# CHAPTER 1: INTRODUCTION AND USER'S GUIDE

## 1.1 PURPOSE AND INTENT

#### 1.1.1 Overview

The overall purpose and intent of this Specific Plan is to create a sustainable transit-oriented district at the Fullerton Transportation Center, which is located within Downtown Fullerton. The proposed Specific Plan is intended to:

- Focus growth and development around the Fullerton Transportation Center to link land use, housing, and transit per the direction of Senate Bill 375 (CA, 2008).
- Increase walking, bicycling, and transit ridership.
- Capitalize on the mobility options provided by the Downtown's walkable environment and transit services.
- Increase City revenues and diversify the City's economy.
- Facilitate growth and development while achieving a net zero impact on the City's existing water supply.
- Increase the demand for business and services within Downtown Fullerton by increasing the Downtown population and enhancing the Downtown as a destination.

- Create opportunities for new businesses and jobs by providing new commercial and office space near the Fullerton Transportation Center.
- Focus development in the urban core to minimize growth impacts on suburban neighborhoods and to provide the community with centrally located services.
- Preserve designated historic buildings.
- Provide high quality civic spaces for recreation, gathering, and cultural events.
- Diversify the City's housing options by providing urban housing opportunities for a range of socio-economic levels.
- Through interpretive elements, showcase the City's unique history and culture related to agriculture, the railroad, and the Fender guitar.

#### 1.1.2 SUSTAINABILITY

Concurrent with the preparation of this Specific Plan, the City of Fullerton was updating its General Plan to include goals, policies, and actions pertaining to sustainability. Within the City of Fullerton, sustainability encompasses the community's decisions and actions that, in a cooperative, coordinated, and balanced manner, address the needs of the present without compromising the future generations' ability to meet their own needs. The City's goals, policies and actions pertaining to sustainability are organized into the four "pillars of sustainability":

- Built Environment: A Sustainable Built Environment in Fullerton uses, reuses, preserves, designs, composes, operates or maintains infrastructure, buildings, and structures consistent with the goals, policies and actions of Fullerton's sustainable economy, natural environment, and community.
- Economy: A Sustainable Economy in Fullerton diversifies the base of businesses, creates new jobs, grows the tax base, facilitates property reinvestment, and reduces the costs of living consistent with the goals, policies and actions of Fullerton's sustainable built environment, natural environment and community.
- Natural Environment: A Sustainable Natural Environment in Fullerton maintains or improves water resources, air quality, open space, and natural resources, as well as addressing climate change consistent with the goals, policies and actions of Fullerton's sustainable built environment, economy and community.
- Community: A Sustainable Community in Fullerton facilitates civic engagement, encourages public involvement, provides educational and recreational opportunities, supports the welfare of children and seniors, and preserves the well-being of residents consistent with the goals, policies and actions of Fullerton's sustainable built environment, economy and natural environment.

Consistent with the direction of the existing General Plan and the preliminary direction set by the General Plan Update, the FTC Specific Plan is designed to create a sustainable, urban neighborhood. The goals, development standards, and design guidelines within this Specific Plan implement the pillars of sustainability and are focused on creating Fullerton's most sustainable neighborhood. The standards and guidelines will promote the development of green buildings, streets, and public spaces, all of which will contribute to a sustainable neighborhood that will achieve certification under the US Green Building Council's Leadership in Energy and Environmental Design (LEED) Rating System for Neighborhood Development. All new buildings constructed in the FTC Specific Plan Area will also be designed to achieve equivalency of certification under the LEED for New Construction Rating System.

## 1.1.3 Transit Oriented Development

A transit-oriented development (TOD) is a compact, walkable community located near public transit. TODs provide the opportunity to live a quality lifestyle without dependence on an automobile for mobility. TOD communities typically include a mix of complimentary land uses, provide a wide range of amenities and services to residents and transit riders, and promote walking and bicycling through street and infrastructure improvements. TODs offer an alternative to low-density suburban developments, which are typically dependent on automobiles for mobility.

#### **LEED**

The U.S. Green Building Council (USGBC) is a non-profit organization committed to a prosperous and sustainable future for our nation by promoting healthy, cost-efficient, and energy-saving buildings. The USGBC has developed the Leadership in Energy and Environmental Design (LEED) certification program. This certification program establishes nationally accepted benchmarks for the design, construction and operation of high performance green buildings and neighborhoods. LEED promotes an approach to sustainability by recognizing performance in five key areas of human and environmental health:

- Sustainable site development
- Water efficiency
- Energy efficiency
- Building materials selection
- Indoor environmental quality.

Through a third-party review, buildings and neighborhood developments can be LEED certified under a variety of rating systems.

The FTC Specific Plan is designed to achieve certification under the LEED Rating System for Neighborhood Development (LEED-ND). All new buildings constructed in the FTC Specific Plan would also be designed to achieve the equivalency of certification under the LEED for New Construction Rating System (LEED NC).

According to the 2002 "Statewide Transit-Oriented Development Study: Factors for Success in California" (a publication by the California Department of Transportation and the Business, Transportation and Housing Agency), the development of TODs will help the State of California manage its future population growth and improve California's quality of life. Further, the study states that TODs provide major benefits to individuals, communities, and regions. These benefits include, but are not limited to, the following:

- TODs provide mobility choices: TODs give residents the choice to travel without an automobile. This benefits people that cannot drive or choose not to drive, including youth, the elderly, and those that do not own a car.
- TODs increase transit ridership: TODs improve the efficiency and effectiveness of transit by increasing the number of people that live and work within walking distance of major transit stations.
- TODs increase household disposable income:
  Transportation is the second largest expense for a household. TODs can substantially reduce a household's transportation costs, thereby increasing household disposable income.
- TODs reduce the rates of vehicle miles traveled, air pollution, and energy consumption: Residents of TODs drive fewer miles per year than residents of suburban neighborhoods. As a result, air pollution rates and energy consumptions rates can be reduced on a per capita or per household basis by creating TODs.

- TODs play a role in economic development. TODs have been used across the country to help revitalize urban neighborhoods and downtowns, and to enhance tax revenues for local jurisdictions.
- TODs contribute to more affordable housing:
   TODs can increase the supply of affordable housing by providing additional housing opportunities and reducing household transportation expenditures.

The State of California recently passed Assembly Bill 32 (AB 32) and Senate Bill 375 (SB 375). AB 32 requires the State of California to reduce greenhouse gas emissions to 1990 levels no later than 2020. SB 375 recognizes that land use is an essential element of achieving the climate change goals under AB 32. SB 375 unites regional transportation, housing, and land use planning with CEQA reform, and in part, encourages the development of more compact and efficient growth patterns, including residential and employment opportunities near rail stations and along transit corridors.

## 1.2 SPECIFIC PLAN OVERVIEW

This Specific Plan will facilitate the transformation of approximately 39 acres of land into a sustainable, compact, urban neighborhood within walking distance of the Fullerton Transportation Center and Downtown Fullerton (refer to Section 1.3, Location and Setting). The FTC Specific Plan anticipates that the majority of the properties in the plan area will be redeveloped with mixed-use (retail with office or residential) and multi-family land uses. Identified historic

buildings and a number of more recently constructed buildings are anticipated to remain.

This Specific Plan includes a variety of civic spaces, including a Transit Plaza, neighborhood parks, a Transit Courtyard, a Rail Promenade and several pedestrian paseos. The civic spaces will be linked by pedestrian-friendly streets that are enhanced with street trees, and other streetscape amenities.

The FTC Specific Plan gives property owners flexibility to develop properties with a mix of retail, office, residential, and live-work uses based on future market demand. Because of this built-in flexibility, it is difficult to predict buildout of the Specific Plan Area with certainty. Therefore, two potential buildout scenarios were developed to analyze infrastructure requirements and evaluate environmental impacts of the Specific Plan:

- High Office/Low Residential Scenario
- High Residential/Low Office Scenario

It is anticipated that the ultimate buildout will occur somewhere between these two maximum buildout scenarios.

The High Office/Low Residential Scenario allows for the addition of up to:

- 100,000 square feet of general retail/restaurant space
- 100,000 square feet of office space
- 120-room hotel
- 1,513 residential units (inclusive of affordable housing units and additional units that may be constructed per California Density Bonus Law).

The High Residential/Low Office Scenario allows for the addition of up to:

- 100,000 square feet of general retail/restaurant space
- 49,000 square feet of office space
- 120-room hotel
- 1,560 residential units (inclusive of affordable housing units and additional units that may be constructed per California Density Bonus Law).

Should the market warrant development of retail or office space or additional residential units in excess of what is assumed in the above buildout scenarios, additional environmental review under the California Environmental Quality Act may be required prior to the approval of the site-specific project that would result in the additional retail or office space, or residential units.

It is anticipated that redevelopment of the FTC Specific Plan Area would occur in two phases. Each phase may also be divided into sub-phases.

Phase I would redevelop the properties along Santa Fe Avenue between Harbor Boulevard and Lemon Street. This phase would include the construction of the public Transit Plaza, surrounding mixed-use buildings, new parking structures, relocation of the Bus Depot for the Orange County Transportation Authority (OCTA), and supporting infrastructure improvements. Paseo, alley, and street improvements (Pomona Avenue and the segment of Santa Fe Avenue to the west of Lemon Street) would also occur. This phase could also include the demolition of the existing public parking structure on the northeast corner of Santa Fe Avenue and

Pomona Avenue. For analysis purposes, build out for this phase is estimated for completion by 2015.

Phase II would redevelop the remaining properties within the Specific Plan Area (excluding properties that are anticipated to remain unchanged). These properties would be redeveloped as individual projects over a span of 10 to 15 years. Proposed development within Phase II consists of additional mixed-use and residential buildings, including a potential hotel with up to 120 rooms. Neighborhood parks and paseos would also be developed in Phase II. Supporting infrastructure, alley, and street improvements (Lawrence Avenue, Walnut Avenue, and the segment of Santa Fe Avenue east of Lemon Street) would also occur.

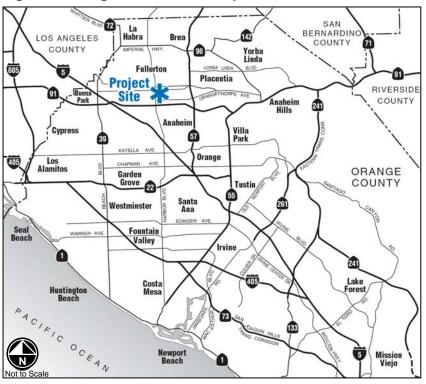
For analysis purposes, build-out for this phase was estimated for completion by 2020. While not anticipated to occur, projects in Phase II, could be initiated prior to the completion of Phase I.

## 1.3 LOCATION AND SETTING

The City of Fullerton is located in northern Orange County, California. Regional roadway access to Fullerton is provided by Interstate 5, State Route 91, and State Route 57. Cities that border Fullerton include La Habra and Brea to the north, Anaheim to the south, Placentia to the east, and Buena Park and La Mirada to the west (refer to Figure 1-1, Regional Location Map).

The Fullerton Transportation Center (FTC) Specific Plan Area is situated in the heart of the City, within Downtown Fullerton. Roadways that serve as primary borders for the Specific Plan Area include Commonwealth Avenue to the north, Walnut Avenue to the south, Lawrence Avenue to the east, and Harbor Boulevard to the west. Portions of the Specific Plan Area extend slightly east of Lawrence Avenue and slightly south of Walnut Avenue, as shown in Figure 1-2, Local Vicinity Map. The Fullerton Train Depot (Amtrak/Metrolink station) and the OCTA Bus Transfer Terminal are located within the FTC Specific Plan Area near the intersection of Pomona Avenue and Santa Fe Avenue.

Figure 1-1: Regional Location Map



HARBOR BOULEVARD AMERIGE AVENUE COMMONWEALTH AVENUE WALNUT AVENUE TRUSLOW AVENUE

Figure 1-2: Aerial View and Boundary of the Specific Plan Area

Source: Johnson Fain/RBF Consulting/UDS

## 1.4 REQUIRED DEVELOPMENT ENTITLEMENTS

The adoption and implementation of the FTC Specific Plan requires the following entitlements to be obtained through the City of Fullerton:

- General Plan Amendment
- Zoning Ordinance Update
- Project Entitlements

#### 1.4.1 General Plan Amendment

The Fullerton General Plan will need to be amended to change the land use designation of the parcels located within the FTC Specific Plan Area from their current General Plan designations to "Fullerton Transportation Center Specific Plan." Text amendments to the General Plan will be necessary to create goals, policies, and programs to facilitate a transit-oriented development and sustainable urban community.

## 1.4.2 Zoning Ordinance Update

The City of Fullerton Zoning Ordinance and Zoning Map will need to be amended to implement the FTC Specific Plan. The Fullerton Zoning Ordinance and Zoning Map will be amended to establish a new "Specific Plan District (SPD)", the boundaries of which will coincide with the boundaries of the FTC Specific Plan Area. The changes to the Zoning Ordinance will state that the Regulating Code within the FTC Specific Plan shall serve as the zoning, development, and design standards for all projects within the SPD Zone.

## 1.4.3 Project Entitlements

A variety of project approvals will be required to develop properties within the FTC Specific Plan Area. Approvals that may be required include without limitation:

- Disposition and Development Agreements (DDA)
- Design Review
- Tract Maps/Parcel Maps
- Lot Line Adjustments
- Variances
- Conditional Use Permits (CUP)
- Administrative Restaurant Use Permits (ARUP)
- Sidewalk Dining Permits
- Exceptions

## 1.5 SPECIFIC PLAN AUTHORITY

The California Government Code (Title 7, Division 1, Chapter 3, Article 8, Sections 65450 through 65457) provides the authority for a city to adopt a specific plan by ordinance (as a regulatory plan) or resolution (as a policy driven plan). This Specific Plan is both a regulatory and policy document, and therefore must be adopted by ordinance.

The California Government Code establishes a minimum set of requirements for specific plans, which include text and diagrams that specify all of the following in detail:

- The distribution, location, and extent of the uses of land, including potential open space, within the Specific Plan Area.
- The proposed distribution, location, extent and intensity of major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy, and other essential facilities to be located within the Specific Plan Area and which are needed to support the land uses described in the Specific Plan.
- Standards and criteria by which development will proceed, and standards for the conservation, development, and utilization of natural resources, where applicable.
- A program of implementation measures including regulations, public works projects, and financing measures necessary to carry out the project.
- A statement of the relationship of the Specific Plan to the General Plan.

This Specific Plan includes a description of future land uses and infrastructure improvements (Chapter 3), development standards and guidelines (Chapter 4), implementation and financing measures (Chapter 5), and a statement of the Specific Plan's relationship to the General Plan (Chapter 6). The Specific Plan document meets the legal requirements for a Specific Plan, as established by the California Government Code and the City of Fullerton Municipal Code.

## 1.6 CALIFORNIA ENVIRONMENTAL QUALITY ACT COMPLIANCE

The FTC Specific Plan has been adopted in compliance with the requirements of the California Environmental Quality Act (CEQA) (California *Public Resources Code*, Section 21000 et seq.). Pursuant to CEQA Guidelines (Title 14, *California Code of Regulations*, Chapter 3, Section 15000 et seq.), the City of Fullerton prepared an Initial Study and Notice of Preparation and made these documents available to responsible agencies, trustee agencies, and interested parties for a 30-day public review period. Through the Initial Study, the City determined that the implementation of the FTC Specific Plan could result in significant environmental impacts and that preparation of an Environmental Impact Report (EIR) was required.

The FTC Specific Plan EIR (State Clearinghouse No. 2009051049) is a Program EIR. Section 15168 of the CEQA Guidelines defines a Program EIR as one that may be prepared on a series of related actions that can be characterized as one large project. The FTC Specific Plan establishes an overall development program that can be characterized as one large project, but its implementation will require a series of future discretionary actions (approvals of specific projects) by the City of Fullerton. The FTC Specific Plan Program EIR is intended to serve as the primary environmental document for all future entitlements (later activities) associated with implementation of the FTC Specific Plan, including all discretionary approvals requested or required to implement the project.

## City of Fullerton

Pursuant to Section 15168 of the CEQA Guidelines, a later activity under the FTC Specific Plan development program must be examined in the light of the Final Program EIR to determine whether additional environmental documentation must be prepared. Each later activity must undergo an initial study and analysis by the City to determine if the activity is within the scope of the Final Program EIR. Because these later activities are not new projects as defined by CEQA, compliance for each impact category is narrowed to a determination as to whether the activity would result in: (1) no substantial change from the previous analysis; (2) a more severe impact; or (3) a new significant impact. Based on the results of this initial study, the City will determine which of the following actions is applicable to the later activity:

- The later activity is a component of and consistent with the FTC Specific Plan and has been previously analyzed as a part of the Final Program EIR and findings certified pursuant to the State CEQA Guidelines. No additional CEQA documentation is required (CEQA Guidelines Section 15168).
- The later activity is a component of the FTC Specific Plan and has been previously analyzed as a part of the Final Program EIR and findings certified pursuant to the State CEQA Guidelines; however, minor technical changes or additions are needed to make the previous documentation adequate to cover the project. An Addendum to the Final Program EIR is required (CEQA Guidelines Section 15164).
- The later activity is either not a component of the FTC Specific Plan or has not been previously analyzed as part of the Final Program EIR, in which case an initial

study and additional environmental review under CEQA will be required unless the later activity is exempt under CEQA

## 1.7 SPECIFIC PLAN ORGANIZATION

The FTC Specific Plan is composed of several chapters, as described in detail below.

Chapter 1 - Introduction and User's Guide. This chapter provides basic background information about the Specific Plan. Since the Specific Plan will be used by a variety of users (such as property owners, City staff, business owners, residents, and elected and appointed officials), a user's guide is also provided in Section 1.8 of this Chapter.

**Chapter 2 - Specific Plan Vision.** This Chapter describes the overall project vision, Specific Plan goals and objectives, and the planning process and rationale that led to the formation of the FTC Specific Plan. A brief history of Fullerton is also presented.

Chapter 3 - Development Plan. Chapter 3 identifies the fundamental components of the Specific Plan. The detailed land use program is presented through tables and a master land use plan. In addition, necessary circulation and infrastructure improvements associated with the proposed land use plan are discussed in this chapter.

**Chapter 4 - Regulating Code.** The Regulating Code provides the development regulations for all buildings, streets, and civic spaces within the FTC Specific Plan Area. Standards and

guidelines for architectural design, landscaping, and other provisions are also provided.

Chapter 5 - Implementation and Administration. This chapter identifies implementation strategies and financing mechanisms for future projects within the FTC Specific Plan Area. This chapter also identifies how to administer this Specific Plan.

Chapter 6 - General Plan Consistency. This chapter provides a statement of consistency between the FTC Specific Plan and the Fullerton General Plan. General Plan goals pertaining to the FTC Specific Plan are included and analyzed, and a written analysis is provided to ensure that the Specific Plan is implementing the General Plan policies.

#### SPECIFIC PLAN USER'S GUIDE 1.8

The FTC Specific Plan is designed to meet the needs of many users, including property owners, merchants, architects, designers, building contractors, City staff, residents, investors. developers, and other interested organizations and persons in the community. Each of these interests plays a vital role in the future development of the FTC Specific Plan Area.

To most effectively use the FTC Specific Plan, the following process is recommended (see Figure 1-3):

• Step 1: Review Chapters 1 and 2 to gain an understanding of the overall vision for the FTC Specific Plan.

- Step 2: Review Chapter 3 to gain an understanding of the detailed land use program and infrastructure improvements required to serve the buildout of the Specific Plan.
- Step 3: Property owners and/or developers that are interested in developing a specific property within the FTC Specific Plan Area should review Chapter 4 to gain an understanding of the development regulations for their property.
- Step 4: Those interested in starting a new business or expanding/enhancing an existing business in the FTC Specific Plan Area should next review Chapter 4 to gain an understanding of the types of land uses that are allowed and conditionally permitted in the FTC Specific Plan Area.
- **Step 5**: Schedule a meeting with the City of Fullerton Community Development Department to review your concepts, determine project processes and requirements, identify other agencies that may need to be contacted, and discuss potential issues, solutions, and approaches.

It is highly recommended that interested property/business owners, developers, and investors contact the City to discuss project proposals before committing resources for plans and drawings.

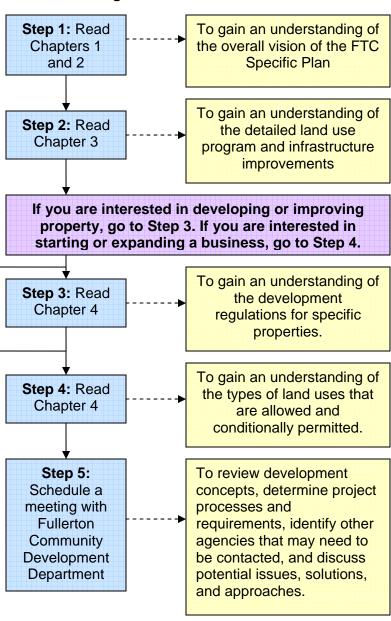


Figure 1-3: User's Guide