

**FOWLER CITY COUNCIL
SPECIAL MEETING
AGENDA
TUESDAY AUGUST 3, 2021
5:30 P.M.
CITY COUNCIL CHAMBER
128 SOUTH 5TH STREET
FOWLER, CA 93625**

In compliance with the Americans with Disabilities Act, if you need special assistance or accommodations to access the City Council Chambers or participate in this meeting, please contact the Clerk at (559) 834-3113 x102. Notification at least 48 hours prior to the meeting will enable the City to make reasonable arrangements to ensure accessibility.

This meeting will be conducted pursuant to the provisions of the Governor's Executive Order N-25-20 which suspends certain requirements of the Ralph M. Brown Act.

The telephone number listed below will provide access to the meeting for those wishing to attend via teleconference. Please note: when joining the teleconference you will be asked your name which will be used to identify you during any public comment period.

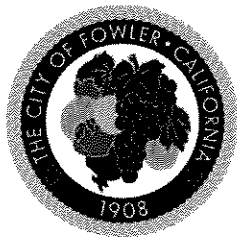
**Telephone Number: 978-990-5175
Meeting ID: 494026#**

It is requested that any member of the public attending while on the teleconference to have their phone set on "mute" to eliminate background noise or other interference from telephonic participation.

1. Meeting called to order
2. Roll call
3. Consider Land Use Alternatives Summary & Recommendations report as presented by staff and SELECT a preferred land use alternative for the City of Fowler General Plan
4. Adjourn

CERTIFICATION: I, Angela Vasquez, Deputy City Clerk of the City of Fowler, California, hereby certify that the foregoing agenda was posted for public review on Friday, July 30, 2021.

**Angela Vasquez
Deputy City Clerk**



ITEM NO: 3

REPORT TO THE CITY COUNCIL

August 3, 2021

FROM: DAWN E. MARPLE, CITY PLANNER

SUBJECT

Consider Land Use Alternatives Summary & Recommendations Report as presented by staff and select a preferred land use alternative for the City of Fowler General Plan Update.

STAFF RECOMMENDATION

Staff recommends that Alternative 4 with Tiered Urban Growth Boundaries be selected as the preferred land use alternative.

PLANNING COMMISSION RECOMMENDATION

Planning Commission recommends that Alternative 4 with Tiered Urban Growth Boundaries (staff recommended land use alternative), with the removal of all Medium High Density Residential designations to be replaced with the Medium Density Residential designation, be selected as the preferred land use alternative.

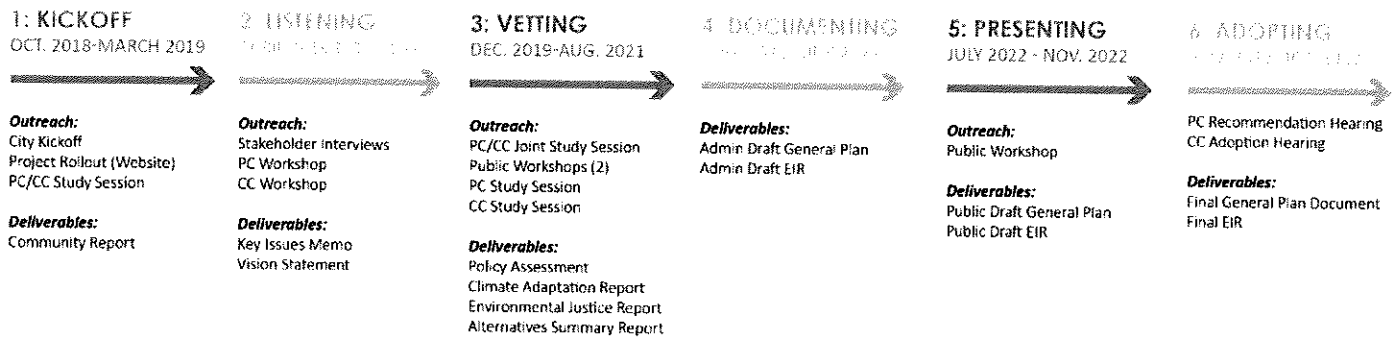
BACKGROUND

The General Plan Update Process

The City of Fowler adopted its first General Plan in 1976. Since then, the City has grown and changed significantly. In 2004, the City updated certain parts of the General Plan, including the Land Use, Circulation, and Economic Development elements. Since then, new laws affecting General Plans have been passed, new social and environmental issues have emerged, and new planning strategies and best practices have been developed.

In 2018, the City selected a consultant to prepare a comprehensive update to the City of Fowler General Plan. Since then, the consultant has been working with City staff, stakeholders, and the public to prepare the General Plan Update. An estimated timeline and each phase of the General Plan Update process is shown in Figure 1, below. As part of phase three of the update process, the consultant team has prepared an Alternatives Land Use Summary & Recommendations Report (Report), which summarizes the methodology and steps involved in the creation of alternative land use plans to be considered for the City of Fowler General Plan Update. The Report includes four alternative land use plans and identifies a staff recommendation for the preferred land use alternative for consideration by the City Council.

Figure 1: General Plan Update Project Timeline



Summary of Recent Public Workshops

On April 28th, 2021, the consultant team conducted a virtual public workshop to present recommended land uses and potential growth areas and change areas, and solicit community feedback on proposed land use changes. Announcement flyers were emailed to a previously established participants list, and Fresno County Department of Public Health staff called, emailed, and assisted residents with signing up to participate. Workshop notices were also mailed to those who own property in areas identified for potential changes in land use. A total of 43 community members attended the virtual workshop.

The following General Plan Update topics were discussed at the workshop:

- Project timeline
- Summary of the public workshop held in November of 2020
- Proposed land use changes
- Potential Growth Areas and Change Areas
- Introduction of the project story map and interactive land use map
- Invitation to provide feedback via the interactive land use map

Attendees at the April virtual workshop were also asked several poll questions to help guide the development of the General Plan Update land use plan. The questions generally focused on which supporting principles, planning priorities, and Growth Areas should be prioritized. The story map also included an interactive map exercise where residents were encouraged to leave parcel-specific feedback. The questions and poll results can be seen in **Attachment A: Workshop Summary**. The results of the public comments and polling directly informed the alternative land use plans presented in the Report.

Report Summary

Building on previous deliverables and public input, as well as the feedback received at the April workshop, the General Plan Update consultant reviewed public comments and poll results and developed a set of planning considerations and metrics to assist in the development and analysis of land use alternatives. The metrics considered in the analysis were selected for their association with the vision, supporting principles, and planning priorities established through previous research and public outreach efforts. Topic areas for each metric include jobs-housing balance, targets for commercial, residential, and industrial land use categories, and performance relative to recent State legislative directives. A summary of the identified target metrics and their comparison to the adopted land use plan can be reviewed on **pages 8-13 of Attachment B: Alternative Land Use Summary & Recommendation Report**.

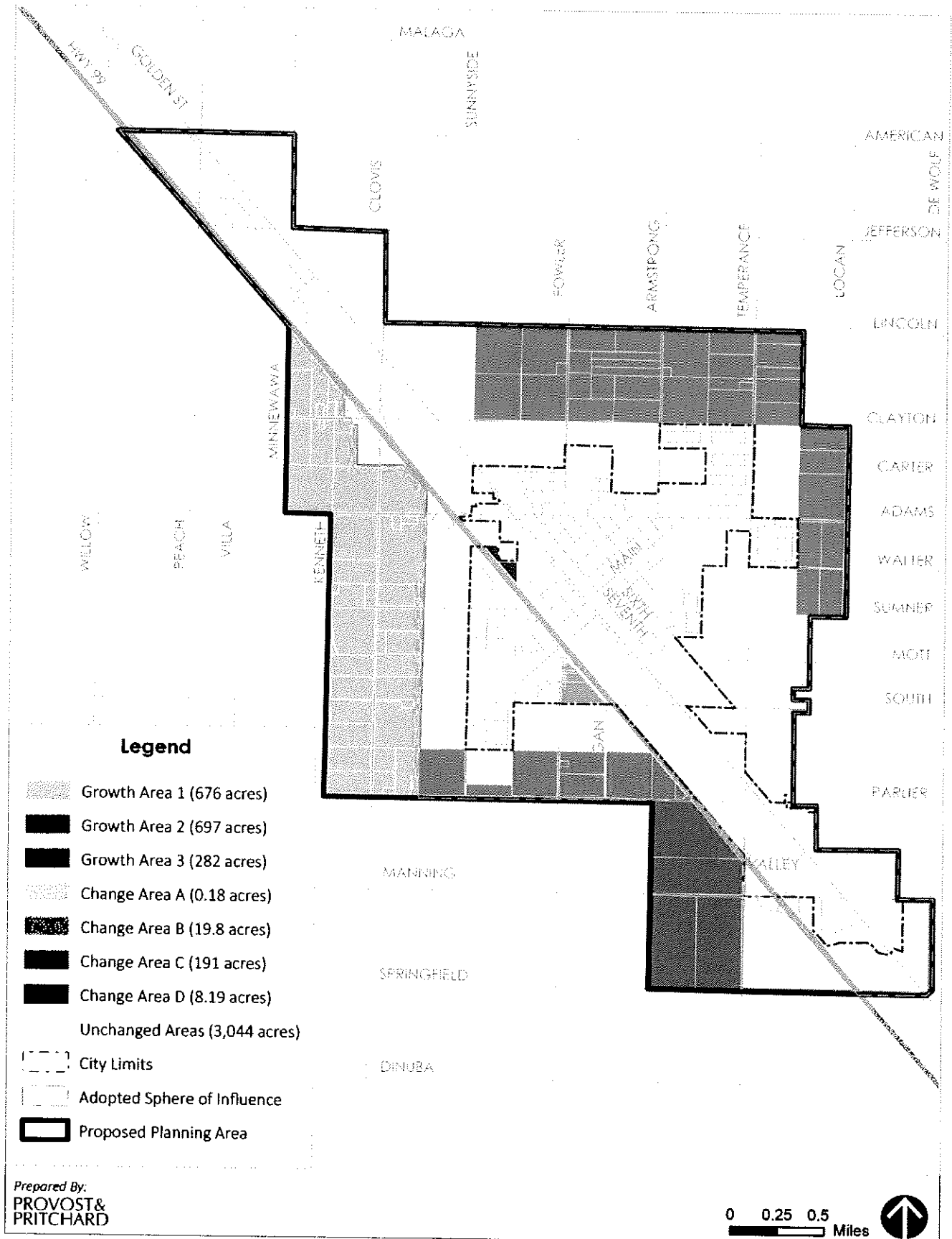
After analyzing the adopted land use plan and establishing planning considerations and target metrics, the consultant team began the land use planning process. This process consisted of confirming, and in some cases adding, revising, or deleting land use designations, land use programming (i.e., the process by which land uses are assigned to a map), calculating build out assumptions, and presenting potential land uses to the public for review and comment at the April workshop. Each step of the land use planning process is described in more detail on **pages 17-25 of Attachment B**.

The consultant team then developed four alternative land use plans for City Council consideration. Each alternative has the same overall planning area boundary and features the same potential land uses, but presents those uses in varying combinations, depending on location.

Each alternative focuses on prioritizing a different Growth Area. Growth Areas include land that is proposed to be converted from non-urban to urban uses. The main consideration when categorizing a Growth Area was not necessarily related to location but was related to size and whether proposed land use changes would result in the addition of considerable urban uses to the City of Fowler. There are three potential Growth Areas identified on **Figure 2**, below.






In addition to Growth Areas, the consultant identified areas that are to remain unchanged (Unchanged Areas), where land uses will remain consistent with the 2004 General Plan land use designation. The consultant also identified Change Areas, which are parcels proposed for a change in land use that are within the existing City limits or SOI and are either currently planned for urban use or are in areas expected to be developed with urban uses relatively soon. There are four Change Areas identified on **Figure 2**. The Unchanged Area and Change Areas are consistent among all land use alternatives.

Figure 2: Unchanged Area, Change Areas, and Growth Areas Map



The details of each alternative, including maps, land use breakdowns, acreages, and a summary of how each alternative compares to the established planning metrics can be reviewed on **pages 26-34 of Attachment B**. A chart comparing how each alternative performs relative to the planning metrics is provided below and can also be seen on **page 35 of Attachment B**.

Figure 3: Land Use Alternative Summary Comparison

Alternatives Comparison	Adopted Plan	Alternative 1	Alternative 2	Alternative 3	Alternative 4
					
	<i>*Adopted Planning Area</i>	<i>*Growth Area 1</i>	<i>*Growth Area 2</i>	<i>*Growth Areas 1 & 2</i>	<i>*All Growth Areas</i>
Planning Metrics					
Jobs Housing Balance					
Target Metric: 2.0	3.5	2.5		2.06	2.0*
Commercial Land					
Target Metric: 8% of total	5.5%	7.5%*		6.6%	
Residential Land					
Target Metric: 50% of total	32.1%	48.1%	51.2%*	54.1%	
Industrial Land					
Target Metric: 33% of total	36.6%	40.3%		35.4%	34.7%*
Vehicle Miles Traveled					
Target Metric: Reduction	Baseline	< Baseline		< Baseline	
Plan Demographics					
Housing Units	6,642	10,660		13,917	
Population	21,784	34,966		45,647	
Employees	23,110	27,346		28,600	

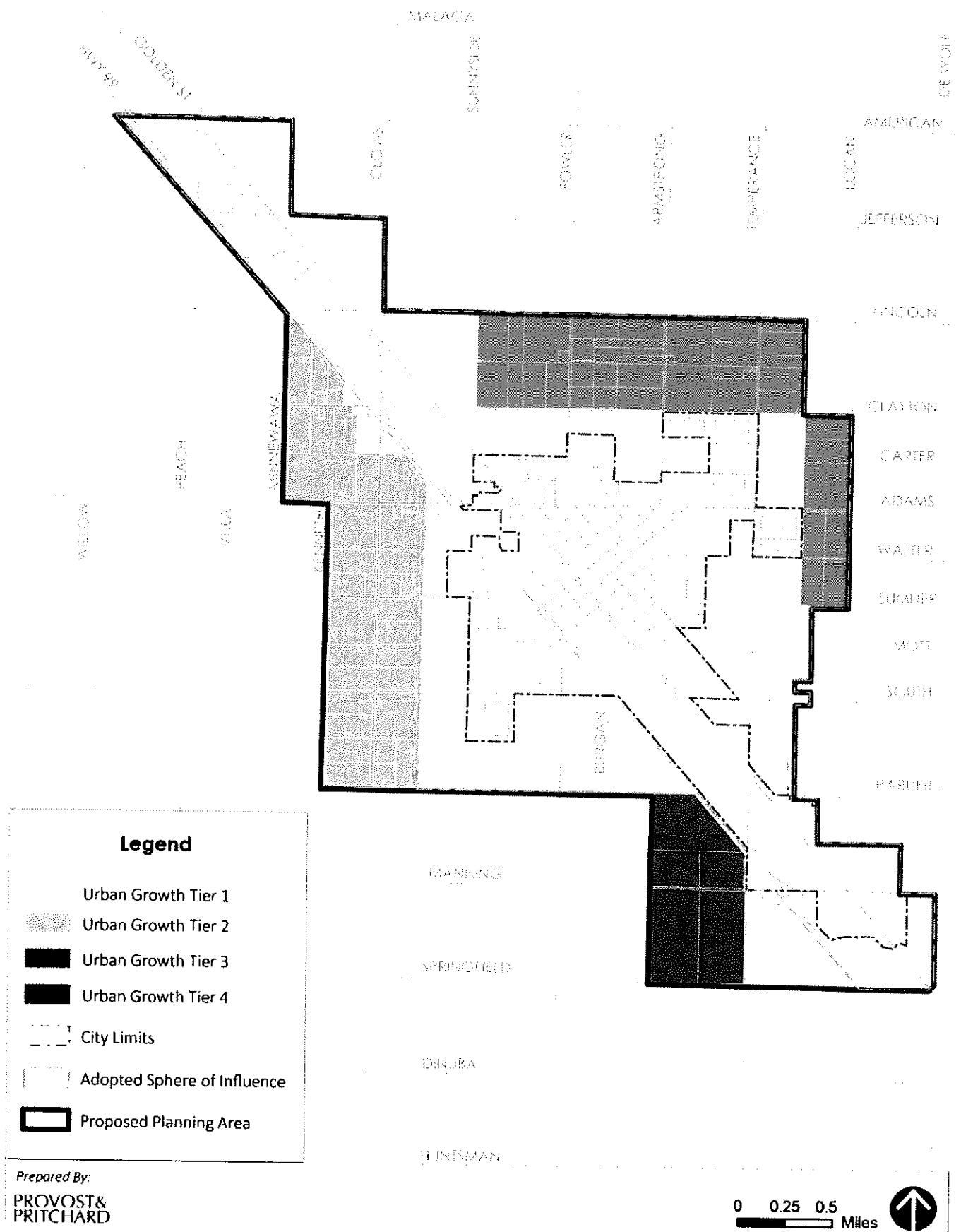
(*) (**) Closest to Target Metric

Staff Recommended Land Use Alternative

Of the various alternatives, Alternative 4 meets the targeted goals most often; thus, Alternative 4 is recommended to be chosen as the preferred alternative. The recommendation also includes establishment of tiered urban growth boundaries to help prioritize development in certain areas over others. The recommended urban growth boundaries, in order of priority can be reviewed in **Figure 4**.

The order of priority in which development is recommended to occur is first within the current adopted Planning Area boundary (Urban Growth Tier 1) followed by development in Growth Area 1 to the west (Urban Growth Tier 2), then Growth Area 2 to the north/east (Urban Growth Tier 3), and finally Growth Area 3 to the south (Urban Growth Tier 4). A more detailed discussion of growth boundaries and thresholds can be reviewed on **pages 36-37 of Attachment B**.

Figure 4: Recommended Urban Growth Boundaries



A figure illustrating the Staff Recommended Land Use Alternative, including the land use diagram and comparison to target metrics is shown below in Figure 5. The land use and demographic breakdowns for this alternative are shown in Table 1 and Table 2, respectively. This information can also be reviewed on pages 33 and 34 of Attachment B.

Table 1: Staff Recommended Alternative Land Use Analysis

Land Use Designation	Total Acreage	% of Planned Urban Uses	% of Land Use Category
Residential Land Use Category			
Low Residential	716	15%	27%
Medium Low Residential	938	19%	35%
Medium Residential	740	15%	27%
Medium High Residential	189	4%	7%
High Residential	108	2%	4%
Residential Subtotal	2,691	55%	100%
Commercial Land Use Category			
Neighborhood Commercial	28	1%	8%
Community Commercial	98	2%	29%
General Commercial	208	4%	62%
Commercial Subtotal	334	7%	100%
Industrial Land Use Category			
Light Industrial	599	12%	35%
Heavy Industrial	1,105	23%	65%
Industrial Subtotal	1,705	35%	100%
Open Space and Public Facilities Land Use Category			
Parks/Open Space	56	1%	32%
Public Facilities	123	3%	68%
Open Space and Public Facilities Subtotal	180	4%	100%
TOTAL (planned urban uses only)	4,909	100%	
Urban Reserve	0		
Total Planning Area	4,909		

Numbers may not add up due to rounding.

Table 2: Staff Recommended Alternative Demographics

Alternative Land Use Plan	Housing Units	Population	Employees
Staff Recommendation (Alternative 4)	15,248	50,013	30,539

Figure 5: Alternative 4 Land Use Plan

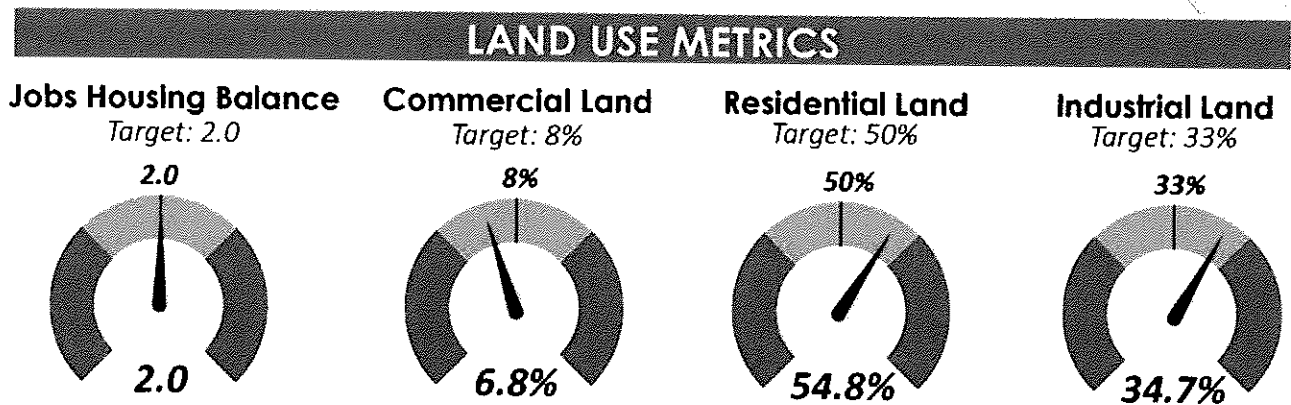
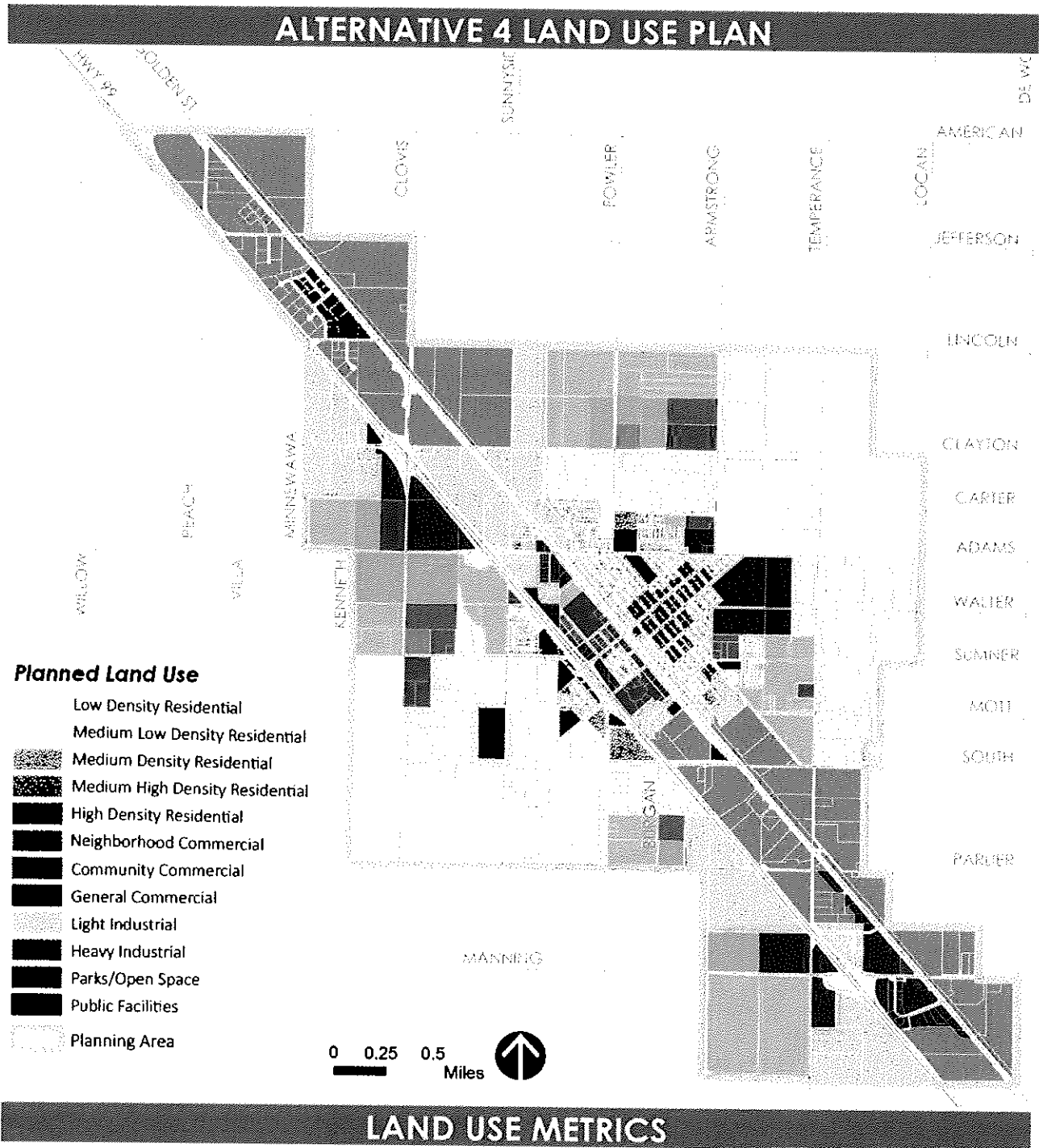
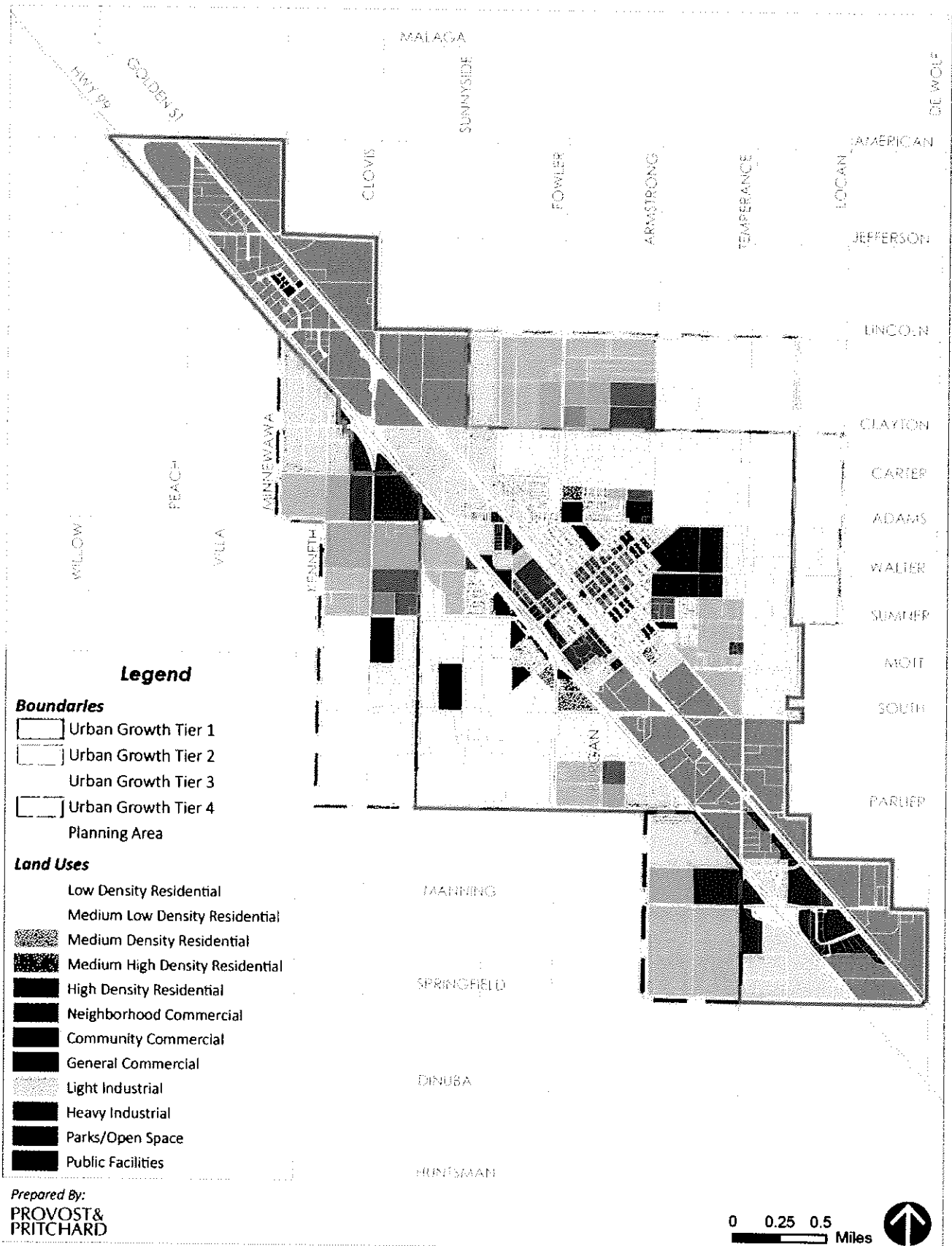


Figure 6: Staff Recommended Land Use Plan with Tiered Urban Growth Boundaries



Planning Commission Recommendation

On July 1, 2021, the project consultant and City staff presented the Alternative Land Use Summary Report to the Planning Commission for consideration and recommendation of a preferred land use alternative.

The purpose of the workshop was to allow the public to review and participate in the discussion and for Planning Commission to make a formal recommendation to the City Council on a preferred land use alternative.

After review, the Commission opted to recommend Alternative 4 with Tiered Urban Growth Boundaries (staff recommended land use alternative), with the removal of all Medium High Density Residential designations to be replaced with the Medium Density Residential designation.

A figure illustrating the Planning Commission-recommended alternative, including the land use diagram and comparison to target metrics is shown below in **Figure 7**. The land use and demographic breakdowns for this alternative are shown in **Table 3** and **Table 4**, respectively. A map isolating the locations of the approximately 189 acres of land requested by the Planning Commission to be redesignated from Medium High Density Residential to Medium Density Residential is also provided in **Figure 8**, for ease of reference.

Table 3: Planning Commission Recommended Alternative Land Use Analysis

Land Use Designation	Total Acreage	% of Planned Urban Uses	% of Land Use Category
Residential Land Use Category			
Low Residential	716	15%	27%
Medium Low Residential	938	19%	35%
Medium Residential	928	19%	35%
Medium High Residential	0	0%	0%
High Residential	108	2%	4%
Residential Subtotal	2,691	55%	100%
Commercial Land Use Category			
Neighborhood Commercial	28	1%	8%
Community Commercial	98	2%	29%
General Commercial	208	4%	62%
Commercial Subtotal	334	7%	100%
Industrial Land Use Category			
Light Industrial	599	12%	35%
Heavy Industrial	1,105	23%	65%
Industrial Subtotal	1,705	35%	100%
Open Space and Public Facilities Land Use Category			
Parks/Open Space	56	1%	32%
Public Facilities	123	3%	68%
Open Space and Public Facilities Subtotal	180	4%	100%
TOTAL (planned urban uses only)	4,909	100%	
Urban Reserve	0		
Total Planning Area	4,909		

Numbers may not add up due to rounding.

Table 4: Planning Commission Recommended Alternative Demographics

Alternative Land Use Plan	Housing Units	Population	Employees
Planning Commission Recommendation	14,433	47,339	30,539

Figure 7: Planning Commission Recommended Land Use Plan

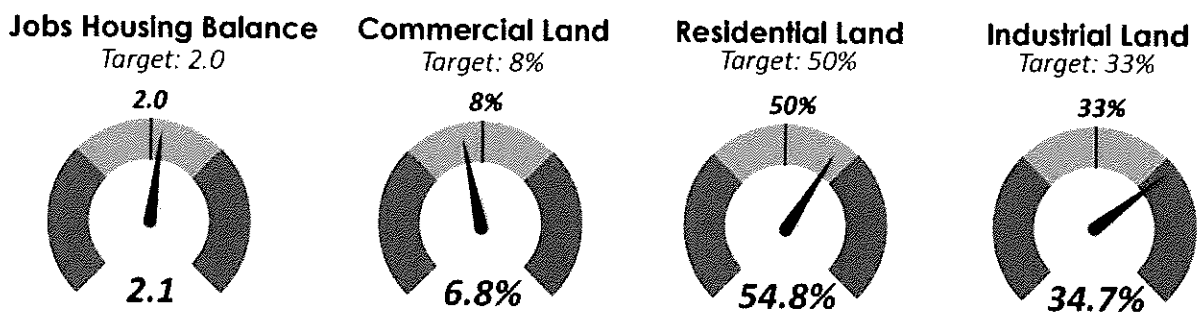
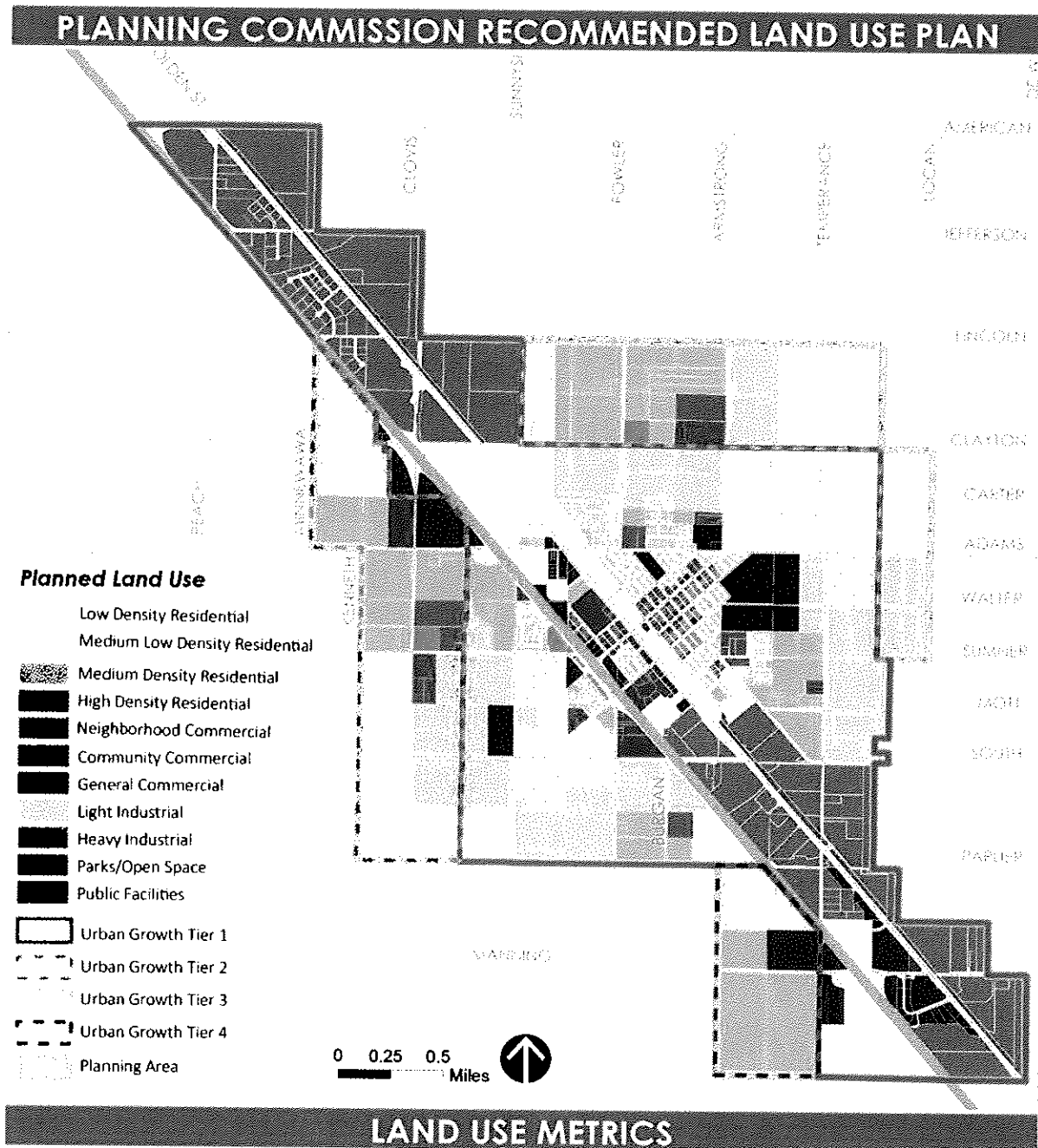
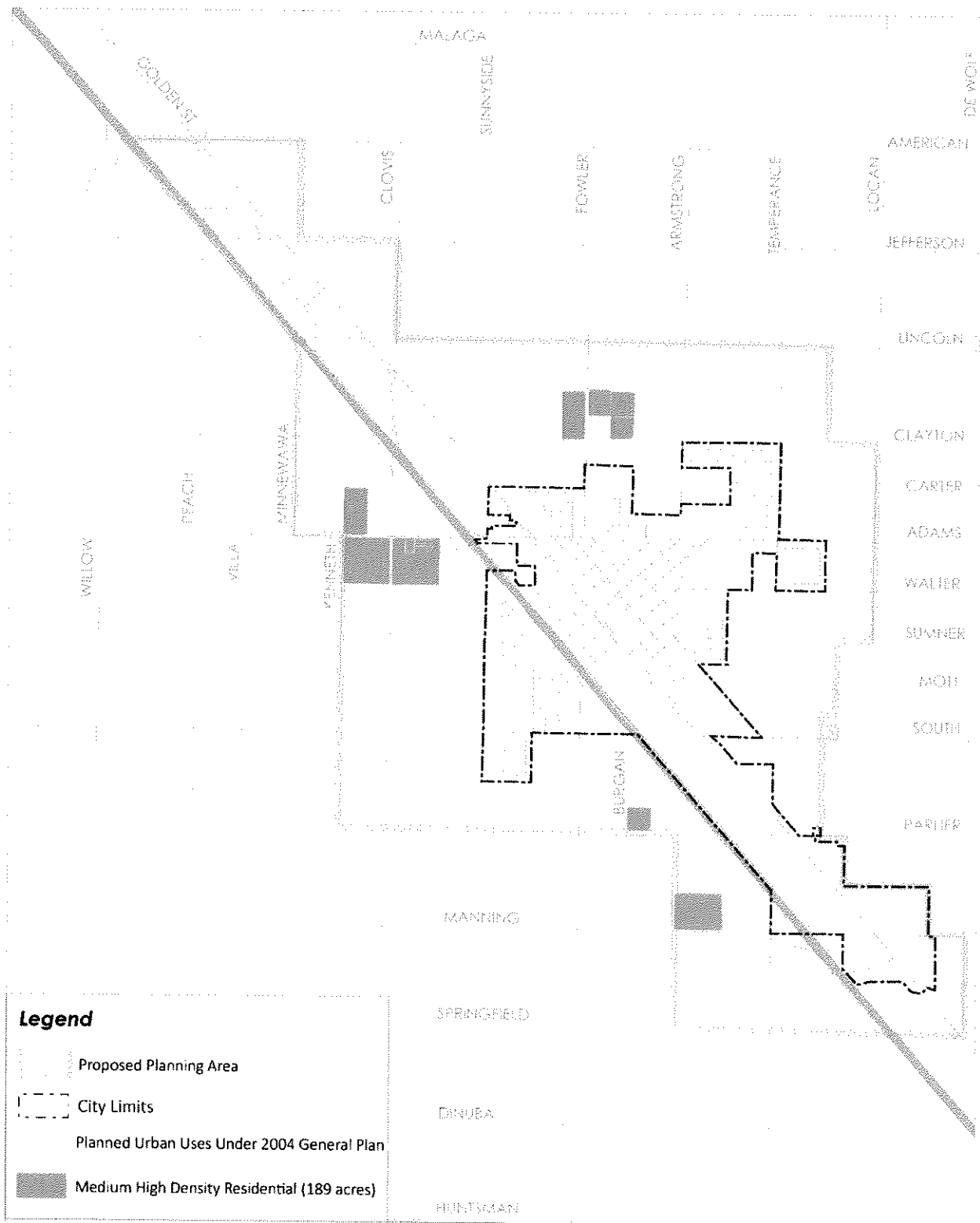


Figure 8: Proposed Medium High Density Land Use Locations



Prepared By
**PROVOST &
PRITCHARD**

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Miles



ENVIRONMENTAL FINDING

Pursuant to the California Environmental Quality Act (CEQA), an agency must complete environmental review prior to committing itself to a definite course of action in regard to a proposed project (CEQA Guidelines Section 15352). Environmental review must occur as early as feasible in the planning process to enable environmental considerations to influence project program and design, yet late enough to provide meaningful information for environmental assessment (CEQA Guidelines Section 15004(b)).

At this time, the City Council is not taking any action that would constitute approval of a General Plan Update. Rather, the City Council is being asked to select a preferred land use alternative that will be evaluated in a Program Environmental Impact Report (PEIR).

The City Council retains full discretion either to approve or disapprove the project. The selection of the preferred option for further study is therefore exempt from environmental review pursuant to CEQA Guidelines, Section 15262 (feasibility and planning studies for possible future actions that have not been approved, adopted, or funded), as well as the general rule that CEQA only applies to "projects" that have the potential for causing a significant effect on the environment. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA (CEQA Guidelines, Section 15061(b)(3)).

ATTACHMENTS:

A: Land Use Alternatives Workshop Summary, April 2021

B: Alternative Land Use Summary & Recommendations Report, June 2021

CITY OF FOWLER GENERAL PLAN UPDATE

LAND USE ALTERNATIVES WORKSHOP SUMMARY

April 30, 2021

On April 28th, 2021, the consultant team for the City of Fowler General Plan Update conducted a public workshop to present land use alternatives and solicit community feedback on proposed land use changes being considered as part of the update process. The workshop was held virtually, via Zoom webinar between the hours of 6:00 and 7:30 P.M. To generate interest and attendance at the workshop, announcement flyers were emailed to a previously established participants list. Staff with the Fresno County Department of Public Health also helped generate interest by calling and emailing residents and assisting them with signing up for the participant email list. Notices were also mailed to those who own property in areas identified for potential changes in land use.

The primary workshop activity consisted of a PowerPoint presentation, live polling, a live question and answer session, and the presentation of a project story map. The story map also includes an interactive map exercise where residents are encouraged to leave parcel-specific feedback.

The purpose of this memo is to provide a summary of these outreach efforts, including:

- Live poll results
- PowerPoint presentation content
- Story map content and instructions

SUMMARY OF PRESENTATION

The PowerPoint presentation was given by the project team via video screen share during the live Zoom webinar. Each presentation slide was provided in English and Spanish and live verbal Spanish translation services were provided via the interpretation function through Zoom. Participants were able to pre-register or join at any time during the meeting. Participants were notified of the meeting and its content via the project website, mailed property owner notices, as well as via email. Participants were also able to join via phone conference.

The presentation content included instructions on how to navigate the Zoom webinar, how to initiate translation services, as well as the following General Plan Update topics:

- Project timeline
- Summary of the previous workshop held in November of 2020
- Proposed land use changes
- Introduction of the project story map and interactive land use map

43 community members attended either by video or phone conference. All were able to view or hear the presentation and were given the opportunity to provide feedback via live polling. Participants were also able to ask questions or provide comments via online chat or live during several question-and-answer sessions. The voting results of each poll are summarized below. In some cases, not all participants responded to each poll question. A live recording of the workshop is available on the project website.

LIVE POLL RESULTS

Four poll questions were asked during the presentation. Each question was designed to confirm community preferences expressed during the November 2020 workshop activities around preferred planning priorities, supporting principles, development of infill versus growth area properties, and preferred growth locations. The poll questions and results are summarized in **Figures 1-4** below.

Figure 1: Poll Question 1, Preferred Supporting Principle

**1. Which supporting principle should be prioritized? /
¿Qué principio de apoyo debe priorizarse? (Multiple choice)**

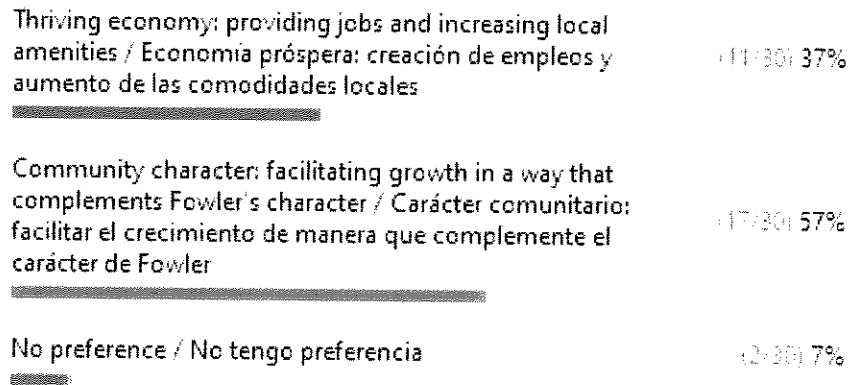


Figure 2: Poll Question 1, Land Use Planning Priorities

**1. Which land use planning priority should be prioritized? /
¿Qué prioridad debe darse a la planificación del uso de la tierra? (Multiple choice)**

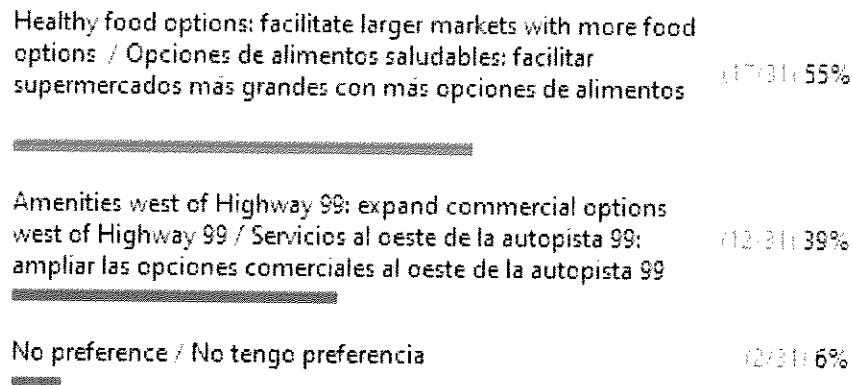


Figure 3: Poll Question 3, Development Type Priority

1. What type of development should be prioritized? / ¿Qué tipo de desarrollo debe priorizarse? (Multiple choice)

Infill development: concentrate growth in the existing City limits or Sphere of Influence boundary first / Desarrollo de relleno: concentrar el crecimiento en los límites actuales de la Ciudad o Esfera de Influencia primero	(19/31) 61%
Growth areas: Allow development to occur in one (or more) area concurrent with or before infill development. / Áreas de crecimiento: Permitir que el desarrollo ocurra en una (o más) área de crecimiento concurrentes con o antes del desarrollo de relleno	(10/31) 32%
No preference / No tengo preferencia	(2/31) 6%

Figure 4: Poll Question 4, Preferred Growth Area

1. Should the City decide to add growth area(s), which one should be prioritized? / ¿Si la Ciudad decide agregar área(s) de crecimiento, cuál debe ser priorizada? (Multiple choice)

Growth Area 1, located to the west of the City / Área de crecimiento 1, ubicada al oeste de la ciudad	(16/25) 64%
Growth Area 2, located to the north and east of the City / Área de crecimiento 2, ubicada al norte y este de la ciudad	(7/25) 28%
Growth Area 3, located to the south of the City / Área de crecimiento 3, ubicada al sur de la ciudad	(0/25) 0%
No preference / No tengo preferencia	(2/25) 8%

SUMMARY OF STORY MAP & INTERACTIVE LAND USE MAP

A story map is a digital web-based storytelling platform that combines text, graphics, maps, and interactive multimedia content. The story map for the Fowler General Plan Update was developed by the project team as a web-based companion to the live presentation. The story map link was posted to the project website and presented during the Zoom webinar.

All the content presented in the PowerPoint presentation was also formatted into a story map, including project background, timelines, summary of common terms, proposed land uses, growth areas, and a summary of proposed land use designations. Content is provided in both English and Spanish. The story map also includes an interactive land use map showing the proposed land use plan and the boundaries of each potential growth area and change area, as shown in **Figure 5: Interactive Land Use Map**.

Users of the map can navigate to specific parcels by either zooming in and clicking on a parcel, entering an address into the search bar, or looking up a property's assessor's parcel number (APN). Once a specific parcel is selected, participants are able to view its current land use designation, its proposed land use designation, and its size, among other details. In addition, participants were encouraged to leave parcel-specific feedback by entering comments into the dialogue box, as shown in **Figure 6**.

Links to the story map and instruction sheets were posted to the City's project web page the day of the workshop and will be available to the public to review and leave comments through May 5th, 2021. An additional reminder to make use of the interactive map was also included in a follow up email announcement sent after the workshop. Once the public comment period has ended, the project team will consolidate all comments and include them as part of the Land Use Alternatives Summary Report, scheduled to be presented to Planning Commission and City Council on June 3rd and June 15th, respectively.

Figure 5: Interactive Land Use Map

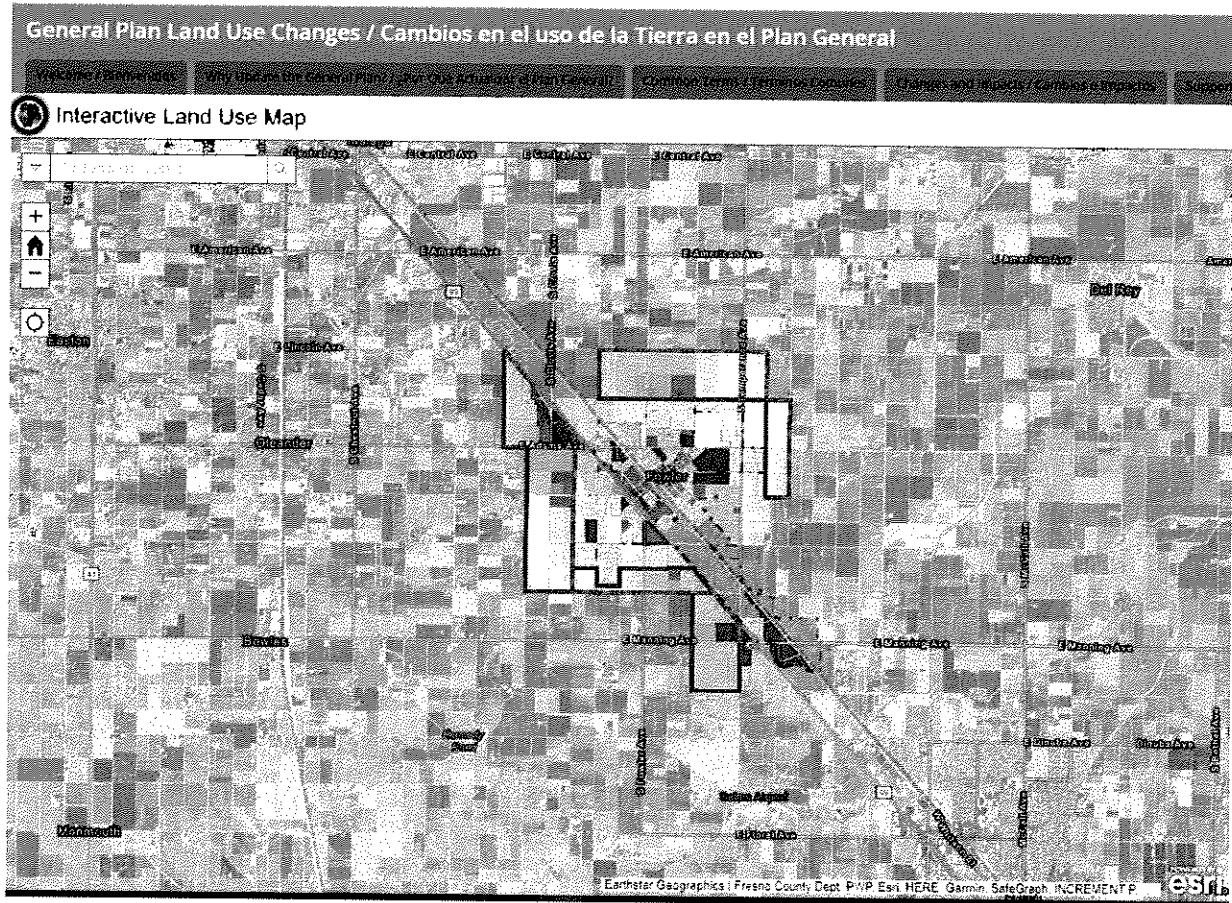
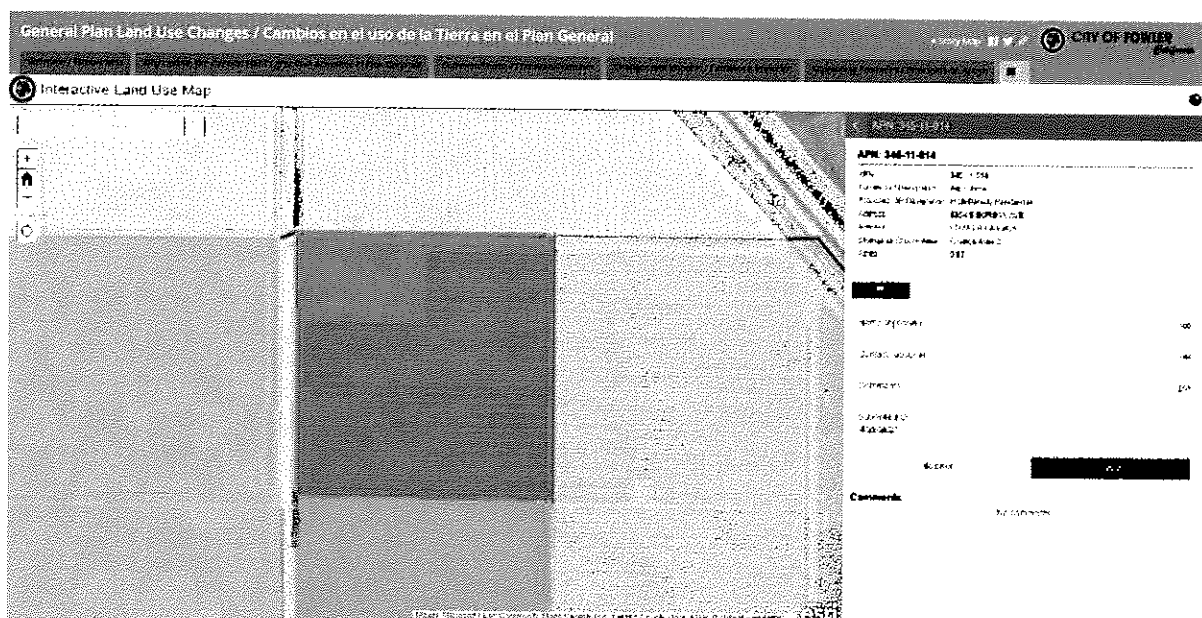
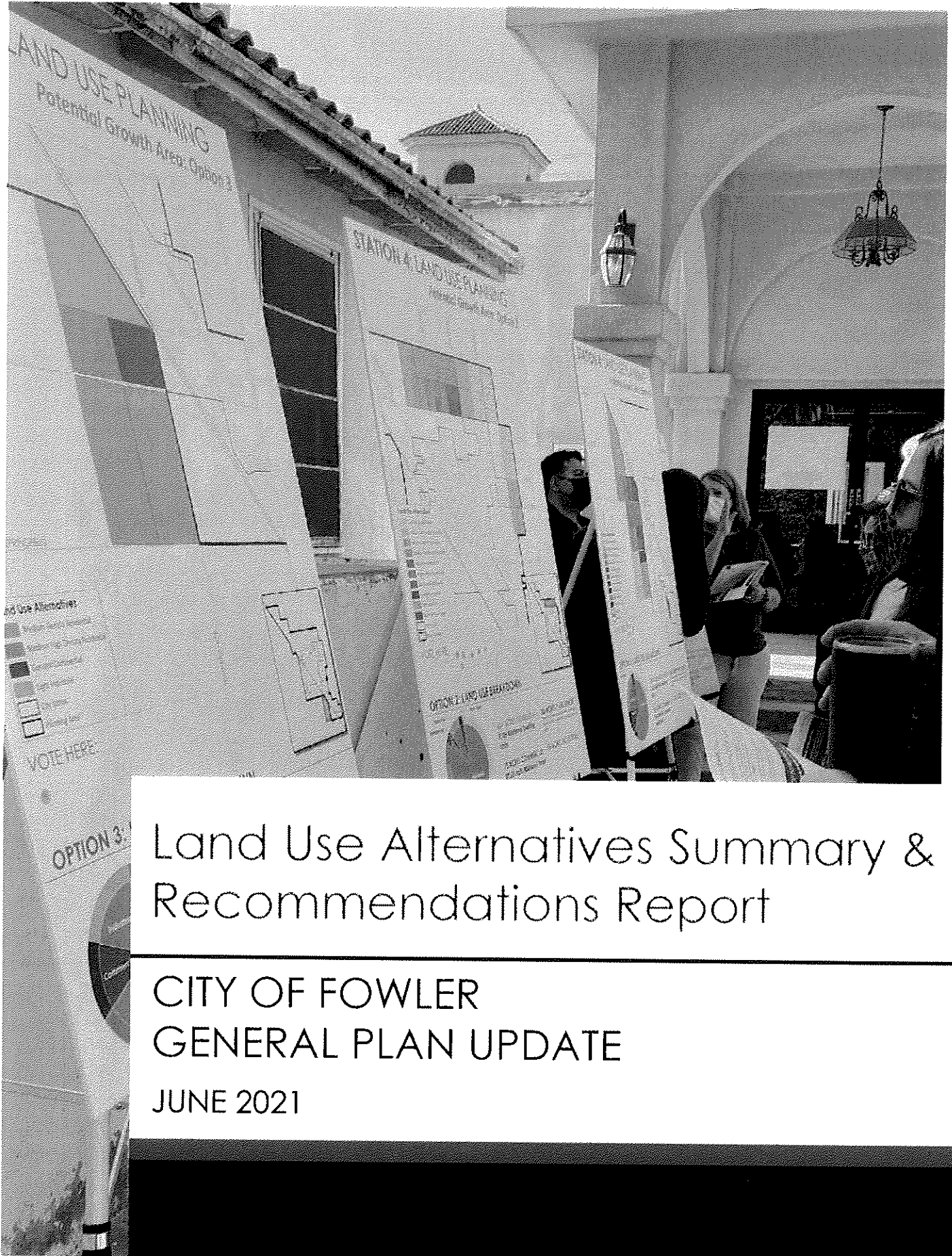


Figure 6: Interactive Land Use Map Comment Box





Land Use Alternatives Summary & Recommendations Report

CITY OF FOWLER
GENERAL PLAN UPDATE
JUNE 2021



CITY OF FOWLER
California

Land Use Alternatives Summary & Recommendations Report

FOWLER GENERAL PLAN UPDATE JUNE 2021

PREPARED FOR:

City of Fowler
128 S. 5th Street
Fowler, CA 93625

PREPARED BY:

Provost & Pritchard Consulting Group



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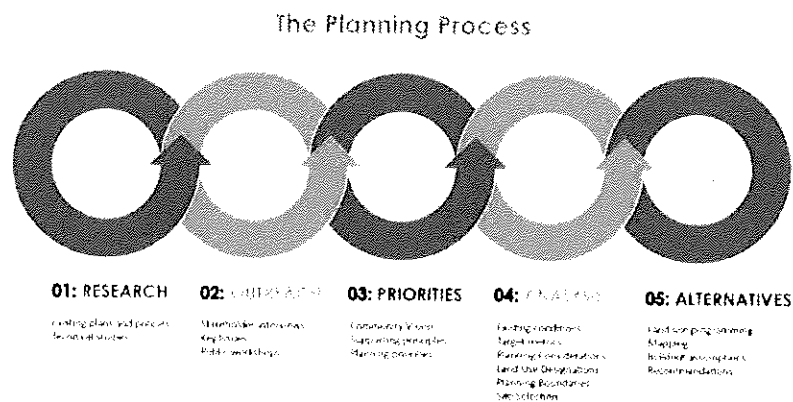
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I. INTRODUCTION

The Alternatives Land Use Summary Report summarizes the methodology and steps involved in the creation of alternative land use plans for the City of Fowler General Plan Update. The report includes four alternative land use plans for consideration. The report will be presented to the Planning Commission for review and comment and the City Council for consideration and selection of a preferred land use alternative. Once confirmed by the City Council, the preferred alternative will be included in the updated General Plan document. Once the General Plan is adopted, the land use plan will guide development in Fowler over the planning horizon of 2040 and beyond. All policy and regulatory documents, including the Zoning Ordinance must be consistent with the General Plan. This report also identifies important terminology and reviews the site selection process for growth areas and areas planned for land use changes. Finally, this report describes and compares various land use alternatives and identifies a recommended alternative for consideration and confirmation by the City Council.

THE PLANNING PROCESS

Identifying land use alternatives began with research of existing plans, policies, and technical studies relevant to land use in the City of Fowler. The research phase builds on previous deliverables, including the Fowler Community Report, policy papers on environmental justice and climate adaptation, and a policy review of the adopted General Plan. The project team, made up of City staff and consultants, then held stakeholder interviews which helped identify key issues, and hosted public workshops to share a new community vision, supporting principles, and identify planning priorities to be addressed during the updated process. Additional public workshops were held to inform decision-makers of progress and key milestones in the process. Next steps included analyzing baseline conditions, establishing additional planning metrics and considerations, revising land use designations, and determining growth areas and areas of change. Once complete, these analyses facilitated the development of alternative land use plans.



Staff is now providing recommendations to the Planning Commission and City Council regarding changes to the City's overall planning boundary and land uses that align with the community vision, supporting principles, and overall planning priorities. These alternatives provide multiple road maps for planning the City's growth over the horizon of the General Plan Update.

II. OUTREACH & COMMUNITY PRIORITIES

COMMUNITY VISION

A community vision describes the values and aspirations a community has for its future. A community's vision statement is typically adopted as part of its general plan. Subsequently, all land use plans, goals, policies, and implementation measures found in the general plan should be designed in support of that vision.

The community vision for the City of Fowler was developed following stakeholder input and key issues identification. The vision is supplemented with five supporting principles, which are statements that provide more specific guidance for Fowler's General Plan goals and policies. The vision statement and supporting principles have informed the development of the land use alternatives and all other components of the General Plan Update.

Crafting the Vision Statement

The consultant team drafted a community vision based on key issues and stakeholder input, which was shared with residents and presented to both the Planning Commission and City Council at a series of public workshops in the Fall of 2019.

Vision Statement

The following statement identifies the vision for Fowler's future and expresses key characteristics needed to sustain the community's identity and values, and achieve its potential:

The City of Fowler is a safe, affordable place to live with a small-town feel. Fowler's community events and thriving schools create a place where you can raise your family and know your neighbors. Fowler fosters a dynamic, business-friendly environment where shared goals and cooperation support local businesses and new economic investment. Thoughtful policies help conserve natural resources and provide well-maintained infrastructure to support responsible growth and development while preserving the unique, small town identity that makes Fowler a great place to live, work, and play.

Supporting Principles

The following statements are supporting principles which implement the broader community vision. The supporting principles are listed in order of their ranked priority according to polling conducted at previous public workshops.

1. **Protecting our Community's Character.** We celebrate Fowler's unique small-town character and balance it with the need to foster growth both physically and economically. Our commitment to facilitating growth in a way that complements our character is reflected in core planning documents. Growth policies preserve our central commercial core, residential neighborhoods, and support local businesses that contribute to the fabric of our community.
2. **Our Economy Thrives and Businesses Provide Local Amenities.** We value and support businesses which bolster the community by providing jobs, services, goods, and recreational opportunities. Economic development focuses on supporting business expansion and diversification. Our small-town character is preserved while also providing jobs and increased local amenities, ensuring residents the opportunity to live, work, and recreate all in one place.
3. **Growth Occurs Thoughtfully and is Shaped by Our Community.** A creative growth management strategy allows expansion to occur in a way that aligns economic needs, community vision, and regional goals. There is a strong system in place to guarantee that as the community accommodates new neighbors and new jobs, it continues to maintain and improve upon the lives of City residents, ensuring infrastructure and services successfully reach growth areas while continuing to serve established neighborhoods. New development is executed through land use decisions which involve careful research, coordination, and community outreach.
4. **Our Community is Mobile and Connected.** Our circulation system is complete, with amenities which make walking, biking, and transit use a safe, comfortable, and viable means of getting from place to place. Roadways are scaled appropriately for the types of land uses that surround them and provide access to jobs, services, goods, and recreational opportunities. The central commercial core is contiguous, with a well-maintained streetscape. Our circulation patterns are shaped by urban design principles which value street design as a method of community connection and placemaking.
5. **Parks and Recreation are a Focal Point of Our Community.** Our parks and recreation facilities are safe, accessible, and connected to the community they serve. Passive and active recreation opportunities are abundant and coordinated across local facilities and organizations.

Determining Community Values

The vision statement is reinforced by five supporting principles. A public workshop was held on November 14th, 2020 to determine the community's priorities for each supporting principle through an interactive poster activity. Community members provided feedback on which supporting principles were most important to them.

All proposed land use plans have been designed in support of the vision, and specific land use locations consider the community's most valued supporting principles.

PLANNING PRIORITIES

Planning priorities are more focused and specific than the supporting principles. Because of their granularity and focus, planning priorities provide guidance when balancing competing land use goals.

The following planning priorities were identified during the General Plan Update process and informed by the community vision, public input, and legislative considerations. The planning priorities are listed in rank order according to polling conducted at previous public workshops.

1. More Healthy Food Options

Healthy food options include health food markets, farmers markets, and full-service grocery stores. Planning for healthy food options provides local opportunities to shop for everyday essentials and supports environmental equity and public health by ensuring ease of access to fresh, unprocessed, and affordable food.

2. Amenities West of Hwy 99

Many of Fowler's residents on the west side of Highway (Hwy) 99 have noted a lack of amenities like shopping, parks, and entertainment compared to those who live east of the highway. Planning for non-residential land uses west of Highway 99 would support the realization of additional amenities in this part of the City.

3. More Retail Space

Planning for more commercial space can help facilitate more restaurants, entertainment, and retailers in Fowler. This would allow residents to utilize local resources for shopping and entertainment rather than seeking them out from nearby cities.

4. Additional Trails and Parks

Additional trails and parks can provide venues for outdoor activities, opportunities for exercise, and can help create a more mobile and connected community. Well-distributed parks and trails also support healthy communities by providing active transportation options and equitable access to green space.

5. More Diverse Housing Types

Housing diversity can lead to increased economic stability, better affordability, and increased access to quality housing for families, children, older adults, and those entering the housing market. Housing diversity is also being mandated through state legislation as well as local planning efforts such as the Regional Housing Needs Allocation (RHNA) process. Cities must plan for a diverse range of housing types and price points in their general plans to provide their fair share of housing stock for the region.

Prioritizing Land Uses

On November 14th, 2020, the consultant team for the City of Fowler General Plan Update conducted a public workshop. The primary workshop activity consisted of interactive posters where community members responded to a specific prompt. The interactive posters were designed to gain an understanding of which planning priorities are most important to them. These priorities helped inform land use choices in the face of competing goals.

III. LAND USE ANALYSIS

After surveying the community, the consultant team conducted research, analyzed the adopted land use plan, established planning considerations and target metrics, and identified a proposed planning area boundary for consideration. The intent of this effort was to determine how effective the adopted land use plan is at achieving the stated planning goals and community priorities as well as provide a baseline against which new land use alternatives could be compared. The following sections summarize the findings from each of these efforts and give additional technical background, as needed.

ADOPTED LAND USE PLAN ANALYSIS

An important component of any general plan is the land use diagram. This diagram illustrates the location and extent of different land uses assigned to each parcel in a jurisdiction's planning area. These designations express the intended use of property and direct future land development. The land use diagram, or plan, also shows the boundaries of a city's planning area. The City's adopted land use plan including the City limits, Sphere of Influence (SOI), and planning area boundary is shown in **Figure 1: Adopted General Plan Land Use Map**.¹

The project team analyzed the adopted land use plan to determine how uses are currently allocated. The breakdown of land uses planned under the adopted General Plan is summarized in the **Land Use Summary** section below. The outcome of this analysis supports input received on the key issues (e.g., lack of commercial amenities) and informed the development of planning priorities (e.g., more amenities west of Hwy 99), confirmed during the public outreach process. The relationship between the adopted land use plan and current community goals is described in more depth in the **Planning Considerations** section of this report.

Land Use Summary

The adopted planning area includes a total of 3,939 acres. Based on the adopted land use plan, approximately 32 percent is planned for residential uses, 5 percent for commercial uses, 37 percent for industrial uses, and 4 percent for public facilities and parks and open space. It should be noted that additional park space is required as part of residential developments despite not being designated on the land use plan. An additional 22 percent of the planning area is designated for agricultural uses, which is atypical and generally inappropriate within an urban planning area.

Based on these land uses, the adopted General Plan land use plan could likely accommodate 6,642 dwelling units, a population of 21,748 individuals, and would result in a jobs-housing ratio of 3.48 at buildout. A full quantitative breakdown of the adopted land use plan is provided in **Table 1: Adopted Land Use Plan Analysis**. For expanded details on the assumptions used in calculating buildout potential, see the **Buildout Assumptions** section of this report under **Section IV, Land Use Alternatives**.

¹ A Sphere of Influence is an established boundary line adopted by the Local Agency Formation Commission (LAFCo) to designate the future boundary and service area for a city or special district.

Figure 1: Adopted General Plan Land Use Map

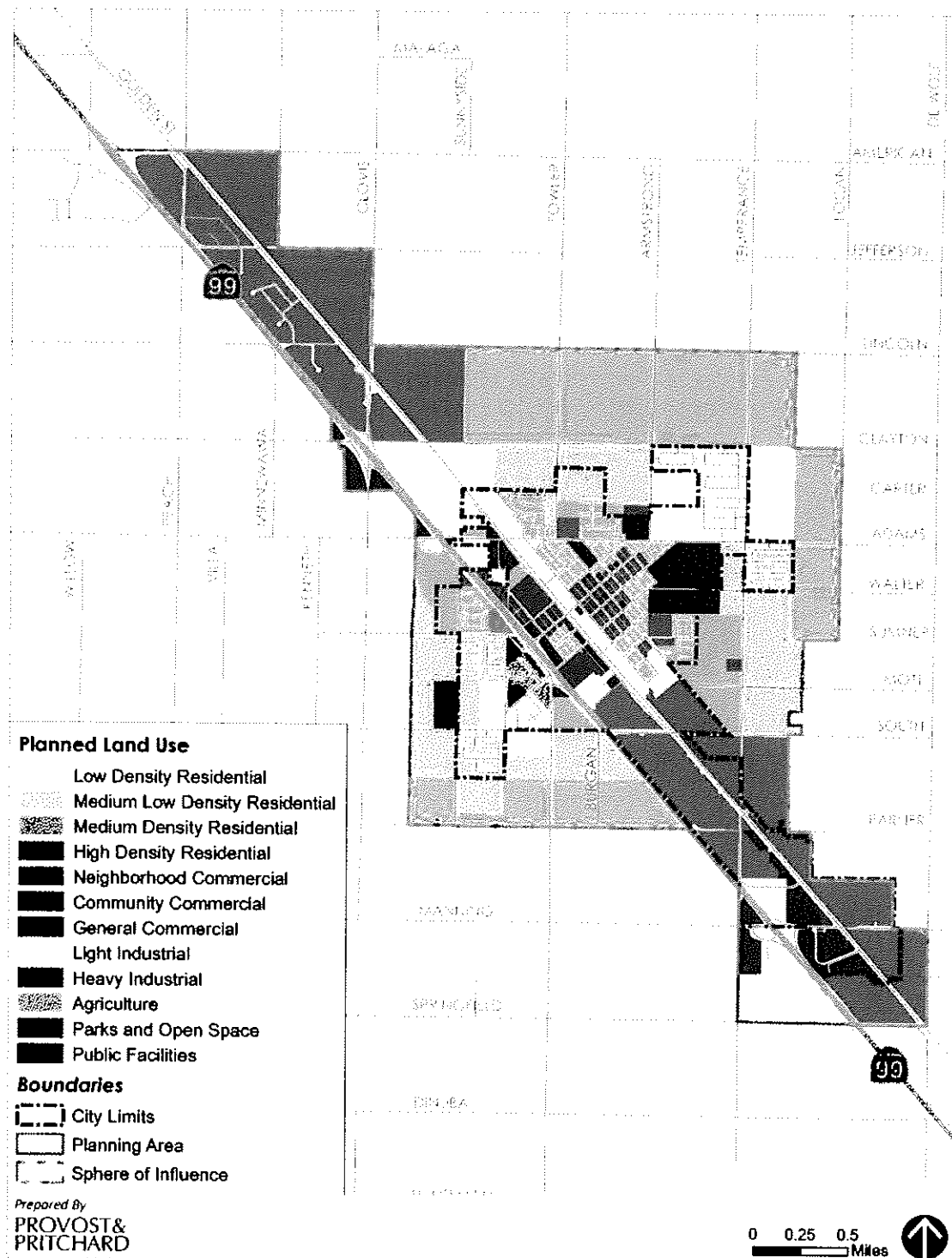


Table 1: Adopted Land Use Plan Analysis

Land Use Designation	Total Acreage	% of Planning Area	% of Land Use Category
Residential Land Use Category			
Low Residential	258	7%	20%
Medium Low Residential	638	16%	50%
Medium Residential	326	8%	26%
Medium High Residential ¹	0	0%	0%
High Residential	44	1%	4%
Residential Subtotal	1,266	32%	100%
Commercial Land Use Category			
Neighborhood Commercial	10	0%	4%
Community Commercial	60	2%	28%
General Commercial	146	4%	68%
Commercial Subtotal	216	5%	100%
Industrial Land Use Category			
Light Industrial	336	9%	23%
Heavy Industrial	1,105	28%	77%
Industrial Subtotal	1,441	37%	100%
Agriculture, Open Space, and Public Facilities Land Use Category			
Agriculture	876	22%	86%
Parks/Open Space	25	1%	2%
Public Facilities	117	3%	12%
Agriculture, Open Space, and Public Facilities Subtotal	1,018	26%	100%
TOTAL	3,939	100%	

Numbers may not add up due to rounding.

¹ The Medium High Density Residential designation is proposed as a new designation under the General Plan Update and has been included here for consistency.

PLANNING CONSIDERATIONS

After analyzing the adopted land use plan, it was necessary to evaluate how closely the adopted land use plan aligns with the community goals and priorities identified during the outreach efforts conducted for the General Plan Update process. To establish a baseline for comparison, a set of target metrics related to community priorities was established and then the adopted land use plan was evaluated against those metrics. Also considered during the planning process were growth management strategies and how they may provide for a framework to balance the development with a demonstrated need to ensure that growth is occurring thoughtfully and that services are provided relative to demand.

Target Metrics

The metrics considered in this analysis were selected for their association with the vision, supporting principles, and planning priorities established through previous research and public outreach efforts. Topic areas include jobs-housing balance and the overall mix of land uses, including commercial, residential, and industrial uses, as well as performance relative to recent State legislative directives. A summary of the identified target metrics and their comparison to the adopted land use plan performance, as discussed in further detail below, is shown in **Table 2: Target Metrics and Considerations**. Each land use alternative was also evaluated with these metrics in mind. The results of the alternatives analysis can be reviewed in **Section IV, Land Use Alternatives**.

Jobs-Housing Ratio

Target Metric: 2.0

The jobs-housing ratio is a measure of the number of employment opportunities compared to the number of housing units within the planning area. This ratio is one indicator that employees have the opportunity to live where they work, and residents have the opportunity to work where they live. A high jobs-housing ratio (i.e., more jobs than housing units) indicates a jobs-rich area while a low ratio (i.e., less jobs than housing units) indicates a housing-rich area. Many other factors, like labor force skills, available jobs, income, preference, and housing prices add complexity to how well this ratio represents the actual balance between jobs and residents. While the jobs-housing ratio may not reflect these nuances, it is a commonly used metric to evaluate land use plans.

Jobs-Housing Balance

Increasing the amount of housing compared to jobs in the community supports the Supporting Principles and Planning Priorities by providing more diverse housing options and the potential for economic development. It also helps the City meet its Regional Housing Needs Allocation (RHNA) and is in support of state housing-related legislation.

While there is no adopted standard, a ratio of 1.5, which indicates that there are one and a half jobs for every housing unit, is generally considered balanced. The potential benefits of a balanced jobs-housing ratio include reduced driving and congestion, shorter commutes to and from work, and reduced air pollution emissions. Together, these benefits can translate into a higher quality of life and a lower commute burden on the local workforce.

A balanced jobs-housing ratio may also provide economic benefits. Businesses may consider the local workforce when choosing where to locate. Cities offering a high quality of life (i.e., offer ample services, recreational opportunities, less traffic, and affordable and diverse housing options) often have the potential to attract more employers. In addition, mid- to larger-scale retailers generally choose to locate in areas with higher populations. Increasing the number of housing units in an area could attract retailers to the community, potentially bolstering the economy, increasing tax revenue, and providing residents with additional and more diverse services and amenities.

Under the adopted land use plan, Fowler's jobs-housing ratio is approximately 3.5, which is considered very high. This indicates that Fowler has planned for a substantially higher number of employment opportunities than housing opportunities. Recognizing that the adopted land use plan could result in such a high jobs-housing ratio, the new target moving forward must consider that any progress toward a ratio of 1.5 is beneficial. As such, the target jobs-housing ratio for land use programming is 2.0. While the target ratio is still higher than is commonly considered ideal, it is a reasonable goal given the size of the proposed planning area and the mix of land uses planned under the adopted General Plan. The target jobs-housing ratio of 2.0 also recognizes Fowler's location along Hwy 99 which positions Fowler as an ideal city for opportunities in both industrial and regional commercial growth, which could result in a greater number of associated job opportunities.

Commercial Land Use Target

Target Metric: 8% of All Land Uses

Throughout the public outreach process, lack of local retailers was consistently stated as an issue to be addressed as part of the General Plan Update. Upon analysis of the adopted land use plan, it was found that only five percent of land within the planning area is designated for commercial uses. This low percentage offers some explanation for why residents and stakeholders consistently cited lack of retail amenities as an obstacle for the community. Increasing the amount of commercial land in relation to all other land uses will help facilitate the development of retail establishments within the proposed planning area. The target metric for commercial land uses in total compared to all other planned land uses is eight percent.

Commercial Land Use Opportunities

Increasing the amount of commercial land use designations in the community supports the Supporting Principles and Planning Priorities by providing additional opportunities for retail to locate in areas throughout the City and provide an increased level of service for the community.

Residential Land Use Targets

Target Metric: 50% of All Land Uses

Housing is a critical component of community planning. Planning for diverse housing options increases choice, affordability, and opportunity. By extension, diverse housing options increase personal and financial stability by offering viable housing options to people across a range of ages, incomes, and life stages. For example, a retiree looking to downsize has different needs and preferences than younger adults with families, or those entering the housing market for the first time. Planning for various residential densities

allows the housing market to meet the needs of the entire community, responding to shifts in market demand.

In addition, California law recognizes that for the private housing market to adequately address demand, local governments must provide opportunities for and not unduly constrain housing development. As a result, housing policy implementation in California rests largely on local regulatory documents, such as the general plan. The primary process through which housing production is monitored at the state level is known as the Regional Housing Needs Allocation (RHNA). The RHNA considers population projections and incomes by region and then assigns each local jurisdiction its share of the region's housing needs. In turn, each local government must plan to meet those needs in its general plan.

While the general plan housing element is the main vehicle for local housing policy, the land use plan is the basis for a community's housing capacity.² It is with this legislative and planning context in mind that housing metrics have been developed for the Fowler General Plan Update. The total amount of land designated for residential uses under the adopted land use plan is 32 percent of all land uses. Moving forward, the primary target metric for residential land is 50 percent of total land uses. This will support to jobs-housing ratio metric to bring more balance between employment opportunities and housing opportunities.

Additionally, recognizing that the mix of residential densities is an important component of how the City will be able to respond to its obligations under the RHNA and provide for additional housing opportunities across the range of ages, incomes, and life stages, two supporting target metrics were identified and evaluated as part of the land use planning process: 1) of all planned residential land, approximately 10 percent should be planned for a combination of Medium High and High Density Residential, and; 2) of all planned residential land, approximately 40 percent should be planned for Medium Low Density Residential.

Residential Land Use Mix and Supporting Targets

The primary target metric ratio for residential land uses compared to all other designations is 50%. Of that 50%, 10% of land should be planned for a combination of Medium High and High Density and another 40% for Medium Low Density Residential.

Increasing the overall amount of housing opportunities in Fowler supports a more balanced jobs-housing ratio, meeting Fowler's obligations under the RHNA, and facilitates compliance with state housing laws. In addition, providing opportunities for more diverse housing types increases affordability across all stages of life.

² The Housing Element is being updated separately from this General Plan Update process. The Housing Element is required to be updated every eight years with the next (6th) cycle being initiated currently through a Multi-Jurisdictional Housing Element effort managed by the Fresno Council of Governments (Fresno COG). Though the Housing Element is being updated separately, the schedule for adoption generally aligns with the planned adoption of the General Plan and these efforts are being coordinated.

Industrial Land Use Target

Target Metric: 33% of All Land Uses

The City of Fowler's adopted land use plan allocates approximately 37 percent of total land uses to industrial designations. The high proportion of planned industrial land is, in some capacity, appropriate due to Fowler's location along Hwy 99 and rail lines, as well as its proximity to agricultural. These circumstances make Fowler a logical and efficient location for industrial uses such as warehousing, packing houses, storage uses, and freight services.

Moving forward, land use planning should consider industrial uses as economic opportunities for the City while balancing the need for other uses, such as housing and commercial facilities. As such, the target metric for light and heavy industrial uses under each alternative land use plan is 33 percent compared to all other land uses.

Industrial Land Use Opportunities

Industrial uses will continue to be an economic driver in Fowler and will be balanced with increases in housing and commercial land use opportunities.

Vehicle Miles Traveled

Target Metric: Reduction of Baseline

Senate Bill (SB) 743 was adopted in 2013 to address four state priorities, including improving the transportation system, meeting climate targets, addressing housing needs, and reducing environmental impacts. SB 743 directed a new method of analyzing transportation impacts of land development and infrastructure projects under the California Environmental Quality Act (CEQA) be developed. This new method, measuring vehicle miles traveled (VMT), was approved in 2018. A Technical Advisory was subsequently issued by the Governor's Office of Planning and Research (OPR) to provide guidance on how VMT analysis could be evaluated under CEQA.

Prior to SB 743, traffic impact analysis focused on whether a development project would increase congestion on the roadway, also known as level of service (LOS). Under an LOS analysis, if a development were determined to create traffic congestion because of the vehicle trips it would likely generate, developers would be required to build new infrastructure to mitigate that congestion or pay mitigation fees. Sometimes, this meant that the developer would be responsible for new infrastructure, like widening intersections or building new roads. In some instances, the cost of mitigation made projects infeasible and in others, it incentivized developers to reduce project size or build in outlying areas, which contributed to less efficient land use patterns and longer commutes.

Under SB 743, local agencies must now analyze transportation impacts through VMT analysis. Rather than focus on congestion and road conditions, VMT measures the amount and length of new vehicle trips

Vehicle Miles Traveled

VMT focuses on how to reduce dependence on driving and increase efficiency of the transportation system by analyzing the amount and length of new vehicle trips generated by proposed development projects. It does this through evaluating the proximity of future development to existing land uses, including housing, commercial, office, and other services.

Consistent with the Technical Advisory issued by the OPR, the goal for all land use alternatives is to reduce the overall estimated annual VMT for the General Plan service area.

generated by proposed development projects by considering their proximity to existing land uses, including housing, commercial, office, and other services. The intention in measuring VMT is to reduce dependence of driving and increase efficiency of the transportation system, resulting in decreased greenhouse gas emissions.

The goal for all land use alternatives is to achieve an overall reduction in estimated annual VMT for the General Plan service population.³ Each land use alternative was programmed with this in mind and attempts to reduce VMT by clustering new housing and services together. In addition, higher density housing opportunities are planned in closer proximity to retail, office, and service uses to maximize efficiency on the roadway.

Table 2: Target Metrics and Considerations

Metric	Current	Target
Jobs to Housing Balance		
Jobs-Housing Ratio	3.5	2.0
Commercial Land Uses		
Commercial Land Uses as % of Total	5%	8%
Residential Land Uses		
Residential Land Use as % of Total	32%	50%
Medium Low Density as % of Residential	50%	40%
Medium High and High Density as % of Residential	4%	10%
Industrial Land Uses		
Industrial Land Uses as % of Total	37%	33%
Vehicle Miles Traveled¹		
Annual Estimated VMT for the General Plan service population.	Baseline	Reduction compared to baseline

¹ The VMT target metric will be evaluated qualitatively. For purposes of this analysis, baseline estimates were developed using CalEEMod relying on a series of model assumptions. While these estimates are appropriate to guide alternative land use planning efforts, they should not be utilized in CEQA analysis. Further quantitative analysis will be conducted as part of the environmental review process.

Growth Management

Growth management strategies encourage the orderly development of land to effectively manage municipal service expansion and maintain services for existing development. Additionally, they aim to balance growth with demand for new development, reducing the premature conversion of farmland and other natural resource and open space areas.

While various types of growth management strategies have been commonly used in the past, recent updates to State law have impacted a jurisdiction's ability to limit growth. SB 330, the Housing Crisis Act of 2019, prohibits a city or county from enacting development policies, standards, or conditions that do any of the following:

³ The service population is the sum of the estimated resident population the estimated employee population at buildout.

- Reduce the density or intensity (also known as downzoning) of a land use below what was allowed under the established regulations in effect January 1, 2018.⁴
- Impose a moratorium on housing development for any reason other than to protect against an imminent threat to health and safety.
- Limit the number of land use or permit approvals allowed to construct housing.
- Cap the number of units that can be approved or constructed annually or for some other period, unless the limit was approved by voters prior to 2005 and the city or county is in a predominantly agricultural county.
- Limit population growth rate.

As a result, many cities and counties, including Fowler, must adopt a new approach to growth management that does not enact moratoriums, permit caps, or otherwise limit development of residential units. Fowler adopted a growth management ordinance in June 2004 to implement adopted General Plan policy. The ordinance limited the population and housing growth rate to 6 percent per year, or 3 percent over a five-year period, which does not comply with the intent of SB 330. This resulted in the City suspending enforcement of the growth management ordinance in February 2020.

As an alternative to Fowler's adopted growth management strategy, which has been suspended due to its inconsistency with the intent of SB 330, other growth management strategies may be considered. One such strategy that complies with the intent of SB 330 is the use of urban growth boundaries. Urban growth boundaries delineate locations where development should occur first, often prioritizing infill over expansion. Establishing multiple growth boundaries allows for a tiered approach, wherein development within a specific growth boundary is prioritized over development in subsequent growth boundaries. Thresholds are established to determine when development may occur within the next growth boundary and are typically structured around building permit issuance to ensure that expansion aligns with demand. Once development thresholds within a specific growth tier have been met, additional growth tiers are opened, allowing infrastructure to expand only after a majority of development potential within existing urban areas has been realized. In addition to managing growth, this strategy allows a city to maximize efficiency by establishing a comprehensive blueprint for future land development and infrastructure phasing early in the planning process. This approach meets the intent of SB 330 because there is no cap on the allowed number of permits that may be issued within any one growth boundary – only a threshold to meet, which may be exceeded, that then dictates where development may continue.

Legislative Context and Limitations

SB 330, the Housing Crisis Act of 2019, has limited the ability of jurisdictions to establish or enact growth management policies, including moratoriums, permit caps, and downzoning. This limitation will be in effect until January 1, 2025.

At present, Fowler has a growth management ordinance which limits the population and housing growth rate to 6% per year, or 3% over a five-year period. This ordinance does not comply with SB 330. Adopting a tiered approach to growth management is one method to

⁴ SB 330 does not prohibit an affected county or an affected city from changing a land use designation or zoning ordinance to a less intensive use if the city or county concurrently changes the development standards, policies, and conditions applicable to other parcels within the jurisdiction to ensure that there is no net loss in residential capacity.

PLANNING BOUNDARIES & SITE SELECTION

When comparing the adopted land use plan to the General Plan Update planning priorities and metrics, it was determined that these goals could not be met within the current planning area boundary. To do so would require implementing a significant and potentially undesirable amount of land use changes. In addition, it was determined that a considerable amount of land within the planning area had already been developed or was progressing through the development review process, limiting the opportunity for land use changes that would not affect existing development or projects in process. To redesignate large amounts of land in the existing planning area would result in many planning and regulatory inconsistencies, also known as nonconforming uses. To avoid this, it was found that expanding the planning area boundary would be necessary to fulfill the vision, principles, and planning priorities for the community as well as meet the identified target metrics.

Proposed Planning Area Boundary

To determine the extent of the proposed planning area, a memorandum summarizing potential boundaries was delivered to City staff in August of 2020. In that memorandum, three separate alternatives were summarized, including retaining the existing planning area boundary, expanding the planning area to the west, and expanding the planning area to both the west and the south.

Multiple considerations informed the ultimate extent of the proposed planning area boundary, including public feedback, LAFCo policies, City staff recommendations, and property owner requests. The proposed planning area boundary includes 4,909 acres and is inclusive of all potential expansion areas submitted to staff for review.

Change Areas & Growth Areas

Once the proposed planning area was determined, locations for potential land use changes were identified, including changes to land uses currently designated on the adopted General Plan land use map. All areas identified for a potential land use change were then organized into one of two categories: growth areas or change areas. Each category is described in further detail below and is shown on **Figure 2: Growth Areas and Change Areas**. **Table 3** includes a summary of acreage for each growth area and change area. Land use designations for properties not identified as a growth area or a change area would remain as currently planned and are identified collectively as the unchanged area. It should be noted that additional land use changes while not anticipated may occur, specifically around park space as park types, definitions, sizes, and policies are refined throughout the General Plan Update process.

Change Areas

Parcels identified as change areas are located within the existing City limits or SOI and have either been planned for urban use or are in areas expected to be developed with urban uses relatively soon. There are four change areas identified on **Figure 2: Growth Areas and Change Areas**.

Change Areas A and B are currently planned for urban uses but are identified as parcels that should be updated to alternative urban uses based on site context.

Change Area C is within the adopted SOI boundary but is currently planned for agriculture, which is atypical and not consistent with LAFCo policies. Area C has been identified as a change area because it is currently planned for agricultural use, is already in the City's SOI, and represents a logical continuation of growth already being experienced within the City.

Change Area D is currently planned for park space but has been developed as a water retention basin. Moving forward, this Area will be redesignated as public facilities, consistent with its current use.

Growth Areas

Growth areas include land that is proposed to be converted from non-urban⁵ to urban uses. The main consideration when categorizing a growth area was not necessarily related to location but was related to size and whether proposed land use changes would result in the addition of considerable urban uses to the City of Fowler. There are three potential growth areas identified on **Figure 2: Growth Areas and Change Areas**.

Growth Areas 1 and 3 are outside of the City's adopted planning area and SOI to the west and south, respectively. Growth Area 2 is located within the adopted planning area and SOI but planned for non-urban uses. Proposed land uses for each growth area are reviewed in greater detail in **Section IV, Land Use Alternatives** of this report and can be viewed in **Figure 3** through **Figure 6**.

Table 3: Summary of Change Areas and Growth Areas

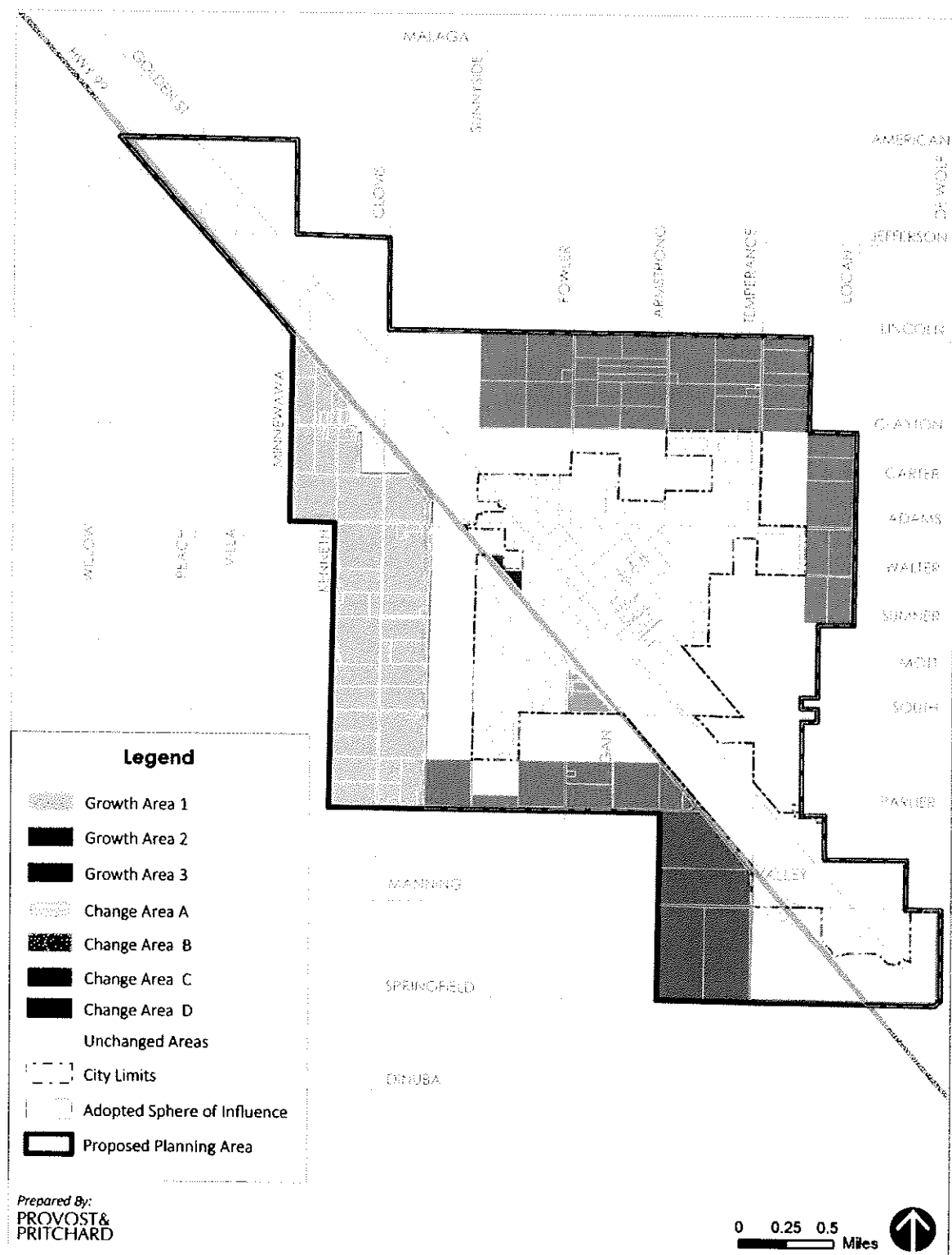
Location	Acreage ¹	Current General Plan Designation	Proposed General Plan Designation ²
Change Areas			
A	0.18	Medium Density Residential	Community Commercial
B	19.8	Medium Density Residential General Commercial	Community Commercial
C	191	Agriculture	Various Urban Uses
D	6.19	Parks/Open Space	Public Facilities
Growth Areas			
1	676	No Designation (County)	Various Urban Uses
2	697	Agriculture	Various Urban Uses
3	282	No Designation (County)	Various Urban Uses

¹ Total acreage for Change Areas based on parcel boundaries, not including roadways. Total acreage for Growth Areas is gross and includes roadways within overall area boundary.

² Proposed land use designations are reviewed in detail in **Section IV, Land Use Alternatives** of this report and can be viewed in **Figure 3** through **Figure 6**.

⁵ Non-urban land uses refer to land planned for agriculture under the adopted land use plan.

Figure 2: Growth Areas and Change Areas



IV. LAND USE PLANNING

After analyzing the adopted land use plan and establishing planning considerations, including target metrics, the consultant team began the land use planning process. This process consisted of confirming, and in some cases adding, revising, or deleting land use designations, land use programming (i.e., the process by which land uses are assigned to a map), calculating build out assumptions, and presenting possible land use plans to the public for review and comment. Each step of the land use planning process is described in more detail below.

LAND USE DESIGNATIONS

The next step in the analysis stage of the planning process included evaluating the adopted land use designations for consistency with planning metrics, community priorities, and state legislative requirements. Each land use designation has an associated description which defines the types of uses appropriate within the designation as well as quantifies the density (e.g., dwelling units per acre) or intensity (e.g., floor area ratio) of each designation, as required by State law. Each designation is then applied to a land use plan showing the proposed location and extent of future development in the City. Once adopted, all other local plans, policies, and ordinances are required to be consistent with the land use plan.

Summary of Proposed Changes

To ensure that the General Plan Update reflects the community vision, supporting principles, and planning priorities, each land use designation has been refined or revised. These revisions are summarized in **Table 4: Proposed General Plan Land Use Designations**. Revisions generally fall into one of three categories: language revisions, proposed addition, or proposed deletion.

Language revisions are proposed to either add clarity or flexibility to the land use descriptions. Typically, language refinements do not change the intent or function of the land use designation. In some instances, references to specific permitting or standards and requirements have been removed, as that type of oversight is more appropriate for general plan policies or implementation documents, such as the Zoning Ordinance.

Proposed additions include the establishment of an Urban Reserve (UR) and a Medium High Density Residential (MHDR) land use designation. The UR designation is proposed to specify areas of land being held for future urban expansion but which are not anticipated to be developed within the planning horizon of the General Plan Update. Land Use Alternatives 1, 2, and 3, which are covered in **Section V, Land Use Alternatives** of this report, incorporate the UR designation. The UR designation would only become a relevant in the event that one of those alternatives is chosen for adoption.

The purpose of the MHDR designation is to provide a designation focused on providing for residential densities between 8.0 and 13.5 dwelling units per acre (du/ac). This density range is currently provided for

under the adopted Medium Density Residential designation, which accommodates a range of 5.5-13.5 du/ac. While 8.0-13.5 du/ac is provided for under the adopted general plan, both historic and recent development patterns have favored lower densities characterized by single-family housing on average lot sizes of 7,000-8,000 square feet. Establishing the MHDR designation will designate areas specifically for development within the 8.0-13.5 du/ac density range, which will positively impact the jobs/housing balance, support the City of Fowler meeting its RHNA, increase the diversity of the housing stock, and respond to current housing market demands.

Proposed deletions include the Agriculture and Office Commercial designations. The Agriculture designation is proposed to be deleted to maintain consistency with LAFCo policy, as agricultural uses are inappropriate for long-term use in urban areas. The Office Commercial category is proposed to be deleted because that development type is already accommodated in other commercial or light industrial designations and there are no properties currently planned for Office Commercial on the adopted land use plan.

In addition to language revisions, deletions, and additions, it should be noted that all non-residential land use intensity guidelines have been updated from a percentage, with typically indicates maximum lot coverage allowances, to a floor area ratio (FAR). FAR is a measurement of a building's floor area in relation to the size of the lot or parcel the building is located on. See **Figure 3: Floor Area Ratio** for a demonstration of how FAR differs from lot coverage requirements. The FAR is calculated by dividing the gross floor area of a building by the total area of the lot upon which it is built. Higher FARs typically result in more intense (i.e., higher square footage) development while lower FARs typically result in less intense development. A full list of proposed revisions to the land use designations and descriptions is provided in **Table 2: Proposed General Plan Land Use Designations**.

Figure 3: Floor Area Ratio

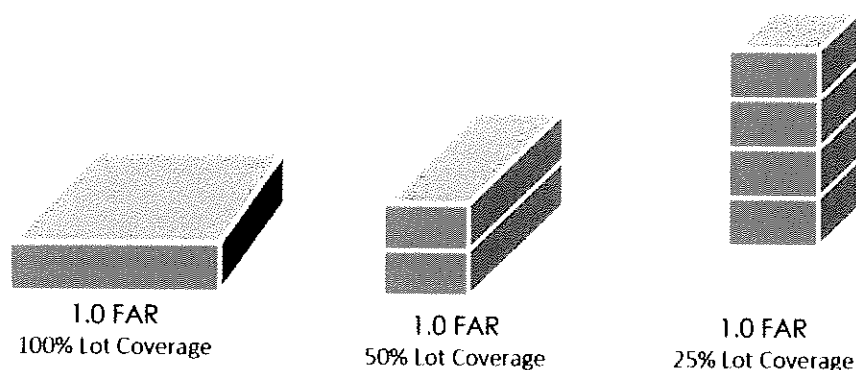


Table 4: Proposed General Plan Land Use Designations

Adopted Description	Adopted Density/Intensity	Proposed Description	Proposed Density/Intensity	Summary of Changes
Residential Land Uses				
LDR – Low Density Residential				
Low density residential is characterized by larger lots for single family residential development. Minimum lot size would be 10,000 square feet with lot sizes ranging from 10,000 to 12,000 square feet and larger. It is not envisioned that lots greater than one acre in size would be appropriate within the City limits.	0.0-3.6 du/ac	Low density residential is characterized by larger lots for single family residential development. Lot sizes would typically range from 8,500 to 12,000 square feet and larger. It is not envisioned that lots greater than one acre in size would be appropriate within the City limits.	0.0-3.6 du/ac	Language Revisions. No functional changes.
MLDR – Medium Low Density Residential				
Medium low density residential is characterized primarily by single family homes with a minimum lot size of 7,000 square feet ranging to 10,000 square feet.	3.7-5.5 du/ac	Medium low density residential is characterized primarily by single family homes. Lot sizes would typically range from 7,000 to 10,000 square feet.	3.7-5.5 du/ac	Language Revisions. No functional changes.
MDR – Medium Density Residential				
Lots as small as 5,000 square feet would be permitted. Mobile home parks and apartments within this density range will meet the needs of many households without the financial means or the desire to be homeowners. The most compatible zone districts are R-1-5, R-1-6, R-1-7, R-2-A, and R-MP.	5.6-13.5 du/ac	Medium density residential is characterized by detached single family residential development, attached dwelling units, apartments, or townhomes. Lot sizes would typically range from 3,500 to 7,000 square feet.	5.6-13.5 du/ac	Language Revisions. No functional changes.
MHDR – Medium High Density Residential				
N/A	N/A	Medium high density residential is characterized by apartments, townhomes, or detached or attached single family residential development. Lot sizes for smaller lot single family development may range from 3,500 to 5,000 square feet.	8.0-13.5 du/ac	Proposed Addition
HDR – High Density Residential				
13.6 - 21.8 units per gross acre. The high-density land use category provides for the highest	13.6-21.8 du/ac	High density residential is characterized by apartments or townhomes and is intended	13.6-21.8 du/ac	Language Revisions. No

Adopted Description	Adopted Density/Intensity	Proposed Description	Proposed Density/Intensity	Summary of Changes
residential densities permitted in the City. It is intended that this category utilize innovative site planning, provide on-site recreation, and be located near major community facilities, business centers and streets of at least collector capacity. Greater density for senior's housing only may be achieved subject to a Conditional Use Permit. The most compatible zone districts are R-2, R-3-A, and R-3.		to be located near major community facilities, business centers, and downtown.		functional changes.
Commercial Land Uses				
Office Commercial				
This designation provides for office development as permitted in the C-1 and C-2 zone districts. Commercial uses contemplated as part of this category include business support services and support restaurant and medical services.	50%	N/A	N/A	Proposed Deletion
NC – Neighborhood Commercial				
Neighborhood commercial provides for a 10 acre or smaller cluster of commercial uses serving convenience and commercial needs, but also offering general merchandise, variety, and specialty items. The neighborhood commercial center is intended to serve the smaller market area surrounding the site.	40%	Neighborhood commercial provides for commercial uses serving convenience and commercial needs, but also offers general merchandise, variety, and specialty items and are intended to serve the smaller market area surrounding the site.	Maximum FAR 0.4	Language Revisions. No functional changes.
CC – Community Commercial				
The community commercial designation provides an activity center oriented towards the downtown as permitted in the C-2 district. The designation is also appropriate outside the downtown in primary commercial districts where a range of retail, financial, governmental, and entertainment activities occur. Community Commercial land use areas outside the downtown should be developed as unified	40%	Community commercial provides an activity center oriented towards the downtown district. The designation is also appropriate outside the downtown in primary commercial districts where a range of retail, financial, governmental, and entertainment activities occur. Mixed use residential uses are also encouraged in Community Commercial locations.	13.6-21.8 du/ac Maximum FAR 0.4	Language Revisions. No functional changes.

Adopted Description	Adopted Density/Intensity	Proposed Description	Proposed Density/Intensity	Summary of Changes
commercial centers, except where the existing development pattern or parcelization makes it impractical. Mixed use residential uses are also encouraged in Community Commercial locations by Conditional Use Permit where appropriate.				
GC – General Commercial				
This designation provides for commercial areas with a wide range of retail and service activities along major traffic corridors as permitted in the C-3 district. Highway commercial uses as permitted in the C-H district are permitted at the interchange of major streets with Highway 99 and Golden State Boulevard and are intended to provide for visitor-serving uses, including restaurants, lodging, and gasoline.	40%	General Commercial provides for commercial areas with a wide range of retail and service activities along major traffic corridors and at the interchange of major streets with Highway 99 and Golden State Boulevard and are intended to provide for visitor-serving uses, including restaurants, lodging, and gasoline service areas.	Maximum FAR 0.4	Language Revisions. No functional changes.
Industrial Land Uses				
IJ – Light Industrial				
This category establishes light industrial areas where uses such as fabricating, assembly, research and development, electronics, low intensity warehousing and other such similar industrial uses are appropriate. All work, materials, and equipment storage are generally conducted indoors. Special landscaping, enclosures and other site development standards are appropriate. Industrial park development is intended on larger parcels to create distinct districts of industrial, office, and support uses. The M-1 and M-P districts are most consistent with this designation.	40%	Light industrial provides for uses such as business park, research and development, low intensity warehousing, fabricating, assembly, and other such similar industrial uses, which are typically conducted indoors.	Maximum FAR 0.6	Language Revisions. No functional changes.
HI – Heavy Industrial				
The heavy industrial category allows those uses which require exposed or unenclosed processing and storage of uncovered materials or	60%	Heavy industrial provides for uses such as manufacturing, fabricating, process, assembling, wholesale and storage uses,	Maximum FAR 0.6	Language Revisions. No

Adopted Description	Adopted Density/Intensity	Proposed Description	Proposed Density/Intensity	Summary of Changes
equipment. The designation provides for manufacturing, fabrication, processing, assembling, wholesale and storage uses, trucking terminals, and quasi-public and utility services structures and facilities. The M-2 designation in most consistent with this designation.		trucking terminals, and quasi-public and utility structures and facilities. Heavy industrial often requires exposed or unenclosed processing and storage of uncovered materials or equipment.		functional changes.
Public Facilities, Parks, Open Space, and Conservation Designations				
PF – Public Facility				
This designation indicates areas owned and maintained by public or institutional agencies such as facilities owned by the city, schools, hospitals, and other facilities.	Not Stated	Public facility includes areas owned and/or maintained by public or institutional agencies such as facilities owned by the City, schools, hospitals, and similar facilities.	Maximum FAR 0.25	Language Revisions. No functional changes.
P/OS – Parks and Open Space				
This designation determines areas of permanent open spaces, parks and/or areas precluded from major development.	Not Stated	Parks and open space includes areas of permanent open spaces, parks, and/or areas precluded from major development.	Maximum FAR 0.25	Language Revisions. No functional changes.
Agriculture				
This designation provides sites for permanent agriculture, as well as areas reserved for long term urbanization.	Not Stated	N/A	N/A	Proposed Deletion
UR – Urban Reserve				
N/A	N/A	Urban reserve includes areas planned for future expansion of urban uses and/or services.	N/A	Proposed Addition

LAND USE PROGRAMMING

Land use programming is the first step in creating a land use plan and is the process by which land uses are assigned to different locations within the planning area boundary. Several factors impact the programming process and inform the location and extent of proposed land uses in each alternative plan. These considerations include the community vision, supporting principles and planning priorities, planning considerations such as the target metrics, local context, and best planning practices.

While community preferences and target metrics guide the overall acreage of each land use proposed, best practices and local context are the main drivers of specific programming considerations. The following discussion identifies the general objectives for why land use designations were programmed in certain locations.

Commercial Designations

Commercial designations are broken down by category and intent and are located accordingly. More intense commercial uses generally fall into the Highway or Community Commercial designations as they are intended to capture a larger market base and should be generally located along major travel corridors and at major intersections. The uses accommodated within these designations tend to attract more people, which often results in more vehicle traffic. Highway Commercial uses, in particular, should be located proximal to regional travel corridors, such as Hwy 99. Smaller scale commercial development in the Neighborhood Commercial designation offers more efficiency and benefits when located near people, housing, and businesses. For this reason, Highway and Community Commercial uses are located along the Hwy 99 corridor and near the Clovis at Hwy 99 intersection while Neighborhood Commercial uses are located in closer proximity to activity centers like neighborhoods and the downtown.

Programming Considerations: Highway and Community Commercial designations are located proximal to major intersections and Hwy 99. Neighborhood Commercial designations are located near activity centers, homes, and the downtown.

Residential Designations

Residential uses are planned with best practices and context in mind. Higher residential densities are located near major commercial centers and the downtown. Lower-density residential, characterized by larger lots and single-family homes are most appropriate for the edges of the community bordering agricultural and open space land. Programming residential uses in this way allows for compatible transitions from urban to non-urban areas. Housing of any type is generally not appropriate near environmentally hazardous uses, such as freeways and heavy industrial sites. It is also important to ensure residential areas are near neighborhood-serving commercial uses, schools, and parks for ease of access.

Programming Considerations: Medium High and High Density Residential designations are programmed near commercial centers, downtown, and parks. Low and Medium Low Density Residential designations

are located near the edges of the community and agriculture land to allow for compatible transition of uses. Medium Density Residential designations are programmed between the higher and lower densities to as a transitional land use, as well as next to neighborhood commercial and park space.

Park and Open Space Designations

Park space is located equitably throughout the planning area and generally takes advantage of the locations of other uses benefiting from proximity to park space, including schools, and homes. While the ultimate location of parks is driven by land availability and acquisition, the land use alternatives indicate the general location and size of community parks needed to meet the needs of the population at buildout. In the event that parks are not constructed in the locations shown, an alternate land use designation, typically residential, has been identified for those parcels. Neighborhood park space and other open space requirements to meet development standards for individual projects are not designated on the land use plan but will be integrated into proposed residential developments to meet the minimum requirements.

Programming Considerations: While land acquisition will ultimately dictate the location of parks throughout the planning area, the Parks/Open Space designation is located near residential uses and equitably distributed throughout the City to accommodate for planned growth. Neighborhood park space is not programmed at the general plan level but will be incorporated as a permitting requirement as development projects are approved throughout the entitlement process.

Industrial Designations

Industrial designations are broken down by type and intent and are located accordingly. Heavy Industrial uses, while economically beneficial, may also pose certain public health and safety risks, or may create land use compatibility issues due to noise, traffic, and aesthetic characteristics. As such, Heavy Industrial designations are most appropriate along major truck routes providing connections to larger regional markets. Industrial uses are also generally compatible with Highway Commercial uses but are typically not appropriate near sensitive uses like schools, hospitals, or homes.

The Light Industrial designation, while it may also accommodate warehousing, packing houses, and other uses that generate higher amounts of truck traffic, also accommodates business park uses, which are generally lower in intensity. Light Industrial designations can be an appropriate transition between Heavy Industrial land use designations and commercial or residential uses.

Programming Considerations: Heavy Industrial designations are generally programmed along the Hwy 99 and the Golden State Boulevard corridor. Light Industrial designations are also programmed along this corridor and provide a buffer between Heavy Industrial and non-industrial land use designations.

Vehicle Miles Traveled

All programming efforts must also consider how the land use plan will impact VMT. VMT has important implications for air quality, land use efficiency, and the environmental review process. As discussed in **Planning Considerations** under **Section III, Land Use Analysis** of this report, VMT analysis considers

efficiency of the transportation system by evaluating the amount and length of new vehicle trips generated by proposed development projects.

Programming Considerations: An important goal of the General Plan Update is to achieve an overall reduction in VMT compared to the adopted land use plan. Creating synergistic land uses by placing homes near commercial development and other necessary services will reduce overall VMT as development occurs.

BUILDOUT ASSUMPTIONS

Several assumptions were made in the analysis of each alternative. All calculations related to density and intensity of specific land uses account for buildout potential. Buildout potential assumes a reasonable amount of development within a given range, rather than assuming land uses would build out to the maximum allowed density or intensity. For the purposes of this analysis, residential development is assumed at 80 percent of maximum density, commercial and industrial development at 50 percent of maximum intensity, open space at 10 percent of maximum intensity, and public facilities at 40 percent of maximum intensity. In addition, while park space is included in the land use alternative maps, it should be noted that open space is also required to be constructed as part of single and multifamily developments. The build out assumptions identified for each alternative only reflect park space that has been designated on the land use map, typically representing community-wide park facilities. The potential number of dwelling units, population, and resulting jobs-housing ratio are summarized for each land use alternative described below under **Section V, Land Use Alternatives**.

PUBLIC COMMENT PERIOD

On April 28th, 2021, the consultant team for the City of Fowler General Plan Update conducted a public workshop to present land use alternatives and solicit community feedback on proposed land use changes. The workshop was held virtually, via Zoom webinar. The primary workshop activity consisted of a PowerPoint presentation, live polling, a live question and answer session, and the presentation of a project story map. The story map also included an interactive map exercise where residents were encouraged to leave parcel-specific feedback. A workshop summary was prepared following the event and was posted to the City's project website and emailed directly to project stakeholders.

The interactive map was available for public review and comment for a week following the public workshop. During that period, the story map was viewed over 100 times and four comments were left. Approximately 15 additional meetings also took place between City staff and the public to answer questions following the workshop. Public comments generally consisted of additional questions, confirmation of the timeline over which land use changes would take place, and whether certain land uses were compatible. One property owner reached out to request a change in designation for their property. Public comments were responded to and necessary changes were incorporated into the alternative plans.

V. LAND USE ALTERNATIVES

Development of land use alternatives included determining specific locations for each land use within the growth areas and change areas, based on the programming considerations detailed in **Section IV, Land Use Planning**. The consultant team developed four alternative land use plans to be reviewed in this report. Each alternative has the same overall planning area boundary but offers different priorities for growth and is designed around certain Growth Areas. Growth Areas 1 and 2 were each considered separately as potential additions to the urban area since they were consistently preferred by the public, while Growth Area 3 was least preferred. For this reason, Growth Area 3 was not considered independently from Growth Areas 1 and 2 in the land use alternatives.

After land uses for each alternative were programmed, they were mapped and evaluated against the objectives for the General Plan Update and the target metrics discussed under **Planning Considerations** in **Section III, Land Use Analysis**. Each alternative land use plan can be seen in **Figure 3** through **Figure 6**, along with corresponding quantitative breakdowns of each land use by category in **Table 5** through **Table 8**. A summary of how each land use alternative performs relative to the quantitative target metrics is also included in the alternative land use plans. In some instances, the land use alternatives feature a new land use designation known as Urban Reserve. For the purposes of buildout assumptions, Urban Reserve land was not considered the same as planned urban uses.

ALTERNATIVE 1: GROWTH AREA 1 PLUS URBAN RESERVE

Alternative 1 expands planned urban uses into Growth Area 1, thereby adding 676 acres of planned urban uses to the proposed planning Area. Alternative 1 also plans Growth Areas 2 and 3 as Urban Reserve, as shown in **Figure 4: Alternative 1 Land Use Plan**. This results in an overall planning area of 4,909 acres with approximately 3,930 planned for various urban uses and 979 acres planned as Urban Reserve. Performance of Alternative 1 land uses against the quantitative target metrics is also provided in **Figure 4**.

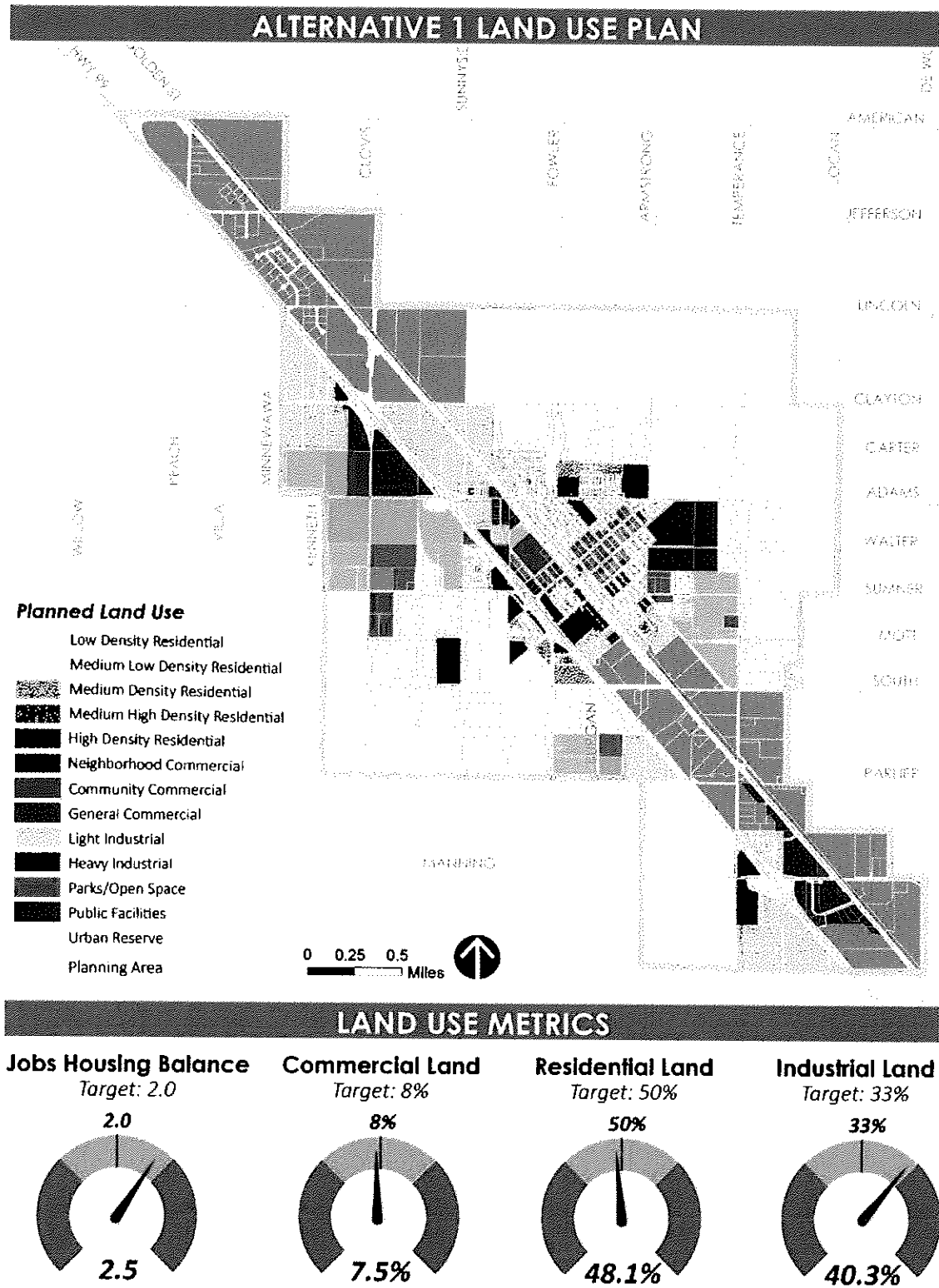
Of the land designated for planned urban uses, approximately 48 percent is planned for residential uses, 7.5 percent for commercial uses, 40.3 percent for industrial uses, and 3 percent for public facilities and parks and open space. Of the residential land uses, 10.5 percent is planned for either Medium High or High Density Residential and 41.4 percent is planned for Medium Low Density Residential. Alternative 1 accommodates approximately 10,660 dwelling units, a population of 34,966 individuals, and has a jobs-housing ratio of 2.57. A quantitative breakdown of proposed land uses is provided in **Table 5: Alternative 1 Urban Planned Land Use Analysis**.

Table 5: Alternative 1 Urban Planned Land Use Analysis

Land Use Designation	Total Acreage	% of Planned Urban Uses	% of Land Use Category
Residential Land Use Category			
Low Residential	485	12%	26%
Medium Low Residential	783	20%	41%
Medium Residential	425	11%	22%
Medium High Residential	110	3%	6%
High Residential	88	2%	5%
Residential Subtotal	1891	48%	100%
Commercial Land Use Category			
Neighborhood Commercial	19	0%	6%
Community Commercial	98	2%	33%
General Commercial	178	5%	60%
Commercial Subtotal	295	8%	100%
Industrial Land Use Category			
Light Industrial	479	12%	30%
Heavy Industrial	1105	28%	70%
Industrial Subtotal	1584	40%	100%
Open Space and Public Facilities Land Use Category			
Parks/Open Space	37	1%	23%
Public Facilities	123	3%	77%
Open Space and Public Facilities Subtotal	160	4%	100%
Subtotal (planned urban uses only)	3,930	100%	
Urban Reserve	979		
Total Planning Area	4,909		

Numbers may not add up due to rounding.

Figure 4: Alternative 1 Land Use Plan



ALTERNATIVE 2: GROWTH AREA 2 PLUS URBAN RESERVE

Alternative 2 replaces 697 acres of existing and planned agricultural uses with urban uses in Growth Area 2, which is within the adopted Planning Area and SOI, and plans Growth Areas 1 and 3 as Urban Reserve, as identified in **Figure 5: Alternative 2 Land Use Plan**. This results in an overall planning area of 4,909 acres with approximately 3,951 acres planned for various urban uses and 958 acres planned as Urban Reserve. Performance of Alternative 2 land uses against the quantitative target metrics is also provided in **Figure 5**.

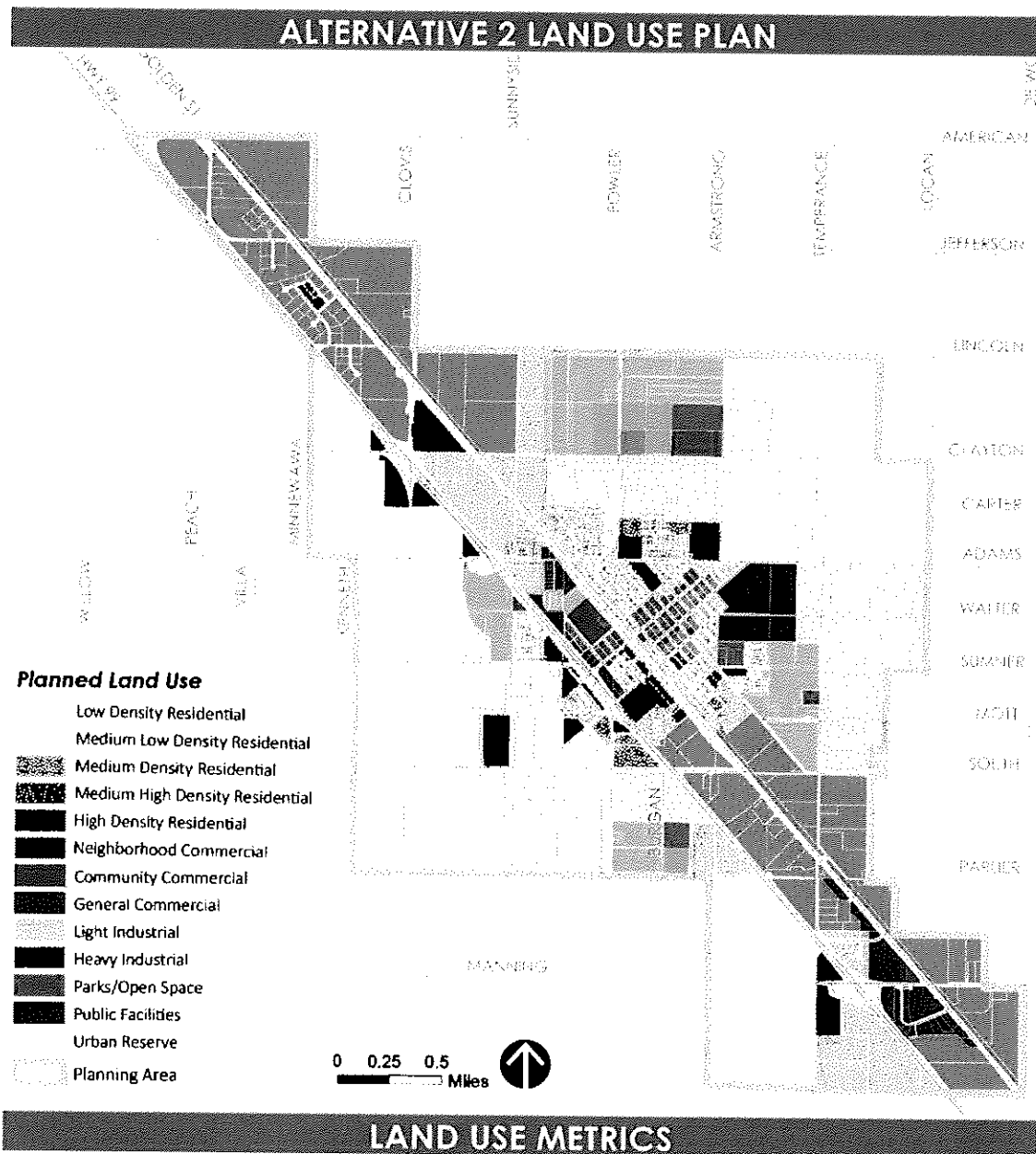
Of the land designated for planned urban uses, approximately 51 percent is planned for residential uses, 6 percent for commercial uses, 39 percent for industrial uses, and 4 percent for public facilities and parks and open space. Of the residential land uses, 7.1 percent is planned for either Medium High or High Density Residential and 41.7 percent is planned for Medium Low Density Residential. Alternative 2 accommodates approximately 10,868 dwelling units, a population of 35,648 individuals, and has a jobs-housing ratio of 2.32. A quantitative breakdown of proposed land uses is provided in **Table 6: Alternative 2 Urban Planned Land Use Analysis**.

Table 6: Alternative 2 Urban Planned Land Use Analysis

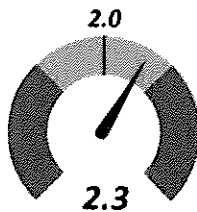
Land Use Designation	Total Acreage	% of Planned Urban Uses	% of Land Use Category
Residential Land Use Category			
Low Residential	528	13%	26%
Medium Low Residential	843	21%	42%
Medium Residential	507	13%	25%
Medium High Residential	64	2%	3%
High Residential	79	2%	4%
Residential Subtotal	2022	51%	100%
Commercial Land Use Category			
Neighborhood Commercial	19	0%	8%
Community Commercial	80	2%	33%
General Commercial	144	4%	59%
Commercial Subtotal	243	4%	100%
Industrial Land Use Category			
Light Industrial	420	11%	28%
Heavy Industrial	1105	28%	72%
Industrial Subtotal	1526	39%	100%
Open Space and Public Facilities Land Use Category			
Parks/Open Space	38	1%	24%
Public Facilities	123	3%	76%
Open Space and Public Facilities Subtotal	162	4%	100%
Subtotal (planned urban uses only)	3,951	100%	
Urban Reserve	958		
Total Planning Area	4,909		

Numbers may not add up due to rounding.

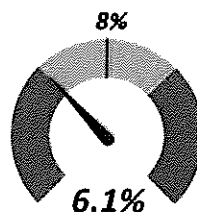
Figure 5: Alternative 2 Land Use Plan

**Jobs Housing Balance**

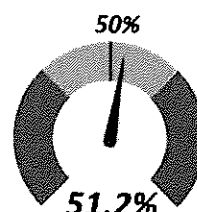
Target: 2.0

**Commercial Land**

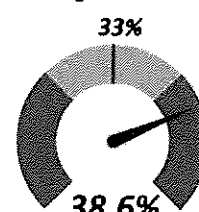
Target: 8%

**Residential Land**

Target: 50%

**Industrial Land**

Target: 33%



ALTERNATIVE 3: GROWTH AREAS 1 & 2 PLUS URBAN RESERVE

Alternative 3 expands planned urban uses to the west, north, and east (Growth Areas 1 and 2) and proposes Growth Area 3 to be programmed with Urban Reserve, as shown in **Figure 6: Alternative 3 Land Use Plan**. This results in an overall planning area of 4,909 acres with approximately 4,627 acres planned for various urban uses and 282 acres planned as Urban Reserve. Performance of Alternative 3 land uses against the quantitative target metrics is also provided in **Figure 6**.

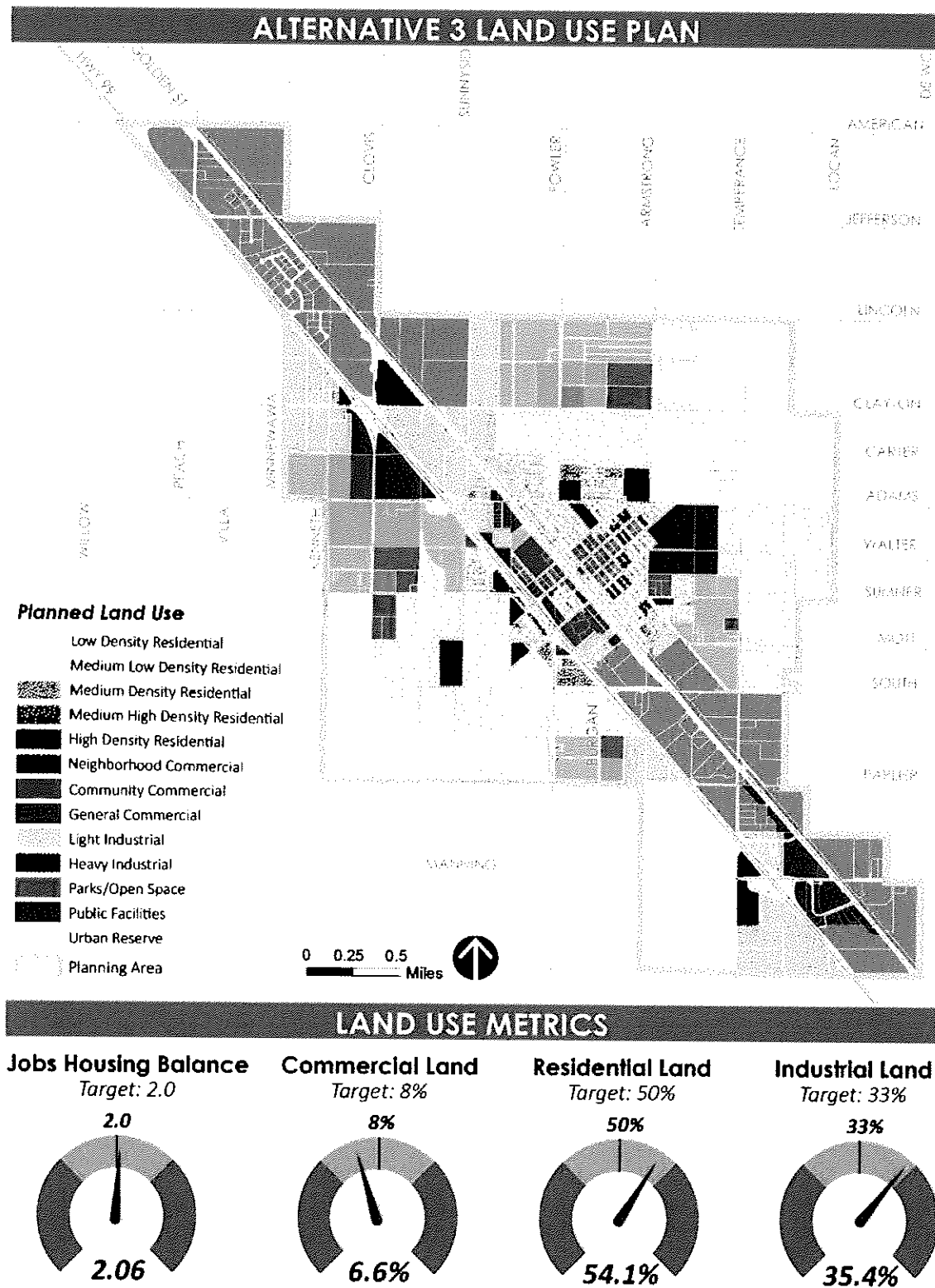
Of the land designated for planned urban uses, 54 percent is planned for residential uses, 7 percent for commercial uses, 35 percent for industrial uses, and 4 percent for public facilities and parks and open space. Of the residential land uses, 10.6 percent is planned for either Medium High or High Density Residential and 37.5 percent is planned for Medium Low Density Residential. Alternative 2 accommodates approximately 13,917 dwelling units, a population of 45,647 individuals, and has a jobs-housing ratio of 2.06. A quantitative breakdown of proposed land uses is provided in **Table 7: Alternative 3 Urban Planned Land Use Analysis**.

Table 7: Alternative 3 Urban Planned Land Use Analysis

Land Use Designation	Total Acreage	% of Planned Urban Uses	% of Land Use Category
Residential Land Use Category			
Low Residential	716	15%	29%
Medium Low Residential	938	20%	37%
Medium Residential	584	13%	23%
Medium High Residential	159	3%	6%
High Residential	108	2%	4%
Residential Subtotal	2505	54%	100%
Commercial Land Use Category			
Neighborhood Commercial	28	1%	5%
Community Commercial	98	2%	32%
General Commercial	178	4%	58%
Commercial Subtotal	304	7%	100%
Industrial Land Use Category			
Light Industrial	533	12%	33%
Heavy Industrial	1105	24%	67%
Industrial Subtotal	1638	35%	100%
Open Space and Public Facilities Land Use Category			
Parks/Open Space	56	1%	32%
Public Facilities	123	3%	68%
Open Space and Public Facilities Subtotal	180	4%	100%
Subtotal (planned urban uses only)	4,627	100%	
Urban Reserve	282		
Total Planning Area	4,909		

Numbers may not add up due to rounding.

Figure 6: Alternative 3 Land Use Plan



ALTERNATIVE 4: ALL GROWTH AREAS

Alternative 4 proposes planned urban uses for all growth areas (Growth Areas 1, 2, and 3), as shown in **Figure 7: Alternative 4 Land Use Plan**. This results in an overall planning area of 4,909 acres with the entire acreage planned for various urban uses. Performance of Alternative 4 land uses against the quantitative target metrics is also provided in **Figure 7**.

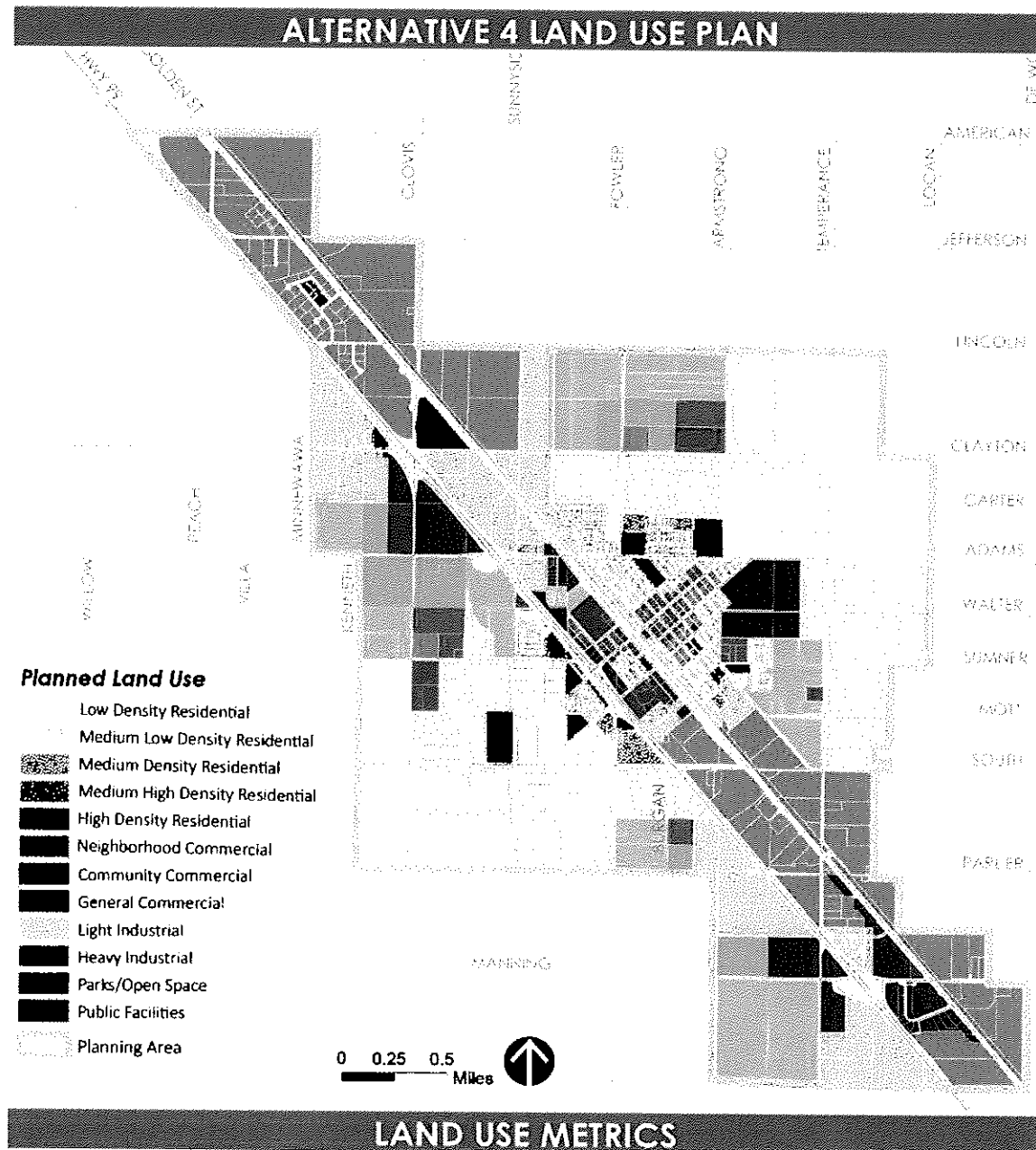
Of the total proposed planning area, approximately 55 percent of land is planned for residential uses, 7 percent for commercial uses, 35 percent for industrial uses, and 4 percent for public facilities and parks and open space. Of the residential land uses, 11 percent is planned for either Medium High or High Density Residential and 34.9 percent is planned for Medium Low Density Residential. Alternative 4 accommodates approximately 15,248 dwelling units, a population of 50,013 individuals, and has a jobs-housing ratio of 2.00. A quantitative breakdown of proposed land uses is provided in **Table 8: Alternative 4 Urban Planned Land Use Analysis**.

Table 8: Alternative 4 Urban Planned Land Use Analysis

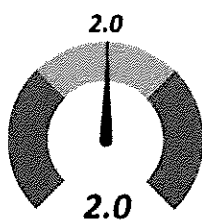
Land Use Designation	Total Acreage	% of Planned Urban Uses	% of Land Use Category
Residential Land Use Category			
Low Residential	716	15%	27%
Medium Low Residential	938	19%	35%
Medium Residential	740	15%	27%
Medium High Residential	189	4%	7%
High Residential	108	2%	4%
Residential Subtotal	2,691	55%	100%
Commercial Land Use Category			
Neighborhood Commercial	28	1%	8%
Community Commercial	98	2%	29%
General Commercial	208	4%	62%
Commercial Subtotal	334	7%	100%
Industrial Land Use Category			
Light Industrial	599	12%	35%
Heavy Industrial	1,105	23%	65%
Industrial Subtotal	1,705	35%	100%
Open Space and Public Facilities Land Use Category			
Parks/Open Space	56	1%	32%
Public Facilities	123	3%	68%
Open Space and Public Facilities Subtotal	180	4%	100%
TOTAL (planned urban uses only)	4,909	100%	
Urban Reserve	0		
Total Planning Area	4,909		

Numbers may not add up due to rounding.

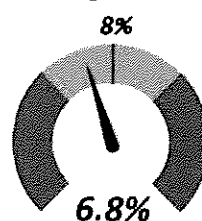
Figure 7: Alternative 4 Land Use Plan

**Jobs Housing Balance**

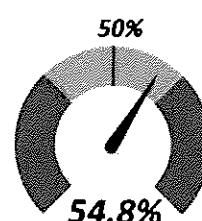
Target: 2.0

**Commercial Land**

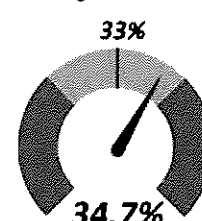
Target: 8%

**Residential Land**

Target: 50%

**Industrial Land**

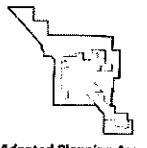
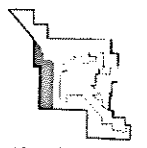

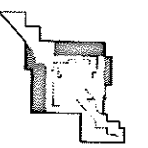

Target: 33%



ALTERNATIVES COMPARISON

It was found that all the land use alternatives offered improvement towards meeting target metrics and planning goals when compared to the adopted General Plan. As shown in **Figure 8: Alternatives Comparison**, Alternative 1 performs the best in reaching commercial land use targets, while Alternative 2 most closely aligns with residential land use goals. Alternative 4 performs the best in relation to the jobs-housing balance and industrial land use target metrics. Alternative 3 makes improvements in all metrics but did not outperform any of the other alternatives. All four alternatives offer some reduction of VMT over the adopted land use plan.

Figure 8: Alternatives Comparison

Alternatives Comparison	Adopted Plan	Alternative 1	Alternative 2	Alternative 3	Alternative 4
					
	*Adopted Planning Area	*Growth Area 1	*Growth Area 2	*Growth Areas 1 & 2	*All Growth Areas
Planning Metrics					
Jobs Housing Balance					
Target Metric: 2.0	3.5	2.5		2.06	2.0*
Commercial Land					
Target Metric: 8% of total	5.5%	7.5%*		6.6%	
Residential Land					
Target Metric: 50% of total	32.1%	48.1%	51.2%*	54.1%	
Industrial Land					
Target Metric: 33% of total	36.6%	40.3%		35.4%	34.7%*
Vehicle Miles Traveled					
Target Metric: Reduction	Baseline	< Baseline	-	< Baseline	
Plan Demographics					
Housing Units	6,642	10,660	-	13,917	
Population	21,784	34,966		45,647	
Employees	23,110	27,346		28,600	

(*) : Closest to Target Metric

VI. RECOMMENDATIONS

While each land use alternative features varied benefits, Alternative 4 met the target metrics most often. While Alternative 4 performed the best in terms of meeting the target metrics, it also adds substantial urban uses and population to the City's planning area. To provide the most balanced land use plan while still offering a responsible and strategic framework for urban growth, the consultant team recommends the City adopt Alternative 4 while also implementing a tiered urban growth management approach.

GROWTH BOUNDARIES

The proposed growth management strategy includes the creation of four separate urban growth boundaries. Each area is categorized into urban growth tiers. Growth Tier 1 indicates the top priority for growth and development, followed by Growth Tiers 2, 3, and 4. Growth Tier 1 focuses on infill development within and around the City limits and most closely aligns with the planning area boundary adopted in the current General Plan. Growth Tier 2 expands to include Growth Area 1. The third and fourth tiers expand to Growth Areas 2 and 3, respectively. Each growth tier boundary can be seen in **Figure 9: Recommended Growth Tier Boundary Map**.

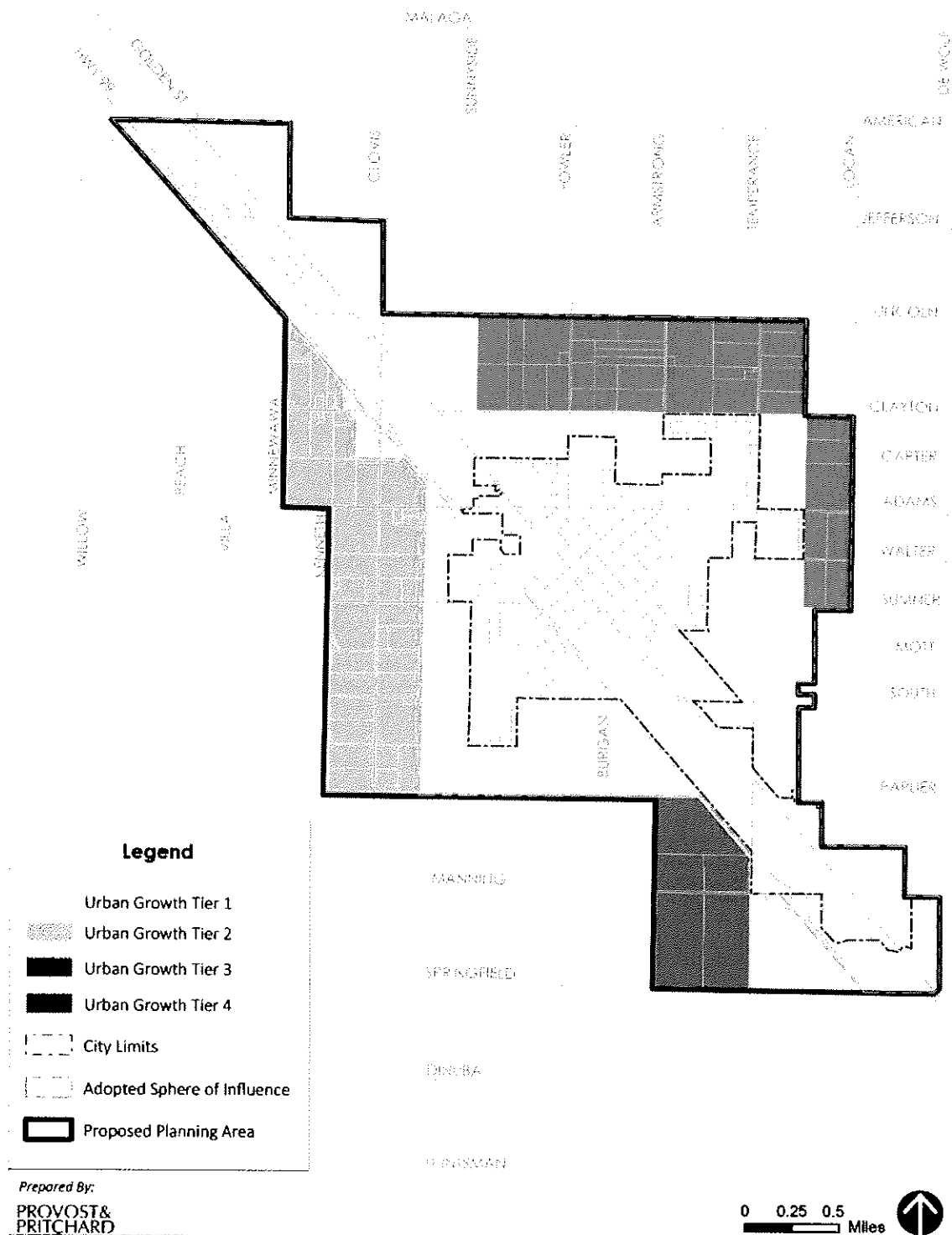
To determine growth priorities, the consultant team relied on public input and key stakeholder feedback, which confirms that the community values infill development and prefers Growth Area 1 as the most desired location for expansion, followed by Growth Area 2, with Growth Area 3 the least preferred area for expansion. In addition, Growth Area 1 offers the most balanced and immediate opportunity to increase commercial space within the planning area. Prioritizing Growth Area 1 as the first area of expansion after current capacity is met supports key community goals and provides for increased local retail amenities. The recommended land use plan, reflecting Alternative 4 land uses with growth tier boundaries, is shown in **Figure 10: Recommended Land Use Plan**.

GROWTH THRESHOLDS

Growth thresholds must consider that the City is not allowed to implement or enforce moratoriums or similar policies that limit the number of permits approved or population growth. However, the City can implement a tiered development plan where development within certain tiers is prioritized over development in subsequent areas as long as the number of permits is not limited. Development thresholds will be included as policies in the land use element of the updated General Plan document. The policies will generally consider the number of building permits already issued, the amount of obligated land, and vacancy rates.⁶ Unique thresholds will be established for each major land use category to allow for maximum flexibility.

⁶ Obligated land includes land with an approved development project that is not yet constructed.

Figure 9: Recommended Growth Tier Boundary Map



RECOMMENDED LAND USE PLAN

The consultant team recommends the use of tiered urban growth boundaries for the variety of benefits the approach offers, including efficiency, the ability to forward plan, and increased predictability in the planning process. Assigning land uses to the entire planning area while focusing development to certain growth tiers ahead of others allows the City to create a thoughtful, comprehensive blueprint for future land development. This approach also facilitates other long range land use and infrastructure management projects, such as roadway, water, and sewer infrastructure and improvement needs. In addition, this approach also allows the City to responsibly manage growth while still meeting legislative requirements around the limitation of growth and development.

This approach may also facilitate development by ensuring higher levels of predictability and streamlining future planning efforts. Should the City rely on the use of an urban reserve designation, future development in those areas would require a general plan amendment to progress through the entitlement and permitting process. General plan amendments tend to require significant time and permitting fees, require public hearings, and must be approved by City Council. Additional environmental review and analysis would also be required. Assigning land uses on the General Plan plan but prioritizing growth within certain areas through the establishment of growth tiers ensures consistency and compatibility of land uses over time and increases the predictability of the planning process, while still allowing the City to balance growth with actual demand.

Recommendation

To provide the most balanced land use plan while still offering a streamlined, responsible, and strategic framework for urban growth, the consultant team recommends the City adopt Alternative 4 with a tiered urban growth management approach, as shown in **Figure 10: Recommended Land Use Plan**.

Figure 10: Recommended Land Use Plan



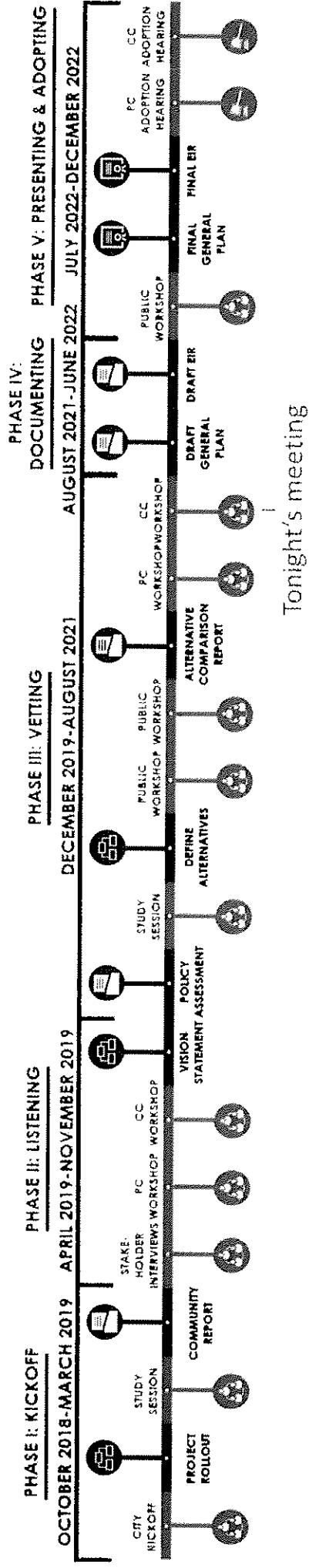


LAND USE ALTERNATIVES SUMMARY & RECOMMENDATION

Fowler General Plan Update

City Council
August 3, 2021

THE GENERAL PLAN UPDATE



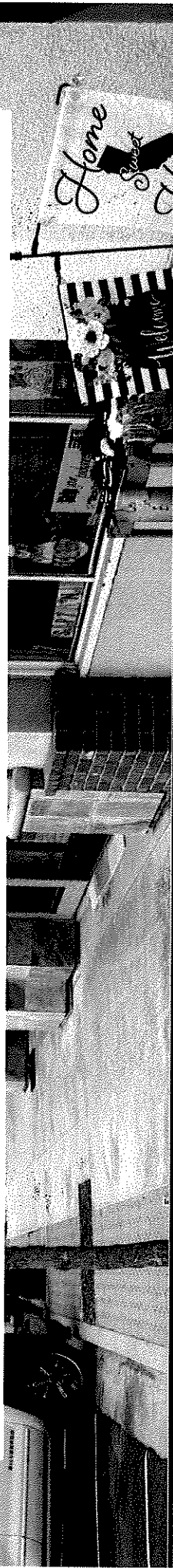
Project Milestone: Selection of Preferred Land Use Alternative

The preferred land use alternative will become the basis for the General Plan as well as the Environmental Impact Report.

<http://fowlercivcity.org/general-plan-update-welcome/>



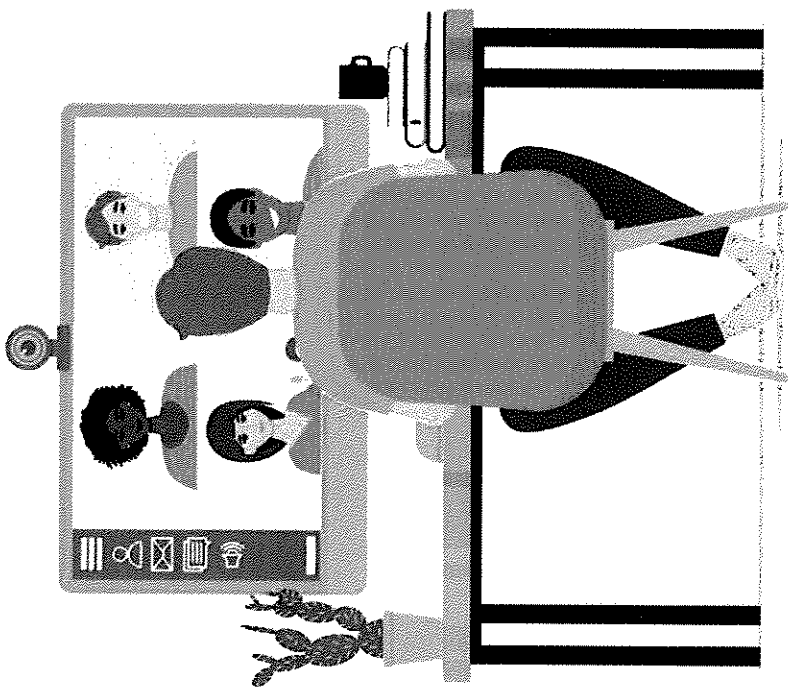
APRIL 2021 WORKSHOP SUMMARY



WORKSHOP OVERVIEW

Details & Key Takeaways

- Virtual Zoom Webinar (April 28, 2021)
- 43 total attendees
- Reviewed prior workshops
- Live polls and Q&A
- Launched story map
- Previewed Change Areas & Growth Areas
- Collected comments via interactive map



WORKSHOP OVERVIEW

Boundaries/Site Selection

Unchanged Area

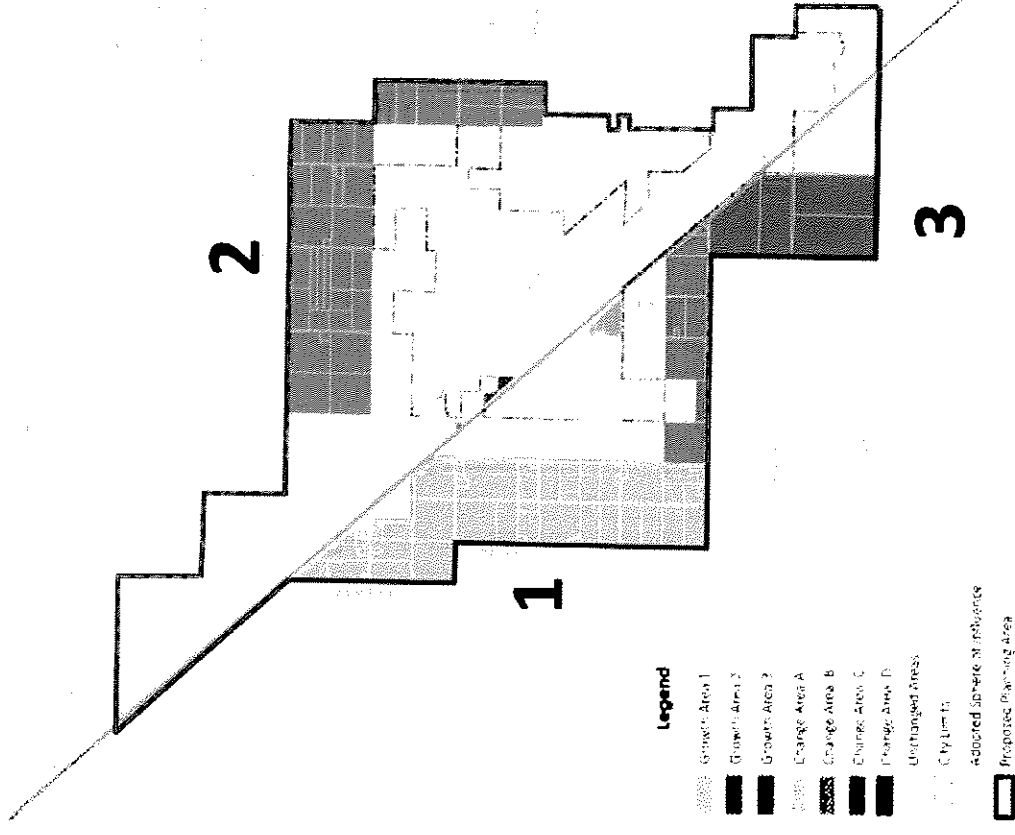
Land already planned for urban uses under the current General Plan with no changes identified.

Change Areas

Parcels in the City limits or SOI that are identified for land use changes.

Growth Areas

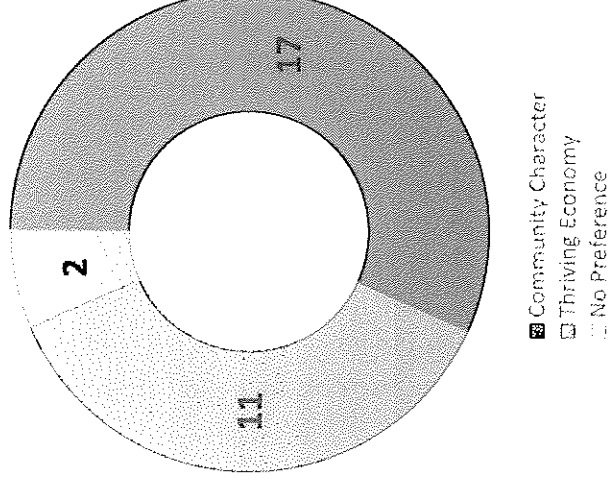
Land proposed to be changed from non-urban to urban uses.



LIVE POLL RESULTS

1. *Which supporting principle should be prioritized?*

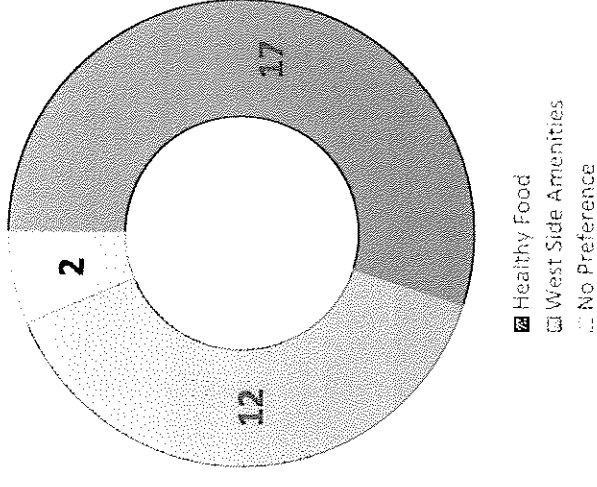
- **Thriving economy:** providing jobs and increasing local amenities
- **Community character*:** facilitating growth in a way that complements Fowler's character
- **No preference**



LIVE POLL RESULTS

2. *Which land use planning priority should be prioritized?*

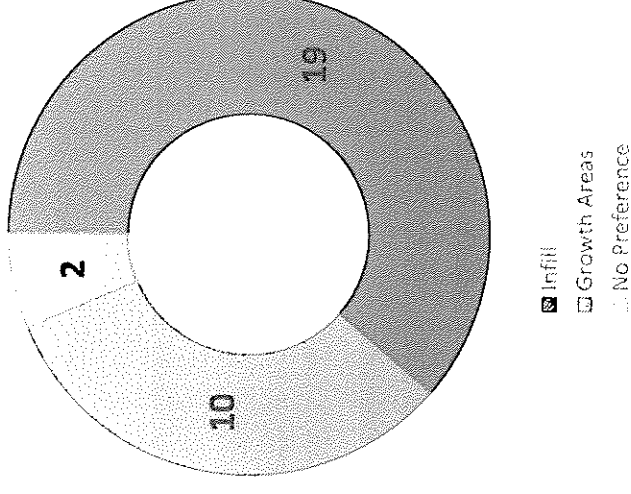
- **Healthy food options***: facilitate larger markets with more food options
- **Amenities west of Highway 99**: expand commercial options west of Highway 99
- **No preference**



LIVE POLL RESULTS

3. *What type of development should be prioritized?*

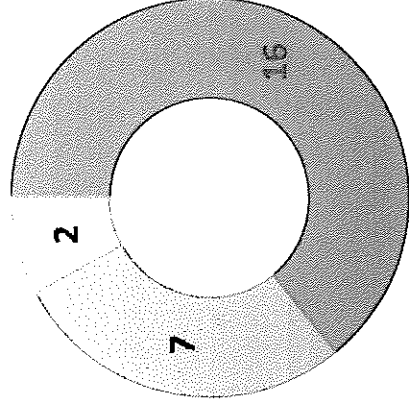
- **Infill development***: concentrate growth in the existing City limits or Sphere of Influence boundary first
- **Growth areas**: allow development to occur in one or more areas concurrent with or before infill development
- **No preference**



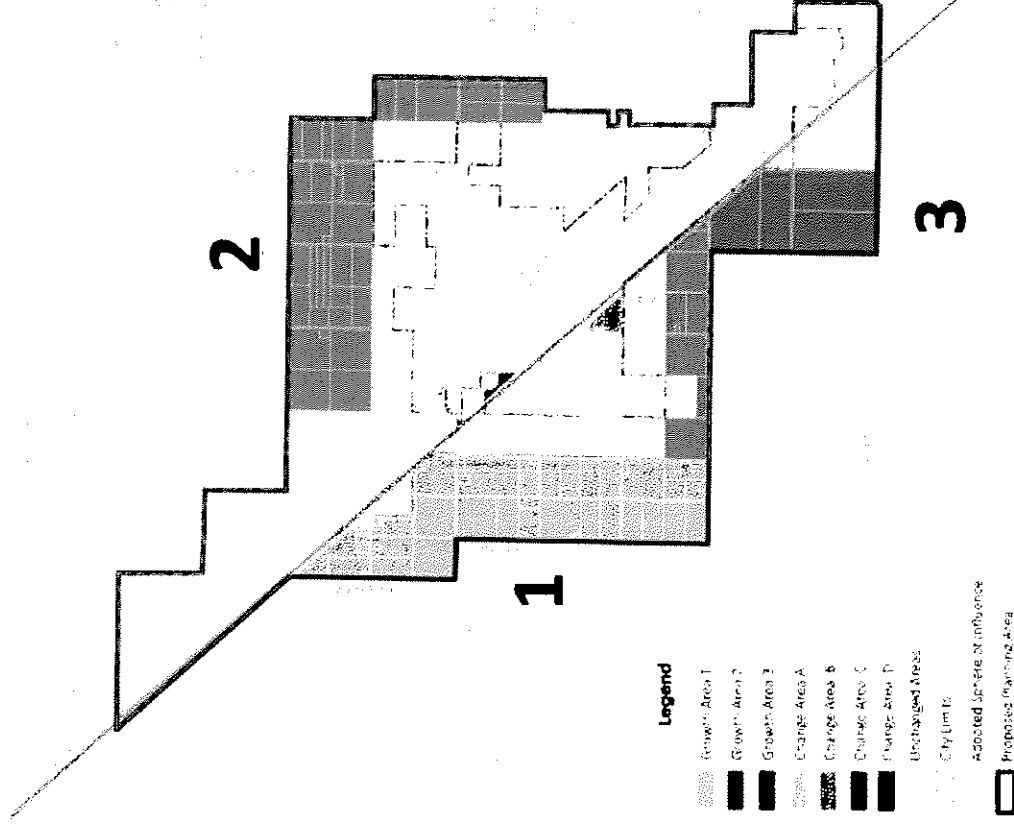
LIVE POLL RESULTS

4. Should the City decide to add growth area(s), which one should be prioritized?

- Growth Area 1*
- Growth Area 2
- Growth Area 3
- No preference



- Growth Area 1
- Growth Area 2
- No Preference



LAND USE CHANGES REFLECTED

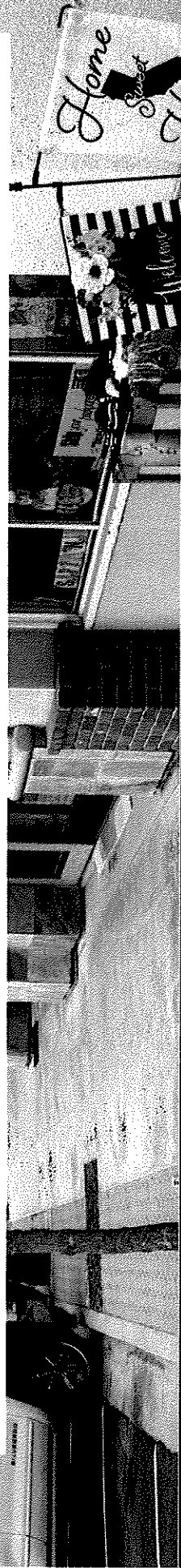
Changed land uses for 2 areas based on comments received:

- Change Area D (approximately 6 acres) was added
- Proposed community park designation in Growth Area 1 was re-oriented to be north-south along Clovis Avenue
- All parks will also have a dual designation identified in the event park space is not acquired in the precise location





LAND USE PLANNING



LAND USE DESIGNATIONS

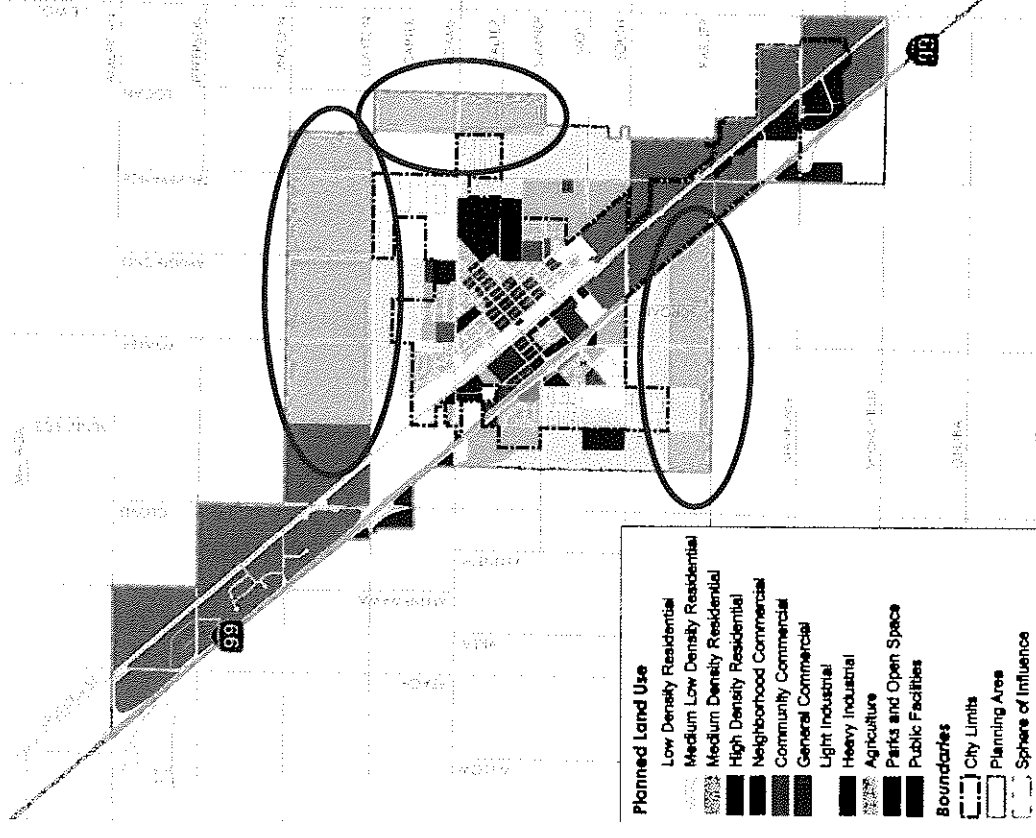
Designations for deletion:

Agriculture

- Inconsistent with Fresno LAFCo policy

Office Commercial

- There are no properties currently planned for Office Commercial
- The intent for the designation is already covered in other designations

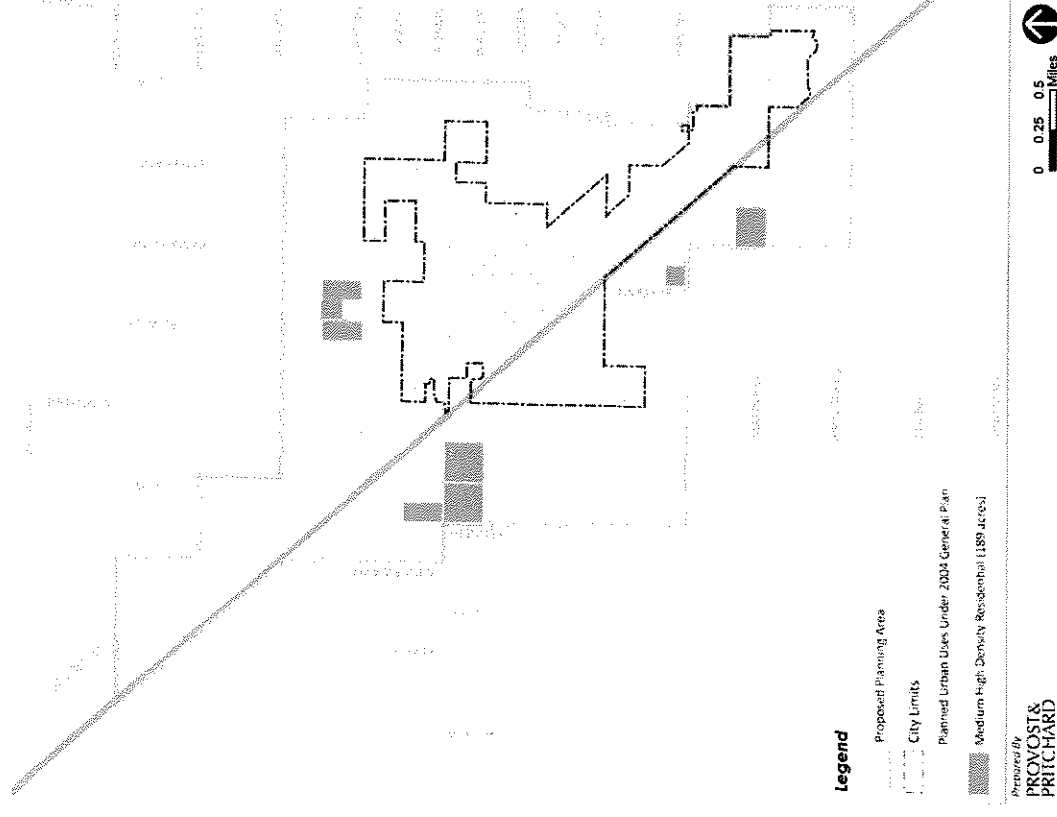


LAND USE DESIGNATIONS

New designations:

Medium High Density Residential

- 8.0-13.5 dwelling units per acre
- Limited to Growth Areas or Changes Areas
- Acts as a transition between the higher density residential and commercial designations and lower density residential land uses

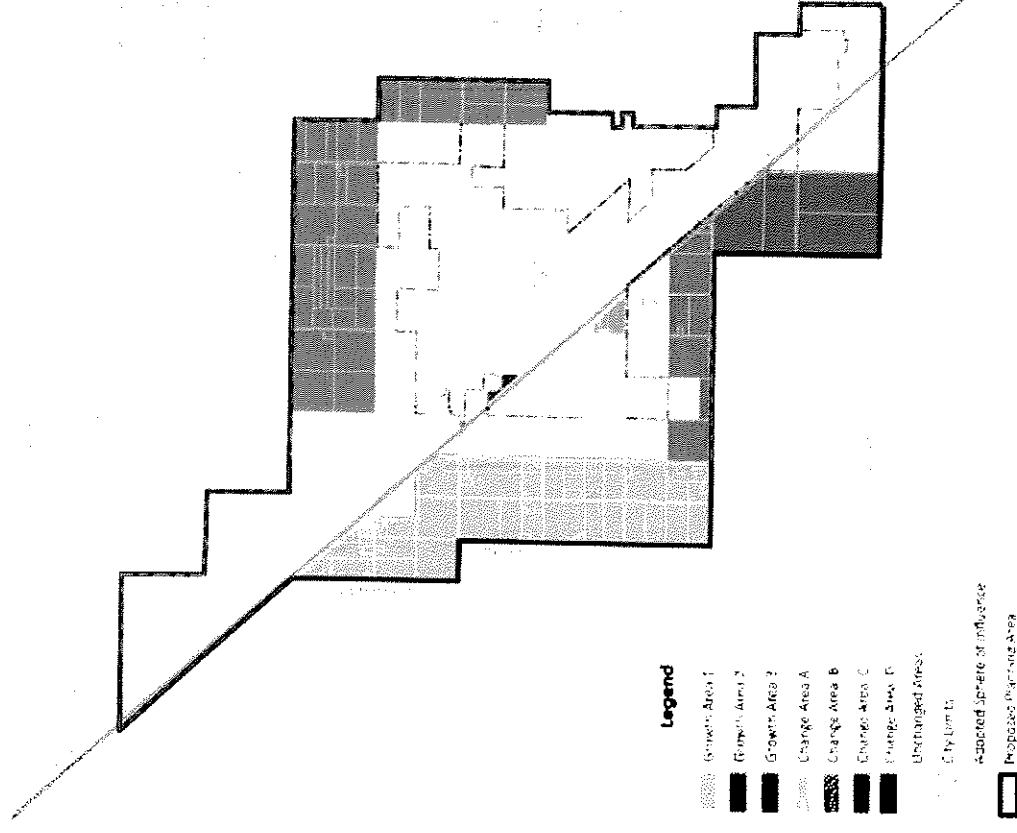


LAND USE DESIGNATIONS

New designations:

Urban Reserve

- Limited to Growth Areas
- Planned for different locations, depending on alternative
- Won't become effective unless necessary to implement the preferred alternative





LAND USE ALTERNATIVES



ALTERNATIVE 1

Key Points

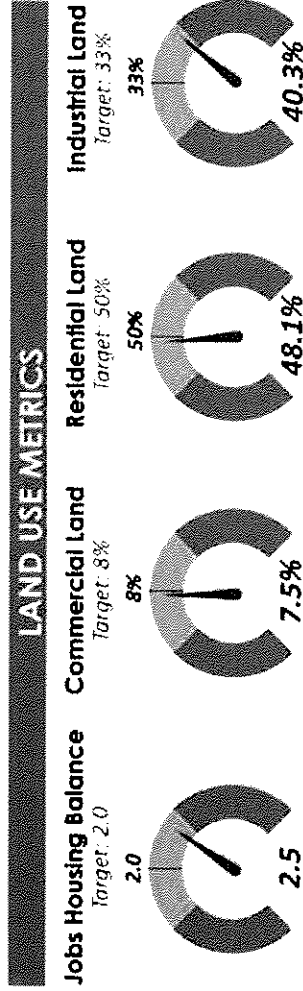
- Prioritizes Growth Area 1
- Urban reserve in Areas 2 & 3

Potential Buildout

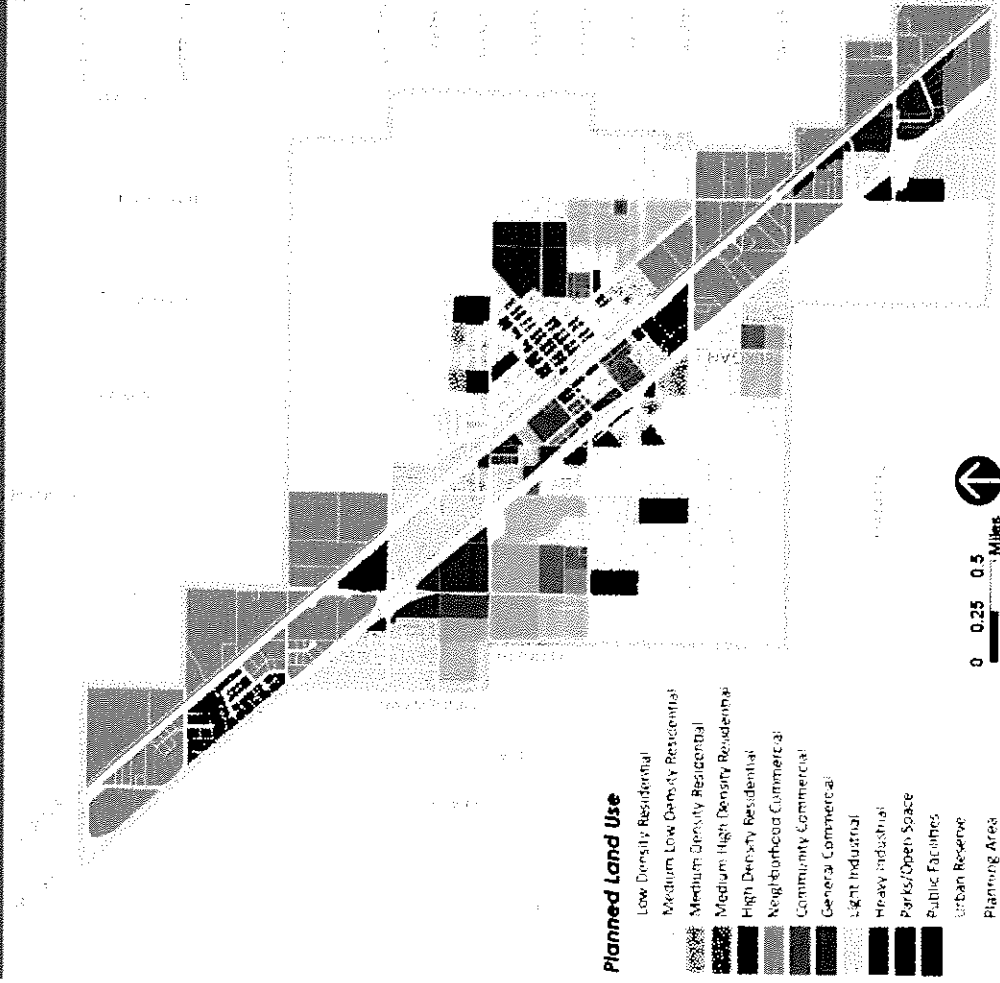
Units: 10,660

Population: 34,966

Employees: 27,346



ALTERNATIVE 1 LAND USE PLAN



ALTERNATIVE 2

Key Points

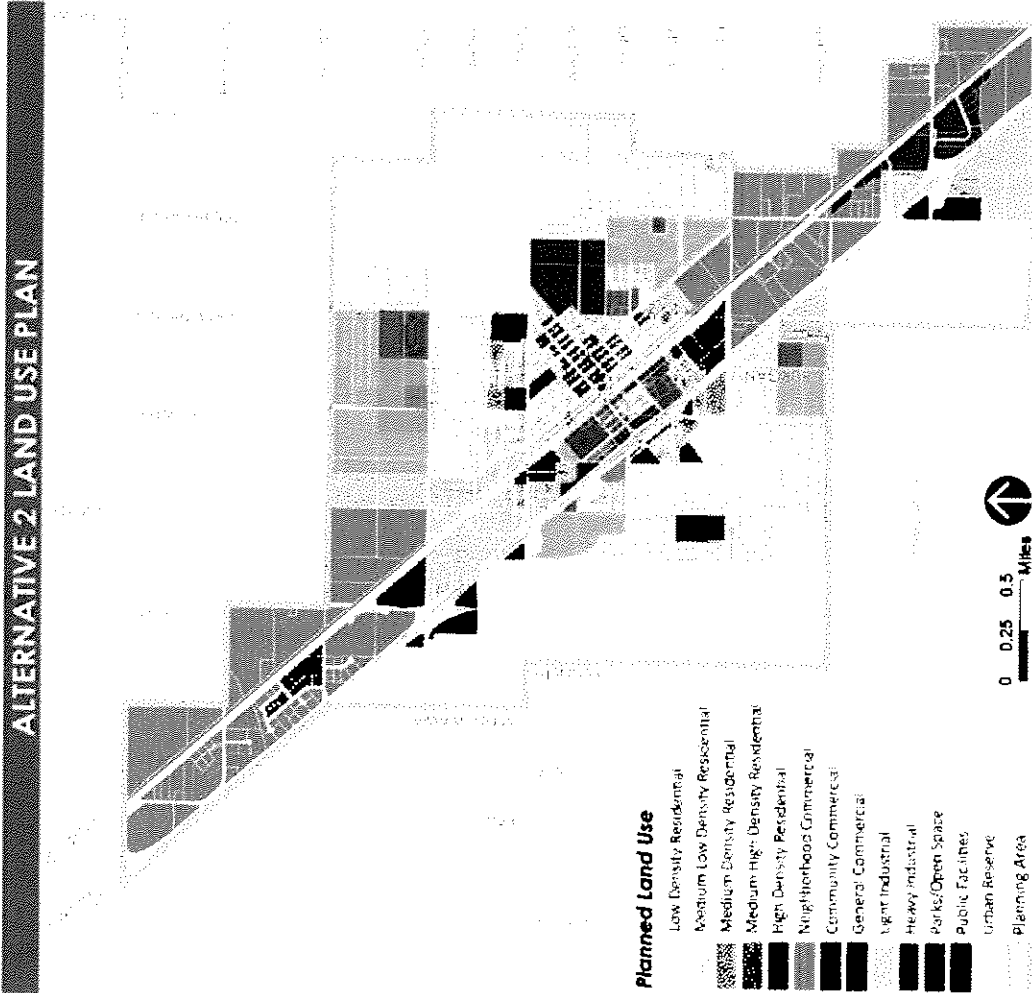
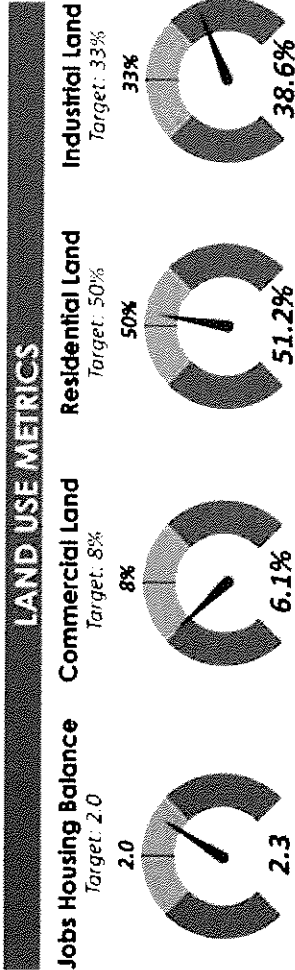
- Prioritizes Growth Area 2
- Urban reserve in Areas 1 & 3

Potential Buildout

Units: 10,868

Population: 35,648

Employees: 25,267



ALTERNATIVE 3

Key Points

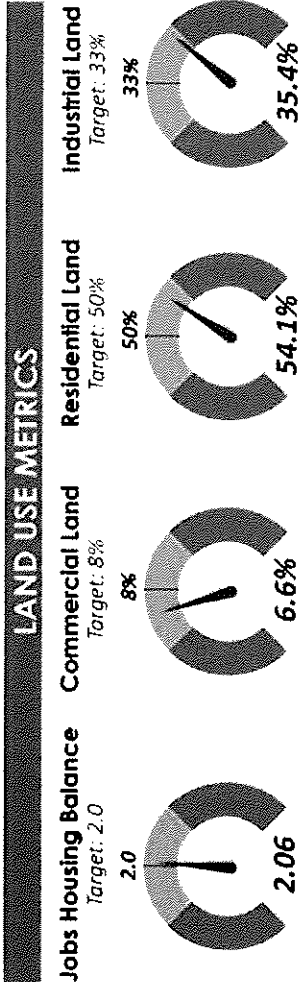
- Prioritizes Growth Area 1 & 2
- Urban reserve in Areas 3

Potential Buildout

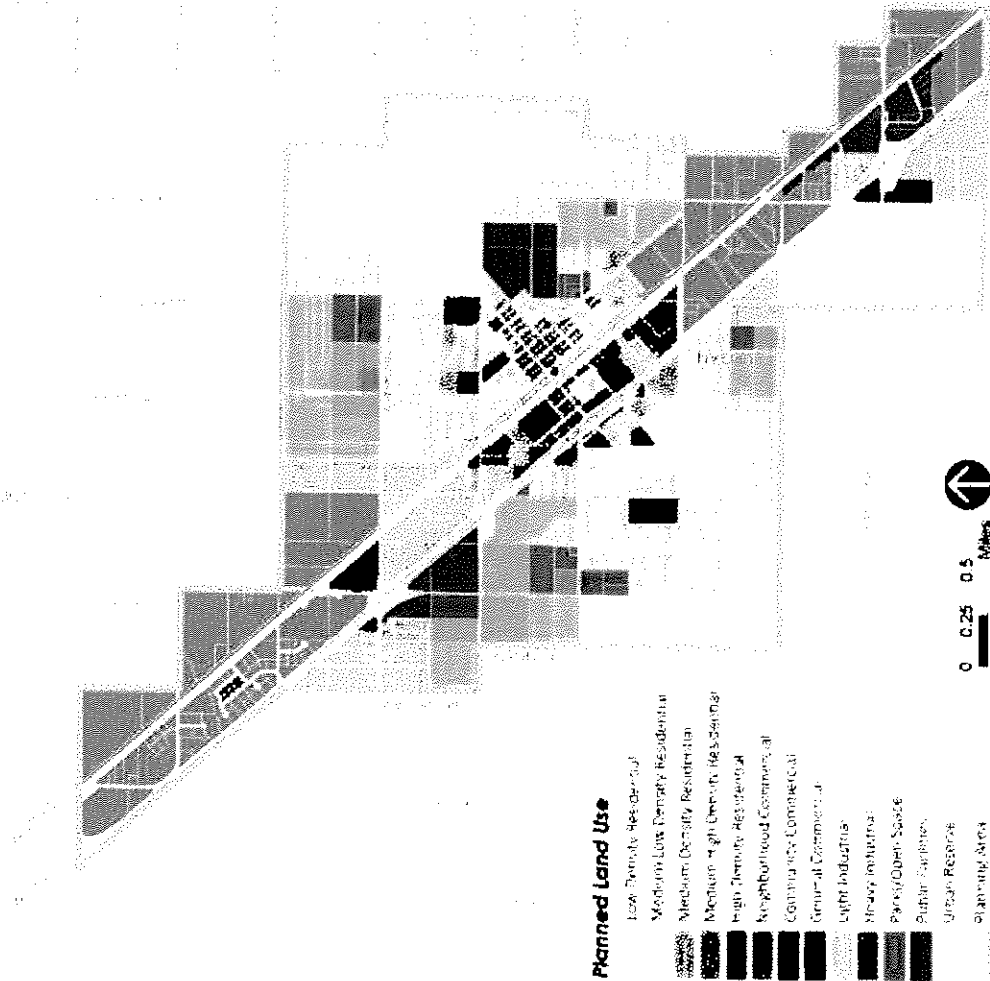
Units: 13,917

Population: 45,647

Employees: 28,600



ALTERNATIVE 3 LAND USE PLAN



ALTERNATIVE 4

Key Points

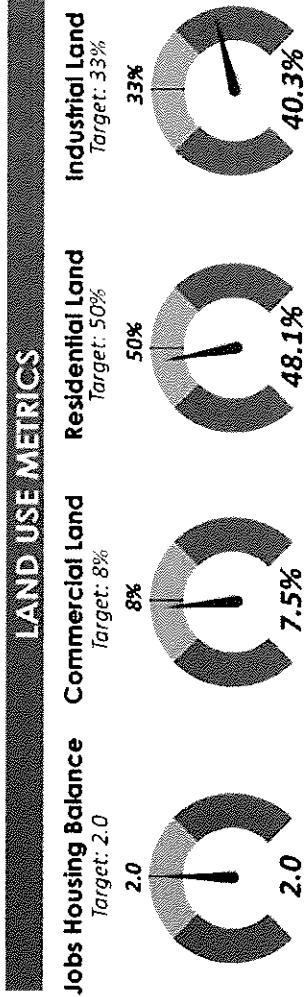
- Planned uses in all growth areas
- No urban reserve

Potential Buildout

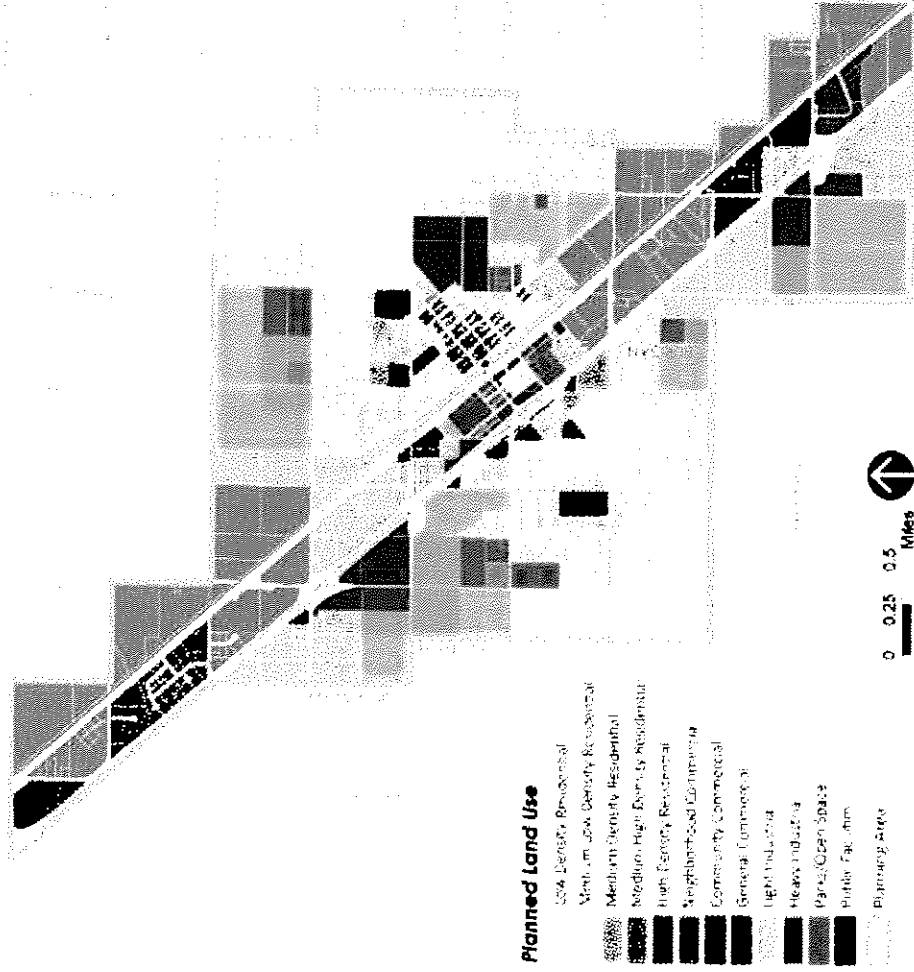
Units: 15,248

Population: 50,013

Employees: 30,539



ALTERNATIVE 4 LAND USE PLAN

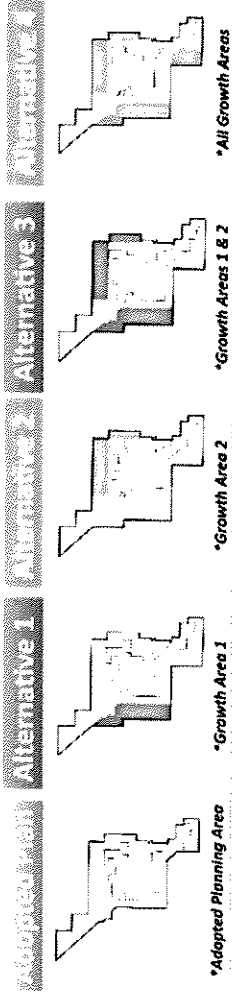


ALTERNATIVES SUMMARY

Key Outcomes

- All alternatives performed better than the current General Plan
- All alternatives met the VMT metric
- Alt 4 performed better against the most metrics
- Alt 4 has the highest buildout potential

Alternatives Comparison



Planning Metrics		Adopted Planning Area	Alternative 1 *Growth Area 1	Alternative 2 *Growth Area 2	Alternative 3 *Growth Areas 1 & 2	Alternative 4 *All Growth Areas
Jobs Housing Balance Target Metric: 2.0		3.5	2.5		2.06	2.0*
		5.9%	7.5%*			
Commercial Land Target Metric: 8% of total					6.6%	
		32.1%	48.1%	51.2%*	34.1%	
Residential Land Target Metric: 40% of total		36.6%	40.3%		35.4%	34.7%*
					< Baseline	
Industrial Land Target Metric: 34% of total		Baseline	< Baseline			
Plan Demographics						
Housing Units		6,642	10,660		13,917	
Population		21,784	34,956		45,647	
Employees		23,110	27,346		28,600	

(*) - Closest to Target Metric



STAFF RECOMMENDATION



RECOMMENDED PLAN

Alternative 4 with Growth Management Strategy

Intent is to provide for a long-term land use plan while prioritizing where and when growth can move from one area to the next.

Growth management strategy is established through:

- Growth Boundaries
- Growth Thresholds

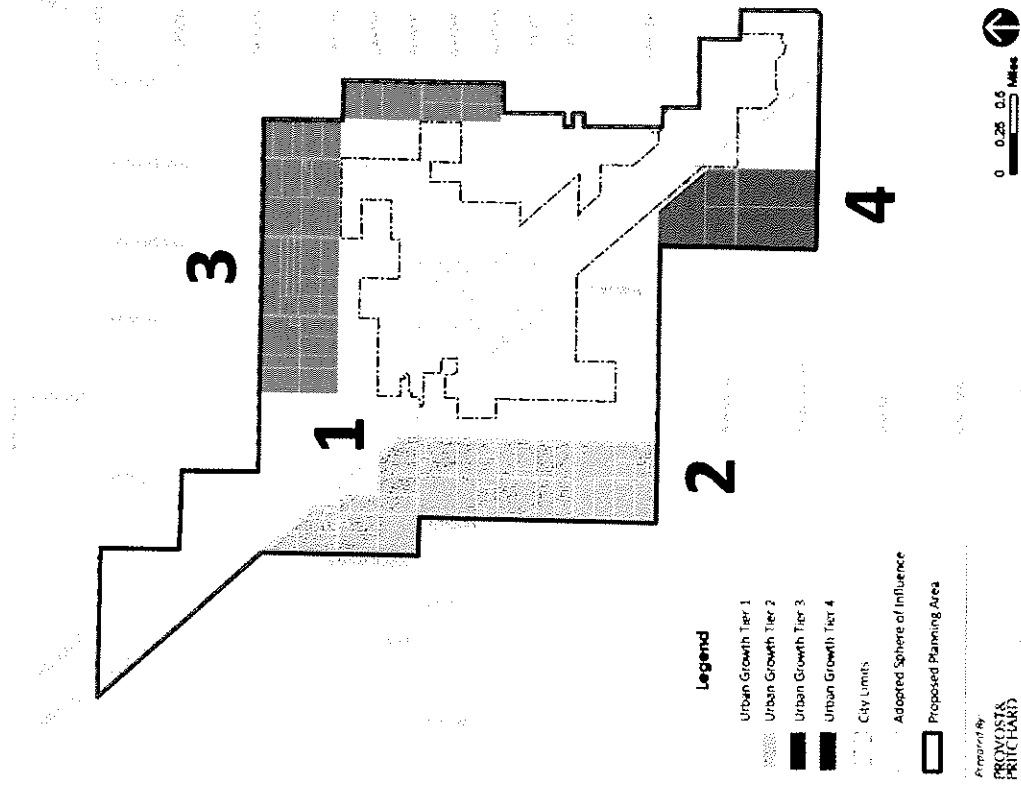


GROWTH MANAGEMENT

Growth Boundaries

Establish 4 growth tiers:

- Tier 1.** Development within the current planning area boundary
- Tier 2.** Growth Area 1, located to the west of the City
- Tier 3.** Growth Area 2, located to the north of the City
- Tier 4.** Growth Area 3, located to the south of the City

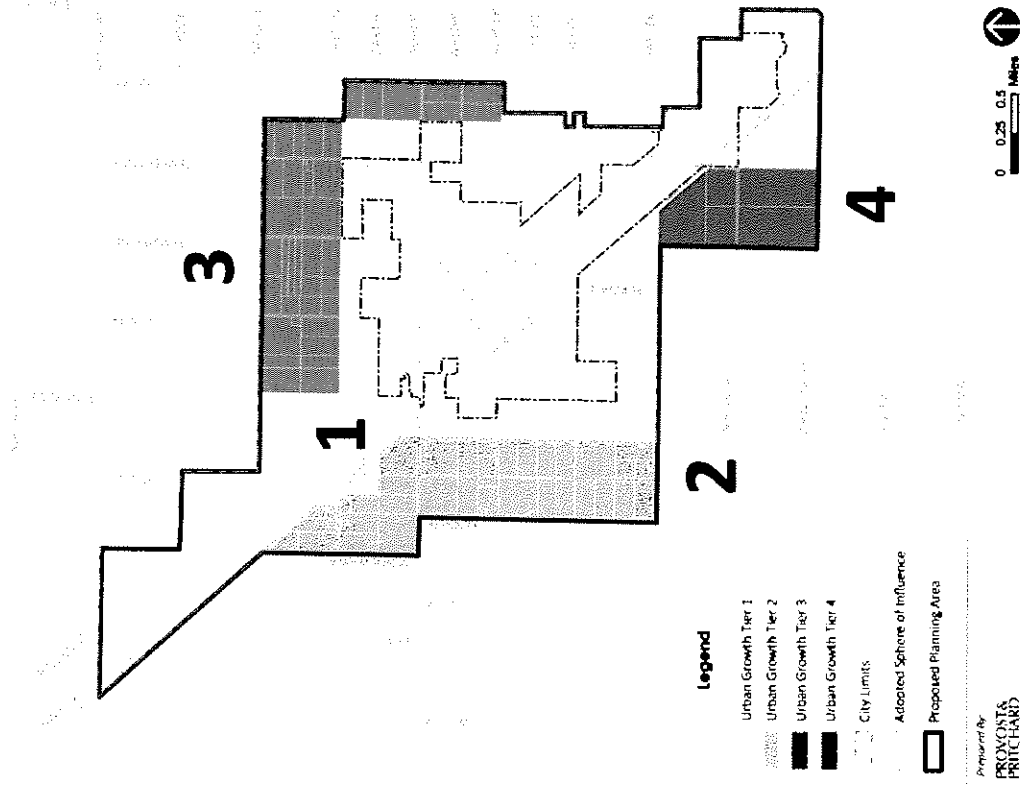


GROWTH MANAGEMENT

Growth Thresholds

Thresholds may be established based on:

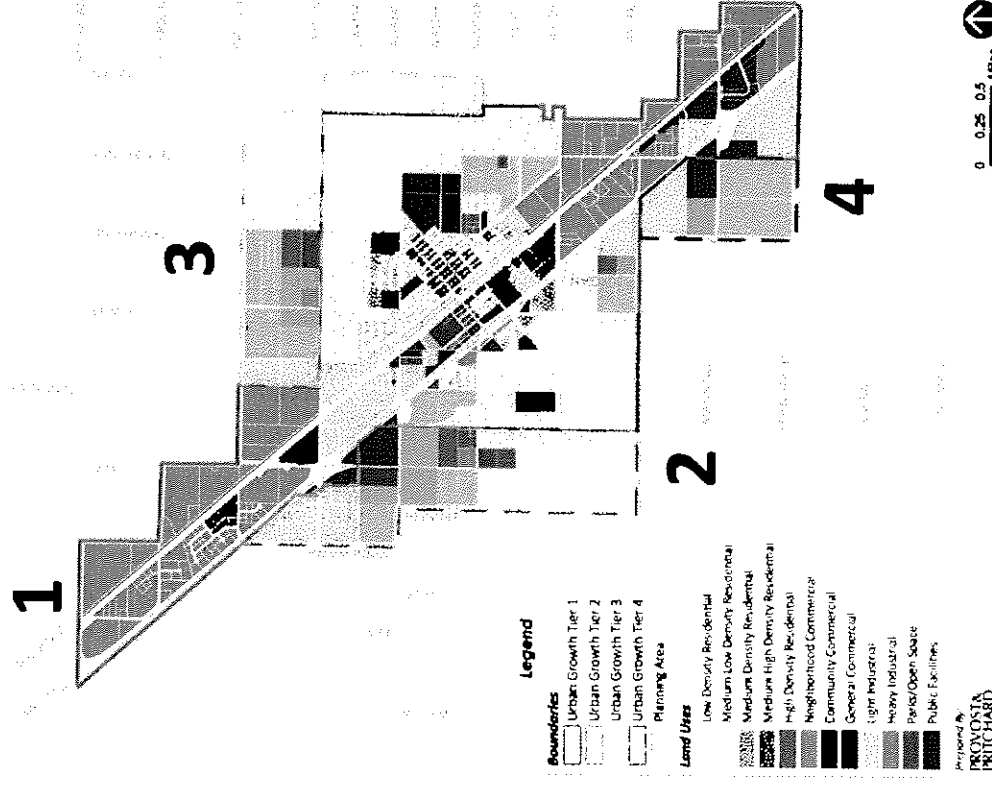
- Planning and entitlement activity
 - Building permits issued
 - Vacancy rates
 - Infrastructure capacity and improvements
- Thresholds may be established by land use category (residential, commercial, industrial) for maximum flexibility



RECOMMENDED PLAN

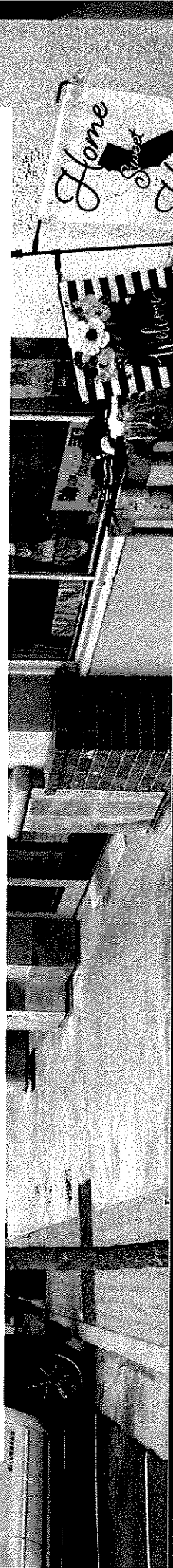
Alternative 4 with Tiered Urban Growth Boundaries

Growth Tier	Acres	Units	Population	Employees
Tier 1: Current Planning Area Boundary	3,254	7,612	24,967	24,013
Tier 2: Growth Area 1	676	3,049	9,999	3,333
Tier 3: Growth Area 2	697	3,256	10,681	1,254
Tier 4: Growth Area 3	282	1,331	4,366	1,939
Total	4,909	15,248	50,013	30,539





PLANNING COMMISSION RECOMMENDATION



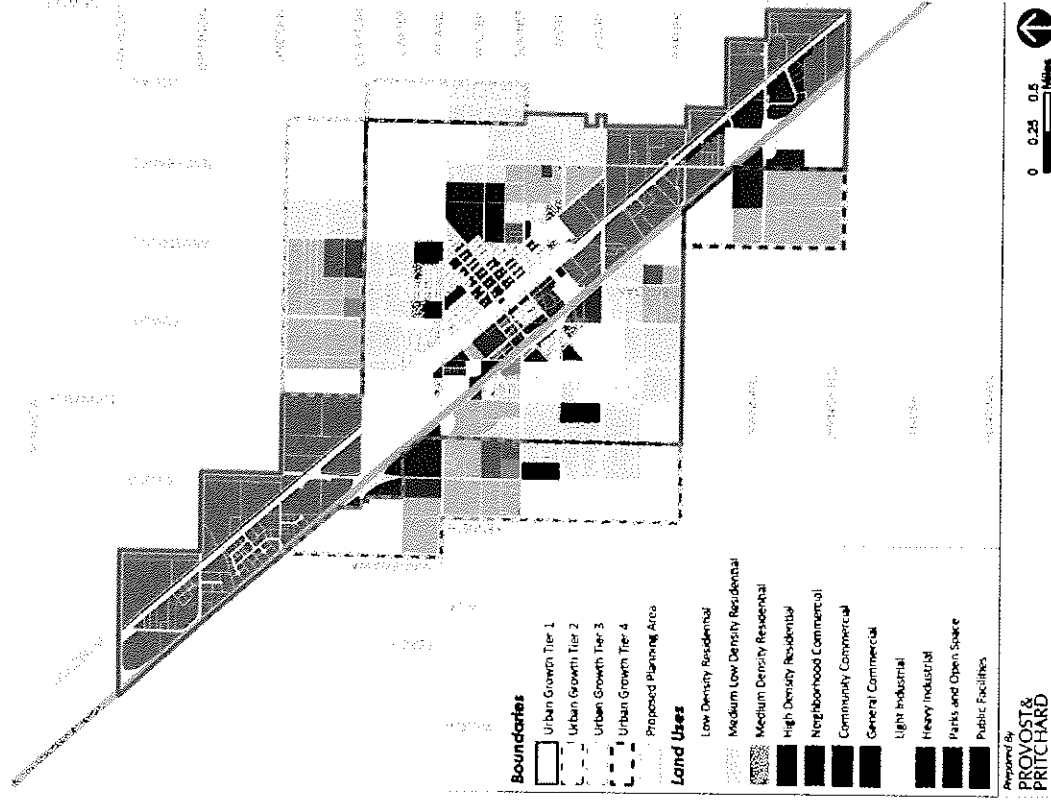
COMMISSION RECOMMENDED PLAN

Alternative 4 with Growth Management Strategy

Remove the proposed Medium High Density Residential and replace with Medium Density Residential.

No other changes to land uses.

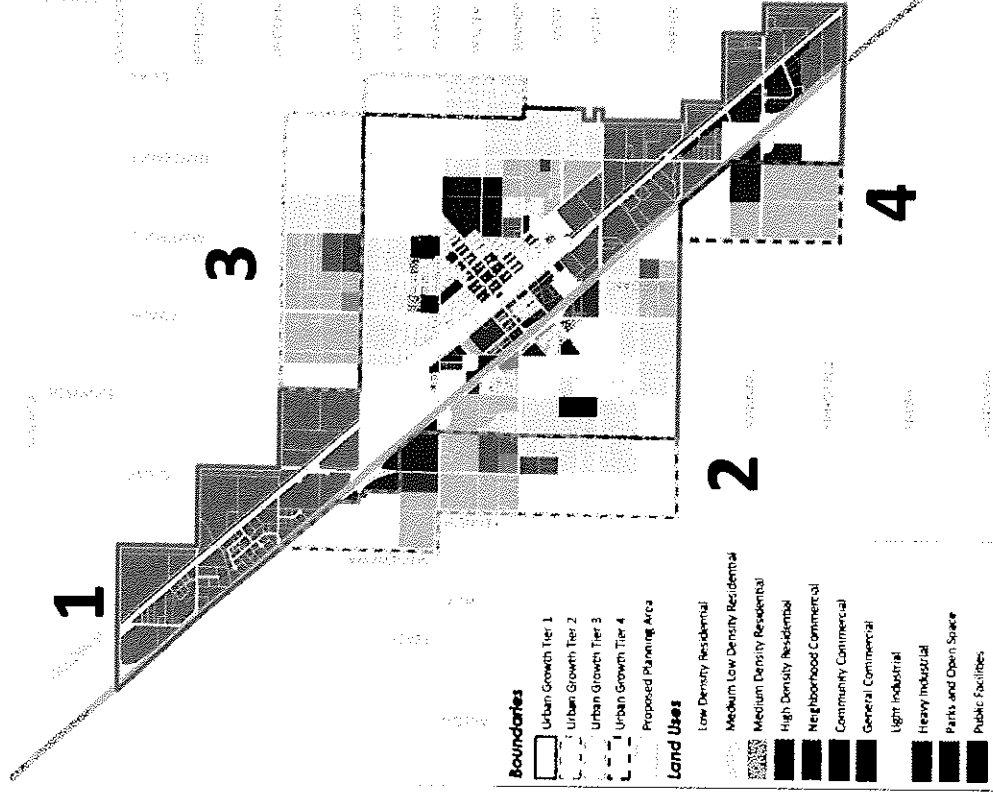
No changes to the growth management boundaries or priorities.



COMMISSION RECOMMENDED PLAN

Alternative 4 with Tiered Urban Growth Boundaries

Growth Tier	Acres	Units	Population	Employees
Tier 1: Current Planning Area Boundary	3,254	7,547	24,754	24,013
Tier 2: Growth Area 1	676	2,643	8,669	3,333
Tier 3: Growth Area 2	697	3,044	9,984	1,254
Tier 4: Growth Area 3	282	1,199	3,932	1,939
Total	4,909	14,433	47,339	30,539





QUESTIONS & DISCUSSION

