kings County is to see that state revenues are more equitably distributed among the counties.
- B. In seeking to represent itself, KCAG follows all procedural and administrative responsibilities and duties required of RTPAs. KCAG conducts monthly public meetings through its Transportation Policy Committee and Technical Advisory Committee; holds citizen advisory meetings; works with Caltrans District 6 staff on all types of transportation planning projects and the San Joaquin Valley Air Pollution Control District (SJVAPCD) on air quality and transportation issues; and prepares and maintains the Regional Transportation Plan, the

Regional Transportation Improvement Program (RTIP) and the Federal Transportation Improvement Program (FTIP). KCAG must consider a number of factors when it prepares RTPs. The following is a summary of these factors and KCAG's responses:

- Public Involvement. KCAG must provide citizens and interested parties a reasonable opportunity to participate in the development of, and comment on, the RTP prior to its adoption. The public and interested parties were informed about the development of the 2014 RTP through notices in local newspapers and public hearings before the KCAG Transportation Policy Committee. The RTP was also reviewed by the KCAG Social Services Transportation Advisory Council. Copies of the 2014 RTP were also distributed and advertised in local newspapers as available at all branches of the Kings County Library for review and comment.
 - Coordination. KCAG must coordinate its transportation planning with transportation providers, air districts, local planning agencies, Caltrans, and adjoining RTPAs. KCAG, in conjunction with seven other RTPAs, two Caltrans Districts, and the San Joaquin Valley Air Pollution Control District has entered into a memorandum of understanding to ensure maximum compatibility in air quality, transportation planning, and project implementation. These agencies meet quarterly to discuss transportation and air quality issues affecting the Valley and work cooperatively on projects of Valleywide significance. Transit providers are involved in the transportation planning process through participation in Social Services Transportation Advisory Council meetings and the development of transit plans prepared by KCAG. The air quality conformity assessment of the 2014 RTP with the State Implementation Plan for Air Quality was conducted by KCAG, Federal Highway Administration, Federal Transit Administration, Environmental Protection Agency, San Joaquin Valley Air Pollution Control District, and Regional Transportation Planning Agencies within the San Joaquin Valley. The Santa Rosa Rancheria Tachi Tribe is a member of the KCAG Technical Advisory Committee that reviews plans and programs and provides comments.
 - Planning Assumptions and Forecasts. RTPAs are encouraged to use projections of future population, housing, employment, and land use based upon available data and accepted forecasting methodologies. The population forecasts used by KCAG in developing the 2014 RTP were prepared for the San Joaquin Valley Metropolitan Planning Organizations by The Planning Center. Future housing, land use, and employment projections are based on information provided by the Employment Development Department and the general plans of the cities and the county. Revenue and expenditure projections are based either on current levels or based on a trend analysis of previous year levels. Transportation growth forecasts are based on information provided by Caltrans and Census information.
 - Planning Analysis. RTPAs are encouraged to develop and evaluate transportation improvements on a corridor, subregional, or regional basis, considering alternative modes and combinations of modes and to integrate social, economic and environmental considerations in the planning analysis. KCAG has reviewed numerous relevant plans during the development of the 2014 RTP (Itemized in Chapter 1). Transportation Systems Management strategies have been evaluated within the RTP to develop transportation improvements on each corridor. Transportation improvements to meet air quality conformity requirements are included within the RTP and will be highlighted in the conformity assessment documentation.
- C. Because revenues needed to build and maintain Kings County's streets and roads fall short of the costs, this Regional Transportation Plan looks at ways to garner more dollars for road improvements.