

### **INTRODUCTION**

*This section describes the impact of the Glendale Triangle project on existing and future parks and recreation facilities in the City of Glendale. This section incorporates information from the City of Glendale Recreation Element, the City of Glendale Open Space and Conservation Element, and communications with City staff.*

### **ENVIRONMENTAL SETTING**

#### **Existing Conditions**

##### ***Developed Park and Recreation Facilities***

The City of Glendale Parks, Recreation, and Community Services Department owns and operates public parks and recreation facilities in the City. More than 6,098 acres of public open space exists within the boundaries of the City, of which 5,020 acres are City owned.<sup>1</sup> City-owned open space consists of undeveloped parkland in the form of regional and community parks such as Brand Park, Deukmejian Wilderness Park, Deerpass, and Flint Canyon. The remaining 750 acres of public open space includes lands owned by the California Department of Transportation (Caltrans), Los Angeles County, Southern California Edison Company, and the Los Angeles County Department of Public Works, Flood Control Division.<sup>2</sup>

In addition, privately held properties comprise a total of 1,302 acres of open space. Privately held open space includes unsubdivided land and developed recreation and education facilities (e.g., golf courses, youth camps, and religious retreats).<sup>3</sup>

The City's park system consists of approximately 275.96 acres of developed parkland in 38 parks.<sup>4</sup> Six types of parks within the City are defined in the general plan Recreation Element; these include regional parks, community parks, neighborhood parks, mini parks, community centers, and special facilities. Definitions of each recreation facility type and the associated characteristics of each are summarized in **Table 4.10-1, Park and Recreation Facilities Classification and Service Area Standards.**

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<sup>1</sup> City of Glendale, *Public Facilities Fee Study: 5.2 Open Space Existing Standard*, June 26, 2007.

<sup>2</sup> City of Glendale, *Glendale Downtown Specific Plan Final Environmental Impact Report: 4.12 Recreation*, October 2006.

<sup>3</sup> City of Glendale, *Verdugo Gardens Draft Environmental Impact Report: 4.10 Recreation*, August 2007.

<sup>4</sup> City of Glendale, *Public Facilities Fee Study: Table 4.2 Existing Parkland Inventory and Standards*, June 26, 2007.

**Table 4.10-1  
Park and Recreation Facilities Classification and Service Area Standards**

<b>Component</b>	<b>Service Area</b>	<b>Size (acres)</b>	<b>Amount per 1,000 Population (in Acres)</b>	<b>Desirable Uses</b>	<b>Site Characteristics</b>
Regional Park	Several cities (1 hour drive time)	30+	N/A	Picnicking, play area, boating, fishing, swimming, camping, trails	Contiguous to or encompassing natural resources.
Community Park	1-mile radius	10–30	5.0–8.0	Athletic fields and courts, gymnasiums, swimming pools, picnic sites, play areas	Suited for intense development. May encompass natural resources.
Neighborhood Park	0.5-mile radius	2–10	1.0–2.0	Athletic fields and courts, play areas, picnic sites, wading pools	Suited for intense development with safe pedestrian and bike access. May be developed as a school site facility.
Mini Park	Less than a 0.25-mile radius	1 or less	0.25–0.5	Play equipment areas, wading pools	Suited for high-density multi-family and senior housing units.
Community Center	2-mile radius	0.5–5	N/A	Multipurpose building and gymnasium, open play area	Suited for intense development with safe pedestrian access.
Special Facilities	No applicable standard	N/A	N/A	May include golf courses, historic grounds or buildings, botanical gardens, commercial plazas or squares, nature centers	

Source: City of Glendale General Plan Recreation Element, 1996.

In addition to City recreation facilities, trailhead access to regional trail systems outside the City, including trail systems in the Verdugo Mountains, San Rafael Hills, Santa Monica Mountains, and Angeles National Forest (San Gabriel Mountains), is provided from the City's community parks.

For purposes of planning its recreation facilities, the City has established 11 “Recreation Planning Areas” in accordance with patterns of community boundaries and park facility accessibility, as defined by mountains, freeways, and other barriers to use. The Glendale Triangle project site is located in Recreation Planning Area No. 7, which encompasses a 640-acre area characterized by multi-family residential and industrial uses. The Recreation Element indicates this Recreation Planning Area has 0.35 acres of parkland per 1,000 residents.<sup>5</sup>

Several City park and recreation facilities are located within an approximately 1-mile radius of the Glendale Triangle project site. The locations of these facilities are shown in **Figure 4.10-1, City of Glendale Parks and Recreation Facilities Within One Mile of the Project Site**, and the characteristics of each are summarized below in **Table 4.10-2, City of Glendale Parks and Recreation Facilities Within 1 Mile Radius of the Project Site**. Currently, the closest facilities to the proposed project are Cerritos Park, located approximately 0.3 mile southeast of the project site, and Palmer Park, located about 0.6 miles northeast of the project site. Amenities at Cerritos Park include a children’s play area and picnic facilities while amenities at Palmer Park include a basketball court, children’s play area, picnic areas, a community garden, and a wading and spray pool.

### ***Planned Park Acquisition, Development, and Construction***

The City of Glendale is currently devoting additional resources for the acquisition, development, and construction of parks within residential areas throughout the City. Future acquisition of land for recreational use will provide a wide array of activities and facilities. The following is a list of tasks currently being undertaken by the City related to acquiring land for park recreation purposes.<sup>6</sup> It should be noted that the tasks listed below are in different stages of acquisition, development, and/or construction.

#### **Park Development**

- Construction of Cedar Mini-Park (0.5 acre);
- Development of Maryland Mini Park (0.5 acre);
- Development of the Adult Recreation Center (ARC)(18,700 square feet); and
- Master planning a community pool at Pacific Park.

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<sup>5</sup> City of Glendale, *Recreation Element*, 1996, p. 5–9.

<sup>6</sup> April Robles, Administrative Associate, Glendale Parks, Recreation & Community Services Department, Capital Improvement Project Section, telephone correspondence with Impact Sciences, July 23, 2008.

**Table 4.10-2  
City of Glendale Parks and Recreation Facilities Within 1 Mile of the Project Site**

Facilities	Acres	Features
1 Cerritos Park	1.12	Children's Play Area, water play features, 6 picnic tables under shade structure, benches, 17,100 sq. ft. of open lawn, drinking fountain, parking lot, and restroom facility.
2. Palmer Park	2.8	Neighborhood Park: basketball court, play equipment, wading and spray pool, picnic area, and community garden.
3. Edison/Pacific Park	5.9	Community Center/Neighborhood Park: The Community Center includes a multi-purpose gymnasium, computer lab, arts and science room, game room, conference room, and a variety of meeting rooms. Park facilities include a little league ball field, group picnic area, multi-purpose field, multi-purpose court, children's playground, water-play area, and outdoor theatre.
4. Maple Park	3.8	Neighborhood Park: children's play area, community building, gymnasium, picnic areas, special facilities, and tennis court.
5. Adams Square Mini Park	0.29	Children's play area, picnic table and benches, open lawn, and drinking fountain.

*Source: City of Glendale Parks, Recreation and Community Services Website, [Online] July 18, 2008. <http://www.ci.glendale.ca.us/parks/>; City of Glendale, General Plan: Recreation Element, April 1996.*

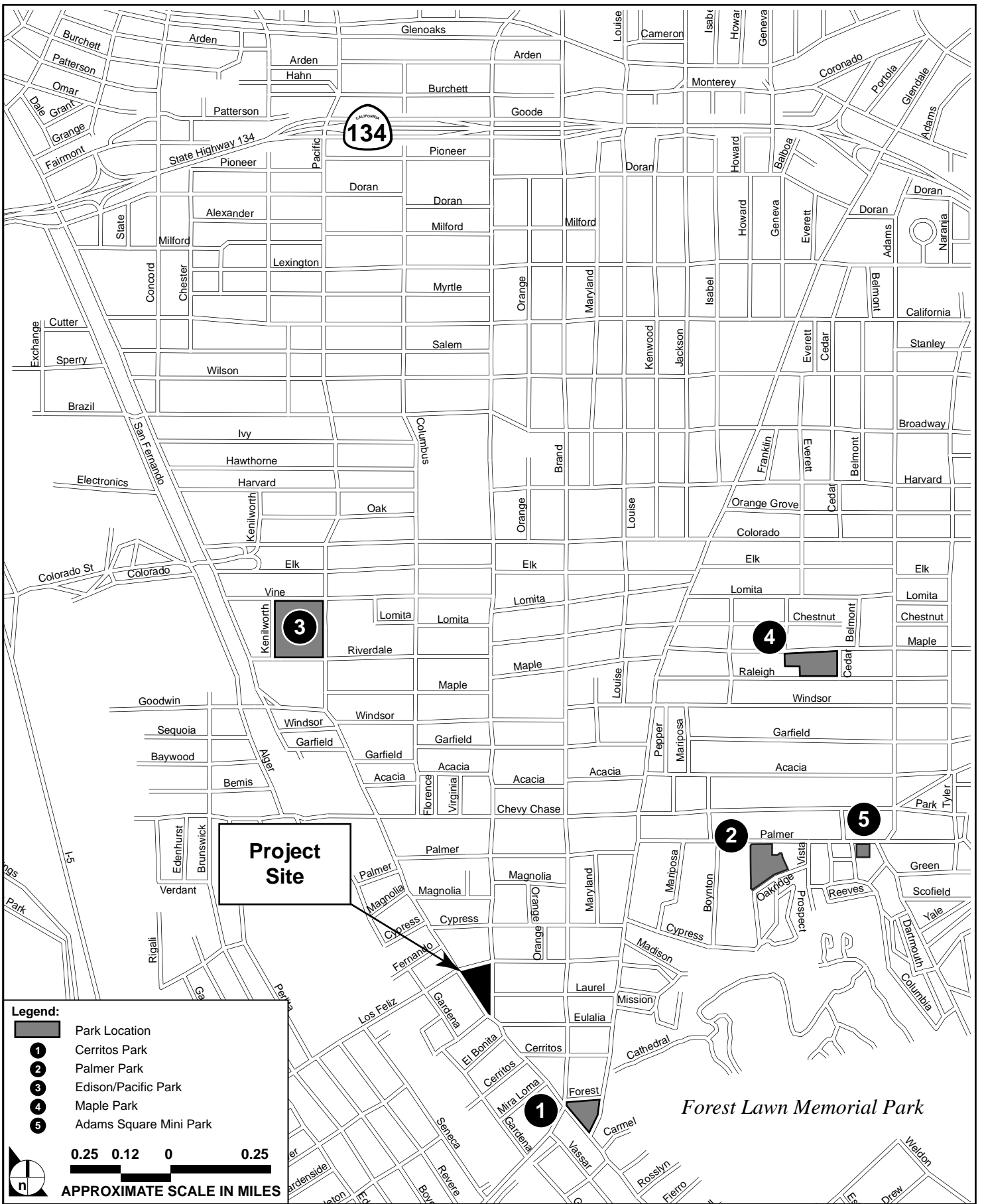
## REGULATORY FRAMEWORK

### Recreation Element of the General Plan

#### *Parks and Recreation Facility Service Standards*

The Recreation Element of the Glendale General Plan addresses the City's parks and recreation needs, management of parks and use of these facilities, and the development of additional park resources. The City's park classification system, recommended that service radii and area standards adhere closely to those established by the National Recreation and Park Association's (NRPA) Recreation, Park and Open Space Standards (1983), which serves as the national standard for the assessment of park land in cities. Specifically, the Recreation Element establishes a standard of 6 acres per 1,000 residents of neighborhood park and community parkland combined.<sup>7</sup> This standard calls for the provision of 1 acre of neighborhood parkland per 1,000 residents and 5 acres of community parkland per 1,000 residents, for a total of 6 acres

<sup>7</sup> City of Glendale, *Recreation Element*, 1996, p. 6-11.



SOURCE: Impact Sciences, Inc. – October 2008

FIGURE **4.10-1**

**City of Glendale Parks and Recreation Facilities Within One Mile Radius of the Project Site**

of parkland per 1,000 residents. Currently, the City's parkland-to-resident ratio is 1.12 acres per 1,000 residents.<sup>8</sup> It should be noted that this standard represents a goal and is not considered a threshold of significance for determining the significance of impacts of individual development projects.

### ***Parks and Recreation Goals, Policies and Objectives***

The Recreation Element also contains general recreation-related goals, objectives, and policies. Goals in the Recreation Element include: having a variety of recreational opportunities and programs for all residents; the conservation and preservation of cultural, historical, archaeological, and paleontological structures and sites as links to community identity; the management of aesthetic resources, both natural and manmade to create a visually pleasing City; and the development of new parks and recreation facilities responsive to particular neighborhoods or areas in the City, as identified in the Recreation Element.

As the Recreation Element makes clear, these parkland standards are desired goals for the City of Glendale, and are not applied to development projects on an individual basis. None of the Goals, Objectives, or Policies of the Recreation Element requires that individual development projects meet these standards. In addition, the Recreation Element does not require that new residential development comply with these standards, acknowledging that, "...[s]trict adherence to these standards would dictate that the City not permit anymore [sic] housing units in areas with a deficiency of park land," and that, "...[f]ollowing this argument to its logical conclusion, based on existing neighborhood park supply, it would be difficult to permit any additional residential development."<sup>9</sup> This language recognizes the problems faced by the City with respect to imposing a fee or exaction on new development.

The recreation element also discusses the relationship of this element to the other elements of the general plan and other plans, policies, and programs. This discussion notes that the streetscape improvements and open space acquisitions discussed in the Strategic Plan will provide passive recreation opportunities and an improved quality of life for residents in the immediate area and Glendale's general daytime population.<sup>10</sup> In addition, the Recreation Element sets forth a policy to promote and, when possible, provide recreational opportunities for the daytime population, specifically in the downtown, commercial, and industrial areas of the City.

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<sup>8</sup> City of Glendale, *Public Facilities Fee Study: Table 4.2: Existing Parkland Inventory and Standard*, June 26, 2007.

<sup>9</sup> City of Glendale, *Recreation Element*, 1996, p. 1-3

<sup>10</sup> *Ibid.* p. 2-5.

## City of Glendale Municipal Code

Ordinance No. 5575, Public Use Facilities Development Impact Fee Ordinance, of the Municipal Code was adopted in September 2007 to provide funding for the development of additional parks and recreation facilities and to maintain the current parkland to population ratio. It applies to residential, commercial, office, and industrial development projects within the City, and is supported by the City's Public Facilities Fee Study (June 2007) and related staff reports, which are available for public review and inspection at the Glendale City Clerk's Office, and are incorporated herein by this reference. The Development Impact Fees are imposed on new development as a condition of the issuance of a building permit or subdivision tract map for a development project. If a project is approved, the Development Impact Fee for parks, park facilities, and library facilities will be imposed on that project as a condition of approval.

## ENVIRONMENTAL IMPACTS

### Methodology

An assessment of the impact of the Glendale Triangle project on recreation facilities in the City is provided below. This assessment is based on the City's planning standards for recreation facilities and the increase in population that will result from the project.

### Thresholds of Significance

The following thresholds for determining the significance of impacts related to recreation are contained in the environmental checklist form contained in Appendix G of the most recent update of the 2008 *California Environmental Quality Act (CEQA) Statutes and Guidelines*.

- Would the project increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated?
- Does the project include recreational facilities or require the construction or expansion of recreational facilities, which might have an adverse physical effect on the environment?

### 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.

**Threshold:** Would the project increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated.

**Impact Analysis:** As described in **Section 4.8, Population and Housing**, the 218 residential units proposed by the project would result in an estimated population increase of approximately 654 residents within the City of Glendale. This increase in population would incrementally increase the use of existing neighborhood and community parks in the City. Impacts would be most pronounced at Cerritos Park and Palmer Park, which are the closest facilities to the project site. As discussed above, the City currently has a park land-to-resident ratio of approximately 1.12 acres of parkland for every 1,000 residents, while the City's park planning standard is 6 acres of neighborhood and community parkland per 1,000 residents. Even with implementation of all parkland under development, the parkland-to-resident ratio would remain relatively the same. Based upon the ideal park land-to-resident ratio standard, project residents would require 3.9 additional acres of park land. To maintain the existing park land-to-resident ratio, the project's residents would require 0.7 acre.

According to the City of Glendale's Public Facilities Fee Study, workers have a 45 percent impact of a resident. As discussed in **Section 4.8, Population and Housing**, based on Southern California Association of Governments' Forecast and Los Angeles Central Business District Database the direct employment growth of the project would be 162 employees based on 3.0 employees per 1,000 square feet (54,000 square feet x 3.0 employees/1,000 square feet). As such, employees generated from the project would require approximately 0.4 acre based upon the ideal park land-to-resident ratio or less than 0.1 acre to maintain the existing park land-to-resident ratio. Thus, the project would require a total of 4.3 additional acres to meet the ideal park land-to-resident ratio, and 0.8 acre to maintain the existing park land-to-resident ratio.

The project would include 17,300 square feet of common open space and 15,000 square feet of private open space, for a total of 32,300 square feet of open space. Project open space amenities that would lessen the project's impact on existing park and recreation facilities include the following: two multiple seating courts, 4,100 and 2,700 square feet in size, which would include seating, landscaping, a fountain and fire pit; the main recreational open space, which would be located between the two buildings, would consist of 8,400 square feet and would feature 5,500 square feet of outdoor pool, spa, and associated seating area; a 1,800-square-foot fitness center, and 1,600-square-foot clubhouse would be located adjacent to the main recreational open space; and a 2,100-square-foot outdoor courtyard would be located in the center of Building A and would include seating, fountains, and a fire pit. Finally, private open space reserved for individual units totals 15,000 square feet and consists of balconies and patios.

These amenities, approximately 0.8 acres, maintain the existing parkland-to-resident ratio, but would only partially serve to reduce demand for public recreation facilities by project residents and employees. However, the public open and park space and private recreation facilities included in the project will not meet the needs of project residents and employees for neighborhood or community parks.

Existing park facilities are currently heavily used due to the deficit in parkland in the City. Even with the provision of common outdoor space and other amenities, the increase in use of neighborhood and community parks in the City that would result from the increase in residents and employees associated with the project is considered significant. However, the proposed project would be required to comply with Ordinance No. 5575 (the Ordinance), which established Development Impact Fees on new development in order to provide parks, park facilities, and library facilities. The Ordinance was adopted to minimize further deficiency in the City's park and recreation facilities and to maintain the current parkland to population ratio. It applies to residential, commercial, office, and industrial development projects within the City. Under the Ordinance, the proposed project would be subject to the Phase-in 2007–2010 fees because its application was submitted to the City between the years 2007 and 2010. As such, the project applicant would be required to pay Development Impact Fees to assist in funding capital improvement projects, upgrades to existing recreational facilities, and acquisition and development of new park and recreation facilities around the project site.

Additionally, on November 13, 2007, the Glendale City Council and Redevelopment Agency adopted resolutions requiring 75 percent of the tax increment revenues generated by new residential projects in both the Central Glendale and San Fernando Corridor Redevelopment Project Areas be set aside in a designated fund to supplement Development Impact Fees collected from new development projects to fund parks, park facilities, and library facilities. The adopted policy is intended to augment revenue generated by the Development Impact Fee Ordinance, discussed above. The resolutions require that the per-unit tax increment generated be set aside annually for the life of the Redevelopment Project Area. This policy would fund payments to help further mitigate the parks/recreation/library impacts through increased property taxes (tax increment) generated by each new development project. This policy also includes a provision, which reserves the Redevelopment Agency's discretion to reduce or suspend the tax increment set aside policy upon a finding that such a reduction or suspension is necessary for other Redevelopment Plan priorities.

Consistent with the adopted Development Impact Fee schedule, the proposed project would be required to pay the park component of the Phase-in fees of \$3,185 per residential unit, and \$1.25 per square foot of commercial uses. The development impact fee payments are required to minimize the project's impact on park and recreation land and facilities. Under CEQA, the development impact fee payments constitute mitigation of project-related impacts on park and recreation land and facilities within Glendale.

However, the fee payment is not considered “full” mitigation, because the project’s fee payment does not equal the full fair-share per-unit fee for multi-family residential projects, which amounts to \$14,251 per multi-family unit and \$5.04 per square foot for commercial under the City’s Public Facilities Fee Study (June 2007). Under the adopted Development Impact Fee Schedule, the project would be required to pay a total of approximately \$761,830 in fees (218 units x \$3,185 = \$694,330; and 54,000 square feet of commercial space x \$1.25 per square foot = \$67,500; \$694,330 + \$67,500 = \$761,830). In contrast, under a full-fair share payment approach, the project would be required to pay over \$3 million (218 units x \$14,251 = \$3,106,718; and 54,000 square feet of commercial x \$5.04 = \$272,160; \$3,106,718 + \$272,160 = \$3,378,878). Rather than imposing this full fair-share payment approach, the City/Agency determined that a fee phase-in program would be a fair and equitable means for addressing shortfalls in park and recreation land and facilities. The program was viewed as a means of accomplishing Glendale’s overall planning objectives, which include revitalizing the San Fernando Corridor Redevelopment Project Area, and providing housing opportunities in a downtown urban setting in close proximity to employment opportunities, public transportation, and public facilities and services, but without impeding or frustrating new development in Glendale due to the imposition of new full-share development impact fees.<sup>11</sup>

In addition, the City/Agency elected to impose the fee phase-in program, together with the net tax increment set aside plan, to establish an overall mitigation strategy for addressing deficiencies in park and recreation land and facilities. The total tax increment generated per unit based on 218 total residential units would be collected with the \$3,185 per unit fee through the Development Impact Fee Ordinance. As described below, the combined development impact fee and tax increment revenue address the project impacts on park and recreation land and facilities, while still allowing for implementation of both the project objectives and the overall objectives of the San Fernando Corridor Redevelopment Project Area. This combined per unit fee and tax increment revenue is typically less than the total per-unit fair-share fee of \$14,251, based on the City’s Public Facilities Fee Study (June 2007) for a one-time payment. However, the resolutions require that the per-unit tax increment generated be set aside *annually* for the life of the Redevelopment Project Area.

Based on this new tax increment set aside policy, and presuming that the project is built and generates the projected tax increment revenue, there would be a gap in the first applicable year between the Development Impact Fee amount collected as a pipeline project and the total fair-share fee amount that is based on the City’s Public Facilities Fee Study (June 2007). This gap would be eliminated after the first few years, based on the annual per-unit tax increment that would be generated by the project.

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<sup>11</sup> Glendale’s planning objectives were recently articulated in the adopted Downtown Specific Plan, which is available for public review and inspection at Glendale’s Planning Department and incorporated by this reference.

*Level of Significance Before Mitigation:* Significant.

*Project Design Features:* The following are project design features that would lessen the project's impact on existing park and recreation facilities.

- PDF 4.10-1(a) The project would include two multiple seating courts, 4,100 and 2,700 square feet in size, within Building B.
- PDF 4.10-1(b) The project would include a main recreational open space, which would be located between the two buildings and consist of 8,400 square feet.
- PDF 4.10-1(c) The project would include a 1,800 square-foot fitness center.
- PDF 4.10-1(d) The project would include a 1,600-square-foot clubhouse.
- PDF 4.10-1(e) The project would include a 2,100-square-foot outdoor courtyard in the center of Building A.

*Mitigation Measures:*

- 4.10-1 In accordance with the requirements of the City of Glendale Municipal Code (Ordinance No. 5575 and Resolution No. 07-164), the project applicant shall either pay the Development Impact Fee to the City and/or develop public park or recreation land, which shall include a playing field, on the project site using equivalent funding or greater. The current fee schedule is \$3,185 per dwelling unit for multi-family residential and \$1.25 per square foot for commercial.<sup>12</sup>

*Level of Significance After Mitigation:* Significant and unavoidable. The combination of Development Impact fees and tax increment set aside over time is considered a reasonable means to mitigate project impacts on park and recreation land and facilities to less than significant levels. However, based on a conservative analysis, which takes into account both the prospect that the City/Agency could elect to reduce or suspend the tax increment set aside in order to focus on other redevelopment priorities, and timing issues, this funding may not be fully provided, and the project would have a significant and unavoidable impact on park and recreation land and facilities.

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<sup>12</sup> City of Glendale, *Development Impact Fees Frequently Asked Questions*, 2.

**Threshold:** Does the project include recreational facilities or require the construction or expansion of recreational facilities, which might have an adverse physical effect on the environment.

*Impact Analysis:* As discussed above, the proposed project would provide residents with several amenities, including public and private open space, a fitness center, an outdoor pool and spa, seating courts, and clubhouse. These recreation facilities are incorporated into the design of the project and would be constructed concurrently with the project. The short-term impacts associated with the construction of these facilities are addressed in **Sections 4.2, Air Quality; 4.7, Noise; and 4.11, Traffic, Circulation and Parking**. Construction of these recreational facilities would not result in significant impacts, but would contribute to the overall construction impacts.

*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 proposed project and related projects on parks and recreation in the City. Each 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:** Would the project increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated.

*Impact Analysis:* Implementation of the proposed project and related projects would increase the use of existing recreational facilities in the City. As discussed in **Section 4.8, Population and Housing**, direct and indirect population growth associated with the proposed project and related projects could result in the addition of 10,734 new residents to Glendale. As discussed above, the existing ratio of parkland to residents of the City is approximately 1.12 acres per 1,000, which is below the City's planning standard of 6 acres per 1,000 residents. The addition of 10,734 residents would lower this ratio to approximately 1.08 acres per 1,000 residents.

Given the existing deficiency of parkland in the City, the combined effects of the proposed project and related projects on existing facilities is considered cumulatively significant because the use of existing parks would increase, thus contributing to an acceleration in the physical deterioration of these facilities. Even with the provision of project amenities mentioned above, the project's contribution to this significant impact would be cumulatively considerable.

*Level of Significance Before Mitigation:* Significant.

*Mitigation Measures:* As discussed above, the combination of Development Impact fees and tax increment set aside over time is considered a reasonable means to mitigate project impacts on park and recreation land and facilities to less than significant levels. However, based on a conservative analysis, which takes into account both the prospect that the City/Agency could elect to reduce or suspend the tax increment set aside in order to focus on other redevelopment priorities, and timing issues, the project and related projects could result in significant and unavoidable impacts on park and recreation land and facilities.

*Level of Significance After Mitigation:* Significant and unavoidable.

**Threshold:** Does the project include recreational facilities or require the construction or expansion of recreational facilities, which might have an adverse physical effect on the environment.

*Impact Analysis:* In order to accommodate future related projects, as well as the existing deficiency of parkland within Glendale, the City is devoting additional resources to the acquisition and development of parks within residential areas throughout the City. It is reasonable to expect that all of these facilities will undergo CEQA review and that project-specific impacts associated with the development of each will be mitigated to the extent feasible. As a result, cumulative impacts associated with construction of future parks are expected to be less than significant.

As discussed above, the proposed project includes 17,300 square feet of common open space and 15,000 square feet of private open space, for a total of 32,300 square feet of open space. This space will be incorporated into the design of the project and will be constructed concurrently with the project. While the proposed project as a whole is expected to result in significant impacts associated with the construction, which includes construction of on-site recreational amenities, this construction activity is not anticipated to result in a significant impact when considered in conjunction with the construction of future parks and recreational facilities elsewhere in the City of Glendale. The closest proposed park is the Ceritos Mini-Park, located approximately 0.6 miles from the project site. Therefore, none of the future parks or recreational facilities are directly adjacent to the proposed project site to potentially result in

cumulative impacts. Consequently, the incremental effect of the project would not be cumulatively considerable and cumulative impacts associated with the project 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.