

6.0 GROWTH INDUCEMENT

INTRODUCTION

Section 15126.2(d) of the California Environmental Quality Act (CEQA) Guidelines, as amended, requires the discussion of the ways in which a project could directly or indirectly foster economic growth, population growth, or the construction of additional housing in the surrounding environment. This discussion should also include projects that would remove obstacles to population growth. It should include the characteristics of a project, which may encourage and/or facilitate other activities that could significantly affect the environment, either individually or cumulatively. CEQA emphasizes that growth in an area should not be considered beneficial, detrimental, or of little significance. The purpose of this section is to evaluate the growth-inducing potential and impact of this project.

GROWTH-INDUCING CRITERIA

In general terms, a project may foster spatial, economic, or population growth in a geographic area if it meets any one of the criteria that are identified below:

- Removal of an impediment to growth (e.g., the establishment of an essential public service or the provision of new access to an area).
- Economic expansion or growth (e.g., construction of additional housing, changes in revenue base, employment expansion, etc.).
- Establishment of a precedent-setting action (e.g., an innovation, a change in zoning or general plan designation).
- Development or encroachment in an isolated or adjacent area of open space (being distinct from an “infill” type of project).

Should a project meet any one of these criteria, it can be considered growth inducing. An evaluation of this project compared against these growth-inducing criteria is provided below.

Removal of an Impediment to Growth

Growth in an area may result from the removal of physical impediments or restrictions to growth, as well as the removal of planning impediments resulting from land use plans and policies. In this context, physical growth impediments may include nonexistent or inadequate access to an area or the lack of essential public services (e.g., water service), while planning impediments may include restrictive zoning and/or general plan designations.

The Project area contains established land uses and supporting infrastructure. The construction of proposed uses would require the modification and/or improvement of existing infrastructure in the vicinity of the Project site in order to support the increased land use intensity associated with the Project. Such modifications and improvements to infrastructure are discussed in further detail below. Given the location of the site and the urban nature of the surroundings, and the existence of established infrastructure, no growth-inducing impacts would result from Project development.

An established transportation network exists in the surrounding area that offers local and regional access to the Project site. Access to the site would be provided via three separate driveways, one along Orange Street and two along Wilson Avenue. The Orange Street driveway would be approximately 24 feet in width and would be located more than 150 feet south of Wilson Avenue. The proposed driveway for the Orange/Wilson Mixed-Use project across Orange Street would be aligned with this driveway. The Orange Street driveway for the Project would accommodate access for the condominium units, as well as service vehicles. The Orange Street driveway would accommodate full access (i.e., both left and right-turn ingress and egress turning movements).

Two driveways are proposed along Wilson Avenue: one inbound only driveway and one outbound only driveway and both would be approximately 16 feet in width. The outbound driveway would be located approximately 100 feet west of Brand Boulevard while the inbound driveway would be located approximately 100 feet west of the outbound driveway. These driveways would accommodate access for all hotel guests and commercial patrons. The inbound driveway would accommodate right and left-turn ingress turning movements into the site. The outbound driveway would be limited to right-turn egress turning movements only out of the site. Outbound traffic at the driveway would be controlled via a stop-sign placed at the approach to Wilson Avenue.

The Project would also require a 2-foot dedication and roadway widening along Orange Street to reduce traffic concerns. As a result, Orange Street would be restriped to provide a northbound right-turn only lane at Wilson Avenue (with on-street parking prohibited along the project frontage). The resulting northbound Orange Street approach to the Wilson Avenue intersection would then consist of three lanes (one left-turn lane, one through lane and one right-turn lane). In addition, the City recently installed an eastbound right-turn lane on Wilson Avenue at the Brand Boulevard intersection. To facilitate access to the Project site, Wilson Avenue would be restriped to provide a center two-way left-turn lane along the project frontage (generally between Orange Street and Brand Boulevard). All improvements would be designed to serve the Project and would not induce growth within the area.

The water and energy (electricity and natural gas) infrastructure required to support the Project would be available to the site from surrounding streets. An existing 12-inch water line on Wilson Avenue, which

connects to a 16-inch water line on Orange Street, and existing 20-inch and 8-inch lines on Brand Boulevard would serve the site. An existing 10-inch line in Wilson Avenue, which in turn flows into the 10-inch line on Orange Street, would provide sewer service to the site. No new water or sewer mains other than those required to serve the site would be constructed. As such, the development of on-site water and sewer infrastructure to serve the Project would not induce growth within the area.

Electricity and natural gas transmission infrastructure presently exists in the vicinity of the site. Development of the Project would necessitate the construction of an on-site distribution system to convey this energy to uses on the site. This system would be designed to accommodate the uses proposed within the Project, and would not extend beyond the requirements or boundary of the Project. The on-site service lines would be sized to meet the demands of the Project. No growth-inducing impacts, due to the extension of electrical or natural gas service lines, would occur with the development of the Project.

Concerning sewer infrastructure, a 10-inch line on Wilson Avenue and a 10-inch line on Orange Street would provide sewer service to the site. Due to sewer capacity issues downtown, the sewer system may need upgrading as a result of existing development, the Project, and cumulative development. Consequently, the Project could be construed as growth-inducing due to the need to construct new sewer infrastructure.

In summary, the design and construction of roadway, water, electrical, and natural gas infrastructure needed to accommodate the Project would not induce growth within undeveloped areas surrounding the project area. The development of new sewer lines to increase capacity for the Project and cumulative development could be considered to be growth-inducing.

Economic Growth

The second criterion by which growth inducement can be measured involves economic considerations. In the short term, the Project would provide short-term construction employment opportunities. It is anticipated that construction employees would commute from elsewhere in the region, rather than relocate to the City of Glendale for a temporary assignment.

Long-term growth, should it occur, would be primarily in the form of an economic response to the new residents that would occupy the site. The increase of 494 people and 150 employees associated with Project may result in a slight corresponding increase in demand for City goods and services. However, given the relatively small size of the Project in relation to City population, the economic contribution of this Project alone would not be considered growth inducing.

Furthermore, the City has a total of 74,565 housing units, with approximately 72,635 units occupied (i.e., vacancy rate of approximately 2.6 percent).¹ Given the existing vacancy rate making 1,930 units available and because of the construction of additional residential developments in the near future (estimated 184 units for the Project and 2,641 units on the related project list), any growth in housing demand would be adequately accommodated. Nonetheless, the small increase in population and economic activity potentially generated by the Project could be considered growth inducing. However, such an increase is not considered substantial, since the Project's population increase does not exceed the amount of growth projected for the City, as stated in **Section 4.2, Population and Housing**, and, therefore, is not growth inducing.

Precedent-Setting Action

Changes from a Project that could be precedent setting include (among others) a change in zoning, general plan designation, general plan text, or approval of exceptions to regulations that could have implications for other properties or that could make it easier for other properties to develop.

In November 2006, the City of Glendale adopted the Downtown Specific Plan (DSP) for the entire downtown area, which includes the CBD and the Project site. The Project is currently designated as "Downtown Specific Plan" on the General Plan land use map. This designation provides for an array of commercial uses (i.e. retail, service, office, entertainment), in addition to very-high-density urban housing and mixed-use developments. Where land use regulations and/or development standards of the Glendale Zoning Code are inconsistent with the DSP, the standards and regulations of the Specific Plan will prevail. Any issue not specifically covered in the Specific Plan will be subject to the regulations in the Zoning Code and/or Municipal Code.

As indicated in **Section 4.1, Land Use and Planning**, implementation of the Project does not conflict with polices contained in the General Plan. Project implementation would require a number of variances from general development standards listed in the R-1250 Zone Code, the proposed project does not conflict with the DSP, which supersedes regulations contained in the Zoning Code. As the Project would not conflict with land use regulations governing the site, the Project would not be considered growth inducing.

¹ California State Department of Finance, E-5 City/County Population and Housing Estimates, January 1, 2007, May 2007.

Development of or Encroachment Isolated on Open Space

Development can be considered growth inducing when it requires the extension of urban infrastructure into isolated localities, which are presently devoid of such facilities. The Project site is situated in an area that is surrounded to the north, east, south, and west by urban areas that contain established infrastructure. Land uses surrounding the site include retail-commercial uses north across Wilson Avenue, retail-commercial and office uses east across Brand Boulevard, the City Center I project, consisting of a 23-story high-rise office building and four level park structure, directly adjacent to the south and retail-commercial uses west across Orange Street. Consequently, the Project would not induce growth under this criterion because it would not result in the urbanization of land in an isolated location.

It must be emphasized that the *CEQA Guidelines* require an EIR to “discuss the ways” a project could be growth inducing and “discuss the characteristics of some projects that may encourage...activities that could significantly affect the environment.” However, the *CEQA Guidelines* do not require an EIR to predict or speculate where such growth would occur, in what form it would occur, or when it would occur. Attempting to determine the environmental impacts created by growth that might be induced by the Project is speculative because the size, type, and location of specific future projects that may be induced by this Project are unknown at the present time. Therefore, such impacts are too speculative to evaluate (see *CEQA Guidelines* Section 15145). To the extent that specific projects are known (as discussed in **Section 4.0** of this EIR), those projects have already been or would be subjected to their own environmental analysis. Additionally, due to the variables that must be considered when examining the mechanics of urban growth (e.g., market forces, demographic trends, etc.), it would be speculative to state conclusively that implementation of the Project alone would induce growth in the surrounding area. Further analysis of impacts associated with growth in the Glendale area, and corresponding cumulative impact assessment methodology, can be found in the cumulative analyses for each individual topic addressed in **Section 4.0, Environmental Impact Analysis**.