

4.7 RECREATION

This section describes and evaluates potential impacts to existing and future parks and recreation facilities in the City of Glendale. The analysis in this section is based on the City of Glendale Recreation Element, the City of Glendale Open Space and Conservation Element, and updated information obtained from the City of Glendale's Community Services and Parks Department.

ENVIRONMENTAL SETTING

Existing Conditions

Developed Park and Recreation Facilities

The City of Glendale Community Services and Parks Department owns and operates public parks and recreation facilities in the City. Approximately 7,647 acres of public open space exists within the boundaries of the City, of which 5,360 acres are City owned. 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.¹ The remaining 1,296 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.²

In addition, privately held properties comprise a total of 991 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).³ Privately held golf courses include the Oakmont Golf course, which lies approximately 5 miles from the center of Glendale at 3100 Country Club Drive, and the Chevy Chase Country Club and Golf Course located at 3067 East Chevy Chase Drive.

The City's park system consists of approximately 286 acres of developed parkland in 45 parks and facilities.⁴ 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 4.7-1, Park and Recreation Facilities Classification and Service Area Standards**.

1 City of Glendale, *General Plan, "Open Space and Conservation Element,"* 4-38, Table 4-7 (2005).

2 City of Glendale, *General Plan, "Open Space and Conservation Element"* (2005).

3 City of Glendale, *General Plan, "Open Space and Conservation Element"* (2005).

4 City of Glendale, Departments, *"Community Services & Parks"* (2014), <http://www.glendaleca.gov/government/city-departments/community-services-parks>.

**Table 4.7-1
Park and Recreation Facilities Classification and Service Area Standards**

| Component | Service Area | Size (acres) | Amount per 1,000 Population (acres) | Desirable Uses | Site Characteristics |
|--------------------|------------------------------------|---------------------|--|--|--|
| Regional park | Several cities (1-hour drive time) | More than 30 | N/A | Picnicking, play area, boating, fishing, swimming, camping, trails | Contiguous to or encompassing natural resources |
| Community park | 1-mile radius | 10–30 | 5.0–6.0 | 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 field 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 multifamily 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).

Note: N/A = not available.

In addition to City recreation facilities, trailhead access to regional trail systems, 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.⁵

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 Project site is located in Recreation Planning Area

⁵ City of Glendale, *General Plan, "Recreation Element"* (1996), p. 4-2, Chart 4-1.

No. 7, which encompasses a 640-acre area characterized by multifamily residential and industrial uses and includes 18,683 residents.⁶ The park acreage for the Planning Area No. 7 is 10.4 acres, which provides a ratio of approximately 0.56 acres of parkland per 1,000 residents.⁷

Several City park and recreation facilities are located within a 1-mile radius of the Project site. The locations of these facilities are shown on **Figure 4.7-1, Glendale Parks and Recreation Facilities within 1-Mile Radius of the Project Site**, and the characteristics of each are summarized in **Table 4.7-2, Glendale Parks and Recreation Facilities within 1 Mile of the Project Site**. Currently, the closest facilities to the Project site are Harvard Mini Park located approximately 0.4 miles to the south, the Pacific Community Center and Park located 0.6 miles to the south, and the Pacific Park Pool located approximately 0.6 miles to the south. Based on the City's 2014 population of 195,799 residents, the City's parkland-to-resident ratio is 1.46 acres per 1,000 residents.⁸

Table 4.7-2
Glendale Parks and Recreation Facilities within 1 Mile of the Project Site

| Facilities | Acres | Features |
|---|--------------|---|
| Adult Recreation Center and Central Park, Recreation Area 9 | 3.16 | Multiuse rooms, courtyards, exercise rooms, lounges, billiards rooms, table tennis areas, pickle ball court, passive green space, walking paths, and rest areas |
| Chess Park, Recreation Area 6 | 0.08 | 16 concrete chess tables and seating areas |
| Doran Gardens Mini Park, Recreation Area 6 | 0.38 | Two children's play areas and shaded seating area |
| Fremont Park, Recreation Area 6 | 7.9 | Basketball court, children's play area, four horseshoe courts, picnic areas, eight tennis courts, volleyball courts, and wading pool |
| Harvard Mini Park, Recreation Area 7 | 0.29 | Fire Department-themed play area, seating area with a shade canopy, and open lawn area |
| Milford Mini Park, Recreation Area 6 | 0.28 | Children's play area and picnic areas |
| Pacific Community Pool, Recreation Area 7 | 0.46 | Pool, pool deck, grand stands, restrooms, showers, and lockers |
| Pacific Community Center and Park, Recreation Area 7 | 5.3 | Community building with two barbeques, children's play area, seven meeting rooms, nine picnic tables, benches, lit softball/baseball fields, unlit outdoor basketball court, two gymnasiums, one lit soccer field, and an indoor volleyball court |

6 City of Glendale California, Glendale Quality of Life Indicators, "9.2 Developed Parkland" (2014), <http://www.glendaleca.gov/government/departments/community-development/neighborhood-services/glendale-quality-of-life-indicators/9-2-developed-parkland>.

7 18,683 residents/1,000 residents = 18.683; 10.4 parkland/18.683 residents = 0.56.

8 California Department of Finance, "E-5: City/County Population and Housing Estimates"(January 1, 2014). Note: 195,799 (2014 residents)/1,000 = 195.799; 286 acres of parkland /195.799 = 1.46 acres per 1,000 residents.

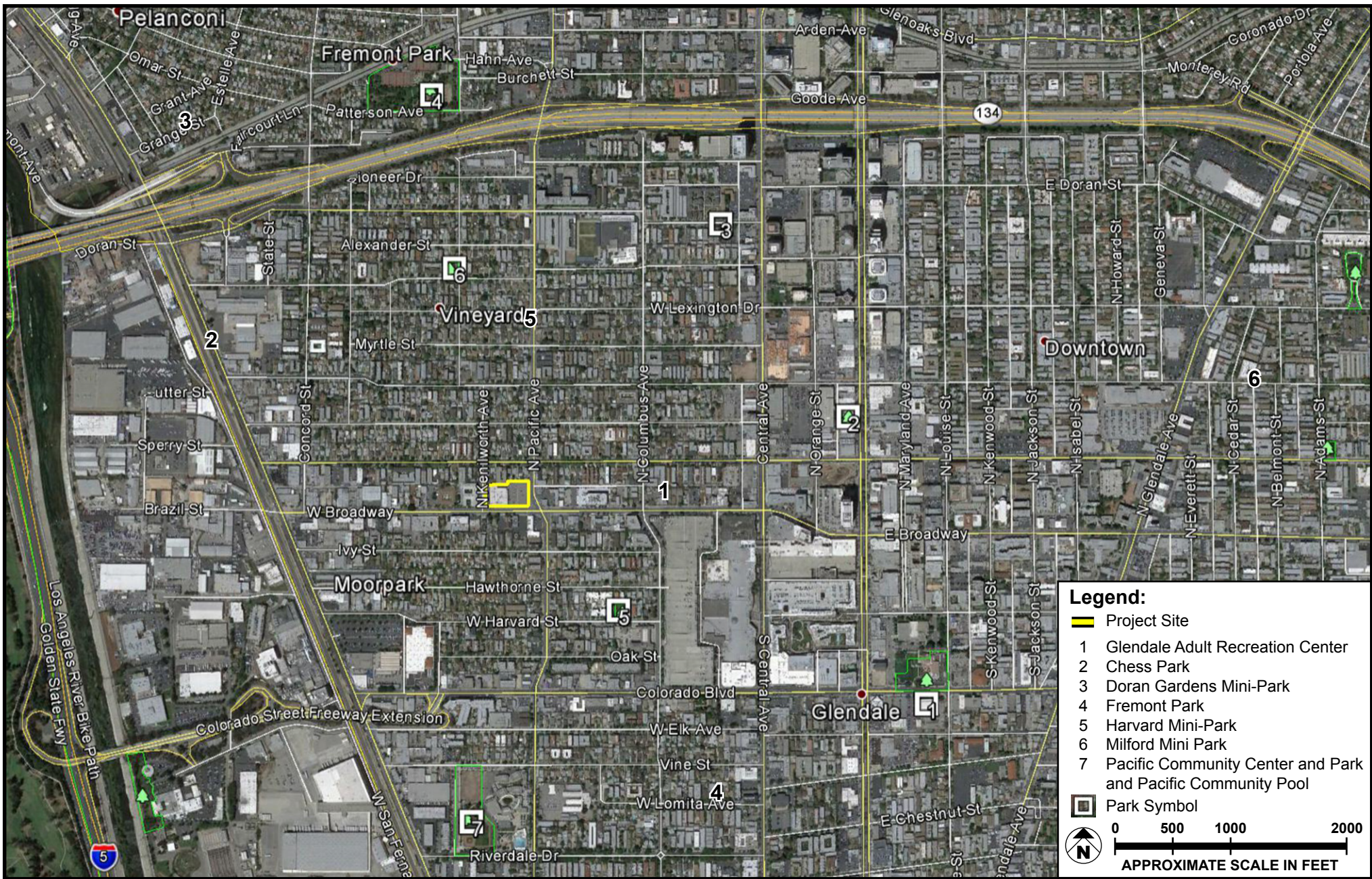
| Facilities | Acres | Features |
|------------------------------------|-------|--|
| Griffith Park, City of Los Angeles | 4,210 | Open Space, Autry National Center, Griffith Observatory, hiking trails, tennis courts, golf, sports fields, and a merry-go-round |

Source: City of Glendale Parks, Community Services and Parks, "Parks, Historic Sites & Facilities," <http://www.glendaleca.gov/government/city-departments/community-development/parks-facilities-historic-sites> (2014); City of Los Angeles Department of Recreation and Parks, General Information, "Griffith Park" (2014), http://www.laparks.org/dos/parks/griffithpk/gp_info.htm.

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. It should be noted that the tasks listed below are in different stages of acquisition, development, and/or construction or recently completed.

- Catalina Verdugo Trail: completed
- Pacific Park Artificial Turf: construction started in winter 2013; completed April 2014
- Le Mesnager Center at Deukmejian Wilderness Park: program development and schematic design stage
- Glendale Narrows Riverwalk Phase II and Phase III: construction anticipated to begin in 2015
- Maple Park Site Improvement Project: construction started in winter 2013; completed summer 2014
- Maryland Avenue Park: construction started in winter 2013; completed summer 2014
- Mountain Do Trail: completed
- Pacific Park Pool and Community Center Wayfinding: completed summer 2014
- Palmer Park Renovation: design stage to be completed late 2014; construction anticipated to begin mid-2015
- Batting Cages at Sports Complex: construction anticipated to be completed by December 31, 2015
- Fremont Park: in master planning stage; park improvement design anticipated by mid-2015, with construction commencing early 2016



SOURCE: Google Earth - 2014; Meridian Consultants, LLC - July 2014

FIGURE 4.7-1

Meridian
 Consultants

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

Regulatory Setting

Recreation Element of the General Plan

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 parkland in cities. Specifically, the Recreation Element establishes a standard of 6 acres per 1,000 residents of neighborhood park and community parkland combined.⁹ 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 of parkland per 1,000 residents. 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 man-made, 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 indicated in the Recreation Element, 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 "strict 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 "following this argument to its logical conclusion, based on existing neighborhood park supply, it would be difficult to permit any additional residential development."¹⁰ This language recognizes the issues associated with faced by the City with respect to imposing a fee or exaction on new development. As

⁹ City of Glendale, *General Plan*, "Recreation Element" (1996), p. 6-11.

¹⁰ City of Glendale, *General Plan*, "Recreation Element," Executive Summary (1996).

discussed below, the City addressed these issues and adopted a park and library development impact fee in 2007.

City of Glendale Municipal Code

Ordinance No. 5575, Public Use Facilities Development Impact Fee Ordinance, of the Glendale 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.¹¹ 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 parkland and park facilities will be imposed on that project as a condition of approval.

On December 17, 2013, the City Council directed City staff to collect the full mitigation fee amount for projects that have yet to complete their Stage I Design Review applications. On January 28, 2014, the City adopted Ordinance No. 5820 and Resolution No. 14-10, increasing the development impact fees for parks and libraries to the full Consumer Price Index (CPI)-adjusted amount of \$18,751 per residential unit and \$6.50 per commercial square foot. This ordinance became effective 60 days after adoption of the ordinance on March 29, 2014.

A project is considered a pipeline project if an application for Stage I Design Review was deemed complete before the effective date of the ordinance, March 29, 2014 and if acted upon within the time frames established in the Title 30 of the *Glendale Municipal Code*. Projects that qualify as pipeline projects, which pay phase-in fees, are exempt from the fee increase and remain subject to the fee rate of \$7,000 per residential unit and \$2.67 per square foot of commercial space.

Public Facilities Fee Study

The City of Glendale Public Facilities Fee Study provides an analysis of the need for public facilities and capital improvements to support future development within the City of Glendale through 2030.

It is the City's intent that the costs representing future development's share of these facilities and improvements be imposed on that development in the form of a development impact fee, as discussed above. It is important to note that the Parks and Parkland Dedication fee includes community centers and special use recreational facilities.

¹¹ City of Glendale, Municipal Code, Section 4.10, Public Use Facilities Development Impact Fees (2007).

The City could collect two separate fees based on the Quimby Act and the Mitigation Fee Act. Quimby fees do not apply to commercial or industrial subdivisions, or to condominium projects or stock cooperative projects, which consist of the subdivision of airspace in an existing building when no new residences are added. Any person seeking a building permit for a new residential development that was not required to pay a Quimby fee is required pay the development impact fee as set forth in the fee schedule in this section.¹² The applicable fee for the Project is the Mitigation Fee Act. The Mitigation Fee Act does not indicate use of a particular type or level of facility standard or public facilities fees. To comply with the findings required under the law, facility standards must not burden new development with any cost associated with facility deficiencies attributable to existing development.

ENVIRONMENTAL IMPACTS

Thresholds of Significance

In order to assist in determining whether a project would have a significant effect on the environment, the City determines that a project may be deemed to have a significant impact on recreation, if the following could occur:

- 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.
- Include recreational facilities or require the construction or expansion of recreational facilities, which might have an adverse physical effect on the environment.

Methodology

An assessment of the impact of the Project on recreation facilities in the City is provided. This assessment is based on the City's planning standards for recreation facilities and the increase in population that would result from the Project. This standard analysis uses the City's existing ratio of park acreage per 1,000 residents to calculate the impact the Project would have by adding new residents. New development is required to fund new park facilities at the same level as existing residents have provided those same types of facilities to date.

12 The Quimby Act only applies to land subdivisions. A city cannot apply the Quimby Act to development on land subdivided prior to adoption of a Quimby ordinance, such as development on infill lots.

Project Impacts

Threshold: 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.

The Project would develop 180 residential units and 18,200 square feet of ground-floor commercial space. Based on the mix of units, the Project would generate approximately 468 new residents in the City.

As discussed previously, the City currently has a parkland-to-resident ratio of approximately 1.46 acres of parkland for every 1,000 residents. The Project increase in population would incrementally increase the use of existing neighborhood and community parks in the City. While Harvard Mini Park, Pacific Park and the Community Center, and the Pacific Park Pool are physically the closest facilities to the Project site, all parks in the city could be affected because residents can use any park and recreation facility anywhere in the City. Currently, Recreational Area No. 7 has 18,683 residents and 10.4 acres of neighborhood parkland. Thus, Recreational Area No. 7 has approximately 0.56 acres of neighborhood parkland, falling short of the 1-acre-per-neighborhood City goal.¹³ Adding 468 residents would result in a negligible decrease on the neighborhood goal because the projected ratio of parkland to residents with the Project would decrease to 0.54 acres per 1,000 residents.¹⁴ To maintain the existing land-to-resident ratio Citywide, the Project would need to include approximately 0.003 acres of public recreation and parks facilities.¹⁵

The Project would provide approximately 22,000 square feet of common open space, as well as 3,200 square feet of publicly accessible open space and 17,000 square feet of private open space. Numerous plants would be provided along the entire perimeter to provide a more attractive view for the tenants, visitors, and surrounding community.

Existing park facilities are currently heavily used because of the deficit in parkland in the City. The increase in the use of neighborhood and community parks in the City that would result from the increase in residents associated with the Project is considered significant. The Stage I Design Review application for the Project was deemed complete prior to March 29, 2014, and, for this reason, the Project meets the criteria defined in the City's ordinance for pipeline projects.

13 Note: $18,683 \text{ residents} / 1,000 \text{ residents} = 18.683$; $10.4 \text{ parkland} / 18.683 \text{ residents} = 0.556 = .56 \text{ acres per } 1,000 \text{ residents}$.

14 Note: $18,683 + 468 \text{ (Project residents)} = 19,151$; $19,151 \text{ residents} / 1,000 \text{ residents} = 19.151$; $10.4 \text{ parkland} / 19.151 \text{ residents} = 0.543 = 0.54 \text{ acres per } 1,000 \text{ residents}$.

15 Note: $1.460 \text{ acres parkland per } 1,000 \text{ residents (existing)} - 1.457 \text{ acres parkland per } 1,000 \text{ residents (with Project)} = 0.003$.

Consistent with the adopted development impact fee schedule, the Project would be required to pay the park component of the phase-in fees. The current phase-in fees amount to \$7,000 per residential unit and \$2.67 per commercial square foot, which is scheduled to increase to the full fee based on the City Council's direction. 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, given that the reduced phase-in fee amount will be paid, this fee payment is not considered full mitigation because the project's fee payment does not equal the full fair-share-per-unit fee for multifamily residential, commercial or mixed-use projects, which amounts to \$18,751 per multifamily unit and \$6.50 per commercial square foot.

Level of Significance before Mitigation: Significant.

Mitigation Measures: The following mitigation measure is required per the City's Public Use Facilities Development Impact Fees to mitigate the impact of the Project on park and recreational facilities.

4.7-1 In accordance with the requirements of the City of Glendale Municipal Code Section 4.10 (Ordinance No. 5820 and Resolution No. 07-164 as amended on Resolution 10-199, 11-93, 11-123, 12-86, 13-102, 14-10), the project applicant shall pay the Development Impact Fee to the City. The current fee schedule for pipeline projects is \$7,000 per residential unit, and \$2.67 per commercial square foot which is scheduled to increase to the full fee per unit based on City Council direction.

Level of Significance after Mitigation: Impacts would be significant and unavoidable.

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

The Project would provide 22,000 square feet of common open space, including an on-site recreation room. The Project would also provide a renovated streetscape and a central courtyard area. A selection of canopy and groundcover plant materials (i.e., trees, shrubbery, flowers) would be located along Broadway. The central courtyard area would include two covered seating areas. The patios, balconies, and roof decks would provide a total of 17,600 square feet of private open space. Numerous plants would be provided along the entire perimeter to provide a more attractive view for the tenants, visitors and surrounding community.

The recreational amenities 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 and Greenhouse Gas Emissions; Section 4.4, Noise; and Section 4.7, Traffic and Transportation**. Construction of the recreational amenities would not result in significant impacts, but would contribute to the overall construction impacts.

Level of Significance before Mitigation: Less than significant.

Mitigation Measures: No mitigation measures are required.

Level of Significance after Mitigation: Less than significant.

Cumulative Impacts

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?**

Implementation of the Project and related projects would increase the use of existing recreational facilities in the City. According to **Table 4.0-1, List of Related Projects**, related projects would result in the development of approximately 4,077 multifamily residential units; when combined with Project, it would result in 4,257 residential units. Based on an average household size of 2.6 persons per standard residential units, these units would add approximately 11,068 residents to the population of the City of Glendale.

As discussed previously, the existing ratio of parkland to residents of the City is approximately 1.47 acres per 1,000 residents, which is below the City's planning standard of 6 acres per 1,000 residents. Implementation of the Project and related projects would increase the use of existing recreational facilities in the City. The addition of 11,068 residents would lower this ratio to approximately 1.39 acres per 1,000 residents without the addition of new parkland and recreation facilities.¹⁶ Of the related projects, 14 projects are approved pipeline projects, which would result in these Projects paying phase-in fees. Of the pipeline projects, only the City Bank Site (see **Table 4.0-1, List of Related Projects**) will pay the full mitigation fee amount. Additionally, all projects filed after March 29, 2014 will pay the full mitigation fee amount.

¹⁶ Note: 195,799 residents + 11,068 new residents = 206,867 residents, 206,867/1,000 = 206.867; 286 acres of parkland/206.867= 1.382 = 1.39 acres of parkland per 1,000 residents.

Given the existing deficiency of parkland in the City, the combined effects of the 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, the Project's contribution to this significant impact would be cumulatively considerable.

Level of Significance before Mitigation: Significant.

Mitigation Measures: As discussed previously, under CEQA, the development impact fee payments constitute mitigation of project-related impacts on parks and recreation land and facilities within Glendale. However, the fee payment is not considered to fully mitigate this impact because the fee amount to be paid would not equal the full fair-share-per-unit fee for multifamily residential, commercial or mixed-use projects. That fee was determined to be \$18,751 per multifamily unit, and \$6.50 per commercial square foot, based on the increase of the development impact fees for parks and libraries to the full CPI-adjusted amount, pursuant to the City-adopted Ordinance No. 5280 and Resolution No. 14-10 on January 28, 2014. Consequently, impacts would be significant and unavoidable.

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?**

As mentioned previously the Project would provide 22,000 square feet of common open space, including an on-site recreation room. The Project would provide 3,200 square feet of publicly accessible open space along with renovated streetscape and a central courtyard area. A selection of canopy and groundcover plant materials would be located along Broadway and within the northwestern portion of the site. The central courtyard area two covered seating areas, one with a trellis and the other with a solid roof. The patios, balconies, and roof decks would provide a total of 17,600 square feet of private open space. Numerous plants would be provided along the entire perimeter to provide a more attractive view for the tenants, visitors and surrounding community.

This space would be incorporated into the design of the Project and would be constructed concurrently with the Project. 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. Consequently, the incremental effect of the Project would not be cumulatively considerable, and cumulative impacts associated with the Project would be less than significant.

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.

Level of Significance before Mitigation: Less than significant.

Mitigation Measures: No mitigation measures are required.

Level of Significance after Mitigation: Less than significant.