

City of Fullerton General Plan
INTRODUCTION

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INTRODUCTION

1 PURPOSE OF THE GENERAL PLAN

California State law requires each city to adopt a comprehensive, long-range plan for its physical development. Planners, elected officials and the community use the General Plan to guide future land use decisions. The full complexity of issues addressed in the General Plan often becomes evident in reaching decisions on the approval, conditional approval or rejection of a development project. In essence, a city's General Plan serves as the blueprint for future growth and development.

As a blueprint for the future, a general plan provides the following:

- Statements of the values, characteristics and qualities to be respected in shaping the community's future;
- Goals, policies and programs designed to achieve the envisioned future;
- Opportunities for the community to participate in the planning and implementation process.

This is the Fullerton General Plan.

2 1994 GENERAL PLAN UPDATE

The 1994 General Plan and accompanying Environmental Impact Report is the product of over two years of public input and technical analysis, beginning in September, 1991.

While drawing upon the City's 1981 General Plan, the 1994 Update goes beyond its predecessor to address a variety of contemporary issues and concerns and to satisfy various state and regional mandates. Chief among these is the direct correlation between land use, population growth, and traffic capacity as well as a greater focus on historic preservation and regional issues such as air quality and waste management. The philosophy of this approach is that planning for the City's future is a continuous process of refining direction built on past accomplishments, rather than periodically abandoning past direction and starting all over.

Public input during the update process came from over 30 workshops and public hearings, many of them held before the City's various Committees and Commissions, in addition to the City Council. City groups involved included the Planning, Community Services, and Transportation Commissions, the Redevelopment Design Review Committee, the Energy and Resource Management Committee, the Airport Noise and Safety Committee, the Airport Users' Task Force, the Bicycle Users' Subcommittee and the Library Board. Several neighborhood workshops were also held. Private entities involved included the Fullerton Chamber of Commerce as well as other local businesses and community concerns.

The process was augmented by a number of written products which were used to record and facilitate discussions with city department heads, citizens, advisory commissions, the Planning Commission and the City Council. Major products of this process, listed below, are on file with the City Development Services Department.

- *1981 General Plan Revisions, final document dated May 18, 1992.* This document presents the results of the initial phase of the update, which included a series of seven meetings with various groups to consider refinements to the 1981 Plan's Goals, Policies and Programs. The main idea was to quickly assess what had been working well and what had not, with a focus on developing replacement policies for those deemed no longer applicable or workable.
- *Issue Papers, May 15, 1992.* Nine discussion sessions held over a period of three months resulted in this compendium of key issues for General Plan attention. Responses to these issues became major ingredients in fashioning new policies and developing land use alternatives.
- *Creating a City Land Use Map: Land Use Alternatives and Technical Analysis, November, 1992.* Over a period of more than four months, some 16 meetings were held to explore various options for future buildout of the City. This document details land use development levels under each alternative and discusses at some length the circulation system implications of each one.

The following three basic alternatives (A-C) were considered:

Alternative A: continuation of historical development trends and intensities, with provisions for moderate intensification in selected areas;

Alternative B: a development project alternative based on Alternative A which included a number of site-specific development options for selected areas, and

Alternative C: an intensified version of Alternative A to test impacts of higher intensity commercial and industrial uses on the City's transportation system and fiscal condition.

- *Creating a City Land Use Map: Land Use Alternatives and Technical Analysis, May 18, 1993.* This later version of the November, 1992 document was developed for consideration by the City Council to endorse Alternative A as the basis for completing the Draft General Plan. The document contained additional analysis and pointed to selected key issues to guide Council discussion and enable them to make a decision. Land use, transportation and fiscal analysis were covered. Input from the various advisory commissions and public workshops was summarized.
- *Technical Addendum to the City Council Workbook, May 18, 1993.* This Addendum contained a number of technical appendices to the main document, providing more detailed information for those who wished to explore the background for the major conclusions in the Council Workbook.

2.1 Land Use Alternatives

The land use alternatives were developed first by identifying and developing policies for areas which needed special land use policy attention. These "Focus Area" policies were then revised during a series of public workshops. Among the Focus Areas were

three proposed additional historic preservation areas and one proposed additional scenic highway segment.

Concurrent with the Focus Areas meetings, a series of workshops were held to get property owner input on areas where the General Plan and Zoning Ordinance call for different land uses. Approximately 500 individual parcels were at issue, comprising approximately 90 contiguous property areas. Following the neighborhood workshops, recommendations were developed to resolve approximately half of these inconsistencies.

Using information gathered at the Focus Area and inconsistency workshops, Staff and the consultant team identified remaining development options throughout the City and created three future land use growth scenarios representing varying levels of commercial and industrial development at buildout. Each scenario incorporated the Focus Area policies as well as Staff recommendations for areas where the General Plan and Zoning Ordinance call for different uses (see Section 4.6 of the Land Use Element). Following further review of the alternatives by the Planning and Transportation Commissions and the public, a “preferred” alternative was selected.

The goal behind drafting the alternatives was not to make dramatic changes in the City's existing land use plan, but rather to quantify remaining development in a way that could be correlated to the traffic system while at the same time “fine tuning” the plan by incorporating the Focus Area policies and by testing various project-specific options. The ultimate outcome was a coordinated land use/traffic package that implements desired land use policies while ensuring future land use growth can be accommodated by the circulation system.

3 CONTENT AND ORGANIZATION

The Fullerton General Plan is comprised of the Plan itself and the supporting Environmental Impact Report document. Supporting technical information is included in both the Technical Appendix and Environmental Impact Report.

General Plan content is prescribed by California Government Code. The following seven topic areas must be considered in detail:

- Land Use
- Circulation
- Housing
- Open Space
- Conservation
- Safety
- Noise

State Law Mandates

In addition, regional mandates require the following issues be addressed:

- Air Quality
- Growth Management
- Waste Management

Regional Mandates

Most regional mandates are addressed in the Regional Coordination Element.

The following optional topic areas are also included in the Fullerton General Plan:

- Community Services
- Implementation and Public Participation

Locally Optioned Elements

The Plan is organized in Elements, corresponding to the topics described above as shown in Table I-1. Each Element contains appropriate background information, a discussion of the applicable issues, a statement of goals and their intent, and policies and programs implementing the goals.

TABLE I-1 FULLERTON GENERAL PLAN ORGANIZATION	
General Plan Element/Section	Relation to State/Regional Requirements
Element I: VISION STATEMENT	
Element II: LAND USE	
Land Use	Land Use (State Law)
Element III: CIRCULATION	
Circulation	Circulation (State Law) Growth Management (Regional) Congestion Management (Regional)
Element IV: HOUSING	
Housing	Housing (State Law)
Element V: RESOURCE MANAGEMENT	
Natural Resources	Open Space (State Law)
Historic Resources	Conservation (State Law)
Open Space	Open Space (State Law)
Parks/Recreation	(Optional)
Scenic Corridor/Rural Streets	(Optional)
Element VI: COMMUNITY HEALTH AND SAFETY	
Police/Fire	Safety (State Law)
Airport Safety	Safety (State Law)
Noise	Noise (State Law)
Seismic Safety/Hazardous Structures	Safety (State Law)
Water, Sewer, Storm Drain/Flood	Safety (State Law)
Element VII: COMMUNITY SERVICES	
Social Services, Recreational Programs	(Optional)
Cultural Opportunities	
Library Services	
Element VIII: REGIONAL COORDINATION	
Air Quality	Air Quality (Regional)
Solid Waste Management	Waste Management (Regional)
Hazardous Waste Management	Hazardous Waste Management (Regional)
Element IX: IMPLEMENTATION	
Implementation	(Optional)
Public Participation	(Optional)

3.1 Overview of the Elements

The General Plan contains nine elements. Each is summarized below.

The **Vision Statement** provides a foundation for implementing the General Plan by stating the qualities, values and characteristics which the City wishes to preserve, enhance and create. It declares a commitment to a quality of living that substantially exceeds what may otherwise occur. It is appropriate to think of the Vision Statement as an overall statement of purpose for the General Plan.

The **Land Use Element** designates the general distribution and intensity of uses for housing, commercial, office, downtown mixed-use, industrial, open space and recreation, and public/quasi-public facilities and services. Program strategies are developed for Focus Areas where managed change is anticipated to occur.

The **Circulation Element** is consistent with the Land Use Element and identifies the general location and configuration of existing and future streets and roadways, alternative modes of transportation, and bicycle routes.

The **Resource Management Element** identifies the City's policies for preserving open space for natural resources, the managed production of resources, outdoor recreation, public health and safety, recreational trails, and scenic corridors. The Element also provides policies and programs to preserve the City's substantial historic resources. The Resource Management Element complies with the state requirements for both Open Space and Conservation Elements.

The **Community Health and Safety Element** identifies the City's policies for reducing and mitigating potential for natural and man-made hazards. Hazards addressed include geologic and seismic, flood, fire, and noise. The Element also satisfies the requirements of the state-mandated Noise and Safety elements.

The **Community Services Element** provides policies and programs relative to the provision of educational, recreational, municipal, library, and human services in the City.

The **Regional Coordination Element** provides policies and direction for addressing regional issues and coordinating planning with local, county and regional bodies. Growth, traffic management, air quality issues and waste management are addressed.

The **Implementation and Public Participation Element** identifies policies and programs to implement the General Plan and to educate and involve the public in the land use decision making process.

3.2 General Plan Artwork

The children's art in the General Plan focuses on the people and places of the community. It depicts a Fullerton-area child's viewpoint of his or her immediate world, and shows friends, families, and familiar surroundings.

The art was created through Fullerton School District's arts education program, **All the Arts for All the Kids**. The theme for the artwork was "Windows on Our Community." Each art lesson was motivated by learning and discussion about our community. In some cases children were asked to choose and depict one aspect of life in Fullerton. In other cases they were given drawing lessons and pictures of Fullerton's historic buildings. The art was chosen from a wide variety of classes. Some were comprised of children learning English as a second language, some were in the gifted program, some in alternative educational programs, and others were drawn from a "traditional" classroom environment.

All the Arts for All the Kids is an innovative arts education program which provides the opportunity for lessons in art, music, dance, and drama for each of the nearly 9000 kindergarten through sixth grade children in Fullerton School District's fourteen elementary schools. These lessons are taught by carefully selected artist/teachers who teach arts skills, use the arts as tools to actively involve children in learning about other subject areas, and often feature the artistic accomplishments of other cultures.

3.3 Goals, Policies and Programs

Each Element of the Fullerton General Plan contains goals, policies, and implementation programs which are designed to guide the various aspects of future land use, development and revitalization decisions into the twenty-first century. The goals, policies and implementation programs are organized as follows:

GOAL: A general statement describing a desired condition.

Example: A community with maximum feasible protection from noise hazards.

POLICY: Statement of commitment designed to guide future decisions in such a way that the General Plan goals will be achieved.

Example: The City will maintain noise level standards and will facilitate efforts of residents to obtain relief from excessive noise.

PROGRAM: An organized set of actions, tasks or projects which, when accomplished, satisfies the policy and upholds the commitment.

Example: Enforcement of building codes, zoning ordinances, and aircraft operating noise protection provisions.

References to applicable goals and policies are found throughout the plan in the right-hand margins.

3.4 Internal Consistency

The State of California requires the General Plan to be “an integrated, internally consistent and compatible statement of policies.” Accordingly, no conflict should exist among the Plan's various elements, and the implementation programs specified in each of the elements must be in conformance with and follow logically from their respective goals, policies and programs. Similarly, all background data as well as objectives and standards cited in the General Plan should be uniform and consistently utilized. References to other elements are noted whenever a topic is covered in more than one section of the General Plan.

4 IMPLEMENTATION

Taken together, the Goals, Policies and Programs of the General Plan provide an integrated program of complementary and mutually reinforcing actions designed to achieve the City's Vision Statement. The municipal and legislative structures designed to ensure the General Plan's success are discussed in the Implementation and Public Participation Element.

It should be realized that even though policy consistency may be achieved throughout the General Plan, conflict will not be eliminated. By its very nature, the General Plan is mandated to include a variety of competing expectations, each vying for priority and attention. The result is that some form of negotiated “balance” or “trade off” must occur between elements from situation to situation and from time to time. The belief that all expectations in the General Plan can be uniformly satisfied at any given period is idealistic, and may not be achievable.