

# *City of Fullerton General Plan*

# LAND USE

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# LAND USE

## I. INTRODUCTION

### 1.1 Purpose

The Land Use Element contains goals, policies, and implementation programs designed to shape the way new development will occur, as well as the ways existing resources will be preserved and/or revitalized. The Land Use Element has the broadest scope of the General Plan, since it regulates how land is to be utilized, and because most of the issues and policies of other plan elements are related to it in one way or another.

A key component of the Land Use Element is the Land Use Map, which depicts the location of the permitted type and density/intensity of all land uses within the City. Other components include a summary of existing land uses in the City, quantification of future buildout, discussion of focus areas, and the fundamental goals, policies and programs which provide the framework for land use planning and decision making in the City.

### 1.2 Overview

The Land Use Element consists of four major sections in addition to the Introduction:

- THE CITY section presents an overview of City history, defines the Fullerton Planning Area, and describes existing land use characteristics in the City by land use category.
- Land use issues are discussed in the ISSUES section of the Element, establishing the precedents upon which goals, policies, and programs are developed.
- The GOALS, POLICIES AND PROGRAMS section presents goals, policies, and programs on a citywide basis as well as specific direction for special Focus Areas.
- The LAND USE PLAN section outlines the principles behind formulation of the Plan, summarizes the land use changes in text and tabular format, and identifies population, dwelling unit and non-residential development potential at General Plan buildout. Land use designations of the Land Use Map are defined and standards of population density and building intensity for the various designations are stated.

## **2 THE CITY**

### **2.1 City History and Character**

The lands now occupied by the City of Fullerton were part of the land granted to Juan Pacifico Onteveros in 1837 by the Mexican Governor, Juan Alvarado. Some of this land was in turn purchased by Don Abel Stearns, a naturalized Mexican who was born in Massachusetts. Domingo Bastanchury, who was born in France and immigrated to California in 1860, began acquiring some of the land that had belonged to Stearns in the 1870s. He ultimately owned 1,200 acres south of Fullerton and 6,000 acres northwest of Fullerton. A few years before his death in 1909, Bastanchury sold a portion of his land to oil interests.

With ample supply of oil resources, people were drawn to northern Orange County. In the late 1880s George H. Fullerton helped bring rail lines to the area and, in 1887, George and Edward Amerige founded the City of Fullerton. The City was officially incorporated in 1904, becoming one of Orange County's first cities.

Originally, Fullerton was a rural community with an agricultural base and a small downtown. As Fullerton began to grow, a range of residential architectural styles were introduced. Pre-1900 Fullerton is represented by a small number of Colonial Revival and Late Victorian houses. Mission Revival and Craftsman Style houses were built during the turn of the century and through World War I. California Bungalows, Spanish Colonial Revival and Cottage styles were constructed during the 1920s for low- and moderate-income residents. Construction slowed down after the stock market crash until the late 1930s.

The modern City of Fullerton is a well-established, culturally diverse City of 121,456 (1994), located 22 miles southeast of Los Angeles in North Orange County. While primarily a residential community, the City also has significant industrial and commercial employment opportunities, and is home to five colleges and universities. City residents enjoy considerable open space and recreational opportunities, two multi-modal transportation facilities, and a variety of City services including full-service library and museum facilities and a bi-annual city newsletter. A demographic profile of the City is provided in the Housing Element.

Remaining development opportunities are found primarily in two unimproved, operating oil fields known as the Coyote Hills East and West. Both areas are covered by specific plans. Several infill sites are also available.

Due in large part to an active Redevelopment Agency, the City of Fullerton has preserved the architectural flavor of early California. Downtown Fullerton, characterized by various architectural styles, embraces a small-town atmosphere. Preservation efforts have been a focus in Fullerton for decades.

A description of Fullerton which fails to indicate how the City's citizens have shaped the community over the years would be incomplete and misleading. Certainly the physical attributes of the City reflect a populace that obviously cares about its neighborhoods and the community as a whole.

Four qualities stand out in particular as a reflection of community character: education, culture, involvement and pride.

Education has long been a high priority in this City. It is the home of the first community college in the County (formerly known as Fullerton Junior College) which was established in the early 1900's. Fullerton is also home to the now thriving campus of California State University at Fullerton. Along with establishment of this and other

specialized higher educational institutions, the tradition of community support for youth education at the elementary, junior high and high school levels has been consistent throughout the City's history.

The people of Fullerton are very active in their community, sponsoring a rich and varied mixture of cultural activities and interests. This type of activity is certainly enhanced by the extensive educational resources in the City. Yet that alone cannot account for the numerous service clubs, thriving religious organizations with their own array of community activities, various special interest organizations and numerous youth groups which contribute so much to the quality of life in Fullerton. Such programs as the Civic Light Opera, the Muckenthaler Cultural Center, the Fullerton Museum Center, and the diverse artistic presentations at Plummer Auditorium and other community gathering places illustrate the community's dedication to cultural affairs.

These facets of the City are just a sample of citizen involvement in community affairs. The annual Night in Fullerton and the New Year's Eve First Night are further examples of a town spirit that remains alive and well, even at a population of well over 100,000. There is ample opportunity for residents to engage in a complete range of educational, cultural, athletic and service activities, and this involvement has become a hallmark of Fullerton.

Pride in one's community is a valuable attribute. It stems from a belief that solid community values prevail, that the City has been successful in its endeavors and that the challenges of the future can be met with confidence. That pride exists in Fullerton and has been nurtured during the more than 85 years since its incorporation. There is every reason to believe that this and the other qualities of the community discussed above will continue to characterize Fullerton as the General Plan continues to guide use of the physical resources in the City.

## **2.2 Planning Area**

Fullerton encompasses approximately 23 square miles and is approaching a buildout level of 90 percent. In 1993, the City was Orange County's fifth most populous. The City is bordered by the cities of Anaheim, Placentia, Brea, La Habra, La Mirada, Buena Park and a small portion of unincorporated Orange County land to the west and south. Exhibit LU-1 depicts the City's location in a regional context.

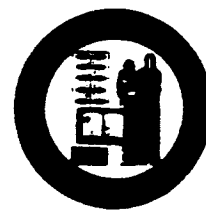
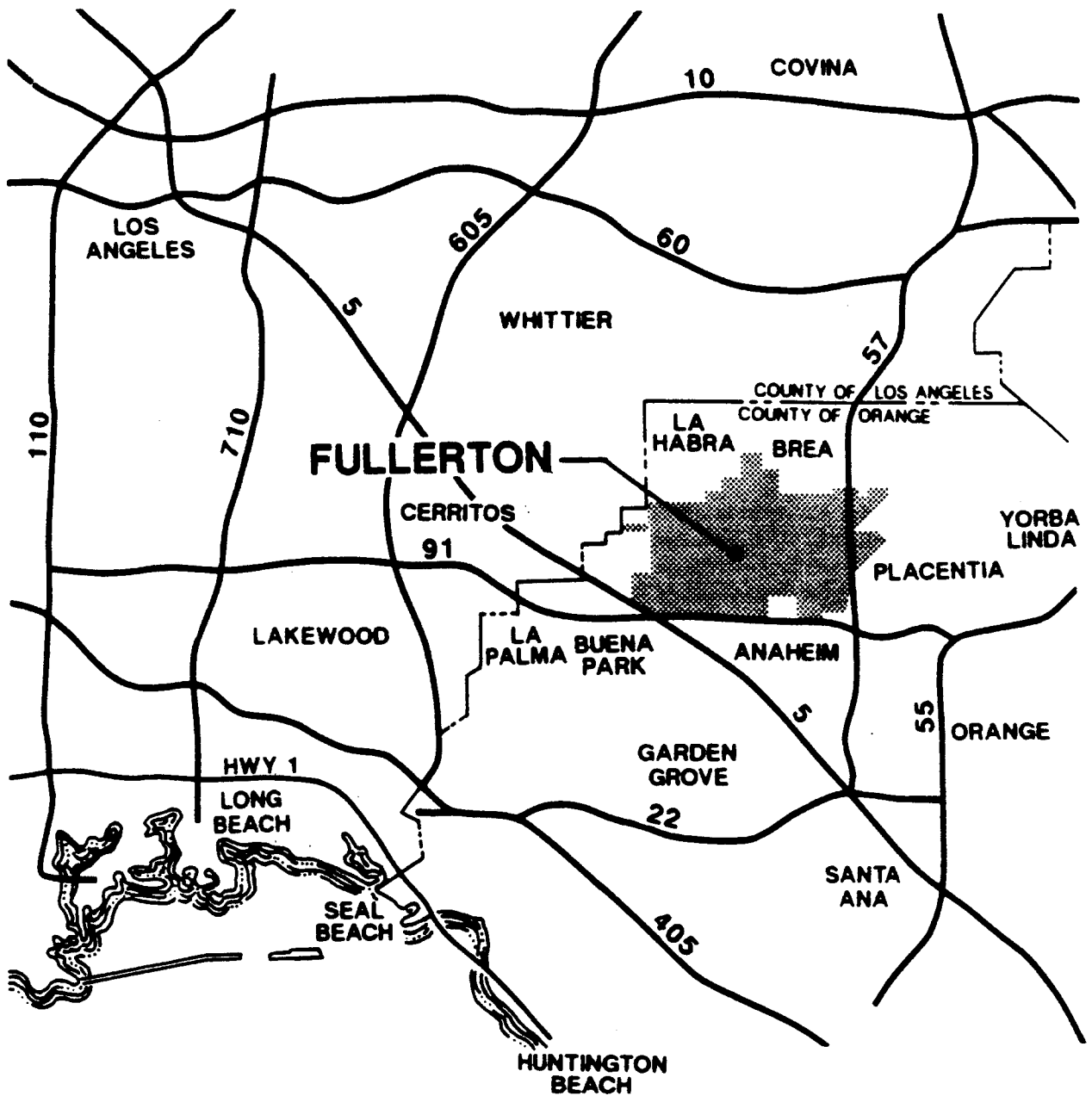
Topographically the City is divided into two distinct areas. The southerly portion of the City is mostly flat, with a gradual downward slope to the south and west. The northerly part of the City consists of gently rising foothills, steep slopes, scenic drives and roadside vista points.

## **2.3 Existing Land Use**

The City of Fullerton is a predominantly suburban/urban community characterized by a variety of land uses. Approximately 90 percent of the City is developed, exclusive of open space and parks and recreational facilities. Residential uses in the City have typically been developed at relatively low levels of intensity and several large scale residential developments contribute to the City's unique visual character. The Coyote Hills East and West Specific Plans have extensive open space and streetscaping.

Table LU-1 indicates the existing land uses by acreage, while Exhibit LU-2 depicts their location.

# REGIONAL LOCATION



THE  
PLANNING  
CENTER

CITY OF FULLERTON

**TABLE LU-1  
EXISTING LAND USE SUMMARY**

<b>Land Use</b>	<b>Existing Acres</b>	<b>Units/ Square Feet</b>	<b>Density/ Average FAR<sup>1</sup></b>
Single Family Residential	4,673.78		Up to 3 du/acre
Condominiums	245.51		up to 6 du/acre
Duplex/Mobile	140.94		up to 15 du/acre
Multiple-family/Group Quarters	659.71		28+ du/acre
<b>RESIDENTIAL SUBTOTAL</b>	5,719.94	43,882	
Public Recreation	733.41		
Public Facilities/Transit	202.11		
<b>PUBLIC LANDS SUBTOTAL</b>	935.52		
Private Open Space/Golf/Cemetery	639.32		
Education	217.83		
Commercial	583.77	21,505,000 SF	.25 to .9
General Office/Medical Office	172.35	2,376,089 SF	.35
Mixed Use	14.84	Not Available	up to 2.0
<b>COMMERCIAL SUBTOTAL</b>	770.96		
Industrial	1,185.58	26,180,000 SF	.4 to .45
Commercial Warehouse	55.57	Not Available	.4 to .45
<b>INDUSTRIAL</b>	1,241.15		
Religious	113.08	Not Available	
Commercial Parking	43.20		
Oil & Gas Operations	894.42		
Agriculture	30.00		
Vacant	531.83		
<b>OTHER USES</b>	1,612.93		
Freeway	118.34		
Road	2,784.01		
Railroad	138.46		
Flood Control	60.62		
<b>CIRCULATION/RIGHT-OF-WAY</b>	3,101.43		
<b>TOTAL</b>	14,238.68		

1. Average Floor to Area Ratio (FAR) is calculated on a range reflecting existing building density based on available records and interpolation.

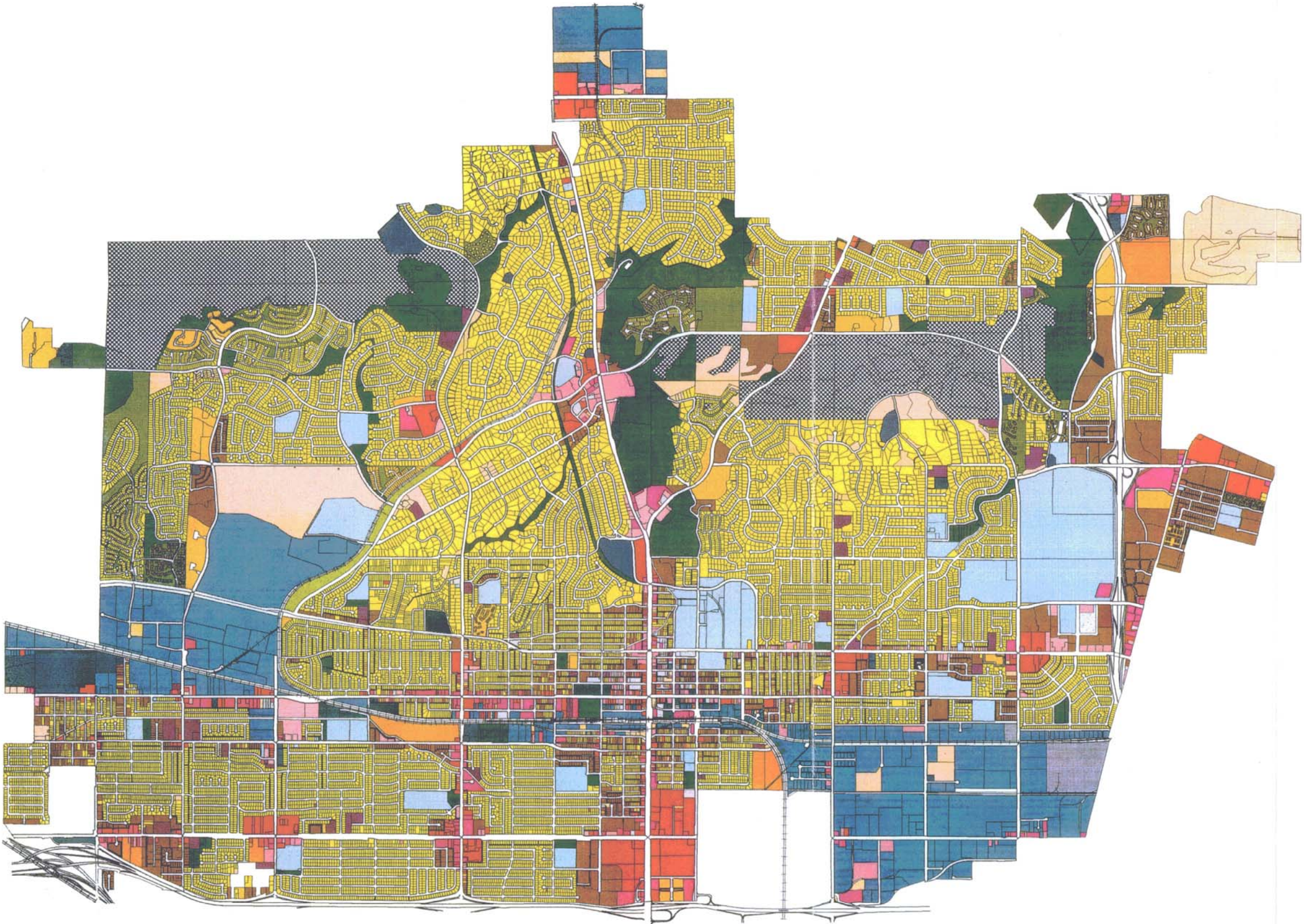


EXISTING LAND USE  
(1997)

LEGEND

Existing Uses

-  Single-Family Housing
-  Condominiums
-  Duplex / Mobile Homes
-  Multi-Family Group Quarters
-  Public Recreation
-  Public Facilities Transit Facilities
-  Private Open Space Golf / Cemetary
-  Education
-  General Commercial
-  Categorized Commercial
-  Office
-  Mixed Use
-  Industrial
-  Commercial Warehouse
-  Religious
-  Parking
-  Oil / Gas Operations
-  Agriculture
-  Vacant Land





The existing land use acreages in Table LU-1 have been consolidated to be comparable to the designations of the Preferred Land Use Plan (see Table LU-2). The unconsolidated existing land use acreage is presented by acreage in the Technical Appendix. A description of existing land use follows.

### **2.3.1 Residential**

Residential uses currently account for approximately 50 percent of the City of Fullerton, with over 85 percent of the acreage devoted to single-family residential development (of which one percent is duplex-type units). Multiple-family units comprise nine percent of the total residential acreage, condominiums four percent, and mobile homes two percent. Higher density multiple-family uses are clustered along the 57 Freeway in proximity to Cal State Fullerton and in the central portion of the City. Higher density uses are also clustered adjacent to the Downtown, in the vicinity of Orangethorpe Avenue near the Santa Ana/Riverside Freeway junction, and west of Gilbert Avenue, north of Malvern Avenue, in proximity to the Fullerton Municipal Airport.

### **2.3.2 Public Lands**

Public lands include both educational and institutional uses, as well as park, recreation and open space conservation areas.

The City of Fullerton boasts an extensive educational base within its boundaries, including five colleges and universities, seventeen public elementary and junior high schools, four high schools and a number of private schools. Other public/institutional uses in the City include religious institutions, public buildings (City Hall and associated buildings, community centers, libraries, etc.), and fire and police facilities.

Land uses designated as Parks/Recreation in the City include public parks and recreational facilities, privately owned recreational facilities, landscaped and greenbelt areas, open space conservation areas, public golf course facilities, as well as areas which are subject to flood and/or seismic hazards. Parks and recreational land uses account for just under 6 percent of the total acreage in the City.

### **2.3.3 Private Open Space**

Private open space lands include private greenbelts and recreational facilities within residential developments as well as the Los Coyotes Golf Course and the Loma Vista Cemetary.

### **2.3.4 Commercial**

Commercial uses comprise approximately 5 percent of the City's planning area and are most heavily concentrated along the Harbor Boulevard corridor, as well as along Orangethorpe Avenue and Euclid Street. Scattered commercial concentrations are found along Commonwealth and Chapman Avenues. Community and neighborhood shopping centers are found throughout the City. Auto related commercial uses are concentrated along West Commonwealth Avenue, South Harbor Boulevard, and South Euclid Street, near the Atchison, Topeka and Santa Fe (AT&SF) railroad corridor and the 91 Freeway.

The majority of office development is clustered at the intersections of Harbor and Brea Boulevards, Brookhurst Road and Commonwealth Avenue, and south of Cal State Fullerton. Less intensive office professional uses are established at various locations throughout the City along major arterial roadways and in proximity to local commercial centers.

### **2.3.5 Industrial**

Industrial uses include warehousing and storage, light and heavy manufacturing, research and development, wholesale commercial uses (i.e. “big box” retail), and related activities. Industrial land constitutes approximately 10 percent of the total City acreage. There are three major areas accommodating industrial activities: the Southeast Industrial Area, the Airport Industrial Area, and the Northern Industrial Area. In addition, industrial uses are found along the Santa Fe railroad corridor.

### **2.3.6 Religious Uses**

This category, found throughout the City, includes properties exclusively dedicated to worship, education and other public assembly uses. Religious uses located within industrial parks, for example, where the use is only a minor portion of the overall activity are not included.

### **2.3.7 Commercial Parking**

Includes properties dedicated exclusively to automobile parking.

### **2.3.8 Oil and Gas Operations**

Includes properties dedicated to oil and gas extraction uses, located primarily in the Coyote Hills East and West specific plan areas. Nearly 100 percent of these uses are expected to recycle to residential and open space uses under the Greenbelt Concept General Plan designation.

### **2.3.9 Agriculture**

Properties dedicated to agricultural uses, including crop production, high school farm facilities, and commercial nurseries.

### **2.3.10 Vacant**

Approximately 5 percent of the City is categorized as vacant. This includes property for which land use designations have been stipulated, but which is not yet developed. In many cases permits have been approved and sites prepared, but the structures have not yet been constructed in part or in total. The Vacant category is distinct from undeveloped property which is preserved for open space or conservation. Vacant lands are found primarily in the Coyote Hills East and West Specific Plan areas, with additional concentrations on the west side of town, in the rural residential/large lot residential neighborhoods off Skyline Drive, and within various smaller commercial and industrial areas.

### **2.3.11 Circulation/Rights-of-Way**

Land used for circulation, rights-of-way for railroads, freeways, public utilities, public or private streets and alleys, and for flood control channels constitutes 18.0 percent of the acreage in the City.

### **2.3.12 Specific Plan Designation**

The Specific Plan Designation is designed to provide for developments with a unique character that would not be achieved under the City’s existing land use designations. This designation is reserved for new developments that are a minimum of 200 acres in size and include a mix of land uses. The Specific Plan designation allows for adoption of development standards and regulations adapted to the Specific Plan area. These standards might include increases in development intensity in order to achieve

specified project goals and providing for land use adjacencies that allow a finer mix of land uses.

### 3 LAND USE ISSUES

The following key priority issues were identified during the course of the 1994 General Plan Update program and explored in the "Issue Papers" document for additional analysis and specific recommendations. Many recommendations from the Issue Papers have been incorporated into the 1994 update. Where applicable, related policies have been referenced in the right-hand margin. *See Issue Papers document for further detail on land use issues.*

#### 3.1 Community Character

There is a strong sense of community in Fullerton. This has been true throughout its history and has not been lost through the process of suburbanization which expanded the community to its present size. Over the years, however, the City has experienced subtle changes in the character of development, including increased traffic and noise, loss of open space, loss of historic resources, and impacts to schools and other resources. Many of these changes have the potential to impact the City's image and quality of life.

Fullerton has been responding to this aspect of change for some time and has succeeded in preserving its downtown, for example, with far greater sensitivity and reflection of community character than is the case in many other small to medium sized suburban cities. If the City is to continue preserving its special character, the issue must be specifically addressed in the General Plan. *See Policies LU-2.4 and 2.5*

#### 3.2 New Development Opportunities

While the City is extensively developed, there are still vacant and underutilized lands where new development can be accommodated. Many of these properties are impacted by environmental constraints and sensitivities, lack of economic activity and the character of existing uses and/or adjacent uses.

##### 3.2.1 Vacant Land

The largest concentrations of vacant land are along the City's northern periphery within the East and West Coyote Hills Master Specific Plan areas. These areas contain sensitive environmental habitats and other development constraints, including steep topography, unstable soil conditions, fault lines and oil operations. Historically, development in the City has varied in the degree and sensitivity to which it has accounted for these constraints. The City continues to be concerned with the extent to which development is permitted in these areas, the density of such development, and the manner in which it is sensitive to environmental resources and other constraints. *See Goals LU-1, 2, and 4*

##### 3.2.2 Underutilized Areas

Development which occurs in established areas as existing uses recycle and individual vacant lots develop could significantly impact existing residential neighborhoods, commercial districts, and other areas of the City. The tendency is often to replace older uses and buildings with more intensive development. Of particular concern is the preservation of the existing character of the Downtown, a number of residential neighborhoods, and the economic growth of the Southeastern Industrial Area: *See Goals LU-1, 2, 3, 4, and 5*

- **Downtown** — Downtown Fullerton still maintains its historic character, particularly along Harbor Boulevard and Commonwealth Avenue. Significant progress has been made in revitalizing these commercial districts. Issues to be addressed include business instability and vacancies, the need for additional design improvements and the need for additional evening pedestrian activity.

- **Residential North (of Chapman Avenue)** — The residential areas north of Chapman Avenue are typified by mature neighborhoods made up of single-family detached homes. The main issue here is the impact of new construction and home renovations that are out of scale, architecturally incompatible, or otherwise inconsistent with the surrounding neighborhoods. The problem has been termed “mansionsization.”
- **Residential South (of Chapman Avenue)** — Some residential areas south of Chapman Avenue are distinguished from the north by higher density development and some substandard housing conditions. Similar to the north, the residential south area is dominated by single-family detached homes. However, lots and structures are smaller. Programs such as Operation Clean-Up, which involve multi-departmental inspections and follow-up enforcement of code violations have been able to partially address neighborhood deterioration. However, Operation Clean-Up does not address long-term compatibility and neighborhood impact issues associated with intensification. Scale and neighborhood cohesion are important concerns.
- **Southeastern Industrial Area** — Many of the issues here developed recently in response to the changing nature of employment in the area. Predominantly developed as a medium intensity manufacturing area, some portions seem to be transforming into low-intensity warehousing and storage uses. The impact of this trend may be negative as the area loses daytime population and relative value, possibly creating conditions ripe for deterioration.

### 3.3 Preservation of Established Neighborhoods

The preservation of existing single family neighborhoods is a driving concern. Several neighborhoods in the southern portion of the City are experiencing an undermining of their single family character due to the introduction of apartment and condominium development resulting from inconsistent General Plan and Zoning Ordinance designations. Lax property management is also a concern.

*See Policy LU-2.5*

The future viability and stability of Fullerton depends on its ability to ensure compatible residential development, encourage housing rehabilitation, eliminate blight, and preserve desirable existing housing stock.

### 3.4 Historic Preservation

Historic properties are an integral part of Fullerton. Some are associated with historic events of local importance or were the residences of founding pioneers of the community. Others may be distinctive in architectural design, site or landscape treatment, or other artistic features. Some may be distinctive because they possess unusual characteristics or may be interesting simply as curiosities. These buildings and areas contribute to the variety of experiences of both the residents and visitors to a community's historic and cultural district, which if lost, cannot be replaced.

*See Policy RM-1.3*



## 4 COMMERCIAL REVITALIZATION

Commercial vacancies and turnover is a concern in the City. Factors contributing to this financial decline include underutilization of land; a non-competitive tenant mix; substandard building conditions and blight; and inefficient design of the commercial center in terms of visibility, access and integration of uses at a scale appropriate to serve the needs of the community. *See Goal LU-3*

So-called “mini-malls” are considered by many to be one of the most detracting uses in the City. While the conversion of gas stations and other corner lots into these small centers has abated, many feel the design of existing centers has created negative impacts—such as undesirable traffic—on some areas’ character. New mini-mall development as well as deterioration of large commercial centers were identified as concerns during the 1994 General Plan Update process.

### 4.1 Redevelopment Activities

The Fullerton City Council acts as a Redevelopment Agency within designated redevelopment project areas. In this role, the Council carries out the General Plan in more of an entrepreneurial mode, initiating activities to revitalize key areas of the community.

Reasons for selecting a project area for redevelopment activities may include the existence of substandard physical conditions so prevalent and so substantial that it causes a serious physical and economic burden on the community. Such a condition may be impossible to reverse by private and/or governmental action without redevelopment.

The following are examples for selecting a redevelopment project:

- Lack of efficient property size and access utilization resulting in an economically stagnant and unproductive condition;
- Incompatible and marginal land uses that prevent economic development of the area;
- Lots of irregular form and inadequate size;
- Inadequate streets and open spaces to support additional development;
- Defective design and character for the area;
- Poor image and lack of amenities that are important for competitive shopping areas;
- Unsafe or unhealthy buildings.
  
- Fullerton has four adopted redevelopment areas:
  - Orangefair Business District Plan - Redevelopment Area #1
  - Central Fullerton Redevelopment Plan - Redevelopment Area #2
  - East Fullerton Redevelopment Plan - Redevelopment Area #3
  - Redevelopment Area #4

### 4.2 Downtown Business District

The City's Downtown is characterized by patterns of use and intensities which may be inconsistent with the intended function of providing a central gathering place or focus of the community.

Historically, Fullerton's Downtown has been the most intensively developed area of the City. As strip commercial corridors and commercial centers within and peripheral to the City developed, the Downtown began to decline in activity. Other than some newer commercial uses, the area was for many years characterized by marginal and lower activity uses, vacancies and a lack of pedestrian-oriented amenities.

In recent years the City has undertaken a number of successful activities to revitalize business in the Downtown. These activities have resulted in a number of policy documents, including the Central Business District Option Plan 1A, the Downtown Parking Study and Land Use Report, and the Central Fullerton Redevelopment Plan. These documents have been synthesized in the Central Downtown Focus Area policies.

The City's efforts to turn the Downtown around have been quite successful. It is a much more pedestrian-friendly place than in the past, with a streetscape and off-street parking/walkway system that invites pedestrian use. The City uses the Downtown as a valuable community resource for celebrations, such as the annual Night in Fullerton. There is still room for improvement, particularly in sustaining solid economic activity, but much has been accomplished, even in the face of strong economic competition from other commercial centers in and outside the City. A major opportunity exists to tie the Transportation Center and Downtown together in ways that generate a synergy between the two. The potential for achievement in this area is considerable, given the quality foundation of both areas upon which such planning can be based.

### **4.3 Fiscal Viability**

As the City continues towards buildout, the City is challenged to provide long-term fiscal viability without the ability to significantly alter its existing fiscal base through new development. To properly plan for long-term fiscal viability—and to maintain high service standards—Fullerton must encourage the re-use of underutilized land in a manner which achieves the highest and best use in accordance with emerging economic trends, while accommodating other General Plan goals and policies.

*See Goal LU-3*

Revitalizing older commercial centers and attracting new major tenants has proven successful for the city. Sales tax revenues increased at an average compounded rate of 8.7 percent per year between 1981 and 1990, with large increases in the mid- and late-1980s due to the addition of the Price Club, Home Depot, Home Base, Sam's Club, and the Metro Center. Data from the State Board of Equalization shows that the City has been strong in community and neighborhood sales but weaker in regional center-type sales, such as apparel and specialty retail.

*Sales Tax*

Based on 1990 data, Fullerton is estimated to be capturing about 129 percent of its total estimated purchasing power, evidence that some retailers are reaching a market area outside of the City. Average sales per store in Fullerton are among the highest of similar cities in north Orange County. However, sales measured per person are below the county average, indicating that Fullerton's sales tax revenues may not be keeping pace with costs associated with the provision of services to residents of the City.

Over the ten-year period between 1981 and 1990, property tax revenues have increased at an average annual compounded growth rate of 8.4 percent. Much of the property tax revenue growth has been due to turnover and reassessment of properties. Since normal turnover does not usually yield overall increases as high as 8 percent, it is assumed that significant rehabilitation efforts and the strong real estate market during the 1980s produced higher than average increases in Fullerton's property tax base.

*Property Tax*

As of 1994, the prevailing severe national and Southern California recession has hit the real estate market, including both new construction and resale activity. With low interest rates, there has been considerable activity in refinancing of existing mortgages, further eroding the market for property purchases. While it appears that some investment in property has been stimulated very recently by investors wishing to capitalize on low interest rates, the economy has not generated a large number of buyers with the financing to purchase property, even at deflated prices. From a property tax standpoint, a mid-decade economic turn-around may generate increased real estate activity and increased property tax revenues, but this will occur with a property value that is generally less than it was during the 1980s.

The City has developed other revenue sources which can be used to fund ongoing services, including special revenue funds and enterprise fund reimbursement. However, during the period between 1981 and 1990, revenues from special revenue funds decreased, primarily from declining federal entitlement Community Development Block Grant (CDBG) funds. In addition, recent changes at the state and county level have taken certain revenues from cities. Other recent developments, such as police booking fees and property tax administration fees at the County level, are further contributing to the erosion of municipal operating revenues. Additionally, State mandates are forcing cities to increase fees, further burdening the local fiscal structure.

#### *Other Revenue*

A stable and adequate revenue base helps to maintain current levels of service; it contributes to governmental efficiency by increasing liquidity and choice, enabling the City to meet citizen and business needs for services and providing stability to the City government.

## **4.4 Focus Areas**

It is a common practice to focus special attention on selected areas of a community for customized policy treatment not generally applicable elsewhere in the jurisdiction. In the Fullerton General Plan, these portions of the community are referred to as "Focus Areas." These areas are depicted on Exhibit LU-3. Specific policies for the focus areas are contained in Goal LU-5, found later in the Element.

Focus areas were developed through an extensive process of analysis of land use data, identification of candidate areas, thorough review by City staff, presentation and refinement at public workshops and, finally, discussion by city advisory commissions and the City Council. The result of these deliberations was a refined list of Focus Areas along with specific draft policies for consideration. This process enabled the decision makers and interested community members to thoroughly explore the implications and direction for these critical areas of change in the City.

Focus Area policies address the following issues:

- Pressures for change and immediate guidance;
- Desire to preserve and/or enhance special community resources which must receive high priority in order to avoid their loss;
- Unusual conditions that require non-conventional policy treatment;
- Areas considered to have more than one development option, requiring further, more detailed examination in order to identify the optimum maximum direction; or

- Areas which have special advantages or potential which should be promoted and augmented with actions which stimulate private investment interests as well as supportive public funds. For example, station locations along the Metrolink and potential urban rail lines.

The issue of fiscal viability relates very closely to the Focus Area treatment in the General Plan. Because these areas are largely commercial and industrial in character, their growth potential will have a substantial influence on the City's ability to maintain and expand its economic base. This is particularly critical in cases in which business stagnation prevails and current competitive advantage is limited by inefficient use of land, poor access, minimum aesthetic improvements, and low attention to property maintenance. These are areas in which change is desired and has not yet materialized. It is likely that desired changes will occur under foreseeable economic conditions only with sustained attention and strong policy direction by the City and heightened profit opportunities by the business community.

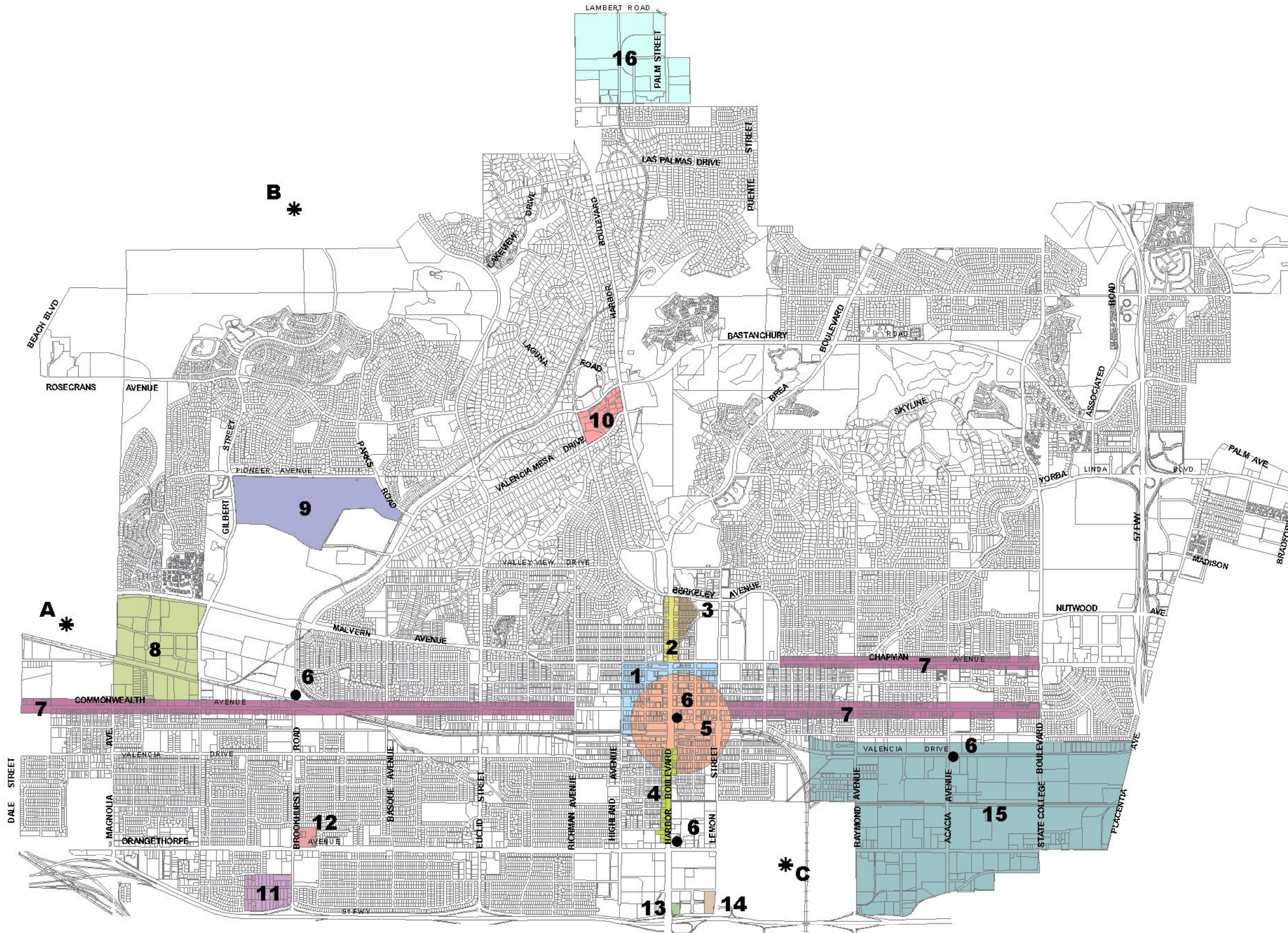
#### **4.5 Relationship of Land Use and Circulation System**

Over the long-range planning period of the General Plan, some properties citywide can be expected to redevelop to higher density intensities. While the General Plan supports this reuse and recycling, new development will place increased demands on the City's infrastructure, particularly its roadways. In order to provide residents, businesses, and visitors to the City adequate service levels, the City has designed a process to tie development approvals to the ability of infrastructure to meet increased demands.

*See Policy LU-1.4 and Goals LU-4 and 5*



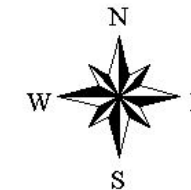
# Focus Areas



1. Central Downtown
2. North Harbor Study Area
3. Glenwood/Union/Brookdale Area
4. South Harbor Study Area
5. Fullerton Transportation Center
- 6. Fixed Guideway Station Sites
7. Commonwealth and Chapman Corridors
8. Airport Industrial
9. Hughes Development Proposal Site
10. Sunnycrest Center
11. Page Street County Annex
12. Northeast Corner Orangethorpe and Brookhurst
13. Palm Stationers Site
14. Carter Bowl Site
15. Southeast Industrial Areas
16. Northern Industrial Areas

### Areas Outside City Limits

- A. Buena Park Industrial Area, North of Airport
- B. La Habra Portion of Coyote Hills
- C. Anaheim Northrop Development Site





The importance of linking land development with improvements to the circulation system cannot be overstated. One of the most explicit requirements of the Government Code related to general plans is ensuring that land use commitments are supported by adequate transportation system capacity. Many strategies contained in the Circulation Element work to mitigate existing traffic problems as well as to require specific traffic improvement as new development occurs.

The Circulation Element also calls for alternative forms of mobility and assurance that transportation improvements and parking are designed to support designated land uses while maintaining harmony with the character of the City. Pedestrian and bicycle activity should be encouraged over automobile activity in portions of the City, particularly in the downtown and its linkages with the Transportation Center.

Two forms of alternative travel may influence land use development in the City. The first, Metrolink service to and from Fullerton, provides an opportunity over time to build a strong commuter pattern between Fullerton and the rest of the region. While this form of transport will certainly not replace the high number of motor cars, it will position the City to take maximum advantage of commuter travel patterns. Under certain possible future scenarios, this could represent an advantage to the City in competition for quality growth and continued revitalization of central Fullerton. The second alternative is the possibility of an Urban Rail Route linking Fullerton, Disneyland, the governmental center in Santa Ana, John Wayne Airport, the South Coast Metro area in Costa Mesa and the City of Irvine. If this system becomes a reality, it will further strengthen Fullerton's ability to satisfy economic, fiscal and transportation needs in the community.

#### **4.6 General Plan and Zoning Consistency**

The Land Use Element and the City Zoning Ordinance are two distinct land use regulatory mechanisms. The Land Use Element relates the General Plan's policies and actions to general areas and locations in the City and contains a graphic representation of forecasted land use distribution. The Zoning Ordinance is a regulatory mechanism which dictates specific and immediate control of land uses and identifies specific, detailed uses permitted within each zone. The Zoning Map depicts a specific location for each classification of land use and establishes requirements and development standards applicable to each. It is intended to serve as an implementing tool of the General Plan. Although both maps depict location, density and acreage for each of the major land use categories, some differences still exist between the two documents.

State law, by its requirement that "*zoning be in conformance with the General Plan*", *See Policy LU-2.4* formally recognizes that the overall planning goals, objectives and policies of the City, presented in the General Plan, cannot be attained unless the regulatory mechanisms which establish specific development standards and restrictions for the location, distribution, scheduling and maintenance of land uses also lead to their attainment. Therefore, it is the policy of the City that differences between the City Zoning Map and the General Plan be resolved.

## 5 GOALS, POLICIES AND PROGRAMS

The following goals, policies, and implementing programs have been developed to address key land use issues and to shape the future of the City as envisioned in the Vision Statement. Supplemental implementation data and strategies are included in "Land Use Plan" section.

**Editor's Note:** The goals, policies and programs are annotated to show the reader where changes have been made as a result of the Update. Regular text is from the 1981 plan. Italicized policies and programs text represents changes made during initial phases of the Update when 1981 goals and policies were being reviewed. Bold text comes from Council-approved Issue Paper recommendations, and contains new goals, policies and programs which respond directly to concerns identified during the Update.

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### Overall Approach

**Goal LU-1:** *Land use decisions which are based on careful consideration of public health and safety, community concerns, existing and future envisioned City character, sound economic and resource conservation planning and public input.*

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**Policy LU-1.1** Provide and implement clear, documented procedures which result in desired land use decisions, incentives, and regulations.

### Procedures

**Purpose:**

**Ensure consistent and fair application of land use regulation and standards.**

**Programs:**

- a. Documentation of all land use decision-making procedures and standards.
- b. Identification and documentation of non-codified standards used to evaluate discretionary projects.
- c. Development and distribution of public information brochures.
- d. Presentations to citizen groups and school workshops as requested.

**Policy LU-1.2** Encourage neighborhood and community involvement in the land use decision-making process.

### Community Participation

**Purpose:**

Obtain informed and effective community input in planning decisions.

**Programs:**

- a. Neighborhood and community meetings.
- b. *Establish simple and clear public guides to the land use decision process in*

*See also the following Chapter:*  
• *Implementation*

*order to keep the public informed and participating in the planning process.*

c. *Continuation of state-mandated public noticing procedures.*

**Policy LU-1.3** Regulate development in areas where known or suspected fire, flood, earthquake, pollution, or other hazards exist, in order to minimize personal injuries and property damage.

**Purpose:**

Minimize losses in developed areas due to natural hazards.

**Programs:**

- a. Regulations in the Zoning Ordinance which allow flexibility in the placement of structures in order to avoid hazardous areas.
- b. Mandatory site plan review for all development projects located in hazard zones.
- c. Establishment of restrictions consistent with the Orange County Airport Land Use Commission's Airport Environs Land Use Plan for Fullerton Municipal Airport on land use around the Airport.

**Policy LU-1.4** Minimize the impact of traffic congestion and unacceptable levels of noise, odor, dust and glare from new projects on all residential developments and other sensitive receptors, such as hospitals, schools, and rest homes.

**Purpose:**

1. Reduce the number of causes for land use related complaints.
2. Mitigate the traffic congestion to the City's acceptable standard of LOS D and mitigate unacceptable levels of noise, odors, dust and glare which affect residential areas and sensitive receptors.
3. Locate new single-family development facing away from arterial highways where possible.
4. *Mitigate potential conflicts between multiple-family dwelling units and adjacent residential neighborhoods by physically separating them where possible.*

**Programs:**

- a. Revision of the Zoning Ordinance as necessary.
- b. Discussion in staff reports which addresses traffic impacts and circulation issues and how to mitigate undesired impacts.
- c. *Establish regulations in the Zoning Ordinance which address compatibility between multiple-family development and single-family neighborhoods.*

**Public Health and Safety Considerations**

*See also the following Chapter:*  
• *Community Health and Safety*

**Protection of Residences and Sensitive Receptors**

*See also the following Chapters:*  
• *Circulation*  
• *Community Health and Safety*

**Policy LU-1.5** Protect the natural landscape, topography, drainage ways, recharge basins, and plant and animal life to the greatest extent possible when vacant land is developed.

**Purpose:**

Retain the most significant natural features, including hillsides, coastal sage scrub habitat in the Coyote Hills, and views on the remaining undeveloped land in the City.

**Programs:**

- a. Development and implementation of specific plans which protect significant natural features for the Coyote Hills and other applicable areas of the City.
- b. Continuation of grading and landscaping standards.

**Policy LU-1.6** The City will consider all General Plan goals and policies, including those that relate to land use, in the evaluation of proposed development projects.

**Purpose:**

1. Assure consistency between all new developments and the General Plan.
2. Attain consistency between the General Plan and all City Ordinances.

**Programs:**

- a. Establishment of a General Plan Policy checklist to be used and revised as necessary.
- b. Continuation of the interdepartmental committee to regularly review proposed development projects and General Plan revisions.
- c. *Publish annual General Plan status reports at the beginning of each budget cycle.*
- d. *Develop and implement a comprehensive zoning/General Plan consistency program.*
- e. **Periodically update the Zoning Ordinance as needed to ensure consistency with the General Plan and to provide necessary implementing regulations.**

**Policy LU-1.7** Work closely with Federal, State, regional and local agencies to ensure that objectives common to the City, its neighbors and larger communities of interest are furthered.

**Purpose:**

1. *Cooperate with other agencies to implement multi-jurisdictional programs.*
2. *Promote the City's interest in air quality, transportation, waste management and growth management issues of regional relevance.*
3. *Increase communications between jurisdictions.*

## **Environmental Considerations**

*See also the following Chapter:*

- *Resource Management*

## **Implementation of General Plan**

*See also the following Chapter:*

- *Implementation*

## **Regional Coordination**

*See also the following Chapter:*

- *Regional Coordinator*

4. *Conserve public resources by sharing the costs of programs with other jurisdictions where feasible.*

**Programs:**

- a. Participation in appropriate municipal associations and organizations at the subarea, countywide, regional and statewide levels.
- b. Staff review and comment on issues under consideration by Federal, State regional or local agencies which are likely to affect Fullerton.
- c. *Notification of neighboring jurisdictions when applicable.*

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**Land Use**

**Goal LU-2:** *Compatible and balanced land uses which are well maintained or revitalized, provide pleasant environments, and adequately serve present and future populations.*

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**Policy LU-2.1** Plan for a balanced development pattern that includes diversity in employment opportunities, goods and services, residential choices, and open spaces.

**Land Use Mix**

**Purpose:**

Maintain a reasonable balance among residential, commercial/office, industrial and open space designations.

**Programs:**

- a. Consideration of achieving balanced land uses during the preparation of specific plans and periodically as part of the General Plan review process.
- b. Maintain and update the Land Use Map as part of the General Plan review process.

**Policy LU-2.2** Minimize conflicts among industrial, commercial, and residential land uses.

**Land Use Conflicts**

*See also the following Chapter:*  
• *Circulation*

**Purpose:**

1. Reduce or eliminate commercial and industrial through-traffic in residential areas.
2. Mitigate the adverse impact of commercial and industrial developments on residential land uses.



**Programs:**

- a. Revision of zoning designations as necessary so that major commercial and industrial areas are easily accessible by railroad lines, freeways, or major arterials.
- b. Mandatory site plan review of all new commercial and industrial developments.
- c. Utilization of office/professional zoning as a buffer between commercial and residential developments where feasible.

**Policy LU-2.3** Encourage the provision of public open space and recreational areas in residential neighborhoods.

**Purpose:**

- 1. Preserve both public and private open space, particularly in the Coyote Hills.
- 2. Reduce the deficiencies in open space and recreational reserves in existing residential neighborhoods.

**Programs:**

- a. *Document existing and projected open space and recreation deficiencies.*
- b. *Identify potential sites for open space and recreational opportunities.*
- c. *Designate appropriate open space and recreational opportunities on the Land Use Plan.*
- d. *Because of their open space significance, insure permanent preservation of planned open space in the Coyote Hills.*

**Policy LU-2.4** Encourage the maintenance of healthy residential neighborhoods, the stabilization of transitional neighborhoods, and the redevelopment or rehabilitation of deteriorated neighborhoods.

**Purpose:**

- 1. Prevent neighborhood deterioration.
- 2. Revitalize or redevelop deteriorated neighborhoods.
- 3. Rehabilitate and preserve historically significant neighborhoods.

**Programs:**

- a. Periodic review and reconciliation of areas where zoning designations and existing land uses are inconsistent.
- b. *Development of standards which allow for the identification of healthy, transitional and deteriorated neighborhoods.*

**Open Space**

*See also the following Chapters:*

- *Community Services*
- *Resource Management*

**Residential Neighborhood Maintenance, Stabilization and Rehabilitation**

*See also the following Chapters:*

- *Resource Management*
- *Housing*

- c. Early identification and periodic monitoring of transitional neighborhoods and deteriorated neighborhoods.
- d. Development, continuation and implementation of proactive, special programs and projects for neighborhood revitalization or redevelopment, such as Operation Clean-Up to address neighborhood deterioration and blight.
- e. Coordination of revitalization/redevelopment efforts with capital improvement projects.
- f. Early and close interaction with neighborhood residents during the development of plans fostering revitalization/redevelopment.
- g. Designation of historic local landmarks and preservation zones.
- h. Identify and prioritize redesignation of residential areas with inconsistent general plan and zoning designations.
- i. **Prepare and implement specific plans for large residential areas with revitalization pressures and potential which include incentives for lot consolidation, design enhancements and infrastructure improvements.**

**Policy LU-2.5**      Respect and retain the character of existing residential neighborhoods and encourage the establishment of a unique identity in new neighborhoods.

**Purpose:**

- 1. Encourage and retain a sense of identity for every neighborhood.
- 2. Assure new construction and public improvements in existing neighborhoods are compatible with the neighborhood's character.

**Programs:**

- a. Establishment of review standards which favor projects that capitalize on existing natural features and creatively use man-made features such as buildings, landscaping, and edge-treatments.
- b. Discussion in staff reports which addresses the compatibility of proposed development (use, design, etc.).
- c. Mandatory site plan review of multiple-family developments.
- d. Review of development on properties designated as a "Local Landmark."
- e. Designation of historic local landmarks and preservation zones.
- f. *Review of public projects which affect the character of neighborhoods.*
- g. **Require RDRC review for new and remodeled single-family residences when determined necessary by Staff to address compatibility issues.**

**Neighborhood Preservation**

*See also the following Chapter:*  
 • *Resource Management*

- h. Establish and enforce flexible guidelines regulating the allowable scale and lot coverage in existing neighborhoods to control out-of-scale development.**

**Policy LU-2.6** Encourage the development of multiple-family dwellings near employment opportunities, shopping areas, public parks and transit lines.

## **Multiple-Family Housing**

**Purpose:**

1. Balance higher density uses with nearby open space.
2. Provide an adjacent residential base sufficient to sustain major commercial developments.

**Programs:**

- a. Provide multiple-family land uses near employment opportunities, shopping areas, public parks and transit.*
- b. Encourage projects which combine complementary commercial uses with multiple-family housing.**

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### **Commercial and Industrial Land Uses**

**Goal LU-3:** *A diversified and stable commercial-industrial base with uses reflecting concerns of market access, land use compatibility, housing availability, adequacy of public facilities, economics, and aesthetics.*

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**Policy LU-3.1** Actively encourage commercial and industrial businesses which contribute to the diversification and expansion of the City's economic base to locate and/or remain in Fullerton.

## **Overall Approach**

**Purpose:**

1. Diversify the City's economic base.
2. Increase and stabilize the tax base sufficient to sustain ability to provide required facilities and services.
3. Provide a business climate which encourages existing business to stay and new businesses to locate in Fullerton, to the benefit of the entire community.

**Programs:**

- a. Preparation of reports for Planning Commission and City Council review which assess the character of Fullerton's economic base and its competitive position with the County and neighboring cities.
- b. Actively search for industrial or commercial projects which will diversify Fullerton's economic base.

- c. *Survey firms in terms of concerns which may cause them to leave and their degree of satisfaction with the City's business climate.*
- d. Publication of an up-to-date Vacant Land Directory and development opportunity summary.
- e. Discussion and analysis in staff reports and Environmental Impact Reports which address the economic issues and fiscal impacts of proposed developments deemed significant to the City's well-being.
- f. Periodic review of City development standards as to their impact on the business climate.
- g. Encouragement of cooperative efforts with local businesses and business organizations.
- h. **Develop and implement an overall retail strategy that includes retaining purchasing power from future households in the Coyote Hills and intensifying complementary commercial uses in the Downtown.**
- i. **Continue to protect and enhance the City revenue base and employment opportunities through economic development activities, including business outreach, customer service, development assistance, business assistance, public relations, regulatory reform and pursuing business financial incentives.**
- j. **Monitor on an ongoing basis economic trends/conditions and legislative activities, as well as fiscal impacts of new development.**
- k. **Oversight of economic development activities by the Economic Development Department, the Economic Development Action Team, the Downtown Committee, and the Mayor's Business Roundtable.**

**Policy LU-3.2** Encourage commercial and industrial developments that are aesthetically pleasing and functionally efficient.

**Purpose:**

- 1. Enhance the City's physical appearance.
- 2. Provide multiple services in community shopping areas.

**Programs:**

- a. Establishment of review standards which favor coordinated architectural and landscape design and compatibility with surrounding developments.
- b. Mandatory architectural review in redevelopment areas of new commercial and industrial developments and major additions to existing businesses.
- c. Review proposed development on properties designated as a "Local Landmark," using established criteria.
- d. Encouragement of attractive and compatible signs.

**Design Considerations**

*See also the following Chapter:*  
 • *Circulation*

- e. Regulations in the Zoning Ordinance which require the upgrading of substandard public improvements with major changes of use or additions to existing facilities.
- f. Revisions to the Zoning Ordinance which establish incentives to consolidate existing commercial development into centers with shared parking facilities.
- g. Periodic review of commercial zoning designations on parcels with insufficient depth to be properly developed with commercial uses.
- h. Encouragement of mixed uses.
- i. Consideration of pedestrian, bicycle, bus and equestrian access and bicycle parking during site plan review of commercial facilities.
- j. Strategic scheduling of Capital Improvements to reinforce business investments.*
- k. Encourage functional pedestrian, bicycle and vehicular internal circulation between commercial developments.*
- l. Develop regulations and guidelines for mini-malls and strip commercial development. Work with property owners at existing centers to address recurrent problems.**
- m. Create urban open space experiences in redevelopment areas to promote pedestrian activity and encourage a sense of civic pride.**
- n. Review all new development and redevelopment proposals for inclusion of bicycle facilities and pedestrian amenities.**
- o. Reinforce and expand the use of public and quasi-public buildings as important “nodes” through complementary land uses, open spaces, architectural themes and associated public improvements.**
- p. Develop land use compatibility criteria and buffer requirements to encourage complementary land uses surrounding the airport.**
- q. Include community design efforts in the City's Budgeting and Capital Improvement program.**

**Policy LU-3.3** Encourage the redevelopment and/or revitalization of existing commercial areas.

**Purpose:**

- 1. Increase property values in redevelopment areas.
- 2. Decrease vacancy rates in commercial areas.
- 3. Increase taxable sales.
- 4. *Address physical blight and enhance commercial design.*

**Commercial  
Redevelopment and  
Revitalization**

*See also the following Chapter:*  
• *Land Use*

5. *Apply the most effective combination of rehabilitation, intensification, infill development, redevelopment and use of financing tools in achieving the city's revitalization agenda.*

**Programs:**

- a. Implementation of adopted redevelopment plans.
- b. Encouragement of revitalization efforts by local businesses and business organizations.
- c. **Establish and periodically review General Plan focus areas.**

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### **Growth Management**

**Goal LU-4:** **Orderly growth and development based on the City's ability to provide adequate transportation and infrastructure facilities.**

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**Policy LU-4.1** Accommodate population growth to the extent that the community's health, safety, and welfare are maintained, as compatible with the City's character and stated General Plan objectives.

**Purpose:**

Accommodate a projected 140,000 people of all ages and socio-economic characteristics upon full development.

**Programs:**

- a. Revision of zoning designations and site development standards as necessary to protect public health, safety, and welfare.

**Policy LU-4.2** **Balance land use and traffic capacity, so that existing and future development can be supported by the roadway network at traffic levels of service (LOS) no worse than LOS D (with reasonable exceptions in order to preserve City character).**

**Purpose:**

1. **Ensure needed traffic improvements are planned, funded, phased and constructed as development proceeds.**
2. **Comply with Measure M and Congestion Management mandates.**
3. **Ensure careful consideration of City character consistent with the Vision Statement and Land Use Element.**
4. **Provide a cooperative process with neighboring communities to implement regionally needed traffic improvements.**

### **Future Growth**

*See also the following Chapter:*  
• *Circulation*

### **Traffic Level of Service (LOS) and Related Programs**

*See also the following Chapters:*  
• *Circulation*  
• *Regional Coordination*

**Programs:**

- a. Ongoing planning for future land use growth and corresponding traffic improvements, with careful consideration of city character consistent with the Vision Statement and Land Use Element.
- b. Establish a comprehensive traffic fee program and other programs/actions to provide funding for needed traffic improvements.
- c. Establish comprehensive traffic improvement phasing and implementation/construction programs to ensure traffic improvement implementation.
- d. Establish an annual monitoring program to provide information necessary for planning, phasing and construction programs.
- e. Participation in inter-jurisdiction groups to plan traffic coordination improvements of regional significance.

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**Focus Area Policies**

**Goal LU-5:** Specific land use policies as appropriate to guide and stimulate land use growth in specific areas of the city.

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**1. Central Downtown**

- a. Promote increased evening hour vitality through intensification of design, enhanced housing, commercial, and entertainment uses.
- b. Refine the existing development objectives for the central business district.
- c. Identify remaining infill development opportunities.
- d. Develop pedestrian links between existing activity centers in central, north and south Downtown areas.
- e. Increase cultural opportunities such as the Museum Center and Farmer's Market, and encourage the development of a Downtown cultural center.
- f. Prioritize alternative modes of transportation and strive to make it easier to shop the Downtown through modifications to traffic circulation, parking, bicycle and pedestrian systems.
- g. Enhance and promote the historic identity through unique uses which set the Downtown apart from surrounding communities.
- h. Plan for the fixed guideway.
- i. Consider a focused study and/or comprehensive urban design plan for the Downtown.

- j. Continue business retention and business incubation efforts to preserve the tax base, promote the Downtown as an economic unit, attract additional commerce, and increase foot traffic/retail sales.
  - k. Intensify land uses, especially restaurants, entertainment and housing. Consider the creation of a central public open space Downtown and sponsor special events and promotional activities there. To develop increased eighteen-hour vitality Downtown, establish a link with the community and promote pedestrian activity.
  - l. Emphasize rehabilitation and adaptive reuse of existing structures and public spaces with additional emphasis given to historic structures, rather than destruction and clearance.
  - m. Strive to maintain a balance between commercial, retail, housing, office, entertainment, cultural/arts and other complementary uses.
  - n. Clarify the community's vision for "buildout" of the areas directly around the transit center.
2. North Harbor Study Area (Harbor Blvd between Chapman and Berkeley)
- a. Increase economic vitality through improved aesthetics and intensification of commercial and residential development.
  - b. Establish activity centers with pedestrian linkages to existing activity centers in the central downtown area.
  - c. Address parking needs.
  - d. Provide development incentives to potential project proponents.
3. Glenwood/Union/Brookdale Area
- a. The long-range land use for this area should be multiple-family residential.
4. South Harbor Study Area (Harbor Blvd between Transportation Center and Orangethorpe Avenue)
- a. Increase economic vitality through intensification of commercial development. Consider lot consolidation, establishment of pedestrian linkages between adjacent neighborhood commercial strips.
  - b. Improve aesthetics.
  - c. Establish activity centers with pedestrian linkages to existing activity centers in the central Downtown area.



**5. Fullerton Transportation Center**

- a. Plan for and prioritize alternative modes of transportation when considering new development opportunities in the area, including the fixed guideway system.
- b. Establish pedestrian and bicycle links with surrounding neighborhoods and the Central Business District.
- c. Consider rezoning to guide future “transit oriented” development intensities and land use relationships in proximity of the Transportation Center. “Transit oriented” development intensities should include mixed retail, commercial, high density residential, office, train-oriented manufacturing and supporting uses (including child care, cultural, dining, international, etc.) to increase transit ridership.
- d. Capitalize on the increased transit ridership to improve the economic viability of nearby businesses.
- e. Plan for additional public and private parking to address future train ridership needs and respond to increasing congestion, resulting from the development and occupation of properties around the transportation center.
- f. Conduct a separate study and/or plan to fully realize the potential of Fullerton Transportation Center.

**6. Potential Fixed Guideway Station Sites**

- a. Establish pedestrian and bicycle links to surrounding neighborhoods.
- b. Consider intensification and mixed use to increase potential ridership.
- c. Capitalize on the increased transit ridership.
- d. Ensure sufficient parking is provided.

**7. Commonwealth and Chapman Corridors**

- a. Improve aesthetics and economic vitality.
- b. Develop regulations and guidelines for mini-malls and strip commercial development. Work with property owners at existing centers to address recurrent problems.
- c. Develop incentives for combining lots.
- d. Consider selective office-preservation zoning which encourages adaptive re-use in order to preserve historically significant residential properties located in commercial zones.
- e. Conduct a separate corridor study/plan to determine future uses and design considerations.

8. **Airport Industrial**

- a. Capitalize on economic benefits of Airport.
- b. Identify and seek complementary uses.
- c. Build in potential for multi-modal transportation.
- d. Emphasize higher density employment generating uses.

9. **Sunnycrest Center**

- a. Develop a plan with property owners and adjacent neighborhoods for better utilization of this commercial center.
- b. Potential development opportunities include: Increased commercial intensity; a medical office complex and uses complementary with surrounding medical facilities.

10. **Page Street County Island Within Fullerton's Sphere of Influence**

- a. Monitor development pressures to ensure compatible future development.

11. **N/E/C Orangethorpe and Brookhurst**

- a. Work with property owners to increase commercial intensity and improve aesthetics at this underutilized commercial center.

12. **Former Palm Stationers Site**

- a. Work with property owners to capitalize on the economic development opportunity provided by this site's proximity to the freeway.
- b. Opportunity for commercial and/or office uses.

13. **Carter Bowl Site**

- a. Work with property owners to capitalize on the economic development opportunity provided by this site's proximity to the freeway.
- b. Options include freeway-oriented commercial (such as a car dealership), high-rise office, or entertainment-related uses.

14. **Southeast Industrial Area**

- a. Intensify economic use of land and maximize employment opportunities.
- b. Build in potential for multi-modal transportation.

- c. Consider mixed use opportunities, such as home-work and lofts, in warehouse-dominated areas.
- d. Establish pedestrian and bicycle links to transit centers/stops.

15. Northern Industrial Area

- a. Intensify economic use of land/maximize employment opportunities.
- b. Consider mixed use opportunities, such as home-work and lofts, in warehouse-dominated areas.
- c. Establish pedestrian and bicycle links to transit centers/stops.
- d. Consider potential opportunities associated with Imperial Superstreet designation.

16. Potential Future Library Sites

- a. Potential branch library sites are envisioned in the vicinity of Brea and Bastanchury and the vicinity of Gilbert and Rosecrans.

**Focus Areas Adjacent to the City Boundary**

1. Buena Park Industrial Area North of the Airport

- a. Monitor environmental data for traffic and health/safety impacts.

2. La Habra Portion of the Coyote Hills

- a. Monitor environmental data for traffic and health/safety impacts as well as impacts on aesthetics and designated vista points within Fullerton.

3. Anaheim Northrop Development Site

- a. Monitor environmental data for traffic impacts as well as impacts on demands for recreational facilities within the City.

## 6 LAND USE PLAN

The 1994 Land Use Plan is comprised of the Land Use Map (Exhibit LU-3), growth projections for individual Traffic Analysis Zones (TAZs), and specific building intensity standards. It responds directly to the key policy issues identified during the 1994 General Plan Update. Most notable among them is the need to insure balance between the projected land use demands and circulation system capacities and provide guidance for change in a number of focus areas which represent the City's most pivotal growth opportunities. The Land Use Plan provides a policy management tool for guiding remaining physical development decisions facing the City.

### 6.1 Summary of Anticipated Land Use Changes

The 1994 Land Use Plan provides for a moderate amount of future land use growth and includes traffic improvements beyond that called for in the 1981 Circulation Element. It represents a conservative growth projection for the City with the most significant component of growth associated with the adopted specific plans for the Coyote Hills and the Imperial Unocal property. Remaining growth in the City will come from incremental buildout of vacant or underutilized properties with intensification of commercial and residential use in the Downtown Mixed Use area; refinement and consistency of use in the Office and General Commercial designations; buildout and intensification in targeted industrial locations and intensification within transitioning residential areas. Specifically, the Land Use Plan reflects the following parameters:

- Conservative intensification of industrial Focus Areas.
- An approximate 10% increase in non-focus area commercial intensity as properties recycle and revitalize.
- An approximate 5% increase in non-focus area industrial intensity as properties recycle and revitalize.
- Industrial development of the northern 150 acres of Hughes property at the current floor area ratio of .33 (while recognizing that the ultimate land use for this area may change).
- Approximately 25% of existing Downtown commercial uses being developed/revitalized with a medium density residential component (28 DU/AC).

The 1994 Land Use Plan will modify the present acreage distribution of land uses in the City as shown in Table LU-2, Land Use Summary. The Plan reflects the fact that most of the City is already built and a significant amount of the current development, in terms of use/intensity, is expected to remain as it is for the next two or three decades.

This is especially true of the City's single-family residential neighborhoods as well as numerous office, commercial and industrial uses. The Land Use Plan is therefore largely based on the existing uses and prevailing development intensities.

**TABLE LU-2 □ 1994 GENERAL PLAN LAND USE SUMMARY**

Land Use	Existing Conditions <sup>1</sup>	Preferred Alternative	Acres of Change
<b>RESIDENTIAL</b>			
Greenbelt	328.42	1,461.01	1,132.09 <sup>2</sup>
Low Density Residential	4,587.53	4,658.18	70.65
Low/Medium Density Residential	209.05	262.63	53.58
Medium Density Residential	693.97	767.62	74.05
High Density Residential	53.57	57.93	4.36
<b>Residential Sub-Total</b>	<b>5,873.04</b>	<b>7,207.37</b>	<b>1,334.73</b>
<b>COMMERCIAL</b>			
Commercial	528.14	553.01	24.79
Office	103.91	112.53	8.62
Downtown Mixed-Use	12.19	34.91	22.72
<b>INDUSTRIAL</b>			
Industrial	1,330.84	1,527.27	196.43
<b>PUBLIC/INSTITUTIONAL</b>			
Government	196.80	196.80	0
Religious Institutions	112.25	112.25	0
School	644.76	644.76	0
<b>OPEN SPACE/PARKS/RECREATION</b>			
Parks/Recreation	756.35	759.05	2.70
<b>ROADWAY/RIGHT-OF-WAY</b>			
Freeways	118.29	118.29	0
Railroads	128.49	128.49	0
Roadways	2,784.01	2,784.01	0
Flood Control	60.62	60.62	0
<b>Non-Residential Sub-Total</b>	<b>6,139.60</b>	<b>6,394.95</b>	<b>255.35</b>
<b>OTHER</b>			
Vacant/Other	1,589.68	0	(1,589.68)
<b>TOTAL</b>	<b>14,239.36</b>	<b>14,239.36</b>	<b>0</b>

1. As of January, 1994.

2. Change involves conversion of oil and gas recovery uses to greenbelt concept uses.

Table LU-3, Preferred Land Use Buildout, presents the anticipated increase in single- and multiple-family residential units and forecasts the associated population growth, as well as identifying the increase in non-residential square footage.

<b>TABLE LU-3 PREFERRED LAND USE BUILDOUT (Dwelling Units/Square Feet)</b>				
Land Use	Existing Conditions	Preferred Alternative	Change in DU/Sq. Ft.	Change in Population <sup>1</sup>
<b>RESIDENTIAL</b>				
Single Family	22,747 DU	24,588 DU	1,841 DU	5,118
Multiple-family	20,733 DU	24,550 DU	3,817 DU	10,611
<b>COMMERCIAL</b>				
General Commercial	17,245,000 SF	17,955,296 SF	710,296 SF	
Office	2,376,089 SF	2,579,340	203,251 SF	
Downtown Commercial	257 DU 4,260,000 SF	524 DU 4,440,403 SF	267 DU 180,403 SF	742
<b>INDUSTRIAL</b>				
Industrial	26,180,000 SF	29,178,229 SF	2,998,229 SF	
<b>PUBLIC/INSTITUTIONAL</b>				
Hospital		+ 50,000 SF	50,000 SF	
Cal State Fullerton		Dormitories		2,130
Residential Total (units)	43,737	49,662	5,925	
Non-Residential Total (square feet)	50,061,089	54,203,268	4,092,179	
1. Calculated on 2.78 persons per household per 1990 Census. This average household size is citywide and reflects an actual range in household size, both geographically within the City and between housing types. Generally, family size is less than 2.78 persons per household in higher density development and greater than 2.78 in typical single-family development.				

## 6.2 Development of Land Use Alternatives

To generate the growth and population projections which constitute the Land Use Plan and which were used in the circulation system model, the total study area was broken down into 63 subareas of similar development types and traffic generation. These subareas are called Traffic Analysis Zones (TAZs). Areas of multiple-family, single-family, industrial, commercial, office and other uses were grouped into TAZs to make them easily defined and circumscribed by the street and highway system. In some cases an entire TAZ reflects one single land use designation, or a combination of each: one residential and one non-residential. Twenty-nine of the 63 TAZs predominantly represent a single commercial or industrial zoning designation.

Each TAZ was individually analyzed to allocate approved projects, Specific Plan projections, infill potential, building potential based on current zoning for vacant parcels, and estimates of general intensification of commercial and industrial areas. The foundation for potential intensification was determined on the basis of each TAZ's economic potential, existing level of development, Focus Area policies and other pertinent knowledge.

The overall land use transformations anticipated due to General Plan buildout are primarily attributed to development of currently vacant land in the approved East and West Coyote Hills Specific Plan areas and the Imperial Unocal property. Alteration of currently vacant land accounts predominantly for the volume of land use change within the Greenbelt designation. Development of currently vacant land to the permitted maximum designations represents approximately one half of the increased acreage in both the Industrial and Low Density Residential classifications.

A few residential areas which were developed at densities below their General Plan designation potential are anticipated to transition and/or intensify through recycling of units to the maximum permitted density. However, most residential areas will remain as they are currently. Detailed analysis of land use changes, based on an extensive inventory of existing land uses, is presented in the General Plan Technical Appendices.

## **6.3 Land Use Map**

The Land Use Map, Exhibit LU-4, is a graphic representation of the planned land uses for the City. The Map depicts parcel-specific land use designations developed through computerized mapping techniques.

The Map calls for seven general types of land use activities: residential, commercial, office, Downtown mixed use, industrial, public land, and religious uses. The following summary of land use designations describes the types of activities inherently compatible within each designation as well as the factors influencing the placement of the designation in the City:

### **6.3.1 Residential Designation**

The Land Use Map defines five residential designations, each with permitted development types and densities. Within these areas, the indicated residential designations dictate the use over the long term; however, in the cases of the higher density designations, lower density residential uses may also be permitted for the shorter term. Similarly, a small convenience commercial center may be an integral component of a residential neighborhood.






It is important to note that, as summarized previously in Table LU-3, a citywide population per household factor of 2.78 is used in calculating the various population densities for the General Plan land use designations. In actual fact, many multiple-family units will have lower ratios than indicated here; many lower density single-family dwellings will contain larger households. These patterns will vary from neighborhood to neighborhood, so no attempt is made here to provide detailed projections of this fundamental population characteristic. Thus, evaluation of projects






# City of Fullerton General Plan

## Land Use Map

### Residential

-  Low Density
-  Greenbelt Concept
-  Low-Medium Density
-  Medium Density
-  High Density







### Commercial

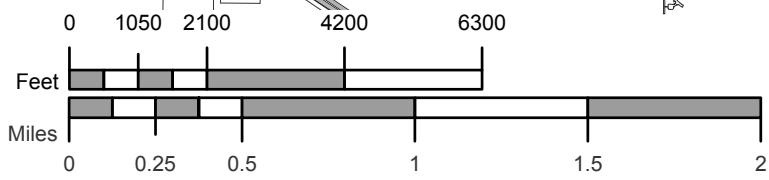
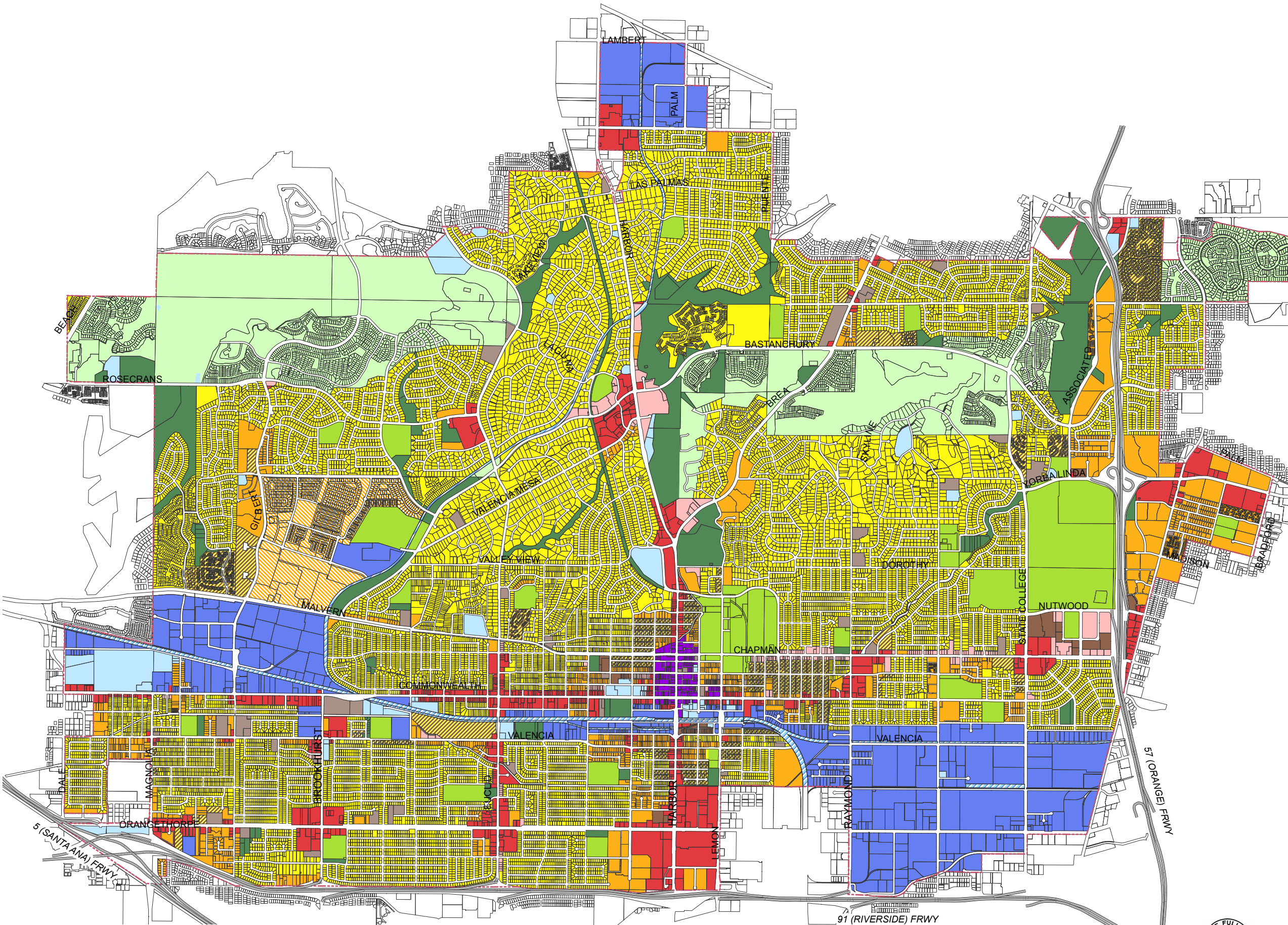
-  Commercial
-  Downtown Mixed Use
-  Office

### Industrial

-  Industrial
-  Railroad

### Other

-  Parks and Recreation
-  School
-  Government Facilities
-  Religious Uses
-  Amerige Heights Specific Plan
-  City Boundary





and their impacts should take into consideration the typical household size for that type of development, rather than a citywide average. The five residential designations are:

1. **Low Density:** Neighborhoods of single-family lots and Planned Residential Developments to a maximum of six units per acre, with a population standard of 16.68 persons per acre, based on a 1990 census average household of 2.78. The Land Use Map shows approximately 4,658.2 acres devoted to this residential category.
2. **Low/Medium Density:** Neighborhoods which may comprise multiple-unit attached dwellings and Planned Residential Developments to a maximum density of 15 units per acre with a population-per-acre standard of 41.7 persons per acre, based on 1990 census average household size of 2.78. The Land Use Map allocates approximately 262.63 acres to this residential category. The intent is to provide for duplexes, mobile homes, townhouses and condominium developments with a variety of densities and living arrangements.

The Low and Low/Medium Density residential designations also allow private schools and day nurseries, churches, and neighborhood convenience commercial centers.

3. **Medium Density:** Neighborhoods of multiple-unit, attached residential developments to a maximum density of 28 units per acre with a population-per-acre standard of 77.8 persons per acre, based on 1990 census average household size of 2.78. These residential areas may presently consist of low density residential dwellings, but are suitable locations for duplexes; garden apartments; limited density multiple-family, attached developments; neighborhood churches and neighborhood convenience centers. This residential designation is commonly placed on land which is adjacent to commercial areas, schools, parks, and office facilities and also has convenient access to arterial streets or freeways. The Land Use Plan designates 767.6 acres to this use.
4. **High Density:** A designation for specific sites with suitable locations and infrastructure to accommodate multiple-unit, attached residential developments over 28 units per acre with a persons-per-acre standard of 77.8 persons per acre and above, based on 1990 census average household size of 2.78. However, the high density designation allows either medium or high density developments. Over 55 acres in the City are designated as High Density.

It is the intent in the high density designation to reflect an average density in this category similar to the high density development which already exists in the City. What limited high density development may occur should be measured against that standard. It is specifically not the intent of this designation to jeopardize consistency of any existing high density development.

5. **Greenbelt Concept:** A special designation applied to the East and West Coyote Hills and the Imperial property. The Land Use Map designates approximately 1,461 acres within the Greenbelt Concept. The intent of this designation is to preserve, to the greatest extent feasible, the natural topography while creating a living environment which best serves the needs of its residents.

*See Policies LU-1.5 and 2.3*

The Greenbelt Concept is implemented through Master Specific Plans, which establish planning areas for residential development and allocate density and permitted dwelling unit totals. The total number of units permitted within the Specific Plan is limited by the total acreage multiplied by the maximum permitted density of three units per acre.

Within the Greenbelt Concept area, rather than setting maximum densities for particular parcels of land, an overall average residential density of three units per gross acre has been established. Thus, through the use of density averaging, a portion of one parcel might be developed at a higher density while the remainder could either be permanently left vacant or developed at a lower density. This

averaging method is meant to encourage a variety of densities and types of units, to provide interesting development and community open space, and to help preserve the natural environment. A population per acre standard of 8.34 is established for the entire area, based on an average household size of 2.78 persons.

The Master Specific Plans which dictate the kinds and placement of land use in the Greenbelt designation require residential areas to have private greenbelt common areas and some private recreational facilities, as well as public parks, conservation areas, schools, other public and semi-public uses, and neighborhood commercial facilities.

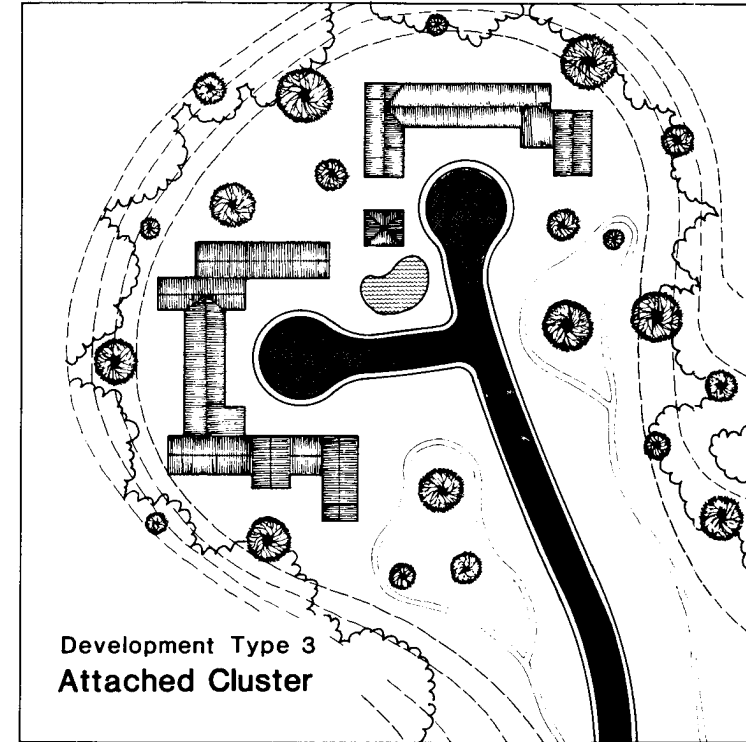
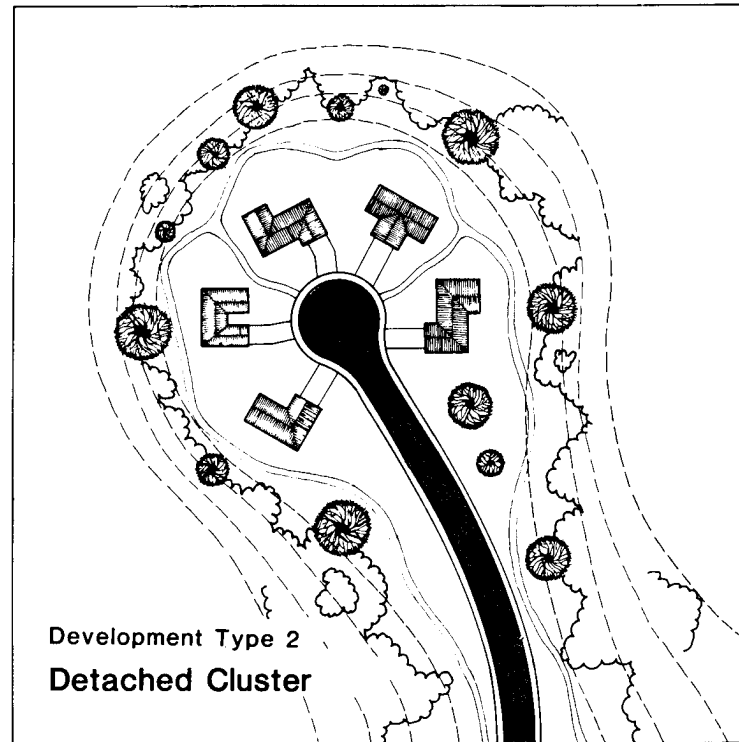
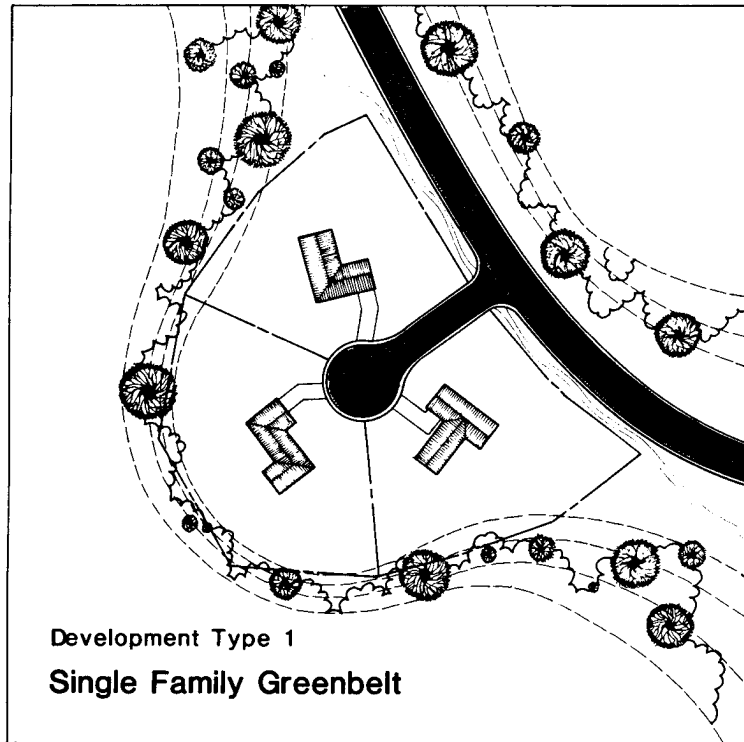
The Greenbelt Concept encourages the clustering of single-family homes, townhouses, and apartments, leaving land available for passive and active open space, but may allow some areas of more standard development. At the same time, greenbelts are created to connect residential development with other activities in the area (i.e., schools, parks, and commercial centers).

Residential development is to be designed in such a way as to limit the amount of grading required, employ contour grading where grading is necessary, be unobtrusive as viewed from the open spaces and surrounding areas and contain those amenities which contribute to a feeling of open space. Such amenities could include large lots, small lots with large common areas, low densities, open recreation areas, internal greenbelts and trails, and other similar aesthetic treatments.

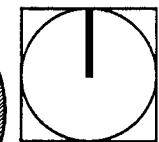
A variety of housing types and styles would be accomplished by use of the following categories of residential development as depicted in Exhibit LU-5:

1. Single-Family - This category includes development which basically comprises single-family detached homes on individual lots of varying sizes. Also varying is the amount of internal open space in the form of trails, greenbelts or common facilities. Some or all of the trails and greenbelts within this type of development could be publicly owned, but all common facilities, such as play areas or swimming pools, would be privately owned. Those developments with the larger lot sizes usually will contain the least common, greenbelt, and trail areas and may be considered as satisfying the basic requirements of this Element. Smaller lot sizes allow for larger common open areas, greenbelts or trails areas and may be considered as satisfying the basic requirements of this Element. Smaller lot sizes allow for larger common open areas, greenbelts or trails and thus also meet the General Plan requirements. Requirements for common areas can be waived under certain circumstances where compensating amenities are provided. Such cases will be determined on an individual basis.
2. Detached Cluster - Included in this category are single-family developments arranged in clusters of detached units. These can take the form of patio homes or single-family homes or a variety of other innovative cluster designs. The limiting factor is that all category two developments must have reasonable amounts of privately owned and maintained open spaces and recreation areas. Usually, this development type is found in slope areas because the clustering concept minimizes total grading efforts.

**GREENBELT CONCEPT  
RESIDENTIAL DESIGN**



NOTE: Refer to Coyote Hills Specific Plan for further information.



THE  
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CENTER

**CITY OF FULLERTON**

3. Attached Clusters - The greatest variety of housing types can be found in this category because it includes all clusters of attached units. These units can be garden apartments, condominiums or townhouses, and density varies greatly depending on the specific unit type.

The average overall gross density shall not exceed three units per acre for the total property but standard individual projects may contain greater densities as long as the overall three units per acre remains the guiding limit. This will further assure a basic openness while permitting a variety of housing types.

Provision for low and/or moderate-priced housing is encouraged, and increased densities would be permitted for such developments.

### **6.3.2 Commercial Designation**

The commercial designation applies to areas planned for general shopping, entertainment activities, and personal services (various retail businesses, theaters, hotels, banks, etc.), as well as highway-oriented commerce (restaurants, gas stations, automotive repair and service). The building intensity standard (Floor Area Ratio) for the commercial designation consists of a range from .25 to .35 square feet of building per square feet of land.

The commercial designation is applied based on the need to satisfy local and regional market demands, its accessibility by available transportation systems and the relationship to adjacent land uses. Commercial areas for trade and services requiring daily trips are generally small, numerous and located close to the demand of the neighborhood. Regional centers serve a much larger population by providing commercial activities not needed on a regular basis. Their location is primarily determined by major transportation routes which allow easy access by both consumers and suppliers.

*See Policies LU-3.1, 3.2, 3.3 and Goal LU-5*

### **6.3.3 Office Designation**

The office space designation is applied to areas which can reasonably accommodate office facilities for “quiet” services such as legal, insurance, real estate, architectural, engineering and medical/dental offices. This type of land use activity requires a location that is convenient and accessible to clients. The building intensity standard (Floor Area Ratio) for the office designation consists of a range from .30 to .35 square feet of building per square feet of land.

Office space areas often serve as a good transition or buffer activity between residential properties and intense land uses such as commercial developments, large institutions, or major arterial highways. Sufficient office space often influences a community's economic growth prospects. In addition to providing employment opportunities and locations close to city residents, the expansion of this activity frequently serves to strengthen existing retail trade and boosts property values.

### 6.3.4 Downtown Mixed-Use

The Downtown Mixed-Use category was designed to support the policies for the Downtown Focus Area as part of the General Plan Update. This category provides a complementary and creative mix of retail, professional office, commercial support, institutional and higher density residential uses that are located on the same parcel, combined in the same building, or within the same project area. The intent of the Mixed-Use category is to provide the opportunity for combinations of land uses which achieve superior design or functional standards not typical of individual land uses. The building intensity standard (Floor Area Ratio) for the Downtown Mixed Use designation is .9 square feet of building per square feet of land, except in the Downtown Parking District, where it is 2.0.

*See Goal LU-5*

### 6.3.5 Industrial Designation

The industrial designation accommodates manufacturing activities, wholesale operations, storage and warehousing facilities, research and testing laboratories, and various activities normally not permitted in other designations.

Over the years Fullerton has been fortunate in attracting desirable industrial development. While creating a healthy employment base, such development is also part of a workable pattern of land uses. Industry has continued to locate in Fullerton as a result of a number of positive factors, including the availability of a diverse labor pool, a strong transportation network, educational and cultural facilities, quality public services, and a mixture of residential neighborhoods.

In specifying an area as industrial, consideration must be given to many conditions including:

- Physical land characteristics, such as topography and soil type;
- Availability of adequate transit networks, public facilities and services;
- The location and nature of existing industrial development;
- Present and projected surrounding land uses; and
- Economic indicators such as the absorption rate of industrially zoned land.

Industrial areas have a building intensity standard (Floor Area Ratio) range of .40 to .45 square feet of building area per square feet of lot area.

### 6.3.6 Public Land Designation

A Public Land designation applies to all properties other than public rights-of-way which are planned for a use or activity that is intended to benefit the general public. Land within this designation is improved to satisfy the community need for adequate educational facilities, open space and recreational facilities and municipal service facilities. Such property accounts for approximately 841 acres within Fullerton, divided into designations of public lands as follows:

1. **School Facilities:** These are properties which the City wishes to devote to sites for public education (elementary schools, junior and senior high schools, and colleges) under the jurisdiction of the various school districts.
2. **Government Facilities:** Properties providing facilities necessary or desired for public health, safety and welfare (police and fire stations, reservoirs, libraries, community centers, social service providers, and the City Hall/Basque Yard buildings), owned either by the City or County government.

The locational considerations of these properties vary, depending on their function. A single-unit facility like the Police Station and City Hall needs to be centrally situated for the community's residents and be easily accessible for the public to conduct municipal business. On the other hand, multiple-unit facilities, each designed to serve only a section of the total community, should be dispersed throughout the City in an efficient and equitable pattern.

3. **Parks and Recreation:** These are properties which the City wishes to devote to recreational facilities or visual and usable open space areas (parks, vista points, golf courses, flood control basins, and conservation areas).

Ideally, open space lands should be evenly distributed within the community. Due to physical features however, this composition is rarely realized. Some natural land formations and terrain are highly valued, desired or required as public open space properties. Such properties will be more apparent in one part of a community than another. The development of a system of neighborhood parks, on the other hand, should allocate more equally usable open space throughout the many residential areas of the City.

### 6.3.7 Religious Institutions

The Religious Institution designation is newly created for the General Plan Update. This designation includes properties devoted to religious worship and related educational opportunities, which may be located in either residential, industrial, or commercial areas. There are 112.25 acres devoted to religious institutions in the City.

## 6.4 General Plan and Zoning Consistency

Government Code Section 65860 requires that zoning ordinances in general law cities be consistent with the General Plan. Consistency is considered to be established only if: 1) the City has adopted such a plan, and 2) the various land uses authorized by the Zoning Ordinance are compatible with the objectives, policies, general land uses, and programs specified in the General Plan.

This requirement emphasizes the importance of clearly defining the General Plan as a long range policy, and the Zoning Ordinance as a short-range implementing device. The General Plan land use designations represent the preferred direction of development, while the Zoning Code, through its regulatory devices, is utilized to enact the intent of the General Plan. General Plan and Zoning Ordinance land use designations are correlated in the following Table LU-4.

Approximately 500 individual properties in the City were identified as having inconsistent Zoning and General Plan designations as part of the 1994 General Plan Update Program. Recommendations to resolve inconsistencies were developed through a series of neighborhood workshops for approximately half of the property areas. Resolution of the remaining inconsistencies is intended to be an ongoing process.

*See Policy LU-2.4*

<b>TABLE LU-4 □ CORRESPONDING GENERAL PLAN AND ZONING DESIGNATIONS</b>	
<b>General Plan Designation</b>	<b>Consistent Zoning Designations</b>
Low-Density Residential (du/acre)	R-1 (1-6 du/acre) and PRD
Greenbelt Concept (Hillside preservation designation for Coyote Hills areas)	R-1 (1-6 du/acre) and PRD R-G, C-G, O-G, O-S and SPD
Low-Medium Density Residential (Up to 15 du/acre)	R-G (3,600 sq. ft./unit, 12.1 units/acre) R-2 (2 units/lot) R-2P (2 units/lot)
Medium Density Residential (Up to 28 du/acre)	R-3R (2,200 sq. ft./unit, 19.8 du/acre) R-3 (1,600 sq. ft./unit, 27 du/acre) R-3P (1,600 sq. ft./unit, 27 du/acre) R-MH (Mobile Homes, 10 du/acre)
High Density Residential (Over 28 du/acre)	R-4 (1,150 sq. ft./unit, 37 units/acre) R-5 (Theoretically unlimited density)
Commercial (.25 - .35 FAR)*  * Floor area ratios greater than 0.35 may be determined appropriate after consideration of a property's TAZ potential, adjacency to major transit corridors, transportation centers, and the surrounding conditions	C-1 Limited Commercial (.30 FAR) C-2 General Commercial (.35 FAR) C-3 (.90 – 2.0 FAR) C-H Highway Commercial (.35 FAR) C-M Commercial Manufacturing (.35 FAR) O-P Office - Professional (.35 FAR) SPD – Specific Plan District
Office (.30 - .35 FAR)	O-P Office - Professional (.35 FAR) SPD – Specific Plan District <sup>1</sup>
Industrial (.40 - .435 FAR)	M-P Industrial Park (1.40 FAR) M-G General Industrial (.45 FAR) C-M Commercial Manufacturing (.35 FAR)
Government Facilities	P-L Public Land O-S Open Space
Parks and Recreation	O-S Open Space O-G Oil/Gas P-L Public land
Downtown Mixed-Use (.90 - 2.0 FAR)	C-3 (.90 - 2.0 FAR)
Religious	All Zoning
School Facilities	P-L Public Land O-S Open Space
Amerige Heights Specific Plan (Mixed-Use .85 FAR, Residential .60-.65 FAR)	SP Specific Plan District

<sup>1</sup> A Cap FAR of 1.700 is permitted on the St. Jude Medical Center main campus which is bordered by Harbor Boulevard on the west, Bastanchury Road on the north, the Brea Dam Recreation Area on the east and southeast, and East Valencia Mesa Boulevard and the Fullerton Tennis Center on the south. No conditional use permit shall be required for the St. Jude Medical center main campus to achieve a Cap FAR of 1.700.

## 6.5 Building Intensity Standards

State General Plan law requires that the Land Use Element indicate the maximum building and population densities permitted for the land use designations shown on Exhibit LU-3 (Land Use Map). “Intensity” refers to the “degree of development” based on building and lot characteristics. The intensity standards are used to calculate the allowable development for any given site and regulate land use in accordance with the Circulation Element to ensure acceptable levels of traffic service as growth occurs over time.

For most non-residential development categories (commercial, industrial, office), building intensities are described in terms of “floor area ratios” (FARs), which prescribe an allowable amount of building floor area based on a given lot's land area. For example, with a FAR of 1.0, a 10,000 square foot floor area building could be allowed on a 10,000 square foot lot. A single-story building could cover the entire site. With a FAR of .33, a one-story building would be limited to one-third of the site's lot area. Residential categories are governed by density limits which prescribe allowable units per acre as described above.

To comply with the General Plan/Zoning Code consistency requirement, the City of Fullerton adopted Ordinance No. 1423, which amended Chapters 15.30, 15.35 and 15.41 of the Fullerton Municipal Code to add land use intensity limitations to the commercial and industrial zones. The amendment creates base and “cap” FAR's for the corresponding zones within those Commercial and Industrial categories. The FAR figures are drawn largely from the land use inputs into the citywide traffic model, which are based upon existing land uses. Table LU-5, Floor Area Ratio by Zone, shows the base and cap FAR allowed for commercial and industrial zones in the City.

It is recognized that individual projects may qualify for a higher FAR under appropriate circumstances. In order to determine and accommodate those instances and circumstances, a Conditional Use Permit (CUP) may be requested to permit a proposed development to exceed the base FAR up to the maximum “cap” FAR.

In considering CUP applications, the Planning Commission (and City Council on appeal) shall consider the specific traffic generation of the proposed development. The extent to which the proposed development, both individually and cumulatively, affects the growth “reserve,” of the applicable TAZ will also be considered. If the project inordinately affects the specific TAZ growth “reserve,” or if the FAR of the proposed development is demonstrably incompatible with the surrounding properties, the proposed project may be required to lower its FAR to eliminate such an effect. If the proposed proponent refuses to consider lowering the project FAR, the CUP may be denied.



**TABLE LU-5  
FLOOR AREA RATIO BY ZONE**

Zone	Base FAR	Cap FAR
C-G	.250	.500
O-P	.350	.700
C-1	.300	.600
C-1	.350	.700
C-2	.350	.700
C-3	.900	1.800
Downtown Parking District	2.000	4.000
C-H	.350	.700
C-M	.350	.700
M-P	.400	.600
M-G	.450	.675
SP District	.350	.850 <sup>1</sup>

<sup>1</sup> A Cap FAR of 1.700 is permitted on the St. Jude Medical Center main campus which is bordered by Harbor Boulevard on the west, Bastanchury Road on the north, the Brea Dam Recreation Area on the east and southeast, and East Valencia Mesa Boulevard and the Fullerton Tennis Center on the south. No conditional use permit shall be required for the St. Jude Medical center main campus to achieve a Cap FAR of 1.700.