

## 4.4 LAND USE AND PLANNING

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### INTRODUCTION

*This section addresses the consistency of the Project with applicable local land use policies. The Project is subject to the City's General Plan, the City's Municipal Code including the Zoning Ordinance, and the Redevelopment Plan for the San Fernando Road Corridor Redevelopment Project Area.*

### ENVIRONMENTAL SETTING

#### Regional Setting

The City of Glendale is located within the six-county jurisdiction of the Southern California Association of Governments (SCAG), which also includes Ventura, Orange, San Bernardino, Riverside, and Imperial Counties. SCAG has divided its jurisdiction into 13 Subregions to facilitate regional planning efforts. The City is located in the Arroyo-Verdugo Subregion.

The Arroyo-Verdugo Subregion is bordered by the San Gabriel Mountains to the north (North Los Angeles County Subregion), the Los Angeles River and Santa Monica Mountains to the south (Los Angeles City Subregion), the San Fernando Valley to the west (Los Angeles City Subregion) and the San Gabriel Valley (San Gabriel Valley Subregion) to the east. The Arroyo-Verdugo Subregion includes the Cities of Burbank, Glendale, La Canada-Flintridge, and the unincorporated communities of La Crescenta and Montrose.

In 2008, SCAG updated its Regional Comprehensive Plan (RCP), which is a long-term comprehensive plan that addresses the SCAG region's many challenges, and provides a strategic vision for handling the region's land use, housing, economic, transportation, environmental and overall quality of life needs. The RCP is similar to a General Plan for the region and is in fact intended to function as a voluntary toolbox to assist cities and counties in developing General and Specific plans. To that end, the RCP includes nine chapters: land use and housing, open space and habitat, water, energy, air quality, solid waste, transportation, security and emergency preparedness, and economy; each with specific goals, outcomes, and action plans designed to help set the path toward a more sustainable region. The RCP includes "constrained policies," which are recommended near-term policies, and "strategic initiatives" that are longer-term strategies aimed to achieve the desired goals and outcomes of the RCP.

As areawide clearinghouse for regionally significant projects, SCAG reviews the consistency of local plans, projects, and programs with regional plans. If a project meets the definition for "Projects of Statewide, Regional, or Areawide Significance" contained in Section 15206(b) of the *State CEQA Guidelines*, SCAG requests that the project be analyzed for consistency with applicable policies in the

RCPG. The Project does not meet the criteria for projects of Statewide, Regional, or Areawide Significance.

## Local Setting

The project site is located within the City of Glendale San Fernando Road Corridor Redevelopment Project Area within the southern portion of the City. The site is bounded by Fernando Court to the north, Gardena Avenue to the east, Los Feliz Road to the south, and Union Pacific Railroad (UPRR) right-of-way to the west. The project site presently consists of four vacant structures which were previously occupied by light industrial and warehouse uses. Land uses surrounding the project site include industrial uses and a homeless center to the north, commercial uses, a veterinary clinic and multi-family residential uses to the east, commercial retail and light-industrial uses to the south, and the UPRR right-of-way to the west.

The project site is located in the southern portion of the City of Glendale, approximately 70 feet east of the boundary between the Cities of Glendale and Los Angeles. As shown in **Figure 4.4-1, Project Vicinity**, the Atwater Village neighborhood in the City of Los Angeles is located to the west of the site between the UPRR right-of-way and the Los Angeles River. Land uses located in Atwater Village, in the vicinity of the project site, include commercial, residential, and institutional uses.

Planning in Atwater Village is guided by the Northeast Los Angeles Community Plan, a component of the City of Los Angeles General Plan Land Use Element (the Community Plan). The Community Plan promotes an arrangement of land uses, streets, and services to encourage and contribute to the economic, social, and physical health, safety, welfare, and convenience of the community. The Community Plan also seeks to guide development in order to create a healthful and pleasant environment. The current Community Plan is designed to meet the existing and future needs and desires of the community through the year 2010.

The Community Plan designates the City of Los Angeles portion of Los Feliz Boulevard, which is located adjacent to the project site, as a street zoned for commercial uses. The Community Plan identifies the goals, objectives, and policies as a way to improve the function, design, and economic vitality of commercial areas. The commercial land use goals and objectives promote commercial areas that attract customers from outside the Community Plan area and maximize accessibility. In addition, the Community Plan calls for redevelopment of existing commercial areas, and conversion of existing structures to more appropriate uses in order to revitalize these areas. The residential land use goals, objectives, and policies of the Community Plan preserve and enhance existing residential neighborhoods to the densities that have already occurred in the neighborhoods throughout Northeast Los Angeles. In addition, the Community Plan provides for multi-family development in locations where it can best be supported by infrastructure and services and will enhance commercial revitalization efforts.

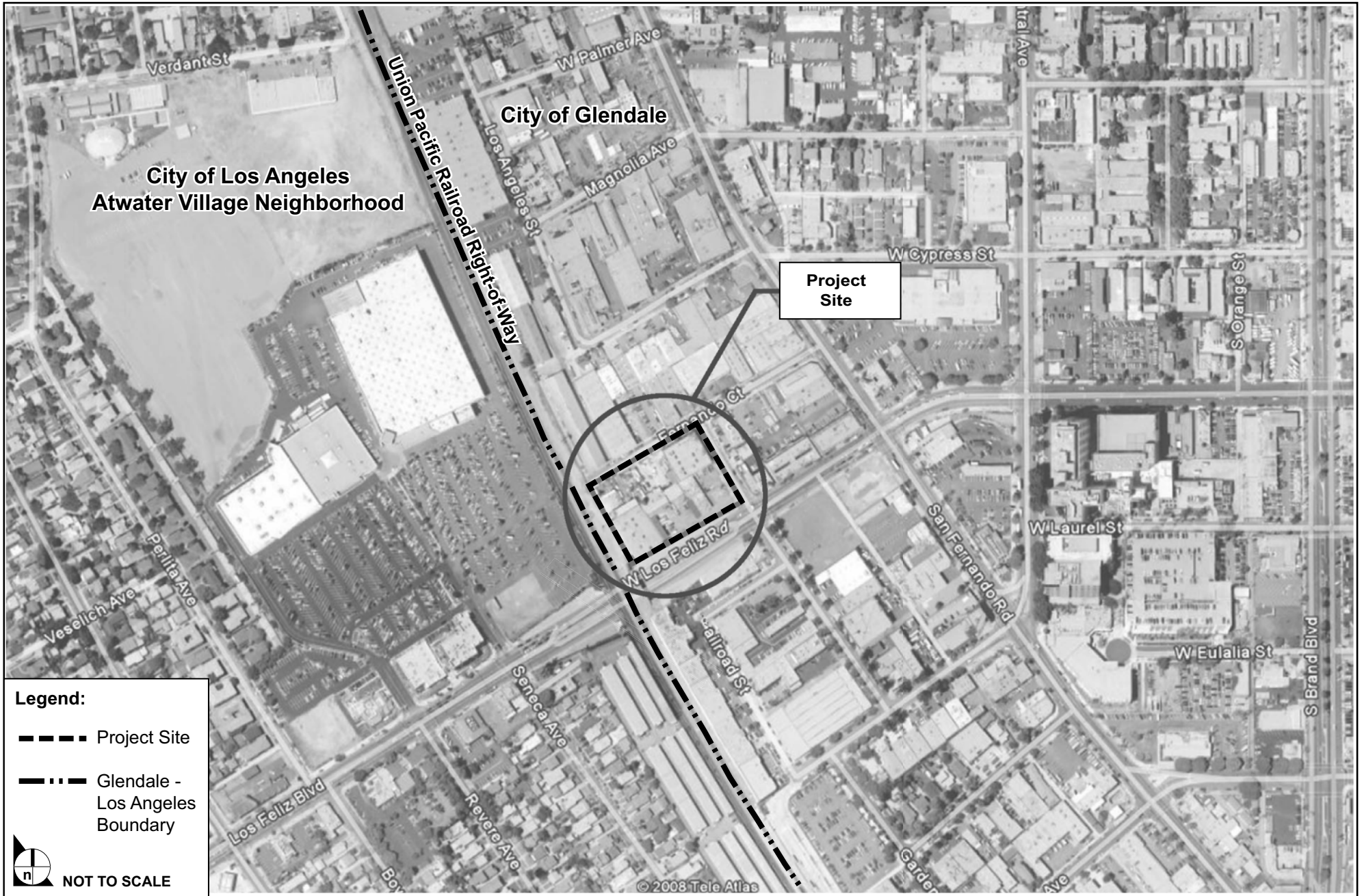


FIGURE 4.4-1

Project Vicinity

## REGULATORY FRAMEWORK

Development activity on the project site is subject to land use regulations set forth in the City's General Plan, its Zoning Ordinance, and the Redevelopment Plan for the San Fernando Road Corridor Redevelopment Project Area (the Redevelopment Plan).

### City of Glendale General Plan

Development in the City is subject to the City's General Plan. The State of California mandates that every city and county prepare a general plan. A general plan is a comprehensive policy document outlining the capacity of future development in a city or county. The City's General Plan is divided into 11 elements, including Land Use, Housing, Circulation, Open Space, Conservation, Noise, Safety, Air Quality, Community Facilities, Recreation, and Historical Preservation. The Land Use Element has the broadest scope of all the General Plan Elements. The Land Use Element establishes the pattern of land use in the city and sets standards and guidelines to regulate development. As illustrated in **Figure 4.4-2, Land Use Designation Map**, the project site is currently designated as Mixed Use.

### City of Glendale Zoning Ordinance

The Glendale Zoning Ordinance is the primary tool for implementing the General Plan Land Use Element. For each defined zone, the ordinance identifies the uses permitted and applicable development standards such as density, height, parking, and landscaping requirements.

As illustrated on **Figure 4.4-3, Zoning Designation Map**, the project site is currently zoned Industrial/Commercial-Residential Mixed Use (IMU-R). The IMU-R zoning classification allows for a mix of commercial and residential or just commercial, industrial, or residential (stand-alone) land uses.

Development occurring within the IMU-R zone must undergo design review and adhere to performance standards pertaining to air quality, noise, waste disposal, and other potentially hazardous conditions.

### Redevelopment Plan for the San Fernando Road Corridor Redevelopment Project Area (the "Redevelopment Plan")

As shown in **Figure 4.4-4, San Fernando Road Corridor Redevelopment Project Area**, the San Fernando Road Corridor Redevelopment Project Area includes 750 acres, generally extending along the length of the San Fernando Road corridor, including areas west to the I-5 Freeway and to the UPRR/Metropolitan Transportation Authority (MTA) right-of-way (the Project area). The primary objective of the Redevelopment Plan is to eliminate conditions of blight by revitalizing and upgrading the commercial and industrial properties and facilities within the Project area. Improvements identified in the

Redevelopment Plan include the removal or rehabilitation of physically obsolete or substandard structures, the elimination of non-conforming land uses, improvements to streets, drainage, and other public facilities, and general aesthetic improvement of the Project Area.<sup>1</sup> New General Plan and Zoning designations and development regulations were adopted by the Glendale City Council for the Project Area on August 17, 2004. Several commercial/office/retail projects and public improvement projects are located within the Project Area.

## ENVIRONMENTAL IMPACTS

### Thresholds of Significance

The following thresholds for determining the significance of impacts related to land use and planning are contained in the environmental checklist form contained in Appendix G of the most recent update of the *California Environmental Quality Act (CEQA) Guidelines*. Impacts related to land use and planning are considered significant if the Project would:

- Physically divide an established community.
- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to, the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.
- Conflict with any applicable habitat conservation plan or natural community conservation plan (issue is addressed in **Section 8.0, Effects Found Not To Be Significant**).

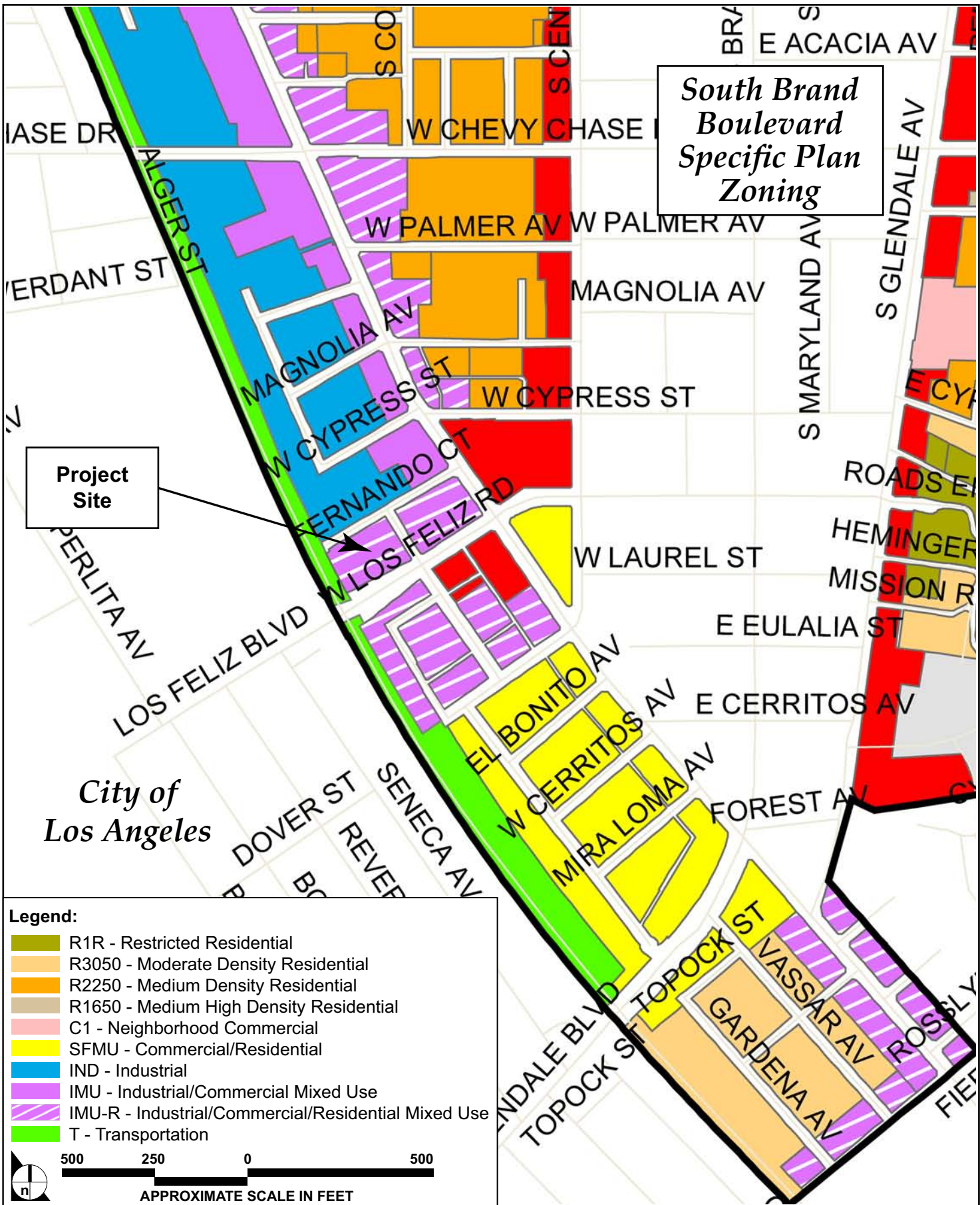
### Impact Analysis

Each applicable threshold of significance is listed below followed by analysis of the significance of any potential impacts and the identification of mitigation measures that would lessen or avoid potential impacts. Finally, the significance of potential impacts after implementation of all identified mitigation measures is presented.

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<sup>1</sup> City of Glendale, "San Fernando Road Redevelopment Project Area," <http://www.ci.glendale.ca.us/dev-svcs/SFCorridor.asp>. 2008.

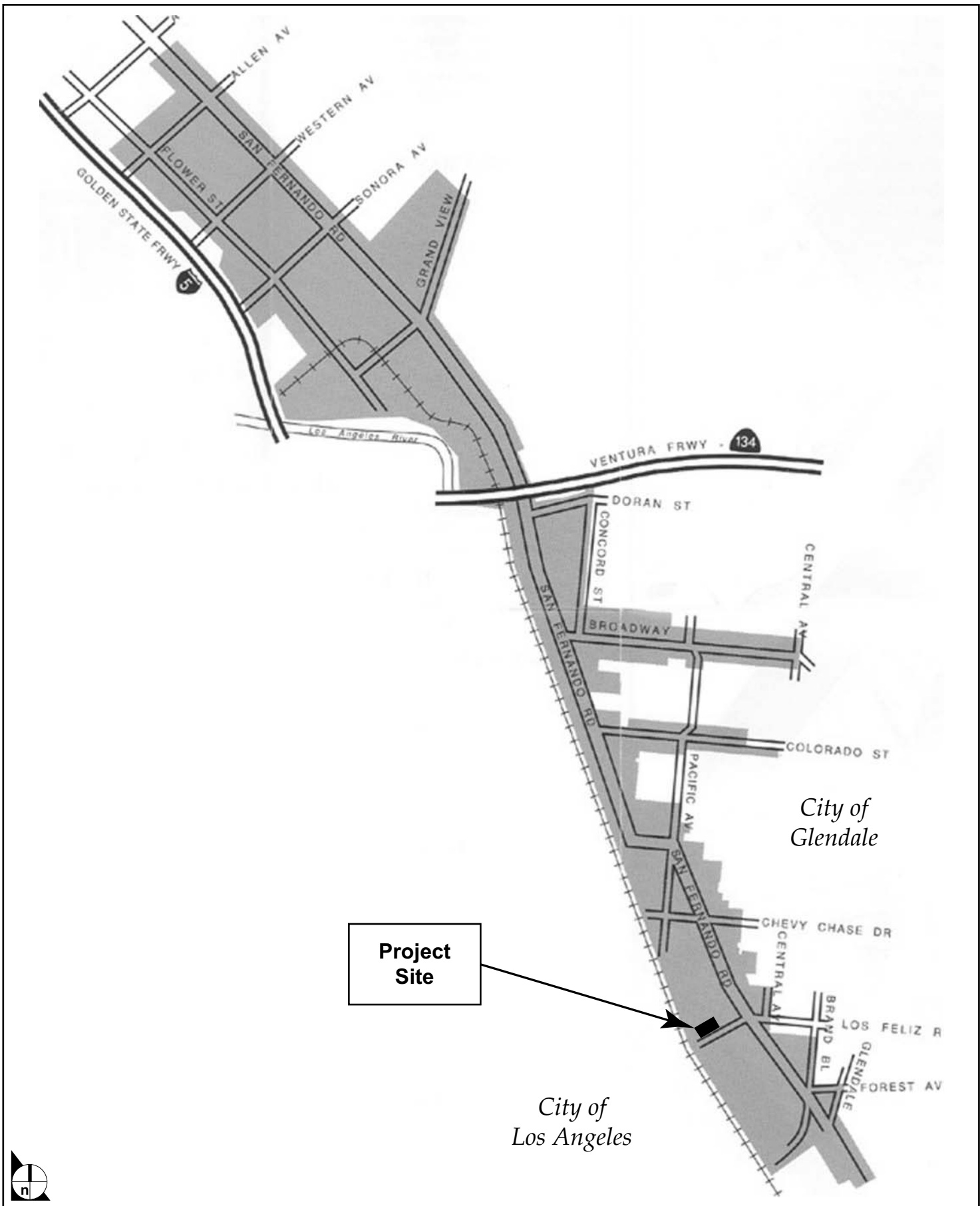




SOURCE: City of Glendale - 2007

FIGURE 4.4-3

Zoning Designation Map



SOURCE: City of Glendale - 2008

FIGURE 4.4-4

San Fernando Road Corridor Redevelopment Project Area

**Threshold:**                    **Physically divide an established community.**

*Impact Analysis:* The UPRR right-of way to the west of the Project serves as both a physical and jurisdictional boundary between the City of Glendale and the Atwater Village neighborhood in the City of Los Angeles. Land uses located in Atwater Village include commercial, residential, and institutional uses, while land uses surrounding the project site include mostly commercial and industrial uses. Project implementation would introduce commercial uses to a site currently consisting of four vacant industrial buildings and associated surface parking. The pedestrian plaza and the ground floor retail commercial uses proposed as part of the Project and project design features would encourage pedestrian activity along Los Feliz Road, which extends into the City of Los Angeles. Given that the Project would increase connectivity between the existing commercial uses in Atwater Village and proposed retail uses as part of the Project, rather than physically divide the two cities, impacts would be less than significant.

*Level of Significance Before Mitigation:* Less than significant.

*Mitigation Measures:* None are required.

*Level of Significance After Mitigation:* Less than significant.

**Threshold:**                    **Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to, the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.**

*Impact Analysis:* The Project would develop a total of approximately 163,090 square feet of commercial floor space, including a 36,000-square-foot market; approximately 26,880 square feet of additional retail commercial space; approximately 11,210 square feet of restaurant and food court space; a 25,000-square-foot health spa facility; approximately 32,000 square feet of professional office space; 32,000 square feet would of medical office space; and a nine-level parking garage. Development activity within the Project Area is subject to land use regulations set forth in the City of Glendale General Plan, the City of Glendale Zoning Ordinance, and San Fernando Road Corridor Redevelopment Project Area Plan.

As described above, the City of Glendale Plan contains 11 elements. The primary element in the General Plan is the Land Use Element, which provides a direction to the future physical, social, environmental, and economic activities of the City's population and designates the desired general distribution, location, and extent of the significant uses of the land. The Land Use Element is based on a series of goals which indicate the purpose served by planning in Glendale. Applicable goals within the Land Use Element

relating to the Project include general goals, which aim to promote livability, development, and image within the City; commercial goals, which aim to promote the economic and visual image of commercial development; economic goals, which aim to provide opportunity and broaden Glendale's tax base; and circulation goals, which aim to promote adequate public transportation, provide adequate and safe streets in advance of development, and develop clusters of uses, which will decrease dependence on the automobile.

Implementation of the Project would introduce a new commercial development onto a site which currently contains four vacant industrial structures. The proposed commercial uses would create jobs and generate increased tax revenues over existing uses from property and sales taxes. Additionally, the Project would include design features which would both emphasize the building as a "gateway" into Glendale from Atwater Village, and encourage pedestrian activity along Los Feliz Road. Proposed street and sidewalk improvements would increase both pedestrian and automobile safety, and provide improved access to alternative transportation in the Project Area. For these reasons, the Project is anticipated to be consistent with applicable goals within the Land Use Element of the General Plan. As discussed throughout **Section 4.0, Environmental Impact Analysis**, the Project would be consistent with other applicable General Plan elements, including Circulation, Recreation, Air Quality, and Noise. As such, all impacts associated with General Plan consistency would be less than significant.

As previously stated, the project site is designated as Mixed Use by the General Plan and zoned as IMU-R by the municipal code. The Mixed Use designation permits a mix of commercial and residential uses as well as exclusively commercial, industrial, or residential land uses. Similarly, pursuant to Section 30.14.010(B) of the City's Zoning Ordinance, commercial, professional office, and medical office uses are permitted within the IMU-R Zone. Therefore, the commercial, professional office, and medical office uses as proposed are permitted under the existing General Plan and zoning designations. No General Plan amendment or zone change is proposed or required.

The Project currently includes 597 parking spaces, while the Glendale Municipal Code requires 725 parking spaces for the 163,090 square feet of commercial space. The applicant is requesting approval of a Parking Exception to allow parking to be shared between the proposed land uses. Based on a comparison of the project parking supply and peak parking demand, a surplus of 24 spaces during the weekday peak parking period and 133 spaces during the weekend peak parking period is anticipated for the Project. Parking provided by the Project would accommodate the parking demand of 634 parking spaces on the weekdays and 501 parking spaces on weekends associated with the proposed land uses. With approval of the proposed Parking Exception and based on the actual demand of 634 parking spaces on the weekdays and 501 parking spaces on weekends, the Project would be consistent with the General Plan, Zoning Ordinance, and Municipal Code and no significant impact would result from approval of

the Parking Exception. Refer to **Section 4.8, Traffic, Circulation, and Parking**, for a more detailed discussion regarding the shared parking analysis.

Other approvals necessary to comply with the Glendale Municipal Code include two separate Conditional Use Permits required for the provision of massage services in the day-spa facility and for the sale of alcoholic beverages in each restaurant, and approval of a subdivision map by the Glendale Planning Commission for approximately 32,000 square feet of medical office space to be offered as commercial condominiums. Additionally, the Project includes requests for approval of several variances from certain development standards in the zoning code. With approval of the Conditional Use Permits, Subdivision Map, and requested variances, the Project would be consistent with the Glendale Municipal Code and no significant impacts would result from these approvals.

As discussed above, the primary objective of the Redevelopment Plan is to eliminate conditions of blight by revitalizing and upgrading the commercial and industrial properties and facilities within the Project Area. Implementation of the Project would introduce a new commercial development onto a site which currently contains four vacant industrial structures. Therefore, the Project would comply with the primary objective of the Redevelopment Plan. The Project would not conflict with the implementation of other projects within the 750-acre redevelopment area. Additionally, the Redevelopment Plan is required by law to be compliant with applicable provisions of the General Plan and Municipal Code.

*Level of Significance Before Mitigation:* Less than significant.

*Mitigation Measures:* None are required.

*Level of Significance After Mitigation:* Less than significant.

## **Cumulative Impacts**

The following cumulative analysis evaluates the impact of the Project and related projects on land use and planning in the City of Glendale. The applicable threshold is listed below in bold, followed by an analysis of the cumulative impact of the Project and related projects and their potential significance.

**Threshold:** **Physically divide an established community.**

*Analysis:* The identified related projects all consist of individual development projects that do not involve any site improvements that would combine to physically divide any existing community, neighborhood, or district in southern Glendale. No cumulative impacts, therefore, would result. As previously stated, project implementation would increase connectivity between the existing commercial uses in Atwater Village and proposed retail uses as part of the Project. Consequently, the incremental effect of the Project

would not be cumulatively considerable and the project's cumulative impacts would be less than significant.

*Level of Significance Before Mitigation:* Less than significant.

*Mitigation Measures:* None are required.

*Level of Significance After Mitigation:* Less than significant.

**Threshold:** Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to, the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.

*Impact Analysis:* As discussed above, implementation of the Project, on its own, would not result in land use incompatibilities or plan inconsistencies; thus, no significant land use impacts would occur. Development of the identified related projects would result in changes to existing land uses in the City through the conversion of vacant land and low-density uses to higher density uses. All identified Citywide related projects would be reviewed for consistency with adopted land use plans and policies by the City of Glendale. For this reason, related projects are anticipated to be consistent with applicable General Plan and Zoning Ordinances, or be subject to an allowable exception, and further, would be subject to CEQA, mitigation requirements, and design review. Therefore, cumulative impacts to land use as a result of development conflicting with applicable land use plans and policies would be less than significant.

However, significant land use conflicts could occur with respect to one or more of the related projects due to specific issues associated with these projects or their location. The closest related project is located east of the project site at 3900 San Fernando Road. The related project proposes 218 multi-family units and 54,000 square feet of commercial floor space consistent with land use and zoning designations. Therefore, the Project would neither on its own, nor as a cumulative contribution to development in the Project Area, result in a significant cumulative impact.

*Level of Significance Before Mitigation:* Less than Significant

*Mitigation Measures:* None are required.

*Level of Significance After Mitigation:* Less than Significant.