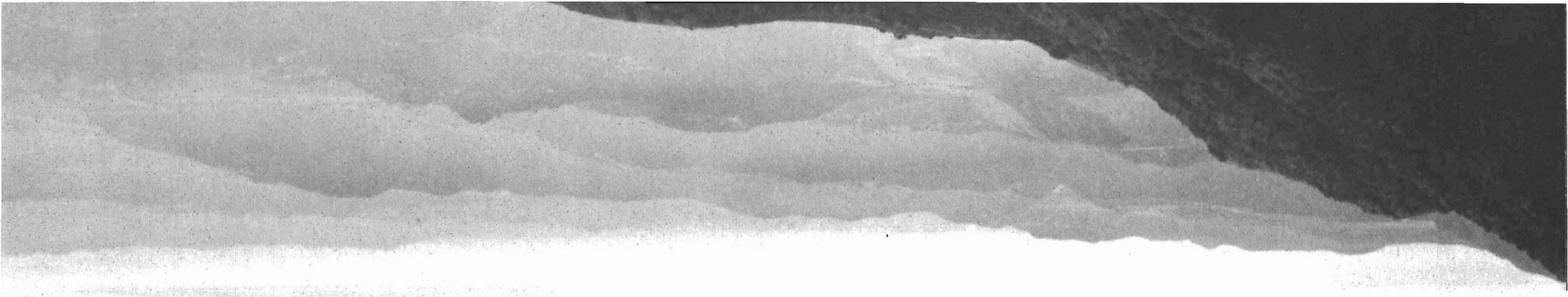


INTRODUCTION

Program Objective

The primary objective of the Land Use Element is to develop a long-range plan for the City of Glendale which will provide a comprehensive analysis of current and future land use requirements, economic feasibility, environmental impacts, and implementation techniques. This plan represents one application of the goals of Glendale's citizens insofar as those goals relate to the use of publicly and privately owned land. This Element, together with the adopted Circulation and Scenic Highways Elements, Community Facilities Element, Seismic Safety and Safety Elements, Housing Element, and Open Space, Recreation and Conservation Elements, comprise the City of Glendale's Comprehensive General Plan.

An additional objective is the need to comply with the State Planning Law contained within the Government Code of the State of California.

State Mandate

Section 65302 reads, in part, as follows:

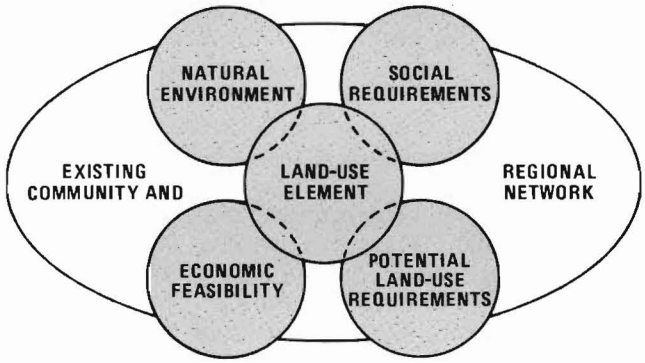
> "The General Plan shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals. The Plan shall include the following elements:
>
> (a) A land-use element which designates the proposed general distribution, and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas."

Planning Approach

The Land Use Element is the most traditional of the General Plans Elements and has developed, over time, to contain policies concerned with the future allocation of land as well as background and historical data necessary for an understanding of the current distribution of land uses within the City.

Traditional divisions of land use by function (i.e., residential, commercial, industrial and public) will be followed in this element. The approach to determining the allocation of the land uses that are found to be desirable was four-fold, as illustrated in the following figure:

FIGURE 1 PLAN FRAMEWORK



Each of the four outside "spheres" represents a complex of constraints within which the land use element was formulated. Efforts have been made to balance the natural conflicts which arose between the various constraints, so that the resultant plan represents a well balanced design for guiding the future growth of Glendale.

This plan is not one which reflects a desire to maintain the status quo, but rather evidences a need to foster quality growth and change which will work for the benefit of the total community. Rampant growth, in terms of population increase, is not fostered in this plan.

Perspective

In 1928, Glendale had one of the nation's first land use plans which was completed by Harland Bartholomew and Associates and entitled ***Comprehensive City Plan, Glendale, California.*** This plan, which provides a background for decision-making in the 1920's, was never adopted and soon became outdated due to the rapid advances in construction and transportation technology as well as changes in the pattern of population growth.

It was, however, not until 1949 that another land use survey was authorized. Although the 1949 survey provided a data base, it did not lead to the development of a master plan of land use for the City of Glendale.

In 1954, new interest in a land use plan was expressed and studies were completed by 1957. The land use report and plan recommendations were completed in August, 1957. and presented to the Planning Commission and City Council in December, 1959. The subject report was entitled ***Land Use, City of Glendale: Report on Land Use Survey, Master Plan of Land Use.*** In March, 1960, the Planning Commission recommended approval of the plan which was subsequently adopted by the City Council in June, 1960.

During this time, 1954-1960, the Planning staff, Planning Commission and City Council were actively pursuing other needed plans for the City of Glendale. These included: ***Library Plan of La Crescenta Area (1957); Fire Station Plan***

of La Crescenta Area (1957); Off-street Parking Plan (1957); Flood Control Plan (1959); Street Deficiency Plan (1960); and Civic Center Plan (1960).

Even after the adoption of the Master Plan of Land Use in 1960, changes to the Glendale landscape and pressures for growth necessitated changes and modifications to the plan. In 1962, studies began on necessary changes resulting from the adoption of the Ventura Freeway route. A new land use survey was completed in 1965 and reported in the publication entitled ***Land Use in Glendale.*** A ***Highway Element*** was adopted in 1966. During March, 1968, Victor Gruen Associates completed their study of the Verdugo Mountains.

In October, 1968, a ***Revised Land Use Plan and Highway Plan*** was adopted. These plans reflected a number of needed adjustments as follows: incorporation of the concepts of the Verdugo Mountains Study; the Ventura Freeway route; expansion of the Central Business District (CBD); expansion of the "high density residential" belt around the CBD; reduction of the natural reserve areas of the San Rafael Hills; and the areas annexed to the City since 1960.

No other revisions were finalized until November and December of 1971, when the ***San Rafael Hills Development Plan*** and ***Southwest Glendale Community Plan,*** respectively, were adopted; and more recently the ***North Glendale Community Plan*** adopted in June, 1974.

The first of a series of long-range elements, the ***1990 Open Space, Conservation and Recreation Elements of the Comprehensive General Plan*** were completed in the first half of 1971 and adopted by the City Council on July 11, 1972. The ***Housing, Seismic Safety, Safety*** and ***Community Facilities Elements*** were adopted in 1975 as recent additions to the City's Comprehensive General Plan.

Thus, prior to the adoption of the Land Use Plan in 1977, the Comprehensive General Plan of the City of Glendale consisted of the following elements: ***Land Use*** (1968); updated for North Glendale (1974), San Rafael Hills Area (1971) and Southwest Glendale (1971); ***Circulation*** (1968); ***Open Space, Recreation and Conservation*** (1972); ***Housing*** (1975); ***Seismic Safety*** (1975); ***Safety*** (1975); and ***Community Facilities*** (1975). With regard to the Land Use Element, one background report, ***Glendale Industry,*** was published by the Planning Division in 1974.

Prepared in coordination with the Land Use Element were the ***Circulation and Scenic Highway Elements*** of the Comprehensive General Plan, which were adopted on March 2, 1976, by the City Council.

Thus, although many amendments have been made to the 1960 Master Plan of Land Use, this is the first comprehensive look at the totality of the City's land use pattern in fifteen years.

Since the adoption of the 1977 Land Use Plan, several elements have been adopted, including the ***Historic Preservation Element*** (1977), the ***Noise Element*** (1978), and a revised ***Housing Element*** (1984).

Relationship to Other Plans

The State prepared guidelines provide an understanding of the inter-relationships of various elements:
"In differing degrees, all of the elements of the general plan will contain policies and proposals which relate to the land use element. The land use and circulation elements are almost inseparably related. The nature, routing and design of circulation facilities are among the major determinants of the form of human settlement and of the uses of the land. Conversely, land uses create demand for circulation facilities."

"The safety and seismic safety elements provide information and policies regarding natural and man-made hazards which need to be recognized in the land use element. Together with the open space element, they define lands to be reserved in a natural state and other lands for urban purposes or for production of food, fiber or minerals. Considered along with the conservation element, they define criteria and standards and identify programs needed to control the impact of man's activities on the natural environment."

The concurrent preparation of the ***Circulation Element*** with the Land Use Element emphasizes the City of Glendale's recognition of the strong relationship between the two. In addition, the Land Use Element was prepared with full knowledge and comprehension of the recommendations of the ***Seismic Safety, Safety, Open Space, Conservation, Recreation, Housing,*** and ***Community Facilities Elements*** of the Glendale General Plan.

Plan Organization

Aside from the introductory material, this plan is organized into five rather distinct but related sections. Goals and Summary of Findings consists of a statement of assumptions about the future, citywide goals and objectives and a summary of findings. The identification of the significant land use issues addressed in the Land Use Element occurs in this important section.

The second section, The Land Use Plan, presents the recommended plan for land use within the City of Glendale for 1990. This section includes support material on population density and dwelling unit density standards.

Implementation measures and program recommendations comprise the third section of the report, listing the alternative methodologies by which the goals of the Plan can be achieved.

The fourth and largest section, Research and Analysis, contains the technical data upon which the recommendations and programs of the second section are based. This background information deals with such topics as the Glendale Land Use Information System (GLIS); the present allocation of residential, commercial, industrial, public and semi-public land uses; an analysis of the capacity of existing facilities, i.e., streets, sewers, water, storm drains and electricity; an analysis of the physical setting and the limitations on land use; an analysis of population growth and trends; the effects of population growth on other community factors; and the

identification of zones of seismic activity. The information presented deals with the City at two levels where possible; on a Citywide basis and on a community or special district basis. For the purpose of a community comparison, the City has been divided into nine communities as follows: Central Glendale, Southwest Glendale, Southeast Glendale, West Glendale, East Glendale, Verdugo Mountains, Verdugo Canyon, North Glendale, and San Rafael Hills.

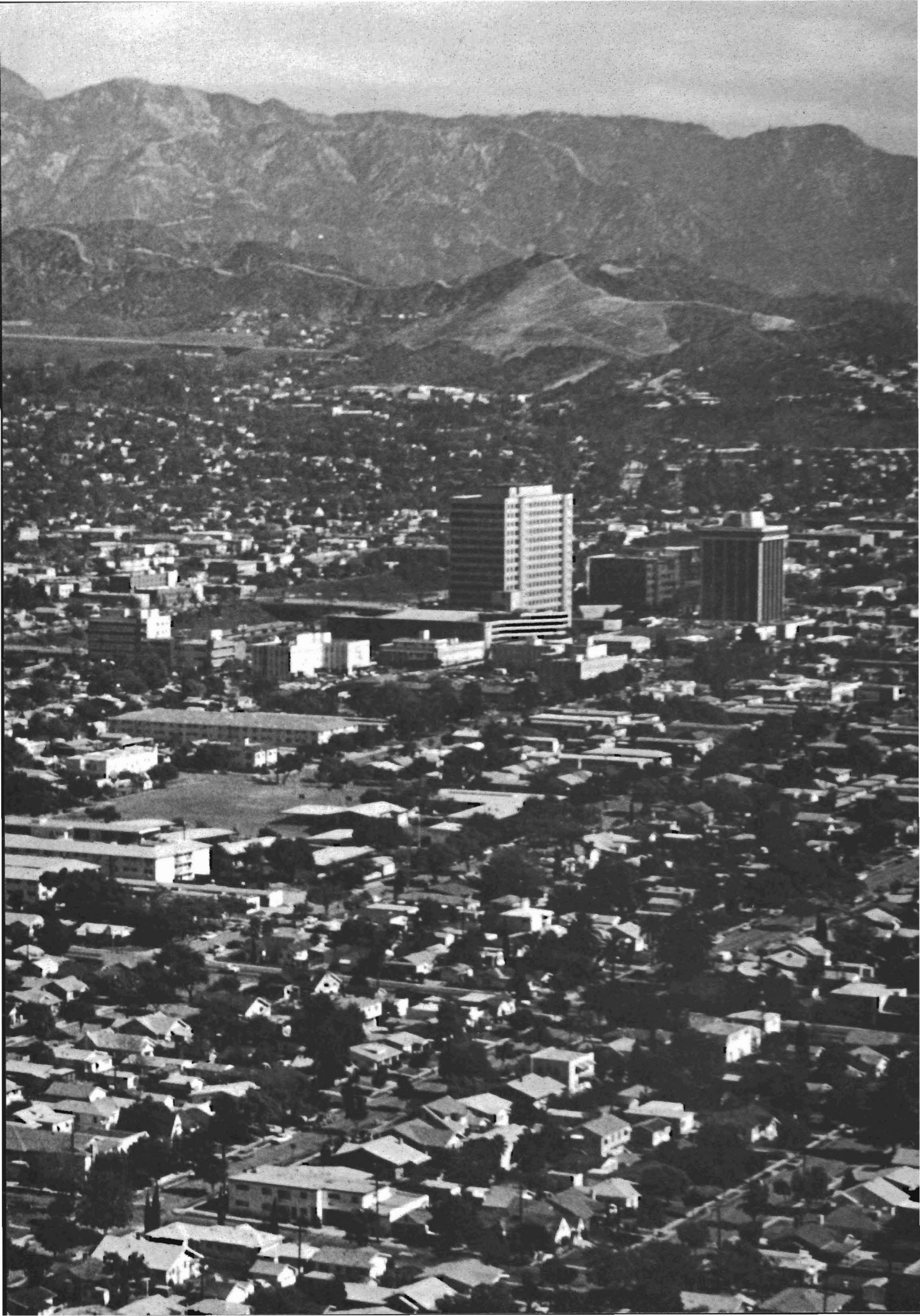
Significant Issues

While many issues are raised within the context of this element and many solutions and solution alternatives are proposed, the General Plan Guidelines of the State of California require the identification of land use issues as an item to be included in the Element. The issues relating to land use are varied and complex, not all of the issues can be separated and itemized. The purpose of the following lists is to focus on the most readily identifiable land use issues facing the City of Glendale:

- The question of zoning distribution and appropriateness of various zoning categories. (Inadequacies in the current distribution are discussed throughout the report, in each community and by land use category. In particular, Section F through I in Chapter V should be noted.)
- The question of limited or controlled growth, no-growth or uncontrolled growth. (See Section D in Chapter V.)
- The question of geographic and geologic restrictions on development. (See Section C in Chapter V.)
- The question of conformance between the Land Use Element and actual land use. (See Chapter III.)
- The question of permitting, prohibiting or encouraging mixed uses, (i.e., commercial-industrial or residential-commercial). (See Chapter IV.)
- The question of the provision of developmental services (i.e., parking, utilities, street improvements, etc.). (See Chapter IV.)
- The question of the reallocation of developed land for differing uses through private and public redevelopment. (See Chapter IV.)
- The question of increased or decreased regulation of development. (See Chapter IV.)

As indicated, while these issues underlie many questions and statements discussed in the Element, they may be far from inclusive. They represent, however, the variety of issues the Land Use Element addresses, and are more fully discussed in the following chapters.

A program revising the zoning map and the zoning ordinance was adopted on March 25, 1986. The program was known as the Land Use/Zoning Consistency Program. The goal of the program, consistency between the zoning map and the land use map, was achieved. In conjunction with the program, the zoning ordinance was revised and updated. Although consistency between the zoning map and the land use map has been achieved, the basic land use issues continue to remain fundamentally the same.



goals and summary of findings

GOALS AND SUMMARY OF FINDINGS

A. BACKGROUND

Every element of a general plan contains certain recommendations for change in direction or policy that the governmental jurisdiction must take to effectuate the design set forth in the plan. Those recommendations must lead to the accomplishment of specific objectives, and collectively to the goals they represent if they are to be meaningful to the community they are intended to serve.

The community's response to a city wide questionnaire was reviewed, analyzed and formulated into twenty-four "suggested goals." These goals were reported in ***Goals for Glendale; a Background Report.*** Not all the goals developed from the 8,084 responses received by the City were sufficiently general to be termed "goals" within the context of this Element. Since the attitudes surveyed did not encompass all areas of investigation covered by this plan, the development of additional goals were necessary. In this context, the goals developed by the Chamber of Commerce through its Goals Program, subsequently approved by the Glendale City Council in October 1972, and adopted in November 1973, have also been considered in the development of goals for the Land Use Element.

While these goals for the Land Use Element reflect the expressed desires of the citizens of Glendale, they must also recognize a number of basic assumptions concerning Glendale, its future and its environs.

B. ASSUMPTIONS

The Land Use Element proposals, being long-range, are based upon certain assumptions about the future. The following assumptions are based on reasonable expectations evident at this point in time. The degree to which reliance on these stated assumptions will effect the land use pattern, should the anticipated events not occur, will vary depending on the significance of each assumption.

- A majority of the currently undeveloped private land area within the Verdugo Mountains will remain undeveloped through 1990.

- Portions of the unicorporated territory in the La Crescenta Valley will continue to annex to the City of Glendale throughout the time frame of this plan.

- A balanced rapid transit system consisting of various transportation modes will be completed by 1990, and will connect the Glendale Central Business District (CBD) with the Los Angeles CBD and various points within the San Fernando Valley.

- The City will continue to provide power for all existing customers and will, through conservation practices, acquisition of new energy sources, and development of new technology, be able to accommodate reasonable growth of population, commerce and industry.

- With the completion of State Route 2 Freeway, the traffic on Canada and Verdugo Boulevard will be substantially reduced.

- Employment opportunities for Glendale residents will increase within the City of Glendale through 1990, but substantial employment for Glendale residents will continue to occur outside the City limits.

- Population projections are based on the area contained within the City boundary on the date this plan was prepared and would be modified by annexations.

- The plans for neighboring jurisdictions will be implemented to the extent feasible by 1990 - in any case, no development adverse to any adopted plan will occur.

Within the framework of the various assumptions outlined above and the goals developed from the citizen participation process, a comprehensive series of goals have been developed. These goals, while seemingly general, will be provided with a greater degree of specificity in the implementation section, wherein specific means to achieve these goals are provided.

C. GOALS

The Land Use Element of the General Plan is based on a series of goals which indicate the purpose served by planning in Glendale. The plan proposals and implementation measures are devices to achieve these goals.

General

Effectuate a moderate growth policy for the City of Glendale consistent with community needs, available services and the environment.

Reinforce Glendale's image and community identity within the greater Los Angeles area metropolitan complex.

Form an urban environment which will provide for residential diversity and opportunity.

Improve the livability of the total community for all Glendale residents as expressed in living, working and shopping areas, as well as community facilities.

Promote development and improvement within the community capitalizing on the location of, and access to, Glendale as adjacent to the regional core.

Establish a basis for discussion and policy formulation concerning problems of physical development.

Provide for measures to prevent the loss of life, injury, and economic dislocation resulting from fire, flood, and geologic hazards.

Provide opportunities for coordinated as well as designed expansion of desirable commercial and industrial uses adjacent to areas where such expansion is in conformance with the goals of this plan.

Residential

Foster stability and a high degree of continued maintenance, both private and public, within Glendale's various residential neighborhoods.

Promote the revitalization or, if necessary, the replacement of deteriorating neighborhoods.

Safeguard residential neighborhoods from intrusion of incompatible and disruptive uses.

Support the creation of higher density residential development and alternative forms of medium and high density housing in those areas best suited from the standpoint of accessibility, current development, community organization, transportation and circulation facilities and economic feasibility.

Provide opportunities for a diversity in housing styles for all economic segments of the community.

Commercial

Promote an aggressive and positive attitude toward providing improved retail facilities within Glendale in the form of unified, convenient and functional commercial facilities scaled to the needs and the economic potential of the various community areas.

Continue to emphasize within the framework of regional economic growth improved commercial activities within the Central Glendale area.

Improve the economic situation and the visual image of the present semi-commercial development found along several of Glendale's major streets.

Encourage high rise office use within or adjacent to regional commercial centers.

Industrial

Encourage more intensified development of industrial areas.

Provide for an expanded industrial base by providing areas for compatible industries to relocate in Glendale.

Provide for the improvement of existing industrial districts through the addition of parking facilities, visual amenities, and the elimination of incompatible influents and blight.

Phase out residential developments in industrial districts.

Circulation

Insure that existing development is provided with adequate and safe streets.

Provide adequate streets in advance of development capable of accommodating traffic associated with proposed uses.

Promote adequate public transportation within the City limits and within the region.

Develop clusters of uses which will facilitate the development of public transportation networks, decreasing dependence on the automobile.

Community Facilities

Promote the development of parks and other recreation facilities in accordance with the adopted plan.

Provide opportunities for cultural growth, enhance the level and quality of community services and facilities, and improve accessibility to them.

Expand opportunities for the provision of needed social services by both public and service organizations.

Capitalize on the cultural resources and facilities of Glendale and the greater Los Angeles area to provide maximum cultural, historical, recreational and entertainment opportunities to residents.

Economic

Broaden the tax base with emphasis on increasing Glendale's assessed value and retail sales in order to provide necessary facilities and services.

Provide opportunities for the expansion of revenue producing industrial and commercial establishments within the parameters of other community goals.

Policy Concepts

Essential to a master plan for land use is the acceptance of basic policy concepts which underlie the plan's goals and form the precepts for rational decision making. The policy of this plan is presented below, others which may be discussed in the plan follow from the basic policy concepts.

- Glendale's government and business community will continue to expend a high level of effort to improve its competitive situation with respect to retail trade. This policy will benefit the City by offering residents a wider variety of merchandise and services through the creation of an improved tax base and an increased level of retail sales tax revenue.

- Glendale government in cooperation with the building industry and concerned community organizations will encourage an orderly and moderate increase in residential densities in areas where adequate services can be provided, particularly to take advantage of access to cultural, employment, shopping, and public transportation opporutnities. This policy recognizes that some areas will more readily be suitable for conversion to higher densities than will other areas.

- In accordance with the general guide provided in the State Planning Act, Glendale will reshape its zoning regulations (the text as well as the map) to insure that appropriate direction is available to insure all development will foster the goals, precepts and policies of this plan.

- The improvement of Glendale's circulation system will be facilitated by the implementation of the Circulation and Scenic Highways Elements of the General Plan in a manner which will complement the phased development proposals contained herein.

- Glendale's residents, neighborhood associations, and government can and must encourage tne maintenance and improvement of residential neighborhoods. Single family areas presently 40 to 60 years old will be almost 60 to 80 years old by the end of the planning period (1990), and apartment areas built in the fifties will be 30 to 40 years old by that time. Public programs and private initiative must combine to insure that these areas do not decline.

D. SUMMARY OF FINDINGS

The following is a summary of significant findings which have direct impact on the analysis of land use. The findings are derived from the research and analysis section of this report and more detailed findings may be found under that section. While many of the findings are evidenced in conjunction with each of the major land use classes, they are listed under the category of first occurance or significance.

General

Existing land uses in many areas of the community have little correlation to existing zoning. Generally, these areas are zoned for high intensity uses (apartments, commerce, or industry) and after many years still reflect low density single family dwelling or duplex development.

Current zoning ordinances are not designed for, nor can they accommodate without substantial revisions, the objectives of the Land Use Plan. Adequate standards of development and performance are generally lacking in Glendale's zoning ordinances.

The zoning distribution prior to the Consistency Program allowed the potential for excessive and undirected growth. Previous zoning allowed for a maximum population capacity of 350,000. Since the adoption of the Consistency Program, the practical population capacity is 203,600 allowing for a logical pattern of growth and development consistent with the Land Use Plan.

Original lot and street platting done in the early part of this century does not reflect current development pressures and standards. This factor has seriously impeded parcel assembly for higher density development and unobstructed traffic flows.

Residential

Lack of adequate separation (buffer areas) exists between major land use categories. This is most evident between residential and commercial or industrial developments.

Effective analysis of the economic impacts of development on the community is lacking. This is becoming increasingly critical for high density developments and their impact upon Glendale's service systems.

Specialized requirements such as moderate priced housing, rent subsidies and access to social services are becoming increasingly necessary to serve the needs of specific segments of the population. The elderly, large families, the poor, etc., have needs which are largely unmet.

Currently, apartment units exceed single family units; however, a recent annexation and the availablity of mountainous land provide the opportunity for increased single family residential construction.

Existing density standards permit extensive terrain modification in mountainous regions. Future development of available steep sloping mountainous land, however, will require new legislation to reduce potential cut and fill operations.

Commercial/Industrial

Incompatible and non-conforming land uses occur most often in commercial and industrial areas. The existence of residential uses often deter the integrity and continuity of commercial and industrial districts.

Additional commercial acreage is not necessarily based on the amount of land presently zoned for commercial uses. However, much of the commercially zoned acreage is neither properly distributed nor properly utilized.

Concentration and compatibility of commercial and industrial services are lacking in many areas of the City. The concept of clustering related and compatible services and industries has not been accomplished in many commercial/industrial districts.

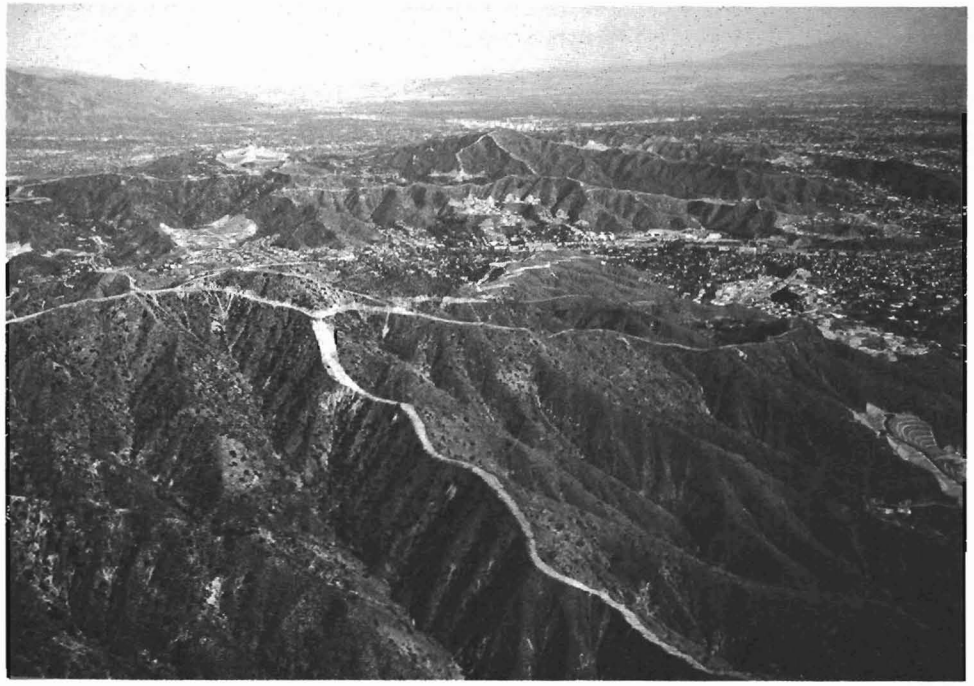
Rehabilitation and redevelopment may be necessary in order to eliminate blighted conditions in limited areas of the City. Deterioration and blight is most apparent in some of the City's industrial areas.

Community Facilities

Municipal service systems, i.e., sewers, streets, watermains, etc., are currently, in some areas, unable to support development capacities under the zoning intensities permitted. System capacities have been reached in many areas of the City. Improvements to these systems should precede or be coordinated with future developments.

Recreational facilities are lacking in some neighborhoods.

the land use plan



THE LAND USE PLAN

The Land Use Element reflects moderate growth for the City of Glendale utilizing land management concepts. The underlying precept of land management programs is the direction of growth and development in a compatible spatial relationship in order to minimize adverse impacts on the community. This Land Use Plan provides for a redistribution of land use classes located for mutual interest and benefit. The Land Use Element Map (located in pocket inside back cover) includes all amendments to date. The plan incorporates conservation and recreational uses in the mountainous regions; preservation of single family neighborhoods (including planned residential and/or cluster development); increased accessibility to recreational facilities and commerce; a sequential development program for improved public services and facilities commensurate with need; a viable distribution of housing densities, specialized commercial centers that reflect attractability and function and, industrial districts which recognize Glendale's locational advantages in the region relative to transportation corridors. Growth anticipated in this plan reflects development trends which have been occurring in Glendale since the early 1950's.

Fundamental to the Land Use Plan is the methodology involved in achieving the desired goals and objectives. To attain these goals in an orderly, planned fashion, it is recommended that development be phased over the course of this plan and directed to areas most suitable to accommodate growth and development. Growth is guided by several factors related to physical, social and economic considerations. Included among these are: the ability of various public services to support development (electricity, sanitation, water, streets, safety and protection); natural hazards (seismic, fire, flood); environmental concerns (including topographic characteristics); economic costs of future development; and the administrative and political decision making process.

Other factors considered in the plan development process were the balance maintained between land use intensities and the capacities of the circulation and service systems as well as existing land use, compatibility of uses, development trends, and the spatial association of uses.

The plan, as adopted in 1977, emphasized a phased approach to development. However, it became obvious that a phased approach to implementation of the plan was not a practical solution. A Land Use/Zoning Consistency Program was developed as a primary implementation tool. The program resulted in a new zoning map and new zoning ordinance approved on March 25, 1986. The program also involved amending the Land Use Plan by eliminating two land use categories—Low Density Residential/Open Space and Very High Density Residential.

Following is a brief description of the categories of land use identified in the Land Use Plan. Application of these categories should permit development to the maximum densities in each category unless other criteria apply. Figure 2 provides the acreage, estimated dwelling units and population capacity for each land use classification.

VERY LOW DENSITY RESIDENTIAL/OPEN SPACE development is indicated as desirable in respect to Glendale's major mountainous areas, in the Verdugo Mountains, San Rafael Hills, and the lower slopes and canyons of the San Gabriel Mountains. The requirements of this class include a density standard of from 1 to 3 units to the acre.

LOW DENSITY RESIDENTIAL development is compatible with Glendale's existing single family developed neighborhoods and vacant subdivided properties. The plan designates that these neighborhoods and properties be preserved and maintained at existing levels. The density standards for this class provides for 1 to 8 units to the acre.

MODERATE DENSITY RESIDENTIAL development areas are sparsely located in the western, southeastern, and northern portions of the City and reflect locations for townhouse complexes mixed with medium-sized garden apartments. These locations are ideal with respect to convenience and access to the regional transportation network as well as functioning as buffer or transition areas between intensive development and areas designated for less intensive uses. This class maintains a relatively flexible density standard of from 8 to 25 dwelling units to the acre, with an overall average of approximately 20 units per acre.

MEDIUM DENSITY RESIDENTIAL development is located mainly in the southern portions of the City, south of the Ventura Freeway. Small pockets occur in the western and northern portions. Intended for these areas are medium size garden apartments at a density of 25 to 35 dwellings to the acre, with an overall average density of 30 units per acre.

HIGH DENSITY RESIDENTIAL development is generally centered around the Central Business District north of Broadway with a relatively small pocket located in North Glendale. These locations provide ideal access to the regional freeway network as well as close-in convenience to the major shopping facilities of the Central Business District. The standards provide for relatively large multiple dwelling complexes at a density of 35 to 60 dwellings to the acre, with an overall average density of 45 units per acre.

SPECIALIZED USE areas are identified on the map by utilizing symbols. This category includes parks, schools, and such specialized commercial activities as medical and automotive centers. Symbols are also used to differentiate between regional, community and neighborhood commercial centers. Cemeteries are also included in this category in order to identify them as specialized use areas. Historic Sites of Special Significance are also identified.

COMMERCIAL CENTERS AND DEVELOPMENT DISTRICTS feature regional facilities in the Central Business District and Glendale Galleria; major commercial centers in the Glendale Fashion Center and Montrose Shopping Park; community serving retail and services along most major traffic arterials; and neighborhood convenience shopping centers dispersed throughout the City at locations in or adjacent to the neighborhood served. The use of three distinct colors on the land use map differentiates the distribution of the three separate categories of commercial use.

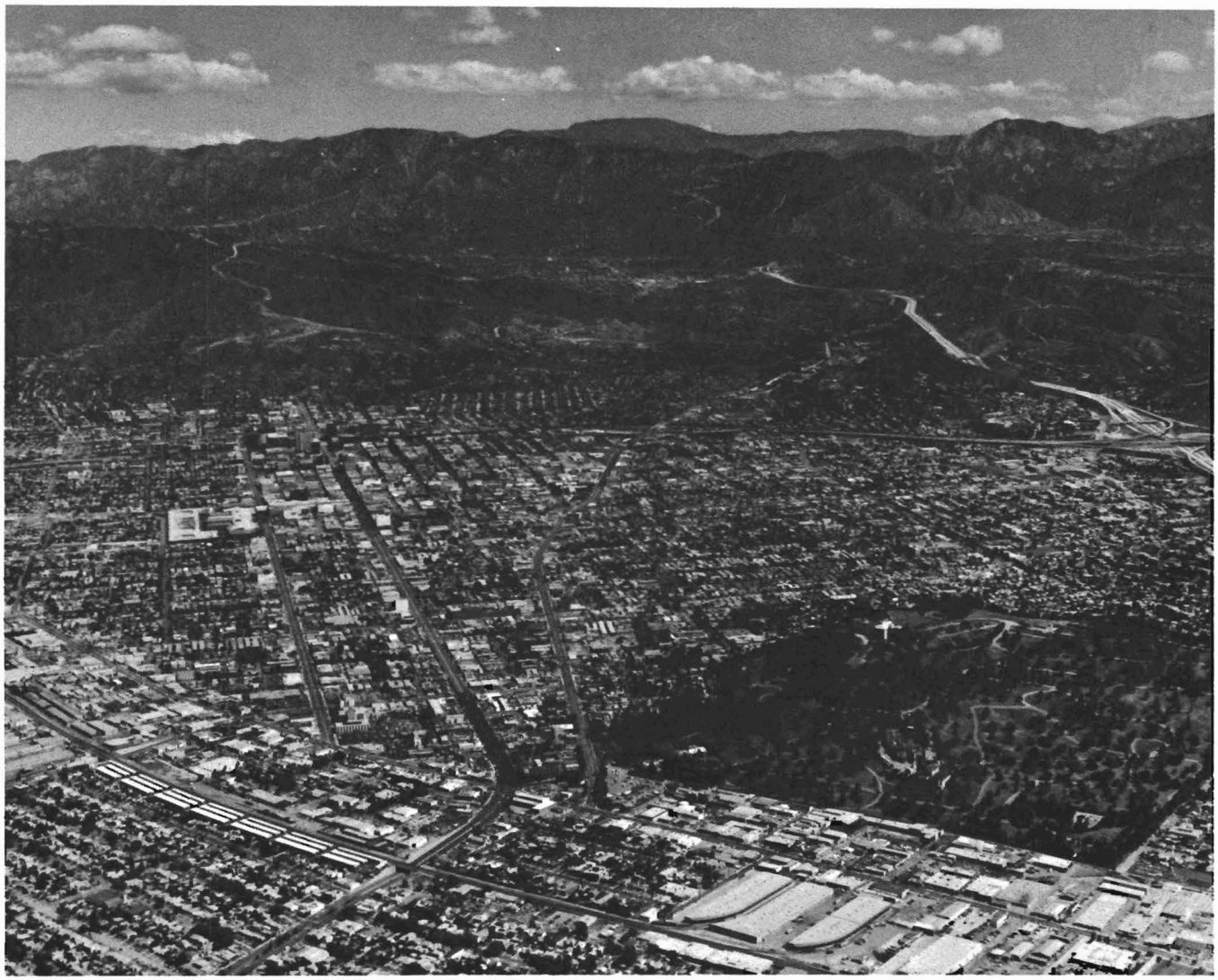
FIGURE 2

MODERATE GROWTH PLAN
Adopted March 25, 1986

LAND USE CLASSIFICATION	ACREAGE	ESTIMATED HOUSING UNIT CAPACITY	ESTIMATED POPULATION CAPACITY
RESIDENTIAL:			
Very Low Density/Open Space	1,864	2,800	7,000
Low Density	5,081	25,400	63,500
Moderate Density	339	6,800	15,300
Medium Density	1,079	32,400	64,800
High Density	529	26,500	53,000
Sub-Total		93,900	203,600
COMMERCIAL	824		
LIGHT INDUSTRIAL	545		
RESTRICTED INDUSTRIAL	206		
RECREATION/OPEN SPACE	5,163		
CEMETERY	112		
NET DEVELOPABLE AREA	15,742		
STREETS & RIGHTS-OF-WAY	3,839		
Total City Area	19,581		

LIGHT INDUSTRIAL AND RESTRICTED INDUSTRIAL DEVELOPMENT features light manufacturing, assembly and wholesale/warehousing facilities and activities. Generally, the plan indicates manufacturing in the western section of the City between San Fernando Road and the Golden State Freeway and along San Fernando Road south of the Ventura Freeway. Some light industrial uses, oriented to retail trade are planned for inclusion in the community commercial category and other commercial categories.

RECREATION/OPEN SPACE is specifically shown for major public/semi-public properties in the City. The larger concentrations are located in the Verdugo Mountains and San Rafael Hills. Other smaller areas include larger City parks, Camp Max Straus, and the Oakmont and Chevy Chase golf courses.



recommended implementation

RECOMMENDED IMPLEMENTATION

Introduction

Since the adoption of the Land Use Plan in 1977, major progress has been made toward the implementation of the plan. Implementation has focused on two major areas—the consistency between the zoning map and the Land Use Plan and the revision of the Zoning Code.

Modification of existing zoning to reflect the objectives and standards of the Land Use Plan was achieved on March 25, 1986. The revised zoning map takes into account both the Land Use Plan and existing land use. The Land Use/Zoning Consistency Program was completed as a single program rather than in three successive stages as originally proposed in the 1977 plan.

An overhaul of the existing Zoning Code and ordinances was undertaken in conjunction with the Land Use/Zoning Consistency Program. After careful study, a new Zoning Code and ordinances were developed and adopted which will be vital to future plan implementation, land use compatibility, and continued economic growth throughout Glendale. The new Code includes provisions for the development of independent use zones, a design review process, height districts for commercial uses, and numerous other updated development standards.

Despite these important steps which have been made, numerous implementation tools remain pertinent to the implementation of the plan. The effort of improving land use compatibility in the City remains an ongoing challenge.

Methodology

ZONING MODIFICATION

One procedure necessary for implementation of the plan adopted in 1977 was the modification of existing zoning to reflect the objectives and standards of the Land Use Plan. Zoning ordinances attempt to control land use by determining before development occurs the future and function of every piece of land. Many portions of Glendale were originally zoned over 50 years ago in 1922, and were not subsequently modified to reflect current land use patterns, housing trends, and development pressure until the adoption of the Land Use/Zoning Consistency Program in 1986.

Previous Land Use Plans have recommended changes to zoning ordinances so as to more closely align land use and zoning. However, prior to the adoption of the Land Use/Zoning Consistency Program, little or nothing had been done to implement these recommendations and subsequently land use-zoning inconsistencies remained in effect. The Land Use/Zoning Consistency Program was the implementation strategy for modification of the zoning map. The program modified zoning in one time frame rather than in three successive stages as recommended by the Land Use Plan adopted in 1977.

DEVELOPMENT REVIEW PROCESS

In order to achieve desired objectives, in conjunction with areas proposed for higher intensity use, development proposals must be examined on an individual basis under a system of review that has both clearly defined standards and the flexibility to take into account changing community values, the recognition of private property rights and the special characteristics of each project. This process must be viewed as being complementary with zoning modification and ordinance revision. This process will primarily assess projects relative to the capacity of existing services as well as the impact on surrounding land uses.

It is recommended that development districts be established to serve as the underlying method of approach for the review process. The districts can be determined from the priorities detailed in the phasing program of this Element which is based primarily on development capacities (see development constraints, Chapter 5, Section C). Incorporated into the districts would be a fee schedule procedure based on the degree of services needed by the development, in order to: (1) effectuate the timing of development in critical areas, and (2) promote an equitable system of cost for public services. This fee system would reflect the expenditures necessary to provide service as well as distribute the cost by size of development. In this way, new development will pay a more equitable share of improvement costs. The fees established in different areas will be one way of encouraging development in those areas with adequate services, without denying development in areas not able to provide the needed services when the development is desired by the private market.

CAPITAL IMPROVEMENT

Coordinated planning and programming of municipal revenues and expenditures are necessary to maintain adequate

levels of municipal services in order to support the proposed land uses in the plan. To accomplish a realistic, economic and comprehensive capital improvement program for the fiscal years to 1990, all proposed municipal service improvement projects must be coordinated on a Citywide basis. Such a program should be reviewed annually, while provisions should be made to include measures necessary to fulfill requirements detailed under the phasing section of this plan.

SLOPE CRITERIA

Open space traditionally has been considered highly desirable and is also recognized as a mechanism for the containment and guidance of growth. It is recommended that open space be provided in mountainous areas consisting of public property as well as privately owned property in conjunction with developments, or as a result of easements, leases, or other methods. Preservation of open space will reduce the magnitude of terrain modification (cut and fill) which is a critical concern among Glendale citizens. Methodology to initiate these principles in mountainous areas include the limitation of the number of dwelling units relative to the steepness of the natural topography or the amount of required open space as related to the degree of slope.

ORDINANCE REVISION

The Land Use Plan adopted in 1977 recommended that a new comprehensive zoning ordinance be written for the City which is consistent with the plan. The task was accomplished as part of the Land Use/Zoning Consistency Program adopted in 1986. This new Code was comprehensive in that it reorganized the entire presentation of the Code, updated and revised outmoded codes and ordinances, and introduced new procedures for development in Glendale.

The new organization of the Code makes the document easier to read and to interpret. The Code is organized around the concept of creating independent zones. All documentation pertaining to a particular zone is included in the appropriate section.

The revision and update of the zoning ordinances included reevaluation and study of all aspects of the Code. This included the development of a new residential zone, the creation of height districts in commercial zones, and the formulation of a setback requirement in commercial and industrial zones abutting residential zones.

The Code created a design review process for the review of aesthetic aspects of multiple family residential, commercial, and industrial development projects. The process affects most development in the City. The intent of the process is primarily to protect the community from the adverse effects of poor design, which is likely to have a depreciating effect on the local environment.

The new Zoning Code adopted in 1986 generally followed and implemented the recommendations pertaining to ordinance revision included in the Land Use Plan adopted in 1977. The following is a description of the recommendations included in the 1977 Land Use Plan for the various use classifications.

RESIDENTIAL

Very Low Density/Open Space - In order to provide for growth and development as recommended by the Plan in the areas shown as very low density/open space, it will be necessary to develop new and innovative municipal ordinances which will limit development to a maximum of three dwelling units to the acre (average one and one-half dwelling units per acre), and provide for the retention of natural open space. In these areas it is recommended that slope criteria be used to limit density and control extensive grading of hillside slopes. A planned residential concept of development and/or clustering techniques utilizing the construction of patio homes could provide greater flexibility in hillside areas. Hillside development should also reflect the recommendations of the 1990 Open Space, Recreation and Conservation Elements.


ATA PEARLS

Low Density - Glendale's existing ordinances have generally proven successful in encouraging viable single family home neighborhoods. Recreational facilities are an important aspect of the residential neighborhood. Therefore, the dedication of recreation lands in conjunction with subdivision activity and the development of park programs in existing neighborhoods should be continued, when a need is found to exist in the immediate area or the total community. Monitoring of blighting influents such as use incompatibility and property deteriorations should be supported throughout the life of the plan. The development standard should be set at from 1 to 8 units per acre, with an average of 3 units per acre.

Moderate, Medium and High Density - In order to meet the objectives of the Land Use Plan and to coordinate with other implementation procedures, it is necessary to revise the multiple unit residential ordinances. Major recommendations include improvement of development design criteria such as height, variable setbacks, landscaping, illumination and parking requirements. Maximum density should be limited to 25 units per acre for moderate, 35 for medium and 60 for high density.

COMMERCIAL

The Land Use Plan identifies three categories of commercial land use. They include neighborhood centers, community commercial services/centers, and regional centers. The commercial section located in the Research and Analysis portion of this report provides analysis relative to the demand for commercial services and the amount, location and land use compatibility of existing commercial facilities. The results of this analysis are reflected in the plan. In order to implement the desired objectives, several recommendations for action are necessary, including revision of many existing controls and standards. The following will describe the implications for each of the commercial land use categories.

Neighborhood Centers - It is recommended that the location of convenience goods be distributed to small neighborhood shopping centers throughout the City, and that such locations be within close proximity to the residential areas from which the daily trips for this type use originate. Design and development standards for these centers should emphasize restrictive land use controls to designate compatible types of uses, height regulations, attractive landscaping and adequate off-street parking. Performance standards should be included which provide for adequate residential buffers or open space "green belts" to assure commercial-residential compatibility. These centers should be "clustered" and not permitted to "string-out" along arterials, collectors or local streets. Residential developments should not be facilitated within designated commercial centers, unless a particularly innovative plan in individual cases is presented which incorporates both residential and commercial uses.

Community Commercial Services/Centers - This category of commercial land use contains two distinct commercial types. The types are combined in that they both serve community shopping functions. First, community commercial centers are recommended to be very restrictive as to uses allowed, similar to the neighborhood centers but at a larger market scale. Secondly, community services should feature flexibility, in the range and type of services and facilities provided.

Ordinances citing the range of uses permitted in these areas must consider as desirable a full range of functional services provided to the community. This may include such varied uses as personal services, shopping, offices (medical, real estate, etc.) and restricted industries which serve local retail needs such as furniture repair, automotive repair, and print shops. It must be clearly noted that these services are distinctly divided into separate categories (centers and services), and are so indicated on the Land Use Plan.

Although encouraging varied uses to locate in these areas, to maintain attractability and compatibility, a variety of performance/design criteria must be employed. These criteria should consider each type of use based on its performance in respect to traffic generation and required parking, structural soundproofing and appearance, landscaping, and compatibility relative to the concept of clustering of uses for mutual benefit and limiting more intense uses in a number of locations.

Regional Centers - These centers should feature those goods and services having the characteristics of wide appeal and drawing power. Examples include major department stores with complementary satellite stores, auto sales, and offices which provide a broad variety of professional and personal services. Specialized needs of these areas include centralized parking facilities, effective transportation patterns, and architectural and aesthetic design concerns. To accomplish these goals, particularly in the Central Business District, it is recommended that specialized zoning districts be established and revitalization programs be initiated.

INDUSTRIAL

Plan recommendations for industry in Glendale emphasize the need to establish performance standards and establish redevelopment districts. The creation of such standards requires a comprehensive rewriting of Glendale's industrially related ordinances. The standards developed should consider design review, evaluation of noise, emissions and other pollutants (smoke, dust, etc.), as well as related development standards (parking, setbacks, landscaping, etc.).

The Plan indicates industrial park locations which reflect existing and proposed industrial park centers. The location and development of these centers are discussed in the research and analysis section of this report, and involve the phasing of development in conjunction with capital improvement programs and other implementation methods.

RECREATION/OPEN SPACE

The Plan's intent for this classification is to distinguish those lands and uses reserved for public open space and recreational activities. This includes those semi-public lands presently used in low intensity residential areas such as public schools. Implementation of this program will require the creation of a new zoning classification which permits the types of open space and recreation now in existence as well as those contemplated in the future. Certain types of recreation uses will require performance and design criteria to be included in ordinance revision.

The adopted 1990 Open Space, Recreation and Conservation Elements of the General Plan has recommended acquisition, regulation, or preservation of major ridgelines and stream channels. These areas are shown on Map 7. The areas specified are intended to represent generalized locations of significant features, which are subject to future modification (i.e., reduction or expansion).

Acquisition of open space land can be accomplished through such measures as purchase of property in fee by the City or through dedication of land to the City by developers. Regulation and preservation can take the form of open space easements, zoning controls, subdivision controls, and conditions of approval for development in the mountainous areas.

FUTURE OPTIONS

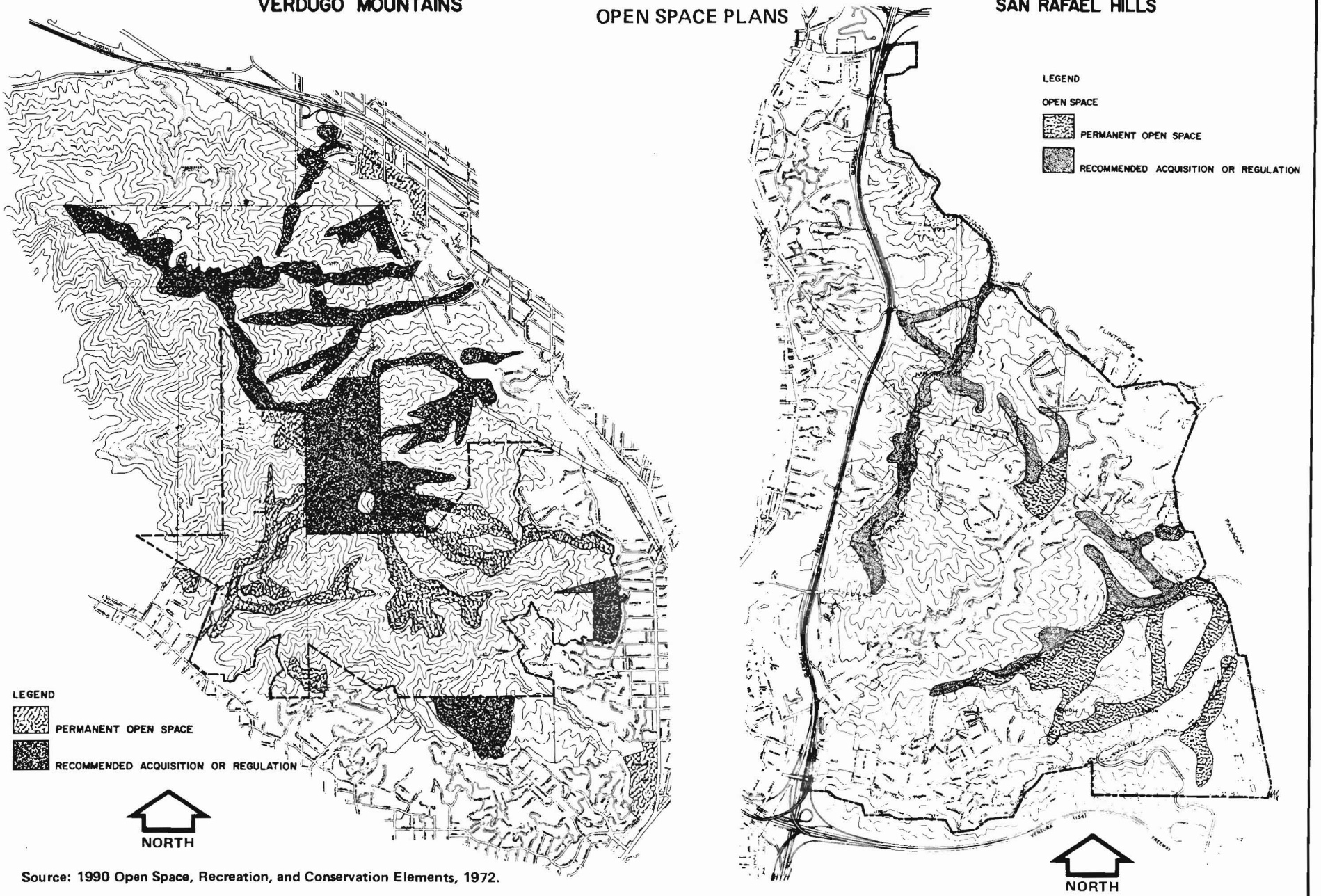
During the course of the plan, changes in development pressures, economic conditions, or technological abilities may necessitate the utilization of implementation techniques other than those previously described, to achieve the goals and objectives of the Land Use Plan. Methods which have little current or practical applicability and which do hold future promise, subject to State and local legislative amendments, include:

- Land Use Intensity - a land use system based on the relationship between floor space and lot size.
- Permit Moratoria - prohibits the issuance of permits for certain uses for a specified period of time.
- Taxation Deferral - reduced tax rate on land the owner agrees to maintain in its existing state.
- Transfer Development Rights - development rights are separated from a particular piece of land and transferred to another parcel so as to direct growth and development.

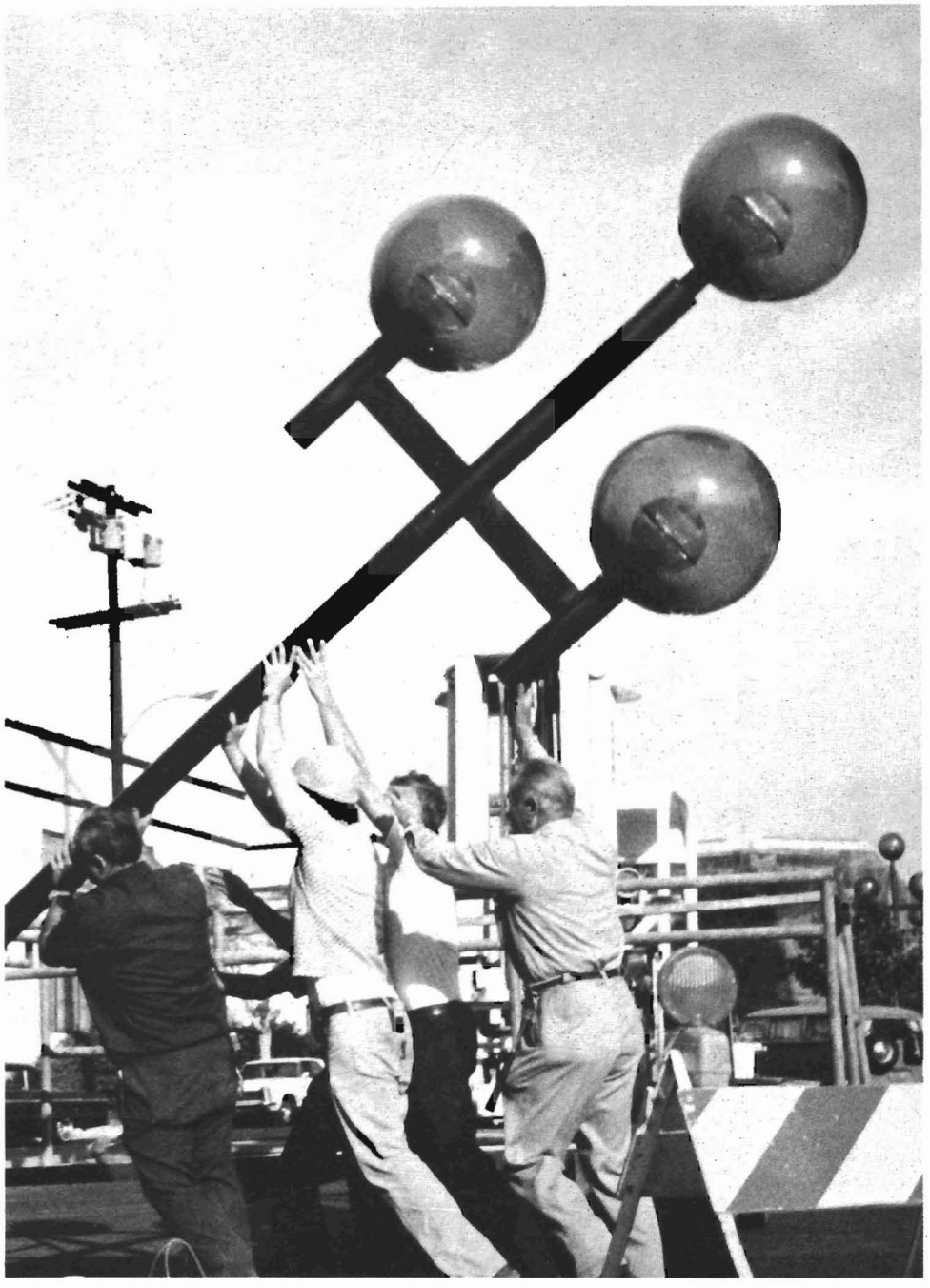
Further analysis of the alternative implementation methods provided herein are presented in Section V of this report.

MAP NO. 2

OPEN SPACE PLANS



Source: 1990 Open Space, Recreation, and Conservation Elements, 1972.



research & analysis

A. HISTORY AND GROWTH TRENDS

GENERAL HISTORY

Since its inception in the mid 1880's, Glendale has risen from a small township of approximately 150 acres to the third largest city in Los Angeles County containing a population of 138,990 and measuring 30.5 square miles in size by January, 1976.

Growth Through Annexation

The original townsite was created in the mid 1880's by the pooling of land by six individuals. In 1906, the City was incorporated and consisted of 1,486 acres. By 1920, the City had grown through nine annexations to over 7,000 acres. From 1920 to 1930, ten annexations brought the total area to 12,294 acres. The period 1930 to 1950 saw many small annexations culminating in the 2,160-acre Whiting Woods and Verdugo Mountains annexations, bringing the City area to 15,140 acres or 23.6 square miles. Following 1950, two major annexations, New York Avenue (in the La Crescenta area) and Upper Chevy Chase Canyon, and several smaller annexations brought the total area of the City to 29.3 square miles by 1965.

Since 1965, ten additional annexations have either taken place or are in the process of being approved (the largest of these being the 662.8-acre Inter-Valley Ranch).

Housing

Glendale presently contains 59,474 dwelling units, ranging from those just completed to some over 60 years old. [1] Of the existing 59,474 units, 29,792 or 50.1 percent are multiple family units, while 29,682 or 49.9 percent are single family residences. [2] There has been a slowing of the growth rate in terms of total residential unit construction and development over recent years, as indicated by Figure 3.

FIGURE 3

DWELLING UNIT GROWTH AND CHANGE 1950-1975

YEAR	TOTAL NO. OF DWELLING UNITS	AVG. ANNUAL GROWTH RATE
1950	38,548	---
1960	48,887	2.4%
1970	56,455	1.5%
1975	58,743	0.8%

Source: U.S. Census of Population & Housing, 1950, 1960, 1970; Planning Division, April, 1975

What the previous table does not indicate are the distinct housing trends developing over the past few years. Since the early 1950's, there has been an increasing trend toward multiple unit development as indicated in the following table:

FIGURE 4

RESIDENTIAL CONSTRUCTION – 1950–1974

	SINGLE FAMILY DWELLING	DUPLEX	APARTMENTS 3-8 UNITS	APARTMENTS 9-12 UNITS	APARTMENTS 13 & OVER UNITS
1950-54	1,924	900	1,905	458	497
1955-59	2,033	206	1,566	595	766
1960-64	1,587	168	2,625	1,776	3,830
1965-69	1,034	46	732	236	1,120
1970-74	576	24	362	82	3,940
TOTAL	7,154	1,344	7,190	3,147	10,153

Source: Building Section, Public Works, City of Glendale – Building Permits.

Figure 4 indicates a trend toward multiple family dwelling construction and the construction of larger residential complexes.

Associated with population increases and the development trend toward apartment residences are increases in housing densities. In 1950, the average housing density (on a city-wide basis) was 6.5 units per acre. By 1975, the density figure measured 10.0 units per acre, an increase of approximately 54% over the 1950 figure. This increase in housing density is reflected in the following maps which indicate housing trends and areas which have experienced significant increases in housing densities.

Land Use/Zoning (Historical Trends)

In this report, land uses in Glendale were grouped into five major categories: residential, commercial, public/semi-public, industrial, and miscellaneous. Related to such uses are zoning ordinances pertaining to regulation and location of permitted uses in the City. Of the total land area in the City, approximately 77% is zoned for residential use. Of the remaining land, 5% is zoned for commercial use, 3% for industrial use and 15% for special recreation.

Although the above figures descirbe existing zoning within the City, they do not accurately portray land use due to vacant land, zoning inconsistencies, incompatible land use, use variances, and other factors.

During the past 25 years, there has been a change in land use trends associated with population, housing and other growth factors. One such trend associated with increased growth and population is the increase in multiple unit construction as opposed to single family residences. Such trends serve to change the overall balance of land uses within the City. The balance or imbalance of land use as it presently exists is explored in the land use analysis section.

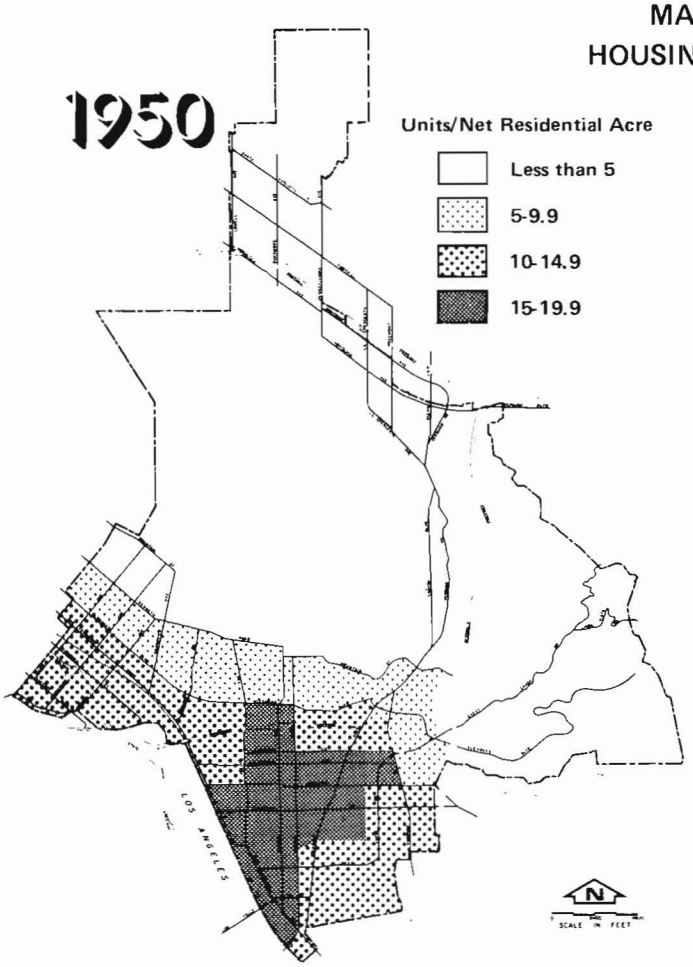
The following table indicates the change in major land uses during the period 1948-1974. The table represents land use surveys accomplished in the respective years. The 1974 data is derived from the Planning Division's computerized data bank entitled Glendale Land Use Information System (GLIS).

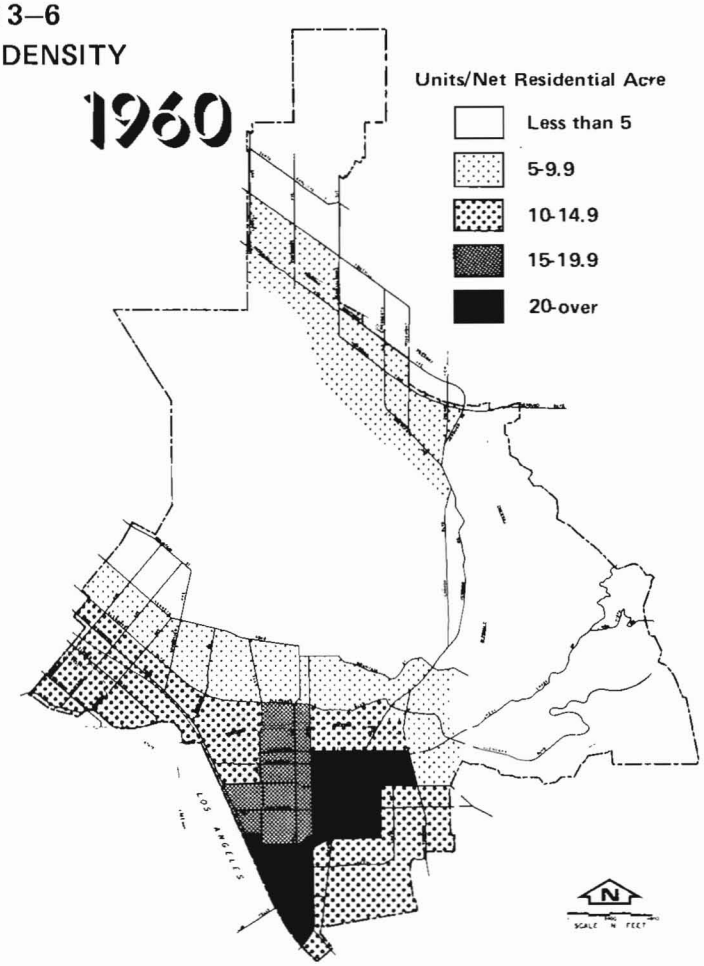
Single family acreage has increased steadily over recent years, however, its percentage of the City total has remained relatively constant. Multiple family residential use has increased substantially since 1948, increasing from 361.5 acres (1948) to 950.7 (1975), approximately 163%.

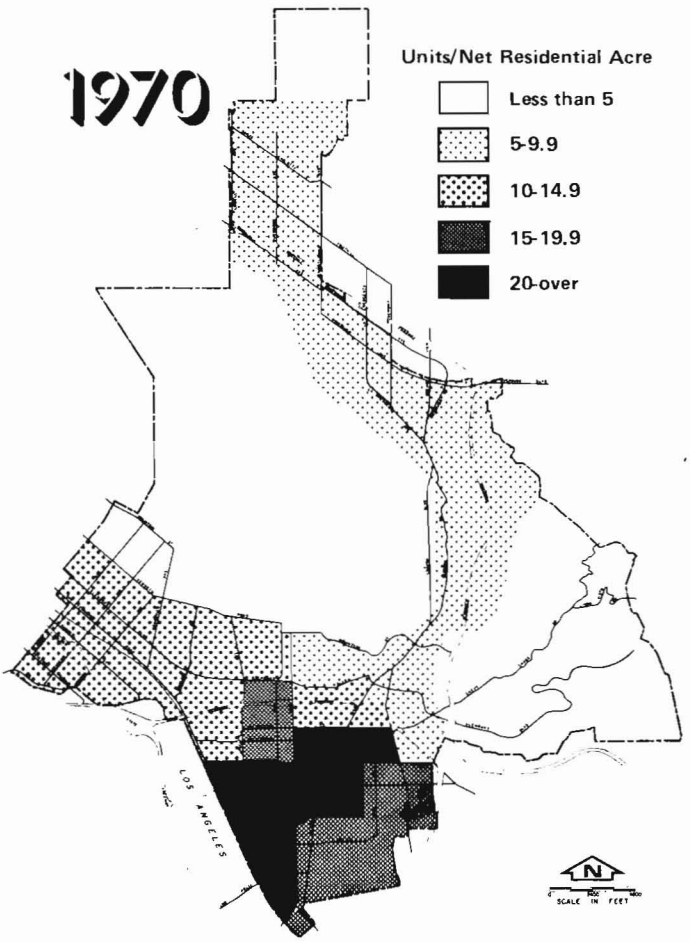
1 Housing Element, Glendale Comprehensive General Plan

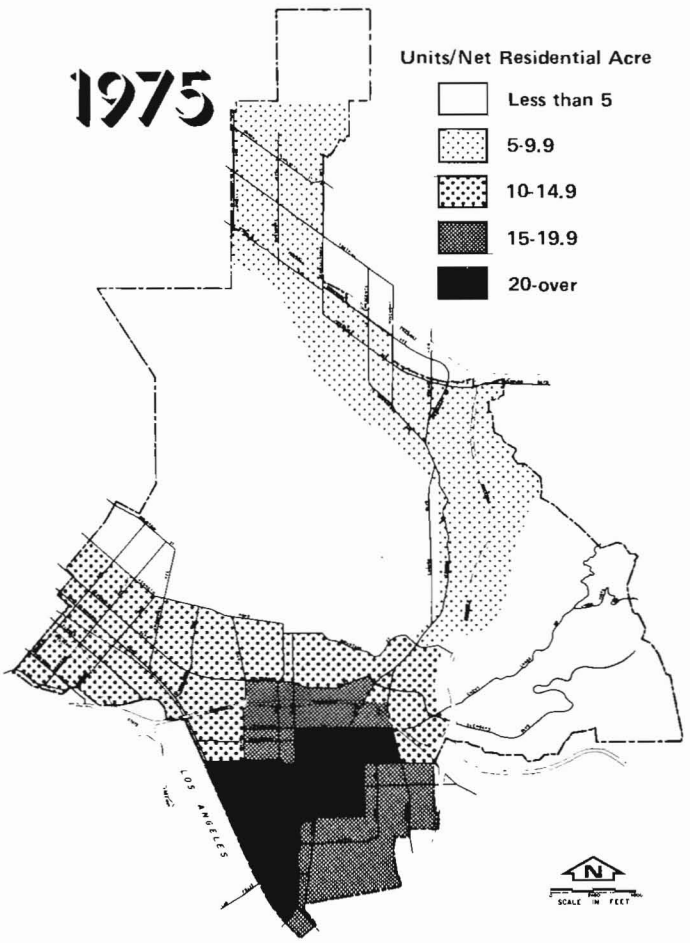
2 Glendale Population & Housing Quarterly Report, 7-1-75

MAPS 3–6
HOUSING DENSITY









Source: Planning Division, City of Glendale, 1976.

FIGURE NO. 5

LAND USE CHANGE BY MAJOR LAND USE CATEGORIES - 1948 to 1974
(Note: Percentages May Not Add Due to Rounding)

LAND USE CATEGORY	ACRES 1948	ACRES 1958	ACRES 1965	ACRES 1974	% OF CITY TOTAL 1948	1958	1965	1974
Residential								
Single Family	3,193.7	4,373.3	4,489.8	4,776.0	22.9	23.2	23.9	24.5
Two Family	394.9	441.0	385.0	350.7	2.8	2.4	2.0	1.8
Multiple Family	361.5	675.1	852.3	926.5	2.6	3.6	4.5	4.8
SUBTOTAL	3,950.1	5,489.4	5,727.1	6,053.2	28.3	29.2	30.4	31.1
Commercial/Industrial								
Commercial	338.7	425.1	491.7	535.4	2.4	2.3	2.6	2.8
Industrial	267.0	356.1	332.3	294.9	1.9	1.9	1.8	1.5
SUBTOTAL	605.7	781.2	824.0	830.3	4.3	4.2	4.4	4.3
Public and Semi-Public								
Educational	199.8	213.3	252.8	301.5	1.4	1.1	1.3	1.5
Parks and Recreation	749.3	900.0	818.7	1,358.5	5.4	4.8	4.4	7.0
Other	448.8	961.9	1,647.6	836.0	3.2	5.1	8.8	4.3
SUBTOTAL	1,397.9	2,076.2	2,719.1	2,496.0	10.0	11.0	14.5	12.8
Miscellaneous								
Agricultural	12.7	0.0	0.0	0.0	0.1	0.0	0.0	0.0
Cemeteries	112.8	104.9	106.5	114.1	0.8	0.6	0.6	0.6
Rivers, Washes, Sts., Fwys.	3,080.0	3,325.8	3,567.6	3,655.8	22.1	17.7	19.0	18.8
Vacant Subdivided Property								
Single Family (R1, R1R)	660.0	656.0	725.8	515.1	4.7	3.5	3.9	2.6
Three Family (R2)	0.0	6.6	7.1	7.3	0.0	0.0	0.0	0.0
Multi-Family (R3, R3R, R4, R4L)	156.4	51.5	79.3	60.6	1.1	0.3	0.4	0.3
Commercial (C1, C2, C3, CM, CA)	76.4	38.2	28.5	42.6	0.5	0.2	0.2	0.2
Industrial (M1A, M1, M2, M3)	20.8	40.5	38.8	12.4	0.1	0.2	0.2	0.1
SUBTOTAL	4,119.1	4,223.5	4,553.6	4,407.9	29.5	22.5	24.3	22.6
Unsubdivided and Conservation	3,892.6	6,199.1	4,959.1	5,681.5	27.9	33.1	26.4	28.5
TOTAL CITY AREA	13,965.4	18,743.4	18,782.9	19,468.9	100.0	100.0	100.0	100.0

Source: Planning Division, GLIS, 1974

Multiple family residential acreage as a percentage of City total has experienced an increase from 2.8% to 4.8% during this time period. Commercial use has experienced a general increase, expanding from 338.6 acres in 1948 to 657.1 acres in 1975. Industrial use since 1958, however, has been declining.

The City has experienced a general increase in the area of public and semi-public uses since 1948. Total park and recreation land has increased from 749.3 acres to 1,358.5 acres during the 27-year period (an increase of approximately 81%). Agricultural lands have virtually disappeared from the City. There has been a steady increase in land dedicated to streets, flood control, easements, freeways, etc. Acreage has increased from 3,080 acres (1948) to 3,656 (1974) and now represents 18.8% of the City total.

The amount of vacant subdivided land in the City has fluctuated during past years, but overall has declined on a City-wide basis as a result of growth and development.

B. IMPLEMENTATION ANALYSIS

Growth Policy and the controls or limitations placed on growth and development have traditionally fallen within the realm of subdivision regulations and zoning but have recently evolved to include restrictions or limitations related to optimum city size, and overall urban system impact. In current thinking, the legal aspects associated with growth policy, controls and limitations are brought to bear at the implementation phase. Two major implementation objectives include the control of timing of development and its spatial location. Both of these objectives are of primary concern relative to vital and continunig needs in Glendale. This includes control over the character of development by prevention of premature and spotty building in incompatible locations; maintaining balance among land uses; and constantly economizing the costs of municipal services and facilities while maintaining optimum levels of service. Glendale, with an abundance of land developed with older single family housing in its present high density residential zoning districts, and an abundance of prime single family vacant land in its mountainous areas, has reached a crossroads in

its development history where it must decide upon two issues: (1) What kind of growth is good and how to insure it is not premature; and (2) Where should growth occur and how to direct its location.

Growth Policy and managed growth is a solution to Glendale's urban problems. The techniques and strategies available, although not necessarily recommended, include the following:

- **Downzoning** - reduction of intensity of use by legislating a lower zone designation to a parcel or group of parcels.

- **Development Timing** - a system of phasing growth premised upon fact finding prior to decision making through socioeconomic and environmental analysis (particularly of municipal service systems), closely tied to fiscal budgetary issues and capital improvement programming.

- **Permit Moratoria** - provides a time-frame and/or geographical "holding approach wherein districts or certain use zones may be declared as unavailable for the development of more intensive uses than presently exist.

- **Capital Improvement Programming** - a vehicle whereby community services and facilities are analyzed in view of existing and future service capability; cost analysis of service improvement/expansion versus revenue of development to be served, and programmed improvements in a time frame (usually 5-6 years per program).

- **Taxation Deferral** - allows reduced taxation of land which the owner agrees to maintain in an existing state of low utilization. Penalties can be imposed for development prior to the end of the agreed upon term. (Some state legislation changes may be necessary to utilize this technique.)

- **Large Lot Zoning** - zoning ordinances which include low density requirements (i.e., ranging from one to two dwelling units per acre to as low as ten acres or more per dwelling.)

- **Land Banking** - land assembled by an agency and held for a designated use. May be used for maintenance of open space or assembly of land for development purposes at the appropriate time.

- **Development District Zoning** - utilization of capital improvement program to control timing and location of development. Development is directed through the provision of adequate public services to areas where development is desired. Commonly applied in underdeveloped areas, however, can be modified to include the provision of expanded service to meet increasing needs in developed areas.

- **Open Space Easements** - The City can purchase easements from property owners in order to maintain an area in an existing state, which do not necessarily result in long term land commitments.

- **Zoning Incentives** - allows discretionary granting of density and/or use bonuses to developers who agree to incorporate a desired amenity into a project, achieving development of amenities for which there may be insufficient incentives.

- **Land Use Intensity Restrictions** - a system of regulation of development based on the ratio of floor space to lot size with ratios used to designate different intensity use areas. Open space and recreation use requirements are specified, but placement of structures is less controlled.

- **Transfer of Development Rights** - development rights are separated from a particular piece of land and transferred (via an artificially created market mechanism) to other, specified, development districts. This technique has had limited application to date being used primarily for the preservation of historical districts.

- **Slope Criteria** - the determination of maximum allowable housing density in mountainous areas based upon the average slope of the natural terrain within a project area. Requirements for minimum areas to remain in a natural state or in open space area also usually specified. This concept allows flexibility for clustering of units and minimizing cut and fill operations to create a more sensitive environment than could be achieved under normal density requirements.

All of the above strategies and implementation methods have fundamental objectives in common. Embodied within each of these strategies is the overriding concept and goal of quality development. Every recent plan report prepared for Glendale, whether by Planning staff or by consultants, has shown four major areas of continuing need:

- Maintaining balance and compatibility among the various uses of the land;

- Retaining control of the eventual character of development by preventing sporadic and premature development;

- Achieving improved development standards and development intensity controls;

- Continuing to economize the costs of providing high quality municipal services and facilities.

Of the implementation techniques and strategies available, a number were ruled out as impracticable for Glendale following analysis of a number of factors. These factors include such considerations as difficulty of implementation, economic impact, legal precedent, applicability, complexity of administration and other considerations. These factors were then rated based on the relative ease or difficulty associated with each specific category. Following this, the resultant categories were classified as excellent, good, fair and poor. Figure 6 summarizes the findings of this analysis.

As indicated, of the implementation measures originally considered, four have greatest overall applicability in Glendale. These four include development timing, downzoning, permit moratoria and slope criteria. The following text provides a detailed explanation of these techniques and a critique of their applicability in Glendale.

Development Timing

DESCRIPTION

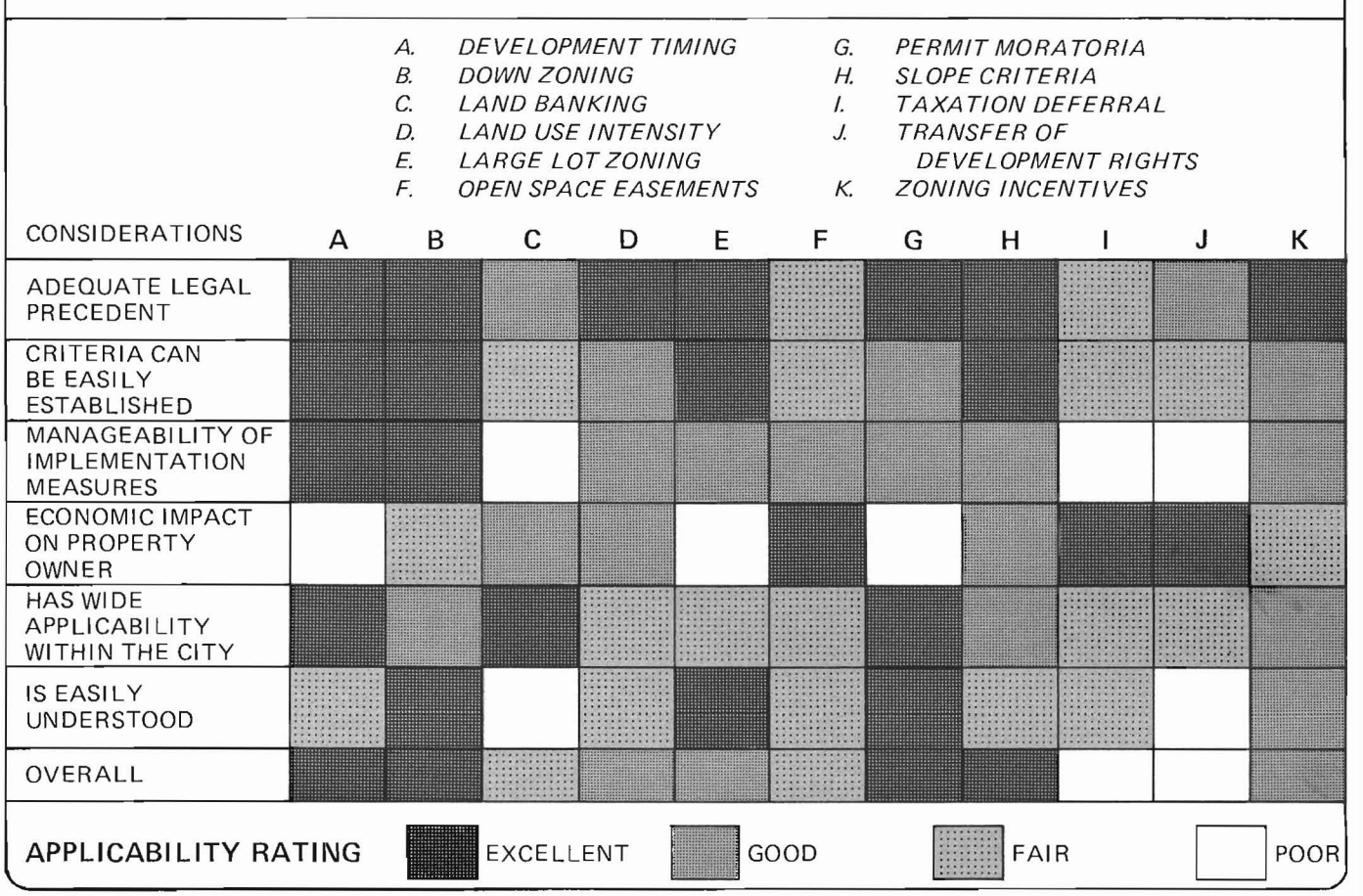
This approach serves to coordinate development plans with available services and facilities. Development is permitted only when it is determined that adequate public facilities exist to service such development (i.e., sewers, storm drains, electricity, parks and recreation space, etc.). This particular method could be initiated now to achieve Phase I of the Moderate Growth Plan (1980), and also could be utilized to implement other phases of the proposed plan.

There is a significant amount of underutilized multi-family residentially zoned land in the City. These areas have the potential for significant growth and development. Construction of multiple family residences to existing zoning standards could seriously affect local services in many areas should such development occur in a short period of time. The development timing approach serves to phase growth as recommended in the moderate growth alternative upon which the Land Use Element is based. The methodology involved is a careful review of available services and facilities prior to development. Other cities involved in such an undertaking have established a point system for reviewing development proposals with points being allocated for the kinds and amounts of services available to the project. The impact of the project on these services is also assessed at this time. If it is determined adequate facilities are not present, development is not permitted at the site. At this point, the developer has the option of relocating the proposed project elsewhere, or providing the necessary public facilities at his cost.

ANALYSIS

This method appears to be a rather effective tool to achieve the goals of the Land Use Element. However, it may be relatively complex and difficult to implement. Extensive analysis of City services would be required to determine the capacity of existing services. Also, careful scrutiny should be given to capital improvement programs to determine the adequacy of future services and facilities. Additionally, it may be necessary to establish a new use permit procedure to control the development of multiple family units. Some form of analysis such as the point system mentioned, would also be necessary to determine the acceptability of proposed development plans. Also, policy formulation would be needed to determine what measures would be followed if facilities are not present to accommodate a project. The applicant may pay into a fund designated for the purpose of providing the necessary facilities (the funding program, appropriate costs, etc. to be determined and established by the City), or growth may be encouraged in other areas of the City where service deficiencies do not exist.

FIGURE 6
ANALYSIS OF IMPLEMENTATION MEASURES



Downzoning

DISCUSSION

The practice of downzoning involves reducing the zone in a given area. This implementation technique has application in any growth policy. The first phase of the Moderate Growth Plan reflects the maintenance of existing densities in multiple dwelling unit zones, and implies a reduction in the allowed intensity of development where underutilization currently exists.

Most areas which are presently zoned for up to 58 dwelling units per acre (R4) exhibit a significant degree of underutilization. The average existing density in these areas ranges from 20 to 30 units per acre and there are some pockets where the density is less than 6 units per acre.

The Moderate Growth Plan reflects a concern over the ability of municipal service systems to adequately handle the loads which would be imposed if substantial development at R4 density occurred. Minor streets, sewer systems, etc., are already feeling the strain of existing development and may become seriously deficient as development continues. In order to avoid reaching load levels which overtax the service systems and require a crisis type response, the Moderate Growth Plan limits high density development in critical areas and encourages it in more appropriate locations.

The administration of a program of downzoning is not complex. Factors to be considered in determining where lower density zoning is to be applied include: (1) the existing average density; and (2) the ability of municipal service system to handle present and/or projected loads. Studies have indicated generalized areas where downzoning is appropriate, but detailed analysis will be required prior to implementation in order to determine specific locations.

The most controversial aspect of downzoning is that there may be real or imagined economic hardship involved, in the short run, to property owners in areas where downzoning occurs. Legal precedent, however, has held that the loss of potential profit is not considered "taking" unless the owner is deprived of all beneficial use of his land. Diminution of value is not interpreted as being the test. The issue of inverse condemnation is mitigated by the following factors: downzoning need not be permanent in that it is based on a plan which allows for future development relative to the ability of the City to provide adequate levels of municipal service; a condition exists that the property in question has not been rezoned for a substantial period of time; there is no basis to assume development under current zoning will ever occur; and finally, the proposed "new zoning" must be compatible with both existing uses and the general plan.

ANALYSIS

Downzoning is a straightforward, clearly definable way to reduce the allowable level of development where it is held to be necessary. Administration is not complex and does not require additional staff. The criteria, degree of underutilization and adequacy of service systems are relatively easy to establish.

The issue of "taking" has been raised repeatedly when downzoning has been used. The courts have generally upheld downzoning where it bears a "rational relationship" to the permissible stated objective of protecting the health, safety, and general welfare of the community (police power). In order to meet this criteria, there must be substantial supporting material indicating the reason for imposing downzoning, and how such action fits into the overall development of the community.

Since existing density is one factor which has been considered in the revision of zones, the problem of creating non-conforming uses is a consideration. In residential areas non-conforming uses would not be incompatible in that no area which currently contains any new multiple-family development is being proposed for downzoning to where that use would not be allowed. The density may, however, exceed that permitted. Downzoning will have no impact on mixed residential areas; in fact, lower densities will beneficially affect such mixed areas.

Permit Moratoria

DISCUSSION

Permit moratoria can be used to prevent further development until the planning process has been completed and permanent controls to implement the plan have been developed. In the recommended Plan, permit moratoria can be used to allow initiation of other implementation measures such as holding development to present or planned levels until permanent controls have been developed. Permit moratoria are also applicable in areas which exhibit underutilization, and where permanent controls for limiting and timing development are necessary in view of the recommended Plan.

The main considerations when framing a policy involving permit moratoria are the length of time they will be in effect and the planning program they are to implement. The courts have upheld permit moratoria imposed for specific, limited periods of time and which clearly furthered sound planning principles. Moratoria which are open-ended or are used for disguised purposes such as excluding certain classes or groups, or preventing all development, have consistently been rejected by the courts.

As envisioned in this growth policy, permit moratoria would be used for a limited period of time until permanent controls could be developed and implemented. The goal of permit moratoria as proposed here, is the same as the other implementation measures, namely to direct development to appropriate areas.

ANALYSIS

Permit moratoria are useful under certain circumstances, the main example being the halting of certain kinds of

development until permanent controls can be developed and implemented. Since the proposed Land Use Element allows for development and contains a timetable for sequentially releasing land for higher density development, the purpose of the moratoria is not likely to be subject to question, only the period of time for which they are to be utilized.

This course of action involves a number of disadvantages. Considerable time would be required to establish criteria for imposing moratoria and determining the precise areas to be affected. The concept of permit moratoria, while not particularly complex, could cause misunderstanding as to the purpose and length of time it would be in effect. The main problem in utilizing permit moratoria is developing a sound plan which can be implemented during the period the moratoria will be in effect. The use of the moratorium has been held to be a legitimate exercise of police power when used for defensible planning purposes.

Slope Criteria

DISCUSSION

The method utilizes the existing average slope in mountainous areas to determine the allowable maximum density for residential development.

There are several methods in which slope criteria may be computed. The Land Use Element recommends that the overall density of a project be used as a function of natural average slope, with provision for administrative discretion in allowing density bonuses for designs which exceed minimum standards. This methodology should also include a requirement based on a function of average slope of the amount of land to remain in a natural state (i.e., no cut and fill), and areas to be developed exclusively for recreation purposes.

The advantages of this system revolve around flexibility of design. The determination of allowed density for a given parcel is based on engineering and geographic considerations, and is thus not vulnerable to the charge of being arbitrary (as long as the standards are carefully drawn and equally applied).

ANALYSIS

This method is relatively easy to establish and administer. It allows flexibility while maintaining clear criteria which are easily understood by those affected. The legality of this technique is established and not of great concern as long as reasonable standards are applied. The process for granting density bonuses requires an accountable procedure with clear and reasonable criteria.

C. DEVELOPMENT CONSTRAINTS

Future development within the City will be faced with a variety of considerations and constraints ranging from environmental issues to economic impact concerns. Of particular interest at this time is the impact of development on existing and future services. Other developmental impacts are addressed in separate sections of this report.

At the present time deficiencies exist in several municipal services. Present areas of concern include projected deficiencies in electrical generation capacity, sanitary sewers, water supply and related facilities, storm drains and undersized streets. The deficiencies that presently exist as well as those projected in the future are primarily a result of recent growth and development pressures within the City, although increased consumption by existing customers is also a factor in energy demands.

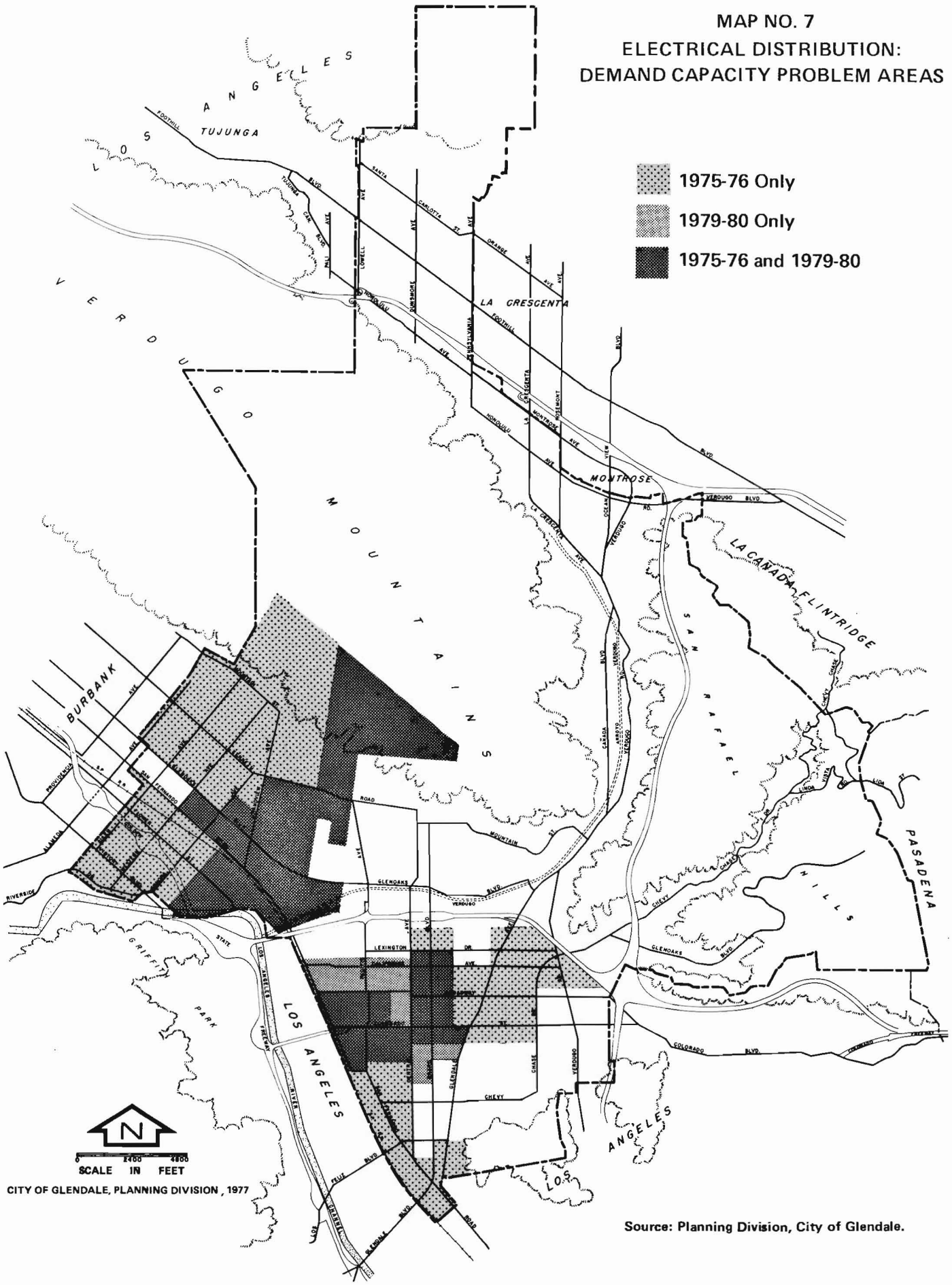
Glendale is one of the few cities in Southern California that supplies its own electrical power. This power is provided from two major sources, an electric power generating plant owned and operated by the City, and contractual agreements for the provision of electrical power sources outside the City. At the present time, the total capacity of this system is 277.5 MW (mega watts). Of this total, the existing Glendale plant can provide a maximum of 225 MW. The percentage of electrical power provided the City from outside sources varies from month to month depending upon the amount of electricity for sale through contractual agreements. (For example, in 1975, Glendale's power plant provided 59% of the total as a greater amount of energy was available from outside sources.) A number of these contractual agreements are exchange agreements whereby Glendale may be required to return electricity at a later date. At the present time, industry consumes 21% of all electric power, residential uses 36.3%, commercial 37.8%, while an additional 4.9% is devoted to miscellaneous uses.

The most recent projected power system requirements for 1985 is estimated at 310 MW, indicating an increased need for new power generating sources.

Plans prepared for the Public Service Division are now being implemented by an increase in generating capacity through the installation of new turbines and revitalization of old equipment, and wherever possible, utilization of additional outside sources of energy. The City plans to have, now under construction, a new gas turbine operational in 1977 (which with additional measures will increase the system's capacity by approximately 60 KW) and is seeking additional sources of capacity (geothermal, methane gas, nuclear, coal, etc.).

The electric power generated by the City of Glendale generating plant and the outside sources of power are directed to 12 substations throughout the City. Although for several years in the past the demand in a number of service areas has approached the capacity of the substation serving the area, the City has altered the service area to balance out the demand and capacity to suitable levels. This practice makes for efficient utilization of equipment and capacity. Where additional substation capacity is needed, additional equipment may be installed in an existing substation or a new substation may be constructed. Newly installed capacity may be used to provide relief to immediate surrounding areas or to other substation service areas relatively removed. At the present time, Montrose substation has relieved the area served by the New York substation and Glorietta substation. The Columbus substation has been completed to serve the additional electrical demands in the redevelopment area. These substation capacity additions will enable the City to continue to provide efficient, reliable service for a considerable period of time.

MAP NO. 7
ELECTRICAL DISTRIBUTION: DEMAND CAPACITY PROBLEM AREAS



Source: Planning Division, City of Glendale.

Another municipal service in which localized deficiencies presently exist is the sanitary sewage system. Map 13 indicates the location of existing and future deficiencies. Generally, the sewage system is in reasonable condition and functions normally. However, some defects and undersized lines may defer future growth and development in certain areas.[1]

The storm drain system for the City is described as being basically adequate and able to meet most of the current demands.[2] However, certain known deficiencies do exist. Water run-off and drainage problems currently exist in the industrial area located on the west side of the City south of San Fernando Road. Other deficiencies exist along Chevy Chase from Verdugo to Adams, and some limited problem areas are located along Glendale Avenue and in the North Glendale area (see Map 14).

With the exception of the Park Manor Pumping Facilities, in the San Rafael Hills, the existing water facilities are adequate to accommodate present conditions. The present source of water for Glendale is mainly that imported by the Metropolitan Water District with a supplement from local groundwaters. In most areas of the City arterial water mains and pumping and storage facilities are adequate to meet existing and future needs. However, there are several relatively large areas where further development will require extensive expansion of water transmission, pumping and storage facilities.[3] One of these is the North Glendale area, which in the event of any further development, will require a large water transmission main in Verdugo Road from Glenoaks Boulevard to Broadview Drive, pumping stations within this reach and additional storage facilities in areas to be developed. Some of these facilities could be constructed in phases to accommodate developments.

In addition, development in all areas of the Verdugo Mountains above elevation 1,550, and some areas above elevation 1,190, would require additional water transmission, pumping and storage facilities. Another area that would require similar facility expansion is in the San Rafael Hills above elevation 1,190 in the vicinity of College Hills.

It should be noted that there are many areas of the City that, should major development take place, water distribution mains in the vicinity of the development would either have to be replaced with larger mains or would have to be cleaned and lined in order to meet increased water demands. These conditions are especially significant in areas zoned for high density residential development and containing a substantial number of four-inch water distribution mains. These areas are generally shown on Map 15.

Another area of concern with regard to existing service deficiencies is the width of many of the existing streets within the City. A great number of streets in the original City (now primarily the southern portions of Glendale) were designed to the standards prevalent in the early 1900's. Many of these streets are located in areas zoned for high density residential use. Where streets are 32 feet or less in width and where parking is permitted on both sides, the remaining roadway is insufficient for safe travel in both directions. This seriously limits accessibility to certain areas of the City while contributing to traffic congestion, etc. Map 16 indicates the major problem areas in high density areas throughout the City. Undersized streets are prominent in West Glendale straddling Glenoaks Boulevard. A relatively high concentration of these deficiencies are located in the south and southeast portions of the City. Other problem areas are located in the Verdugo Canyon immediately east of Verdugo Road, and in the high density residential areas north of Glenoaks and west of Brand. Although substandard streets also exist in low density residential areas, the problem is not a significant one.

Natural Development Constraints

The characteristics of the natural environment presents inherent constraints which must be considered prior to development in certain portions of the City. The constraints are primarily physical (topography), hazard related (fire, flood, and seismic), and related to conservation. These conditions can affect new development in the undeveloped mountainous areas as well as developed portions of the City.

Topography in the mountainous portions of Glendale is steeply sloping and well disected with stream channels. To develop in these areas necessitates extreme terrain modification. This can result in economic burdens as well as considerable public reaction.

The presence of the natural chaparral vegetation in the hillside causes high and extreme fire risks. Although little natural fuel is associated with fringe area developments, the possibility of brush fires damaging such areas exists.

The occurrence of fire in many of the hilly areas (see Map 17) of Glendale can also create other safety hazards during the wetter portions of the year. Large scale fires can remove significant amounts of native vegetation thereby lessening the water holding capability of the local hillsides. Given heavy prolonged rainfall common to Southern California during the winter, floods and more importantly, mudflows, can and do occur.

The primary seismic hazard in the City is strong to severe ground shaking generated by movement of the Sierra Madre, San Andreas, or Raymond Hill Faults. The recently adopted Seismic Safety Element included the following land use recommendations: (1) construction should be prohibited directly atop or astride the Sierra Madre, Verdugo, and Sycamore Canyon Faults; (2) critical facilities should not be constructed in seismic zones IB, IC, or IIB; nor should they be placed within areas subject to liquefaction and (3) land use controls may be established for those zones in which the effect of a combination of individual natural hazards results in a high level of overall hazard. Figure 7 and the accompanying Seismic Hazard Map (Map 18) summarize land use restrictions as identified in the Seismic Safety Element.

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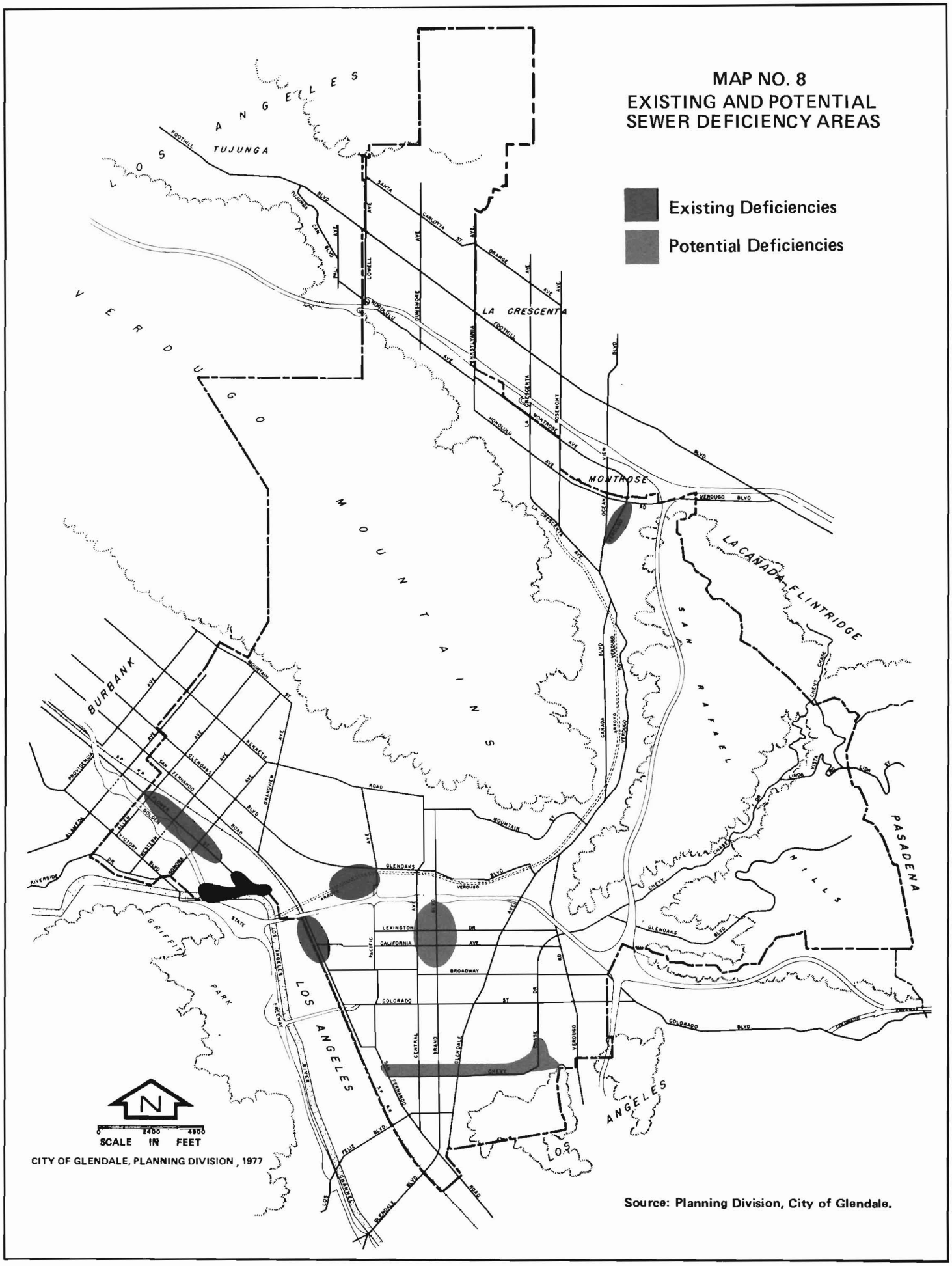
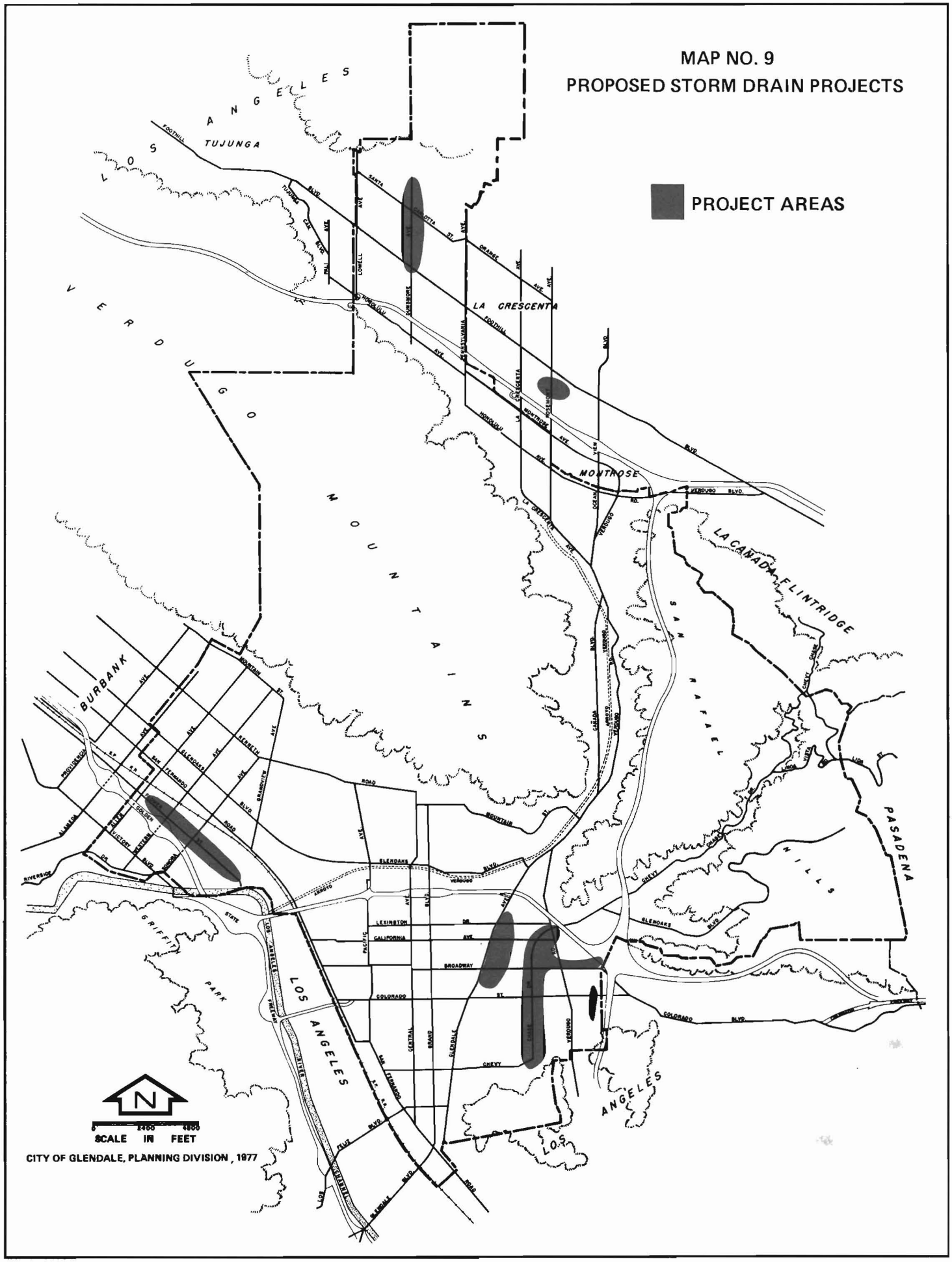
[1] *Public Works Division, Sewer Section, February, 1975.*

[2] *Public Works Division, Storm Drain Section, February, 1975.*

[3] *Public Service Division, Water Section, April, 1975.*

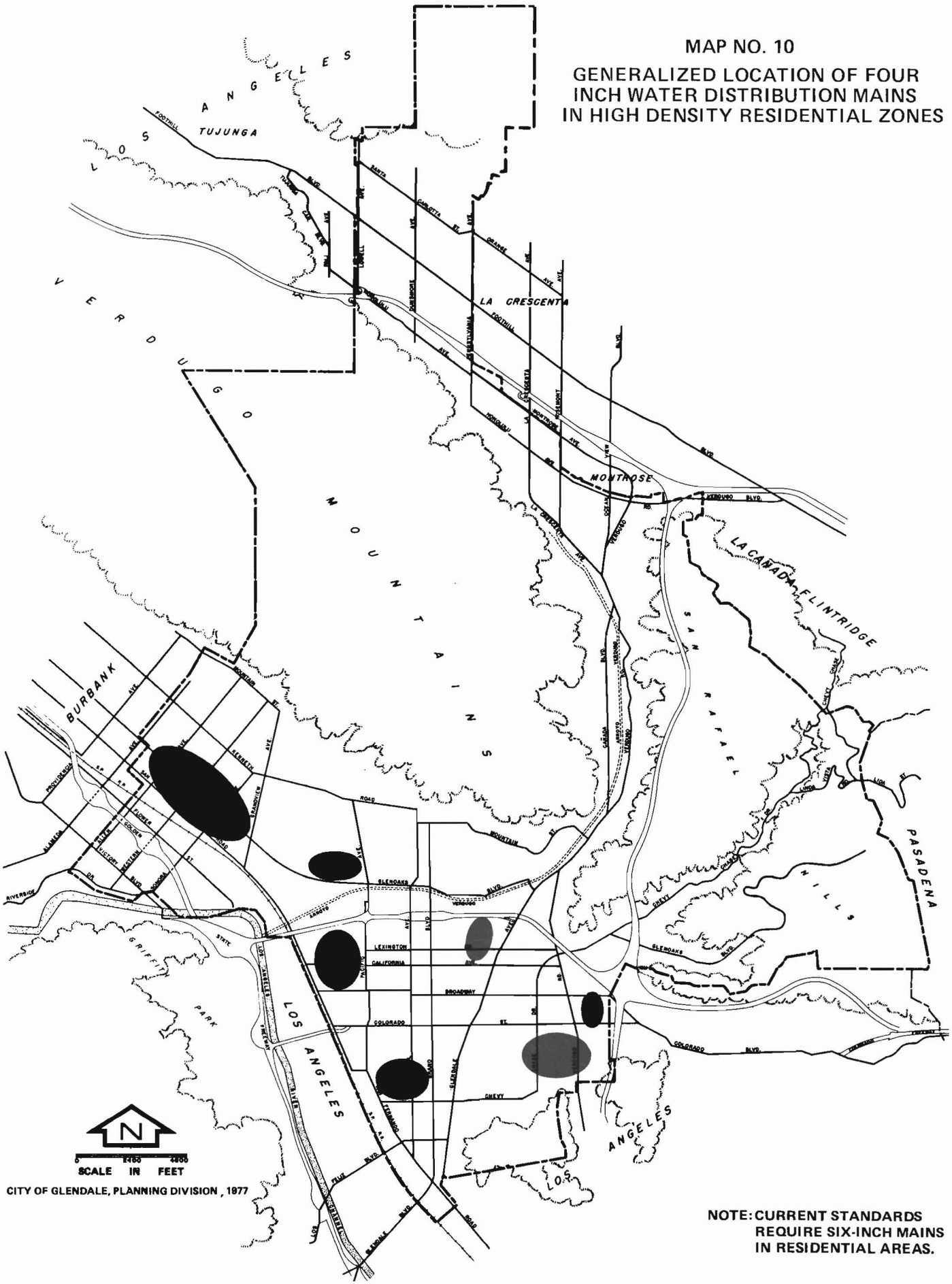


Source: Planning Division, City of Glendale.


MAP NO. 9
PROPOSED STORM DRAIN PROJECTS
PROJECT AREAS
LOS ANGELES
TUJUNGA
VERDUGO MOUNTAINS
LA CRESCENTA
MONTROSE
LA CANADA FLINTRIDGE
SAN RAFAEL HILLS
PASADENA
BURBANK
GRIFFITH PARK
LOS ANGELES
N
0 2400 4800
SCALE IN FEET
CITY OF GLENDALE, PLANNING DIVISION, 1977

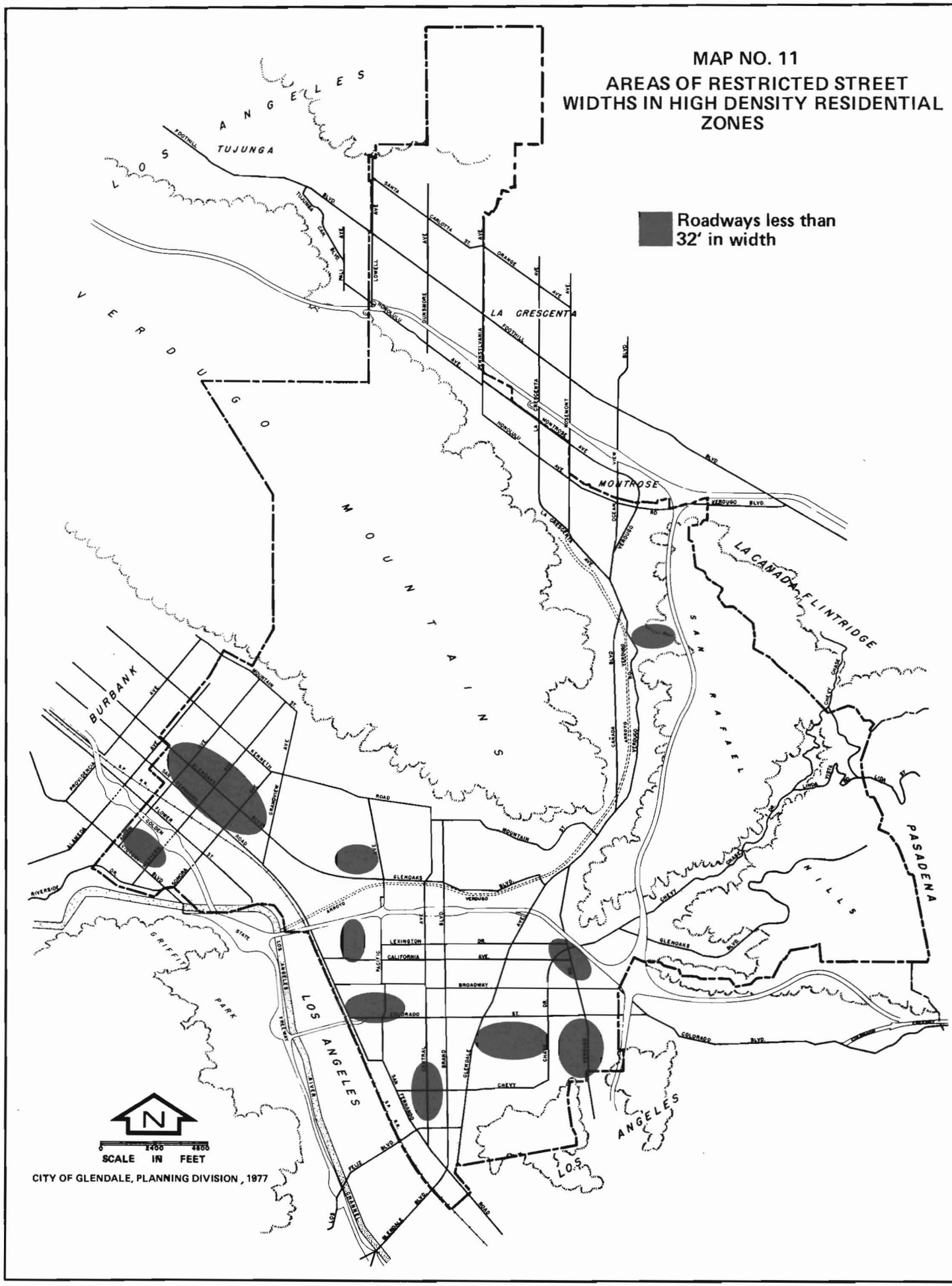
MAP NO. 10

GENERALIZED LOCATION OF FOUR INCH WATER DISTRIBUTION MAINS IN HIGH DENSITY RESIDENTIAL ZONES



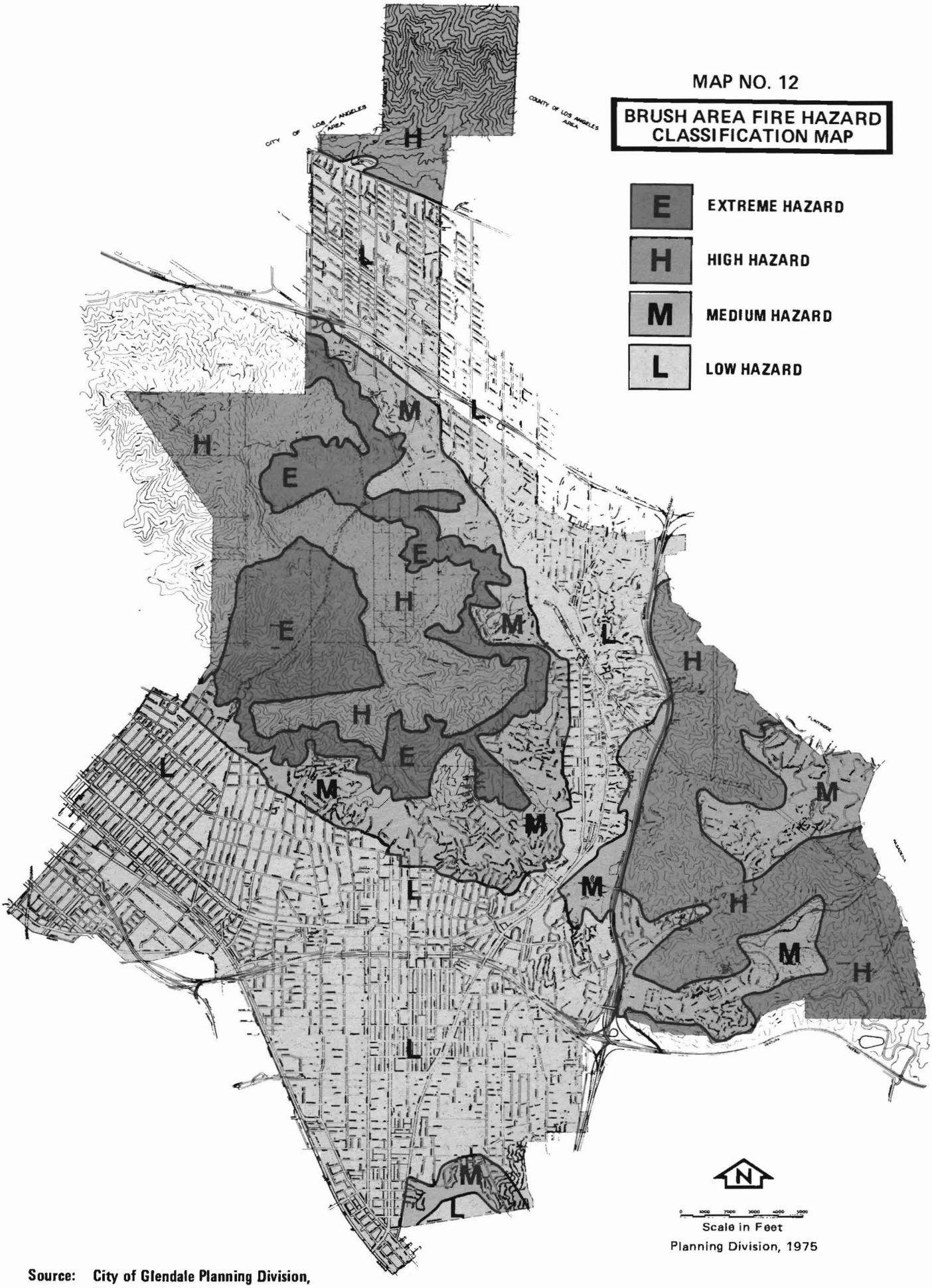
CITY OF GLENDALE, PLANNING DIVISION, 1977

NOTE: CURRENT STANDARDS REQUIRE SIX-INCH MAINS IN RESIDENTIAL AREAS.


MAP NO. 11
AREAS OF RESTRICTED STREET WIDTHS IN HIGH DENSITY RESIDENTIAL ZONES
Roadways less than 32' in width
LOS ANGELES
TUJUNGA
LA CRESCENTA
MONTROSE
VEROUGO MOUNTAINS
LA CANADA FLINTRIDGE
SAN RAFAEL HILLS
PASADENA
BURBANK
GLENDALE
LOS ANGELES
GRIFFITH PARK
N
0 2400 4800
SCALE IN FEET
CITY OF GLENDALE, PLANNING DIVISION, 1977

MAP NO. 12

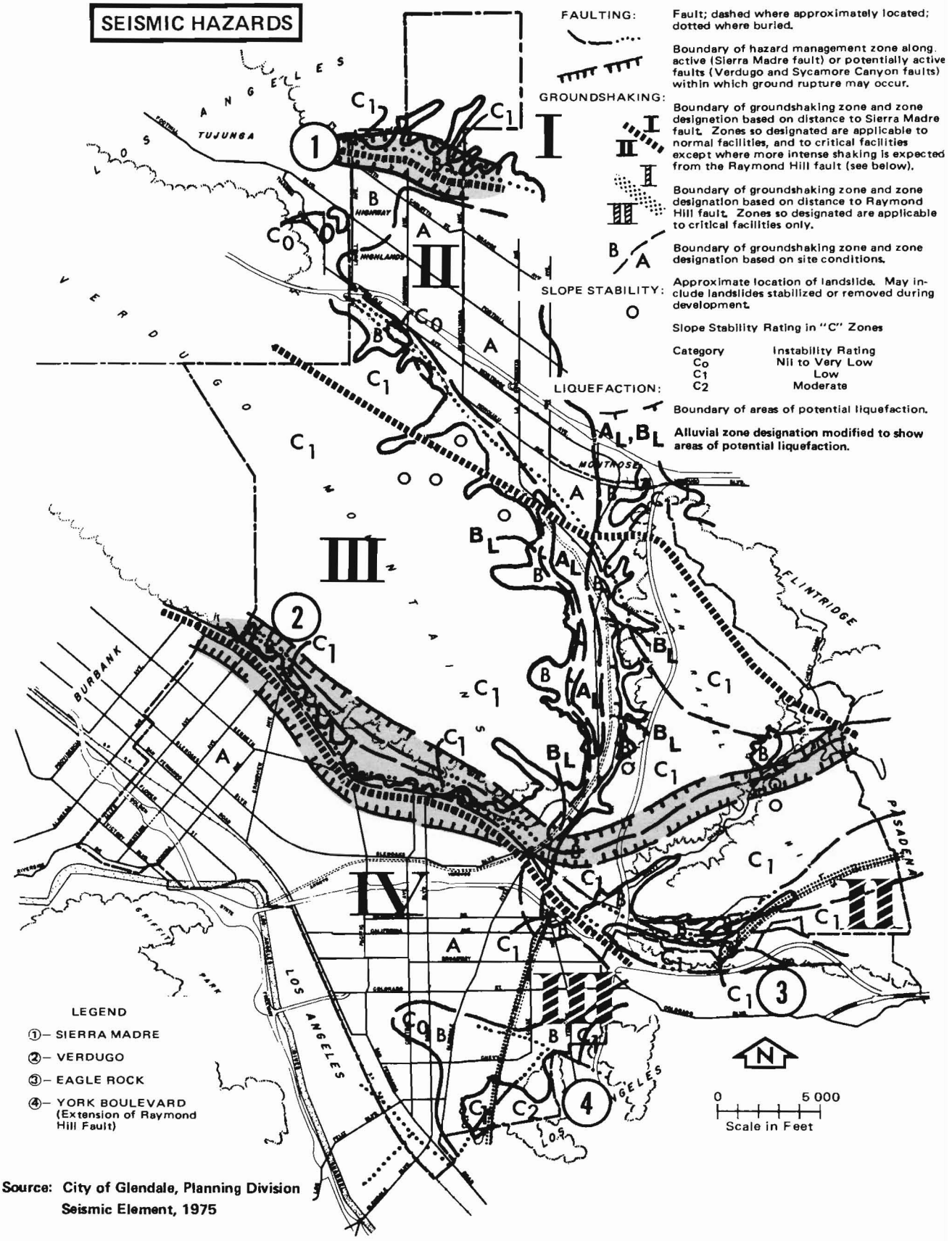
BRUSH AREA FIRE HAZARD CLASSIFICATION MAP



Source: City of Glendale Planning Division, Fire Division. Envicom Corporation

MAP NO. 13

SEISMIC HAZARDS



Source: City of Glendale, Planning Division
Seismic Element, 1975

FIGURE 7

SEISMIC, LANDSLIDE AND LIQUEFACTION ZONES

	BUILDING TYPE/LAND USE	IB	IC	IIA	IIB	IIC	IIIA	IIIB	IIIC	IVA	IVB	IVC	HMZ	CO	C1	C2	E	A_L	B_L
CRITICAL FACILITIES	Power Plants (nuclear, fossil fuel), large dams, Civil Defense Headquarters, Major Electrical Facilities.	⊗	⊗	○	⊘	●	●	⊘	●	●	⊘	●	⊗	●	○	⊘	⊘	⊗	⊗
	Power Communication sub-stations, Hospitals, Schools, Fire/Police offices, Radio/TV/Microwave stations, Major Highways/Bridges/Tunnels/ Aqueducts/Pipelines, Public Buildings, Theatres/ Auditoriums, Sewage Treatment Plants, Water Works, Utility Lines, Railroad Lines.	⊘	⊘	●	⊘	●	●	○	●	●	○	●	⊗	●	○	⊘	⊘	⊗	⊗
NORMAL FACILITIES	Office Buildings, Commercial Centers, Hotels/ Motels, Heavy Industrial, Minor Public Buildings, Most Roads, Grade Crossings, Minor Utility Operations.	⊘	⊘	●	○	●	●	○	●	●	●	●	⊘	●	●	○	⊘	⊘	⊘
	Residential Housing (Attached/Detached) Single Family, Apartments, Condominiums, Town-houses.	○	○	●	●	●	●	●	●	●	●	●	⊘	●	●	○	○	○	○
LIMITED FACILITIES	Light Industrial/Commercial Factory/Warehousing Operations, Service Stations, Large Recreational Parks, Managed Mineral Resource Development.	○	○	●	●	●	●	●	●	●	●	●	○	●	●	○	○	○	○
	Regional/Community Parks, Minor Recreational Centers, Open Space, Refuse Disposal sites, Agriculture.	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●

Explanation ● Generally Suitable ○ Provisionally Suitable ⊘ Generally Unsuitable ⊗ Restricted

Notes:

This Chart is for general land use planning only. Suitability for specific uses for a specific site must be confirmed by further investigation. An area evaluated as generally unsuitable for a particular use does not necessarily preclude the use, if no other suitable alternative sites are available, and provided that all potential hazards can be mitigated. In the case of restricted areas, mitigation is extremely difficult and in some instances, impossible.

D. GROWTH ALTERNATIVES

Introduction

The concept of a Growth Policy as an integral part of the Land Use Element is a relatively recent developmental-planning strategy. Growth is no longer the single-minded goal of local government and planning agencies. Concern for continued growth has arisen from the realization that development brings with it a variety of costs–social, economic and aesthetic–as well as benefits. A Growth Policy advocates the development of a course of action for growth on an urban systems basis.

Growth, change, and even lack of change, all have an impact on the environment and our urban systems. It is not intended for the Growth Policy to displace the Land Use Element's traditional function, but rather that it should become an integral part of the Element through which a viable and desirable distribution of land uses and other related systems may be directed. Growth Policy, as set forth herein, is utilized in order to establish a rational framework for decision making related to growth, recognizing at the same time that social, economic, physical and environmental systems are constantly in a state of evolution.

The primary elements of a Growth Policy for Glendale involve the regulation of the timing and location of development. Through the regulation of these prime concerns, growth management can be implemented so as to adequately assess and direct future growth within the City.

Several alternatives are available to serve as guidelines to various levels of growth within the framework of a Growth Policy. The representative alternatives are High Growth, Moderate Growth and Low Growth and are briefly described as follows:

HIGH GROWTH... a policy advocating a high growth rate in Glendale would essentially involve implementing the existing zoning map and ordinance regarding construction of apartment houses and multi-story condominiums throughout the City and advocating accelerated development of hillside subdivisions. Accelerated capital improvement fund expenditures would be required.

MODERATE GROWTH... this policy offers continued growth based upon a management policy which advocates and directs growth through a variety of land use controls and development strategies. It would also require that socio-economic impact analysis be performed coincidentally with environmental impact analysis prior to development. This approach would allow pre-planning and improved levels of service in all areas of the community.

LOW GROWTH... a low growth policy would advocate very limited growth emphasizing development areas both as to preferred types of development as well as preferred locations. The techniques and strategies employed by this policy would require an initial moratoria on develop-

ment to permit a detailed economic impact analysis by which growth costs versus revenues could be evaluated, and municipal service deficiencies could be identified on a specific area basis.

HIGH GROWTH

The high growth policy involves a continuation and acceleration of existing zoning distribution and development standards within the City. This policy would have a substantial growth impact on the City. Property would be permitted to develop to the maximum standards of the applicable City ordinances currently in effect.

Much of the existing zoning within the City is not developed to its permitted potential. Adoption of a high growth policy would foster virtually uncontrolled growth throughout the City and place heavy economic burdens on the public sector as services need to expand to accommodate sporadic growth in scattered locations.

If this policy is followed, the City could accommodate as many as 245,300 persons. Synonomous with this population increase would be a housing density increase. As the following figure indicates, the total number of housing units within the City would reach over 133,000 units when maximum development is achieved.

FIGURE 8
HIGH GROWTH POLICY ALTERNATIVE

LAND USE	NET DEVELOPABLE ACRES	ESTIMATED DWELLING UNIT CAPACITY	ESTIMATED POPULATION CAPACITY
Residential:			
Very Low Density	---	---	---
Low Density	8,295	41,910	104,800
Moderate Density	---	---	---
Medium Density	310	9,300	16,300
High Density	1,693	76,190	114,300
Very High Density	101	6,570	9,900
Commercial	779		
Light Industrial	202		
Industrial Park	320		
Recreation/Open Space	4,367		
Public/Semi-Public	308		
TOTAL	16,375	133,970	245,300

As Figure 8 indicates, Glendale's housing stock would increase by approximately 75,000 units, a 152 percent increase over its present day level of 58,743 units. Associated with this increase in housing stock is a change in the kind of housing available. There has been a marked trend toward the construction of multiple family dwellings as opposed to single family dwellings during recent years. Presently, 51 percent of the existing dwellings in the City are multiple family units. If the high growth is implemented, it is estimated that this trend would be accelerated to the point that by the time maximum development is achieved, almost 70 percent of the residential units in the City would be multiple family units. This could, in turn, create a change in the character of the population which will affect other areas of the City such as schools, commercial buying power, and transportation needs. Most of the proposed high density development would be located south of the Ventura Freeway around the City's Central Business District. Growth of low density residences is expected to occur north of this area, primarily in the mountainous areas.

Commercial and industrial uses could experience significant amounts of growth as much of the land zoned for these uses is underutilized. Of the 779 acres zoned for commercial use, approximately 390 acres are presently involved in this use. Approximately 522 acres are indicated to accommodate industrial use while only 259 acres are devoted to such use.

The high growth policy assumes development of existing privately owned hillsides and mountainous areas to the current low density standards. From an environmental, aesthetic, and open space viewpoint, such development would destroy much of the intrinsic value of the mountainous areas within the City. Development of this type may require extensive cut and fill operations and could eliminate many scenic vistas.

The high growth plan would be relatively simple to implement as it essentially entails the continuation of existing policies and standards relative to development pressures. Development would be allowed to continue to the standards established by existing zoning ordinances or be encouraged by ordinance incentives.

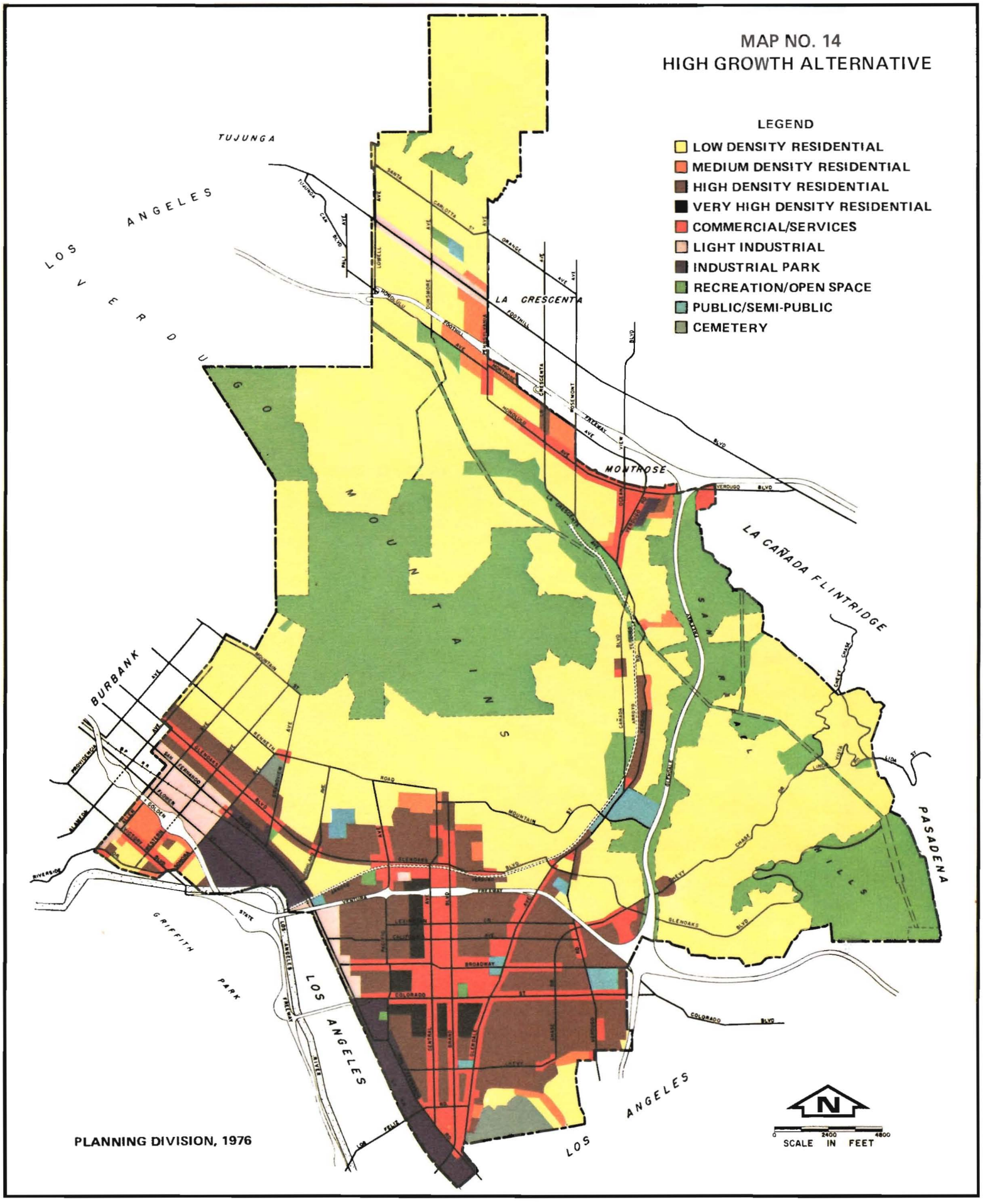
MODERATE GROWTH

A moderate growth policy involves the direction and management of growth within the City. This policy involves a "phasing" process consisting of five year development guides regulating the pattern in which growth should occur. The timing and location of growth would be directed in such a way that future growth would be compatible with City provisions and policies. Growth would be encouraged in areas most suitable to accommodate development.

The development potential of an area would be determined through an analysis of available public services. In those areas where services and facilities are not available, growth would be delayed or directed elsewhere until such time as adequate facilities are available. Such a policy would permit continued growth within the City while providing the necessary time and facilities to allow growth to occur in an orderly planned manner. Development would not be recommended in areas deficient in services until these areas are prepared for development (i.e., installation of new water mains, street widening, etc.).

FIGURE 9
MODERATE GROWTH POLICY ALTERNATIVE

LAND USE	NET DEVELOPABLE ACRES	ESTIMATED DWELLING UNIT CAPACITY	ESTIMATED POPULATION CAPACITY
Residential:			
Very Low Density/Open Space	2,747	4,120	10,300
Low Density/Open Space	649	1,950	4,900
Low Density	5,207	25,650	64,100
Moderate Density	394	7,880	15,800
Medium Density	975	29,250	58,500
High Density	447	20,120	30,200
Very High Density	72	4,680	7,000
Commercial	860		
Light Industrial	69		
Industrial Park	442		
Recreation/Open Space	4,196		
Public/Semi-Public	317		
TOTAL	16,375	93,650	190,800


MAP NO. 14
HIGH GROWTH ALTERNATIVE
LEGEND
LOW DENSITY RESIDENTIAL
MEDIUM DENSITY RESIDENTIAL
HIGH DENSITY RESIDENTIAL
VERY HIGH DENSITY RESIDENTIAL
COMMERCIAL/SERVICES
LIGHT INDUSTRIAL
INDUSTRIAL PARK
RECREATION/OPEN SPACE
PUBLIC/SEMI-PUBLIC
CEMETERY
TUJUNGA
LOS ANGELES
LA CRESCENTA
MONTROSE
LA CAÑADA FLINTRIDGE
BURBANK
GLENDALE
PASADENA
GRIFFITH PARK
LOS ANGELES
LOS ANGELES
SAN RAFAEL HILLS
VERDUGO MOUNTAINS
PLANNING DIVISION, 1976
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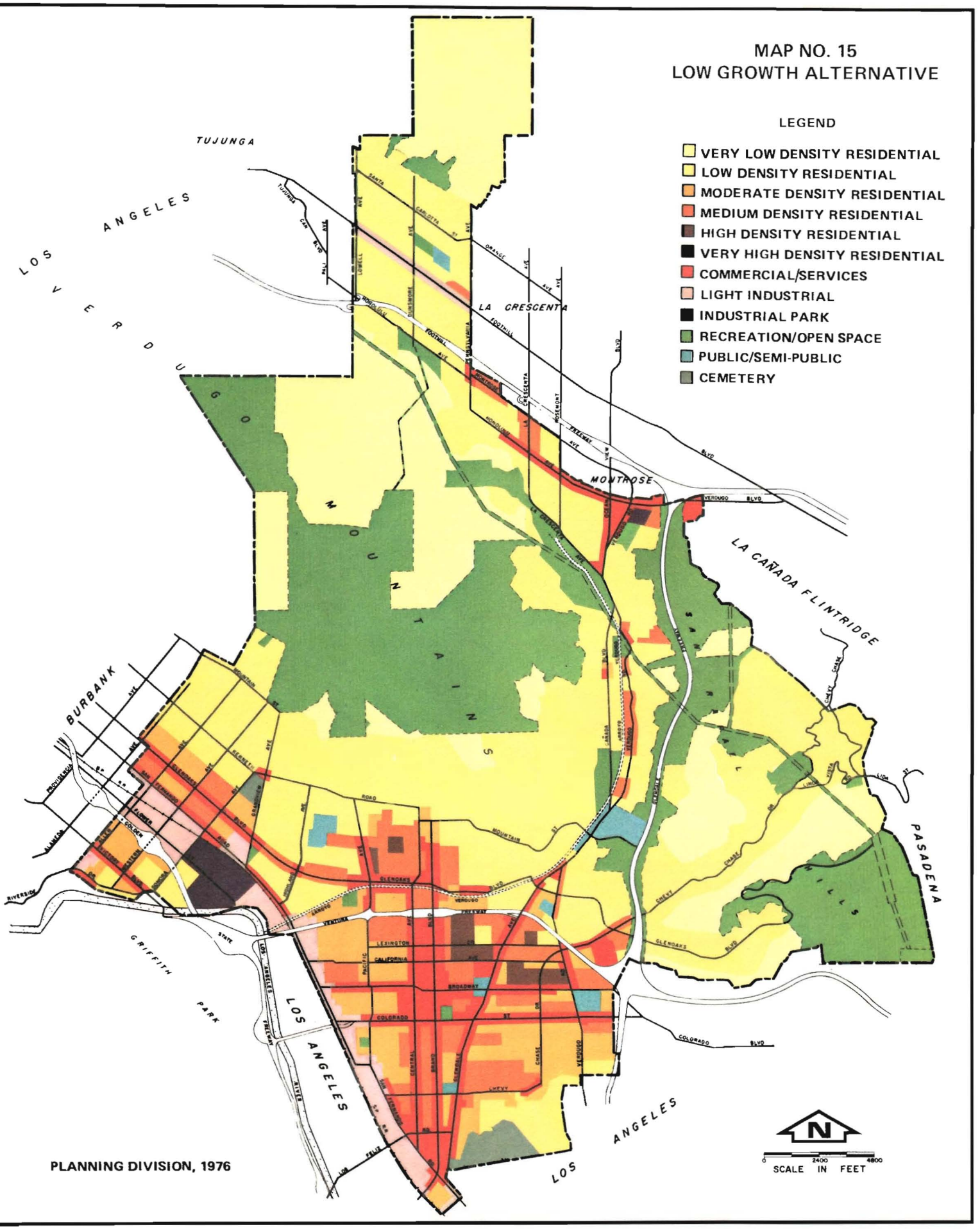
MAP NO. 15
LOW GROWTH ALTERNATIVE
LEGEND
VERY LOW DENSITY RESIDENTIAL
LOW DENSITY RESIDENTIAL
MODERATE DENSITY RESIDENTIAL
MEDIUM DENSITY RESIDENTIAL
HIGH DENSITY RESIDENTIAL
VERY HIGH DENSITY RESIDENTIAL
COMMERCIAL/SERVICES
LIGHT INDUSTRIAL
INDUSTRIAL PARK
RECREATION/OPEN SPACE
PUBLIC/SEMI-PUBLIC
CEMETERY
TUJUNGA
LOS ANGELES
LA CRESCENTA
MONTROSE
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BURBANK
GLENDALE
PASADENA
GRIFFITH PARK
LOS ANGELES
LOS ANGELES
SAN RAFAEL HILLS
SCALE IN FEET
PLANNING DIVISION, 1976