



# Introduction

## Welcome

Thank you for your interest in The Fullerton Plan. This document serves as Fullerton's General Plan pursuant to State law, but goes beyond California's General Plan Guidelines. The Fullerton Plan serves as a City governance tool focused on achieving The Fullerton Vision by aligning City efforts, reaching out to partners in Fullerton and the region, and engaging the Fullerton community.

**Fullerton is a place.** It is a setting for the lives and livelihoods of people who live and work here; for people who play, worship, learn, and shop here. It affects where people go and how they get there. **The place shapes the people of Fullerton and their quality of life.**

**Fullerton is a community of people.** It is a combination of many smaller communities that its people create, associate with, and influence in the course of their everyday lives. **The people shape the place of Fullerton and the quality of life it provides.**

Quality of life of people and place is most significantly impacted when people come together and define a vision for a collective future, as they did to create The Fullerton Vision. But a vision without a plan is just a dream. The people of Fullerton have a plan to fulfill the vision. It is The Fullerton Plan.



This Introduction has three parts:

- **The Structure of The Fullerton Plan** - An overview of the organizing principles behind The Fullerton Plan.
- **The Legal Basis for The Fullerton Plan** - A summary of how The Fullerton Plan is rooted in State law.
- **The Community-Based Foundations of The Fullerton Plan** - A description of the efforts that resulted in The Fullerton Plan.



## The Structure of The Fullerton Plan

### Construction of The Fullerton Plan

The Fullerton Plan, as Fullerton’s General Plan, is the City’s fundamental governance document that guides decision-making, actions, programs, and crafting of more specific policies. It embodies community values and sets general direction for achieving The Fullerton Vision. The topics it addresses are wide-ranging, influencing many aspects of Fullerton.

The Fullerton Plan views Fullerton as a built place, a local economy, a community of people, and a part of the natural environment. Thus, Part II of The Fullerton Plan is organized into four Master Elements:



#### The Fullerton Built Environment



#### The Fullerton Economy



#### The Fullerton Community



#### The Fullerton Natural Environment

Each Chapter, or Element, within the four Master Elements addresses a particular topic and contains at least one goal and multiple policies. Actions related to the goals are identified in Part III of The Fullerton Plan – The Fullerton Implementation Strategy.

**Goals** are general statements of aspiration or intent to achieve a desired condition that serves as an endpoint and may be attainable.

**Policies** are specific statements that provide a directive or framework for City decision-making that directly contribute to the attainment of the goal. Policies have been written utilizing versions of the same sentence construction. All policies begin with an applicable version of “Support efforts, projects, programs, policies, and regulations...”

Taken together as a comprehensive decision-making framework, the policies of The Fullerton Plan provide both a

“yard-stick” by which actions are taken and measured and a governance tool to ensure accountability of those taking the actions back to The Fullerton Vision.

Further, State law requires a General Plan to be internally consistent, meaning no one policy can conflict with another. This approach is also inherently sustainable as policies at least have to be neutral to one another, if not supportive, across the Elements.

In practice, this means that as a Commission, Committee, or the City Council is reviewing a request, the decision-making body identifies the nature of the item, for example the consideration of a new project. The decision-making body then identifies all policies applicable to the consideration of a project, verifies that the project is consistent with the relevant policies and is at least neutral to – or not in conflict with – the rest. The decision-making body then uses this finding of General Plan consistency as a basis for their action.

Four policies are applicable to all twenty-six Goals of The Fullerton Plan and they are listed below, rather than being repeated throughout all the Elements. As overarching policies, they are part of the adopted decision-making framework of The Fullerton Plan:

#### Overarching Policies

- OAP1.** Comply with State and Federal laws and regulations while maintaining local control in decision-making.
- OAP2.** Pursue Federal, State and local funding options to support implementation of The Fullerton Plan.
- OAP3.** Leverage the advantages and advances of technology.
- OAP4.** Seek opportunities for increased efficiency and effectiveness.

**Actions** are specific implementation steps, to be led by the City, that will contribute to the attainment of the goal within specific timeframes. Part III of The Fullerton Plan, and thus the City Council, establishes a list of short-term actions to be completed within three to five years of adoption of The Fullerton Plan. The City Departments with the Lead and Secondary responsibilities for accomplishing the action are also identified. New short-term actions plans will be subsequently established by the City Council during their regular priority setting process outlined in Part III.

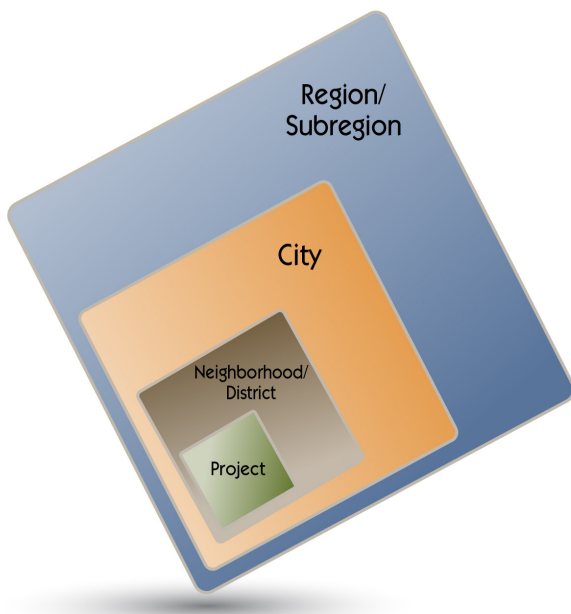


## Geography of The Fullerton Plan

### The Fullerton Plan provides guidance for four levels of geography, from the region to the individual project level.

It also looks outward to Orange County, Southern California, and beyond in order to stay abreast of larger currents affecting Fullerton and to provide leadership in regional matters. It also looks inward at the City of Fullerton as a whole, its districts and neighborhoods, and individual projects as three arenas where implementation of The Fullerton Plan occurs.

Thus, policies and actions in The Fullerton Plan are organized into four geographic levels. The City plays different roles in these different geographic levels, as follows:



- **Region/Subregion Level** – For matters affecting Fullerton that extend beyond its borders, the City communicates and coordinates with neighboring cities or other jurisdictions operating within North Orange County, Orange County or Southern California.
- **City Level** – Within Fullerton’s borders, the City makes decisions within its jurisdiction about activities that affect the public interest, partners with other public agencies and private sector entities, and develops plans, programs and policies that will be carried out citywide.
- **Neighborhood/District Level** – Districts and Neighborhoods are areas within Fullerton with their own distinct identities within the context of the larger Fullerton community. They lend themselves to the formation of community-based groups that seek to improve or maintain these areas. The City can enhance districts within Fullerton by working with these groups, guiding development, directly making physical improvements and carrying out programs. At the neighborhood level, the City plays a similar role with an emphasis on maintaining and enhancing neighborhood character. While districts and neighborhoods have their own identities, the individual districts and neighborhoods are interconnected physically, economically and socially. The City initiates and supports efforts in these areas within the context of the Fullerton community as a whole.
- **Project Level** – A project is an undertaking that changes the built environment. Often it is an individual proposal for development that the City reviews for compliance with policies and regulations. As part of this review, the City considers the project’s possible environmental impacts, and impacts on public infrastructure such as streets and parks. The City also carries out projects of its own, such as construction of public facilities—sometimes in partnership with a private entity or another public agency such as a school district.



## The Legal Basis for The Fullerton Plan

The Fullerton Plan was adopted in compliance with the requirements of California Government Code Section 65300 *et seq.* The Fullerton Plan is a legal document and much of its content is established by statutory requirements relating to background data, analysis, maps and exhibits. The legal adequacy of The Fullerton Plan is significant, since many City actions and programs are required to be consistent with The Fullerton Plan. As the City's General Plan, The Fullerton Plan provides a consistent framework for decision-making and reflects local physical, economic and demographic characteristics.

### General Plan Elements

State law requires that General Plans address the seven topics (referred to as "Elements") of land use, circulation, housing, open space, conservation, safety and noise (California Government Code Section 65302). A General Plan may also include other topics of local interest, as chosen by the local jurisdiction (California Government Code Section 65303).

A local jurisdiction may adopt a General Plan in the format that best fits its unique circumstances (California Government Code Section 65300.5). The City of Fullerton has chosen to adopt a General Plan that includes multiple optional Elements (referred to as "Chapters") targeted at addressing the unique planning needs of the City. Under State statute, these Elements carry the same weight of law as those that are legally mandated.

Table 1 provides a matrix which shows how The Fullerton Plan Chapters correspond to and fulfill the legally-required General Plan Elements.

### Environmental Review

The California Environmental Quality Act (CEQA) requires all local and State governmental agencies to consider the environmental consequences of projects over which they have discretionary authority. The State CEQA Statutes, Section 21065, define a project as "an activity which may cause either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment." Therefore, the City of Fullerton, as the lead agency was required to prepare and certify an Environmental Impact Report (EIR) for The Fullerton Plan.





The Fullerton Plan EIR is a public document that assesses the overall environmental effects of The Fullerton Plan at a program level of detail and indicates ways to reduce or avoid possible environmental damage. The Program EIR generally analyzes the broad environmental effects of The Fullerton Plan, and provides a baseline against which future projects implemented are evaluated. Where subsequent CEQA documentation is required for a future project, the City must implement the applicable mitigation measures developed in the Program EIR, and focus its analysis on site-specific issues that cannot otherwise be addressed at a program or policy level of analysis. The Program EIR is to be used as a companion document with The Fullerton Plan.

The Fullerton Plan identifies twelve geographic focus areas in the City within which to concentrate potential change through future community-based planning efforts. Future planning efforts and plans for these areas would be reviewed for consistency with The Fullerton Plan and The Fullerton Plan Program EIR in order to determine the level of additional environmental review that may be necessary.

In order to minimize the need to reanalyze a series of projects related to The Fullerton Plan, CEQA and the State CEQA Guidelines encourage using a General Plan EIR to address subsequent discretionary projects, such as adopting zoning ordinances and specific plans and approving capital improvement or development projects that are consistent with the General Plan. This streamlined approach to environmental review is commonly called "tiering" (CEQA Guidelines §15152). By using a tiered approach, the environmental review for a subsequent project can be limited to those project-specific significant effects that either were not examined or not examined fully in The Fullerton Plan Program EIR. Later activities that



**Table 1: General Plan Elements in The Fullerton Plan**

	GENERAL PLAN ELEMENTS REQUIRED BY STATE LAW							Optional Elements
	Land Use	Circulation	Housing	Conservation	Open Space	Noise	Safety	
 <b>The Fullerton Built Environment</b>								
Chapter 1: Community Development & Design	■							■
Chapter 2: Housing			■					
Chapter 3: Historic Preservation				■				■
Chapter 4: Mobility		■						
Chapter 5: Bicycle		■						■
Chapter 6: Growth Management								■
Chapter 7: Noise						■		
 <b>The Fullerton Economy</b>								
Chapter 8: Economic Development								■
Chapter 9: Revitalization								■
 <b>The Fullerton Community</b>								
Chapter 10: Public Safety							■	
Chapter 11: Public Health								■
Chapter 12: Parks and Recreation								■
Chapter 13: Arts and Culture								■
Chapter 14: Education								■
Chapter 15: Community Involvement								■
 <b>The Fullerton Natural Environment</b>								
Chapter 16: Water				■				■
Chapter 17: Air Quality and Climate Change				■				■
Chapter 18: Integrated Waste Management				■				■
Chapter 19: Open Space and Natural Resources				■	■			
Chapter 20: Natural Hazards							■	



have been described adequately under The Fullerton Plan Program EIR will not require additional environmental documents. When necessary, new environmental documents, such as a subsequent or supplemental EIR or a negative declaration, will focus on the project-specific impacts of later activities, filling in the information and analysis missing from The Fullerton Plan Program EIR. Similarly CEQA offers the ability for projects that are consistent with the development density established by General Plan policies for which an EIR was certified to evaluate only project-specific significant effects particular to the project or its site (CEQA Guidelines §15183).

## The Community-Based Foundations of The Fullerton Plan

The Fullerton Plan was developed through a process involving extensive community outreach, working sessions with City staff and department heads, meetings with the City's various Commissions and Committees, and dialogue with the City Council and citizen-based General Plan Advisory Committee. Direction, guidance, comments and feedback from these groups informed the development of The Fullerton Vision and the goals, policies and actions of The Fullerton Plan.

Following is an outline of community involvement in development of The Fullerton Plan. Phases I, II and III below describe the community outreach activities that were conducted throughout the development of The Fullerton Plan. Notes from these activities can be found in Appendix J.

### *Phase I - The Fullerton Plan Initiation and Education*

- **General Plan Advisory Committee.** The 15-member committee was appointed by the City Council in 2007 to review the current General Plan with the goal of providing the City's decision makers with policy recommendations that support the desired vision for the future. The General Plan Advisory Committee (GPAC) provided recommendations to the City Council throughout the development of The Fullerton Plan. The GPAC met a total of 30 times between March 26, 2007 and June 27, 2011.
- **General Plan Educational Program Series.** In April 2007, two community meetings were held to acquaint community members with the development of The Fullerton Plan. The meetings presented basic background information, schedule, and purpose and allowed community members to ask questions.
- **Virtual Fullerton Community Open House.** Community members attended an interactive Community Open House on May 21, 2007. The Open House provided an introduction to the General Plan and the process of updating the General Plan, as well as an opportunity to get to know the General Plan project team.
- **Public Agency Forum.** The Public Agency Forum was held in August 2007 and included participants from local, regional and state public agencies. The forum identified potential issues, opportunities, and other critical information to be considered in the development of The Fullerton Plan.

### *Phase II - Community Visioning*

- **Focused Future Visioning Charrettes.** Six visioning charrettes were held between June and August 2007. Approximately 105 community members attended one or more of these workshops to share their ideas about the future of their city. During these charrettes, participants were asked to identify Fullerton's treasures and challenges, as well as their visions for the future of the City.
- **Youth Visioning Workshops.** Four youth visioning workshops were held during the summer of 2007. Participants in the first youth workshop were high school students from the Fullerton Library Teen Advisory Committee. The second workshop was conducted with youth ages 12 through 15 from the City's Teen Scene program. Participants in the third



and fourth workshops were from the Boys and Girls Club. The third workshop was designed for youth ages 11 to 13 and the fourth was designed for youth ages 14 to 17. At each of the youth visioning workshops, participants identified the treasures and challenges in Fullerton, as well as their visions for the future of the City.

- **Telephone Survey.** The Social Science Research Center at Cal State Fullerton assisted the City in obtaining additional input on various topics through a scientific telephone survey in the spring of 2008. Surveys were administered to 475 randomly-selected residents in Spanish and English. Survey respondents were asked up to 94 questions to assess the most valued aspects of the city, perceptions regarding its challenges and problems, satisfaction with city services, the perceived importance of and satisfaction with a variety of city attributes, the perceived contribution of these attributes to the quality of life, and basic demographic information. The survey results can be found in Appendix K.
- **Online Survey.** An online survey was accessible from the General Plan Update website. The survey garnered input from those who were unable to attend the Visioning Workshop and Open House. It asked participants to list Fullerton's treasures and challenges, and their visions for the future.
- **Roadshow Presentations.** Presentations were made to a number of community groups and organizations, including the Rotary Club, the Chamber of Commerce and Fullerton Collaborative.
- **Commission and Committee Meetings.** Presentations were made to key City Committees and Commissions including the Parks and Recreation Commission, the Transportation and Circulation Commission, the Sports Field Users' Committee and the Bicycle Users' Subcommittee to encourage the contribution of more ideas to the Visioning process.
- **Visioning Open House.** In August 2007, a Visioning Open House was held to show the community the results of the Visioning Charrettes and to receive further input from the community.
- **Neighborhood Meetings.** Fifteen presentations and meetings were held between October 2007 and November 2007 to engage community residents in expressing the issues, concerns and ideas that are important to their neighborhood. Meetings were held in different venues throughout the City.



*Community members draft a vision statement for Fullerton at a Visioning Charrette.*



*Youth visioning participants work on a mind-mapping exercise to identify important components of Fullerton.*



*A community member presents her group's draft vision statement during a Visioning Charrette.*



- **Land Use Futures Open House.** In October 2008, community members participated in an open house to review the draft Focus Areas. Community members commented on the boundaries of the Focus Areas and identified additional areas for consideration.
- **General Plan Advisory Committee Meetings.** Over 20 General Plan Advisory Committee meetings were held from March 2007 to April 2009. The meetings involved open discussion on the intended vision for the future of Fullerton. The General Plan Advisory Committee reviewed the Draft Visioning Report, which contained the main themes that had been expressed most during the outreach process, and words identified as important by the public. The meetings resulted in the development of The Fullerton Vision.
- **Planning Commission Meeting.** The Planning Commission reviewed and recommended The Fullerton Vision and Focus Areas for approval in January 2009.
- **City Council Meeting.** The City Council reviewed and approved The Fullerton Vision and Focus Areas in February 2009.

### *Phase III - The Fullerton Plan Development*

- **City Council Meetings.** The City Council reviewed and approved the outline for The Fullerton Plan in August 2009.
- **General Plan Advisory Committee Meetings.** The General Plan Advisory Committee reviewed the Administrative Draft of The Fullerton Plan, exclusive of Appendices, and provided input on the goals, policies and actions. The Committee approved the Administrative Draft of The Fullerton Plan and its conversion to the Public Review Draft for review and consideration by the public, the City's committees and commissions, Planning Commission and City Council on June 27, 2011.
- **Commission and Committee Meetings.** During the months of September and October 2011, the following Commissions, Committees and Boards reviewed the portions of a working draft of the Public Review Draft relevant to the role of each group. The Commissions, Committees and Boards provided feedback on the relevant policies and actions as well as the process for implementing The Fullerton Plan at the Commission, Committee and Board level. Input received during this process has been incorporated into the Public Review Draft. The Commissions, Committees and Boards were as follows:
  - Bicycle Users Subcommittee
  - Citizens' Infrastructure Review Committee
  - Energy and Resource Management Committee
  - Fullerton Museum Center Board
  - Library Board
  - Parks and Recreation Commission
  - Redevelopment Design Review Committee
  - Technology Working Group
  - Transportation and Circulation Commission
- **Planning Commission Meeting.** The Planning Commission reviewed and recommended adoption of The Fullerton Plan in its entirety on April 25, 2012.
- **City Council Meeting.** The Fullerton Plan was adopted by the City Council on May 1, 2012.